



# EMERSON

## Missing Middle Housing Report

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## PREFACE

The Municipality of Emerson-Franklin is seeking to engage experienced residential land developers to invest in the urban centres of Emerson and Dominion City.

The purpose of this report is to illustrate the concept of the “missing middle” within the context of Emerson-Franklin. The “missing middle” encompasses a variety of multi-unit housing types—such as duplexes and courtyard apartments—that serve as a transitional form of development between single-family homes and high-rise apartments, offering affordable, diverse, and sustainable housing solutions. While in alignment with this concept, a site has been selected for an infill design proposal, developers can find similar opportunities for infill and redevelopment throughout the LUD.

As land becomes more valuable and more difficult to develop in the Winnipeg Metropolitan Region due to land, construction costs, and difficult development approvals, communities such as Emerson-Franklin become increasingly more attractive for the following reasons:

- Close proximity to the Port of Entry and major urban areas
- Large lot offering on a full range of municipal services
- Quality education and cultural amenities that fit within those seeking large lot single detached home
- Available land that is serviced
- State of the art fiber optic infrastructure

To accelerate development, the Municipality has approved a housing development incentive bylaw that formalizes a suite of development incentives for eligible housing constructions, which includes:

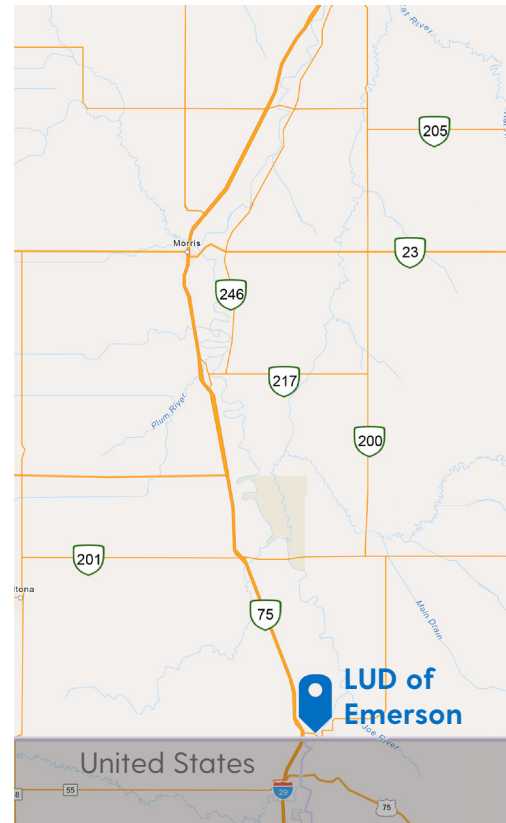
- Grant up to \$25,000 per dwelling unit
- Property tax rebate
- Municipal Permit Fee Rebate and streamlined approval



## 1.0 ABOUT EMERSON

The Local Urban District (LUD) of Emerson serves as the urban center within the Municipality of Emerson-Franklin. The LUD is situated in south-central Manitoba, approximately 3 kilometers east of Provincial Trunk Highway 75 (PTH 75), accessible via Provincial Road 200. This strategic location places Emerson near the Canada–United States border, serving as a key entry point between the two countries. LUD’s proximity to PTH 75, a major north-south route, facilitates convenient travel to Winnipeg, located about 96 kilometers to the north.

The LUD of Emerson offers a balance between country-living and the conveniences of an urban lifestyle at a competitive price point. Emerson-Franklin, located at the southeastern border of Manitoba, is a historically significant community whose identity has been deeply influenced by its unique geographical position as one of the oldest border crossings between Canada and the United States.



## DEMOGRAPHICS

### POPULATION AND AGE

LUD of Emerson has a population of 660. Similar to many communities in Manitoba, the LUD of Emerson has an aging population, with a median age of 50.8 years—substantially higher than the provincial median age of 42 years. The next most significant age group is youth under the age of 14 years, indicating the presence of young families.

In addition, projections for housing demand indicate growth within the LUD, highlighting the need for additional residential units to accommodate future development.

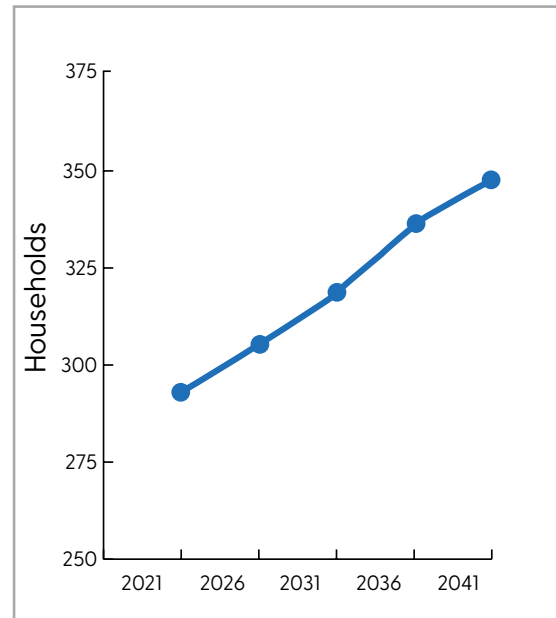


Figure 2. Projected Housing Growth

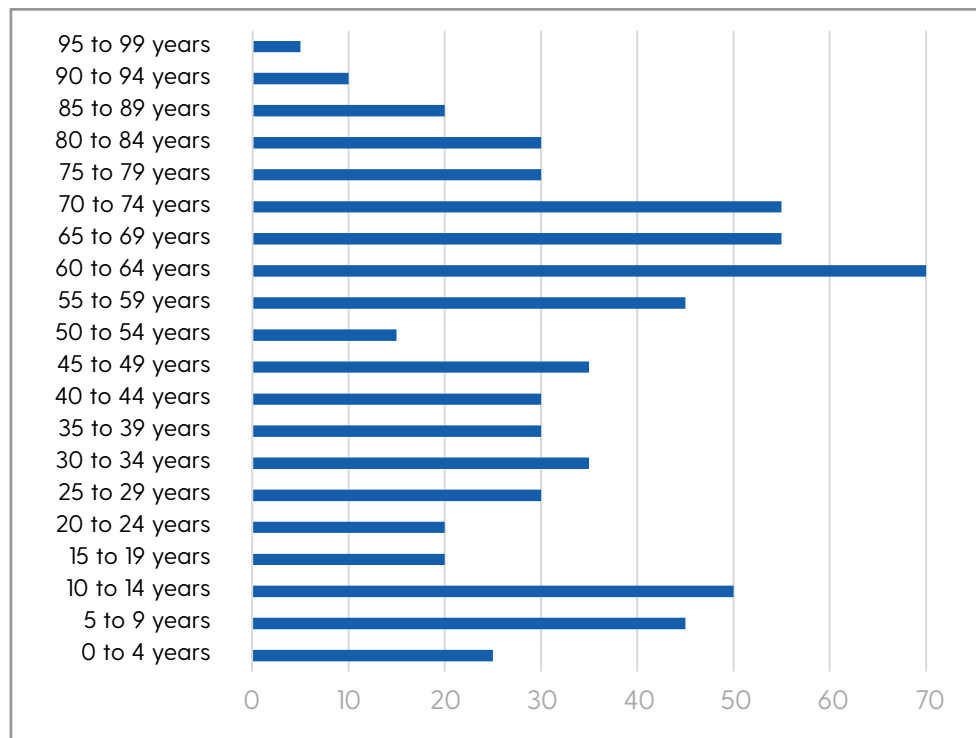


Figure 1. Age Profile of The LUD of Emerson

## HOUSING TYPES

Next to single-detached homes, the most common type of housing are low-rise apartments with a small mix of semi-detached, duplexes and mobile homes. While single-detached homes remain predominant, there is room to diversify the housing market in the LUD of Emerson.

## HOUSEHOLD SIZE

Currently, three out of four households are made up of one or two people, while 3-person, 4-person, and 5-person households make up the remaining fourth; and the average household size is 2.2 people. As the LUD of Emerson grows, there's an increasing demand for missing middle and multi-family housing.

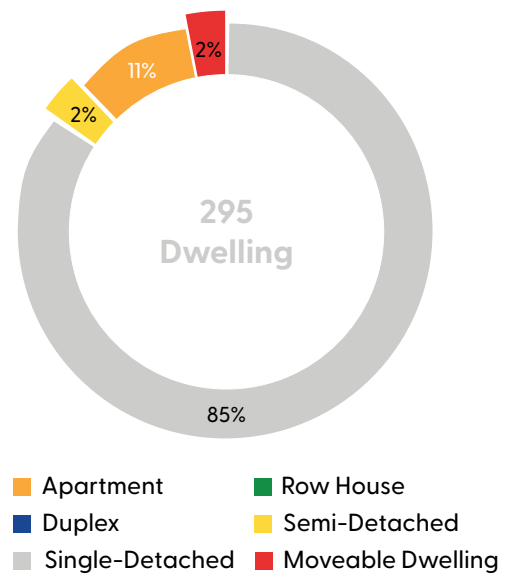


Figure 3. Housing Types

## HOUSEHOLD INCOME

Household income in the Municipality is growing. Similarly, the median household income in the Local Urban District (LUD) of Emerson increased by \$10,000 between 2016 and 2021. In LUD of Emerson, the majority of households earn \$50,000 or more annually (with the average of approximately \$67,000), suggesting that residents are looking for more affordable and practical housing solutions that multi-family units can provide. This type of development would make efficient use of land, offer a more affordable entry point for both young families and seniors, and help accommodate the population's changing housing preferences.

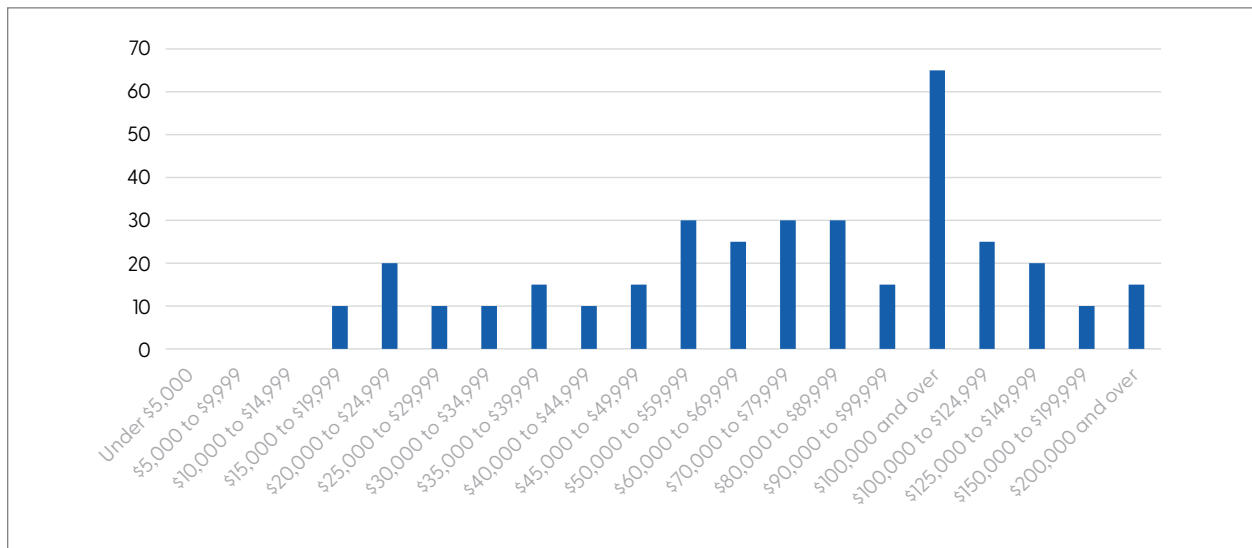


Figure 4. Household Income (Before Tax) LUD of Emerson

## 1.1 COMMUNITY AMENITIES

### RETAIL SERVICES

With increased investment in housing in the LUD of Emerson, Emerson's Main Street Area has significant potential to become a thriving commercial hub that accommodates more retail businesses and services. Currently, the area features some retail options, such as Complex, Rink and Emerson Bigway grocery Store, along with essential services like banking and postal facilities.

By expanding residential development, the demand for a wider variety of retail and community amenities is expected to grow, presenting opportunities for new businesses to establish in the LUD of Emerson. This could include cafes, specialty shops, restaurants, and other services that cater to the daily needs of a urban community. A more vibrant Main Street Area would not only enhance the convenience and quality of life for residents but also attract visitors from surrounding areas, boosting local economic activity and fostering a sense of community.



### COMMUNITY SERVICES

LUD of Emerson offers a robust range of community recreation services which demonstrates the municipality's commitment to enhancing residents' quality of life. Key amenities include the Emerson Elementary School, which serves as an educational and community hub, and a variety of recreational facilities such as the Emerson Golf Course, Rink and Emerson Complex, and the Emerson Centennial Park, which offers swimming lessons for all ages, a tennis court, a children's playground, ball diamonds, and a camping and trailer area equipped with showers, washrooms, and electrical hookups for visitors' convenience. These places help bring people together by hosting events and activities that encourage social and cultural connections.

The LUD also benefits from essential services such as the Emerson Fire Department, Canada Post Office, and waste and recycling pick-up, all of which contribute to the overall safety and well-being of its residents. Despite the comprehensive nature of these services, their full potential is yet to be realized due to the current population size.



## 2.0 SITE CONTEXT AND POTENTIALS

The aim of this document is to accommodate a major residential development opportunities and does not reflect any actual plans for development at the time this report was produced.

While this plan spotlights one part of LUD, the Municipality has designated multiple areas within LUD of Emerson where similar residential, commercial, and mixed-use developments can flourish. Therefore, please note the following site has been identified for marketing purposes to illustrate the potential opportunity for the Municipality and similar concepts could be applied to other parts of Emerson.





## 2.1 POTENTIAL INFILL SITE

The following example focuses on a specific infill site— centrally located within LUD of Emerson— but it should be noted that this is just one opportunity. Other sites in the LUD may also offer the space, infrastructure readiness, and policy support required for successful development projects.

The selected example site is located in the north-east of LUD of Emerson at the intersection of PR 200 (6th Street) and Assiniboine Street. The site is comprised of two lots along the Sixth Street.

The site is publically-owned by the Municipality and consists of 4 acres, or approximately 170000 square feet and is open for purchase. The site is considered a ready to shovel infill. The subject site has access to municipal wastewater services and potable water through Pembina Valley Water Coop.

Emerson-Franklin’s new development plan identifies this site for development. The Development Plan policies indicate that ‘urban’ areas shall be prioritized primarily for a mix of housing and potentially commercial businesses. It is within short walking distances (under 5 minutes) to municipal amenities such Emerson Rink, Complex, golf course and Park.



## 2.2 PROPERTY CHARACTERISTICS

Roll Number(s)	328600, 329800
Registered Owner(s)	RM of Emerson-Franklin, 5086087 Manitoba Ltd.
Development Plan 2024-06	<b>Urban Policy Area:</b> Intended to provide an adequate inventory of residential lands to meet the needs of all residents of the community and accommodate anticipated growth. And also to provide opportunities for a range of residential development in the community and encourage the provision of an adequate supply of affordable housing.
Zoning By-law 06-17	<b>Residential:</b> Intended to provide for a wide range of residential
Land Area	3.9 acres
Adjacent Lands	Directly to the west and north there are dwelling units, and directly to the east there is provincial road 200 (6th street). Directly to the south site is dwelling units. In the north the site is adjacent to the Assiniboine Street.
Assessment Value (2024)	\$32,000
Legal Description	Original Plan: RL- 4 to 16 -AG Lots 1-10, Block 27, Plan 2 Lots 1-10, Block 30, Plan 2
School Division	Border Land
Title Number(s)	2460525, 2460516

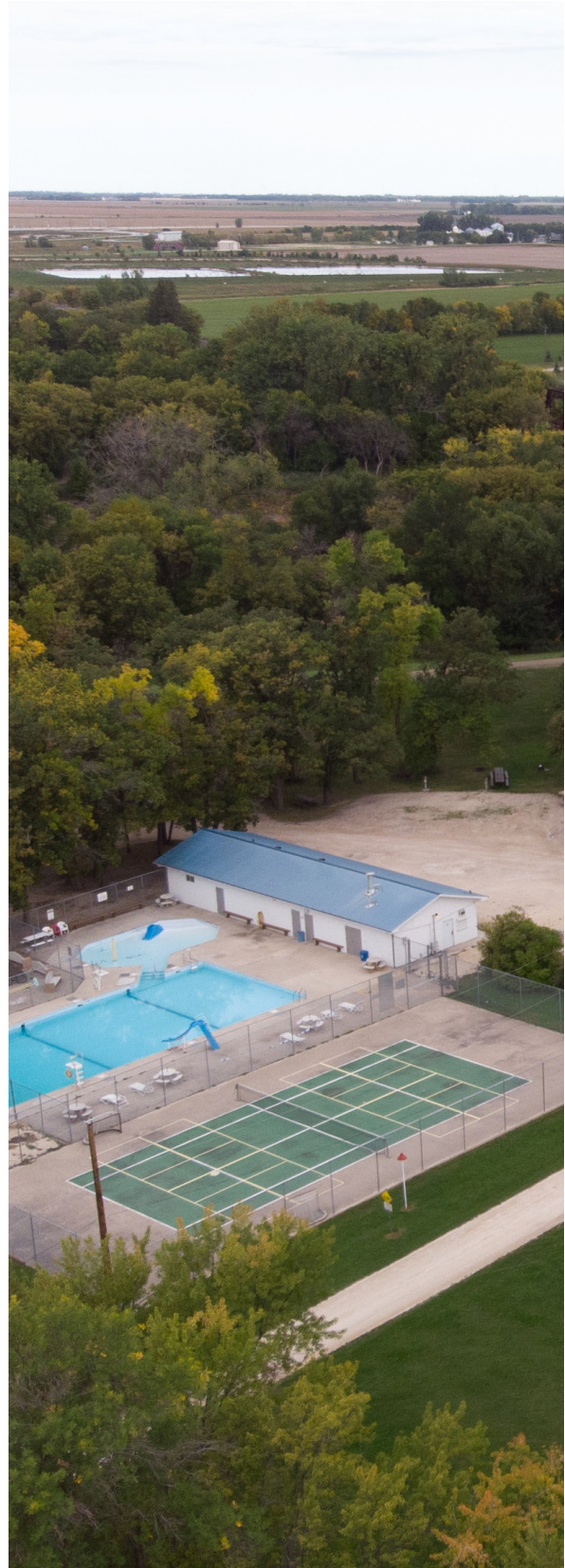
## 2.3 MARKET REVIEW

The demand for living in communities like the LUD of Emerson has increased significantly over recent years. This has in large part been due to an increase in the number of people working from home, coupled by the rising cost of living in major metropolitan areas across Canada.

Young families and older adults are looking to live in a community that offers affordability advantages and spacious property with access to commercial and community amenities. There is also an increasing number of newcomer families moving to Manitoba who require suitable housing at a price-point that is not typically feasible in many areas across the Winnipeg region. Emerson has the ability to meet these diverse needs and accommodate a range of housing types.

There is affordable land to accommodate large, custom builds multi-family apartment as well as bungalow court or cluster type in a great location of the LUD. The Municipality offers direct financial incentives for new housing development in Dominion City and Emerson, which may include a combination of direct cash per door, tax rebates, infrastructure support and financing, beautification grants, and streamlined plan approval.

The LUD of Emerson serves as a dynamic hub for border services, agriculture, cultural heritage, and vibrant community living. Strategically located just minutes from the Pembina-Emerson Border Crossing, it is central to numerous small LUDs and communities in the south-central region. With a solid foundation in place, the LUD is well-positioned to capitalize on opportunities for residential, industrial, and commercial development, making it a promising destination for growth and investment.

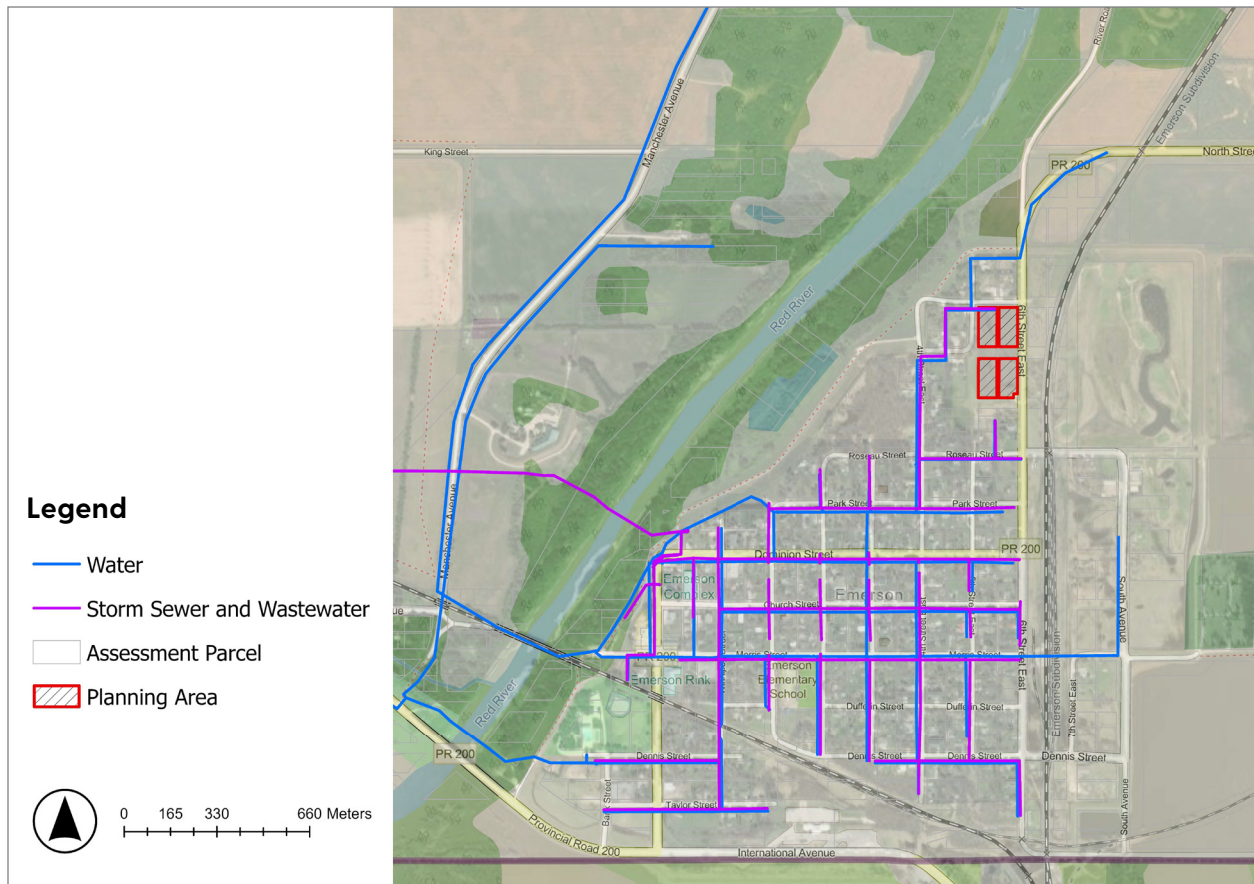


## 2.4 INFRASTRUCTURE

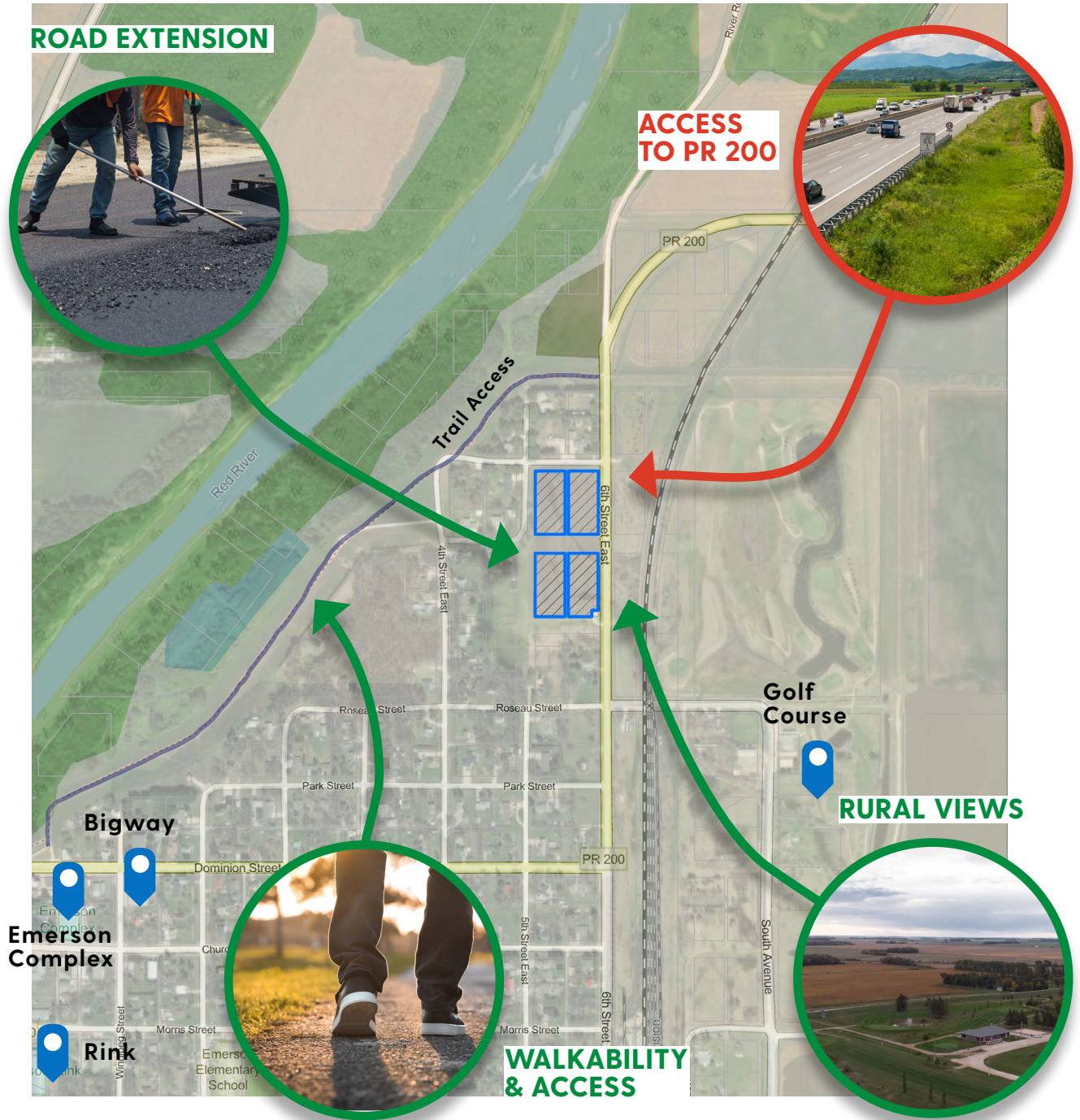
LUD of Emerson is serviced by a municipal wastewater lagoon and distribution system, in addition to the Letellier Water Treatment Plant through Pembina Valley Water Cooperative. As such, the site has access to water and wastewater infrastructure, in the west and also from south side of the planning area, as shown in the map. Therefore, no constraints are existing for the infrastructure.

A recent technical memorandum by JRCC indicates that the LUD is currently utilizing only half of its water and wastewater infrastructure capacity, demonstrating sufficient available capacity. However, the proposed site will necessitate an extension of sewer/water lines to accommodate development.

LUD’s municipal services and infrastructure are readily extendable or adaptable to various infill sites. There are no major constraints exist for servicing potential infill developments in the LUD, and therefore these potentials are applicable for other lots.



## 2.5 OPPORTUNITIES AND CONSTRAINTS





### WALKABILITY & ACCESS

Maintaining a pedestrian connection to the existing trail and amenities/services such as recreational amenities and school to the west and golf course to the east is a desirable feature for the development.



### UNDISTURBED RURAL VIEWS

The site offers expansive and uninterrupted open rural views, creating a tranquil setting that provides an excellent opportunity for new developments.



### ROAD EXTENSION

The existing 5th Road, along with other connecting roads adjacent to the site, have the opportunity for extension to accommodate the proposed development and improve accessibility.



### REGULATORY REQUIREMENTS FOR ACCESS TO PR 200

The property's access to Provincial Road (PR) 200 is subject to regulations set forth by Manitoba Transportation and Infrastructure (MTI). Obtaining a permit is mandatory to ensure that the access point meets provincial safety and design standards.



Emerson's form and municipal services support similar approaches to residential expansion, pedestrian connectivity, and environmental design in other suitable locations. Similarly, LUD's existing urban fabric, walkability, and pedestrian connections can be leveraged in multiple redevelopment sites.

## 3.0 SEE THE POSSIBILITIES

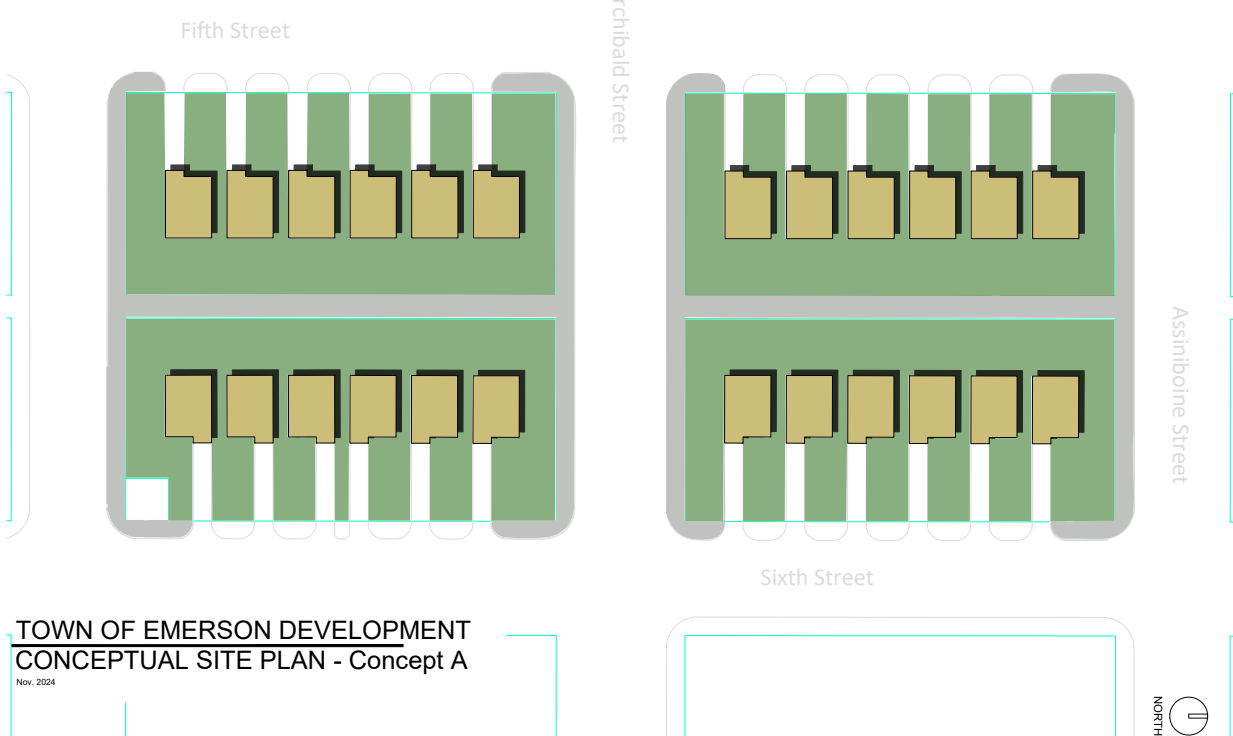
### 3.1 POTENTIAL SITE PLAN DESIGN

The focus of this development area is to provide a mix of housing types that cater to diverse community needs. Building on existing infrastructure and the opportunities and constraints identified in the previous section, the following development concept try to diversify the housing options and add to missing middle options of housing, and context-sensitive business development. The concept provides a preliminary vision for housing options that contributes to the development objectives of the Municipality in the site selected as an example.

The following two site plan concept balances the needs of the community and Municipality, while maximizing a developer’s return-on-investment potential. It includes the following features:

#### Option A: Compact Single-detached

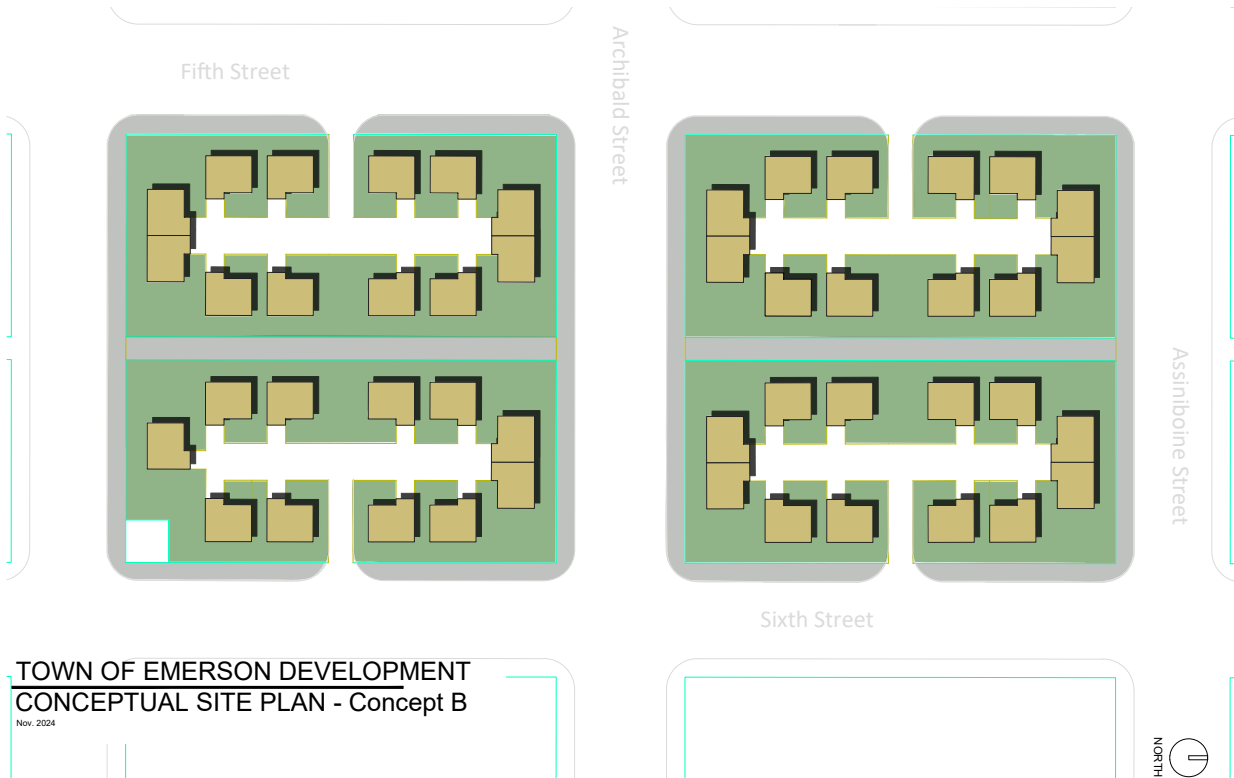
- Full build out potential of 24 new housing units.
- Compact single-detached housing.
- Lot Width is approximately 20 m (65.5 sq. f)
- Proposed Lot area 1300 m<sup>2</sup> (13993 sq. f).
- Dwellings per acre is approximately 6.1.
- Backyard area is considered for all the houses.
- Each of the lots has their own road access from either 5th or 6th street.



TOWN OF EMERSON DEVELOPMENT  
CONCEPTUAL SITE PLAN - Concept A  
Nov. 2024

### Option B: Bungalow Court

- Full build out potential of 47 new housing units.
- Each unit is styled as single-detached or semi-detached housing.
- Proposed lot area approximately 9200 m<sup>2</sup> (99027 sq. f), containing 12 units.
- Dwellings per acre is approximately 12.
- Smaller home footprints maximize land use efficiency without sacrificing quality of living.

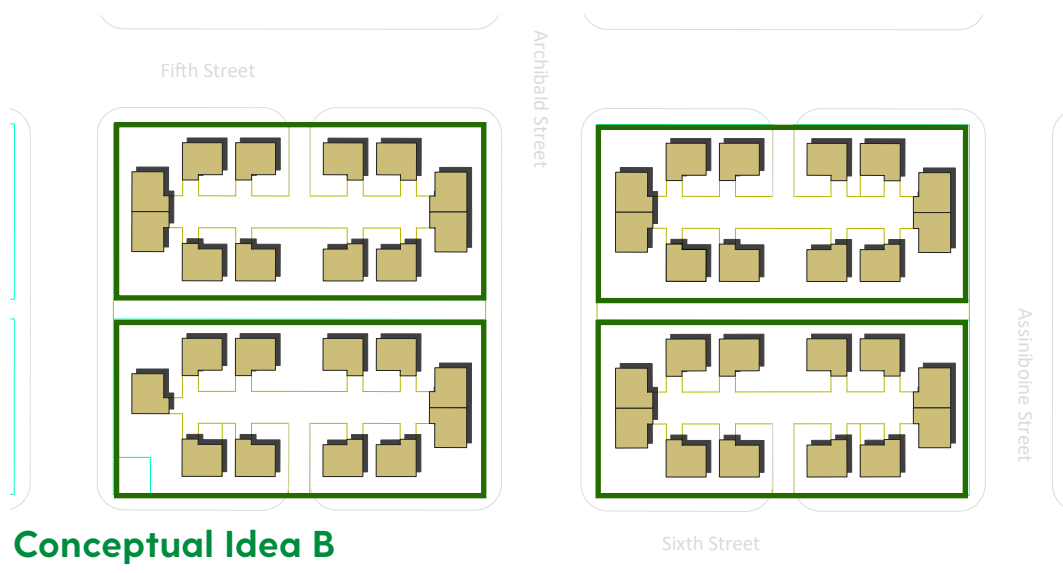
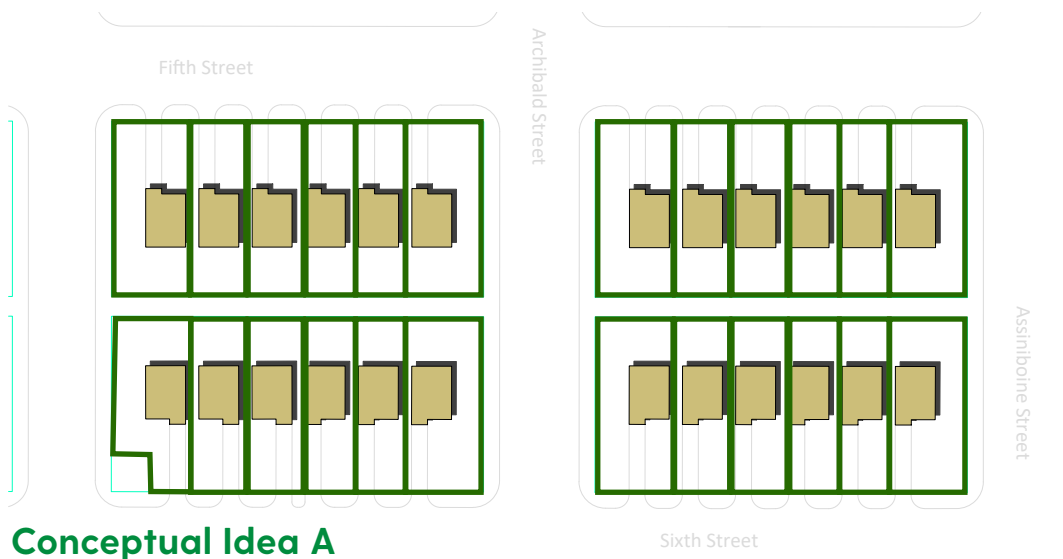




### 3.2 SUBDIVISION PLAN

Option A: The subdivision includes 24 single-family lots distributed across 3.9 acres, with the lots collectively occupying 1.77 acres. The majority of the remaining space within each lot is designated as private yard and backyard areas for individual units, emphasizing a more spacious, low-density layout.

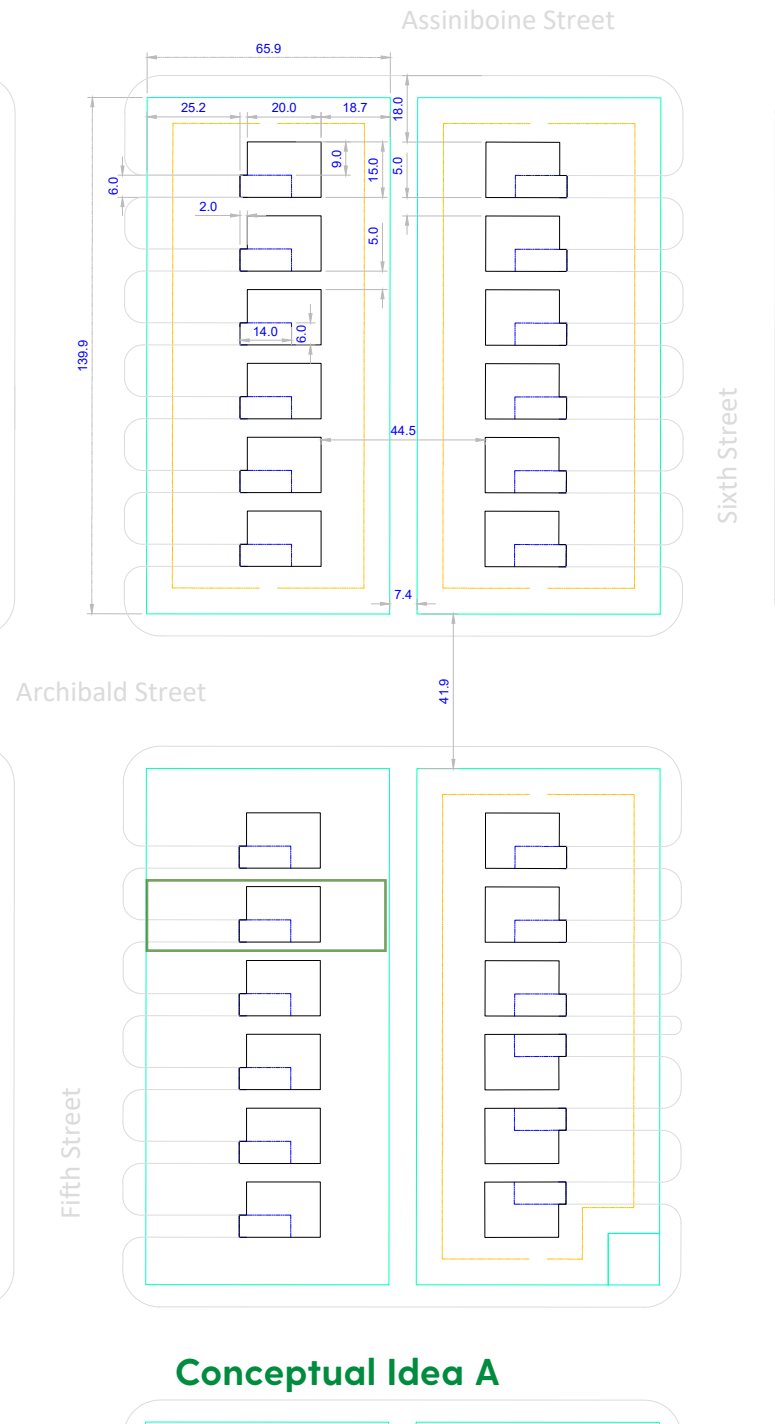
Option B: This option proposes 47 dwelling units organized in a Bungalow Court style across four lot areas within the same 3.9-acre site. The units occupy a total of 2.22 acres, with an additional 1.68 acres allocated for shared courtyard spaces, roads, and a public reserve. This layout supports a higher density while providing communal amenities and shared open spaces.



### 3.3 SITE PLAN DIMENSIONS

Following outlines the dimensions and setbacks for the proposed concept, accompanied by a detailed map for reference:

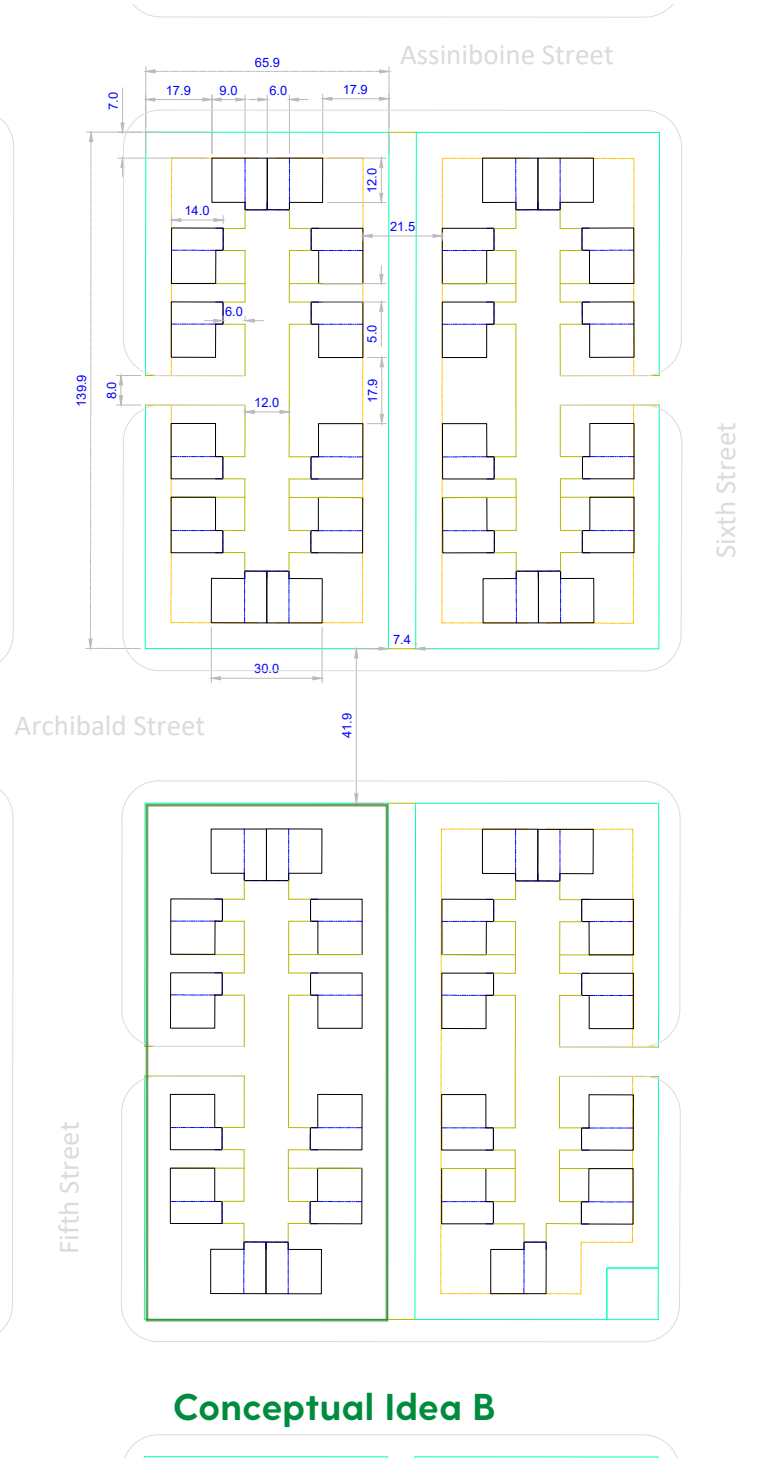
- Lot area: 1300 m<sup>2</sup> (13993 sq ft)
- Coverage area: 300 m<sup>2</sup> (3229 sq. f) building floor
- Front Yard Setback 25 m (82')
- Building height: 3-6 m (10-20')
- Interior Side Yard Setback 5 m (16')
- Rear Yard Setback 7 m (23')
- Corner Side Yard Setback 7 m (23')



### Conceptual Idea A

Following outlines the dimensions and setbacks for the proposed concept, accompanied by a detailed map for reference:

- Lot area: 9200 m<sup>2</sup> (99,027 sq. f)
- Coverage area: 2304 m<sup>2</sup> (24,800 sq. f)
- Front Yard Setback 25 m (82')
- Building height: 3-6 m (10-20')
- Interior Side Yard Setback: varies
- Rear Yard Setback 7 m (23')
- Corner Side Yard Setback 7 m (23')



## 4.0 CONCLUSION

### 4.1 DEVELOPMENT INCENTIVE AND PROCESS

The Municipality of Emerson-Franklin offers developers a range of incentives to support the development of new housing in Dominion City and Emerson. The Municipality has officially approved its housing development incentive bylaw, ensuring a structured and reliable framework for development support. This include direct cash per door, property tax abatements, streamlined permitting, and direct financial rebate for Municipal Permit and Infrastructure Fees.

Incentive bylaw includes:

- Up to \$25,000 per dwelling units
- Four-year Property tax rebate (decremental)
- Municipal Permit Fee Rebate and streamlined approval

The Municipality of Emerson-Franklin has staff available to support applicants with the development application and review process. A housing development project typically involves the following applications and review processes:

1. Pre application review
2. Subdivision and zoning plan review\*
3. Development agreement
4. Site plan approval and building permit

\*If applicable. May require approval from Province of Manitoba, Municipal and Northern Relations

\* Note that the municipality is eager to work with developers across various locations and that the incentive package is not site-specific.

For more information please contact us or visit [www.investemersonfranklin.ca](http://www.investemersonfranklin.ca)

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