

# **ECONOMIC DEVELOPMENT STRATEGY FOR THE MUNICIPALITY OF WEST GREY**

**Prepared by Cuesta Planning Consultants Inc.**

**EXECUTIVE SUMMARY**

## **Purpose of the Strategic Plan for Economic Development**

The Strategic Plan for Economic Development provides a detailed strategy that will lead to a strong and diversified economic base in West Grey.

## **Partners in the Strategic Plan Exercise**

The West Grey Economic Development Committee joined forces with the Saugeen Economic Development Corporation and the business community of West Grey to create this Strategic Plan. The business community was represented by a wide range of business interests including small-scale manufacturing, campgrounds, special events, large-scale manufacturing and retail interests. Representatives from other interest groups including the Bluewater District School Board and the Saugeen Valley Conservation Authority also participated in this project.

## **Creating The Strategic Plan**

The partners in the Strategic Plan exercise expressed clearly, not only their concerns, but also their ideas for strengthening the West Grey economy in the future. Their concerns were provided through a SWOT (strengths, weaknesses, opportunities, threats) analysis format.

The project subsequently focused on determining if the identified opportunities could be transformed into actions that could realistically be carried out by the Municipality or on behalf of the Municipality.

It was then possible to prepare a target list of “Priority Sector” businesses that the Municipality could accommodate and would like to attract.

Upon completion of this background work, the partners were in a position to prepare a draft of the Strategic Plan for Economic Development. The public and Municipal Council were involved in the fine-tuning of the document before it was accepted as the final draft.

## **The Strategy**

The Strategic Plan provides initiatives and actions that will set the course for future economic development endeavors that will strengthen and diversify the economy of West Grey. The initiatives direct the Municipality to:

- assume the lead role in promoting West Grey as a desirable place to live, work and enjoy recreational activities.
- ensure that ample opportunities exist for locating commercial, industrial, recreational, institutional and residential development within appropriate areas of West Grey.
- promote Durham as the primary urban centre for development within West Grey.
- give high priority to enhancing and revitalizing the downtowns of Durham, Neustadt, Elmwood and Ayton.
- take the lead role in attracting and promoting industry in West Grey by establishing a Business Park in the Durham urban area.

- support initiatives that create and retain a large skilled workforce base in West Grey.
- strive to provide the highest level of servicing in the urban areas of Durham, Neustadt, Elmwood and Ayton.
- encourage a range of recreational opportunities that adequately meets the needs of the changing demographics of the community.
- give a high priority to initiatives and those of other agencies that directly or indirectly support small business.
- make every effort to ensure that the latest technological advancements in telecommunications are available in West Grey.
- encourage the promotion of the recreational and tourism opportunities involving the natural amenities of West Grey.
- encourage festivals and other special events throughout West Grey and throughout the year as a means of promoting a sense of community for the residents and to attract tourists to the area.
- be ever mindful of its agrarian roots and actively work to maintain and enhance the rural economy of the Municipality.

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## **1.0 INTRODUCTION**

The Municipality of West Grey is the product of the amalgamation of the Township of Bentick, Township of Normanby, Township of Glenelg, the Town of Durham and the Village of Neustadt. The Council of West Grey has initiated the development of an Economic Development Strategy that will help strengthen the

economy of this new municipality. Perhaps a more important objective of the study will be the creation of a sense of community for this new entity.

An astute initiative of the Council of West Grey was the creation of the West Grey Economic Development Committee which has been actively promoting economic development and providing business support in West Grey. The Committee has recognized the importance of establishing a formal and more detailed strategy to sustain the long-term approach to a strong and diversified economic base in West Grey.

To this end, the West Grey Economic Development Committee has joined forces with the Saugeen Economic Development Corporation and the business community of West Grey to create this Strategic Plan for Economic Development.

## **2.0 THE PROCESS**

The Strategic Plan for Economic Development project began with the Economic Development Committee, staff and the consultant establishing a “game plan” for the development of the Strategic Plan. The "game plan" identified a six-step program.

### **Task One – Identifying Stakeholders**

Critical to any economic program is the involvement of key stakeholders. With the assistance of the Committee and the staff, fifteen (15) key stakeholders from the new West Grey community were identified. These individuals were approached by the consultant and requested to actively participate in various

stages of this project. The stakeholders selected represented a broad spectrum of local economic interests.

### **Task Two – Information Gathering**

The second task involved the drafting of a questionnaire designed to solicit opinions on a variety of issues regarding the state of the West Grey economy. Eleven of the 15 individuals that were contacted, expressed interest in becoming involved with the Economic Development Strategic Plan project. Those 11 individuals represented a wide range of interests in the area including small-scale manufacturing, campgrounds, special events, large-scale manufacturing and education.

The feedback from the 11 key stakeholders was clear and insightful. Their comments were summarized in the “Results from the Survey Report” dated August 10, 2003. A copy of this Report is contained in Appendix A to this document.

### **Task Three – Group Analysis**

The next step in the “game plan” was to hold an information meeting of interested community representatives for the purposes of analyzing the economic strengths and limitations of the West Grey economy. On October 9, 2003, approximately 30 key stakeholders attended a two-hour session in the West Grey Council Chambers. In addition to the eleven key stakeholders, an invitation was forwarded to other groups to attend the October open forum on the future of the West Grey economy. These other interest groups included the Board of Education and the Saugeen Valley Conservation Authority, as well as additional members of the business community. The Economic Development Strategic Plan steering committee and staff also participated at this meeting.

The opinions of the participants were expressed clearly and included a wide range of ideas and concerns regarding the future of West Grey's economy. The stakeholders provided their comments in the SWOT format (Strengths, Weaknesses, Opportunities, Threats), as follows:

*Strengths of West Grey*

- quality of life, i.e. sense of community, affordable, rural, quiet, scenic
- strong social, economic and environmental values
- strong agrarian community
- good school system
- heritage, e.g. Neustadt
- the natural environment, e.g. Saugeen River
- outdoor recreation, e.g. cross country skiing, snow mobile trails, mountain bike trails, fishing, golf, campgrounds, hunting, etc.
- tourism
- amenities such as hospitals, schools, etc. that draw small businesses to the area
- other amenities that are not situated in West Grey are within reasonable driving distance
- Durham is well located with respect to markets in southern Ontario
- Highway No. 6 is in good repair
- Municipal road infrastructure is generally in good repair
- retirees are drawn to the area
- high-tech companies are re-locating in West Grey
- return of former residents to the area with their families

### *Weaknesses of West Grey*

- declining population
- Durham is not seen as a “place to go”
- sense of community is lacking
- no information is readily available with regard to location of developable lands, availability, etc.
- poor attitude and little flexibility is discouraging new development
- poor internet and cellular communications
- no forms of transportation between communities
- little growth occurring north of Highway No. 89
- decline in skilled labour force
- the complacency of the community, satisfied with “not doing anything new”
- no marketing of West Grey
- poor snow removal on roads during winter
- retention of workers and industries is poor
- existing services are old and inadequate
- many people don’t understand that it will be necessary to travel a distance to receive specialized services

### *Opportunities in West Grey*

- create data base for new businesses in West Grey
- designate a staff member as the “go to” person, responsible for promoting West Grey and maintaining data base

- establish a Committee to oversee economic development
- create competitive strategy for attracting new businesses
- existing businesses need to push for more changes
- change of attitude by Council and residents; more forward thinking
- create partnerships with business groups
- think about the larger picture, not simply our individual businesses
- encourage West Grey to be more than simply a retirement area
- determine means of retaining the younger generations in West Grey
- encourage young people to learn a trade; should be promoted in schools
- determine means of retaining skilled labour
- promote positive image of West Grey
- encourage more people to volunteer
- aggressively attract new businesses with business lunches; “wine and dine” people
- tap into spin-off industries
- tap into spin-offs from Hanover and Mount Forest
- be ready for new businesses by having sufficient lands rezoned, services available and roads constructed
- understand that spousal employment for businessperson considering moving into the area is important
- promote tourism in a much larger way
- revitalize Neustadt and showcase it
- improve recreational facilities
- create festivals in the urban centres

- provide opportunities for technical education and apprenticeships

#### *Threats in West Grey*

- rural population is declining as family farms become part of a larger corporate farm
- the community is stuck; the community is complacent and doesn't appear to be interested in doing anything new
- the younger generations are continuing to leave West Grey
- some industries are leaving for more attractive locations

#### **Task Four – Process Report**

The initial 'one-on-one' interviews and the open forum on the West Grey economy complimented each other well. The 'one-on-one' interview was relaxed and non-confrontational and provided an opportunity for the person to bring forward opinions and suggestions that might not otherwise be stated in a group setting. Although referred to as a Visioning Session, the open forum on the economy dissected the West Grey economy with a view to its strengths and weaknesses and future opportunities. The Visioning Session not only verified the findings of the questionnaire exercise but also generated a more detailed list of opportunities for future economic development in West Grey, as explained in Task Three above. At this time, a "Summary Report for Phases 1 and 2" was prepared, and is contained in Appendix B to this document.

#### **Task Five – Economic Prospects List**

The key stakeholders identified many opportunities for economic growth in West Grey. The question then became one of determining which these opportunities

can be transformed into actions that can realistically be carried out by the Municipality or on behalf of the Municipality.

Additional background information was required in order to assess the practical potential of the suggested opportunities for economic growth. As such, another round of interviews occurred as well as additional research.

With this information collected, it was then possible to prepare a target list of “Priority Sector” businesses that the Municipality could accommodate and would like to attract.

The target list was endorsed by the Economic Development Committee and is contained in Appendix C to this document.

### **Task Six – Preparation of the Strategic Plan**

Upon completion of Task Five, the consultant was in a position to prepare a first draft of the Strategic Plan for Economic Development for review by staff and the Economic Development Committee.

The comments of staff and the Committee were integrated into the second draft. The document was subsequently introduced to the key stakeholders for their review and comment. Council and members of the public were also involved in fine-tuning the document before it was accepted as the final draft.

### **3.0 VISION**

In order to provide an overall direction or focus to the West Grey Economic Development Strategy it was deemed beneficial to adopt a statement encompassing the vision or purpose of the Economic Development Strategy.

The following statement reflects the Municipality's desire to improve the health and strength of its economic base.

To create desirable and sustainable economic development within the Municipality of West Grey by diversifying the economic base and establishing infrastructure to support the recruitment of new businesses and the retention and growth of existing businesses.

### **4.0 PRINCIPLES**

The plan for realizing West Grey's vision for economic development is based on four general principles. These principles best summarize the experience and understanding of the West Grey's Economic Development Committee and key stakeholders within the West Grey community who participated in this strategic planning process.

#### *Principle #1 – Economic Diversification*

A diversified economy provides the necessary basis for a sustainable economic base. In order to maintain, strengthen and diversify, it is necessary to attract new businesses to the

community. The municipality must therefore focus on enhancing the business environment and infrastructure.

New businesses not only create employment opportunities, they generate a number of secondary benefits including the attraction of related business activity.

### *Principle #2 – Retaining Existing Businesses*

Perhaps the most critical principle to an economic strategy is to retain the existing businesses within the community. A key component in keeping existing businesses is to fully understand the nature of these businesses and their needs. Expansion of existing businesses will prove to be the most effective method for the creation of additional employment.

### *Principle #3 – Business Environment*

In addition to understanding and responding to the needs of the business community, it is fundamental to maintain and, where possible, enhance the quality of life for the employers and the employees of the business community. The social, cultural and environmental dimension of a community is critical to sustaining a healthy economic base. West Grey must develop or encourage high quality educational facilities, diverse recreational opportunities, affordable housing, access to excellent health care facilities and a variety of cultural/social activities. The quality of life is intrinsically tied to the health of a community's economic base.

### *Principle #4 – Utilizing Community Assets*

Central to enhancing and diversifying the economic base of a community is understanding its strengths and weaknesses. Community assets are those items that set the community apart and must be built on. These assets should be packaged and marketed to the existing and future business community.

At the same time, it is equally important to address the liabilities the community may have and either remove those liabilities or find means of reducing any negative affect they may create for economic growth.

## **5.0 INITIATIVES AND ACTIONS**

Economic principles are ineffective without initiatives and actions that will create positive economic results. The purpose of this section of the Strategic Plan is to provide initiatives and actions that will serve as a means of putting the principles of economic development into action.

Although each initiative will provide some tangible benefit for the Municipality of West Grey, the combined initiatives moving forward in concert will provide an even greater benefit. Each action accomplished will mean that the community will have taken another significant step toward realizing the vision for economic development in West Grey.

### **Initiative No. 1: The Role of the Municipality**

The Municipality should assume the lead role in the promotion of West Grey as a desirable place to live, work and enjoy recreational activities.

**Actions:**

1. The Municipality should develop an enticing slogan that will draw people and businesses to West Grey.
2. The Municipality should have a knowledgeable Economic Development person on staff whose principal responsibilities would include:
  - promoting West Grey as a desirable place to establish a business;
  - actively assisting, where possible, in “cutting the red tape” for existing businesses wishing to expand and new businesses locating in West Grey;
  - maintaining an up-to-date business directory and web page;
  - serving as Economic Development Committee and community business liaison; and
  - liaising with adjoining areas, and upper levels of government with regard to business, tourism and agriculture.
3. The Municipality should develop a comprehensive Business Directory that includes detailed information about each business. This information should be available on the West Grey web page.
4. The Municipality should prepare a professional marketing package for West Grey. The package should include a video and a booklet describing the advantages of establishing a business in West Grey and the advantages of residing within our community.

5. The video and all other pertinent information regarding West Grey should be made available on West Grey's web site.

### **Initiative No. 2: A Place To Grow**

The Municipality should ensure that ample opportunities exist for locating commercial, industrial, recreational, institutional and residential development within appropriate areas of West Grey.

#### **Actions:**

1. The 5-year reviews of the former Town of Durham Official Plan and the Village of Neustadt Official Plan should be undertaken, as required by the Planning Act, R.S.O. 1990. These reviews should be comprehensive in nature and include:
  - an evaluation of the supply of commercial, industrial, recreational, institutional and residential land within these urban areas;
  - immediate amendments to ensure that a 20 to 25 year supply of land is available to accommodate the various forms of development;
  - the level of municipal servicing required to accommodate a new business park in Durham; and
  - one Official Plan for the urban centers of West Grey, i.e. Durham, Neustadt, Elmwood and Ayton and the urban fringe areas of Markdale, Hanover and Mount Forest.
2. The policies of the County of Grey Official Plan, as they pertain to Elmwood and Ayton, should be reviewed to ensure that the appropriate development opportunities exist for a variety of land use activities

- including industrial and commercial development. In areas outside of settlement areas, the policies of the Grey County Official Plan should be strengthened so as to enhance the economic and environmental qualities of West Grey. These policies should be of sufficient strength to enable only the Grey County Official Plan to apply to rural areas.
3. The former Town of Durham Comprehensive Zoning By-law and the former Village of Neustadt Comprehensive Zoning By-law should be amended as required to implement the changes to the Official Plans.
  4. The quieter, scenic rural areas of West Grey should be promoted as ideal locations for bed and breakfast establishments, country inns and similar places of accommodation.
  5. Home-based businesses (e.g. “home occupations” and “home industries”, as defined in the local Zoning By-law) should also be encouraged to locate within the rural areas of West Grey.
  6. The rural areas of West Grey should also be given consideration for new industrial and commercial development where deemed appropriate. Commercial and industrial businesses of a larger nature should generally be limited to those that are dependent on the rural area for their location. Such development within the rural areas will be guided by the policies of the County of Grey Official Plan and the regulations contained within the local Comprehensive Zoning By-law.

### **Initiative No. 3: Developing A Primary Centre for West Grey**

The Municipality should promote Durham as the primary urban centre for development within West Grey. In a similar manner, the Municipality should promote Neustadt as an urban centre to which development should be directed.

**Actions:**

1. The Durham urban area should be marketed and promoted as the primary area of West Grey for industrial, commercial and institutional development.
2. The Neustadt Settlement Area should also be considered as a desirable location for encouraging urban development.
3. The fringe areas of Hanover, Mount Forest and Markdale should be considered as secondary areas for commercial and industrial development.
4. To provide for a well-balanced community, small-scale commercial and industrial development should also be promoted in Neustadt, Ayton and Elmwood. Development in these tertiary areas needs to be appropriately serviced and compatible with the adjacent land uses and the community in general.

**Initiative No. 4: Community Downtowns**

The Municipality should give priority to enhancing and revitalizing the downtowns of Durham, Neustadt, Elmwood and Ayton.

**Actions:**

1. The Official Plans should promote the downtowns as attractive and desirable places to shop, live and work.
2. The Official Plans should permit a mixed use of commercial, institutional, recreational and residential activity in the downtowns.
3. The Official Plans for the urban centres of West Grey should promote intensification and infilling in the downtowns.
4. The Official Plans should ensure that the potential impact on the downtown is taken into consideration whenever peripheral development is being contemplated.
5. The Municipality should promote the unique historical aspect and the evolving artisan nature of Neustadt's downtown.
6. The Municipality should establish a "Downtown Plan" for each of the urban centers within West Grey for the purposes of creating vibrant, attractive core areas. The preparation of such Plans should be funded, at least in part, by provincial grants and should involve downtown merchants and members of the public, and may involve a professional in the field of streetscape design.
6. The Municipality should take advantage of the infrastructure grants for upgrading services in downtown areas.

#### **Initiative No. 5: The Business Park**

The Municipality should take the lead role in attracting and promoting industry in West Grey by establishing a Business Park in the Durham urban area.

**Actions:**

1. The Municipality of West Grey should purchase lands within the designated urban area for the purposes of developing a Business Park. The size, location and nature of the park could be part of the Official Plan update process.
2. The Municipal Business Park should be established with the following characteristics in mind:
  - an internal road system and full municipal services;
  - a variety of lot sizes should be made available;
  - a mixture of industrial and commercial uses should be permitted;
  - consideration should be given to the municipality constructing an industrial mall to house “incubator” industries;
  - purchasers should be required to build within a limited time frame;
  - Site Plan Agreements should be required in all instances and enforced to ensure high quality property standards. Such standards would include landscaping, controlled signage and screening of outdoor storage areas; and
  - building lots should be sold on a " break-even" basis.
3. The Municipality should actively and aggressively promote the Business Park through the web side, trade shows, press releases, ribbon-cutting ceremonies, media advertisements and promotions through real estate firms.

## **Initiative No. 6: Developing a Workforce**

The Municipality should support initiatives that create and retain a large skilled workforce base in West Grey.

### **Actions:**

1. The community should support programs such as “Pathways”, “Supervised Alternative Learning for Excused People (SALEP)”, and other programs of the Bluewater School Board and the Grey Bruce Catholic School Board that are designed to introduce more students to the skilled labour professions.
2. Local businesses should be encouraged to hire students in the Co-operative programs at the local schools.
3. The community should work with the local school boards in developing opportunities for bringing students and local businesses together.
4. The local school boards should promote local training facilities such as Georgian College in Owen Sound in order that more students will remain in the community.
5. Re-training programs should be promoted within local businesses in cooperation with Excellence in Manufacturing, the local school boards and other partners.
6. Programs designed to identify areas of skilled labour opportunities for graduating high school students, such as the “Skills Inventory” initiative

presently being conducted by the Grey-Bruce-Huron-Perth-Georgian Triangle Training Board, should be promoted.

### **Initiative No. 7: Municipal Servicing**

The Municipality should strive to provide the highest possible level of servicing in the urban areas of Durham, Neustadt, Elmwood and Ayton.

#### **Actions:**

1. The Municipality should ensure that municipal water and sanitary sewage systems in Durham and Neustadt are adequate to allow for a continued growth of these urban centres.
2. The Municipality should continue to monitor the capacities of the systems in Durham and Neustadt and initiate proactive strategies to address potential servicing problems.
3. The Municipality should not preclude the possibility of providing municipal servicing in Ayton and Elmwood. Should such servicing become a consideration, the Municipality should seek grants from the Provincial and Federal governments and encourage as many users of the systems as possible to defray costs. Such considerations in Elmwood should also involve the Municipality of Brockton.

### **Initiative No. 8: Community Recreation Services**

The Municipality should encourage a range of recreational opportunities that adequately meets the needs of the changing demographics of the community.

**Actions:**

1. The Municipality should initiate a comprehensive review of the recreation facilities and programs in the community. This review should include the following considerations:
  - an assessment of the demographics of the West Grey community;
  - a review of existing facilities and programs;
  - an evaluation of how the facilities and programs meet the needs of the community;
  - an arrangement to share and jointly develop and manage recreation facilities with the local schools;
  - agreements with adjacent municipalities with a view to utilizing existing facilities and creating new facilities (i.e. senior drop-in centers) in order to better respond to the active and passive recreational needs of the new West Grey community.
  
2. The construction of new recreational facilities and improvements to existing facilities should be privately funded, wherever possible, through local service clubs and fundraising efforts.
  
3. The Municipality should take advantage of grant programs such as the “Trillium Foundation” and sponsorship programs offered by Molson Canada and Labatt Breweries Ontario when constructing new or expanding existing recreational facilities. Large local manufacturing establishments could also be approached for sponsorship.

## **Initiative No. 9: The Business Community**

The Municipality should give a high priority to initiatives and those of other agencies that directly or indirectly support small business.

### **Actions:**

1. The Municipality and its Economic Development Officer should encourage existing and potential businesses to utilize the services offered by the Saugeen Economic Development Corporation. Such services include:
  - Providing statistical analysis
  - Finding locations for the new business
  - Assist with obtaining approval from Council
  - Providing connections with other related businesses
2. The Municipality and its Economic Development Officer should encourage prospective businesses to take advantage of loan opportunities provided by the Saugeen Economic Development Corporation.
3. The Municipality and its Economic Development Officer should promote the “Self Employment Benefit” program, offered through Human Resources and Skills Development Canada, which provides an Employment Insurance benefit for persons establishing new businesses.
4. The Municipality and its Economic Development Officer should promote the “Job Creation Partnership” program, offered through Human

Resources and Skills Development Canada, which assists people in preparing for, obtaining and maintaining employment.

5. The Municipality and its Economic Development Officer should promote the various training programs offered by the Saugeen Economic Development Corporation. Such programs include:
  - Computer training
  - Tax programs
  - Entrepreneurial courses
  - Exporting courses
6. Businesses in the service sector should be encouraged to enroll employees in the “Customer Service Program” offered by Saugeen Economic Development Corporation.
7. The Municipality and its Economic Development Officer should continue to work closely with business associations such as the Downtown Improvement Association and the Chambers of Commerce.
8. The Municipality should support initiatives such as the “Business Retention and Expansion Survey” which is designed to give business owners an opportunity to provide constructive feedback to the Municipality with regard to problems in operating their businesses. Municipal Council is strongly encouraged to participate in this program.
9. The Municipal staff should be trained to assist with the submission, review and processing of building permits, zoning requests, business licensing and other regulatory functions in order to create a positive approach to the expansion or development of small businesses within the community.

### **Initiative No. 10: Technology**

The Municipality should make every effort to ensure that the latest technological advancements in telecommunications are available in West Grey

#### **Actions:**

1. Through on-going discussions with the existing businesses in West Grey, the Municipality should constantly be aware of the telecommunication needs of the community.
2. The Municipality should initiate discussions with the telecommunication companies (e.g. cellular, internet, long distance) in instances where West Grey is not being serviced with up-to-date technologies.
3. The Municipality should support initiatives to enhance telecommunications in rural areas of Ontario, such as the “Bluewater Connect” program that is attempting to establish a community broadband network (high speed internet).

### **Initiative No. 11: Utilizing Natural Amenities**

The recreational and tourism opportunities involving the natural amenities of West Grey should be promoted as a means of drawing people to the community to live, work and visit.

#### **Actions:**

1. Opportunities for marketing West Grey Outdoors should be determined and promoted in an attempt to showcase West Grey as a beautiful year-round vacation/recreation destination.
2. Tourism development strategies should be developed in conjunction with the Counties of Grey and Bruce and other potential tourism partners. Any tourism promotion should focus primarily on the following:
  - the Saugeen River watershed and its opportunities for fishing, canoeing and kayaking;
  - the rural landscape
  - the hiking and mountain bike facilities along the former railway right-of-way and on other tracts of land;
  - history and culture;
  - festivals and events;
  - cross-county ski trails;
  - snowmobile trails; and,
  - bird watching and other wildlife discovery.
3. A special study should be conducted to identify tourism business opportunities within West Grey that would represent good investment prospects for the private sector. The Municipality should consider initiating this project in conjunction with the Recreation Studies program at the University of Waterloo, or a similar post-secondary institution.
4. Where public lands are not available, the Municipality shall work closely with private landowners to create a recreational trail system on private property.

5. The Municipality should, in conjunction with the County of Grey and Saugeen Economic Development Corporation, establish a number of staffed and unstaffed information centers (Durham and Neustadt). Such information centers should be strategically located in high traffic areas.
6. The Municipality should develop a system of distinctive signage for West Grey that can be used to identify all tourist, cultural and recreational locations and activities.

### **Initiative No. 12: Special Events**

The Municipality should encourage festivals and other special events throughout West Grey and throughout the year as a means of promoting a sense of community for the residents and to attract tourists to the area.

#### **Actions:**

1. The Municipality should encourage local service groups and similar volunteer organizations to establish new festivals and special events throughout all areas of West Grey.
2. Special events based on the heritage of the community (e.g. Neustadt) should be established.
3. Cultural events (e.g. musical festivals) should be established.
4. Recreational and sporting events (e.g. curling, bonspiels, fastball and slowpitch tournaments) should be established.

5. The Municipality should support efforts to bring special events such as the International Plowing Match to West Grey.
6. The Municipality should support efforts to revitalize the “Durham Wood Show”.

### **Initiative No. 13: The Agricultural Resource**

The Municipality must be ever mindful of its agrarian roots and actively work to maintain and enhance the rural economy of the Municipality.

#### **Actions:**

1. The Municipality should maintain the rural and agricultural land base with supporting infrastructure and appropriate land use controls.
2. Efforts should be made to create the ability to have a sustainable homegrown food supply.
3. The community should encourage the creation of educational programs in the local school system (e.g. Grown in Grey) that respects the history and fosters an appreciation for this basic understanding in West Grey.
4. The community should encourage initiatives that result in locally grown agricultural products, such as the creation of new food or food products or the non-traditional use of agricultural products. Initiatives of this nature should take advantage of grant opportunities such as the “CanAdapt” program offered by the Agricultural Adaption Council.

5. The rural agricultural landscape should be maintained and promoted as a component of the West Grey tourism product.
6. Farm vacations (bed & breakfast establishments) as a secondary income source for the farm unit should be encouraged.
7. The agricultural community should work with Grey and Bruce Counties in promoting and marketing locally grown agricultural products.

**APPENDIX A**

**ECONOMIC DEVELOPMENT STRATEGIC PLAN  
FOR THE MUNICIPALITY OF WEST GREY**

**RESULTS FROM THE QUESTIONNAIRE**

**Prepared by Cuesta Planning Consultants**

**August 10, 2003**

## **Introduction**

The questionnaire regarding the Economic Development Strategic Plan for the Municipality of West Grey is now complete.

This questionnaire was administered person-to-person to eleven (11) key stakeholders of the West Grey economic community. These eleven (11) individuals represent a wide range of interests in the West Grey community.

The following is a summary of their responses.

### **Respondent #1**

Respondent #1 operates a campground comprising 75 sites. The two owners employ no other staff.

The majority of the campers using the campground reside in southern Ontario. The campground has been in operation since 1969 and under the current ownership since 1993. Upon purchasing the property 10 years ago, the new owners acquired additional land and expanded the trailer park.

The owners feel that West Grey should pursue industrial uses and believe that an automobile parts factory would be suitable in Durham. They also feel that more fast food franchises would be beneficial to the community.

The owners are also of the opinion that Durham suffers from a small minded thinking and suggest that Durham needs to be more aggressive in their efforts to attract businesses. They also believe that insufficient lands exist within the former Town to accommodate commercial and industrial uses.

The owners of the campground also suggest that the approvals process for allowing existing businesses to expand or new businesses to begin operating needs to be changed.

### **Respondent #2**

Respondent #2 operates a machine and fabricating operation. The owner employs two full-time and three part-time individuals on a year-round basis. His business primarily services the local and regional markets.

This small industry began in the owner's garage and subsequently moved into its current industrial park location 4 2 years ago. If business continues at its current pace, the owner may expand in its present location.

The owner of this business is concerned about the general public's perception of industrial uses and feels that the Municipality could make a stronger effort to support the existing industries. He also believes that the Municipality should make attempts to attract other similar small businesses that could utilize each other's services. He feels that larger industry should also be pursued.

In terms of attracting new business, the owner is of the opinion that lands for industry and commercial use need to be made readily available, i.e. zoned and serviced. He also stresses the importance of having a Municipal official available to provide detailed information regarding the community to prospective business operators. The respondent suggests that this "A keen" person needs to be aggressive in luring business to the West Grey area, and that some of Hanover's success could be directed into West Grey.

This business owner feels that better internet service is required.

### **Respondent #3**

Respondent #3 is a retiree who has recently moved to the area along with his wife.

This person feels that more industry is needed in West Grey, but also believes that the future success of the region=s economy lies in recreation and tourism.

The respondent is of the opinion that people from outside of the West Grey area need to be informed of this area=s natural and recreational amenities such as the cross-country ski trails, snow mobile trails, the Saugeen River which provides excellent opportunities for canoeing, kayaking and fishing, the golf courses, the scenic roads and the fall colours.

This person also feels that the community needs to promote additional recreational and cultural activities such as live theatres, movie theatres, farmer markets, church tours and other activities that display the heritage of West Grey. He suggests that the community groups within the area need to consider new ideas such as these, and feels that the community needs to think outside the box@ and welcome the opinions of those not from within West Grey.

### **Respondent #4**

Respondent #4 is the owner of a timber frame home manufacturing operation that employs forty-one (41) full-time individuals. This business sells 54% of its

product within Canada, 45% in the United States and 1% outside of North America. The company has been manufacturing homes for 21 years. Eighteen years ago it moved to the present location. The business is growing at a slow but steady pace. Should this continue, the owner may consider expanding the business when economic conditions allow.

This business owner would like to see improvements made to the internet service as well as better cellular and electrical service. He also suggests that the Municipality offer a resource centre (or person) that would provide information for existing or new businesses regarding business programs/grants or other information about zoning, availability of land, floor space, etc. He also feels that the approvals process should be streamlined.

In terms of pursuing new industry, this respondent suggests that West Grey should work toward attracting a good balance in all industry sectors.

### **Respondent #5**

Respondent #5 is the Vice-president of a furniture manufacturer. The business employs 779 full-time employees in its three factories located in Durham, Chesley and Hanover, and has been in operation since 1899. This manufacturer of bedroom and dining room furniture ships their product across North America. The respondent states that the company also has international clients, but does not have the capacity at present to meet the demands outside of North America.

In terms of attracting new businesses to the area, this respondent believes that lands need to be readily available for industry or commercial uses. He also feels that having suppliers in the area would be beneficial. He adds that his own

company would benefit from having a local finishing company, and notes that the closest operation of sort is 4 hours away.

**Respondent #6**

Respondent #6 is the co-ordinator of the Durham Wood Show. This one-weekend show operates with one paid employee and approximately 400 volunteers. Approximately 98% of those attending the show reside either locally or in other parts of southern Ontario. The wood show has been in existence for 20 years.

The organizer of the event feels that the event could grow larger if help was given with its promotion.

In terms of pursuing new industry, the respondent believes that West Grey should attempt to attract more service sector and tourism related businesses. More doctors and a viable hospital would also help.

### **Respondent #7**

Respondent #7 is the owner of a commercial campground. This operation employs two full-time individuals and serves the southern Ontario market. The campground was established in the mid 1960=s and was purchased by the current owner in 1993.

The owner believes that a business, such as his, may find it easier to expand if such expansion involved less interference from the Municipality.

The owner suggests that West Grey should pursue more service sector industry.

### **Respondent #8**

Respondent #8 is a general contractor who employs 30 full-time and 2 part-time individuals. The business services only the local economy and has been in operation for 18 years.

This contractor feels that his business could be better served with improved cellular service and more skilled labourers. (He notes that the wages of the unionized competition makes it difficult to retained skilled labour.) As well,

offering a better quality of life to attract people to the area could boost the local economy.

This respondent believes that West Grey should pursue more service sector and technological industry as well as light industrial operations. He further adds that a business plan of some sort should be implemented for downtown Ayton.

### **Respondent #9**

Respondent #9 operates a flower shop and employs five full-time staff. The owner has no intentions of expanding the business. This respondent feels that West Grey should offer a better quality of life to attract people to the area (e.g. soccer facility or multi-use sports facility) as well as more up-scale housing. Providing municipal servicing and some community amenities (i.e. community centre or art centre) would attract businesses to the area.

The flower shop owner believes that West Grey should pursue service and tourism sector industry.

### **Respondent #10**

Respondent #10 is a Vice-president of a veneer manufacturing operation. This large industry employs 403 full-time and 2 part-time staff, and ships across North America and throughout the world to 43 countries. This operation has a sister company in United States.

The business has been operating since 1958 and has experienced expansions along the way, including the latest in 2001. Currently, some of the machinery is being replaced with more up-to-date equipment.

The Vice-president of sales believes that having reasonable connection costs to sewers and more skilled labour (i.e. people with computer skills) would assist his business in possibly expanding. He also feels that lower property taxes would also be beneficial.

In terms of attracting new business to the area, he suggests that better housing, more skilled labour, the provision of municipal servicing and better community amenities would prove advantageous. He also recommends that West Grey pursue service sector and high technology businesses.

### **Respondent #11**

Respondent #11 is the owner of a family farm, and has been a farmer for 35 years. He feels that small farms, such as his, are not the *Away of the future*. He also feels that certain non-farm uses need to locate in industrial parks in order to save agricultural lands and reduce land use conflicts.

In terms of attracting new businesses to the area, the farmer believes that municipal servicing, skilled labour, better housing and more community amenities would prove beneficial. He suggests that any type of industry should be welcomed in West Grey.

### **Summary**

This questionnaire surveyed a wide variety of stakeholders in the economy of West Grey, ranging from the owner of a small family farm to the president of a large manufacturing operation.

The results of the questionnaire show that goods and services produced in the Municipality of West Grey are consumed not only in the local and regional markets, but also throughout North America and around the world.

In most instances, the smaller businesses surveyed show no intentions to expand. Large industry, on the other hand, has been expanding and will likely continue to do so as the economy allows.

Many of the respondents expressed a need for more skilled labour in West Grey as a necessity for expanding their own business and/or for attracting new businesses to area. The need for improved technology, specifically better internet service and improved cellular service, was also identified often as an important factor. Improved municipal servicing was also raised by several people.

It should be noted that nobody suggested that improved road conditions (i.e. four lane highway, improved pavement) would assist their business in expanding or attracting new businesses to the area.

Five respondents stated that readily available (i.e. zoned and serviced) industrial and commercial land should exist in order to attract new businesses to the area. It was also suggested twice that the Municipality should employ a person in the field of economic development. Such a person should have detailed information available that may lure new businesses to West Grey. It was clearly implied on two occasions that West Grey needs to be more welcoming to new businesses.

Approximately one-half of the respondents felt that a better quality of life would attract new businesses to West Grey. An art centre, community centre and a sports complex were specifically listed as ideal community amenities.

One respondent felt that the community should offer more special events and new tourist activities, and should also market their existing attractions in a better manner.

The following table summarizes the comments of the 11 respondents.

**Perceived Existing Problems in West Grey**

Insufficient amount of skilled labour	73%
Lack of readily available industrial or commercial land	45%
Lack of support for changes in the community	45%
Convolutted process for obtaining approvals	45%

**Key to Future Success in Attracting New Businesses to West Grey**

Larger skilled labour pool	73%
Improvements to the quality of life, e.g. better selection of housing, more cultural events	55%
Streamlined approvals process	45%
Change of attitude in the community	45%
Availability of serviced land for industrial or commercial use	45%
Improved technology such as better internet and cellular service	36%
Economic Development officer on staff	27%
Improved medical facilities	9%

**Types of Industry to be Pursued in West Grey**

Service, e.g. retail, restaurants, accommodations	73%
Small-scale and medium-scale light industry	45%
Tourism	45%
Technological, e.g. high tech	27%

**APPENDIX B**

**ECONOMIC DEVELOPMENT STRATEGY  
FOR THE MUNICIPALITY OF WEST GREY**

**SUMMARY REPORT  
FOR PHASES 1 AND 2**

**Prepared by Cuesta Planning Consultants**

**October 21, 2003**

## **1. Introduction**

The Municipality of West Grey is determined to strengthen the local economy by creating a Strategic Plan for Economic Development.

The West Grey Economic Development Committee has been active in promoting economic development and business support in West Grey, but has come to the conclusion that a formal strategy is required.

To this end, Municipal Council, together with the Saugeen Economic Development Corporation and the business community of West Grey, are currently in the process of establishing a Strategic Plan for Economic Development.

When this project is completed, the Municipality will have generated a clear set of goals and objectives for economic activity in the community and will have established a specific list of actions that are clear, practical and obtainable.

Community involvement is a vital component of the Strategic Plan. In this regard, key stakeholders of the community have been actively involved in Phases 1 and 2 of the project by taking part in a questionnaire and by participating in a Visioning Session.

## **2. *Purpose of this Summary Report***

The purpose of this Report is to summarize the comments of the key stakeholders as provided during the one-on-one questionnaire interview and the Visioning Session. This summary will serve to capture the long term thinking of the business community as an active participant in future economic development initiatives.

The purpose of this Report is also to provide a listing of the information that must now be collected to assist in the preparation of a Strategic Plan that reflects the comments and recommendations of the key stakeholders. This list will lead the project into its next phase which is the researching and gathering of information.

### **3. Results from the Questionnaire Interviews and Visioning Session**

This questionnaire was administered person-to-person to 11 key stakeholders of the West Grey economic community. These 11 people represented a wide range of interests in the area including small-scale light manufacturing, campgrounds, special events and large-scale manufacturing.

The Visioning Session was held in the Municipal offices and involved, in addition to the aforementioned key stakeholders, other interest groups including the Board of Education, the Saugeen Valley Conservation Authority, additional members of the business community, the Economic Development Strategic Plan steering committee and staff.

Both exercises were very successful in terms of the number of participants and the level of sincere interest that was expressed in creating opportunities for a stronger, healthier business community in West Grey.

Together, the two exercises complimented each other well. Whereas the one-on-one interview requiring individuals to think for themselves and allowing them to make statements that might not otherwise be stated in a group setting, the Visioning Session facilitated group brainstorming and encouraged the participants to build upon each other's ideas. The Visioning Session not only verified the findings of the questionnaire exercise but also provided a more detailed list of opportunities for future economic development strategies in West Grey.

The comments expressed by the key stakeholders have been summarized in the Strengths, Weaknesses, Opportunities, Threats (SWAT) format.

### **3.1 Strengths of West Grey**

- quality of life, i.e. sense of community, affordable, rural, quiet, scenic
- strong values
- strong agrarian community
- good school system
- heritage, e.g. Neustadt
- the natural environment, e.g. Saugeen River
- outdoor recreation, e.g. cross country skiing, snow mobile trails, mountain bike trails, fishing, golf, campgrounds, hunting, etc.
- tourism
- amenities such as hospitals, schools, etc. draw small businesses to the area
- other amenities that are not situated in West Grey are within reasonable driving distance
- Durham has excellent location to southern Ontario
- Highway No. 6 is in good repair
- roads in general are not stressed
- retirees are drawn to the area
- high-tech companies are re-locating in West Grey
- return of former residents to the area with their families

### **3.2 Weaknesses of West Grey**

- declining population

- Durham is not seen as a “place to go”
- sense of community is lacking
- no information is readily available with regard to location of developable lands, availability, etc.
- poor attitude and little flexibility is discouraging new development
- poor internet and cellular communications
- no forms of transportation between communities
- little growth occurring north of Highway No. 89
- decline in skilled labour force
- the complacency of the community, satisfied with “not doing anything new”
- no marketing of West Grey
- poor snow removal on roads during winter
- retention of workers and industries is poor
- existing services are old and inadequate
- many people don’t understand that it will be necessary to travel a distance to receive specialized services

### **3.3 Opportunities in West Grey**

- create data base for new businesses in West Grey
- designate a staff member as the “go to” person, responsible for promoting West Grey and maintaining database.
- establish a Committee to oversee economic development
- create competitive strategy for attracting new businesses
- existing businesses need to push for more changes

- change of attitude by Council and residents; more forward thinking
- create partnerships with business groups
- think about the larger picture, not simply our individual businesses
- encourage West Grey to be more than simply a retirement area
- determine means of retaining the younger generations in West Grey
- encourage young people to learn a trade; should be promoted in schools
- determine means of retaining skilled labour
- promote positive image of West Grey
- encourage more people to volunteer
- aggressively attract new businesses with business lunches; “wine and dine” people
- tap into spin-off industries
- tap into spin-offs from Hanover and Mount Forest
- be ready for new businesses by having sufficient lands rezoned, services available and roads constructed
- understand that spousal employment for businessperson considering moving into the area is important
- promote tourism in a much larger way
- revitalize Neustadt and showcase it
- improve recreational facilities
- create festivals in the urban centres
- provide opportunities for technical education and apprenticeships

### **3.4 Threats in West Grey**

- rural population is declining as family farms become part of a larger corporate farm
- the community is stuck; the community is complacent and doesn't appear to be interest in doing anything new
- the younger generations will continue to leave West Grey
- some industry are leaving for more attractive locations

#### 4. **Research to be Conducted**

The key stakeholders have identified many opportunities for economic growth in West Grey. The question now is: "Can these opportunities be transformed into actions that can realistically be carried out by the Municipality? West Grey is committed to creating a Strategic Plan that can realistically be implemented, and to this end, it is critical to the credibility of the final document that the Strategic Plan not contain recommended actions that are impractical, unrealistic or unattainable. A "pie in the sky" document will not benefit the economic community of West Grey.

Therefore, before this Strategic Plan exercise can proceed to the Draft Strategy stage, a certain amount of information needs to be researched and compiled to ensure that the opportunities identified by the key stakeholders can actually be carried forward as strategies.

For example, Information that will be helpful in promoting new development (i.e. industrial, commercial, residential, recreational, etc.) will be compiled by:

- obtaining assessment information from the County of Grey Planning Department;

- reviewing the County of Grey Official Plan, the local Official Plans and the local Comprehensive Zoning By-law;
- obtaining servicing information from the Engineering Consultants
- speaking with Malcolm McIntosh regarding any strategies that are already in place for promoting new development in West Grey;
- identifying any programs that may exist for bringing new businesses to the area by speaking with the Ministry of Industry, Trade and Technology and with David Barrett of the Saugeen Economic Development Corporation;

Information regarding possible tourism strategies will be gathered by:

- discussing existing tourism strategies with Brian Plumstead, County of Grey Tourism Director;
- identifying the sporting and outdoor recreational opportunities by speaking with local sporting associations, outdoor clubs, etc;
- identifying the various historical aspects of West Grey, and have discussions with any historical society groups such as LACAC.

Information that may assist in increasing the size of the skilled labour pool of West Grey will be obtained by:

- discussing this matter with the Bluewater School Board;

Information that may assist in making the urban areas of West Grey desirable places to locate a new business will be obtained by:

- interviewing Chamber of Commerce and DIA representatives
- discussing cellular phone problems with phone company officials
- discussing possible hydro upgrades with Hydro One officials
- obtaining census information for West Grey from Statistics Canada
- discussing with Ministry of Transportation possible road upgrades

The scope of this research exercise will not necessarily be limited to the above-noted.

**APPENDIX C**

**ECONOMIC DEVELOPMENT STRATEGY  
FOR THE MUNICIPALITY OF WEST GREY**

**PRIORITY BUSINESS SECTOR TARGET REPORT**

**Prepared by Cuesta Planning Consultants**

**November 18, 2003**

## **1. Introduction**

The Economic Development Committee and some key stakeholders of West Grey's economy have identified several opportunities for growth in the community.

The question is: "Can these opportunities be transformed into actions that can realistically be carried out by the Municipality? West Grey is committed to creating a Strategic Plan that can realistically be implemented, and to this end, it is critical to the credibility of the Strategic Plan that it not contain recommended actions that are impractical, unrealistic or unattainable. A "pie in the sky" document will not benefit the economic community of West Grey.

As such, detailed information has been researched and compiled in an effort to ensure that the opportunities identified by the key stakeholders can actually be carried forward as strategies.

At this point, a preliminary draft of the Strategic Plan for Economic Development is beginning to emerge. Before the Strategic Plan can proceed any further, however, the types of businesses that could realistically be drawn to West Grey and would be welcome in the community must be identified.

This Priority Business Sector Target Report identifies those businesses and other endeavours that could bolster the local economy.

## **2. Industry**

The catalyst for future growth in West Grey will be new light industry. Industrial businesses create employment that attracts new people to the area, which in turn creates employment for people in the housing industry. The employees of these

new industries spend money in the community on shopping, recreation and other activities, which allows other businesses to thrive and create additional employment. The new industrial operations will also contribute significantly to the municipal tax base. The spin-off effects of industrial development are far reaching.

The focus of West Grey's efforts should not be on targeting large, manufacturing operations such as the coveted automobile manufacturers but rather on small and medium sized businesses that do not tax the sanitary sewage treatment system or pose threats to the natural environment.

It is often said that manufacturing operations depend greatly on their proximity to the southern Ontario and northern U.S. market. In several business parks in Grey and Bruce counties, however, it has been proven by a variety of light manufacturers that being located in close proximity to the (Provincial Highway) 401 or other major thoroughfares in southern Ontario is not necessary for their businesses to be successful. The business parks in Port Elgin, Kincardine and Owen Sound, as examples, have been hosts to many successful light manufacturers.

Why? In these business parks, the cost of purchasing a fully-serviced industrial parcel of land is considerably cheaper, and often the costs are lower for erecting a building given the lower wages of construction workers in the Grey-Bruce area. As well, the operating costs can be significantly less as a result of the lower employee wages. These factors offset the business' higher costs for transportation.

A business park in Durham may prove even more desirable for some businesses thinking of locating in Grey-Bruce. In addition to the lower costs of establishing and operating a business in this area, Durham has excellent links to the major transportation system in southern Ontario and the northern United States.

The list of industry that can realistically be drawn to West Grey and is considered desirable by the community would include:

- Automobile parts manufacturing
- Furniture manufacturing
- House framing
- Food processing operation
- Tool and die operation
- Printing establishment
- Water bottling operation
- Warehousing
- Wholesaling

Other uses are often found in a business park setting that should be targeted are:

- Research and development facilities
- Hi-tech operations
- Call centres

The most common form of industrial development that will likely occur in West Grey is the smaller scale business. To this end, it is critical to the economy of West Grey that the importance of the small business is not taken for granted. Small businesses in a small community are often the “backbone” of the local economy. The Municipality of West Grey should continue to support existing businesses and promote the establishment of new small industrial business such as:

- Building
- Contracting
- Tool and die operation

- Small manufacturing
- Trucking/haulage
- Small engine repair
- Landscaping

Often, these small businesses are not drawn to West Grey, but rather start up from within.

### **3. Commercial**

At the present time, and likely for years to come, large retail stores will not likely be interested in coming to Durham, given that Wal-mart, Zellers, Canadian Tire and Home Hardware exist only ten minutes down the road, in the Town of Hanover. Simply, Durham can not compete with Hanover as a regional shopping centre.

It is not unrealistic, however, to expect retail stores of a smaller size to chose Durham as an ideal area to locate. For example, medium size stores such as Giant Tiger and Saan may find it more desirable to operate a store in Durham as there will be less competition for the retail dollar.

Medium size retail stores will locate in Durham when the market is ready. When that time arrives, the Municipality should be ready. The Official Plan for Durham should have policies in place that allow for retail commercial growth.

On a similar note, the Official Plan should also allow for additional food store opportunities in Durham. The key stakeholders have stated that having a larger grocery store in Durham would keep shoppers in the community.

The Municipality should also ensure that opportunities are available within Durham, Neustadt, Elmwood and Ayton for new restaurants that are not of the fast-food nature. The key stakeholders have stated that West Grey would benefit by having more quality dining establishments.

The community of West Grey would also benefit by having more entertainment facilities, such as:

- Movie theatre
- Pubs and sports bars
- Amusement area (i.e. go karts, laser tags, paint ball games, etc.)
- Bowling alleys

It is important to the local economy to have residents and tourists spend their discretionary income within the community rather than in Hanover or Owen Sound.

The Municipality could also benefit from additional hotel rooms and bed and breakfast establishments, according to the key stakeholders.

#### **4. Tourism**

The key stakeholders in West Grey have suggested that additional camping facilities are needed in West Grey. Increasing the number of people spending the night in the community would certainly be beneficial to the local economy.

West Grey needs to find other means of attracting tourists to the area, and not only in the summer months but throughout the year. The Municipality should encourage the individual communities of Durham, Neustadt, Ayton and Elmwood to host special events during the non-summer months. The Warton Willie Festival, Port Elgin's Pumpkinfest and the Durham Woodshow are three (3)

examples of community events within the Grey-Bruce region that have blossomed into extremely successful tourist attractions.

## **5. Residential**

Having a good mix of residential housing types and tenures within a community will attract people and perhaps businesses to the area. In Durham and Neustadt, full municipal services are available and, as such, a variety of dwellings ranging from detached dwellings to townhouses and apartment buildings should be encouraged in these two urban centres.

As well, seniors housing in various forms should be promoted in Durham. Seniors typically find comfort in residing within an urban centre where medical facilities are available.