



EMERSON-FRANKLIN: STEAMING AHEAD

2025-2050
COMMUNITY PLAN

BY-LAW 2024-06

ACKNOWLEDGMENTS

The Municipality of Emerson-Franklin is located on Treaty 1 Territory, the original lands of Anishinaabeg, Cree, Oji-Cree, Dakota, and Dene peoples, and on the homeland of the Métis Nation with a settlement history dating back to the 1870's. The Municipality of Emerson-Franklin acknowledges the spirit of truth and reconciliation and is committed to collaboration and shared benefits with our First Nation and Métis partners and governments.

Roseau River Anishinaabe First Nation and Emerson-Franklin share an important objective of seeing the community thrive and prosper for future generations. They are a close partner in implementing the vision of this plan. Emerson-Franklin recognizes the importance of the Treaty agreement and is committed to celebrating the history and traditions of the Anishinaabe people through placemaking, events, and displays.

PROJECT WORKING GROUP

Special thank you for the hard work and dedication of the Project Steering Committee, Emerson-Franklin Council, Municipal Staff, and the residents of Emerson-Franklin who participated in the preparation of this Development Plan.

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01

INTRODUCTION

About the Plan

Regional Context

Plan Area



1.0 INTRODUCTION

ABOUT THE PLAN

The following Development Plan [the Plan] provides sound policies for growth and resiliency for urban and rural communities in the Municipality of Emerson-Franklin [the Municipality]. It provides an integrated set of policies to guide growth and development, while ensuring the quality of life for residents and the environment is at the forefront of decision-making. The purpose of the plan is to guide growth and change in the Municipality towards a common vision – a vision built on complete, healthy communities; a stable and diverse rural economy; and care for our land and water. A key driving force to this vision will be the Municipality's ability to capture investment in the agri-food sector, trade-related development along PTH 75, First Nation economic development opportunities, and tourism-related spin-offs. The economic impacts of such initiatives will ripple through and be felt in communities across the region.

WHAT TOPICS DOES THE PLAN ADDRESS?

The Plan provides a vision forward; a set of core planning principles; goals and objectives with corresponding measures and policies intended to guide decision-making related to land use and development. While the Plan provides direction for future growth, it reflects the need for resiliency in the face of extreme weather and economic uncertainty. The Plan provides a 'core' set of principles and goals that guide the vision for a better tomorrow.

In Manitoba, section 42(1) of *The Planning Act* states that a development plan must:

1. set out the long-term objectives for the future development;
2. through maps and statements of policy, direct sustainable land use and development;
3. set out measures for implementing the plan.

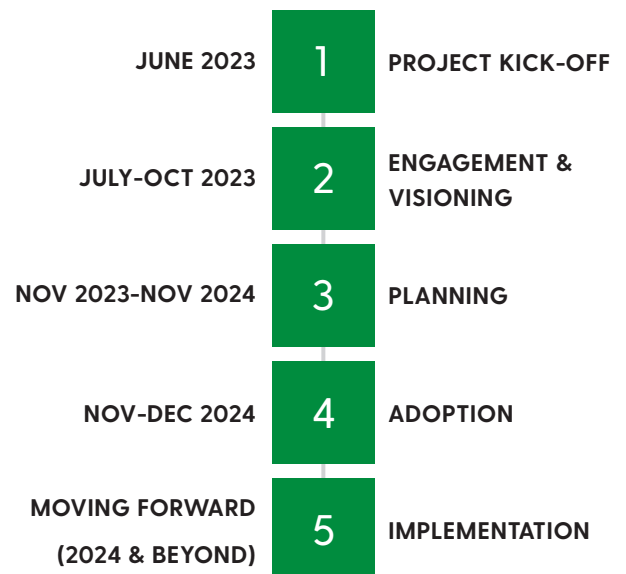
PLAN STRUCTURE

The Plan outlines existing conditions, describes future goals, strategies and policy directions to guide development and growth in the Municipality. The Plan is built around the following core components:

1. Introduction
2. Emerson-Franklin Story
3. Steaming Ahead Vision
4. Healthy Communities
5. Diverse, Growing Economy
6. Agriculture, Food Systems and Rural Preservation
7. Stewardship of Land and Water
8. Land Use and Development
9. Implementation

PLAN TIMELINE

Emerson-Franklin: Steaming Ahead was completed in November 2024 after an 18-month planning process.



REGIONAL CONTEXT

Emerson-Franklin is surrounded by three municipalities: De Salaberry to the north; Montcalm and the Red River to the west; and Stuartburn to the east. Provincial Trunk Highway No. 75, Provincial Trunk Highway No. 59, Highway No. 200, and Provincial Trunk Highway No. 201 are the major roads. Pembina-Emerson Port of Entry is a 24-hour International border crossing along Highway 75.

Emerson Franklin falls within the 'Seine-Rat-Roseau River Conservation District'. The Rat River originates in the Sandilands Provincial Forest near Carrick and flows west and northwest downstream to the confluence with the Red River three kilometres north of Ste. Agathe. The Roseau River flows westward through the municipality before converging with the Red River.

Emerson-Franklin is characterized by the remnants of Lake Agassiz. Once covering nearly the entirety of Manitoba, the Glacial Lake Agassiz was formed 11,500 years ago from the meltwaters of a massive ice sheet that had previously covered all of Manitoba.

Today, the lake has left behind Manitoba's unique landscape and has provided southern Manitoba with some of the highest quality soils in Canada.

As a border-adjacent community, the area is well served with road and rail transportation networks to support the movement of goods. The Emerson Port of Entry (POE) in particular plays a significant role in the local, regional and global economy. Located next to the border crossing, the Local Urban District of Emerson is the largest urban community with an approximate population of 660 (Statistics Canada, 2021).

The Municipality anchors the southcentral economic region of Manitoba and acts as the gateway to mid-west Provinces and States. The region has a market reach of nearly 2.5 million people within an 8-hour drive including major population centres like Winnipeg and Steinbach in Manitoba, and Minneapolis-St-Paul in Minnesota.



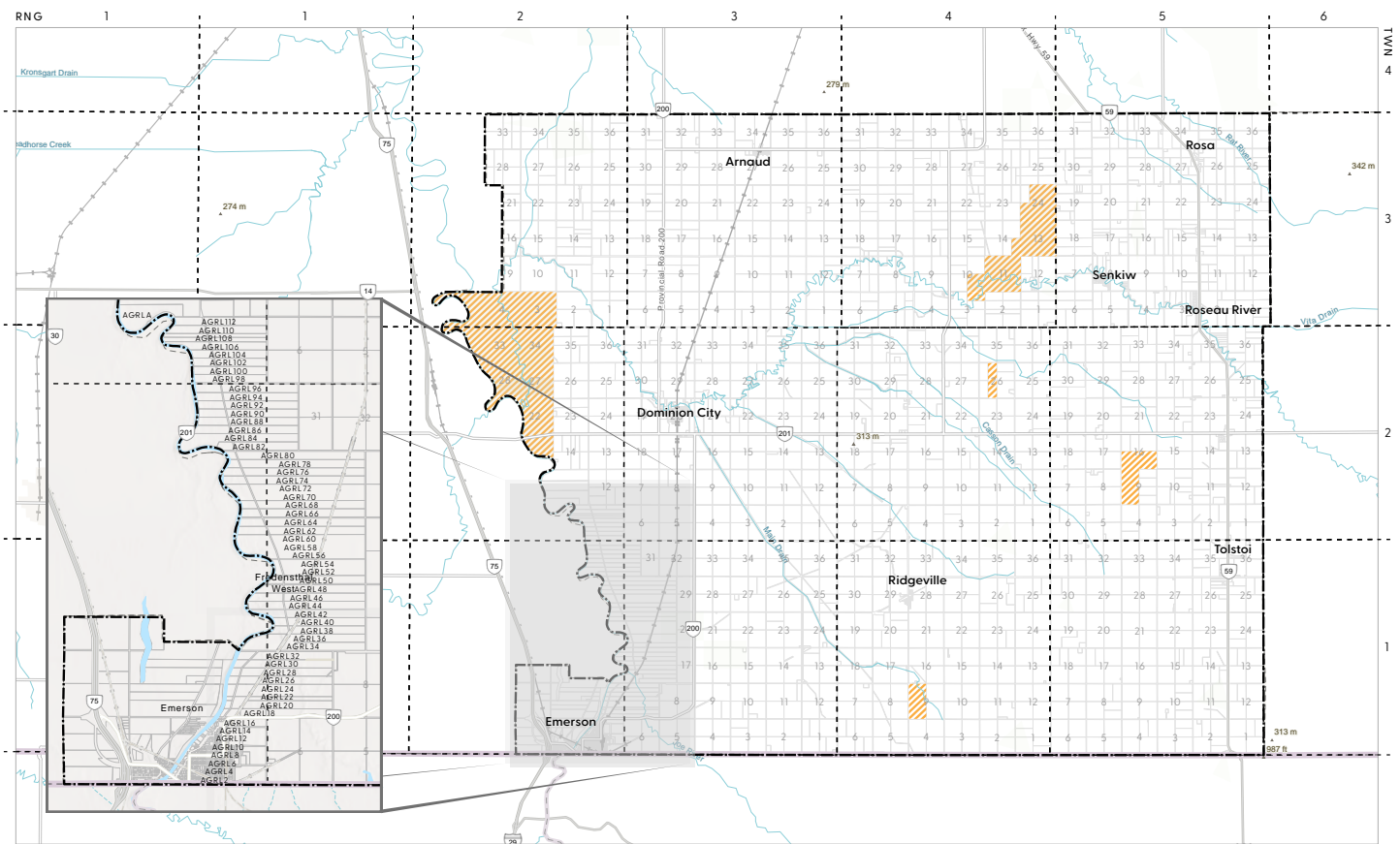
Map 1 Regional Context

PLAN AREA

The Planning Act in Manitoba authorizes municipal governments to exercise planning and zoning jurisdiction for land within their administrative boundary. Emerson-Franklin: Steaming Ahead is a long-range planning initiative that addresses the entirety of the Municipality and will act as a guide to coordinate future growth and development within the community.

The Planning Area [Plan Area] is bounded on the north by the RM of De Salaberry, west by the RM of Montcalm, east by the RM of Stuartburn, and on the south by the International Boundary with the State of North Dakota and State of Minnesota. Settlement areas within the Planning Area include: Dominion City, Emerson, Arnaud, Ridgeville, Rosa, Woodmore, Overstoneville, and Tolstoi. Seasonal recreational areas include Roseau River and Senkiw.

- Township & Range Grid First Nation Reserve
 Municipal Boundary Railway



Map 2 Plan Area

02

THE EMERSON- FRANKLIN STORY

The People

The Community

The Environment

The Economy

2.0 EMERSON-FRANKLIN STORY

THE PEOPLE

In the spring of 1874, American entrepreneurs Thomas Carney and William Fairbanks led a colonization party to settle the prairie on the east side of the Red River at the Canada-U.S. border. They sought an area which possessed an extraordinary potential for developing into a thriving economic hub for the region. Many settlers followed, establishing the communities of today's Emerson-Franklin with their distinct character.

Long before the arrival of these settlers, the land that is now Emerson-Franklin was home to Indigenous peoples with rich histories in the Red River and Pembina Valleys, including Roseau River Anishinaabe First Nation. These communities have stewarded these lands for generations, resiliently maintaining their cultural heritage and traditions.

Today, Emerson-Franklin is home to approximately 2,435 people, with about 980 people (or 40% of the population) living in Emerson or Dominion City, the two urban centres within the Municipality. Considering the population shifts that typically follow rural and agriculture-based communities, Emerson-Franklin's population has remained relatively stable. Between 2006 and 2021, the community's population has remained stable (-0.8%).

Like many communities in Canada, Emerson-Franklin is young, yet aging. Compared to Manitoba, the Municipality has a higher proportion of mid-age and older-age adults, in addition to a higher proportion of youth ages 14 and under, creating a cohort gap for young adults. This is a common challenge for many rural communities across Canada.

Increasing immigration to southern Manitoba is helping offset this gap of young families and young adults and will play a significant role in driving growth and economic development in the community. Emerson-Franklin is in a position to capture both the increase in immigration and post-pandemic shift of people moving outside major metropolitan areas as they become less tied to their place of work.

Advantageous housing affordability options and a stable population positions Emerson-Franklin for growth and development. With increasing potential from the Mid-Canada Trade Corridor, the people of Emerson-Franklin remain passionate, resilient, and mobilized to accommodate new economic opportunities. The population is highly experienced and sophisticated in the agricultural and agri-food sector, with generational thinking and skills that have been shaped and passed on over the last 150 years.



Emerson Fire Hall Street Dance, Canada Day Festival 2023

Retrieved: Abby Wall, Pembina Valley Online

THE COMMUNITY

Here on the Canadian-Provincial border, there is a strong sense of community spirit and civic pride. This is evident in everyday life and the community's rich cultural heritage and historic buildings.

The heart of Emerson-Franklin beats with the rhythm of agriculture, as the municipality has a long history of supplying the continent with valuable food products like cereals, oats, corn, and various fruits and vegetables. The community's backbone in agriculture and spin-off manufacturing and transportation services has instilled a strong work ethic among its residents. The legacy of agriculture is not just an economic driver but an integral part of the community's narrative, shaping its traditions, customs and values.

Emerson-Franklin is a community of communities, who mutually support one another. The community is ready to strengthen its identity as an established agricultural hub, while taking important steps towards infill and intensification within existing urban centres and rural settlements like Emerson, Dominion City, Tolstoi, Arnaud, and Roseau River. These communities offer a unique blend of small-town charm with modern amenities and services from schools and community facilities, to health and wellness services. Emerson-Franklin strikes a balance between urban and rural, offering the benefits and conveniences of both.



Emerson Park
Retrieved: Municipality of Emerson-Franklin

THE ECONOMY

Prior to amalgamation in 2015, the Town of Emerson had for many years been known as the Gateway to the Canadian Midwest. The founders of the border town had always envisioned a thriving economic hub, driven by trade and the movement of goods across Canada and the United States. To this day, the Municipality and former Town of Emerson continue to be a major hub for international trade. Emerson POE is the fifth most active border crossing in Canada and the most prominent land-based Port of Entry in Western Canada.

Besides the trades and transportation industry that provides steady employment for the Municipality, the local economy is also driven by the management, business and finance and sales and services industry. Agriculture and agri-food manufacturing is another key industry within Emerson-Franklin. The Municipality benefits from having some of the most desirable soils in Manitoba that are capable of producing high-quality crops and feed.

Today, there are a number of key businesses that anchor local employment including GJ Chemical Ltd., Fehrway Feeds & Livestock Equipment, and Emerson Milling Inc. The community has built a strong reputation in the production of canola, wheat, barley, alfalfa, dry field peas, beef, pork, and poultry.

Opportunities are increasing to diversify and grow the local economy. About half of all residents in the community commute outside the municipality every day for work, with about a third of all residents commuting a minimum of 30 minutes to their place of work. While the proximity to the PTH 75 trade corridor offers clear advantages for the trades and transportation industry, there are new emerging opportunities within the agri-food manufacturing, arts and culture, and sciences industry that can promote the local economy and encourage people to work within the Municipality.



Emerson Economic Development Zone
Retrieved: McGowan Russell Group Inc.

THE ENVIRONMENT

Emerson-Franklin is known for its prairie countryside, scenic rural landscape and its long, windy rivers that span the entirety of the municipality. In all areas of Emerson-Franklin, you will experience Mother Nature's authentic and largely undisturbed wildlife habitats.

The Municipality is home to a wide array of natural assets including the Red and Roseau Rivers, wildlife and aquatic life, as well as small pockets of aggregate resources. The protection and responsible use of these resources will ensure that they remain available and undamaged for future generations to enjoy.

Residents of Emerson-Franklin take stewardship over their natural environment. There are several campgrounds and nature-based amenities that are well looked after with minimal human disturbance. From the dense riparian corridors that provide a scenic, off-road hike, to the vast prairie grasslands that are home to diverse species and wildlife habitat, the community of Emerson-Franklin is well positioned for climate resiliency to address environmental challenges in the future. An abundance of biomass supply from agriculture in the region creates local spin-off opportunities for clean energy pilot programs and initiatives.



Senkiw Swinging Bridge
Retrieved: Municipality of Emerson-Franklin

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EMERSON- FRANKLIN STEAMING AHEAD VISION

Plan Purpose

Planning Principles

Community Engagement

Vision

Community Pillars

3.0 STEAMING AHEAD VISION

PLAN PURPOSE

Emerson-Franklin: Steaming Ahead is a concept of embracing economic growth and change while protecting and enhancing the quality of life for citizens. It is a concept that creates the long-term vision for the community, one that is supported by a series of goals and related strategies which will work collectively to achieve measurable change.

Emerson-Franklin Steaming Ahead contains four core sections or pillars – Healthy Communities; Diverse, Growing Economy; Agriculture, Food Systems and Rural Preservation; and Stewardship of Land and Water. Each of these pillars relate to multiple topics and municipal priorities.

Goals for each pillar were created through a series of discussions and workshops conducted during the public engagement process.

The topics of healthy communities, cultural celebration, sustainability and economic growth and resiliency were consistently brought up as areas of importance during the planning and public engagement process. These themes and associated goals are integrated into the policy directions within each pillar and work together to contribute to a healthy, equitable and sustainable place to live, work and play.



PLANNING PRINCIPLES

Emerson-Franklin: Steaming Ahead is a strategic long-term vision that mobilizes the community, enables new development opportunities, from the large-scale drivers of the regional economy to the local leaders of the local economy. Guiding principles were confirmed through community and stakeholder dialogue throughout the planning process to create this Plan and related policy directions. They identify both intention and expectation in the vision, goals, objectives, policies and implementation strategies of the Plan. General planning principles include:

GENERAL PRINCIPLES:

Building on Identity – Building on the strengths of the region’s economy (agriculture, trades and transportation), while creating ‘readiness’ capacity to respond to new economic opportunities related to agri-food manufacturing, clean energy, and food production;

Business Expansion – bolstering small-scale enterprise through tools and services that encourage the innovators, the self-employed, and the small business entrepreneurs to continue establishing and growing;

Housing Affordability & Quality of Life – ensuring the communities that make up Emerson-Franklin offer a high quality-of-life including a full range of housing options, an appropriate range and quality of community services and facilities, a functional transportation network, and a strong regional identity that will help distinguish Emerson-Franklin from its regional counterparts;

Development Readiness – providing a degree of certainty for landowners, neighbours, investors, etc. of what we expect to happen with use of lands;

Smart Growth and Climate Resiliency – creating a culture of resiliency from an economic, social and environmental sustainability perspective, recognizing that the future success, both fiscally and socially, of the Municipality depends on the careful stewardship of resources.



LUD of Emerson
Retrieved: Municipality of Emerson-Franklin

ECONOMIC DEVELOPMENT PRINCIPLES

These general principles are all important contributors to the local economy and work together to build municipal capacity within Emerson-Franklin. A strategic objective of this Plan is to create the conditions for commercial and industrial development to thrive and evolve within the community. To achieve this, several economic planning principles are established:

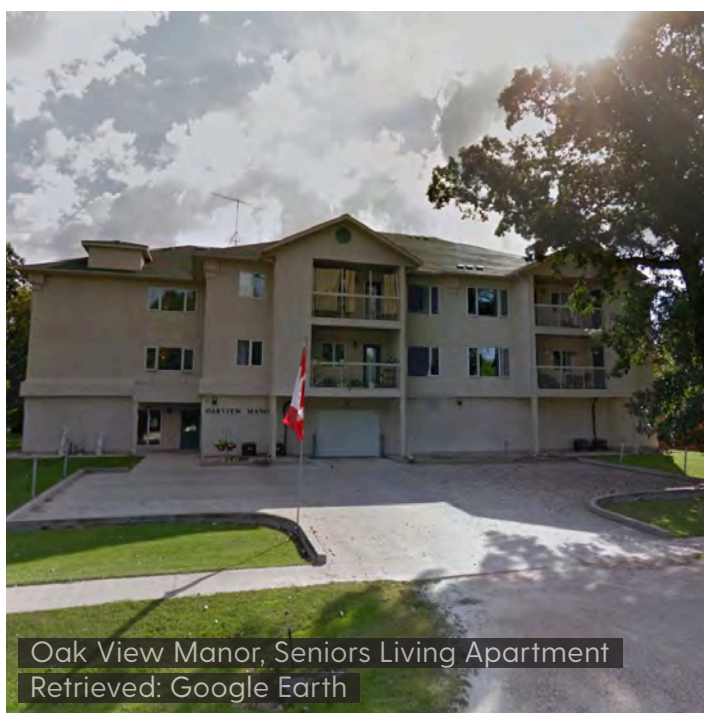
Investment Attraction – attracting public and private investment and new residents to the region by ensuring an adequate supply of the right types of lands, readily available and flexible for all types of industries and uses;

Land Use Flexibility – offering a range and mix of lands that satisfy the needs of the economic sectors that drive the region's overall economic well-being, and the small-scale enterprises that amplify the Municipality's economic vigor;

Residential Infill – allowing a broad spectrum of housing options and residential building types in the Municipality's communities including multi-family, formats that support the ability of seniors to age-in-place, and affordable rental and condo housing options for young people and families entering the housing market for the first time;

Integrated Infrastructure Planning – aligning public investments in infrastructure, such as roads and utilities, to optimize infrastructure spending and support private investments in land development;

Regional Collaboration – working, thinking and acting as a Region in collaboration with other municipalities across Southern Manitoba.



Oak View Manor, Seniors Living Apartment
Retrieved: Google Earth



Letellier Water Treatment Plant
Retrieved: Pembina Valley Water Cooperative

COMMUNITY ENGAGEMENT

Emerson-Franklin: Steaming Ahead is the outcome of an extensive public outreach and engagement process that embraced a community-led approach to the creation of the Plan. The outreach and engagement process yielded community participation with more than 50 points of interaction with the community.

SURVEY

Our team worked with the Project Steering Committee to design an online and paper survey for the community to fill out over July-August of 2023. The survey was circulated via social media by the Municipality, and made available at the municipal office in physical form. A total of 56 responses were received during the submission period of 48 days (June 29 to August 15). Survey advertising and promotion was done through:

- Municipality of Emerson-Franklin social media
- A poster at the Municipality of Emerson-Franklin Office
- 300 postcards handed out at local events in July and August

The survey questions were the same for both the physical and digital versions. It comprised of 10 planning themes, each specifically written to guide respondents and gain topic-specific opinions relating to the favoured characteristics, development and needed improvements of the Municipality.

Question types used were either single or multiple choice with predetermined answers respondents could choose from, ranking questions, or open-ended questions. Questions that were not open-ended generally provided an 'Other' option that respondents could choose and fill out with a more tailored answer should none of the provided options reflect their opinion or thoughts.

The results of the survey were reviewed by the Project Steering Committee and presented to Council.

COMMUNITY ENGAGEMENT THEMES

The public engagement process highlighted several key themes that will be used in this Plan. Overall, the community would like to retain what makes Emerson-Franklin unique and the quality of rural living with a desire to strengthen the economy, public services and amenities for all ages.

Emerson-Franklin is a close-knit community with ample parks and natural space for outdoor recreation. The community envisions Emerson-Franklin's future as a clean, safe community that current and future generations will be able to age in place, embrace traditions, have gainful employment, where families can live in close proximity to each other, and enjoy the natural environment. This ties into the existing community-orientated atmosphere with strong friendship and family connections that make the Municipality a desirable place.

The community would benefit from more resources to support families and health, more affordable amenities and entertainment, accessible housing, multi-modal transportation, and safety. Enhancing Main Street Areas (business variety, safety, mental health and addiction support), access to health care with more affordable access to services outside the Municipality, and attracting new development were consistent themes from the process as well.

STEAMING AHEAD VISION

Over the next 25 years, Emerson-Franklin will build on its reputation as a thriving border community that offers a variety of options to live, work and enjoy the outdoors. It will seize the opportunity to provide good paying jobs, beloved amenities, and pristine natural amenities for all residents and visitors to enjoy.

Emerson-Franklin's unique identity as the 'Gateway to Manitoba' accompanied with stunning prairie views and open spaces will bolster the community's identity as a destination for outdoor recreation and tourism. Efforts to protect and enhance existing parks and open spaces in communities like Emerson, Dominion City, Roseau River, Senkiw, Arnaud, Tolstoi, and Ridgeville will be accompanied by efforts to establish new nature-based amenities. New and existing assets will be carefully planned and cohesively linked between local and provincial parks, trails, historic sites, and recreation businesses to promote Emerson-Franklin's many scenic and historical qualities.

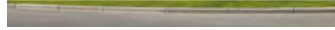
Investment in recreation and community services will generate new employers, lodging, dining and entertainment activity, creating spin-off opportunities for attracting families and visitors to the region. Emerson-Franklin's growth will be balanced, preserving the small-town, agricultural character that its citizens deeply value.

The Municipality's range of housing including heritage homes will be strategically reinvested in over time and will accommodate the needs of existing and future residents. Efforts will be made to incentivize and encourage various forms of housing to support, low-income households, returning residents, young families, new home-buyers, seasonal/temporary workers, and of course, older adults.

Public services and infrastructure systems such as education, water, wastewater, broadband, healthcare and transportation routes fuel the economy and will require ongoing monitoring and upgrades to enhance quality of life, but also to enable new growth and development. Investment in high-speed broadband will enhance the areas appeal to residents, visitors and business prospects, while facilitating remote learning and remote workers.

With a number of opportunities for residents and visitors to immerse in nature and history, Emerson-Franklin will strengthen its appeal as an attractive place to live and work for long-time residents and new residents seeking a true small-town, rural experience.





COMMUNITY PLANNING PILLARS

The vision of this Plan is built on four pillars – Healthy Communities; Diverse, Growing Economy; Agriculture, Food Systems and Rural Preservation; and Protection of Land and Water.

Goals and policy directions are created for each pillar and have been generated and confirmed through the public engagement process.



Healthy Communities

Provide a healthy built environment with a range of housing options and retail amenities mixed together to support walkable communities.



Growing Economy

Improve standard of living for residents through job creation, research and development, and emergence of new industries in the local economy that will generate greater wealth for individuals, families and businesses.



Agriculture, Food Systems and Rural Preservation

Agriculture, heritage, arts and culture infuse life into the community. This pillar will support the area's agricultural industry, unique rural character, community champions and cultural traditions that bring life to places.



Protection of Land and Water

Coordinated efforts between public, private and not-for-profit sectors will lead to Emerson-Franklin being recognized as a leader in climate resiliency and sustainability.

04

HEALTHY NEIGHBOURHOODS

Vision Statement

Goals



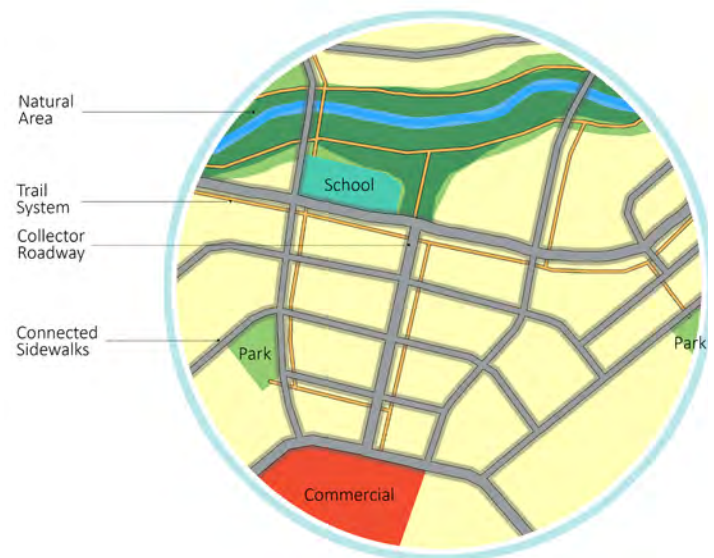
4.0 HEALTHY NEIGHBOURHOODS

VISION STATEMENT

Emerson-Franklin and its communities will be comprised of safe and active streets and blocks that offer various types of housing that welcome all current and future residents. Smart, responsible growth and development will be encouraged by the Municipality, from intensifying and 'building up' Main Street in Emerson and Dominion City to establishing new residences in rural settlement areas.

With a common vision for the future, the community will guide development in a manner that maximizes the use of existing infrastructure and municipal resources. A balance between new development and redevelopment will ensure a more diverse range of housing options are provided that enable long-term residents or returning residents to age in place, while allowing new households to take root in the community.

Improvements to existing neighborhoods, such as infill development, investment in new housing, and placemaking efforts will strengthen the economic potential, creating more favourable conditions for commercial and a mix of uses that make it an attractive community to live, work and play.



GOALS

About 90% of the housing stock in Emerson-Franklin consists of single-detached homes. This accounts for housing within the Local Urban District (LUD) of Emerson and unincorporated community of Dominion City.

Different generations have varying preferences for housing options – from traditional single-detached for a young family, to a duplex with an accessory dwelling for multiple generations of a family to share. Providing a range of suitable options will attract new residents, entrepreneurs, and investment to the community. New housing in the Municipality will be considered in the context of access to existing education, recreation, healthcare, commercial and transportation options.

The goal of building Healthy Communities is to support and strengthen the existing urban and settlement centres in the Municipality such as Emerson, Dominion City, Roseau River, Tolstoi, Arnaud, Rosa, and Ridgville through steady investment and growth. The following section provides goals and policy directions to guide existing communities through reinvestment and infill while providing new housing options to ensure the community grows and becomes more livable over the next twenty-five years.

A ‘Healthy Community’ is based on the concept of building a community with convenient access to everyday necessities that promote a healthy lifestyle. It should include a mix of housing types, access to grocery and shopping, public schools and institutions, and safe public facilities, all of which should be connected through a multi-modal transportation system. Complete neighbourhoods meet the needs of people of all ages and abilities.

To position Emerson-Franklin for smart, responsible growth in existing communities and further establishing a healthy built environment, Emerson-Franklin: Steaming Ahead focuses on four goals:

- 4.1. Support a range of housing options
- 4.2. Preserve neighbourhood qualities and character
- 4.3. Increase safe, multi-modal transportation options
- 4.4. Support and strengthen the provision of equitable community, health, and wellness services



4.1 Support a range of housing options

Emerson-Franklin is home to a number of small rural communities of varying demographic, socioeconomic and income levels. As the region grows and diversifies, policies should be pursued that offer multiple forms of assistance and investment to both tenants and homeowners. This may include supporting reinvestment and renovation, property improvement incentives, affordable and workforce housing, and proactive public investments for improved neighbourhood amenities. The Municipality will work collaboratively with developers and residents alike to realize new housing opportunities in the community with a focus on housing to support seniors, young people and young families.

4.1.1. Support compact, infill development

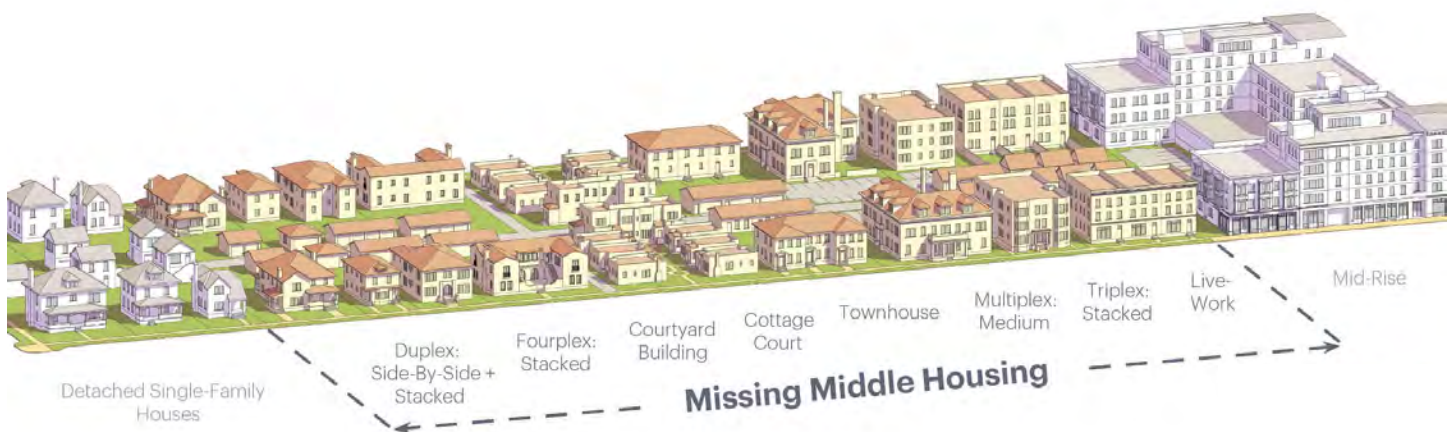
Infill and compact development should be prioritized in Emerson and Dominion City, in addition to other rural settlement centres. Prioritizing inward growth as opposed to outward sprawl promotes a smart growth approach that focuses on strengthening the mix of housing choices within communities, while encouraging walkable environments. It can also strengthen and improve the sense of place of the area by adding new, quality housing to established neighbourhoods.

4.1.2. Increase housing in Emerson and Dominion City

Emerson and Dominion City are areas with a rich history, beautiful community features, and a distinct character that anchors the municipality. This includes a mix of retail, recreation, health and business-related services. To build on the community's urban 'bones' while ensuring housing needs are met and the potential of Emerson and Dominion City is fully realized, a variety of incentives should be deployed. Such incentives may include tax abatements for new residential development or adaptive reuse of historic buildings.

4.1.3. Promote diverse, attainable and accessible housing development

The residential landscape of Emerson-Franklin is evolving. The community is seeing an increase in new residential subdivisions in rural, non-settlement areas, while existing communities like Emerson, Dominion City, Tolstoi are maturing, yet declining in population. New, innovative solutions are needed to offset this trend and ensure new housing is suitable to the surrounding area, while providing options for aging in place, new families, young people and be affordable to all.



Source: Missing Middle Housing, Opticos Design Inc.

4.2 Preserve neighbourhood qualities and character

Emerson-Franklin consists of a number of distinct places, each with their own unique character and identity. The architectural qualities that make each community unique from one another should be recognized, protected and preserved where possible. This typically involves preserving historically significant buildings, sites, structures, or even full streets or neighbourhoods. It safeguards and celebrates the identity or 'roots' of the community, solidifying the values and character of the built environment.

4.2.1. Support historic preservation efforts

Historic sites and buildings should be identified and protected to optimize ecological, cultural heritage, health and economic benefits to residents and visitors. If adverse impacts are unavoidable, the impacts must be minimized and mitigated by using appropriate measures to preserve or restore the value of the heritage resources.

The Municipality shall work with landowners to identify and protect important heritage sites and buildings in the community by way of designation under *The Heritage Resources Act*. The Municipality shall use the heritage designation to protect buildings, sites and structures through tools such as the Zoning By-laws, Secondary Plans, subdivision procedures, development permits, design by-laws and demolition by-laws. To advance historic preservation efforts, the Municipality should:

- a. Work collaboratively with residents, property owners and historical societies to identify historic landmarks, buildings and districts for protection.
- b. Require a heritage resource assessment be provided prior to issuance of a Development Permit.

4.2.2. Encourage context-sensitive, adaptive reuse of heritage buildings and historic homes

Compatible, environmentally sound and responsible development standards will be enforced by the Municipality to ensure heritage resources and sites are protected in the development process. Adaptive reuse of heritage buildings is encouraged and should be prioritized for residential and commercial uses, and if appropriate, for education and/or tourism uses. Heritage resources that have been degraded or damaged should be identified and prioritized for rehabilitation, provided the necessary due diligence has been completed in the application review process. To promote development while maintaining the heritage value of a building or site, the Municipality may:

- a. Implement development design standards for identified geographic areas with significant heritage value.
- b. Require Site Plan Approval for any proposed development on a site with a heritage resource designation.



4.3 Increase safe, multi-modal transportation options

Emerson-Franklin's transportation network consists of two provincial highways, including Provincial Trunk Highway 75 and 59 (PTH 75 and PTH 59), a network of provincial roads (PR 200, PR 201, PR 217, and PR 218), municipal roads, along with an established railway and active transportation network.

This includes multi-use trails such as the Trans Canada Trail, as well as urban standard sidewalks, crosswalks, and walking paths.

Emerson-Franklin has immediate access to three major railways that provide critical north-south and east-west connections to the greater international trade network. These major railways include:

- The Canadian Pacific (CP) Emerson line
- Canadian National (CN) Letellier line
- Burlington Northern Santa Fe (BNSF) line in North Dakota

Emerson-Franklin's urban centres have remained stable but are expected to grow due to future economic development along major trade networks. This will contribute to population growth, helping to attract private investment, new residents and jobs to the community. Public-private investment in transportation infrastructure will remain a core mobility focus for Emerson-Franklin.

While private vehicles may remain the predominant mode of mobility in the future, increasing multi-modal options such as active transportation is integral to meeting social equity, health and sustainability goals outlined in this Plan.

4.3.1. Improve connectivity and capacity

While Emerson and Dominion City have an established road network, additional investment in transportation infrastructure is needed to better support a healthy community. This may include sidewalk, multi-use trails or dedicated bike lanes in the context of retail, recreational, natural and cultural assets.

Another way to improve connectivity and capacity is to establish maximum lengths for block perimeters and requiring all new development to connect to adjacent streets contiguously. Block and street length is a key indicator of walkability, despite having corresponding impacts to total street area, available frontage and taxable area. A balance between walkability and optimizing taxable land is needed to improve connectivity and capacity.

The Municipality will implement transportation plans that reflect best practice models to improve connectivity and capacity across all transportation modes.



4.3.2. Support efforts to advance regional multi-modal connectivity

Having access to two of the most prominent border crossings in the province, Emerson-Franklin is a nexus for goods movement and has the advantage of facilitating north-south and east-west trade in Manitoba. Emerson-Franklin will build on this strength and support regional multi-modal connectivity.

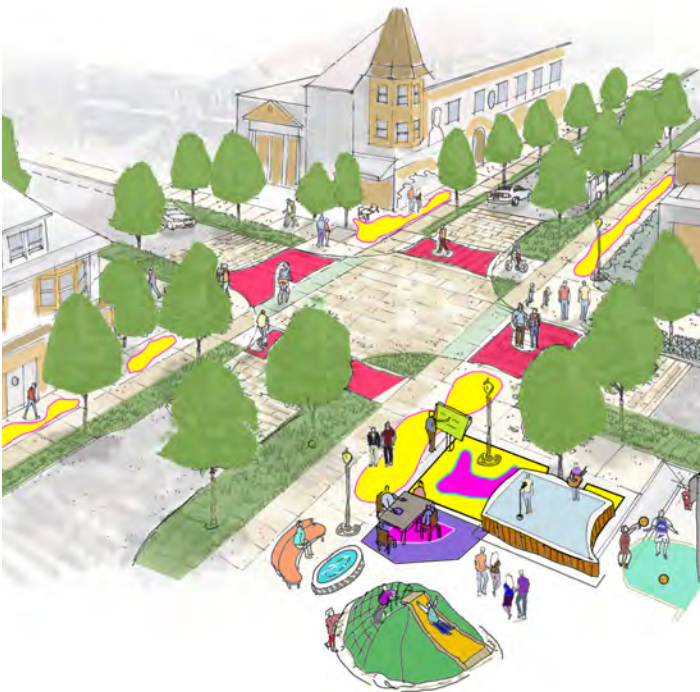
The overall goal for the Municipality is to be a critical link between local and international markets, providing substantial spin-off economic benefits for the community. The Municipality, Provincial Government, local businesses and developers will work together to safeguard new development from major highway and railway infrastructure lines and operations. This includes required setbacks established in the Zoning By-law, as well as strategies to mitigate adverse impacts from new development on major infrastructure routes.

4.3.3. Invest in attractive 'Complete Streets', including active and public transportation

The concept of 'Complete Streets' is based on enabling safe access to transportation regardless of age, ability and mode, whether that be pedestrians, bicyclists, motorists and or transit passengers. A complete streets approach moves beyond traditional planning and implementation of road renewal, which has shown over time that it does not meet the needs of a diverse, aging population.

The principles of 'Complete Streets' include: Density, diversity (of adjacent amenities), design (including lighting and accessibility) and distance (to housing and other transportation options). These principles work together to support the conditions of walkability, bikeability and overall daily physical activity. Strategies to advance 'Complete Streets' in Emerson-Franklin include:

- a. Update municipal policies and regulations to implement safe pedestrian, vehicular and bicycle connectivity.
- b. Encourage developers to make provisions for active transportation options such as physical connections to existing or anticipated active transportation trails.
- c. Consider integration of landscaping, native plant species, green stormwater features, tree canopy, and pedestrian streetscape furniture into transportation improvement projects.



Complete Street Design

4.4 Support and strengthen the provision of equitable community, health, and wellness services

Emerson-Franklin aims to foster inclusive and thriving communities by enhancing all residents' access to health, wellness, and community resources. By promoting equitable development and improving existing infrastructure, the Municipality will create environments that support its diverse population's physical, mental, and social well-being.

Access to healthcare services significantly enhances community well-being and makes Emerson-Franklin an attractive place for families and older adults. The availability of healthcare and health promotion is crucial for the local economy, influencing the decisions of businesses and residents on where to live and establish roots. Emerson-Franklin will foster a vibrant, healthy, and resilient community by investing in quality healthcare and wellness initiatives.

4.4.1. Build on the Community's Existing Healthcare System

Emerson-Franklin will support enhancing its healthcare services by collaborating with healthcare providers to ensure a patient-centred, community-based approach. The Municipality will:

- a. Assist in delivering responsive care at local healthcare facilities while working with healthcare professionals to understand and address community-wide needs.
- b. Promote and identify opportunities to bring healthcare services directly to residents, such as health screenings and testing at community events.

4.4.2. Identify and Enhance Key Community, Sports, and Wellness Assets

Emerson-Franklin will capitalize on its community assets to promote a healthy, active lifestyle and boost local tourism. The Municipality will:

- a. Maintain and upgrade critical community assets that contribute to the local identity and enhance arts, culture, and entertainment, including sports facilities, parks, and cultural venues.
- b. Support local sports commissions in addressing youth participation barriers by ensuring they have the necessary resources.
- c. Evaluate and expand the use of existing community spaces, such as Emerson and Dominion City assets, to attract high-profile sporting events, concerts, and other festivals.



05

DIVERSE, GROWING ECONOMY

Vision Statement

Goals

5.0 DIVERSE, GROWING ECONOMY

VISION STATEMENT

Emerson-Franklin will build on the region's economic predominance in transportation and trade, agriculture and agri-food production, and tourism by supporting diverse mix of spin-off economic sectors that make it a viable and prosperous place to live. Strong collaboration between governments, institutions and employers will aid the development of home-grown talent while positioning the community on the global stage to attract additional skill and innovation.

Creating the conditions for innovation and talent will be a long-term priority for Emerson-Franklin. Efforts to strengthen relationships across sectors and institutions will assist in cultivating a diverse entrepreneurial ecosystem while positioning the Municipality to attract investment on a global scale. Business sectors in the community will strengthen, support one another and capitalize on the broader Canada-United States-Mexico trade network.

Successful efforts to collaborate with Roseau River First Nation, regional employers, and local business leaders will help drive economic development projects and align them with the vision of this Plan. The community will build on its strengths and target investment to further solidify Emerson-Franklin as a hub for trade and transportation, agri-food manufacturing, retail, tourism and hospitality.

As a nexus for inter-provincial and international goods movement, the Municipality will promote commercial and industrial investment opportunities in key growth areas with bi-modal transportation access (road and rail).

The historic centres of Emerson and Dominion City will attract the business community with advantageous opportunities to live, work and play. Coordinating efforts with the community to invest in Emerson and Dominion City will further build its reputation as an amenity-rich, historically-significant district that drives the local economy. Integration of local sports and Indigenous arts and culture will strengthen the identity of Emerson-Franklin, attracting investment and new residents.

GOALS

Emerson-Franklin will demonstrate development 'readiness' through proactive planning, land use planning and establishing an 'open-for-business' culture. While trade and agriculture related industries will continue to drive the Emerson-Franklin economy, the strategic location on the US-Canadian border positions the Municipality for success in tourism, hospitality and entertainment industries. Diversifying the local economy will strengthen the resiliency of the community and make it more attractive for investment and further driving growth and development, while providing many well-paying jobs.

Regional economic development partners will advance initiatives and provide a welcoming economic environment to prospect investors. The community will work together to ensure strategic areas of the community can accommodate new jobs and long-term employment in coordination with transparent infrastructure planning and maintenance.

This plan outlines five primary goals to foster economic growth and diversification, business development and entrepreneurial spirit in the community:

- 5.1. Ensure strategic areas of Emerson-Franklin can accommodate employment
- 5.2. Align infrastructure systems with land use planning and economic development
- 5.3. Support a welcoming, business- and entrepreneur-friendly community
- 5.4. Coordinate public and private utility systems planning
- 5.5. Support institutions to ensure access to high-quality, responsive education for all



5.1 Ensure strategic areas of Emerson-Franklin can accommodate employment

Emerson-Franklin employment lands are anchored by a mix of agriculture and agri-food businesses, logistics and warehousing companies, and construction service providers. Other industries that have experienced growth over the last decade include accommodation and food services, retail trade, and manufacturing businesses.

To continue to meet employment demand in the future, strategic areas of the municipality such as the Emerson Economic Development Area must work towards supporting an established trade sector while undertaking the necessary planning and site preparation work to enable new development and growth. 'Shovel-ready' employment lands, targeted investment attraction initiatives and business expansion and retention efforts can help the community reach this goal.

5.1.1. Create development-ready sites for business growth

To pave the way for new business and employment opportunities in the Municipality, suitable sites along major corridors must be in a position to accommodate development. Such sites shall be identified as 'Urban', 'Rural Settlement Centre' or 'Economic Development Area' in section 8.0 of this Plan. In collaboration with developers and other levels of government, the Municipality should appropriately plan for new development through zoning, development agreements, and infrastructure investments. An integrated infrastructure plan and zoning overlay will make these sites attractive to potential businesses.

- a. A mix of commercial, industrial and institutional uses will be directed to strategic areas that have direct access to major corridors and highways.

- b. Highway commercial is encouraged to co-locate with light-medium industrial (i.e. flex-tech space, small scale manufacturing), institutional uses and in a limited number of cases, residential uses.
- c. Industrial and commercial highway-type development will be encouraged to accommodate a mix of land uses to establish an employment campus or business park.

5.1.2. Support environmental reclamation and major reinvestment projects

The Municipality of Emerson-Franklin recognizes the potential to transform contaminated sites into economically productive land uses for new operations to emerge and use existing buildings and infrastructure. Through regulatory support and active engagement with stakeholders, the Municipality of Emerson-Franklin will encourage reclamation and remediation projects where possible.

- a. Identify and prioritize sites within the Municipality for reclamation and remediation, particularly those that can utilize existing buildings and infrastructure in new, sustainable ways.
- b. Engage with developers, residents, environmental groups, and Indigenous communities to gather input and foster partnerships for remediation development projects.
- c. Commit to regular public reporting on the progress of reclamation projects, ensuring transparency and building trust within the community.

5.1.3. Enable economic development along PTH 75

Demand for commercial and industrial land is rising and there is a strong desire by the community to capture the economic benefits of new development. While the Municipality will balance economic benefits across the entire community, efforts will be undertaken to focus investment and reinvestment in areas that yield the highest socio-economic benefits for the community. The Municipality will:

- a. Support the redevelopment of approximately 180 acres adjacent to the Emerson-Pembina Port of Entry and PTH 75, as identified in Map 8 Land Use Map (Section 8.0), to capture the demand for economic growth and activity.
- b. Implement the vision of the Emerson Economic Development Zone Master Plan, adopted as a Secondary Plan by-law of the Municipality in 2023.
- c. Collaborate with other levels of government, including Roseau River Anishinaabe First Nation (RRAFNF), to address barriers to development and advance shared economic opportunities.
- d. Ensure future economic development acknowledges Treaty One territory and celebrates cultural diversity, showcasing Manitoba's commitment to reconciliation, trade, job creation, education, and tourism.

5.1.4. Advance business development, expansion and retention initiatives

The Municipality is ready to build upon and diversify its employment and entrepreneurial base. Business development and expansion requires collaboration between local business leaders and all levels of government to foster the next generation of entrepreneurs while successfully attracting investors to the community. United around the core values of agreed collaboration, economic diversification, leadership and empowerment, this Plan aims to enhance the livability and sustainability of the Municipality by attracting and retaining a talented workforce that make Emerson-Franklin a viable option for new and expanding businesses.

Economic development agencies are working to advance business development, expansion and retention efforts. In tandem with these agencies, Emerson-Franklin's public service will work with partners to offer resources, incentives programs and financing resources.



5.2 Align infrastructure systems with land use planning and economic development

Infrastructure is integral to supporting the local economy and quality of life. Investment decisions on infrastructure including water, sanitary sewer, storm sewer, hydroelectricity and natural gas, in addition to transportation infrastructure such as roads and sidewalks, must be made in coordination with land use planning and development in the Municipality. Infrastructure and transportation system improvements steer and facilitate economic development and growth. To be successful in the long-term, the Municipality will work closely with Manitoba Transportation and Infrastructure (MTI) along with local stakeholders to ensure decisions on major infrastructure and transportation systems advance job creation, while safeguarding access to community amenities for residents and visitors.

A comprehensive road network that is able to move people, goods and services safely and efficiently relies on the effective integration of transportation and land use planning. Existing and proposed land uses influence the nature and extent of the road system. In turn, a convenient road system encourages economic development.

5.2.1. Improve provincial highway and road access for regional trade and local community assets

The Municipality recognizes the primary function of Provincial Trunk Highway (PTH) 59 and 75 is the high-speed movement of traffic and will accordingly limit access in a manner which consolidates local traffic at major points of entry. New development should minimize disruption to the flow of highway traffic. Development adjacent to a Provincial Trunk Highway (PTH) and/or Provincial Road (PR) shall comply with provincial regulations adopted under *The Transportation Infrastructure Act*.

PR 201 is a critical east-west corridor that facilitates trade and goods movement across the province and the greater international trade network. The Municipality of Emerson-Franklin has designated PR 201 as a strategic truck route that experiences high truck traffic volumes.

- a. Access to provincial highways for agricultural and highway commercial uses will be managed in accordance with Manitoba Transportation and Infrastructure (MTI) regulations.
- b. New developments will be encouraged to use existing improved intersections, internal road systems, or municipal road networks to limit direct access to the provincial highway system, in alignment with PLUP 7.3.4.



5.2.2. Maintain and upgrade municipal transportation networks

The Municipality of Emerson-Franklin aims to maintain and upgrade its municipal transportation networks to support new development, enhance economic activity, and improve safety and mobility for all residents and businesses. As such:

- a. Collector and local municipal roads are designed to accommodate new development and will expand based on planned road and street system of the neighbouring areas.
- b. New development shall have access to an existing all-weather road of sufficient standard and capacity, unless the proponent makes an agreement with the municipality to upgrade an existing road or develop new road access to a standard agreed upon by the Municipality.

Improvements including upgrades and expansion to transportation infrastructure benefit all residents and businesses. This may include economic stimulation, job growth, energy conservation, traffic congestion relief, improved safety and increased mobility. Freight movement throughout strategic areas of the Municipality will enable economic development while improving safety outcomes. The Municipality of Emerson-Franklin will:

- c. Support advocacy, planning, and implementation efforts for PTH 75.
- d. Engage in planning and implementation efforts to enhance the image and appeal of PTH 75 at the Emerson-Pembina border crossing.
- e. Implement setback distances for all buildings, structures, hedges or similar obstructions adjacent to municipal roads.
- f. Designate certain municipal roads as truck routes, in order to limit deterioration of the municipal road system and promote safety (see section 8.1).
- g. Truck routes shall receive priority consideration for maintenance and major reinvestment to eliminate spring road restrictions.

5.2.3. Support efforts to enhance regional rail service provision

Railways make a vital contribution to the Canadian economy and have played a significant role in the evolution of Emerson-Franklin over the last 145 years. The nature and integrity of rail lines and yards must be respected and protected. The intent of this policy direction is to ensure the continued operations of the railways without impediments to residents with regards to noise and vibration, safety, trespass, drainage, and blocked crossings. The following policies are based on the Federation of Canadian Municipalities and the Railways Association of Canada.

Land use compatibility between rail lines and residences will be evaluated through the development application process, and implemented through design standards, site plan approval, development agreements and the Zoning By-law. Specific policy directions include the following:

- a. Residential development being proposed within 300 metres of a principal rail line and 75 metres of a spur line should be consistent with the recommendations of a qualified engineer.
- b. The Municipality will establish setbacks in the Zoning By-law to prevent new or intensification of urban areas within a specified proximity to a rail line.
- c. Residential land uses in the context of an established rail line setback should not preclude allowing non-habitable areas of dwellings. This includes vehicle/bicycle parking, landscaping, accessory structures (except those with a secondary suite), landscaping, swimming pools, hot tubs, open decks, landings, staircases, gazebos, outdoor dining/drinking areas, seating areas, canopies, balconies, porticos, sunrooms, garbage enclosures, and temporary construction trailers.
- d. New at-grade road crossings should be discouraged, and existing at-grade road/rail crossings should have protected sightlines with the intention of ensuring adequate views for vehicle crossing safety.

5.3 Support a welcoming, business- and entrepreneur-friendly community

Cultivating a diverse and multi-talented workforce is critical to the economic success of Emerson-Franklin. To achieve this, Emerson-Franklin will work with residents and the business community to build on the community's agricultural and transportation sectors to create spin-off opportunities to support emerging sectors such as retail, education and tourism. Promoting the concept of 'economic hubs' with close relationships with centres of education and commerce can further encourage business growth, expansion and retention.

5.3.1. Support centres of commerce and culture

Activity centres in the community contribute to quality of life and quality of place. Activity centres are centrally located and offer the opportunity for live, work and social activities near amenities. This includes housing, open spaces, and retail that make it easy for people to walk on a daily basis. Emerson and Dominion City are the two most prominent urban areas with the potential to support centres of commerce and culture. These two communities offer historic architecture, small-scale retail spaces on a 'Main Street', attractive parks and amenities and unique cultural attractions. In pursuit of more thriving activity centres, the Municipality should:

- a. Enhance Dominion City and Emerson and other commercial nodes as vibrant activity centres by identifying areas for placemaking strategies and targeted improvements to the public realm.

- b. Identify areas for public-private partnerships which build or enhance spaces for gathering and socializing.
- c. Develop a cohesive branding and marketing strategy to promote Emerson-Franklin's communities and its unique small-town identity.
- d. Encourage residential mixed-use development in Urban Areas.

5.3.2. Invest in Emerson-Franklin's value proposition and targeted business attraction

Emerson-Franklin can build on its competitive advantages through efforts to support businesses. This may include workforce training, infrastructure investment, streamlined approval processes, and creating 'shovel-ready' sites for development. However, partnership organizations that extend beyond the municipality will be key to attracting outside investors and businesses. To leverage the community's strengths and market the community's investment opportunities, Emerson-Franklin should:

- a. Work with economic development partners and entities, Manitoba Economic Development, Investment, Trade and Natural Resources to engage target industry stakeholders for recruitment and potential site selection.
- b. Align land use planning efforts to the Municipality's Economic Development Strategic Plan.





5.4 Coordinate public and private utility systems planning

An integrated network of sanitary sewer and drinking water systems exist within Emerson, Dominion City, and Arnaud. Drawing from Pembina Valley Water Cooperative (PVWC) and the Red River as its source, these communities access to clean drinking water with modern treatment facilities to serve a growing population. Ongoing collaboration with the community is needed as the population increases and in turn increases demand for water and wastewater services. Reliability and certainty on infrastructure improvements are needed to attract and accommodate new growth. To achieve this, Emerson-Franklin will lead and coordinate infrastructure planning, striking a balance between outward growth and development within existing built areas.

5.4.1. Improve public utility capacity for growth and development

PVWC is a leader in providing water services throughout southern Manitoba. In addition to PVWC guidance, best practices shared within the local infrastructure system create more efficient operations, resulting in better services offered to the communities of Emerson-Franklin. Collaborative participation in advisory meetings and oversight boards encourage the development of joint regulations and standards, making it easier and more predictable for developers. To further improve collaboration with PVWC and other utility providers, the Municipality should:

- a. Maximize use of existing municipal infrastructure prior to extending a system, and maintain capacity in the municipal services systems to readily accommodate new development.
- b. Consider and evaluate the impact of development in relation to water and wastewater service capacity.
- c. Not approve new or expanded development unless there are facilities and the capacity to manage waste.

- d. Before any new construction projects can proceed, a detailed water/wastewater plan must be provided to the Municipality. A qualified professional must prepare such to meet all necessary standards and regulations. This requirement is essential when the new development will be connected to municipal infrastructure systems. This servicing plan should:

Identify the type of service proposed and its capacity; Identify where the services are planned to be located; Identify areas that will not be serviced; Locate the areas and timing of any phases in development; Estimate the cost of implementing the services; and Indicate how the infrastructure will be implemented and if necessary how the costs would be recovered for the servicing.

5.4.2. Improve broadband systems and technology

While higher speeds are available in areas of the Municipality, some areas remain underserved. For underserved areas, residents and communities will have to work with service providers to overcome gaps in service. To address these gaps and improve utility access, the Municipality should:

- a. Review regulatory processes to expand broadband service while mitigating impacts and conforming to environmental standards.
- b. Coordinate the provision of broadband infrastructure, to enhance existing utility services, and plan for new development.
- c. Encourage the inclusion of additional capacity as part of future system development and improvements.

5.5 Support institutions to ensure access to high-quality, responsive education for all

High quality and responsive education will improve student outcomes across a range of indicators from math and reading scores, to attendance and post-secondary enrollment. To position students for academic and career success, Border Land School Division and other education institutions along with the business sector must work together to understand student needs, socioeconomic trends, and emerging employment opportunities. Emerson-Franklin will play an active role in supporting education across the age spectrum in both in-person and virtual, from early childhood learning to continued adult education.

5.5.1. Collaborate on research and workforce development

Collaboration with educational institutions is also important. Local and provincial government agencies will work with educational institutions to design curricula that align with workforce training programs in the community. This may come in the form of preliminary technical training or shadowing opportunities with local employers.

Often, the population most in need of workforce training is a population that has left the municipality to attain education elsewhere, typically in Winnipeg. This creates a decline in population until later in life in which people may or may not return to their hometown.

To break this cycle, economic development agencies and champions in the Municipality should partner with education institutions that align with local business needs to ensure the populations most in need of training are appropriately served with job opportunities following their training. To encourage and expand access to workforce training, the Municipality of Emerson-Franklin should:

- a. Collaborate with educational institutions to ensure workforce preparation and continuing education/training opportunities.
- b. Support communication between primary and secondary school and employers to raise awareness of available, high-demand career paths including skilled trades.
- c. Target health services, advanced manufacturing, trades, e-commerce and information technology, data analytics and teaching as focus areas for development of career pipelines.



5.5.2. Provide a culture of opportunity to attract new talent

Emerson-Franklin has the opportunity to leverage its strengths and promote the municipality as a agribusiness and manufacturing hub for Manitoba. To establish Emerson-Franklin as a leading destination for educational and professional advancement, it is critical that the Municipality plays an active role in attracting and retaining young talent through the following efforts:

- a. Publicly celebrate the achievements of local schools and educational programs, highlighting successful alumni to inspire prospective students and professionals.
- b. Develop clear, accessible pathways from education to employment within the community, emphasizing opportunities in high-demand sectors.
- c. Promote Emerson's rural lifestyle, cultural offerings, and community engagement opportunities to attract new talent.
- d. Host mentorship programs and professional networking events that connect students and young professionals with industry leaders and community figures.
- e. Engage post-secondary institutions and local businesses and employers in the region to determine workforce needs.

5.5.3. Facilitate efforts to provide sufficient early childhood and continued adult education programs

Ensuring a high-quality education system for all life stages, from early childhood to adult learning, is an important consideration for all levels of government. Enhancing the community's overall educational attainment and responsiveness to changing workforce needs will be a top priority for the Municipality in order to cultivate the next generation of leaders. To advance educational opportunities for all ages and abilities, the Municipality should:

- a. Invest in the expansion and accessibility of early childhood education programs, ensuring that all children have a solid educational foundation.
- b. Support the development of adult education centers and online learning that offer flexible, diverse opportunities for adults looking to up-skill or change careers.
- c. Strengthen partnerships between educational institutions, businesses, and community organizations to deliver programs that respond to local needs and economic trends.
- d. Ensure that educational facilities, from preschools to adult learning centers, have the necessary infrastructure, technology, and resources to provide high-quality, responsive education.



06

AGRICULTURE, FOOD SYSTEMS & RURAL PRESERVATION

Vision Statement

Goals

6.0 AGRICULTURE, FOOD SYSTEMS & RURAL PRESERVATION

VISION STATEMENT

Agriculture and heritage will be integrated into the fabric of everyday life, forming the essence of Emerson-Franklin's identity for the future. Our rich agricultural lands and significant heritage sites will continue to connect people to their roots, fostering a deep sense of community stewardship over these invaluable assets.

An integrated approach to preserving prime agricultural lands and historic areas while promoting sustainable farming practices and agricultural enterprises will be pivotal to Emerson-Franklin's prosperity. Emerson-Franklin's commitment to conserving its agricultural heritage and embracing innovative agricultural practices will drive economic growth, ensuring a stable and vibrant future for all residents. The preservation of agricultural lands against non-farm use, coupled with the support for the agri-food sector and livestock operations, will enable active engagement in sustainable agriculture and healthy lifestyles and contribute to local and provincial economic development.

The Municipality is dedicated to fostering a sustainable and resilient agricultural sector that significantly contributes to Manitoba's GDP through innovative, efficient, and productive farming practices and supports a dynamic agri-food industry at the forefront of food and beverage manufacturing and exports. Its vision prioritizes the protection and sustainable use of valuable agricultural lands, ensuring they remain dedicated to farming and agricultural enterprises that define the rural character and sustain the economy.



GOALS

The Municipality of Emerson-Franklin is committed to preserving its agricultural heritage and rural character, aiming to foster a sustainable, environmentally-resilient community enriched by its cultural and agricultural roots. By actively documenting, conserving, and promoting access to these assets, the Municipality will foster a deep appreciation and understanding of the shared history of Emerson-Franklin, ensuring that the Municipality's unique cultural heritage is protected for future generations.

The primary goals focus on protecting prime agricultural lands, promoting sustainable farming, and integrating historic landscapes into community life. This involves strategies to safeguard agricultural areas from non-farm use, support agritourism, and promote the growth of the agricultural sector and livestock operations. Additionally, the Municipality plans to protect livestock operations within designated agricultural areas, balancing sustainability with the minimization of land use conflicts and the protection of community and environmental assets.

Clear guidelines for siting livestock facilities, along with established buffer zones, will help mitigate potential conflicts, ensuring harmony between agricultural practices and other rural land uses. This cohesive approach is designed to honor Emerson-Franklin's past, capitalize on present opportunities, and secure a future for all residents and future farm operators.

To meet the requirements of Policy Area 3: Agriculture of the Manitoba Provincial Land Use Policies, the following Agriculture, Food Systems and Rural Preservation section is organized under six primary goals:

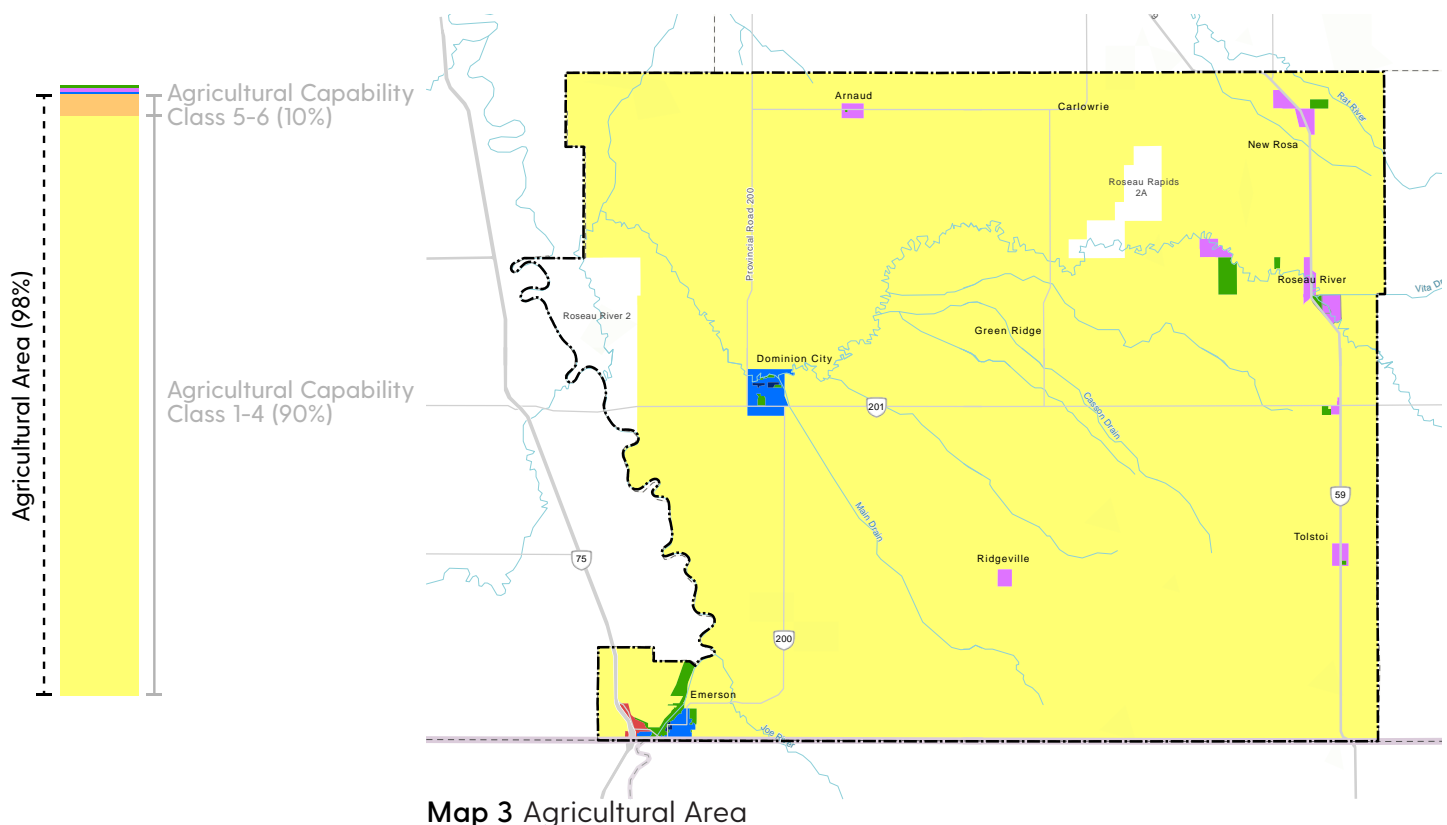
- 6.1. Preserve and protect farmland
- 6.2. Support resilient and sustainable agricultural practices
- 6.3. Strategically promote and expand livestock operations
- 6.4. Mitigate the risk of hazardous uses in urban and rural residential areas
- 6.5. Strengthen and support agritourism
- 6.6. Expand access to fresh, healthy food by improving the local production and distribution systems



6.1 Preserve and protect farmland

Agriculture is the Municipality's most predominant land use that must be protected for future generations. Prime agricultural land, viable lower class land, and land with existing agricultural operations will be protected from encroachment by new non-agricultural development. Rural lands in the Municipality will be planned in a manner which will preserve and maintain the open space and rural character of the prairie country-side. Council must not allow non-resource related uses to develop and fragment viable agricultural land.

Emerson-Franklin is committed to preserving agricultural land as illustrated under Map 3 'Agricultural Area'. Areas designated 'Agricultural' are earmarked for agricultural operations, ranging from crop production and agri-business to livestock raising and the processing of food products. This reflects the Municipality's commitment to maintaining the rural character and productivity of these lands.



6.1.1. Direct the expansion of urban and rural settlement areas away from prime agricultural land

The Municipality shall only consider the redesignation of agricultural land to Urban or Rural Settlement when there is a demonstrated need for additional lands to satisfy an immediate demand, and where any associated needs for municipal infrastructure can be provided in an environmentally-sound, economically, and timely-manner.

6.1.2. All lands designated 'Agricultural' shall be preserved for agricultural use

Agricultural operations include any agricultural, horticultural operation that is conducted in order to produce agricultural products on a commercial basis, and includes: the production of all crops, including grains, oil seeds, hay and forages, vegetables, fruit, mushrooms, sod, trees, shrubs and greenhouse crops. It also includes livestock operations such as:

- a. the use of land for livestock or grazing;
- b. the production of eggs, milk and honey;
- c. the raising of game animals, fur-bearing animals, game birds, bees and fish;
- d. the processing necessary to prepare an agricultural product for distribution from the farm gate;
- e. the operation of agricultural machinery and equipment, including the tillage of land and the application of fertilizers, manure, soil amendments and pesticides, whether by ground or aerial application; and
- f. the storage, use or disposal of organic wastes for agricultural purposes.

6.1.3. Non-resource related uses should be discouraged on lands designated for agricultural operations

To preserve the integrity and productivity of agricultural land, non-resource-related uses should be discouraged on lands designated for agricultural operations. The Municipality aims to achieve this by limiting non-agricultural activities in Agricultural Areas to protect agricultural productivity, maintain rural character, and prevent land use conflicts.

6.2 Support resilient and sustainable agricultural practices

Resilient and sustainable agricultural practices mean satisfying human food and fiber needs, enhancing environmental quality, sustaining the economic viability of farming, and improving the quality of life for farmers. The Municipality can promote sustainable and resilient agricultural practices through the following policy directions.

6.2.1. Establish agricultural preservation programs and tools

Establish programs and tools that facilitate and encourage connections between new farmers and landowners, offering programs such as purchasing and leasing subsidies, or educational resources to promote best practice in environmental resiliency. To protect prime agricultural lands and support agricultural operations the Municipality should:

- a. Promote the adoption of sustainable practices to mitigate impacts to surface water and groundwater quality, prepare for a changing climate including drought and extreme weather, and address pest and disease threats.
- b. Work directly with farmers and private landowners to identify and apply for federal funds in conservation and preservation programs.

6.2.2. Expansion of Urban or Rural Settlement Areas should be contiguous with existing built areas

New or expanded Urban or Rural Settlement Areas should be generally contiguous to maximize land use and infrastructure efficiency. However, certain commercial and industrial uses that require a rural location may be allowed to locate outside Urban and Rural Settlement Areas under the following circumstances:

- a. A particular resource-related industry may need to be located in close proximity to a specific resource or facility (e.g. gravel crushing operation near a quarry, etc.);
- b. Some commercial or industrial uses require larger site areas not available in settlement areas or may be better suited in an agricultural area (e.g. bulk oil, chemical, and fertilizer storage facilities); and
- c. A proposed development may need to be separated from settlement areas due to potential danger to public safety or nuisance associated with the operation of the proposed development (e.g. anhydrous ammonia storage facility, etc.).
- d. A rezoning application for the land in question is applied for and approved by Council.

6.3 Strategically promote and expand livestock operations

The Municipality recognizes the importance of the livestock industry on the economic well-being of the community and the province. Due to the nature of such operations, the Municipality recognizes the potential land use conflicts that may arise between urban, recreational, and nature-based uses. To ensure the long-term economic and environmental sustainability of the Municipality and to minimize the potential for land use conflict, a series of policies, including separation requirements for livestock production operations, have been identified in this section. A strategic approach is needed to ensure that livestock operations coexist harmoniously with the surrounding land uses, preserving the quality of life and environmental integrity of the community while supporting sustainable livestock operations.

6.3.1. Establish buffer areas and siting standards for new or expanding livestock operations

The Municipality will support the livestock sector by planning for livestock operations in order to minimize potential land use conflicts and protect the viability of urban, rural residential, and natural areas. Using the standards for siting livestock operations as defined under Appendix 1 in the Provincial Land Use Policies, the Municipality will implement minimum mutual separation distances for livestock operations from residences not associated with the operation, and from designated areas in order to minimize land use conflicts and to guide siting considerations. New or expanding livestock operations are subject to the following siting considerations:

- a. The separation distances shall be established in the Zoning By-law between livestock operations, a residence, and designated areas; and shall be the same as the minimum separation distances provided for siting livestock in Part Five (5) of the *Provincial Planning Regulation 81/11*. Council may, pursuant to *The Planning Act*, vary the separation distance provided in the Zoning By-law.
- b. In the Zoning By-law, the minimum standards respecting setbacks for a new or expanded livestock operation shall not be inconsistent with the minimum setback requirements from property lines and water features prescribed in the *Livestock Manure and Mortalities Management Regulation, Manitoba Regulation 42/98*.
- c. Designated areas to which mutual separation distances will apply include Urban and Rural Settlement Areas of this Plan, including:
 - i. Emerson
 - ii. Dominion City
 - iii. Roseau River
 - iv. Tolstoi
 - v. Ridgeville
 - vi. Arnaud
 - vii. Rosa
 - viii. Senkiw
- d. Directed away from soils determined by a detailed soil survey, in consultation with the province, to be Agricultural Capability Class 6, 7, or unimproved organic soils as defined under the Canada Land Inventory.

- e. To protect public drinking water systems, new or expanding livestock operations shall maintain a minimum setback distance in accordance with source water protection best management practices including:
 - i. Public drinking water systems 1500 metres;
 - ii. Surface water sources (public drinking water systems) 400 metres from the ordinary high-water mark of the surface water body that supplies the PVWC water treatment plant, up to 40 kilometres upstream of the intake.
 - iii. Setback distances for all other waterbodies (groundwater wells, surface water) are regulated through the *Livestock Manure and Mortalities Management Regulation 42/98*.
- f. Additional buffering is considered appropriate for the Red River and Roseau River. A minimum setback distance of approximately 609 metres (2000 feet) shall be maintained between the ordinary high-water mark of both rivers and any proposed new or expanding livestock operation.
- g. Existing livestock operations that are located within the 609 metres (2000 feet) distances may be expanded subject to compliance with Manitoba Environment and Climate Change Regulations with the exception that all expansions must be located a minimum of 100 metres (330 feet) from the high-water mark of the rivers or greater distance.

6.3.2. Establish standards for new and expanding large-scale livestock operations

All new or expanding livestock operations will be subject to the following:

- a. The Zoning By-law will establish restrictions within 800 metres surrounding Urban and Rural Settlement Areas where:
 - i. Existing livestock operations are permitted to expand to a maximum of 400 animal units in accordance with the requirements and setbacks established in the Zoning By-law.
 - ii. New livestock operations of are limited to 100 animal units, subject to siting and separation distance requirements.
- b. New livestock operations of 200 animal units or greater shall be treated as a conditional use and processed in accordance with the Zoning By-law.
- c. Such applications involving greater than 300 animal units shall be subject to a Technical Review by the Technical Review Committee in accordance with *The Planning Act*.
- d. The Technical Review Committee report shall be made available for review and a formal public hearing in accordance with *The Planning Act*.
- e. After holding the hearing, the Municipality shall make an order:
 - i. Rejecting the application; or
 - ii. Approving the application, with or without conditions; granted the report findings determining the proposed operation will not create a risk to health, safety or the environment, or that any risk can be minimized through the use of appropriate practices, measures and safeguards; is compatible with the surrounding area; and conforms to the applicable provisions of the Zoning By-law.



- f. The Municipality or its designated officer may impose the following conditions on an approved application:
 - i. measures to ensure conformity to the applicable provisions of the Development Plan and Zoning By-laws.
 - ii. measures to implement recommendations made by the Technical Review Committee.
 - iii. one or both of the following measures intended to reduce odours from the livestock operation, which may require cover on manure storage facilities; and/or a shelter belt's to be established.
- g. Require the applicant to enter into a development agreement regarding one or more of the following matters:
 - i. the timing of construction;
 - ii. the control of traffic;
 - iii. the construction and maintenance of roads, fencing, landscaping, shelter belts or drainage works;
 - iv. the payment of a sum of money to Council to be used to construct any of the items mentioned above;
 - v. Require the applicant to provide a manure management plan for proposed livestock operations greater than 300 animal units.

6.3.3. Establish standards for new and expanding small-scale livestock operations

New or expanding livestock operations that are 199 animal units or less are subject to the following:

- a. Such applications shall be treated as a permitted use and processed in accordance with the Zoning By-law.
- b. Such applications shall not require a conditional use hearing and may be allowed to temporarily fluctuate up to a maximum of 10 percent of the approved maximum size, provided the increase does not result in an overall size of 200 animal units or greater.
- c. Such applications are compatible with the general nature of the surrounding area; will not be detrimental to the general health and welfare of the people living and working in the area or negatively affect other property or potential development in the area; and conforms to the applicable provisions in the Zoning By-law.



6.4 Mitigate the risk of hazardous uses on urban and rural residential areas

Hazardous uses refer to facilities or developments, exclusive of railways and highways, which manufacture, handle, store or distribute dangerous goods. Dangerous goods means a product, substance or organism that is classified as hazardous waste in Provincial regulations, or a High Hazard, Group F, Division 1 (F1) Industrial occupancy containing sufficient quantities of highly combustible and flammable or explosive materials to constitute a special fire hazard.

In order to protect the agricultural and rural character of the Municipality, hazardous uses and its potentially adverse impacts on human and environmental health must be taken into account. This includes protecting people's homes, drinking water systems, and significant wildlife habitat. Hazardous uses may be located in Agricultural Areas without a development plan amendment as long as siting guidelines as defined in this section are met.

To mitigate the risk of hazardous uses upon urban and rural residential areas and critical public services, new or expanding hazardous uses will not be allowed within areas designated Urban, Main Street, Rural, or Natural Lands.

6.4.1. Establish formal review processes for hazardous uses

New or expanding hazardous uses shall require Council approval as provided in the applicable Zoning By-law. A site-specific groundwater pollution hazard appraisal may be required prior to the approval of a proposed new development or expanded facility for a hazardous use.

Where development of a potentially hazardous use is proposed, further analysis may be required relating to the adverse impacts of the use such as the nature of any potential discharges, the nature of outside storage, the compatibility of surrounding land uses, and plans for buffering such activities from adjacent uses and human activities. Any required environmental or engineering studies and their costs may be the responsibility of the applicant.

Development or activities that could cause pollution to groundwater resources under normal operating conditions may not be permitted unless:

- a. It can be proven by adequate engineering or hydro-geological investigation that the proposed activity will not cause pollution of the groundwater supply; or
- b. Appropriate remedial measures have been or will be taken to sufficiently mitigate the risk of endangering the potability of the groundwater supply.

6.4.2. Establish buffer areas and site selection criteria for hazardous uses

Mutual setback distances should be established in the Zoning By-law between hazardous uses and areas such as drinking water systems, habitable spaces, buildings with evacuation-sensitive occupancy (e.g., hospitals, schools, care facilities), the edge of Provincial Trunk Highways, Provincial Road right-of-ways as well as all Provincial Access Road right-of-ways; and designated Urban, Main Street and Rural Settlement Areas as identified in this Plan.

Likewise, hazardous uses should be separated from incompatible uses such as lands or buildings used primarily for human occupation; municipal public services for drinking water systems; away from lands prone to flooding, and directed to appropriately designated area.

Anhydrous ammonia facilities, which are defined as facilities that store, distribute, or handle anhydrous ammonia, are hazardous uses and shall not locate:

- a. In closer proximity to habitable structures than is permitted or recommended by *The Anhydrous Ammonia Handling and Transport Regulation*;
- b. In close proximity to provincial highways than is permitted or recommended by Provincial regulations and guidelines;
- c. In close proximity to the risk of endangering the potability of the groundwater supply; and
- d. In areas designated Urban Areas.



6.5 Strengthen and support agritourism

Agritourism connects agricultural production and operations with tourism to attract visitors to a farm, orchard, or other agribusiness for entertainment, experience, and education. Agritourism ranges from farm tours and stays to “You-Pick” farm operations where visitors can participate in the harvest of a product.

The Municipality will build on its identity as a predominantly agricultural-based community but supporting agritourism. This includes enhancing marketing efforts, updating regulatory frameworks to support agritourism activities, and offering incentives for the use of local produce among businesses.

6.5.1. Engage farmers and community partners to expand agritourism opportunities

There are multiple factors for a farm operator to consider before expanding into agritourism, such as making the property safe for visitors, building facilities such as parking areas, restrooms and concessions, marketing the farm to the wider community, and setting up programming and activities. To promote the establishment of new opportunities and provide resources for local farmers and business owners to establish an agritourism operation, the Municipality should:

- a. Develop and disseminate clear guidelines for farms and agribusinesses on how to safely accommodate visitors, ensuring a safe, enjoyable, and educational experience for all guests.
- b. Offer incentives to businesses that utilize and promote locally-grown produce and products, supporting the local agricultural economy and encouraging sustainable consumption practices.

6.5.2. Establish regulatory support for agritourism

As a growing sub-sector, agritourism must align with the evolving needs of the community. It has been identified as an area where municipal regulations and standards need to be reviewed and updated. In order to clarify how local farms can take advantage of agritourism opportunities, the Municipality should:

- a. Ensure zoning regulations clearly define and support “You-pick” operations, on-site farm sales, and similar agritourism activities, ensuring regulatory environments are conducive to the growth and sustainability of agritourism.
- b. Streamline approvals for agritourism ventures to encourage innovation and entrepreneurship while maintaining necessary oversight. This may include developing guidelines for temporary use permits, signage, and parking requirements to support new agritourism ventures.



6.6 Expand access to fresh, healthy food by improving the local production and distribution systems

Sustainable food production and innovation means ensuring that agriculture can play a significant role in satisfying local food needs and enhancing the quality of life for farmers and the whole community. To be sustainable, agricultural practices will need to be environmentally friendly, resilient, and make efficient use of the Municipality's natural resources, while being able to adapt to extreme weather conditions.

To be innovative, local food production practices will need to move beyond traditional methods and incorporate modern technology, science-based farming techniques, and a forward-thinking approach to encourage the long-term viability of the community's farm operations. The focus for sustainable agricultural practices is to improve water quality, soil health, and pest management while preparing for extreme weather conditions.

6.6.1. Support local cooperatives and community-supported agriculture

Food cooperatives and Community-Supported Agriculture (CSA) are important components of the food system that allow people to purchase local food from local farmers, improving opportunities for residents to engage directly with the food supply chain and enjoy healthy foods. To support growth and collaboration among local agricultural businesses, the Municipality should:

- a. Implement financial incentives, such as tax rebates or waiving permit fees for landowners who adopt sustainable agricultural practices that contribute to the conservation of water resources and soil health.
- b. Encourage regulatory, fiscal and human resource support for local food production.

6.6.2. Improve transportation for food access

Transportation plays a critical role in advancing a local food supply chain. Adequate transportation infrastructure is needed to provide access to fresh, healthy foods grown in the region and will support the establishment and expansion of new food aggregation and processing facilities within the Municipality. Improving transportation options to and from food suppliers and distributors will increase access to healthy foods in the community. To do this, the Municipality should:

- a. Work with Manitoba Transportation and Infrastructure and advocate for highway and road improvements to support food suppliers and cooperatives.

6.6.3. Work with partner organizations

Strengthening ties between community groups and organizations who participate in the sale and distribution of local food is a priority for Emerson-Franklin. To build and strengthen relationships the Municipality can implement programs dedicated to supporting small-scale commercial farming operations, ensuring they have access to necessary resources such as land, capital, training and mentorship, the Municipality should:

- a. Work closely with local businesses and institutions to connect them with local food suppliers and distributors in order to have locally-sourced goods sold and consumed within the community.
- b. Encourage the adoption of sustainable farming practices through educational programs, incentives, and support services to minimize environmental impacts, enhance water quality, and improve resilience to climate change.
- c. Work with schools to promote fresh food programs and on-site sales vegetable gardens to strengthen the local food system and promote farm-to-table initiatives.

07

STEWARDSHIP OF LAND AND WATER

Vision Statement

Goals

7.0 STEWARDSHIP OF LAND AND WATER

VISION STATEMENT

Outdoor recreation and nature will be a part of everyday life and a core component of the identity of Emerson-Franklin moving forward. Emerson-Franklin's world-class Crow Wing Trail, winding rivers and streams, and pristine wildlife reserves will continue to connect people to nature and lead to community stewardship over important natural assets. An interconnected system of waterways, trails and parks with community access to enable active recreation, healthy lifestyles, social interaction and regional tourism will be a key driver of Emerson-Franklin's success.

Inclusive, meaningful engagement will lead to strong collaboration and partnerships among key players, community groups, and government agencies to instill a sense of pride and appreciation for natural and environmentally-sensitive areas. Through such ongoing efforts the community will come together to meet the increasing demand for parks and park-related facilities throughout the region with an expectation that new facilities will be accessible for all residents to enjoy for future generations.

Emerson-Franklin embraces outdoor recreation and will adopt solutions that carefully build on its strengths through low impact development. Continued investment into community and natural assets will reinforce Emerson-Franklin's appeal while ensuring resilient natural ecosystems. The Municipality will implement policies for conservation design and thoughtful growth that protect the integrity of wetlands, habitats and woodlands.



GOALS

There are many opportunities for recreation within and around the Emerson–Franklin area. Parks and open space have been identified by residents throughout this planning process as a key community asset to be protected and enhanced. These amenities provide a place for passive and active recreation, relaxation, and contributes to the overall attractiveness of the community.

Outdoor recreational areas range from small neighbourhood parks to larger park reserves and municipal parks that include sport facilities, outdoor performance venues, campgrounds and trails. These spaces work together to meet the evolving needs of residents and visitors and ensure all areas of the Municipality has access to quality outdoor recreation amenities. A community-wide approach will mobilize residents, businesses and governments to work together to manage and protect these beloved natural amenities for future generations.

To meet the requirements of the Water and Mineral Resources sections of the Manitoba Provincial Land Use Policies, the following Stewardship of Land and Water section is organized under five primary goals:

- 7.1. Invest in equitable access to parks, natural areas and trail systems to meet current and future demand
- 7.2. Facilitate efforts between residents, organizations and government to advance environmental protection and resiliency
- 7.3. Reduce and mitigate adverse impacts of new development on environmentally sensitive lands
- 7.4. Protect aggregate deposits for extraction and promote post-extraction use
- 7.5. Safeguard flood-prone areas to enable new development



7.1 Invest in equitable access to parks, natural areas and trail systems to meet current and future demand

Access to nature, whether that be access to parks, waterways, trails, or simply the natural wilderness, has been shown to improve health and quality of life outcomes. It is also core to Emerson-Franklin's identity. Investing in natural assets serves a dual purpose: Providing an opportunity for recreation, engaging in a healthy, active lifestyle; and protecting our natural ecosystem for future generations.

7.1.1. Promote and protect the use of waterways

The Red and Roseau Rivers have historically shaped Emerson-Franklin and will continue to play a critical role in providing a high quality of life to residents. Improving access and activation of these assets for passive recreation will continue to be a priority for the Municipality. This is evident by past investments in riverside trails and access points in Emerson and Dominion City. Residents and the community at large should work closely with the Municipality to build on these successes to make existing parks and riverfront areas more attractive and useful to locals. To do so, the Municipality should:

- a. Engage riverside landowners to gather support for continued investment and activation of parks, trails and river access infrastructure.
- b. Identify areas and strategically seek new opportunities to develop new non-motorized trails for greater access to scenic areas.

7.1.2. Collaborate with area communities and organizations to expand a well-connected local and regional trail and greenway system

Emerson-Franklin boasts a remarkable array of trails accessible in winter and summer, positioning it to become a front-runner in offering an integrated trail network for the enjoyment of residents and visitors. The prestigious Crow Wing Trail in particular offers a picturesque riverside experience accessible from Main Street in Emerson and Dominion City. This presents an exceptional opportunity to enhance the pedestrian experience and the region's natural prairie beauty. Strategic development and promotion of the regional trail network will help cultivate a vibrant community and attract tourism, further solidifying Emerson-Franklin's status as a leader in recreational and lifestyle offerings.

To build on this existing network, the Municipality should invest in creating and expanding the trails to make walking, hiking, and cycling more straightforward and accessible. In addition, lighting and all-season improvements are also important. More heavily used routes should be prioritized for improvements in response to community input and feedback. The Municipality should:

- a. Implement a Trail Master Plan that prioritizes investments in the regional and local trail system.
- b. Create partnerships to connect trails on private land to the more extensive public trail network.
- c. Implement trail development standards to integrate into the trail design process.

7.1.3. Enhance trail waypoint and wayfinding amenities

The Emerson-Franklin area, with its rich tapestry of trails, parks, and natural landscapes, offers a unique opportunity to enhance outdoor recreation and community engagement through improved trail waypoint and wayfinding amenities. To develop and enhance signage, informational kiosks, digital apps, and interactive markers along trails and in recreational areas to enrich the visitor experience and encourage exploration, the Municipality should:

- a. Develop a comprehensive signage program that includes directional signs, distance markers, and educational information about the local flora, fauna, and history. This program should ensure signs are visually appealing, consistent in design, and accessible, including braille and QR codes for digital information access.
- b. Develop and enhance digital resources, including a dedicated app and website for Emerson-Franklin's trail network, trail difficulty ratings, points of interest, and user-generated content like reviews and photos.

7.1.4. Encourage public-private investment in green infrastructure and low impact development

Emerson-Franklin's commitment to environmental stewardship and sustainable development can be furthered by encouraging public-private partnerships to invest in green infrastructure and low-impact development. To integrate sustainable practices into urban planning, construction, and recreational area development, reducing environmental footprints while enhancing community resilience, the Municipality should:

- a. Introduce incentive programs for developers and businesses that incorporate green infrastructure and low-impact development practices in their projects. These incentives could include tax breaks, expedited permitting processes, or public recognition.
- b. Implement demonstration projects within community parks or public spaces to showcase the effectiveness and benefits of green infrastructure, serving as a model for private development.



7.2 Facilitate efforts between residents, organizations and government to advance environmental protection and resiliency

Open space includes natural and environmentally-sensitive areas that have been or should be specifically identified for preservation or low-impact development. Examples include community parks and historically significant areas, wetlands and boglands, waterways, riparian corridors, and significant forests and wooded areas. These natural assets add to the quality of life of residents and contribute to the overall character of Emerson-Franklin. The Municipality will support and champion environmental protection and resiliency efforts between residents, organizations and other levels of governments including Métis and First Nation governments. As a result of these efforts, Emerson-Franklin will have the natural and fiscal capacity to provide a healthy, clean environment for future generations.

7.2.1. Support wetland and riparian restoration and protection programs

Inland wetlands and riparian areas manage water overflow, support a diverse ecosystem and improve water quality. Wetlands include rivers, streams, lakes, ponds, and marshes. Riparian areas are lands along watercourses and water bodies, including stream banks. To support wetlands and riparian restoration projects, the Municipality should:

- a. Identify areas for strategic property acquisition and preservation efforts for wetland and riparian areas.
- b. Promote wetland restoration initiatives and investigate local wetland protection regulations.
- c. Collaborate with municipal, education, businesses, and nonprofit organizations to devise strategic actions to protect and restore natural areas.

7.2.2. Encourage community stewardship of natural and environmentally-sensitive areas

For natural and environmental assets to be preserved and new ones to be created, the next generation of advocates must be cultivated. Strong collaboration between provincial, federal and not-for-profit community groups is needed to achieve this. Together, these groups create the necessary capacity to strategically increase parkland and build coalitions and partnerships to elevate conservation efforts while increasing public awareness.

7.2.3. Adopt the use of renewable energy resources

Emerson-Franklin is a significant producer of biomass in Manitoba and in Canada. The Municipality should prioritize the use of these resources through pilot projects for biomass district energy and heating, while engaging and building community support around sustainability-built housing. A holistic community-wide approach to renewable district energy and heating will create efficiencies in the energy supply chain that can help local government and residents reduce costs associated with energy and heating over the long-term. This in turn will contribute to affordability and more money staying within the local economy.

7.3 Reduce and mitigate adverse impacts of new development on environmentally-sensitive areas

Emerson-Franklin is home to numerous environmentally sensitive areas including one of the largest intact tall grass prairie reserves in Manitoba. Areas such as these differ from general undeveloped open spaces in that they are critical to maintaining the long-term environmental health of the community. They offer biodiversity, wildlife corridors, or other vital natural resources, and may provide stormwater management, filtration, and flooding benefits. Many environmentally sensitive areas in the Community are already protected by dedicated nature preserves, however some remain unprotected. New development poses a threat to these areas over time and should be considered when approving new development.

7.3.1. Protect waterways and waterbodies and their riparian areas

Where waterways play a critical role in the local ecosystem, especially adjacent to sensitive natural areas, prioritizing the protection of these areas and their riparian habitats are essential. The strategy for safeguarding these ecosystems include establishing and enforcing buffer zones where intensive development is restricted to prevent pollution, habitat disruption and erosion. To protect waterways and their riparian areas, the Municipality should:

- a. Support the implementation of the Roseau River Integrated Watershed Management Plan and its recommended actions.
- b. Ensure environmental impact assessments are completed as part of proposed developments near sensitive natural lands.
- c. Engage the community on conservation efforts.
- d. Identify at-risk riparian areas for restoration.

By doing so, the Municipality can preserve the invaluable environmental assets these waterways provide, including biodiversity support, water filtration, and flood mitigation, thereby ensuring the environmental health and resilience of the community.

7.3.2. Ensure naturally significant lands are protected from incompatible or potentially conflicting land uses

Emerson-Franklin's commitment to environmental stewardship involves the protection of naturally significant lands, including lands identified as Natural Areas, from incompatible or potentially conflicting land uses. This strategy necessitates the development of comprehensive land-use policies and zoning regulations that specifically identify and protect areas of environmental significance from development that could threaten their ecological integrity. Protecting these lands not only preserves the community's biodiversity and natural heritage but also contributes to the long-term environmental health and sustainability of Emerson-Franklin. To achieve these outcomes, the Municipality should:

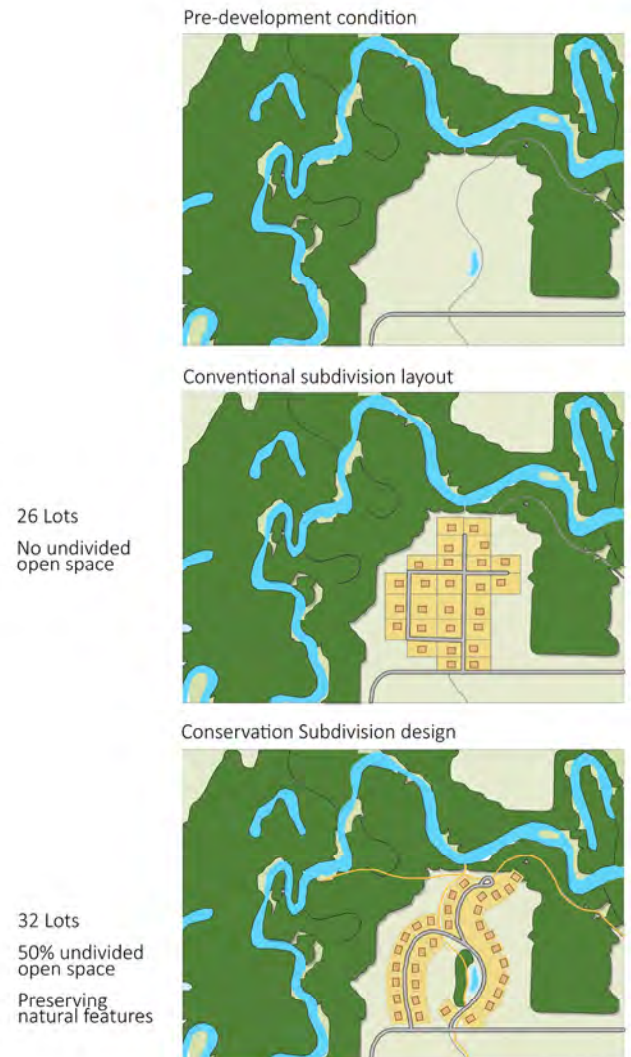
- a. Support initiatives to increase public awareness and stewardship of naturally significant lands.
- b. Collaborate with environmental organizations, Indigenous groups, and the wider community to identify and designate conservation areas to establish a network of protected spaces.

7.3.3. Promote sustainable development practices

Promoting sustainable development practices is key to mitigating the adverse impacts of new development on environmentally-sensitive areas. One approach to includes adopting conservation design practices, which is intended to preserve contiguous areas of open space and natural areas by clustering smaller residential parcels. With conservation design, the overall housing density remains the same, but the site design allows for larger areas of open space to remain intact and preserved for natural ecological features. Rural Settlement Areas within general proximity to significant natural lands should be considered for conservation design.

Low Impact Development (LID) is another approach to sustainable development. This approach relies on managing stormwater using natural systems for infiltration and evapotranspiration, while ensuring stormwater remains as close to the source of generation as possible. It includes strategies such as vegetated channels and bioswales. The Municipality can lead by example by adopting standards and a local regulatory framework for sustainable development strategies such as conservation design or low impact development. To safeguard the community's environmental assets while accommodating growth and change, the Municipality should:

- a. Work with provincial departments and agencies to implement a subdivision and zoning regulatory framework that is conducive to conservation development practices.



7.4 Protect aggregate deposits for extraction and promote post-extraction use

The objective is to ensure a sustainable balance between immediate construction demands and long-term aggregate resource conservation. This involves identifying and protecting significant aggregate deposits from premature development or other land uses that could render these resources inaccessible. A comprehensive approach that encompasses regulatory measures, community engagement, and innovative industry practices is key to achieving this objective. By safeguarding these deposits, we can secure the raw materials necessary for future construction projects, thereby supporting local economic growth and infrastructure development in a responsible manner.

7.4.1. Support exploration and extraction of aggregate resources

Applications to establish an extraction operation should be accompanied by geological surveys confirming the location and availability of minerals. As such, areas containing high and medium resource potential will be protected for mineral extraction and harvesting in an environmentally responsible manner.

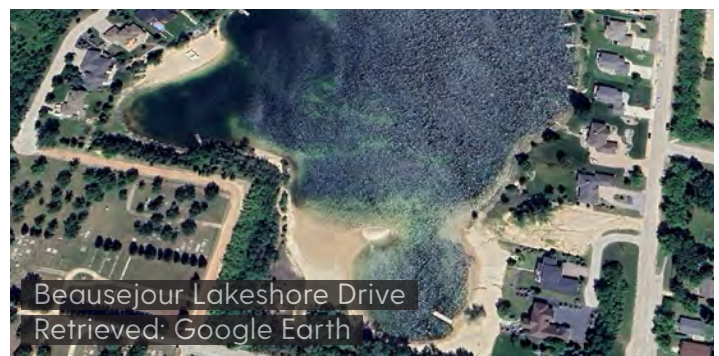
The Municipality will work with landowners, businesses and provincial agencies to identify and protect extraction operations from conflicting land uses, especially non-resource-related uses that could interfere with access to the below-surface resources. Doing so will protect these valuable resources from incompatible land uses or developments that could jeopardize their accessibility for future extraction. Existing surface land uses, such as livestock, may continue when not interfering with exploration and extraction operations.

7.4.2. Promote post-extraction use of aggregate deposits and sites

Recognizing the finite nature of aggregate resources, this policy promotes redeveloping aggregate deposit sites once extraction operations are depleted. Typically, these areas are distant from existing Rural Settlement Areas and are not suitable for residential development, but rather for low-intensity open space development. To promote post-extraction use of aggregate deposits effectively, the Municipality will ensure:

- a. Where an extraction operation ceases, the land must be rehabilitated to the same average soil quality for agriculture as is found on the surrounding lands.

Given the presence of decommissioned aggregate deposits throughout the Municipality, there may be instances where residential development is appropriate due to being contiguous to an existing Rural Settlement Area. It is intended for these areas to be reclaimed to provide benefits to residents by becoming parks, attractions, or if suitable, places to live. The history and economic function of Emerson-Franklin does not have to disappear. Rather, it can be adapted and reclaimed into something that produces economic, environmental and social value.



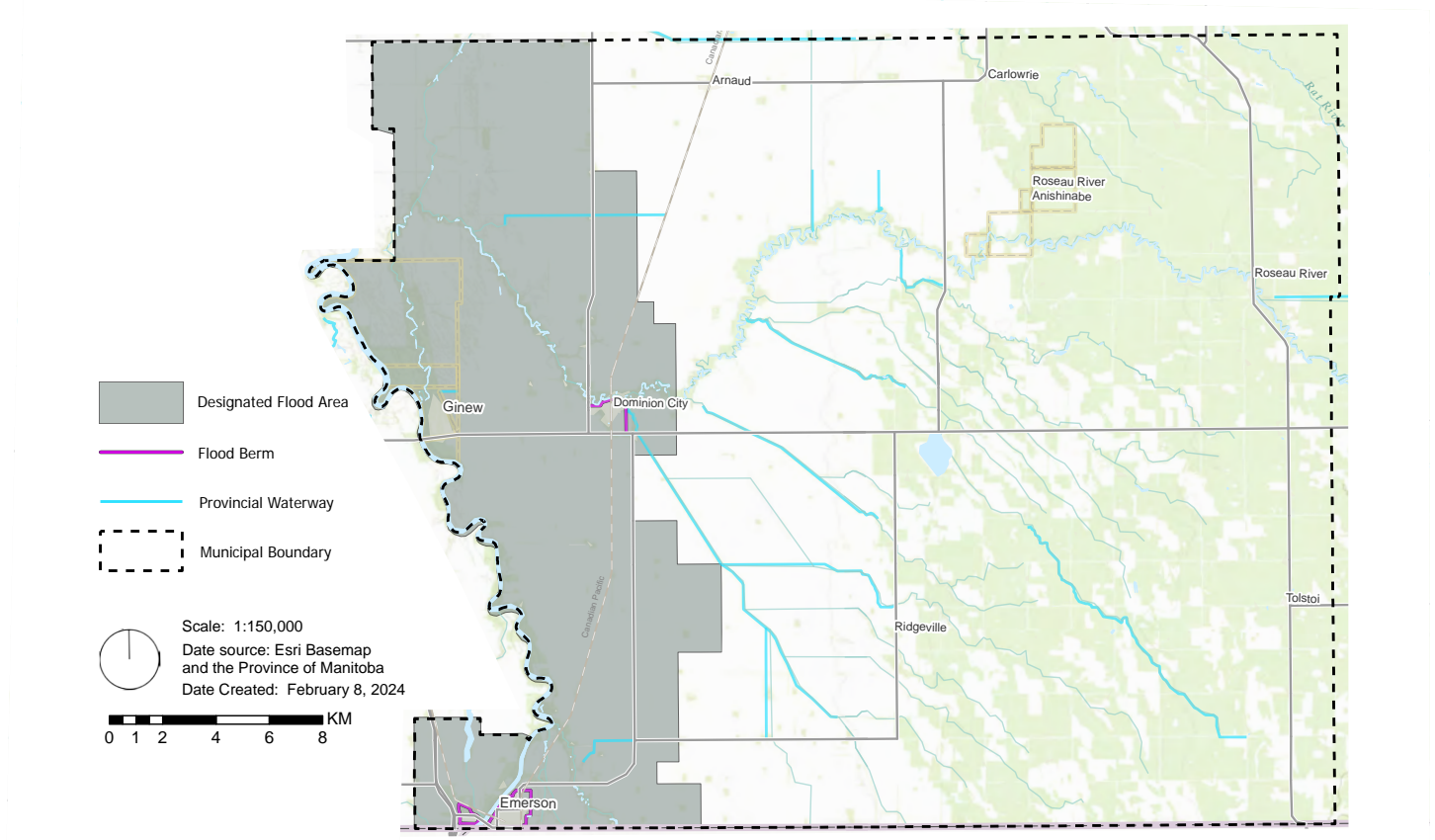
7.5 Safeguard new development from flooding

Over its history, Emerson-Franklin has experienced many significant flood events on the Red and Roseau River. The urban centres of Dominion City and Emerson are protected by dikes, while the rest of the municipality relies on natural drainage. The dikes are built to withstand flood levels up to and including 1997 levels, which is considered a 100-year flood level. The Province of Manitoba now assesses flood prone areas at the 200-year level (i.e. design flood).

Development of flood prone lands may lead to environmental damage, interference with natural processes, public expenditures for remedial works, and personal loss and economic hardship.

The protection of people, property, and buildings from flood damage is necessary. Through long-range infrastructure planning, engineering, and community engagement, the aim is to create resilient, natural infrastructure capable of withstanding a 200-year flood event, thereby ensuring the safety, prosperity, and sustainability of Emerson-Franklin.

The Red River Valley Designated Flood Area delineates the area where development applications are subject to a permit issued under the authority of *The Water Resources Administration Act*.



Map 4 Red River Valley Designated Flood Area

7.5.1. Improve flood and stormwater resilience and adaptation

Flooding and stormwater management in low-lying areas are priority issues currently facing Emerson-Franklin. The Municipality will require a flood risk assessment by a qualified engineer for proposed developments within the provincially-designated flood prone area. In addition to this, there are other techniques the Municipality can deploy to effectively manage stormwater such as bioswales, naturalized detention and retention ponds, weeping tiles, porous pavement, rain barrels, and rain gardens. To improve stormwater management and reduce the risk of flooding to residents, agricultural lands, and natural systems, the Municipality should:

- a. Review and implement zoning best practices for landscaping around site perimeters, off-street parking lots, and building perimeters.
- b. Incentivize green infrastructure improvements on private property such as rain gardens, bioswale and other natural infiltration practices.
- c. Construct green infrastructure features on public land, including parks, public rights-of-way, and public facilities to accommodate greater stormwater retention.
- d. Ensure drainage systems are designed to maintain the structural integrity of railway and highway infrastructure, while diverting the flow to an appropriate drainage facility.

7.5.2. Implement flood and erosion mitigation measures

Development in areas subject to flooding and erosion should be generally limited to agricultural uses or open space uses, unless appropriate flood protection and mitigation measures are provided. New development is subject to the following flood and erosion protection measures:

- a. A stormwater management plan is required for developments within the flood protection dike. The plan should address both flood and erosion measures.
- b. Building permanent structures above the following protection levels:
 - i. A minimum of 0.67 metres (2 feet) is maintained of free board at a flood level equal to the design flood.
 - ii. For land adjacent to major waterways, incorporate the effects of wind set-up and wave uprush.
- c. Establish a setback of permanent structures from waterways and water bodies ten times (10x) the height of the bank above normal summer water level or 30 metres, whichever is greater, unless a geotechnical engineering report shows that the setback may be altered without creating any risks.
- d. Ensure intensive development adjacent to riparian areas is minimized to preserve its natural vegetative cover that helps maintain bank stability and reduce erosion.
- e. Ensure new development does not:
 - i. Create an added risk to life or safety.
 - ii. Adversely alter, obstruct, or increase water flow, flow velocities, or stages.
 - iii. Include activities such as dumping, excavating, clearing, cultivation or excessive grazing, or any other activity that would accelerate erosion or bank instability.
- f. Public access roads be maintained at the static water level, unless roads are designed in such a manner that they will not impeded river flows and will maintain a minimum 0.67 metres (2 feet) of free board at a flood level equaling the design flood.
- g. Ensure new development located outside or adjacent to the flood protection dike are adequately flood protected and that drainage does not impact the dike.

08

LAND USE AND DEVELOPMENT

Vision Statement

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8.0 LAND USE AND DEVELOPMENT

VISION STATEMENT

Successful efforts to work together will result in a smart, balanced approach to land use and development. Regional economic development agencies, local business and large employers will assist each other in directing new growth and economic development opportunities. The community will maximize infill, expand housing choice and reinvest in our distinct neighbourhood values to reinforce Emerson-Franklin's identity.

Emerson-Franklin will deploy strategies and programs to maximize municipal utilities and infrastructure investments. Typically, the upfront cost of extending or upgrading utilities is the responsibility of the developer with minimal initial fiscal impact to the Municipality. This however results in long-term responsibility for ratepayers to cover maintenance and renewal costs for a larger system which are ultimately reflected in tax rate increases.

Reactive planning leads to irresponsible growth which places stress on existing infrastructure and in turn, results in expensive service extensions and increasing maintenance costs. It also disturbs the character that helps define the identity of Emerson-Franklin. On the other hand, smart, proactive planning that prioritizes compact, infill development typically results in less infrastructure costs related to capital and maintenance and tends to generate higher property tax revenues on a per acre basis. The Municipality will deploy best practice in Asset Management and invest strategically in its existing urban footprints.

The four aforementioned pillars act as the foundation for Emerson-Franklin: Steaming Ahead. The targets and policy directions in the previous four sections are achieved through land use categories found in this section that describe areas that should remain as-is or expect moderate-to-major growth or intensification. Each pillar represents a core building block which provides direction for urban growth and development across the Municipality. This approach is intended to retain Emerson-Franklin's community character, strengthen existing neighbourhood centres through context-sensitive infill, prioritize targeted areas for growth and new development, and identify areas for protection and limited development.

GOALS

Successful implementation of smart land use and development planning will require collaboration with other levels of government and the private sector to collectively implement the goals and policy directions aforementioned in Emerson-Franklin: Steaming Ahead. The outcome of successful planning will be in the form of both tangible and intangible improvements to quality of life and overall livability in the community.

To meet the requirements of Policy Area 1: General Development, Policy Area 2: Settlement Areas, and in part Policy Area 6: Infrastructure of the Manitoba Provincial Land Use Policies, the following Land Use and Development section is organized under two primary goals:

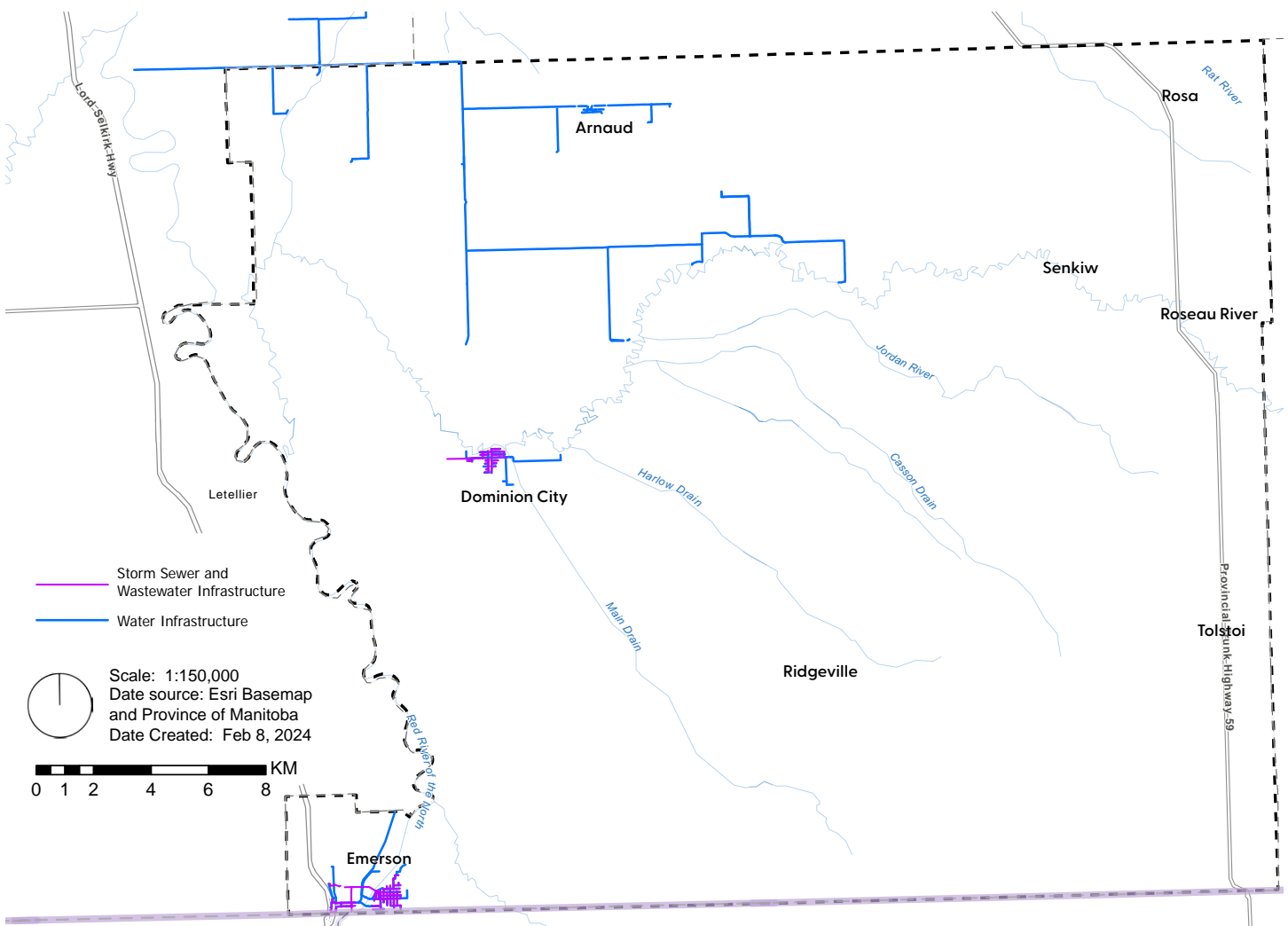
- 8.1. Improve and upgrade infrastructure systems
- 8.2. Distribute future growth equitably



8.1 Improve and upgrade infrastructure systems

Emerson-Franklin will enable growth through reinvestment in water, wastewater, and energy infrastructure; however, long-term maintenance costs are typically managed by the Municipality of Emerson-Franklin and its residents, but in some cases, other levels of government. While 'core' infrastructure upgrades will be prioritized, the Municipality will balance investment across all infrastructure classes.

Across Emerson-Franklin, an integrated network of sanitary sewer, water, and stormwater drainage systems support land use and future growth. Dominion City and Emerson are equipped with a comprehensive system of Municipal services to accommodate new growth. The Municipality is also serviced with hydroelectric energy and natural gas through Manitoba Hydro.



Map 5 Municipal Water and Wastewater Infrastructure

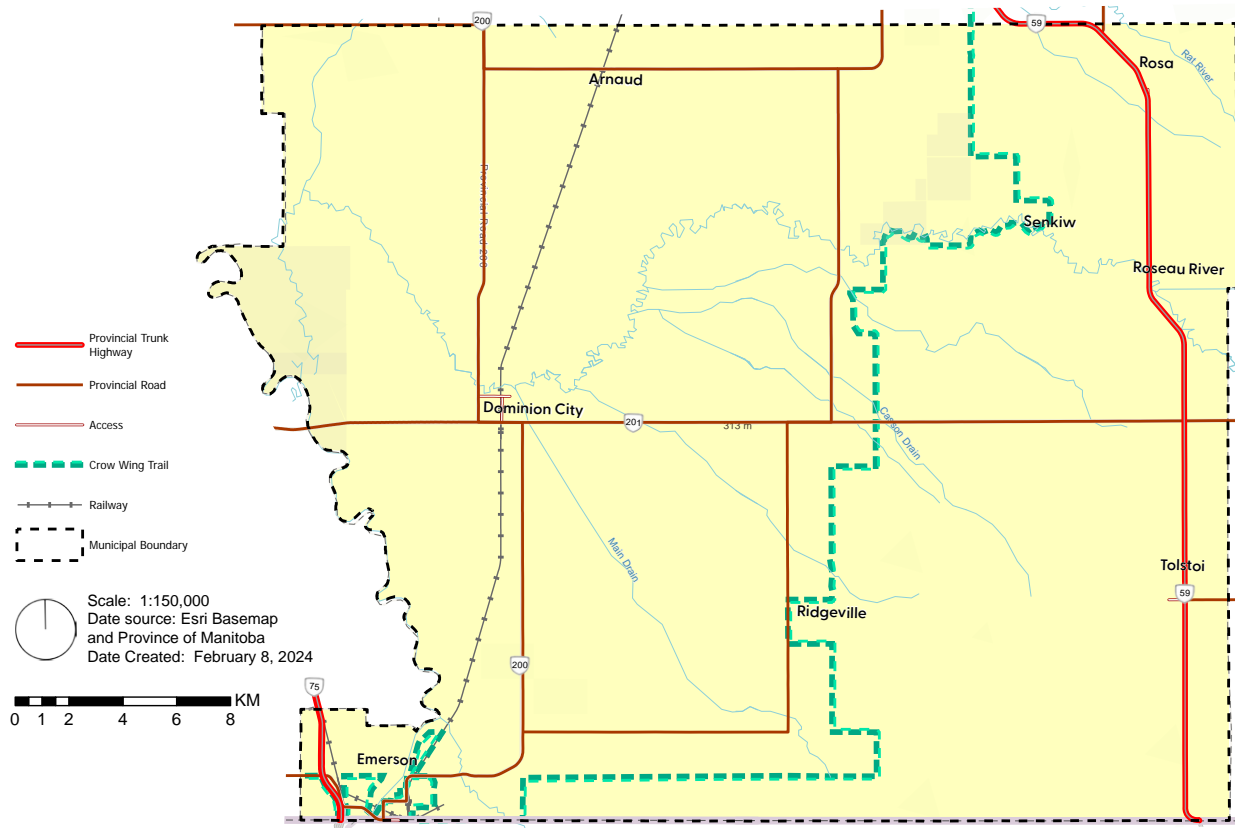
8.1.1. Safeguard the provincial road network

The provincial road network in Emerson-Franklin is comprised of Provincial Trunk Highway 75 and 59 (PTH 75 and PTH 59) and provincial roads 200, 201, 209, 216, 217, 218 and 243. Both PTH 75 and PTH 59 are Limited Access Highways under *The Transportation Infrastructure Act*. No access or development adjacent to these highways and roads are allowed without a permit from MTI:

- a. 76.2 metres (250 feet) adjacent to the right-of-way of PTH 75 and within the following Control Circles.
- b. 457.2 metre (1500 foot) radius control circle centered at the intersection of PTH 75 and PR 200.
- c. 304.8 metre (1000 foot) radius control circles centered at the intersections of PR 200 and PR 200 (just east of PTH 75) and PTH 75 and PR 243.

The Municipality will ensure land uses adjacent to provincial highways and roads are protected from motorized users by ensuring:

- d. The siting of development located adjacent to a provincial highway or road shall be restricted to the same side where existing development has already occurred.
- e. Whenever possible, internal access roads, internal road systems, or municipal road system will be utilized to limit direct access to the provincial highway and road system.



Map 6 Transportation Routes

8.1.2. Improve and maintain safe and efficient vehicular transportation routes and infrastructure

The Municipality will ensure the nature and location of development considers the proximity to adequate transportation facilities to ensure it does not impair the safe and efficient movement of people and goods. To do so, a setback distance for all buildings, structures, hedges, or similar obstructions adjacent to provincial highways and roads will be specified in the zoning by-law for the purpose of protecting the safety and efficiency of the road system. To preserve the integrity of the provincial and municipal road system, the following policy directions will be implemented:

- a. New development shall have access to an existing paved or municipally-serviced road of sufficient standard and capacity.
- b. New commercial and industrial related development are encouraged to locate adjacent to a provincial highway near or within Urban, Rural Settlement, and Economic Development Areas as outlined in this Plan.
- c. Allowable areas for highway commercial uses should be areas that will ensure that the efficiency and safety of the adjoining highway are not jeopardized. The area is designed to minimize direct access to the highway system.
- d. Developments that generate excessive noise or dust or are hazardous and incompatible with the safe use, operation, and maintenance of nearby transportation facilities must only be allowed if the developer can incorporate appropriate mitigative measures.
- e. Internal access roads and internal or municipal road systems will be utilized to limit direct access to the Provincial Highway System.
- f. Where there are existing or anticipated high volumes of truck traffic, the Municipality may designate certain municipal roads as truck routes to limit the deterioration of the municipal road system and minimize safety problems and nuisance factors within urban areas. The designated truck routes will be identified as truck routes on a map and adopted as a transportation by-law for the Municipality. These truck routes are intended to complement the provincial highway system as major traffic carriers and, as such, will be subject to priority snow clearing.
- g. Where development is proposed in close proximity to the provincial highway system, the following criteria will be applied:
 - i. Strip development, where multiple direct connections to the highway are continuously relied upon for providing access, shall not be permitted.
 - ii. Development that would negatively impact the present and potential capability of the adjoining highway to carry traffic safely and efficiently shall not be permitted.
 - iii. The municipal road shall be designed in accordance with both the existing and planned road and street system of neighbouring areas.
 - iv. Development that may negatively affect plans for road widening and expansion must not be permitted unless provisions are made to accommodate future widening or expansion.
 - v. Developments that may generate hazards, such as anhydrous ammonia storage, shall not be permitted within 100 metres (328 feet) from the edge of a right-of-way of a provincial highway.

8.1.3. Plan for maintenance, upgrades and extension of piped municipal services where feasible

The Municipality's water and wastewater distribution systems are critical for sustaining residents. Water and wastewater distribution systems are available in Emerson and Dominion City. The Municipality's drinking water in Dominion City and Emerson is provided through PVWC and is provided through private wells. Rural areas wastewater treatment is facilitated through lift stations that convey wastewater to the municipal lagoon before treatment and release into the watershed. Local decision-makers maintain these systems and networks for potable water and wastewater distribution. To ensure the protection of existing systems while optimizing public investment, the Municipality of Emerson-Franklin must:

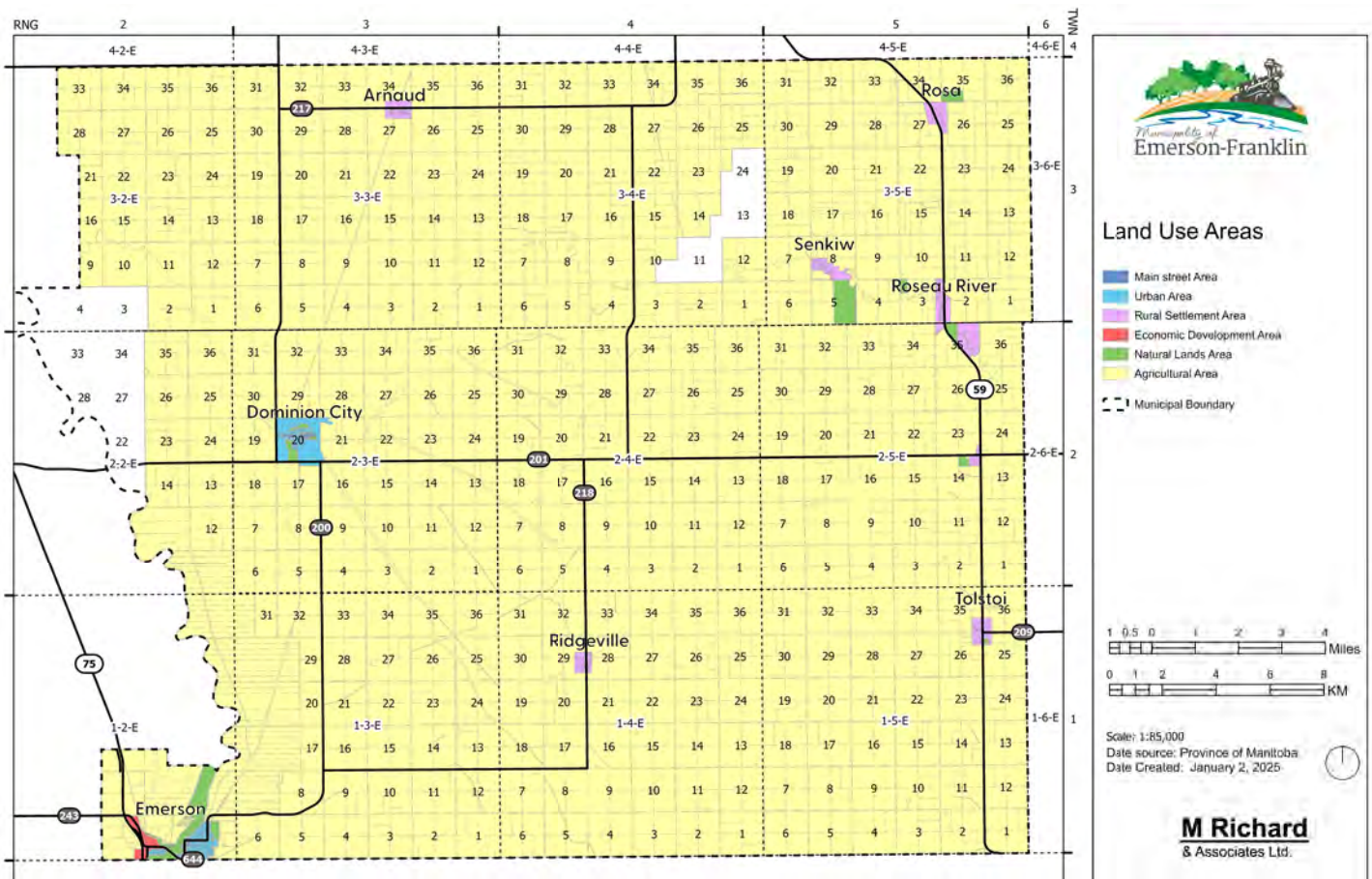
- a. Not permit new or expanded development where essential services such as potable water supply, wastewater collection and disposal, stormwater and drainage systems, public roadway access and communications cannot be feasibly extended.
- b. Ensure any new development connect to existing piped water and wastewater services where available.
- c. Support the extension of piped water and piped wastewater services to new developments in an environmentally sound, economical, and timely manner.
- d. Implement an appropriate setback of 300 metres from the municipal wastewater lagoon.
- e. Prepare a water/wastewater management plan where a new municipally-operated water or wastewater system is implemented. The management plan should:
 - i. Identify the type of service and its capacity.
 - ii. Identify where the services are planned to be located.
 - iii. Locate the areas and timing of any phased in development.
 - iv. Estimate the cost of implementing the services.
 - v. Indicate how the infrastructure will be implemented and how the costs would be recovered for the servicing.
- f. Where possible, invest in drainage infrastructure to support future growth within Urban and Rural Settlement Areas.
- g. Require developers to submit an on-site drainage plan to ensure that the development does not contribute to peak flows or increase water runoff on adjacent properties.

8.2 Distribute future growth equitably

The focus of this goal is to promote compact, contiguous development that encourages reinvestment in existing built areas of the community. This is to maximize initial investment into infrastructure by the Municipality or developer and provide certainty to landowners on where new growth and change is to occur. To implement responsible and balanced growth, this Plan identifies a set of areas for future growth and change, while protecting natural, agricultural and culturally-significant lands.

The Land Use Areas map for the Municipality prioritizes growth and change in Urban Areas and Rural Settlement Areas. It also identifies Natural Areas and Agricultural Areas that should be protected from development with limited circumstances for low-impact uses.

The Municipality, along with residents and private entities, will adhere to the land use and development framework prescribed in this section to prepare for change while managing key natural, agricultural and cultural assets to achieve the vision of equitable growth.



Map 7 Land Use Areas

8.2.1. Urban Areas

Urban Areas are identified in Map 8 and Map 9 specifically include the community areas of Dominion City and Emerson. Urban Areas are the core of the community and critical to Emerson-Franklin's long-term prosperity, social and environmental wellbeing, and economic competitiveness. They provide employment opportunities, diverse housing options, and affordable recreation and social services in an environment that is accessible and can accommodate aging in place.

Concentrating development in Urban Areas also optimizes existing infrastructure and positions the Municipality to generate the economic activities necessary to sustain itself into the future. Because of the significant investment already put into existing urban neighbourhoods, and because of their social and historical significance, it is important that Urban Areas are strengthened, optimized and planned so as to be sustainable.

Existing Urban Areas shall be prioritized for modest growth and development. Focusing future growth and intensification towards existing neighbourhoods will maximize the public investments already made in public services to accommodate future development. There is also an opportunity to revitalize older places with a past history as a dense settlement area but have since declined in population. These physical locations have a framework of transportation connections and small lots that can accept an influx of new residents through infill development. All major growth opportunities should also be directed towards Urban Areas with future expansion contiguous to these areas.

In order to promote healthy, lively, and well-balanced urban communities, Urban Areas will be subject to the following residential policies:

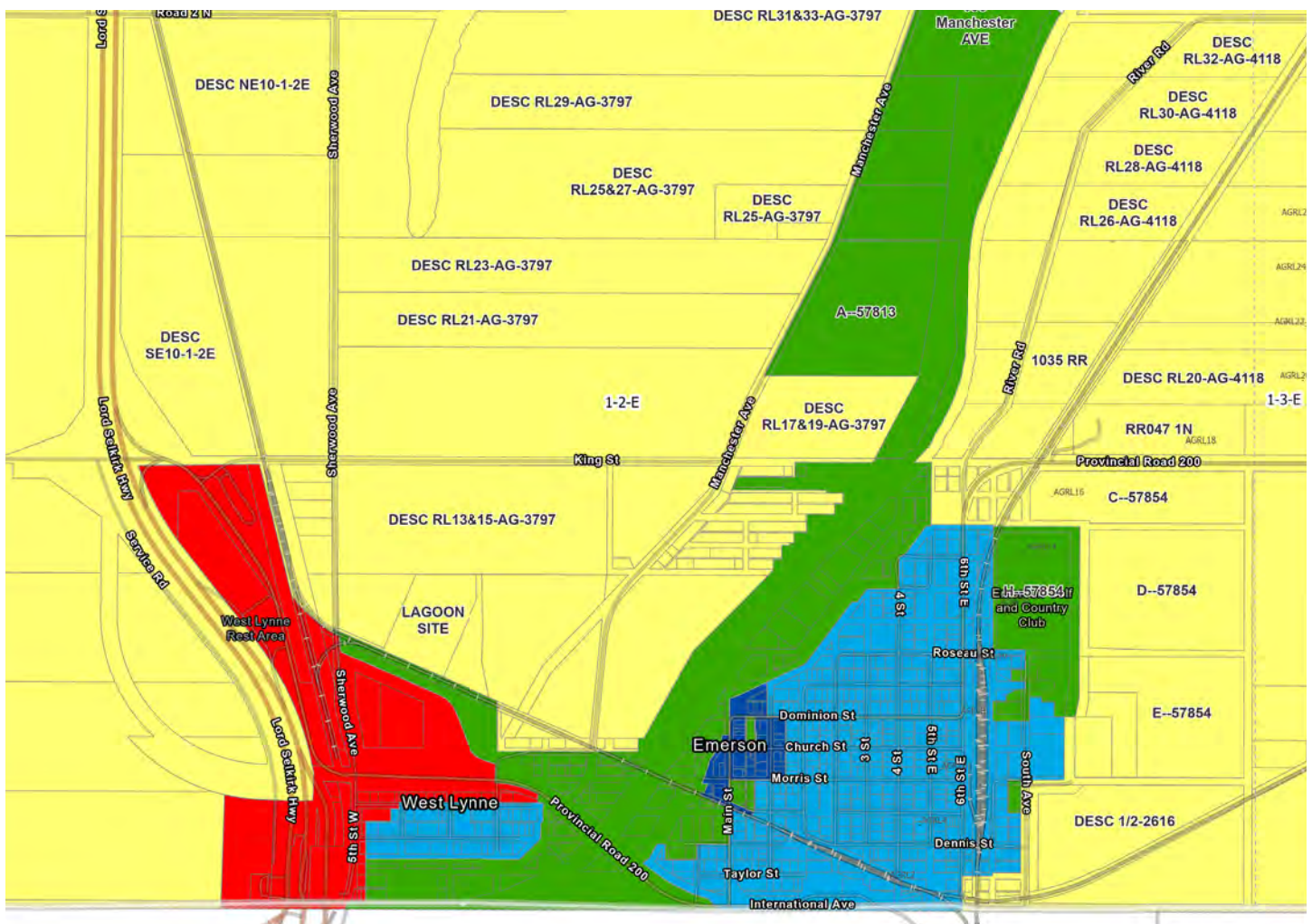
- a. Growth and new residential development should first be directed towards lands with piped wastewater and/or water services.

- b. Urban Areas will include an adequate inventory of residential lands to accommodate a range of dwelling types, forms, and ownership tenure to meet local needs and provide housing opportunities and personal services, while minimizing the need for travel beyond the community.
- c. Infill in designated Urban Areas shall be encouraged before expanding or re-designating more lands for expanding Urban Areas.
- d. Future re-designation of agricultural land will be directed away from prime agricultural land, viable lower class land and livestock operation where possible.
- e. Accessory Dwelling Units may be accommodated within the Urban Areas, subject to compliance with the standards set forth in the Zoning By-law, provided they are compatible with the adjacent residential uses.



EMERSON

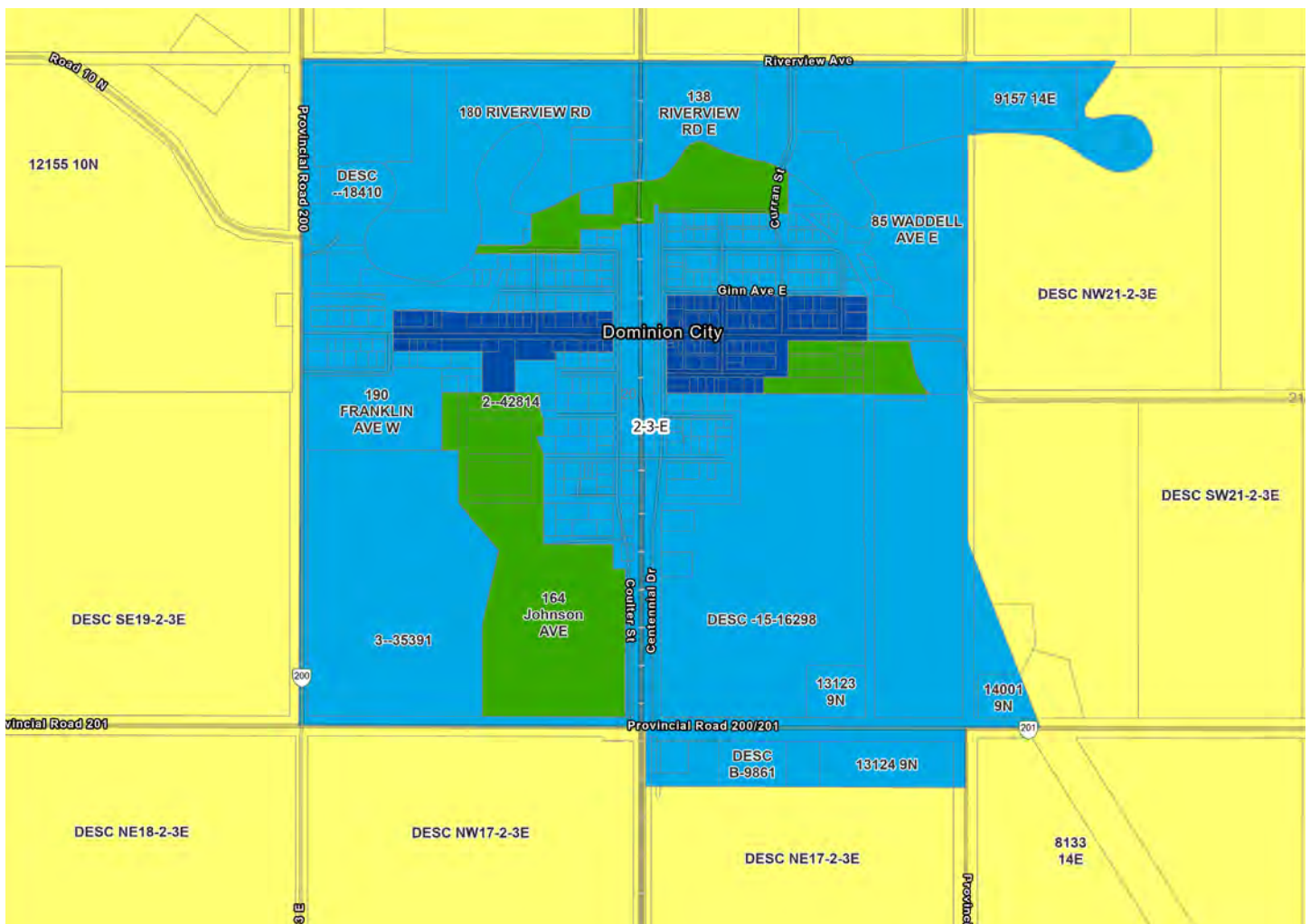
- Main Street Area
- Urban Area
- Agricultural Area
- Natural Lands Area
- Economic Development Area



Map 8 Emerson Land Uses

DOMINION CITY

- Main Street Area
- Urban Area
- Natural Lands Area
- Agricultural Area

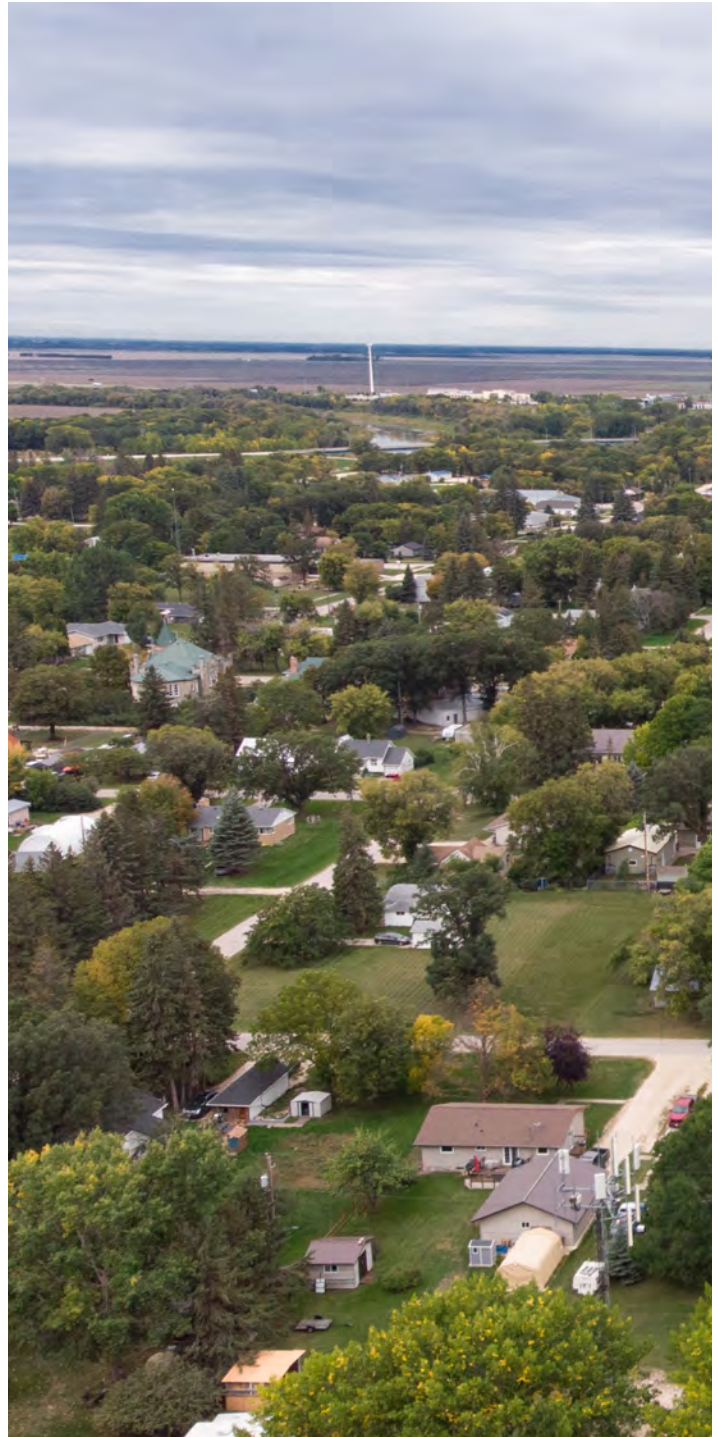


Map 9 Dominion City Land Uses

COMMERCIAL AND INDUSTRIAL USES

Urban areas will include a mix of commercial and industrial uses and are subject to the following policies:

- a. Large scale commercial and industrial uses will be directed primarily to suitable Urban and Rural Settlement Areas along major transportation corridors.
- b. Small scale commercial uses are considered 'significant developments' and as such may require concept plans, be serviced with municipal services and have high quality landscaping and site design.
- c. Large format commercial is encouraged to co-locate with light/medium industrial (i.e. flex tech space, small scale manufacturing), institutional uses and in some cases, residential uses.
- d. Large (i.e. heavy or intense) industrial land uses shall not be combined with any other land use.
- e. Industrial and commercial uses shall be readily serviceable by extension of the existing water and wastewater system. Certain types of commercial and industrial uses such as warehousing and agricultural operations may be permitted without piped services.
- f. Where a commercial or industrial use abuts a more restrictive land use such as residential, a landscaping buffer may be required to minimize the impact on the affected land.



8.2.2. Main Street Area

Each urban area in the Municipality has its own Main Street Area with its own distinct characteristics, but function similarly as a traditional central business district. The Main Street Area in Emerson and Dominion City act as the economic ‘spine’ of the community that include a mix of uses that contribute to a walkable built environment.

The intent of a Main Street Area is to anchor the community and provide focal points for activity and investment in order to strengthen the existing ‘bones’ of the Municipality. This land use designation provides residents vital access to goods, services, and public facilities and serves as the cultural anchor for the community. Main Street Areas are pedestrian-oriented with sidewalk and streetscape enhancements that create a welcoming space for area residents, entrepreneurs and established small-to-medium scale businesses.

Main Street Areas will drive economic development and growth in the community by attracting a mix of commercial, institutional, residential, recreational and cultural uses. These areas are subject to the following policies:

- a. Encourage Main Street Areas as social and cultural gathering areas with a mix of amenities that embrace public art, public spaces, benches, chairs and tables, or other pedestrian features.
- b. Concentrate the development of major healthcare and seniors’ facilities services in proximity to the traditional Main Street.
- c. Encourage a mix of uses along Main Streets including retail/commercial.
- d. Encourage modest density (i.e. 3-4 stories) along Main Street(s).
- e. Support the revitalization of mature neighborhoods adjacent to Main Street Areas while encouraging infill housing.



8.2.3. Economic Development Area

The development of high impact economic development projects can serve as catalysts for community growth and economic benefits for the municipality. The identified Economic Development Area at the Emerson-Pembina border crossing is aligned with the potential opportunities that can greatly transform the fortunes of the Municipality, but also the Province and First Nation communities.

This area is primarily intended to be developed with business, industrial, production and tourism uses that will drive economic growth in Emerson-Franklin. Economic Development Areas will help to incentivize development while continuing to improve the community's ability to attract jobs, wages, and investment. As these areas are proposed for development, consideration should be given to the overall economic benefits of the new development, such as: significant levels of private investment, value-added Gross Domestic Product (GDP), and job creation and labour compensation.

The Municipality may consider the establishment of new Economic Development Areas in Emerson-Franklin when there is a demonstrated need for additional lands to satisfy an immediate demand; and where any associated needs for municipal public services can be provided in an environmentally-sound, economically, and timely manner. The timing of when these lands will be re-designated in the Development Plan to allow new developments shall be dependent on the economic conditions within the municipality and Manitoba, and market conditions with regards to the supply of, and demand for, the land uses, as well as the completion of infrastructure improvements to support and enable specific land-use developments.

Economic Development Areas will be guided by the following policies:

- a. The location and intensity of new Economic Development Areas shall be guided by the Municipality through a planning process requiring an amendment to this Plan, and amendments to the Zoning By-law and should be guided by a Local Area Plan (i.e. Secondary Plan).
- b. Economic Development Areas should be located adjacent to compatible and existing developments with the proposed new growth areas being contiguous to existing Urban Areas and located abutting major transportation corridors.
- c. Economic Development Areas shall be located adjacent to existing road networks to minimize new road construction, and should be located with existing underground piped services for water to optimize public investments in infrastructure.
- d. Economic Development Areas shall be prioritized for employment-related uses; and may have limited residential land-uses to accommodate on-site workers, business owners/operators, caretakers, security guards or similar employees.
- e. Economic Development Areas shall not allow the intensification of non-compatible land uses such as residential and naturally-significant lands, as well as mineral resources and livestock operations that could interfere with the possible future development of the lands as employment, and commercial.

8.2.4. Rural Settlement Areas

Rural living is an option for people who choose to live in a small community outside major urban centres. Well-planned Rural Settlement Areas offer attractive ‘country living’ advantages and provide additional choices for housing in the municipality. However, unplanned, ‘leap-frog’ development can lead to immediate issues for municipal servicing and long-term conflicts with both agricultural operations and expanding urban centres.

The intent of the Rural Settlement Area is to allow for limited intensification and growth of existing rural residential areas and to discourage the establishment of new, isolated rural residential areas that may impact agricultural land. New Rural Settlement Areas may be considered in certain circumstances where the surrounding natural, scenic, historic and agricultural landscape is harmonized and compatible with the proposed development.

Rural Settlement Areas are typically characterized by a concentration of multiple non-farm, single-detached dwellings located away from an urban centre. Infill within existing Rural Settlement Areas should be prioritized prior to expansion or re-designating more lands for rural residential. In order to promote smart, resilient and well-planned rural communities, Rural Settlement Areas will be subject to the following policies:




- a. Rural Settlement Areas will include a mix of land uses and where agricultural operations are not dominant. This includes primarily rural residential and cottage uses, with limited commercial and industrial uses.
- b. The Municipality may require the preparation and submission of conceptual drawings as part of any new development that addresses building and/or site plans.
- c. Home Enterprises may be accommodated within the Rural Settlement Areas, subject to compliance with the standards set forth in the Zoning By-law, provided it is compatible with the adjacent rural character of the surrounding area.
- d. Large, multi-lot residential developments are encouraged to preserve the rural character of the community by protecting naturally significant lands and features from development and allocating land for public reserve and the ongoing function of wetlands and habitats.
- e. Development or intensification of land uses in Rural Settlement Areas should have legal access to an all-weather municipal road. Direct access to a provincial highway is not permitted without a permit from Manitoba Transportation and Infrastructure.
- f. Rural Settlement Areas are required to maintain mutual separation distances from livestock operations, aggregate resource areas, and waste disposal areas.
- g. Development in Rural Settlement Areas must be serviced by an on-site or shared wastewater management system and offer an adequate supply of potable water.
- h. Development in Rural Settlement Areas shall occur in a manner that would accommodate the efficient and economical provision of piped water and sewer services should these services become available in the future.
- i. Preference should be given to developments that may be serviced, in time, with an extension of existing district drinking water and/or wastewater system.
- j. New and expanding Rural Settlement Areas will require an amendment to this Plan, and should not be wasteful to agricultural land and directed away from prime agricultural land, viable lower class land and existing agricultural operations wherever possible.
- k. New Rural Settlement Areas should ensure the adequate provision of municipal services such as drainage, school transit, fire protection and road maintenance without undue cost to the Municipality.
- l. New Rural Settlement Areas will require an indication of potential demand for new development so that it does not result in vacant, unused lots.

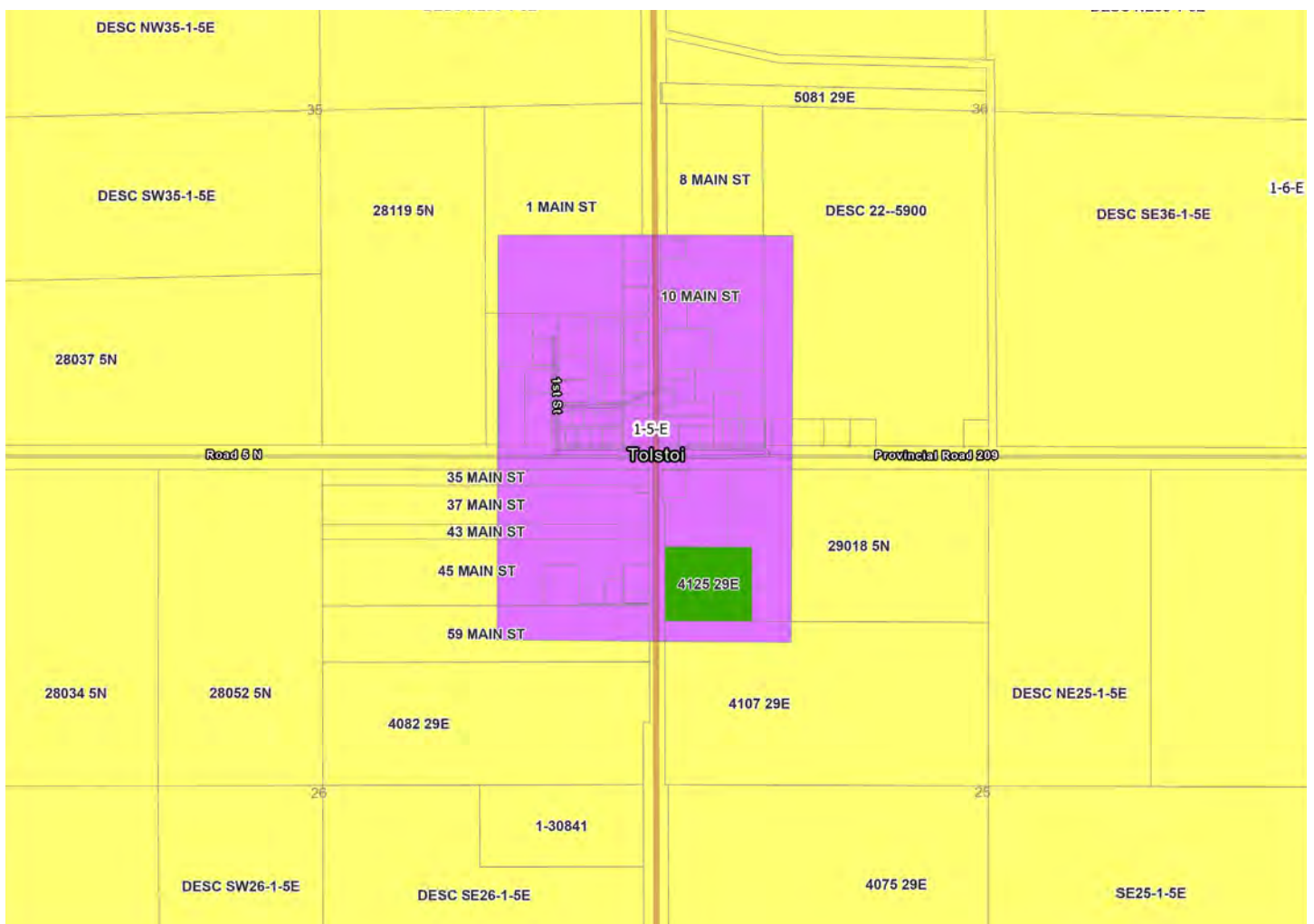
- m. In cases where a new Rural Settlement Area is being proposed in which three or more lots are being created, Council may require the proponent provide or demonstrate the following:
- i. Geo-technical or geophysical suitability of the site for development;
 - ii. Intensity and/or density of the use;
 - iii. Impact on the natural environment;
 - iv. Impact on agricultural operations;
 - v. Impact on heritage resources;
 - vi. Impact on transportation infrastructure;
 - vii. Provisions of open spaces or natural areas;
 - viii. Conservation of natural environment;
 - ix. Provision and capacity of essential infrastructure relating to wastewater, potable water supply, drainage, access and supporting utilities;
 - x. Cost of municipal public services;
 - xi. Provision of pathways and trails as part of the local and regional active transportation network;
 - xii. Market demand needs;
 - xiii. Phasing;
 - xiv. Compatibility with adjacent land-uses.



TOLSTOI

The community of Tolstoi is located in the southeast part of the Municipality along PTH 59 at the junction of Provincial Road 209. It is home to one of the earliest Ukrainian settlements in Western Canada. The community's heritage is strongly reflected in its local institutions including Ukrainian Orthodox Church, community park, and small-town hotel.

-  Rural Settlement Area
 Agricultural Area
 Natural Lands Area

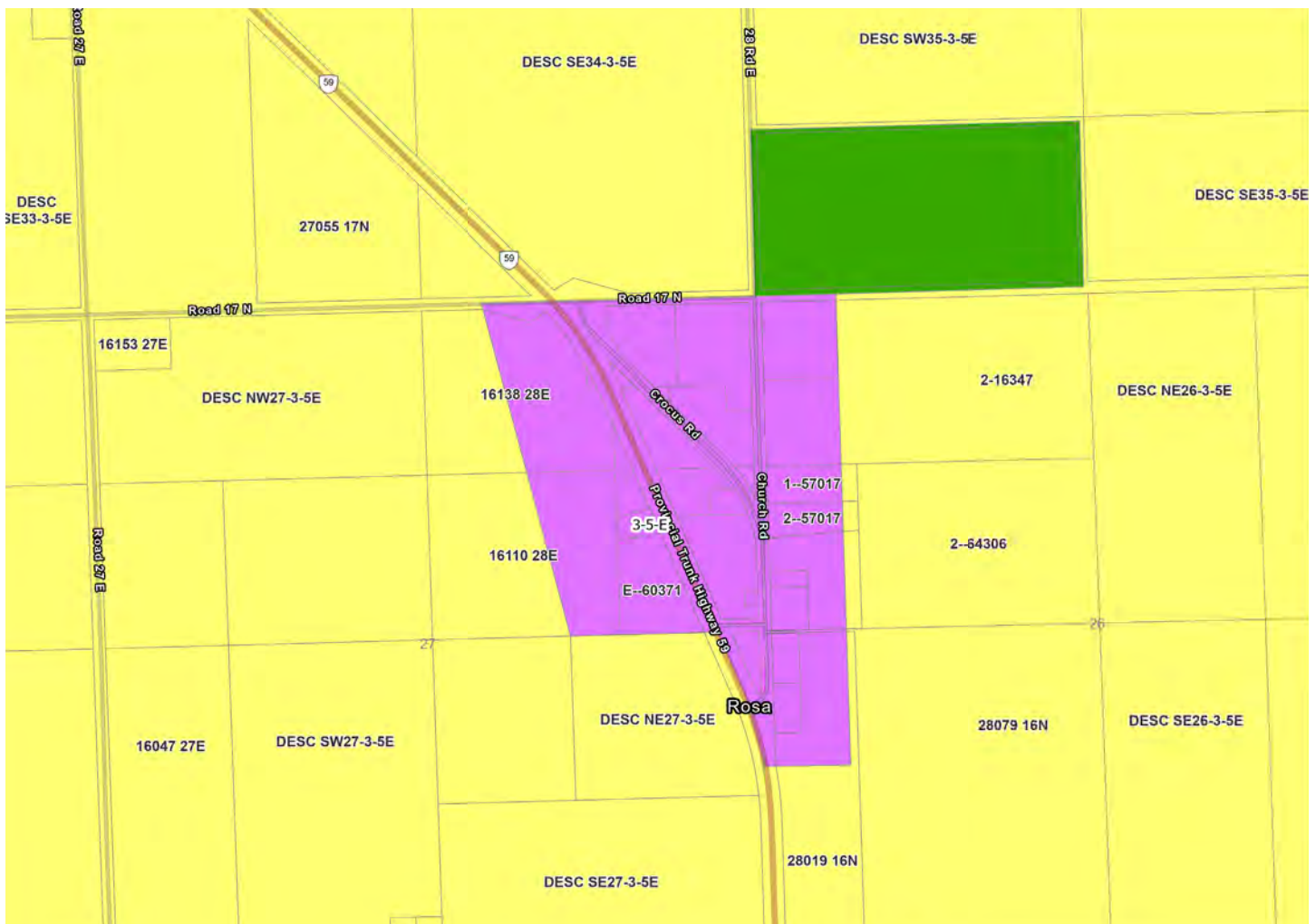


Map 10 Tolstoi Land Uses

ROSA

Rosa is a small hamlet community located to the northeast part of the Municipality along PTH 59. The community is surrounded by dense broadleaf woodland. Rosa is home to the Shevchenko Ukrainian Centre and an existing aggregate operation that helps sustain the local workforce.

- Rural Settlement Area
- Agricultural Area
- Natural Lands Area

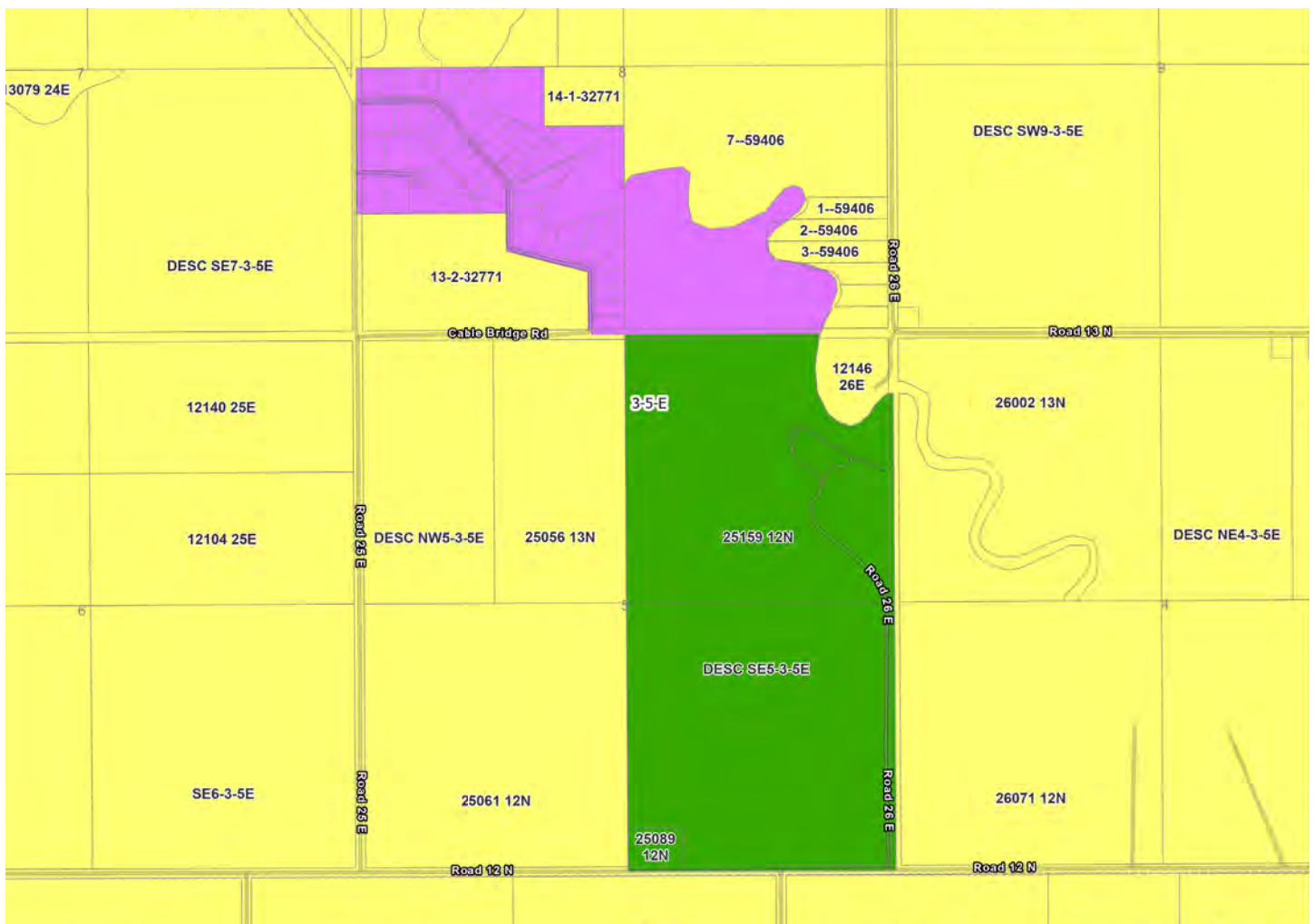


Map 11 Rosa Land Use Areas

SENKIW

The Senkiw area has few permanent residents but is a popular tourist destination due to the Senkiw Swinging Bridge, Roseau River Bible Camp, and other farm-related accommodations. Much of the Senkiw area consists of dense riparian forest that underscores the community's rich heritage and dedication to preserving the region's natural beauty.

- Rural Settlement Area
- Agricultural Area
- Natural Lands Area

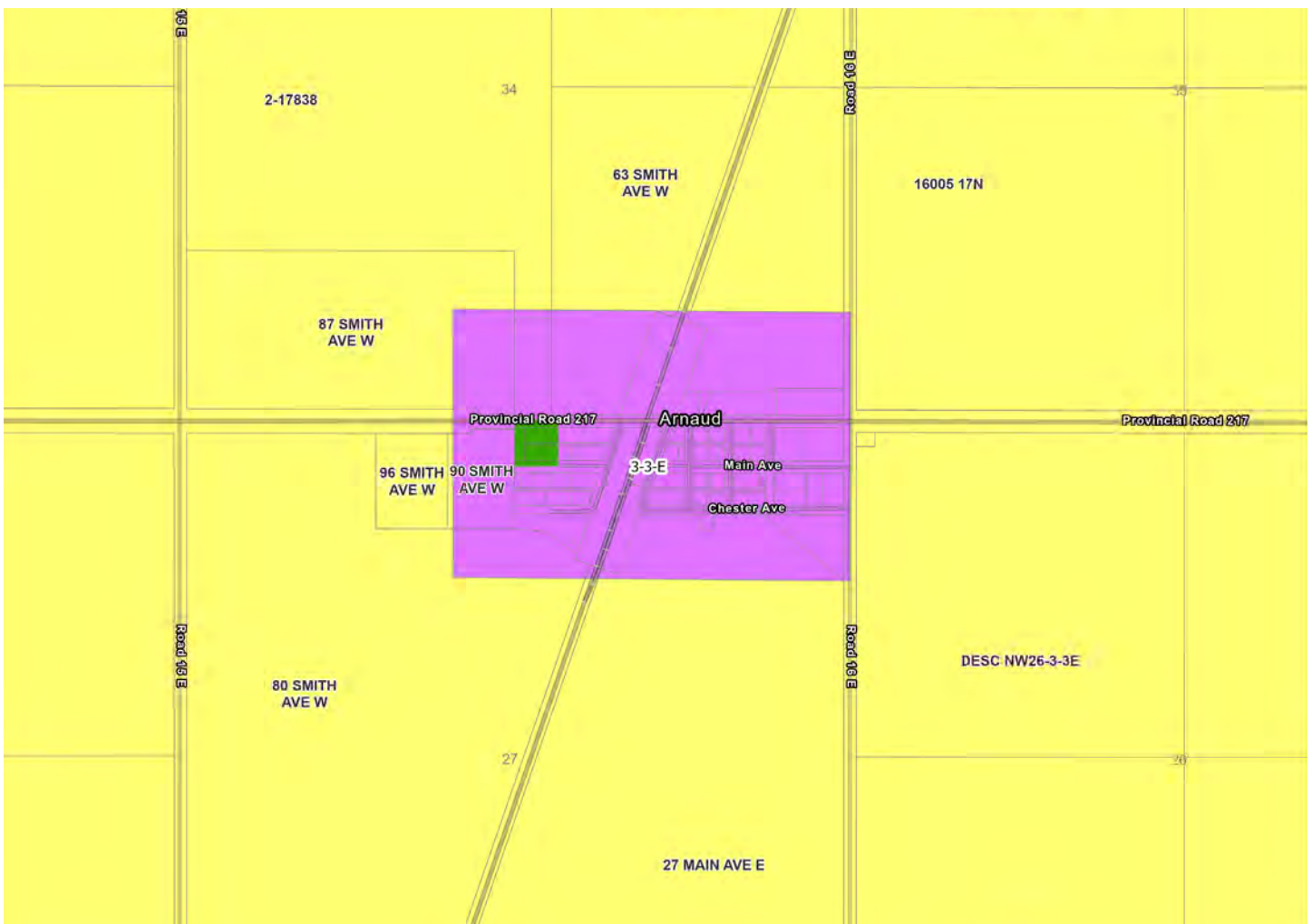


Map 13 Senkiw Land Use Areas

ARNAUD

Arnaud is a growing rural community and the second-most populated Rural Settlement Area in the Municipality next to Roseau River. It is home to many farm-related businesses that help support a strong agricultural economy.

- Rural Settlement Area
- Agricultural Area
- Natural Lands Area



Map 14

Arnaud Land Use Areas

RIDGEVILLE

The community of Ridgeville is located in the middle part of the Municipality of Emerson-Franklin along Provincial Road 218. It has a rich history tied to early commerce and agriculture. The community's close-knit atmosphere and rural charm continue to make it a cherished part of the Municipality.

- Rural Settlement Area
- Agricultural Area
- Natural Lands Area



Map 15

Arnaud Land Use Areas

8.2.5. Agricultural Areas

Agricultural Areas support the Municipality's established agricultural character and rural identity. Agricultural land is actively used for farming operations, including cropland for producing food such as soybeans, corn, and wheat; but also for raising livestock such as chickens, cows and pigs. Supporting land uses such as feed mills, dairy supplies, agri-food manufacturing, poultry processing, greenhouses and produce markets, and other activities including agritourism, parks and open spaces, and wildlife reserves are included and permitted in this land use category.

Agricultural Areas make up the largest land use in the Municipality and have the lowest population density. There are pockets of other land uses throughout the Municipality including Hutterite Colonies, rural manufacturing, and seasonal recreation uses. These areas are important to the communities they serve and provide additional income for non-farming residents.

Due to current trends of increased development activity in rural areas, a significant amount of productive agricultural land with prime capabilities is at risk of being converted to non-agricultural related uses. As growth occurs throughout the community, re-designating agricultural land to rural or urban areas must align with the intent and objectives set out under Section 6 Agriculture, Food Systems and Rural Preservation in order to preserve the Municipality's valuable agricultural areas and heritage.

To protect valuable agricultural land from development and ensure its viability in the future, Agricultural Areas will be subject to the following policies:

- a. Subdivisions must limit the fragmentation of agricultural land as described under Policy 6.1. of this Plan.
- b. Residential subdivisions must be compatible and sensitive to surrounding agricultural operations as described under Policy 6.1. of this Plan.
- c. Special provisions with respect to livestock operations in these areas are established in Section 6.3 of this Plan.
- d. Home occupations, non-offensive light manufacturing activities, and small businesses are permitted, provided the following criteria is met:
 - i. There is an established residential/agricultural use on the land.
 - ii. The proposed use is intended to serve the rural population.
 - iii. The business operation does not lead to land use conflict by creating excessive dust, noise, vibration, smoke, odor, litter or any other environmental hazard.
 - iv. The site provides for sufficient on-site parking and loading areas associated with the use, including principal use.
- e. Commercial and industrial uses may be permitted under certain circumstances to meet the objectives outlined under Policy 7.4. The establishment of such may be considered for the following reasons:
 - i. An aggregate-related use may need to be located in close proximity to an existing operation.
 - ii. A proposed development may need to be separated from a Rural Settlement Centre due to potential danger to public safety or nuisance associated with the operation.
 - iii. A proposed commercial or industrial use requires a larger site area not available in a Rural Settlement Centre.

SUBDIVISION OF AGRICULTURAL LAND

Agricultural lands are expected to be maintained in a minimum parcel size of at least 80 acres (or 32 hectares) to ensure a viable base for agricultural operations, while providing flexibility for agricultural-related businesses and industries. Agricultural Areas are generally limited to one subdivision per 80-acre title. Specifically, clauses (a) through (c) below are limited to one subdivision per 80-acre title. Generally, Agricultural Areas may be subdivided into a smaller parcel than 80-acres under the following circumstances:

- a. A specialized agricultural operation in which high value, lower volume, intensively managed agricultural products are produced, such as an apiary, a nursery or a greenhouse, requires a smaller land holding;
- b. A single lot subdivision is proposed in respect of an existing farmstead site that is intended to:
 - i. Separate the farmstead site from the agricultural holding because the associated farmland has been acquired by another agricultural operation;
 - ii. Allow an existing agricultural producer to continue to reside in the farm residence upon retirement; and
 - iii. Allow a single lot subdivision for an existing agricultural producer who significantly participates in the agricultural operation and who derives an income from it;
- c. A single-lot subdivision is proposed for rural residential purposes, but only if the proposal is in a planning area that has experienced continuous population decline over the previous fifteen years. The re-subdivision of existing farmstead sites may be given consideration under this policy;
- d. The subdivision of a parcel of land that has been physically isolated by a transportation route, utility corridor, rail line, or a water course, but only if the parcel is of a size, shape or nature that makes farming physically impractical.
- e. Subdivisions that simply changes property line locations or alignments between two abutting lots without creating additional new lots, shall be encouraged even when the existing and new parcel sizes are smaller than 80 acres.
- f. A single lot subdivision to accommodate an agricultural related commercial or industrial use must engage in providing:
 - i. Goods and services to agriculture operations;
 - ii. Storing or processing products grown or raised by an agricultural operation; or
 - iii. Supporting industries producing chemicals for an agricultural operation.

SUBDIVISION STANDARDS IN AGRICULTURAL AREAS

Agricultural Areas may be subdivided into smaller parcels less than 80 acres for purposes described under the previous section (Subdivision of Agricultural Land), but is limited to only one subdivision per 80-acre title or two subdivisions per quarter section. Generally, any subdivision of agricultural land for residential purposes is subject to the following standards:

- a. Subdivisions should be directed away from prime and viable agricultural lands, existing livestock operations, and any land being cultivated, grazed or used agriculturally.
- b. Subdivisions are encouraged to be confined to the existing shelter belt that forms the farmstead and should have legal access to a public road via an all-weather municipal road.
- c. Should be capable of accommodating an on-site wastewater management system and have an adequate supply of potable water.
- d. Municipal services such as drainage, school transit, and fire protection shall be currently available to the subdivision site or can be provided without undue cost to the municipality.
- e. Should comply with the mutual separation distances between livestock operations and dwellings.
- f. Should not fragment lands designated as critical and significant wildlife habitat.
- g. Consolidation of agricultural lands that effectively reduces the number of land titles, shall be encouraged even when the yield is a new parcel size smaller than 80 acres.
- h. Home Enterprises and Accessory Dwelling Units may be accommodated within the Agricultural Areas, subject to compliance with the standards set forth in the Zoning By-law, provided they are compatible with the adjacent agricultural or rural residential uses, and the residential character is maintained. Accessory uses, including accessory dwellings, cannot be subdivided.
- i. In alignment with the previous Subdivision of Agricultural Land policy c., any re-subdivision of an existing subdivided residential parcel is subject to the following:
 - i. The proposed residential parcel is contained wholly within the existing residential parcel boundaries;
 - ii. Created residential parcels are a minimum of two acres in size with 200 feet of frontage;
 - iii. Access to both parcels must be directly onto the adjacent public road;
 - iv. The requirements for on-site wastewater management, and the required setback between property boundaries can be maintained; and
 - v. The dwellings be subject to the minimum mutual separation distances for newly siting or expanding livestock operations as set forth by the Zoning By-law.
- j. When calculating the number of single lot residential subdivisions in a quarter section, to determine eligibility to subdivide for residential purposes, existing approved and registered subdivisions shall be counted in determining what subdivision opportunities remain.

8.2.6. Natural Lands Areas

Natural Lands Areas prioritize preserving and protecting Emerson-Franklin's ecologically and recreationally significant lands such as wildlife reserves, community parks and outdoor recreational facilities such as athletic fields, golf courses, and trails that draw both residents and regional visitors. Open space makes Emerson-Franklin a desirable place to live as these areas allow for active and passive recreation and enable healthy lifestyles. They beautify the community through greenery and preserve natural habitats such as wetlands and tall grass prairie reserves.

The primary uses within these areas will be parks, open space and natural, undeveloped areas. Facilities such as recreation centres, nature centres, and trails may be included. More intensive uses such as indoor recreation facilities that support active recreational activities should be integrated and connected to urban and rural areas of the community where feasible. Secondary uses may include cemeteries and religious institutions.

To protect parks, ecological reserves, undisturbed natural areas, wildlife management areas, riparian areas, and ecologically significant wooded areas, the Municipality shall discourage intensive development and ensure such lands stay 'as is' for low intensity open space development. Private lands may be owned by conservation agencies that are recognized as protected areas under an agreement from incompatible or potentially incompatible land use activity/developments.

As the demand for development continues to grow, the Municipality will implement the following measures to protect natural lands and open space including waterways and water bodies from potentially incompatible or potentially conflicting land use developments:

- a. Low intensity developments located near water ways that have the potential to alter, disrupt or destroy aquatic habitat, including the riparian area, will be referred to the Province of Manitoba for review.
- b. Buffer areas should be established around designated provincial parks and protected areas, and developments and the use of land within the buffer areas should be referred to the Province of Manitoba for review to ensure that future development or changes in land use will not adversely affect the sustainability of the Natural Lands Area.
- c. Remaining wooded lands may be developed in a manner consistent with their wildlife potential, particularly in the areas adjacent to wildlife management areas, provincial parks, ecological reserves or any other sensitive/important ecological areas.
- d. The Municipality may designate municipally-owned lands as 'Natural Lands Area' in order to maintain the passive character of these lands and retain these publicly-owned lands in their current state.
- e. Residential uses, including seasonal recreational residential development, may be permitted within areas designated Natural Lands where compatible with the overall intent of preserving ecological integrity and recreational value, and subject to specific zoning by-law provisions.



09

IMPLEMENTATION

Roles

Land Use Decision-Making

Funding Mechanisms

Leadership and Partnership

9.0 IMPLEMENTATION

OVERVIEW

This Plan provides direction for growth, development and resiliency within the community and serves as a land use decision-making guide for staff and administration. The following implementation section summarizes the strategies and initiatives that align with this long-term community plan. It outlines the programs and activities needed to work towards achieving the goals and policy directions in this Plan. It also identifies potential funding sources and mechanisms, as well as key roles to support these efforts. This includes:

- Regularly using the goals and policy directions within this Plan as a decision-making guide for the community.
- Providing high-level guidance for decision-making on future land use and zoning.
- Undertaking full review of the goals and policy directions every five years.
- Building relationships and partnerships across sectors and the community.
- Advancing public communication and education on long-range planning goals and objectives.
- Exploring new, innovative funding sources and methods.

ROLES FOR IMPLEMENTATION

Emerson-Franklin Steaming Ahead covers a wide range of topics and opportunity areas. Although the Municipality may be in a position to address some of these topics either now or in the future, many of these topics will require input and collaboration with experts from the community, as well as professional skill and knowledge from the private sector. Successful implementation will require coordinated effort between Municipality, regional partners and other levels of government, community groups and organizations, business stakeholders and of course, residents.

Municipal staff will need to form implementation tiers that range from local experts and champions, stakeholder focus groups to assist with decision-making, as well as oversight and input from working groups and committees to advise on topic-specific issues.

CHAMPIONS

Elected officials along with the Public Service establish the importance of key projects within the community. Municipal staff will approve and allocate resources to achieve specific goals and policy directions within this Plan.

ADVISORS

Topic-specific working groups, boards and commissions will support other established decision-making bodies to assist with implementing and monitoring of strategies. Topic-specific teams will identify and prioritize strategies and policy directions to be acted upon. This may include topics such as: Food Systems, Community Services, Economic Development, Environmental Resources and Protection, Housing and Neighbourhood Planning, Infrastructure, and Public Facilities.

OVERSIGHT

Municipal staff and other public service providers will appoint representatives to provide oversight and ongoing evaluation of the overall progress of Emerson-Franklin: Steaming Ahead.

RESIDENTS, BUSINESSES AND ENTREPRENEURS

The corporate and private sector will continue to drive innovation and progress in the community moving forward. Engaging with residents and community champions, developers and private investors will lead community building efforts while generating jobs and housing for residents.

Champions

- Municipality of Emerson-Franklin Reeve
- Municipality of Emerson-Franklin Council
- PTH 75 Caucus

- Set forth actions related to Plan Implementation
- Encourage joint cooperation and communication
- Identify department head Plan implementation participation
- Provide recommendations to Advisors

Advisors (Coordination)

- Public Works and Operations
- Recreation and Community Services
- Housing and Neighbourhood Planning
- Arts, Tourism and Heritage Resources (i.e. Emerson-Franklin Tourism Committee, Manitoba Historic Resources Branch)

- Communicate with teams and topic groups
- Develop and provide action matrices
- Provides updates to Council

Teams and Topic Groups (Oversight)

- Various agencies, teams and topic groups

Assist and provide oversight on Plan programs initiatives and activities. Provide recommendations on the following six topics:

1. Land use planning
2. Food systems
3. Parks, recreation and sport
4. Tourism, culture and creative arts
5. Housing and economic development
6. Education, healthcare and community services

Residents, Businesses and Entrepreneurs

- Corporations, residents, group, associations, and NGO's

- Incorporate private development activities into long-term vision of the Municipality
- Initiate Plan actions and activities

LAND USE PLANNING AND DECISION-MAKING

Using the policies as defined in sections 4 through 8 of this Plan, the Municipality of Emerson-Franklin will encourage carefully planned growth and development in the community. A number of land use decision-making processes and approvals will drive growth and change within the community.

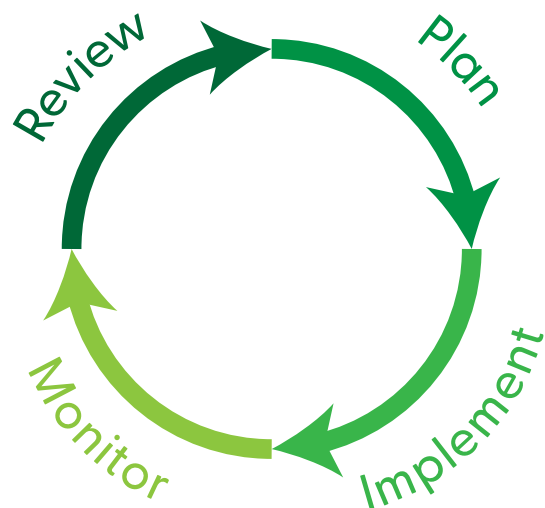
In addition to updating and amending this Plan, the Municipality and its partners will work together to initiate other secondary land use planning processes such as Secondary Plans or Local Area Plans to manage and adapt to major change within the community. As part of implementation, the Province of Manitoba and Municipality will provide planning services by way of subdivision and zoning approvals to manage and provide certainty on land use and public infrastructure improvements. The Municipality will streamline planning and approval processes in areas that align to the goals and policy directions within this Plan. Regular updates and review of Emerson-Franklin: Steaming Ahead including map and text amendments will ensure the community is ready to adapt to growth and change in the decades to come.

PLAN REVIEW / AMENDMENTS

The Municipality of Emerson-Franklin will undertake a review of this Development Plan every five years. Regular reviews and updates to this Plan will capture changing circumstances and adapt to new economic development opportunities. However, the vision, principles, and high-level goals of this Plan should guide the review and amendment process.

Growth in business and overall population may result in the need to change and update the direction of the Plan. Any registered landowner within Municipality limits may initiate an amendment to change the policies within this Plan that apply to their specific lands in response to a development proposal. The amendment process established by the Municipality provides the opportunity to confirm that there is sufficient capacity and compatibility to accommodate the new development.

Formal reviews and streamlined amendments in targeted growth areas provides certainty to developers, transparency for residents, and a vehicle for the Municipality to collaborate with proponents of new developments while ensuring local, regional and provincial interests are considered and balanced equitably.



REGIONAL PLANNING (WATERSHED DISTRICT, PTH 75 CAUCUS, NORTH DAKOTA, ETC.)

The Municipality will collaborate with regional partners including environmental resource protection agencies, Elders and traditional knowledge holders, neighbouring municipalities, while coordinating administrative actions in reviewing and approving land development applications. The success of implementation will rely on regional collaboration and maintaining communication and transparency with stakeholders in the decision-making process.

Although Emerson-Franklin Steaming Ahead applies to lands within the Municipality, the intent behind the goals and policy directions extend beyond its boundary. Municipality Administration and staff will be a key facilitator in future regional planning efforts to advance economic development, environmental protection, tourism and recreation.

SECONDARY PLANS

The Municipality will initiate, adopt and facilitate local plans and strategies to deal with objectives and issues in a specific, sub area of the community. The issues a secondary plan might address include:

- a. subdivision, design, road patterns, building standards or other land use and development matters; or
- b. economic development or the enhancement or protection of heritage resources or environmentally sensitive lands;
- c. any aforementioned matter dealt within the Land Use Map.

A secondary plan might be useful in setting out the overall pattern of future development in a specific area, or to set out more detailed policies respecting future development issues in a specific part of the Municipality such as Main Street in Dominion City and Emerson.

DEVELOPERS AND PRIVATE INVESTORS

The corporate and private sector will continue to drive innovation and progress in the community moving forward. Engaging with residents and community champions, developers and private investors will lead community building efforts while generating jobs and housing for residents.

PERMITS AND APPROVALS

The issuance of a building or development permit for legal non-confirming uses that existed prior to the adoption of this Plan shall be allowed provided they comply with sections 86-93 of *The Planning Act*.



Note: Land Use Planning Hierarchy

SUBDIVISION CONTROL

Municipality of Emerson-Franklin Administration and Staff will ensure proponents of subdivisions are aware of the policies of Emerson-Franklin: Steaming Ahead. Transparent, consistent control over the subdivision of land is a key tool for regulating the development of land and advancing the policy directions of this Plan. A “subdivision” is defined as “the division of land by an instrument, including:

- a. A plan of subdivision, conveyance, deed, mortgage or grant; or
- b. An agreement granting or extending a use of or right in land, directly or indirectly or by an entitlement to renewal, for a period of 21 years or more; but not including a lease respecting only floor space in a building;”
- c. A registrar may not accept a subdivision of land unless it has been approved by the Province of Manitoba. Subsection 123 of *The Planning Act* requires that a subdivision of land must not be approved unless:
 - i. The land that is proposed to be subdivided is suitable for the purpose for which the subdivision is intended; and
 - ii. The proposed subdivision conforms with:
 - the Development Plan by-law [this Plan] and Zoning by-law,
 - any Secondary Plan by-law, and
 - the regulations under section 146 (*The Subdivision Regulation*).

ZONING BY-LAW

Zoning By-law’s regulate the use and development of land across the entire Municipality and is required by way of legislation through *The Planning Act*. Whereas the vision and goal statements with respect to future development in this Plan set out the high-level direction for future growth, the Zoning by-law provides an essential mechanism for implementing the policy directions and building on the current built state of the community to realize the goals set out in this Plan.

Zoning regulations cover a range of topics but all work together to achieve a fundamental purpose of health, safety and wellbeing in the community. It is an essential tool to ensure the convenience of access and the safety from fire and other danger. It assists decision makers to promote public health, comfort and general welfare in the community by regulation on the built form of the community. This may include regulating lots, land uses, buildings, yards, setbacks and infrastructure to ensure public spaces and general public interest is protected. The Municipality will adopt, implement and monitor a contemporary Zoning By-law to ensure its alignment to this Plan, while working towards the goals and policy directions set out in this Plan as a whole.

There are several ways to apply zoning and development regulations and strategies. This includes traditional zoning techniques such as Euclidean or Use-Specific zoning strategies that divides a community into districts and regulates the types of uses that are permitted or conditional; Or it may include more contemporary strategies such as form- or incentive-based. These modern zoning techniques are becoming more widely used as a strategy to achieve more desirable community outcomes, from attracting growth and development to create jobs and affordable housing.



Euclidean Zoning

Euclidean zoning divides municipalities into distinct districts with specified land uses, such as residential, commercial, or industrial. The primary objective of euclidean zoning is to enhance community livability by ensuring that incompatible land uses remain separate, thereby protecting the health, safety, and general welfare of the residents.

Form-based Zoning

This strategy focuses on the design and appearance of buildings and spaces, promoting high-quality urban environments that are pedestrian-friendly and aesthetically pleasing. Form-based zoning prioritizes the physical form and design of buildings over land use segregation. It focuses on creating aesthetically pleasing, pedestrian-friendly urban environments by specifying building dimensions, facade features, and their relationship to public spaces, fostering vibrant and functional communities.



Opportunity-based Zoning

Opportunity-based zoning encourages development in areas with economic growth potential by offering incentives like relaxed regulations or tax breaks. It targets underutilized areas to stimulate redevelopment, aiming to create housing and job opportunities while promoting community revitalization.

Overlay Zoning

Overlay Zoning applies additional regulations to existing zones without altering the base zoning, addressing specific community needs like historic preservation or environmental protection. It allows for tailored policy goals in designated areas, providing a flexible approach to manage special development challenges.

Design Standards

Design Standards set criteria for architectural quality and functionality, dictating elements like materials, landscaping, and pedestrian access to ensure developments enhance visual appeal and public space usability. They complement zoning regulations to promote a cohesive and attractive built environment.



FUNDING MECHANISMS

Many of the projects and initiatives outlined in this Plan may be implemented through administrative and policy decisions through traditionally-funded capital and operating budgets. However, some development projects may require additional financial support.

The Municipality will lead economic development efforts and explore innovative local, provincial and federal funding programs that may be available to advance implementation of this Plan. This may include topic-specific initiatives such as a major economic development project, housing development, green energy, environmental protection, arts and culture, etc.

A brief description of potential funding sources and mechanisms is summarized and provides a guide on future programs and initiatives. These are various tools available to municipal administration and staff to target and implement. The Municipality alongside local economic development partners should continue to research and monitor inter-governmental agencies on funding programs to identify and align new opportunities as they become available.

INCENTIVES

The Province of Manitoba authorizes the Municipality to implement incentive programs to help the community achieve its goals. These incentives can be used to help attract new growth and development, or help improve existing conditions within a specific area. While not exhaustive, the following list of incentive programs provide options for local economic development agencies to explore.

Tax Increment Financing (TIF)

The Province of Manitoba can establish a TIF program through *The Community Revitalization Levy and Tax Increment Financing Act*. Under this act, Manitoba's Lieutenant Governor in Council can designate properties as Community Revitalization Properties by regulation if significant improvements to the property are deemed necessary and if it is in the public interest that the improvements be made.

The incremental growth in tax revenue generated as a result of the improvement to the land is collected by the municipality within which a property is located. The rate is equivalent to the school and or property taxes that would be owed on the property; however, the TIF funds are collected instead of the school and or property taxes by the municipality.

The Minister then can make grants that draw from such funds and allocate them to property owners or the municipality for projects that promote revitalization and economic development within the designated area.

Environmental Remediation and Reclamation Programs

The Province of Manitoba established *The Contaminated Sites Remediation Act (CSRA)* to assist landowners and municipalities in their efforts to remediate and redevelop vacant and dilapidated sites. The Municipality and property owners may initiate the remediation process by identifying and registering impacted sites and developing appropriate measures for environmental professionals to prepare the site for redevelopment through a Remediation Plan. The Municipality can take an active role in the preliminary investigation, designation and due diligence of such sites to enhance the community's health, safety and well-being.

Beautification Grant

The Municipality may provide a matching grant for any façade improvement, landscaping, or patio project. Funding would be available for projects that improve the aesthetic appeal and overall pedestrian environment, including accessibility and safety of commercial, retail, or mixed-use buildings. This may include:

- Seasonal patios for restaurants
- Exterior building renovations
- Landscaping improvements

Infrastructure Programs

Government resources can be key investments to leverage growth that is consistent with the vision and goals of this Plan. However, with rising costs and increasingly scarce government dollars, it is in the fiscal interest of the Municipality to make smart, informed decisions on infrastructure. Investments in public infrastructure and facilities will provide a reliable, long-term source of revenue, while assisting the public-private investment in the community. By establishing priority areas for growth, Municipality Administration and Staff are creating greater certainty and transparency on future investment decisions over the long-term.

Capital Asset Management Program

Emerson-Franklin can lead in planning its infrastructure assets' total lifecycle costs by applying asset management best practices while implementing a multi-year capital infrastructure budget; the municipality can defer maintenance and account for the impact on the infrastructure life expectancy and life cycle when making maintenance decisions.

Placemaking and Design Standards

Placemaking initiatives can have a positive cost-benefit ratio compared to capital-intensive infrastructure investments. There are simple, low-cost, short-term, yet effective strategies that can energize the places we live in.

The Municipality of Emerson-Franklin may also consider implementing urban design standards and formal site plan review procedures for specific areas such as Main Street in Emerson and Waddell Avenue in Dominion City. This strategy will help to encourage quality urban design and improvements to public facilities and amenities.

Clean Energy Program

Emerson-Franklin has the unique competitive advantage to become a leader in clean energy innovation. The Municipality will work towards public-private partnerships that help to make a low environmental impact project feasible. This may include upfront costs for fueling stations, community biomass district energy systems, or resident strategies to improve energy efficiency in their homes.

Broadband Expansion

The Municipality will work to coordinate with private service providers to plan for broadband coverage expansion and associated internet infrastructure upgrades in alignment with the areas targeted for future growth and development.

LEADERSHIP AND PARTNERSHIP

The Municipality of Emerson-Franklin will collaborate with other levels of government, citizens, and other relevant stakeholders and community groups as needed in adopting this Plan and related implementation activities. This may include administrative oversight, reviewing and amending the Plan, or capital improvement projects as identified herein. The success of this Plan depends on maintaining close relationships across sectors ranging from community groups, municipalities, local business leaders and knowledge holders, not-for-profit organizations and public agencies.

Local Government

- Rural Municipality of Montcalm
- Town of Morris
- Rural Municipality of Morris
- Roseau River Anishinaabe First Nation
- Manitoba Métis Federation

Housing

- Dominion City Healthy Living Centre

Economic Development

- Triple R Community Futures Manitoba
- Manitoba Science, Technology, Energy and Mines

Tourism, Arts and Culture

- Travel Manitoba
- Indigenous Tourism Manitoba
- Emerson-Franklin Tourism Committee
- Manitoba Arts Council
- Eastman Tourism

Public Facilities and Infrastructure

- Manitoba Hydro
- Public Works and Operations
- Manitoba Transportation and Infrastructure

Parks and Environment

- Parks Canada
- Natural Resources Canada
- Manitoba Environment and Climate Change

Public Health and Safety

- Southern Health Region
- Royal Canadian Mounted Police

Education

- Border Land School Division

Transportation

- Manitoba Transportation and Infrastructure
- Canadian National Railway
- Canadian Pacific Railway
- Burlington Northern and Santa Fe Railway

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APPENDIX

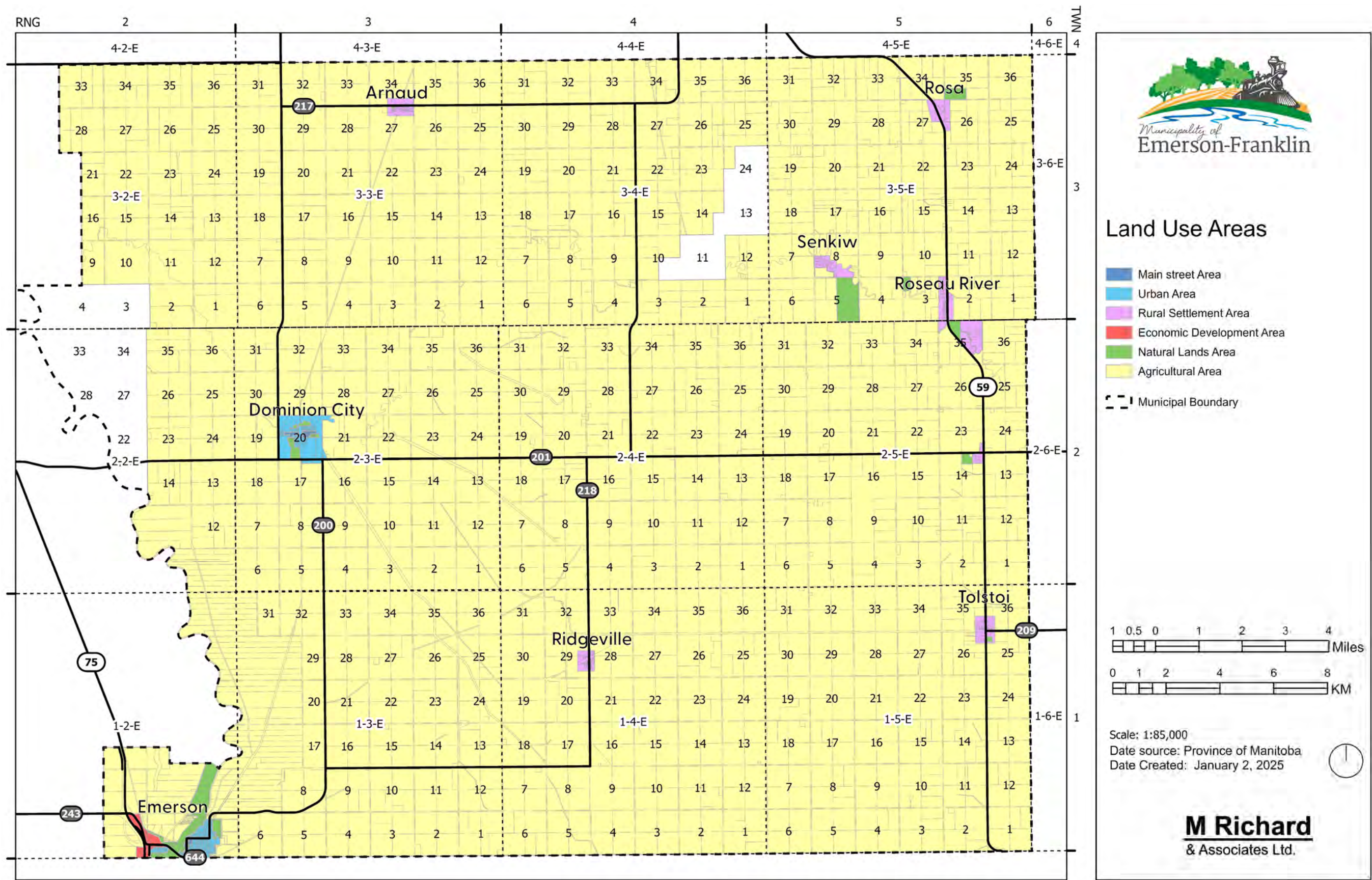
Maps

Glossary

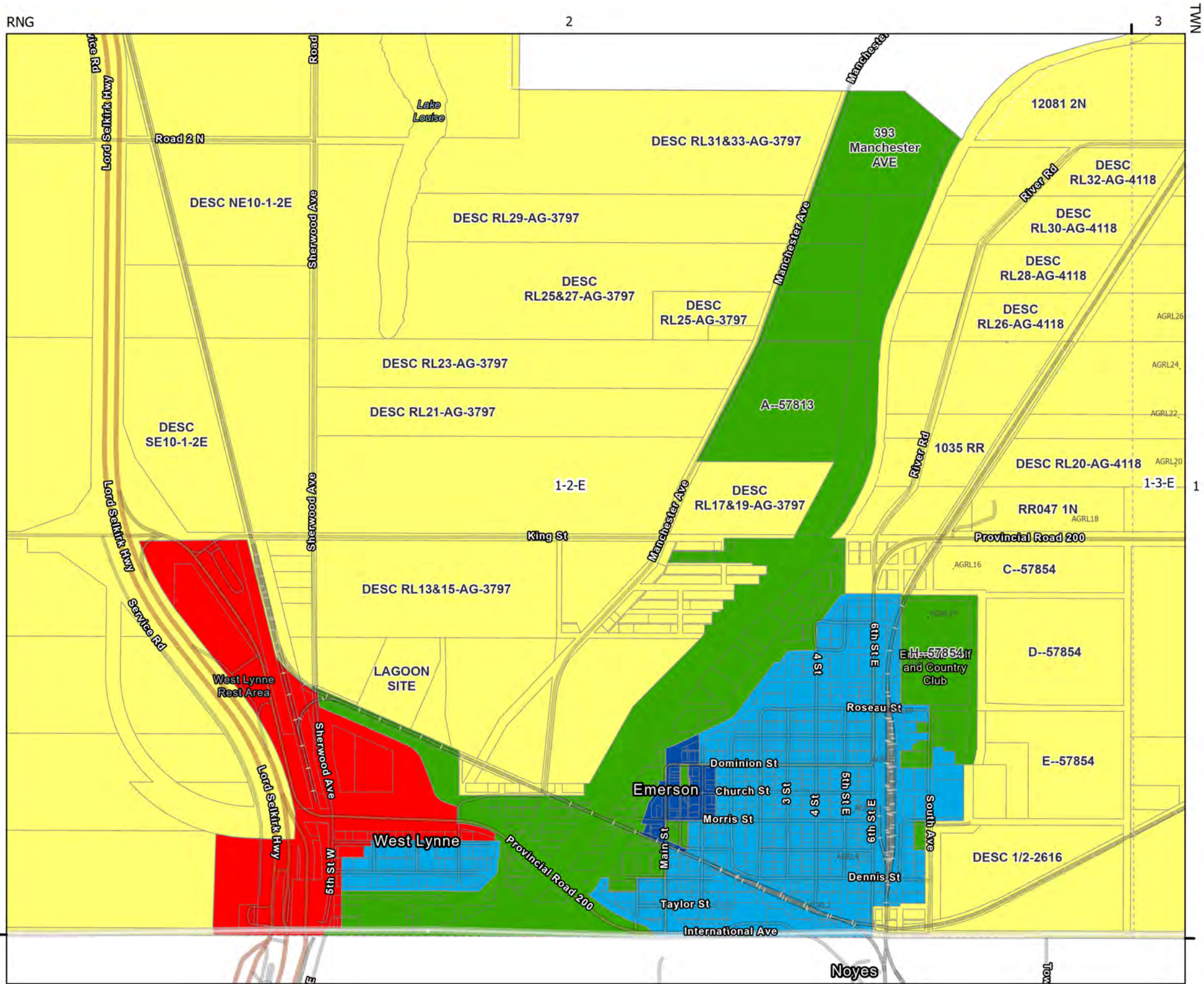
Supporting Plans

Amendments

MAP A.
LAND USE AREAS



MAP B.
EMERSON




Municipality of Emerson-Franklin

Emerson

- Main Street Area
- Urban Area
- Rural Settlement Area
- Economic Development Area
- Natural Lands Area
- Agricultural Area

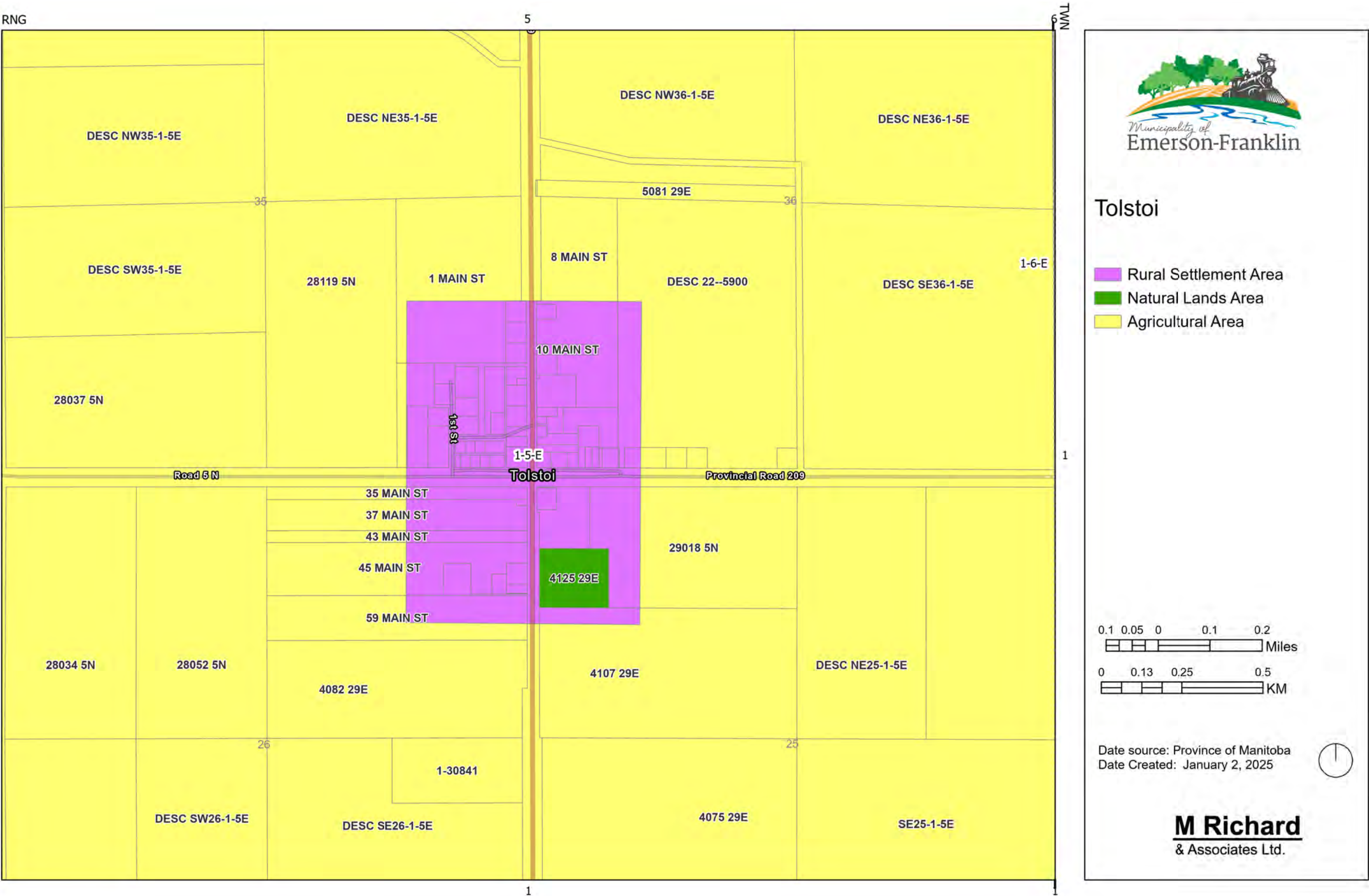
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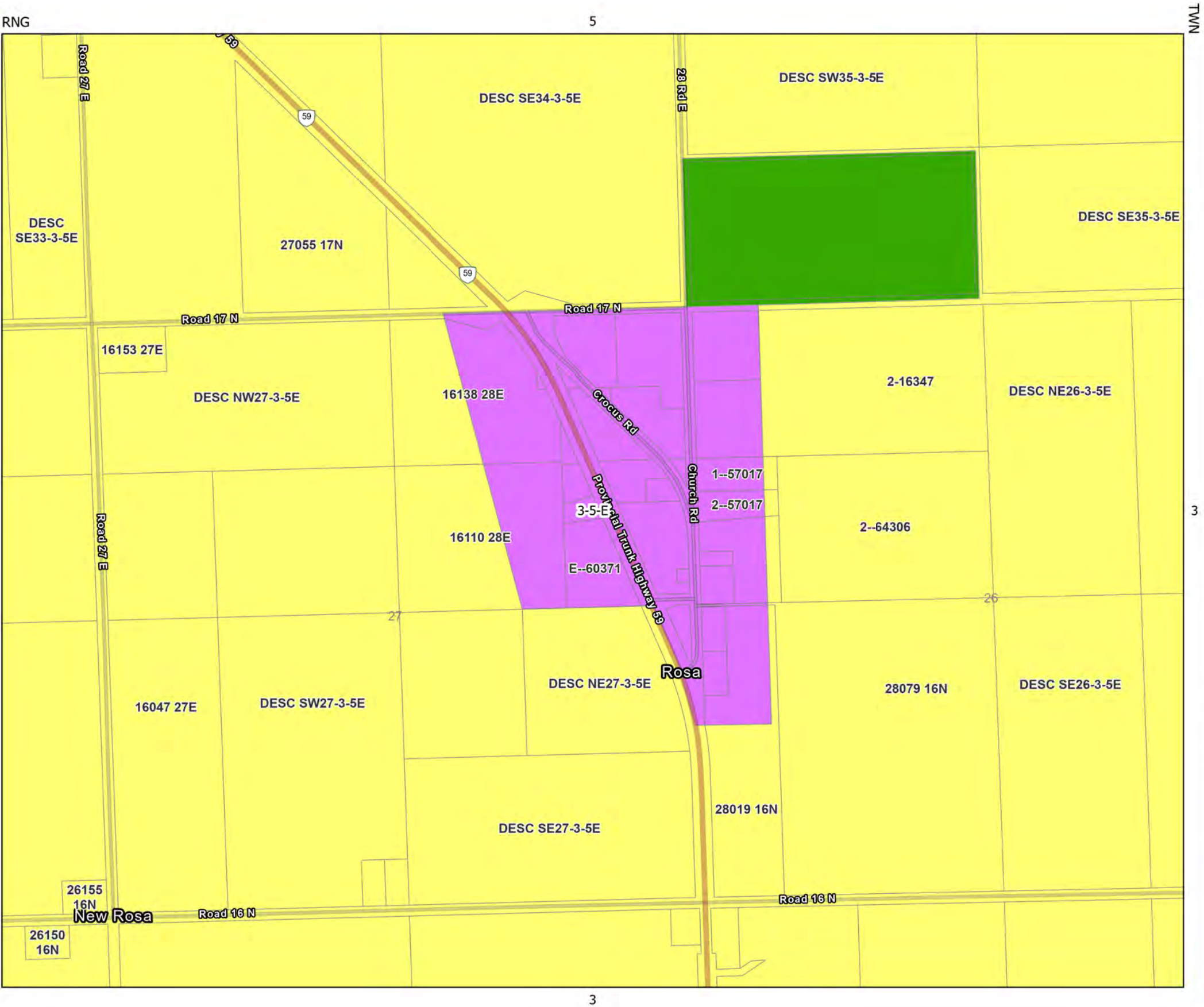
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MAP D.
TOLSTOI





MAP E.
ROSA




Municipality of
Emerson-Franklin


Rosa

-  Rural Settlement Area
-  Natural Lands Area
-  Agricultural Area

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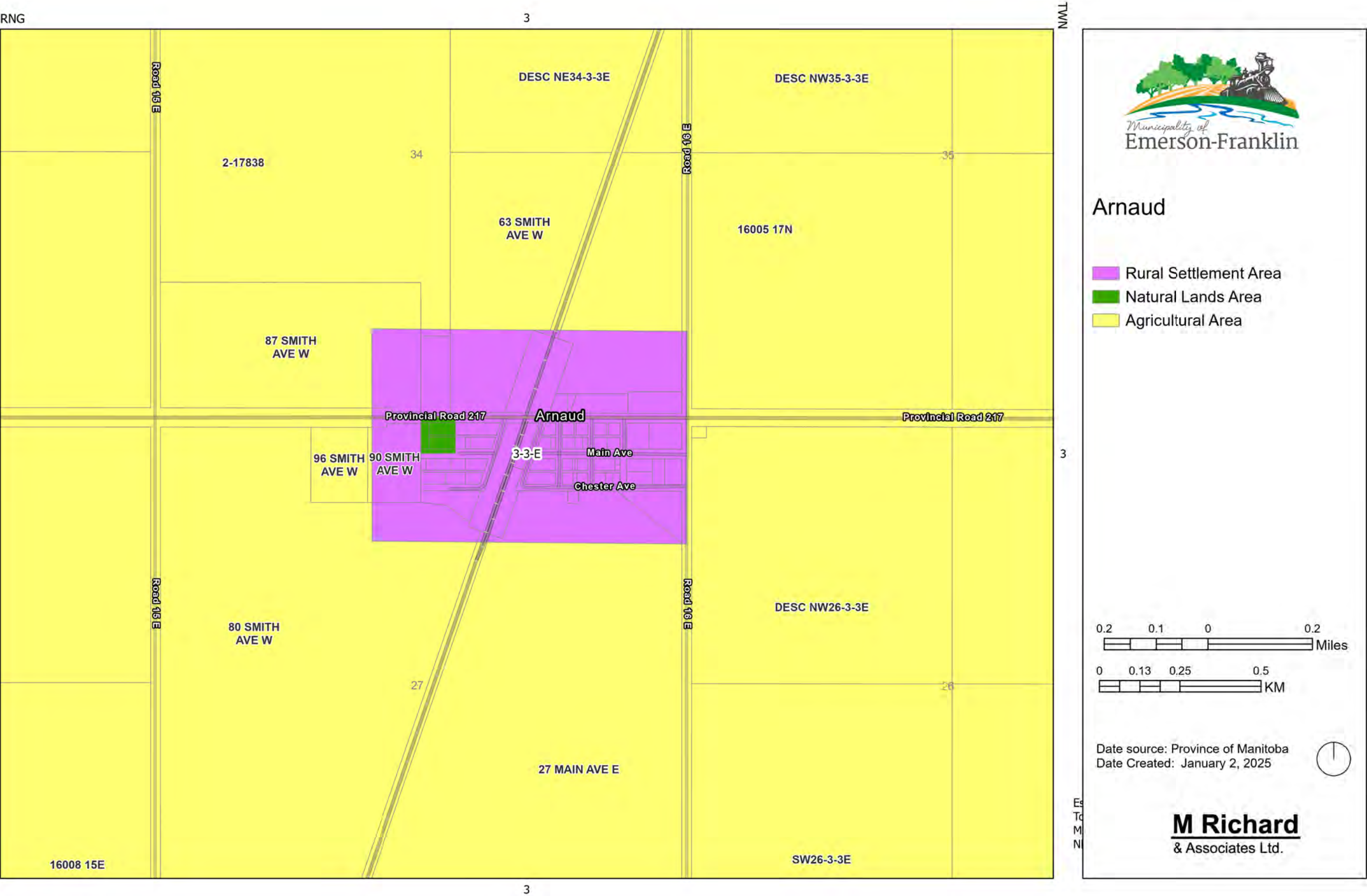


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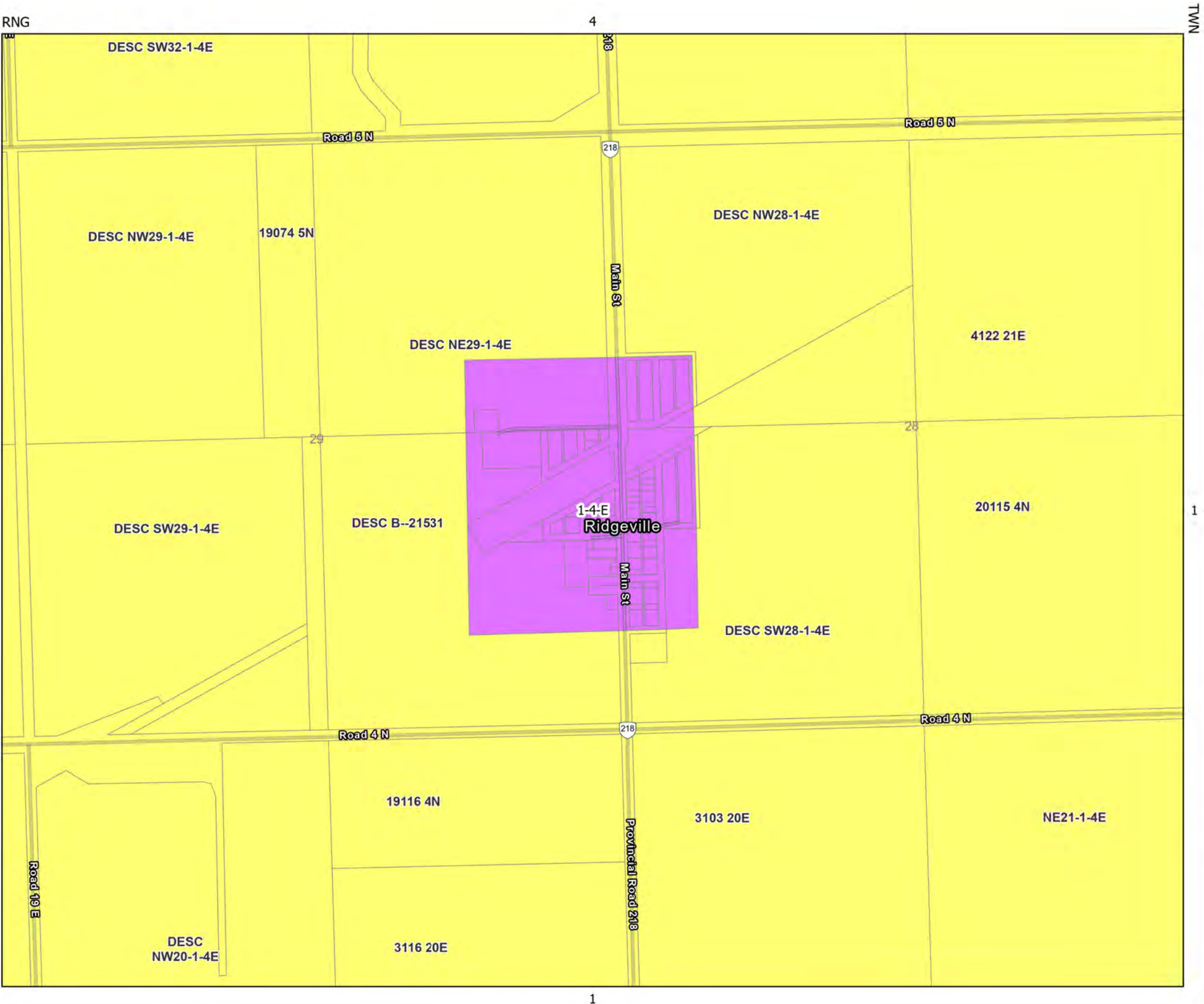




MAP H.
ARNAUD



MAP I.
RIDGEVILLE




Municipality of
Emerson-Franklin

Ridgeville

 Rural Settlement Area
 Agricultural Area

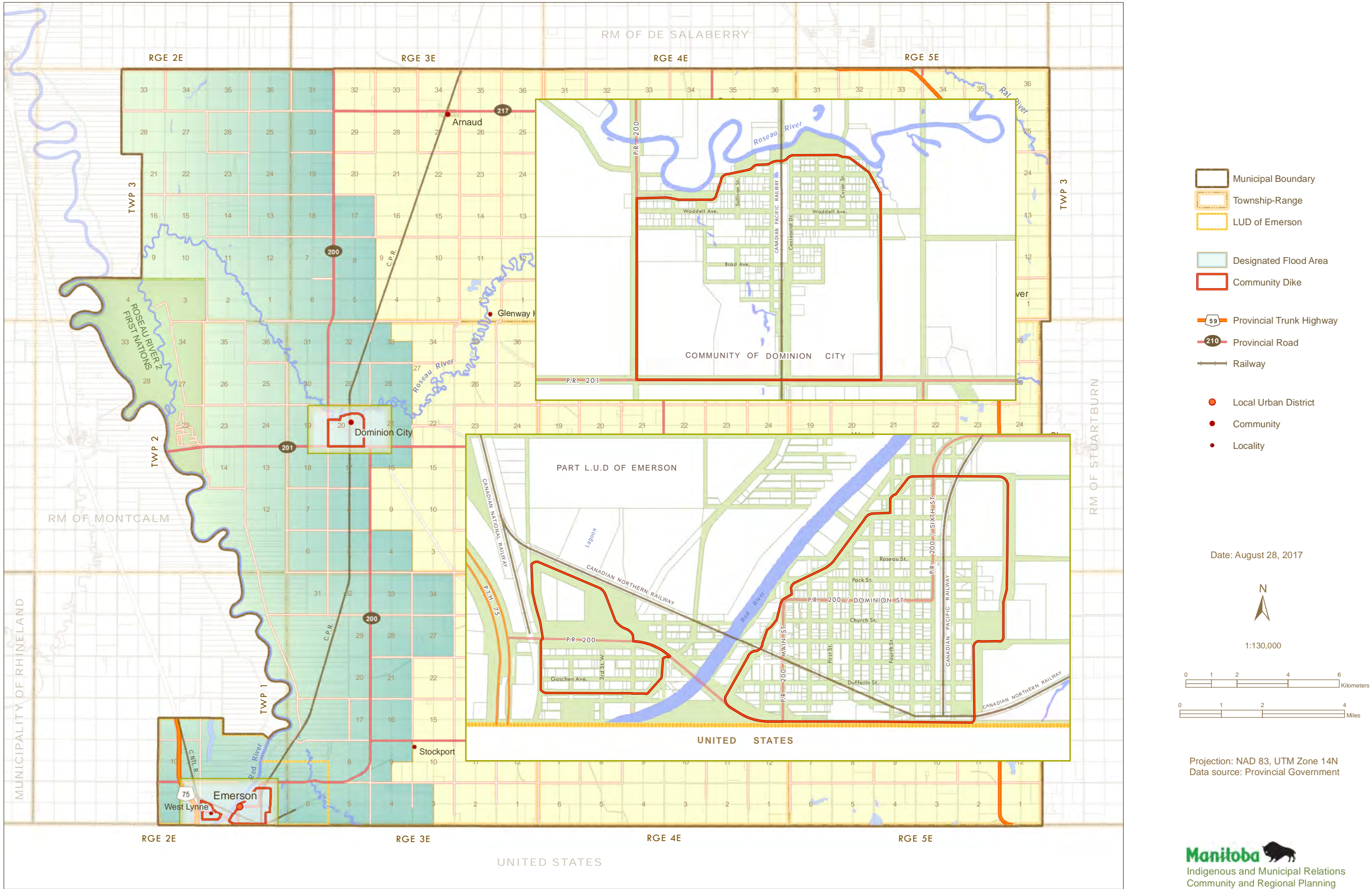
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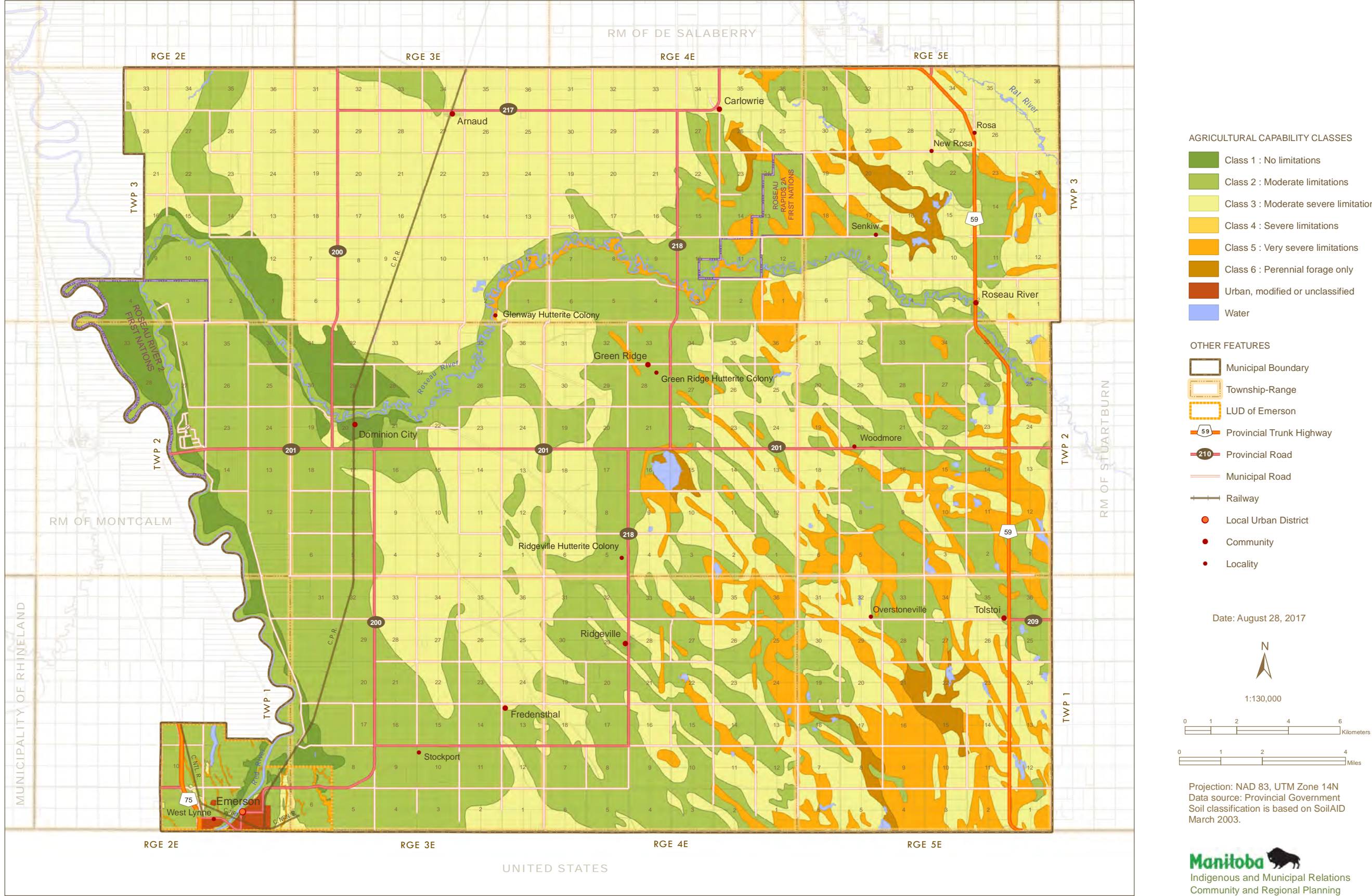


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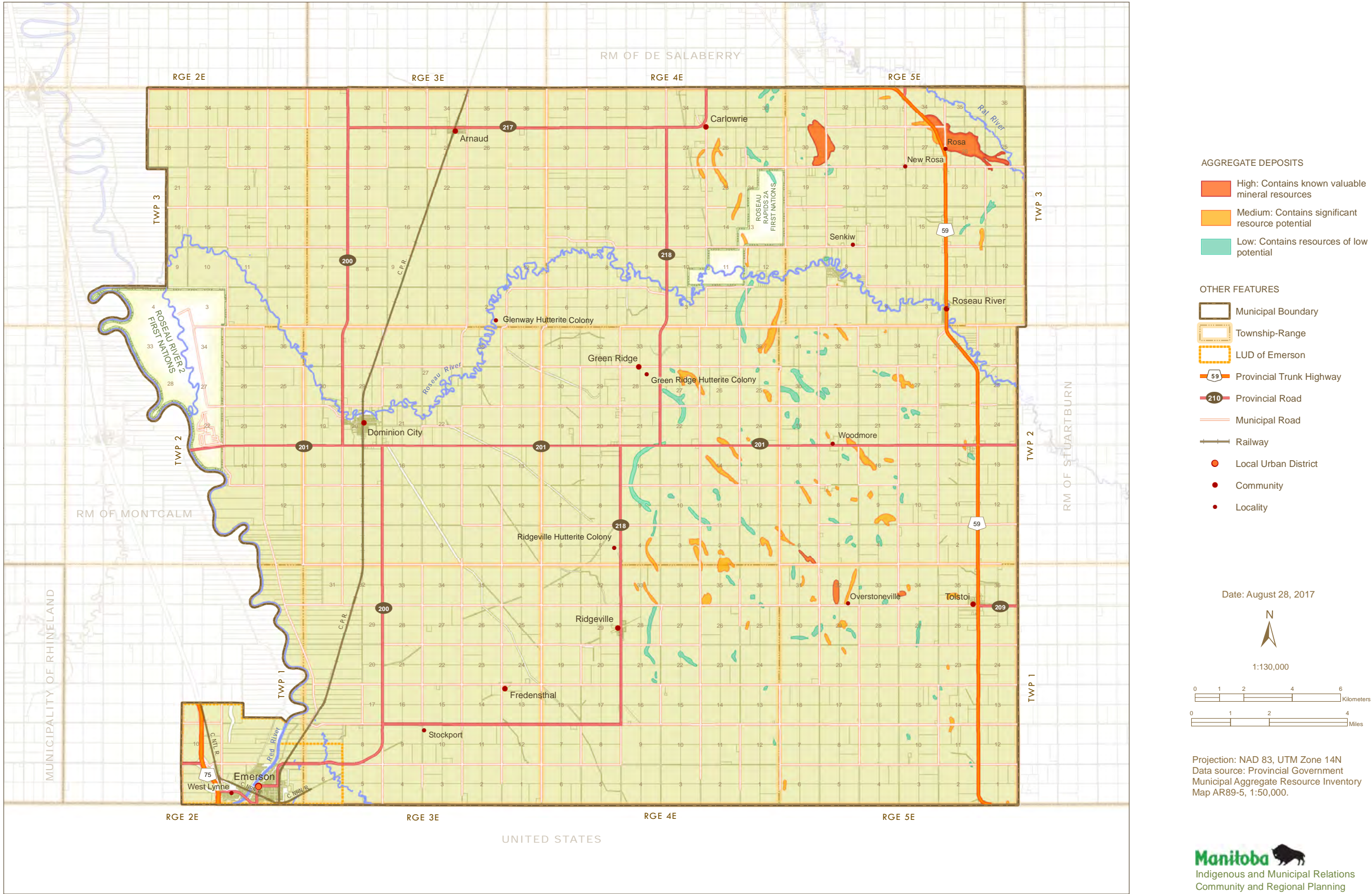
MAP J.
FLOOD AREA



MAP K.
SOIL QUALITY



MAP L.
AGGREGATE DEPOSITS



GLOSSARY

The following glossary is intended to provide an understanding of terms used in this Development Plan [Emerson-Franklin Steaming Ahead] for the general benefit of those persons who use this document. Wherever these words appear in this document, the following definitions may be used, unless the context clearly indicates that another interpretation should be used.

Agricultural Operation: An agricultural, horticultural, or silvicultural operation conducted to produce agricultural products on a commercial basis, including:

- Production of crops (e.g., grains, vegetables, fruit, sod).
- Livestock operations and grazing.
- Production of eggs, milk, honey.
- Raising game animals, fur-bearing animals, birds, bees, fish.
- Processing agricultural products for distribution.
- Operation of agricultural machinery and application of fertilizers, manure, and pesticides.
- Storage, use, or disposal of organic wastes for agricultural purposes.

Agricultural Producer: A person who produces and markets an agricultural product.

Agri-Tourism Operation: An establishment that provides a service to promote and educate the public about farming and agricultural activities.

Brownfield Sites: Abandoned, vacant, derelict, or under-utilized commercial or industrial sites that may be contaminated. The expansion and redevelopment of brownfield sites may involve the remediation of hazardous or contaminated substances or pollutants. Brownfield could be considered infill or greenfield area depending on size and scale.

Buffer: An area of land intended to separate two types of development that are generally incompatible, typically consisting of tree-planted areas providing a visual barrier and controlling nuisances like dust.

Built-up Area: A meaningful cluster of uses and buildings.

Climate Change: A long term change in the statistical distribution of weather patterns over periods of time that range from decades to millions of years. It may be a change in the average weather conditions or a change in the distribution of weather events with respect to an average, for example, greater or fewer extreme weather events.

Complete Communities: Places that both offer and support a variety of lifestyle choices, providing opportunities for people of all ages and abilities to live, work, shop, learn, and play in close proximity to one another.

Conservation Design: An approach to rural subdivision layout that aims to maximize the amount of open space preservation while creating a similar number of lots as would be produced in a conventional layout.

Cottage: A rural residential use intended for seasonal or part-time occupancy.

Council: The elected Council of the Rural Municipality of Lac du Bonnet or the Town of Lac du Bonnet.

Design Flood: A flood magnitude on a water body expected to occur once during a one hundred-year period.

Drainage: The natural or constructed method of moving surface and subsurface water from one area to another. Drainage works may be constructed to enhance agricultural production, to support urban and rural development, or to protect infrastructure such as roads or railways.

Drinking Water System: A system used to pump, store, treat, and distribute drinking water, including associated facilities and services.

Ecologically Sensitive Land: Land certified by the Federal Minister of the Environment as important for preserving Canada's environmental heritage.

Naturally Significant Land: Land identified as having significant environmental value due to its natural features, which require careful management to protect biodiversity and ecological integrity.

Erosion: In respect of land, refers to land that may erode or become unstable within a 50-year period due to water action from an adjacent water body.

Flood Risk Area: The land adjacent to a lake, river, or stream that is at risk of flooding, erosion, or bank instability. Within flood risk areas, development should be restricted or require adequate flood protection.

Fragmentation: The process of reducing the size and connectivity of an area. In the context of natural living systems, fragmentation of an ecosystem or habitat results in reduction in the total habitat area, the isolation of patches of habitat from each other, the increase in edge effects, and can affect the ability of organisms to maintain healthy populations and to survive. In agricultural lands, fragmentation occurs when a contiguous agricultural area is divided into isolated parcels separated by non-agricultural land uses and can impact the productivity of the land. Fragmentation can also occur within a given agricultural parcel of land by access roads, utility developments and/or linear infrastructure.

Greenfield: An area designated for future growth located in an existing built-up area that was not previously developed or serviced.

Green Infrastructure: Natural and engineered elements that provide ecological and hydrologic functions and processes. Green infrastructure can include natural assets and features such as parklands, stormwater management systems, street trees, urban forests, natural channels, permeable surfaces, bioswales, rain gardens, and green roofs.

Grey Infrastructure: Conventional engineered infrastructure systems.

Heritage Resource: A heritage site, object, or work of value for archaeological, historical, cultural, or scientific features, in the form of sites or objects or combinations thereof.

Heritage Site: A site designated as a heritage site under Part I of *The Heritage Resources Act* (1986), which may be so designated by the minister due to important features of (a) the historic or pre-historic development of the province or a specific locality within the province, or of the peoples of the province or locality and their respective cultures; or (b) the natural history of the province or a specific locality within the province.

Human Remains: Remains of human bodies that in the opinion of the minister have heritage significance and that are situated or discovered outside a recognized cemetery or burial ground in respect of which there is some manner of identifying the persons buried therein.

Infill: Development that occurs within established areas of a community, making use of vacant or underutilized land to promote higher density and efficient land use.

Intensification: Developing at a higher density than currently exists, including redevelopment, expanding or converting buildings, reusing brownfield sites, infill development, and mixing compatible land uses.

Land Subject to Flooding: includes land that:

- Is inundated by floods up to and including the design flood.
- Has a known history of flooding.
- Experiences flooding during specified flood events.

Livestock Operation: A facility or non-grazing area where at least ten animal units of livestock are kept or raised, including manure collection facilities, but excluding auction marts.

Mineral: A substance defined as a mineral under *The Mines and Minerals Act* and its regulations.

Mixed-Use Development: Development that mixes compatible residential, commercial, institutional, light industrial, civic, and/or recreational land uses within buildings or in close proximity in order to increase density, reduce development footprint through land use, and improve public accessibility to amenities. Mixed-use may be vertical mixed use, mixing compatible uses within the building, or horizontal mixed use, mixing uses within the block or neighbourhood.

Municipal Heritage Site: A municipal site designated as a municipal heritage site under Part III of *The Heritage Resources Act* (1986).

Natural Asset: The stocks of natural resources and/or ecosystems that contribute to the provision of one or more services required for the health, well-being, and long-term sustainability of the environment, a community, and its residents.

Non-Resource-Related Use: Land use or development not dependent on a natural resource, including residential, commercial, and indoor recreational uses.

Planning Area: The area to which the development plan applies.

PLUPs: Provincial Land Use Policies.

Prime Agricultural Land: Includes:

- Composed of mineral soil determined as dryland Agricultural Capability Class 1, 2, or 3.
- Comprising at least 60% of a land unit of one quarter section or more.
- Including certain organic soils or land of specific Irrigation Suitability Classes.

Professional Engineer: A person licensed by the Association of Professional Engineers and Geoscientists of Manitoba (APEGM) to provide engineering services.

Protected Area: A clearly defined geographical space managed for long-term nature conservation, supporting Indigenous rights and traditional practices.

Public Services: Infrastructure, services, and amenities provided to the public, including water and wastewater, transportation, parks, schools, health, and emergency services.

Reconciliation: The process of fostering understanding and healing between Indigenous and non-Indigenous communities by addressing historical injustices and promoting cultural recognition and equality.

Renewable Resources: Living things such as fish, wildlife, plants, and surface and groundwater.

Resource-Related Use: A use dependent on land or resource base, including agriculture, quarrying, forestry, outdoor recreation, and energy production.

Resilience: The capacity of a system to withstand and bounce back intact from environmental or human disturbances.

Riparian Area: Land adjacent to a water body, influenced by water and supporting an ecosystem distinct from adjacent uplands.

Sustainability: The practice of meeting present needs without compromising the ability of future generations to meet their own needs, ensuring a balance between economic growth, environmental protection, and social well-being.

Town Centre: The central area of a town that typically contains a mix of commercial, community, and cultural facilities, serving as the focal point for local activities.

Viable Lower Class Land: Land other than prime agricultural land that is used or has potential for agricultural operations.

Wastewater Management System: A system for collecting, storing, treating, and disposing of wastewater, including associated facilities.

Water: Surface and groundwater.

Watershed: An area of land, bounded by topographic features, that drains into a shared destination such as a river, stream, lake, pond, or ocean. The size of a watershed can be small or immense and its boundaries and velocity of flow are determined by land forms such as hills, slopes, and mountain ranges that direct water. Within each large watershed, there are many smaller watersheds.

Water and Wastewater Infrastructure: Includes both drinking water and wastewater management systems.

Waterbody: A body of flowing or standing water, natural or artificial, with continuous or intermittent presence, including lakes, rivers, streams, and wetlands.

Waterway: A navigable body of water, such as rivers, lakes, oceans, and canals.

Wetlands: Land saturated with water long enough to promote formation of water altered soils, growth of water tolerant vegetation, and various kinds of biological activity that are adapted to the wet environment. Wetlands are highly diverse, productive ecosystems that provide a host of ecological services and form an integral component of Manitoba's diverse landscapes.

SUPPORTING PLANS AND STUDIES

The following plans and supporting studies, which were either previously or subsequently adopted to Emerson-Franklin: Steaming Ahead, are included and incorporated as part of this community planning process.

- a. Mid Canada Gateway Master Plan

PLAN AMENDMENTS

The following table is a list of Official Plan Amendment By-laws prepared for the purpose of convenience only. For accurate reference when amending this Plan, the original copy should be consulted. Original copies of the Emerson-Franklin: Steaming Ahead, Community Plan By-law are available at the Municipality Office. The following list of amending by-laws is organized by by-law number, in ascending numerical order, beginning with the adoption of this By-law.

By-law No.	File No.	Affected Site/Provisions	Adoption Date
Municipality of Emerson-Franklin: Steaming Ahead Development Plan amended by:			

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