



# **Town of St. Stephen Industrial Park Secondary Municipal Plan**

By-law No. M-3  
February 2022

# Contents

<b>Section 1. Background .....</b>	<b>4</b>
1.0 Title .....	4
1.1 Planning Area .....	4
1.2 Purpose .....	4
<b>Section 2. Objectives, Policies, and Proposals .....</b>	<b>5</b>
2.1 Sustainable Development of the Park .....	5
2.2 Park Infrastructure Expansion .....	5
2.3 Park Management .....	6
<b>Schedule A. Map of St. Stephen Industrial Park .....</b>	<b>7</b>
<b>Schedule B. Infrastructure Handbook .....</b>	<b>8</b>
<b>Schedule C. Eco-Industrial Park .....</b>	<b>15</b>
<b>Schedule D. Example of a Preliminary River Water Line System Design .....</b>	<b>16</b>



**BY-LAW TO ADOPT A SECONDARY MUNICIPAL PLAN  
BY-LAW NO. M-3**

Under the Authority vested in it by Section 24 of the *Community Planning Act*, the Municipal Council of the Town of St. Stephen enacts as follows:

This By-law may be cited as the “Town of St. Stephen Secondary Municipal Plan”;

The document entitled “Town of St. Stephen Secondary Municipal Plan” attached hereto is adopted.

Read a first time this 30 day of March, 2022.

Read a second time this 29 day of June, 2022.

Read a third time and passed this 29 day of June, 2022.

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Allan MacEachern, Mayor

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Jeff Renaud, Town Clerk



I, **Jeff Renaud**, of the Town of St. Stephen, in the County of Charlotte and Province of New Brunswick, Town Clerk, DO SOLEMNLY DECLARE:

1. THAT I am the Town Clerk of the Town of St. Stephen, a municipal corporation, and have personal knowledge of the facts herein declared.
  
2. THAT the requirements of Sections 25, 110 of 111 of the *Community Planning Act* have been complied with in respect to Bylaw No. M-3, being the Secondary Municipal Plan By-law for the Town of St. Stephen.
  
3. AND I make this solemn declaration conscientiously believing it to be true and knowing that it is of the same force and effect as if made under oath and by virtue of the *Evidence Act*.

DECLARED before me at the Town  
of St. Stephen, in the County of  
Charlotte and Province of New  
Brunswick, this day of

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COMMISSIONER OF OATHS

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Jeff Renaud, Town Clerk



## Section 1. Background

### 1.0 Title

The Town of St. Stephen, under the provisions set out in section 29 to 31 of the *Community Planning Act*, hereby adopts the Industrial Park Secondary Municipal Plan (hereinafter, “Secondary Plan”).

### 1.1 Planning Area

The policies and proposals set out in the Secondary Plan apply to the Town of St. Stephen Business Park. Recognizing its features and capacity, it has been rebranded as an industrial park, hereinafter recognized as the Industrial Park. This is the area delineated in the Map of Industrial Park (Schedule A).

### 1.2 Purpose

This Secondary Plan has been prepared in accordance with section 29 through 31 of the *Community Planning Act*, upon Council’s request. It focuses primarily on guiding development and expansion of the Industrial Park while providing Town Council with long-term planning policies for the Industrial Park under the guidance of the *Town of St. Stephen Municipal Plan By-law No. M-2* and is informed by the background study, the St. Stephen Business Park Functional Plan (December 2021) prepared by Dillon Consulting Inc.

If there is a conflict between this Secondary Plan and the Municipal Plan, the latter prevails.

As per the *Community Planning Act*, Town Council shall ensure that a review of this Secondary Plan is commenced **every 10 years**.

The adoption of this Secondary Plan does not commit Town Council to undertake any proposal within this Secondary Plan, but it shall prevent the undertaking of any development that is in any manner inconsistent with or in opposition to:

- a) In the case of the Municipality, any policy or proposal so outlined or suggested;
- b) In the case of a private entity, any proposal so outlined or suggested.

It is recognized that the St. Stephen Industrial Park (hereinafter, “the Park”) is associated with dynamic markets and it could be regulated under other jurisdictions. Periodic amendments may be conducted to ensure that the Secondary Plan remains appropriate and functional. Amendments must be undertaken in accordance with the provisions outlined in the *Community Planning Act*.



## **Section 2. Objectives, Policies, and Proposal**

The Town of St. Stephen Industrial Park (hereinafter, “the Park”) has been a valuable asset of the Town in terms of economic development, employment, population retention and etcetera. The Park has strategic advantages in many aspects in regards to attracting new industrial tenants, including easy logistics, ample land, and established industrial niches. A recent functional study shows that the Park has reached capacity and could benefit from infrastructure updates that can accommodate and harbour the growing industrial market. Town Council has been examining the idea of park expansion. Town Council recognizes that growth of the industrial sector is important to the development of the Town and doing so sustainably is also essential, as laid out in the Municipal Plan. The following objectives, policies, and proposals provide guidance on future development of the Park.

### **2.1 Objectives: To promote sustainable, climate-conscious industrial operations within the Park**

#### 2.1.1 Policies

- 1) Council shall consider investing in energy efficient, sustainable infrastructure;
- 2) Council shall establish natural green infrastructure that offsets environmental impact from industrial operations and mitigates climate change impacts on facilities within the Park, where possible;
- 3) Council shall promote energy efficient industrial operations in the Park; and
- 4) Council shall encourage an eco-industrial system to be established within the Park and with local partners to reach high overall resource efficiency and lower carbon footprint.

#### 2.1.2 Proposals

- 1) Council proposes to prioritize upgrading and climate-proofing existing infrastructure that meets the needs of existing and future tenants of the Park;
- 2) Council proposes to protect the wetlands, forests, and other existing natural infrastructure within the Park, where possible;
- 3) Council proposes to apply the *Development Incentive By-law DI-1* and other applicable by-laws to encourage energy efficient and environmentally friendly industrial operations within the Park;
- 4) Council proposes to direct its economic agency to prioritize the recruitment of potential tenants that are capable of forming or joining an eco-industrial system with the existing industrial niche in the Park, subject to Schedule C.

### **2.2 Objectives: To fund the development and expansion of the Park over a twenty-year timeframe in a logical, planned manner that is sustainable for the Town’s finances.**

#### 2.2.1 Policies

- 1) Council shall establish policies to prioritize resources to support the development and expansion of the Park;



### 2.2.2 Proposals

- 1) Council proposes to adopt a development scheme by-law that guides the development of the Park.
- 2) Council proposes to designate future phases of Park expansion as delineated in Schedule A, to be developed in accordance with a development scheme by-law, if applicable;
- 3) Council proposes to explore the establishment of proper infrastructure to support the development and expansion of the Park using the Infrastructure Handbook (Schedule B) as a general guideline; and
- 4) Council proposes to adopt a local improvement by-law under the *Local Governance Act* to have the costs of developing a river water line and other infrastructure facilities to be shared with the direct beneficiaries of the service, if applicable.

## **2.3 Objectives: To provide sufficient administrative assistance in developing, improving, marketing, and managing the Park.**

### 2.3.1 Policies

- 1) Council shall consider appointing an economic development agency to be responsible for heading the development and management of the Park on behalf of the Town;

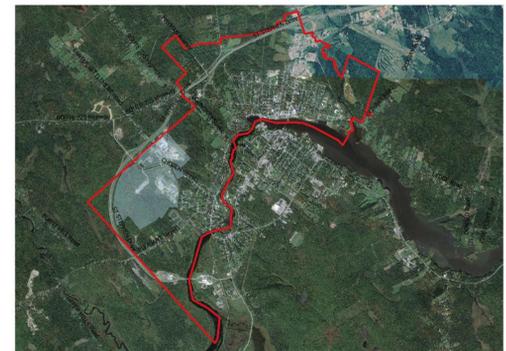
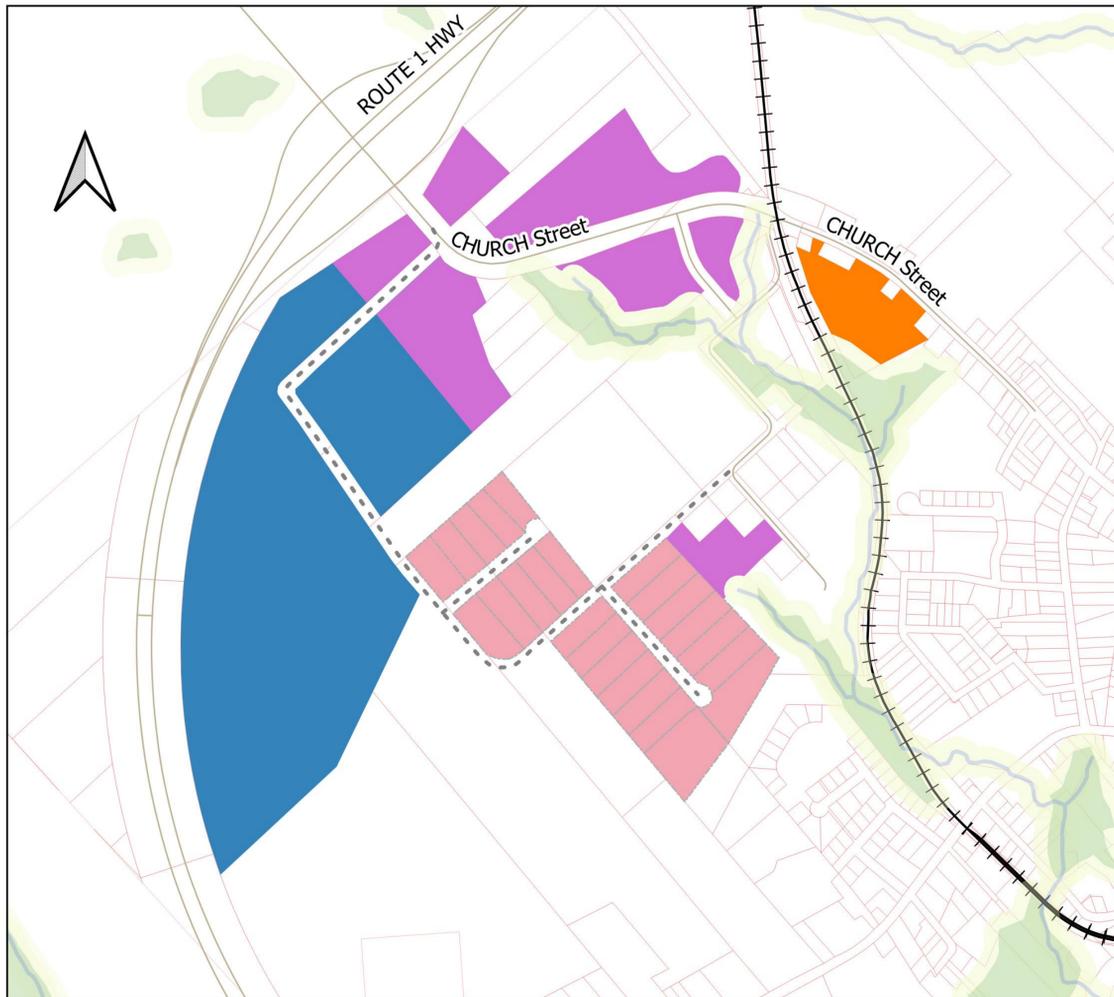
### 2.3.2 Proposals

- 1) Council proposes to appoint Future St. Stephen (St. Stephen Development Board Inc.) or a similar organization as the agency responsible for developing and managing the Park on its behalf, with the following priorities:
  - a) engaging with the Town Administration on matters of by-laws and public works (including all utilities);
  - b) engaging with external entities on behalf of the Park, including prospective tenants, consultants, the federal and provincial governments, and regional organizations;
  - c) engaging with all stakeholders of the Park in development and expansion initiatives;
  - d) supporting the acquisition, holding, selling, and leasing of Park property under the direction of and in coordination with the Town Administration and associated regulations;
  - e) supporting the land assembly efforts and infrastructure development initiatives for the Park under the direction of and in coordination with the Town Administration and associated regulations;
  - f) encouraging the development of an environmentally-conscious, eco-industrial park concept, in accordance with Schedule C;
  - g) researching and applying for grants for the development and improvement of the Park;
  - h) creating and maintaining consistent branding and marketing to attract appropriate businesses and talents to the Park; and
  - i) installing signage to enhance Park identity and improving wayfinding under the direction of and in coordination with the Town Administration, using Schedule B as a general guideline.



# Schedule A. Map of St. Stephen Industrial Park

## Map of St. Stephen Industrial Park



- Infill Development
- Intermodal Rail Yard
- Phase 1 (expansion)
- Phase 2 (expansion)
- New Roads (expansion)
- Railroad
- Watercourse
- Wetlands
- 30m Wetland and Watercourse Buffer

0 250 500 m

Date: January 2022  
Data Source: GeoNB



# Infrastructure Handbook:

To assist the two-phased expansion plan



The Town of St. Stephen has put in significant resources to plan for the expansion and improvement of the Industrial Park. This Infrastructure Handbook provides the blueprint for setting up proper infrastructure to support the two-phased expansion as recommended in the business park functional plan (2021).

## Purpose

The Handbook's objective is to assist developers, tenants, and municipal officials in understanding the expectations on improving the Park and its functionality.

The Handbook provides the public with a clear and legible document that conveys the municipality's plan on developing one of the most important assets of their community that will affect their economic, social, and environmental wellbeing.

The Handbook is a collection of best practices and recommended action items pursuant to the *Municipal Plan By-law* that are desirable for the development of the Park. The Handbook is not meant to be regulatory unless it is so required in a development scheme by-law, development agreement, or other regulations.





## Branding

1. **Contract** a consultant to develop a marketing, branding, and signage plan for the Park to attract prospective tenants
2. **Budget** the capital costs for new directional signage and a new Park billboard through municipal finances
3. **Begin** RFP and tendering process for signage design and installation



## Infill Development (Schedule A)

1. **Prioritize** any vacant/underutilized land in the Park that has existing frontage, access, and in-ground services that could be readily developed into usable industrial lots through a development scheme by-law
2. **Implement** land bank strategy (see 'Land Bank Strategy')
3. **Obtain** Class D or better estimate for the capital costs of surveying and preparing the lots and installing appropriate infrastructure
4. **Budget** through municipal finances and external funding (see 'Funding')
5. **Arrange** development agreements with prospective tenants as per the development scheme by-law
6. **Begin** RFP and tendering processes



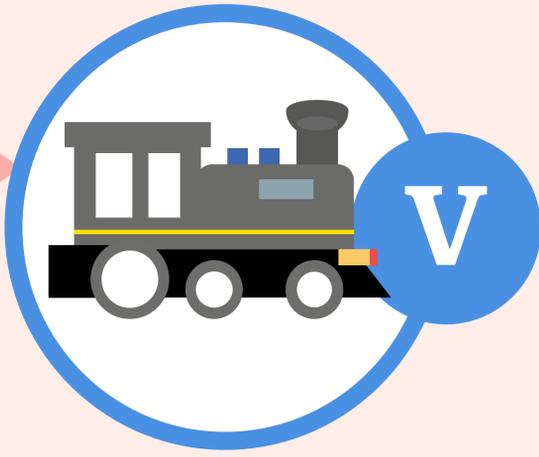
## Park Expansion (Schedule A)

1. **Initiate** Phase 1 expansion once 50% of the existing infill lots in the Park have been developed (see 'Expansion')
2. **Initiate** Phase 2 expansion once 50% of the existing lots in Phase 1 expansion have been developed (see 'Expansion')
3. **Install** infrastructure as per Action Item IV & V



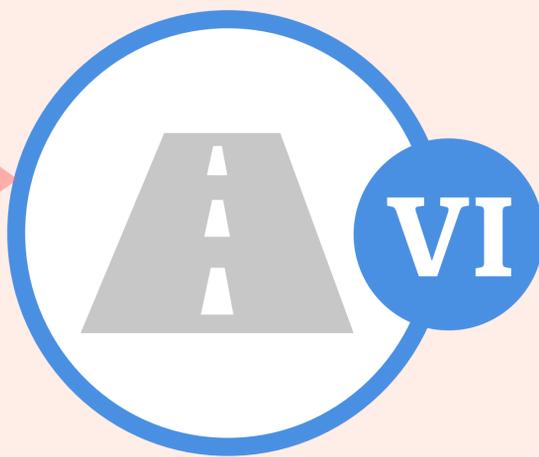
## River Water Line

1. **Explore** preliminary system designs, such as Schedule D
2. **Conduct** a technical feasibility study and jurisdictional risk assessment on the selected design
2. **Obtain** Class D or better cost estimate
3. **Secure** a service agreement with at least 2 tenants requiring more than 150 cubic meters/hour of non-potable water for industrial uses
4. **Budget** capital cost through municipal finances and external funding (see 'Funding')
5. **Amend** *Water & Waste Water By-law* to create a user utility rate to recover capital and maintenance costs of the new river water line
6. **Begin** RFP and tendering processes



## Rail Yard Capacity (Schedule A)

1. **Contract** a Wetland Consultant to conduct a wetland delineation study to confirm the location and boundary of wetlands in the Park
  2. **Engage** tenants and **solicit** interests and commitments to utilize intermodal railyard infrastructure
  3. **Obtain** Class D or better estimate on capital costs
  4. **Prepare** a pro forma for the financial feasibility of operating an intermodal rail yard
  5. **Budge** capital cost though municipal finances and external funding (see 'Funding')
  6. **Begin** RPF and tendering process
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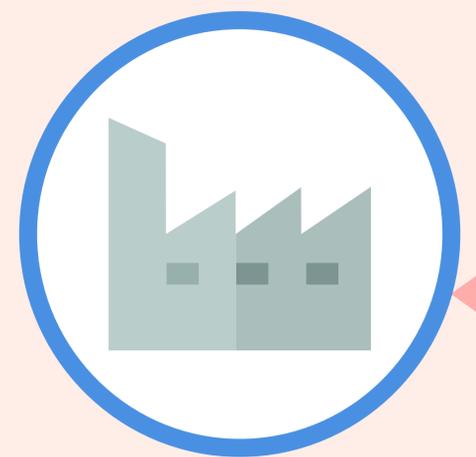


## Roads/Services Extension

1. **Adopt** a development scheme by-law to bank properties for future infrastructure extension
  2. **Implement** land bank strategy (see 'Land Bank Strategy')
  3. (optional) **Obtain** a Class D or better estimate on developing a small-scale, district energy system for new lots in Phase 1 expansion
-

# Expansion

1. **Obtain** a Class D or better estimate
2. **Budget** through municipal finances and external funding (see "Funding")
3. **Initiate** a subdivision of land in accordance with the development scheme by-law
4. **Begin** RFP and tendering processes for infrastructure construction
5. **Arrange** development agreements with industrial stakeholders interested in locating to the Park per the development scheme by-law



# Land Bank Strategy



1. Implement a **development scheme by-law** to prevent ad hoc development from blocking the logical, future expansion of the Park

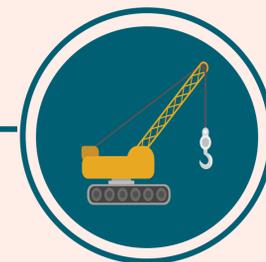


2. Acquire properties through a negotiated purchase with the current owners



3. If purchase does not work, then partner with land owners on the costs of developing lots per development scheme by-law

If purchase or partnering does not work, consider expropriation as the last resort



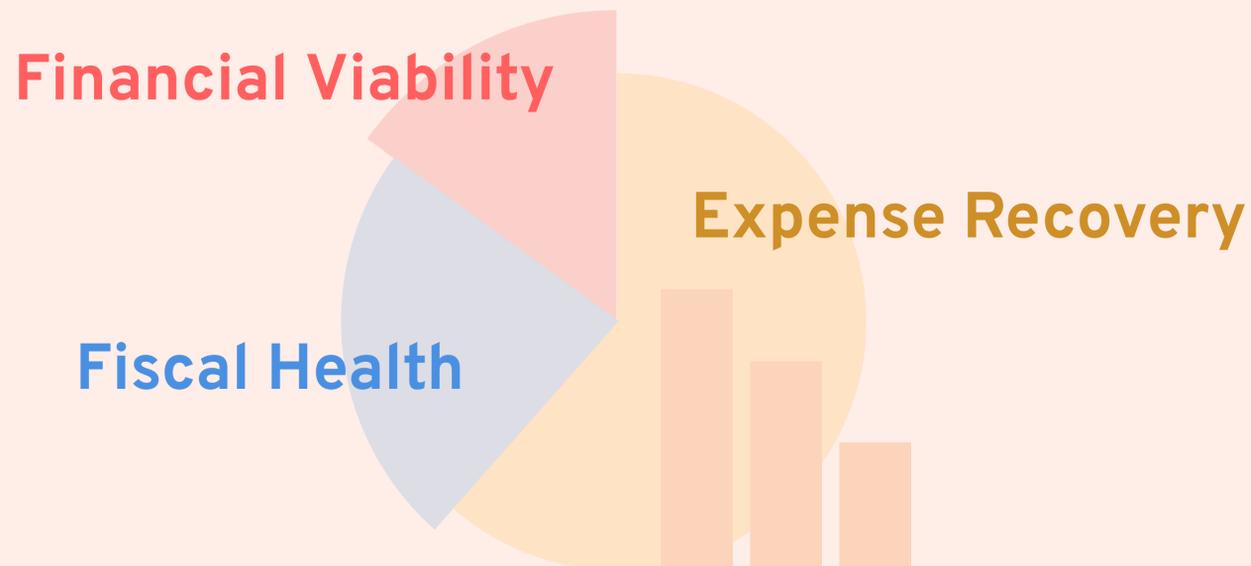
4. Hold unimproved lots until market shows interests in industrial development

Install infrastructure as per Action Item IV & V

Arrange development agreements with prospective tenants as per the development scheme by-law

# Funding

When considering new municipal investment or infrastructure projects, it is important to measure the Town's financial capacity to absorb any related costs or take on additional loans.



The Town should consider the following baseline indicators of new investment projects to ensure a relatively healthy financial status in the long-run:

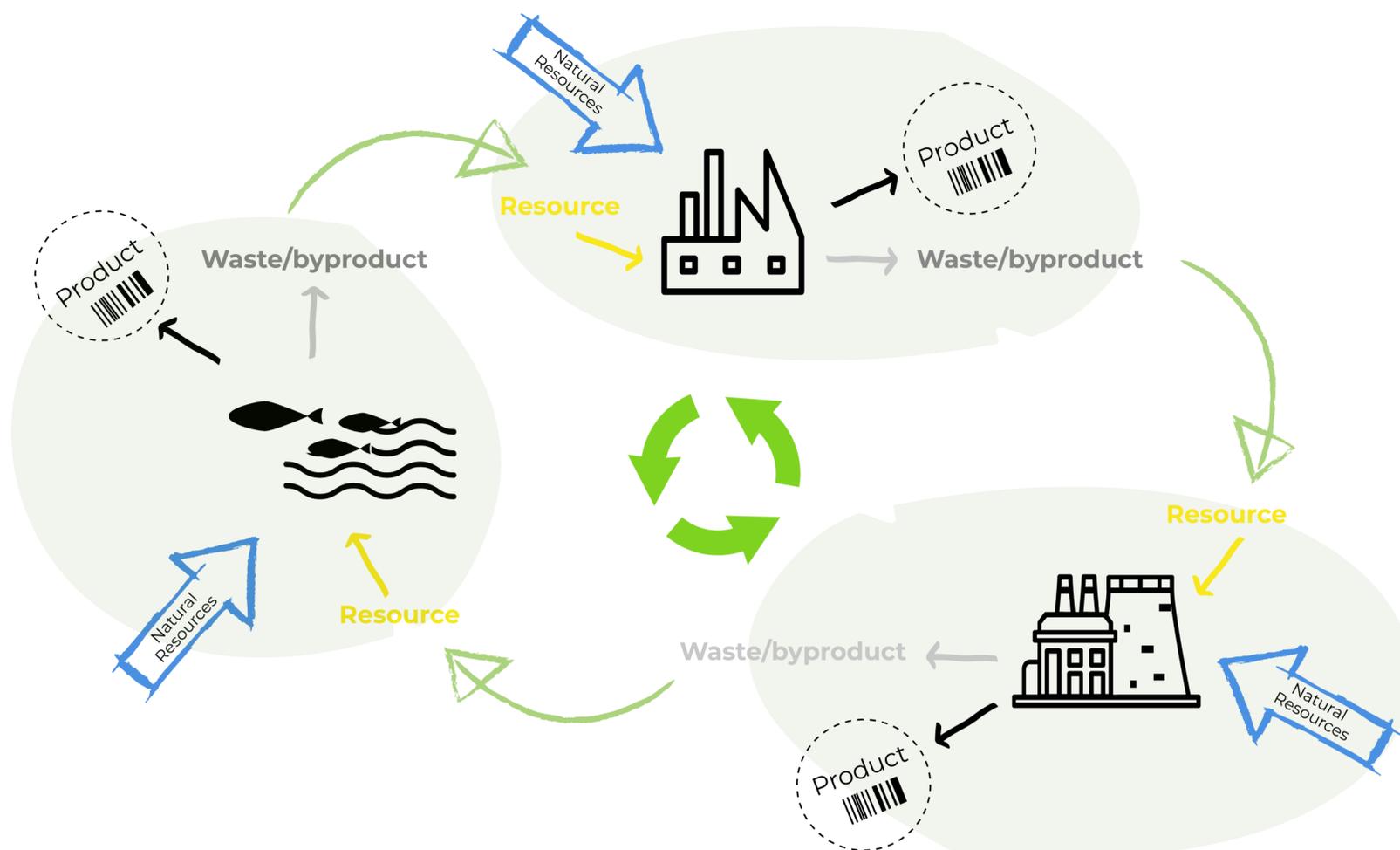
- Town should have the financial capacity to fund one third (1/3) of the capital cost of a project through municipal finances;
- Town should be able to secure external funding for the remaining two thirds (2/3) of the capital cost; and
- Town should establish a revenue tool to recover capital expenditure within no more than a 10-year period.

## Schedule C. Eco-industrial Park

As the United Nations Industrial Development Organization (UNIDO) defines: “an eco-industrial park is a community of businesses located on a common property in which businesses seek to achieve enhanced environmental, economic and social performance through collaboration in managing environmental and resource issues.” Businesses that adopt eco-industrial principles are encouraged to interact and exchange energy, materials, by-products, effluents, knowledge and other resources, which forms a beneficial industrial symbiosis that increases the sustainability and resilience of the Park as illustrated below.

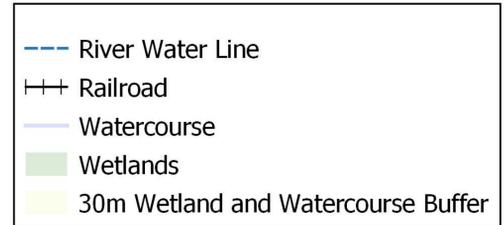
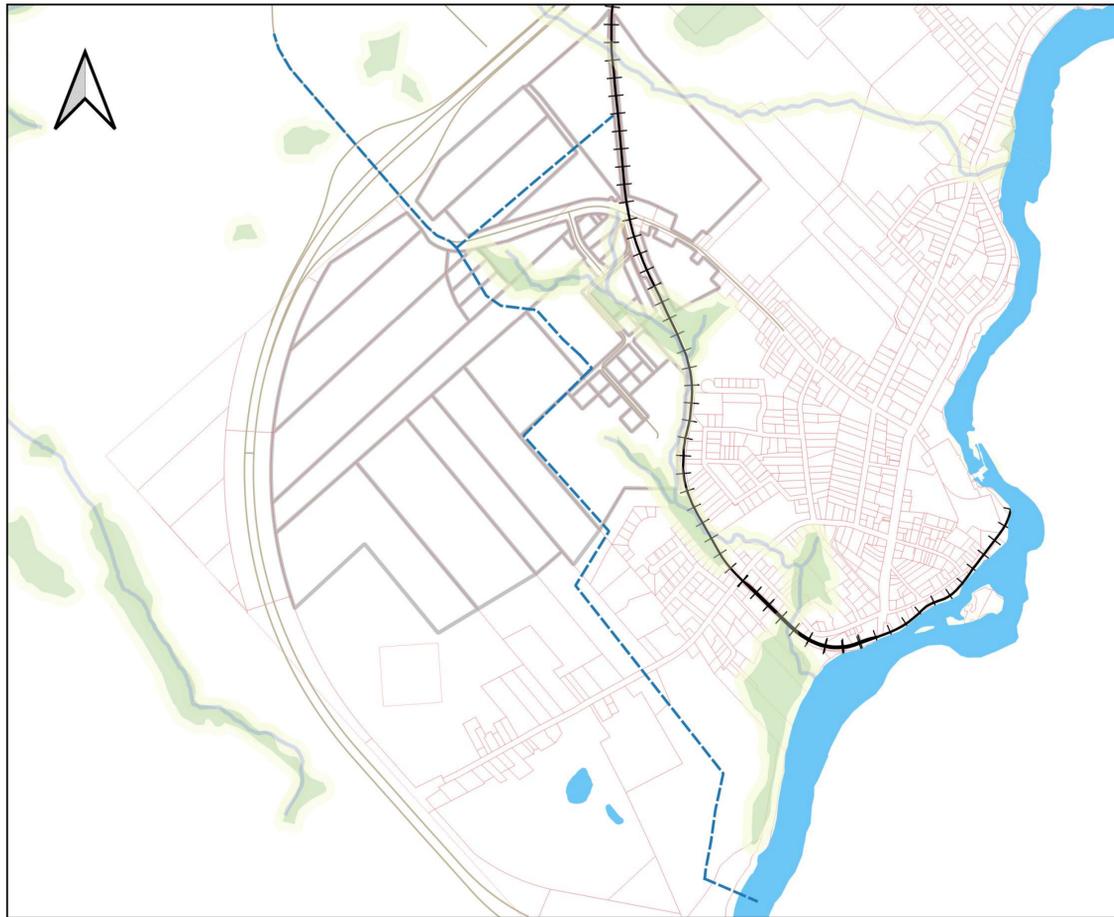
Policy ID-3 of the Municipal Plan By-law indicates that

“Council shall encourage sustainable or green approaches in all future industrial developments or expansions to existing industrial areas.”



# Schedule D. Example of a Preliminary River Water Line System Design

## Map of St. Stephen Industrial Park An Example of a River Water Line System Design



Date: January 2022  
Data Source: GeoNB

