GODERICH AIRPORT STRATEGIC PLAN

Final Report | August 24, 2021

Foreword

The Goderich Airport Strategic Plan was developed between March and August 2021 by HM Aero Aviation Consulting. This project was made possible through the financial support of the Town of Goderich and the Huron County Economic Development Board. The Strategic Plan is reflective of the inputs, efforts, and contributions made by a wide range of individuals and organizations, including the:

- Goderich Municipal Airport Task Force;
- Town of Goderich;
- Township of Ashfield-Colborne-Wawanosh;
- County of Huron; and
- Huron County Economic Development Board.

Further, the stakeholders, residents, businesses, and organizations that offered their views and perspectives through various consultation and engagement opportunities were crucial in the development of the Goderich Airport Strategic Plan.

Cover photo courtesy of Papple Aviation



Executive Summary

Goderich Airport (the "Airport") is owned and operated by the Town of Goderich (the "Town"). In February 2020, the Goderich Municipal Airport Task Force was formed by a resolution of Town Council with representatives from the Township of Ashfield-Colborne-Wawanosh (the "Township"), Huron County (the "County"), the Huron County Economic Development Board, and citizens at large to establish a clear strategy towards the growth and development of the facility. In support of the Airport Task Force's mandate, HM Aero Aviation Consulting was retained in March 2021 to prepare the Goderich Airport Strategic Plan. The Strategic Plan is intended to serve as a planning guide for the long-term viability of Goderich Airport; increasing and diversifying the Airport's role as a regional economic generator; and ensuring that the Airport continues to support regional social benefits.

A candidate Vision Statement has been prepared for Goderich Airport for consideration:

Goderich Airport will become an aviation centre of excellence for Huron County, with a focus on meeting the social needs of the region; creating and facilitating opportunities for economic development; and safe, responsible, and sustainable management.

Stakeholder engagement was solicited through two online public open houses; an online survey; and through direct interviews. The public open houses were held virtually in April 2021 and May 2021, with a combined attendance of 26 individuals. The online survey was available from March 2021 to May 2021 and was completed by 292 respondents. A total of 51 individuals representing 37 organizations were interviewed by the project team, including stakeholders from various levels of government; aircraft operators and key Airport users; and major regional employers and organizations. Findings from the stakeholder engagement program were integrated throughout the Strategic Plan, where appropriate.

Airport Profile

Goderich Airport, then called Huron County Sky Harbour Airport, opened on July 30, 1938 and was used as part of the British Commonwealth Air Training Plan during World War II for ab initio pilot training. While comprehensive usage data is not available, activity on weekdays during business hours varied between 1,600 and 3,200 annual movements from 2015 to 2018. The Airport is used by numerous types of aircraft operators, including private general aviation aircraft; student pilots from Flight Training Units elsewhere in Ontario; corporate and charter aircraft for business travel; and the sightseeing aircraft of Papple Aviation.

The Airport also fulfills numerous social roles by supporting operations by Ornge (air ambulance transfers), the Royal Canadian Air Force (Search and Rescue), the Canadian Coast Guard (marine asset maintenance, Search and Rescue), and the Ontario Provincial Police (Search and Rescue, law enforcement). Ornge helicopters utilized Goderich Airport a total of 105 times from 2017 to April 2021, for an average of 25 flights per year or 2 flights per month – 87% of these missions have been patient movement flights. As a helipad is not available at the local Alexandra Marine & General Hospital, all local patient transfer flights utilize Goderich Airport.

Goderich Airport does not currently support aviation businesses located on-site, although the facility has been used at various times throughout its history by Flight Training Units, Aircraft Maintenance Engineers / Aircraft Maintenance Organizations, and charter aircraft operators. Three non-aviation businesses are located at Goderich Airport: Altruck International; Flippin' Eggs; and Sky Ranch Drive In.



The online survey provides a general understanding of community perspectives related to Goderich Airport. Most survey respondents (86%) identified Goderich Airport as being an important asset to varying degrees (moderately important, important, or very important), while 14% view the facility as being unimportant (unimportant or not very important). Emergency and government services were noted by the largest proportion of respondents as being a key feature of Goderich Airport (90%), followed by aerial tourism and corporate aviation. Continued public ownership and investments to stimulate growth was the preferred vision articulated by most respondents (74%).

Context Review

Planning for the future of Goderich Airport must be contextualized by the broader trends affecting the region that may increase or reduce demand for services at the Airport. The Airport's catchment area, approximated using the population of Huron County, was approximately 59,300 people in 2016. The three primary airports in Huron County (Goderich Airport, Wingham Airport, and Centralia Airport) together may represent an availability of options that exceeds what would otherwise be required given the size of the population. Population growth in Goderich and elsewhere in the County from intra-provincial migration may result in increased demand for aviation services at the Airport, although long-term trends (e.g., the impact of COVID-19 workplace changes) cannot yet be ascertained.

With respect to the Airport's ties with the regional economy, the primary linkage is anticipated to come from the growing tourism sector. The Airport currently supports the arrival of private and charter aircraft, thereby facilitating access to the community for pilots and their passengers, and the facility can improve accessibility for visitors with high values of time and / or discretionary income. Goderich Airport also supports Papple Aviation, a local sightseeing aircraft operator. Further increasing the role and interconnections of Goderich Airport within the regional tourism sector should be viewed as a key priority given the numerous benefits that can be realized.

The current state and prospects of Goderich Airport can also be contextualized through a review of comparable airports in the region, including Kincardine, Wingham, Stratford, Centralia, Saugeen, Wiarton, and Owen Sound. Of note, most of the reviewed airports operate at an annual deficit and are subsidized by their funding municipalities – similar to Goderich. The Airport's airfield assets are also comparable to or exceed the infrastructure provided at the reviewed airports. The availability of fuel, a terminal, customs services, airfield lighting, and Instrument Flight Procedures are competitive strengths.

Financial Review

The Town collects operating revenues at Goderich Airport through the sale of aviation fuel; aircraft fees (e.g., landing, parking); agricultural cropping agreements; hangar rentals, and several miscellaneous sources. Annual operating revenues have averaged \$150,000 between 2015 and 2020, with a moderate positive trend recorded year-over-year. Operating expenses have decreased from a maximum of \$322,000 in 2015 to \$212,000 in 2020. The net deficit (i.e., tax-supported deficit) of Goderich Airport has decreased from \$235,000 in 2015 to \$124,000 in 2020. The 2020 net deficit represented approximately 1.5% of the Town's budgeted 2020 general and supplementary residential, commercial, and industrial levies (\$8,525,000).

While Goderich Airport incurs an annual deficit that is supported by municipal subsidization, this is the predominant situation at the seven above-noted comparator airports, and at similar municipally owned and operated airports across Canada. Generally, the prevailing mindset used among municipalities to rationalize deficits is that airports are municipal services, and their costs are justified to realize regional economic and social benefits. Additionally, although the Town of Goderich has been able to accept the deficit of Goderich Airport in recent years, numerous recommendations made in the Strategic Plan have operating and capital cost implications that may approach or exceed the municipality's fiscal capacity. Accordingly, establishing a funding model that integrates other parties is recommended.



Infrastructure Review

Goderich Airport's airside infrastructure and support services are a considerable strength of the facility and are generally comparable to or exceed those of other similar airports in the region. Aircraft operations are supported on the Airport's two paved runways, both of which are in poor to fair condition, and one turf runway (good condition). Similarly, the facility's three taxiways are in poor to fair condition, while the two aircraft parking aprons are in very poor to fair condition. Each of these airfield surfaces will require rehabilitation or reconstruction within the next 1 to 10 years depending on their respective conditions. The airfield lighting and electrical system is also in poor condition, at risk of failure, and are recommended for rehabilitation in the short-term.

With respect to support services, the installation of a weather reporting system and the evaluation of potential improvements to the Airport's Instrument Flight Procedures are recommended in the short and medium-term planning horizons. The mobile equipment used to maintain the Airport will require systematic replacement over the next 7 years as assets reach the end of their useful lives. In terms of the Airport's buildings, the roof and HVAC system of the terminal building are recommended for replacement in the short-term; the maintenance garage's overhead doors, roof, and furnace are scheduled for replacement in the short-term; and the clubhouse roof is recommended for replacement in the short-term.

Recommended groundside infrastructure improvements within the Strategic Plan are phased over the next 15 years and include the burial of on-site overhead power lines; the installation of Airport gateway signage; restricted area signage and perimeter fencing to improve access control; the rehabilitation of the vehicle parking lot and roadways; and the replacement of the water pumphouse.

Governance and Operational Model

The implementation of an appropriate governance and operational model is crucial to the long-term viability of Goderich Airport, as decisions made in this regard will affect the Airport's funding, planning, decision-making, and level of service, among other factors. Among the factors to be considered is the reality that the economic and social benefits of Goderich Airport are experienced throughout Huron County; the requirement for financial mechanisms to address the facility's operating deficit and capital costs; opportunities to integrate individuals with aviation expertise and other relevant skillsets at all levels; and enabling regional and intermunicipal collaboration.

Goderich Airport is currently owned and funded solely by the Town of Goderich. Town Council is the governance entity for the Airport, with advisory support from the Goderich Municipal Airport Task Force. In the future, it is recommended that the Town and County participate alongside the Town in the funding and governance of Goderich Airport on a proportional share basis. The sharing of costs will reallocate the financial burden of maintaining and growing Goderich Airport between the three municipalities with the most significant interests in its future. Commensurate with the funding model changes, a Joint Municipal Services Board or Municipal Services Corporation can be established as the governing body for Goderich Airport to formalize involvement by the partner municipalities, as well as members at large with skillsets of value. The Joint Municipal Services Board or Municipal Services Corporation would be responsible to the councils of its three funding municipalities through the submission and approval of an annual business plan, budget requests, and ongoing reporting. The reorganization of the existing Goderich Municipal Airport Task Force into a full committee of Goderich Town Council is recommended as an interim step while efforts are made to implement the long-term recommended funding and governance model.



The Airport is currently administered by the Town's Chief Administrative Officer, Director of Operations, and Manager of Operations, and is maintained by a single Airport Maintainer. This has generally been an effective arrangement for providing an adequate level of service and preserving the status quo. However, the capacity of this model may be exceeded in the coming years when the prioritization of Goderich Airport is increased and larger projects are undertaken. Recommended administrative changes include the addition of a full-time Airport Manager that would oversee the implementation of the Strategic Plan and other matters such as business development, leading the implementation of a winter seasonal Airport Maintainer position is also recommended.

Business Development Strategy

Seven development and growth opportunities were identified to increase aviation activity levels, improve the regional economic role of the facility, and generate additional operating revenues:

- 1. Additional general aviation activity, including local and visiting aircraft;
- 2. Growth in the aerial tourism services of Papple Aviation;
- 3. Increased corporate and charter business-related movements;
- 4. The rental of municipally owned hangars;
- 5. The facilitation of aeronautical land development through long-term lease agreements;
- 6. Flight training, including the establishment of a Flight Training Unit at the Airport; and
- 7. Aviation service businesses, such as aircraft maintenance.

Opportunities that were reviewed but removed from consideration include the establishment of a residential airpark and hangar homes, the pursuit of scheduled passenger air carrier services, and non-aeronautical land development.

The pursuit of the above-noted growth opportunities is recommended to involve active collaboration between Airport Staff and the Huron County Economic Development Department, Goderich Community and Economic Development Committee, and Huron County Economic Development Board. Numerous strategic advantages of the Airport of importance to each of the above opportunities can be integrated in future marketing, including the convenience of the facility, reliable year-round maintenance, the airfield infrastructure and supporting services, and competitive fee environment.

Future passive and active marketing is recommended to occur through the Airport's online presence (i.e., website and social media), direct outreach, involvement by public-facing representatives, and cross-promotion across other tourism and economic development materials. In addition, it is recommended that the Airport's name, slogan, and logo be revised to better reflect the regional nature of the facility. Reviews of on-Airport tax rates and potential partner businesses are also recommended.

Community Connection Strategy

Opportunities to improve the connection between Goderich Airport and the residents of Goderich and Huron County are also considered. A recurring theme during consultations was that residents that do not make direct use of Goderich Airport feel disconnected from the facility, perceive the Airport as not serving their needs, and / or are unaware of what goes on at the Airport. Numerous organizations can assist in the attainment of community connection goals, including the Town of Goderich's Tourism and Community Development Team, COPA Flight 45, Sky Harbour Modelers, 532 Maitland Royal Canadian Air Cadet Squadron, and the Goderich Business Improvement Area (BIA).



Communication strategies for consideration include annual or biannual summaries of activity and key developments at the Airport; news about Airport infrastructure projects and capital investments; announcements of new businesses and development initiatives; and informational "did you know" pieces. Public events are opportunities for the Airport to serve as a part of the community fabric, such as an aircraft and vehicle show and shine; school and youth group tours; recreational fly-ins; drive-in / fly-in movie nights; an outdoor farmers market; and a recreational run or race. Several of these events represent an opportunity to showcase participating local vendors, such as food trucks.

Airport Development and Land Use

A Recommended Airport Development Plan has been prepared to guide growth in three preferred areas to the west, north, and east of the developed portion of the Airport. In total, approximately 55,750 m² (13.7 acres or 5.6 hectares) of aviation land development could be supported at Goderich Airport in the future.

The Recommended 20-Year Capital Plan outlines a systematic strategy for rehabilitating or replacing existing assets, and for developing new infrastructure to support growth. The total cost of all projects identified in the Recommended 20-Year Capital Plan is \$12,584,000. Of this total, 18% is allocated towards asset expansion projects to service the North, West, and East Development Areas. The remaining 82% is directed towards infrastructure projects to maintain or improve the level of service provided through the Airport's core assets.

The Recommended Airport Land Use Plan delineates the Airport property into five land use designations that have been prepared in consistency with the Recommended Airport Development Plan and through the consideration of aeronautical and non-aeronautical constraints. A comprehensive review of the Township Official Plan and Zoning By-law is recommended in the future to ensure that on-Airport development is adequately supported, and that planning policies exist for off-Airport land use compatibility.

Financial Outlook

To finance future capital projects, grant opportunities exist at the provincial and federal levels of government, including the Southwestern Ontario Development Fund, Gas Tax Fund, FedDev Ontario Community Economic Development and Diversification Stream, and Ontario Rural Economic Development Program. Other grants, such as the Investing in Canada Infrastructure Program, are no longer available but are indicative of the potential for similar funding streams to open in the future.

Revenue generation must balance the need for Airport users to financially contribute to its viability, without dissuading activity in a manner that would compromise established growth and economic development goals. Ultimately, Goderich Airport is one of many facilities in southern Ontario that has comparable service offerings. If the financial environment in Goderich exceeds the willingness to pay of its users, these parties will likely relocate elsewhere to nearby airports such as Kincardine, Saugeen, or Wiarton. Recommended revenue generation opportunities include aircraft landing fees, parking fees, terminal building and clubhouse rentals, land lease agreements, hangar rentals, staff call-out charges, fuel sales and flowage fees, agricultural cropping, and advertising fees.

Based on a pro forma financial outlook, annual operating revenues are estimated to increase from \$191,000 in 2022 to \$628,000 in 2041. Operating expenditures are estimated to increase from \$318,000 in 2022 to \$655,000 in 2041. This financial performance is typical of, or superior to, that of comparable regional airports across Canada and will be accompanied by significant economic and social benefits. The net deficit of the Airport varies widely based on the capital projects scheduled in each year of the outlook. Single-year capital costs not supported by the Airport Reserve Fund reach maximums of \$2.7M and \$5.5M in 2025 and 2026 with the scheduled rehabilitation of the Airport's two paved runways. Accordingly, the Airport's net deficit reaches a maximum of \$2.8M and \$5.7M in 2025 and 2026, respectively.



Plan Implementation

To achieve the desired future for Goderich Airport, the Town of Goderich and its recommended municipal partners must consider a paradigm shift in how the facility is approached. With the status quo level of investment and involvement, results similar to those currently experienced should be expected – the facility will serve the regional social and economic needs of Huron County to a certain degree, but its future viability will be negatively impacted by degrading infrastructure and missed opportunities. Shifting from the status quo to a proactive approach will require a notable degree of effort in the early years of the Strategic Plan. The historical period of limited involvement in infrastructure renewal, business development, and other Airport functions will require active attention to establish a course correction. Although this may appear to be a formidable challenge, cooperation between the Town, Township, and County may result in the best combination of skillsets and resources to achieve this change. Investments made in Goderich Airport in the next 10 years, while significant, will position the facility for long-term success.



Table of Contents

1	INT	INTRODUCTION1		
2	STAKEHOLDER ENGAGEMENT			
3	CONTEXT REVIEW			
3.1 Catchment Area		4		
	3.1.	.1 Catchment Area Size and Composition	4	
	3.1.	.2 Catchment Area Trends	6	
	3.2	Economic Context	7	
	3.3	Intercommunity Transportation	9	
	3.3.	.1 Road Network	9	
	3.3.	.2 Rail Network	10	
	3.3.	.3 Marine Network	10	
	3.3.	.4 Air Network	10	
	3.4	Comparator Airport Review	11	
	3.4.	.1 Kincardine Municipal Airport	13	
	3.4.	.2 Wingham (Richard W. Levan) Airport	14	
	3.4.	.3 Stratford Municipal Airport	15	
	3.4.	.4 Centralia/James T. Field Memorial Airport	16	
	3.4.	.5 Saugeen Municipal Airport	17	
	3.4.	.6 Wiarton Keppel International Airport	18	
	3.4.	.7 Owen Sound / Billy Bishop Regional Airport	19	
	3.4.	.8 Key Findings	20	
4	AIR	RPORT PROFILE	21	
	4.1	History	21	
	4.2	Aircraft Operators	23	
	4.2.	.1 General Aviation	23	
	4.2.	.2 Flight Training	23	
	4.2.	.3 Corporate and Charter Aircraft	24	
	4.2.	.4 Papple Aviation	25	
	4.2.	.5 Ornge	25	
	4.2.	.6 Royal Canadian Air Force	27	
	4.2.	.7 Canadian Coast Guard	27	
	4.2.	.8 Ontario Provincial Police		
	4.3 Airport Businesses			
	4.4	Activity Levels		

	4.4	.1	Aircraft Movements	.29
	4.4	.2	Fuel Sales	.31
	4.4	.3	Key Findings	.32
	4.5	Com	nmunity Perspectives	.32
	4.6	Soci	al Benefits	.34
	4.7	Ecol	nomic Benefits	35
	4.8	Airp	ort Vision Statement	.37
5	FIN	ANC	IAL REVIEW	. 38
	5.1	Ope	rating Revenues	38
	5.2	Ope	rating Expenses	.39
	5.2	.1	Operating Expenses	.39
	5.2	.2	Amortization	.40
	5.2	.3	Loan Principal Repayment	.41
	5.3	Сар	ital Expenses	.41
	5.4	Fina	ncial Position	.41
	5.5	Key	Findings	43
6	INF	RAS		.44
	6.1	Airsi	de System	.46
	6.1	.1	Runways	.46
	6.1	.2	Taxiways	51
	6.1	.3	Aprons	53
	6.1	.4	Visual Navigation Aids and Lighting	55
	6.2	Airp	ort Support Services	57
	6.2	.1	Aircraft Fuel	57
	6.2	.2	Instrument Flight Procedures	57
	6.2	.3	Weather Observation Services	.58
	6.2	.4	Airport Maintenance Equipment	59
	6.2	.5	Emergency Response Services	60
	6.2	.6	Canada Border Services Agency	60
	6.3	Airp	ort Buildings	61
	6.3	.1	Terminal Building	61
	6.3	.2	Maintenance Garage and Storage Shed	62
	6.3	.3	General Aviation Rental Hangars	63
	6.3	.4	Airport Clubhouse	63
	6.4	Grou	undside System	63

	6.4	1	Groundside Roadway and Parking	. 63
	6.4.2		Wayfinding and Signage	. 64
6.4.3		3	Airside Access Control	. 65
	6.4	4	Utilities and Servicing	. 65
7	RE	GUL	ATORY ENVIRONMENT	. 67
	7.1	Cur	rent Regulatory Structure	. 67
	7.2	Alte	rnative Regulatory Structure	. 68
	7.3	Rec	ommended Regulatory Model	. 68
8	GO	VER	NANCE AND OPERATIONAL MODEL	. 70
	8.1	Owr	nership and Funding	. 70
	8.1.	1	Current Ownership and Funding Model	.71
	8.1.	2	Alternative Ownership and Funding Models	.71
	8.2	Gov	ernance	. 73
	8.2.	1	Current Governance Model	. 73
	8.2.	2	Alternative Governance Models	. 75
	8.3	Adn	ninistration	. 77
	8.3	1	Current Administrative Model	.77
	8.3	2	Alternative Administrative Models	.77
8.4 Op		Оре	rations	. 79
	8.4.	1	Current Operational Model	. 79
	8.4	2	Alternative Operational Models	. 80
	8.5	Rec	ommended Governance and Operational Model	. 81
	8.5.	1	Recommended Ownership, Funding, and Governance Model	. 81
	8.5.	2	Recommended Administration and Operations Model	. 83
9	DE	VELO	OPMENT AND GROWTH OPPORTUNITIES	. 85
	9.1	Ger	eral Aviation	. 86
	9.2	Aeri	al Tourism	. 87
	9.3	Cor	porate and Charter Air Services	. 87
	9.4	Airc	raft Rental Hangars	. 88
	9.5	Lan	d Lease Development Agreements	. 90
	9.6	Flig	ht Training	. 91
	9.7 Avi		tion Service Businesses	. 92
	9.8	Han	gar Homes / Residential Airpark	. 93
	9.9	Sch	eduled Passenger Air Services	. 94
	9.10	Non	-Aeronautical Development	. 95

10 BU	10 BUSINESS DEVELOPMENT STRATEGY		
10.1	Bus	iness Development Targets	97
10.2	Stra	tegic Partners	
10.3	Tarę	get Audiences and Key Messaging	
10.	3.1	General Aviation	
10.	3.2	Aerial Tourism	100
10.	3.3	Corporate and Charter Air Services	100
10.	3.4	Aircraft Rental Hangars	100
10.	3.5	Land Lease Development Agreements	100
10.	3.6	Flight Training	101
10.	3.7	Aviation Service Businesses	101
10.4	Mar	keting and Outreach Methods	101
10.5	Bus	iness Development Initiatives	103
10.	5.1	Airport Branding	103
10.	5.2	Tax Rate Review	104
10.	5.3	Partner Business Review	104
11 CO	MMU	INITY CONNECTION STRATEGY	105
11.1	Con	nmunity Connection Targets	105
11.2	Stra	tegic Partners	106
11.3	Con	nmunication Strategies	106
11.4	Pub	lic Events and Attractions	108
12 AIF	RPOF	T DEVELOPMENT AND LAND USE	109
12.1	Con	straints Analysis	109
12.2	Rec	ommended Airport Development Plan	112
12.	2.1	North Development Area	112
12.	2.2	West Development Area	114
12.	2.3	East Development Area	115
12.3	Rec	ommended 20-Year Capital Plan	117
12.4	Rec	ommended Airport Land Use Plan	121
12.	4.1	On-Airport Land Use Planning	121
12.	4.2	Off-Airport Land Use Planning	121
13 FIN			124
13.1	Gra	nt Funding Opportunities	124
13.	1.1	Southwestern Ontario Development Fund	125
13.	1.2	Gas Tax Fund (Canada Community-Building Fund)	126

1:	3.1.3	FedDev Ontario Community Economic Development and Diversification Stream	127
1:	3.1.4	Ontario Rural Economic Development Program	127
13.2	Rev	enue Management Strategy	127
1:	3.2.1	Aircraft Landing Fees	128
1:	3.2.2	Aircraft Parking Fees	130
1:	3.2.3	Terminal Building and Clubhouse Rentals	131
1:	3.2.4	Land Lease Revenues	131
1:	3.2.5	Hangar Revenues	131
1:	3.2.6	Staff Charges	132
1:	3.2.7	Fuel Sales and Flowage Fees	132
1:	3.2.8	Agricultural Cropping	132
1:	3.2.9	Advertising and Signage	133
1:	3.2.10	Revenue Collection Implementation	133
13.3	B Pro	Forma Financial Outlook	134
1:	3.3.1	Operating Revenue Assumptions	134
1:	3.3.2	Operating Expenditure Assumptions	135
1:	3.3.3	Capital Expenditure Assumptions	135
1:	3.3.4	Forecast Financial Performance	135
14 P	LAN IN	IPLEMENTATION	138



List of Tables

Table 2.1 - Interviewed Stakeholder Organizations	3
Table 3.1 - National Occupational Classification Data (Statistics Canada, 2016)	7
Table 3.2 - Intercommunity Driving Distances and Times	10
Table 3.3 - Comparator Analysis: Kincardine Airport	13
Table 3.4 - Comparator Analysis: Wingham Airport	14
Table 3.5 - Comparator Analysis: Stratford Airport	15
Table 3.6 - Comparator Analysis: Centralia Airport	16
Table 3.7 - Comparator Analysis: Saugeen Municipal Airport	17
Table 3.8 - Comparator Analysis: Wiarton Airport	18
Table 3.9 - Comparator Analysis: Wiarton Airport	19
Table 5.1 - Amortization (2015-2020)	40
Table 5.2 - Airport Reserve Fund Loan Principal Repayment (2015-2020)	41
Table 5.3 - Airport Financial Position (2015-2020)	
Table 6.1 - Runway Specifications	
Table 6.2 - Annual Airport Availability, 15 Knot Crosswind Limit (2001-2020)	50
Table 6.3 - Recommended Runway Capital Projects	50
Table 6.4 - Taxiway Specifications	51
Table 6.5 - Recommended Taxiway Capital Projects	53
Table 6.6 - Apron Specifications	53
Table 6.7 - Recommended Apron Capital Projects	54
Table 6.8 - Recommended Visual Navigation Aid Capital Projects	
Table 6.9 - Recommended Instrument Flight Procedure Capital Projects	58
Table 6.10 - Recommended Weather Observation Capital Projects	59
Table 6.11 - Recommended Mobile Equipment Capital Projects	60
Table 6.12 - Recommended Terminal Building Capital Projects	61
Table 6.13 - Recommended Maintenance and Storage Buildings Capital Projects	63
Table 6.14 - Recommended Clubhouse Capital Projects	63
Table 6.15 - Recommended Groundside Capital Projects	66
Table 8.1 - Governance and Operational Model Recommendations	
Table 9.1 - Development and Growth Opportunities	
Table 9.2 - Rental Hangar Preliminary Business Case	
Table 10.1 - Business Development Targets	
Table 11.1 - Community Connection Targets	105
Table 12.1 - North Development Area Capital Projects	112

Table 12.2 - West Development Area Capital Projects	115
Table 12.3 - East Development Area Capital Projects	116
Table 12.4 - Recommended 20-Year Capital Plan (2022-2031)	118
Table 12.5 - Recommended 20-Year Capital Plan (2032-2041)	120
Table 13.1 - Recommended Revenue Generation Mechanisms	128
Table 13.2 - Recommended Landing Fee Structure	129
Table 13.3 - 2021 Aircraft Parking Fee Structure	130
Table 13.4 - Recommended Aircraft Parking Fee Structure	130
Table 13.5 - Terminal Building and Clubhouse Rental Rates	131
Table 13.6 - Revenue Collection Implementation	133
Table 13.7 - Pro Forma Financial Outlook	136
Table 13.8 - Pro Forma Financial Outlook, Municipal Funding Requirements	137
Table 14.1 - Goderich Airport Action Plan	139

List of Figures

Figure 3.1 - Goderich Airport Catchment Area	5
Figure 3.2 - Comparator Airports Map	12
Figure 4.1 - Annual Aircraft Movements (2015-2018)	
Figure 4.2 - Average Monthly Aircraft Movements (2015-2018)	
Figure 4.3 - Annual Airport Fuel Sales (2015-2020)	31
Figure 4.4 - Engagement Survey Respondent Profile	
Figure 4.5 - Airport Services of Regional Importance	
Figure 5.1 - Operating Revenues (2015-2020)	
Figure 5.2 - Operating Expenses (2015-2020)	
Figure 5.3 - Airport Financial Position (2015-2020)	
Figure 6.1 - Airport Site Plan	45
Figure 6.2 - Typical Airfield Pavement Condition Life Cycle (FAA)	
Figure 12.1 - Airport Obstacle Limitation Surfaces	110
Figure 12.2 - Non-Aeronautical Constraints	111
Figure 12.3 - Recommended Airport Development Plan	113
Figure 12.4 - West Development Area Phasing	114
Figure 12.5 - East Development Area Phasing	116
Figure 12.6 - Recommended Airport Land Use Plan	123

1 INTRODUCTION

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In support of the Airport Task Force's mandate, HM Aero Aviation Consulting was retained in March 2021 to prepare the Goderich Airport Strategic Plan. The development of the Goderich Airport Strategic Plan (the "Plan") is supported through the financial contributions of the Town and Huron County Economic Development Board and has been prepared in partnership with the Township and County. The Goderich Airport Strategic Plan is intended to serve as a realistic and systematic guide to achieving the following primary objectives:

- 1. Plan for the long-term viability of Goderich Airport;
- 2. Increase and diversify the Airport's role as a regional economic generator; and
- 3. Ensure that the Airport continues to support regional social benefits.

To fulfill these objectives, the Strategic Plan is structured across five sections:

- 1. Sections 1 and 2 provide an overview of the Strategic Plan and the stakeholder engagement process;
- 2. Sections 3, 4, 5, and 6 address the existing state of the Airport, including its context, profile, financial performance, and infrastructure;
- 3. Sections 7 and 8 consider the management of the Airport in terms of its regulatory environment, ownership, governance, administration, and operation;
- 4. Sections 9, 10, and 11 identify growth opportunities, with associated strategies for pursuing these opportunities and improving the Airport's community relationship; and
- 5. Sections 12, 13, and 14 address future infrastructure and planning requirements, the Airport's financial outlook, and the overall implementation strategy.



Goderich Airport



2 STAKEHOLDER ENGAGEMENT

Effective and widespread engagement with interested stakeholders and the public was a cornerstone of the approach taken in the development of the Goderich Airport Strategic Plan. As described below, engagement was solicited through three modes:

- 1. Two online public open houses;
- 2. An online survey; and
- 3. Stakeholder interviews.

Stakeholder feedback was reviewed by the project team and key findings are integrated throughout the Strategic Plan. Stakeholder engagement opportunities were advertised in April and May of 2021 through the social media accounts and / or websites of the Town, Township, Goderich Tourism, Downtown Goderich Business Improvement Area, and Goderich Citizen's Exchange. In addition, a print advertisement was included in the Goderich Signal Star in May 2021.

Online public open houses were held on April 13, 2021 and May 11, 2021. Due to COVID-19 public health restrictions, both events were held virtually via Zoom Webinar and included a presentation by the Chair of the Airport Task Force and representatives from HM Aero. Attendees had the opportunity to ask questions of the project team and to provide comments for consideration in the planning process. The April open house was attended by 9 individuals and the May event was attended by 17 individuals. All questions and comments were documented by the project team.

A 10-question online survey was prepared by the project team and hosted via SurveyMonkey for the period of March 23, 2021 to May 21, 2021. The online survey was completed by 292 individuals over the course of its two-month period of availability.

Interviews were held with individuals, organizations, and businesses with an interest in, or knowledge of, Goderich Airport, or of the regional context more broadly. Due to COVID-19 public health restrictions, all interviews were conducted remotely via videoconference and teleconference. A total of 51 individuals were interviewed from 37 organizations as listed in Table 2.1.



Government				
Town of Goderich	Township of Ashfield-Colborne-Wawanosh			
Huron County	Maitland Valley Conservation Authority			
Goderich Municipal Airport Task Force	Downtown Goderich Business Improvement Area			
Goderich Community and Economic Development Committee	Huron County Economic Development Board			
Aircraft Operators / A	Aviation Stakeholders			
Ornge	Royal Canadian Air Force – 424 Transport & Rescue Squadron			
Canadian Coast Guard – Helicopter Service	Ontario Provincial Police – Aviation Services			
Papple Aviation	Sky Harbour Modelers			
Owen Sound Flight Services	Guelph Flight Centre			
Stratford Air Services	Fanshawe College – Norton Wolfe School of Aviation and Aerospace Technology			
Air Cadet Gliding Program – Regional Cadet Support Unit (Central)	Air Cadet League of Canada – 532 Maitland Squadron			
Canadian Owners and Pilots Association – Flight 45, Goderich	Canadian Owners and Pilots Association – National			
Zimmer Air Services	Private Individuals (3)			
Regional Stakehold	lers and Businesses			
Alexandra Marine and General Hospital	Bruce Power			
Compass Minerals	Barnim / Colborne Property Holdings			
519 Tours	Lune 1860			
Colborne Bed and Breakfast	Huron Commodities			
Altruck International	Goderich Toyota			
Fanshawe College – Goderich	Huron Chamber of Commerce			
Parkbridge Lifestyle Communities	Retirement Life Communities			

Table 2.1 - Interviewed Stakeholder Organizations



3 CONTEXT REVIEW

Planning for the future of Goderich Airport must be contextualized by the broader trends affecting the region that may increase or reduce demand for services at the Airport. This includes the consideration of the Airport's catchment area, regional economy, intercommunity transportation options, and competition from comparable airports.

3.1 Catchment Area

The catchment area of Goderich Airport is the geographic region from which the facility may attract local users and businesses. The catchment area, defined in terms of population size, approximates the number of potential regional users of Goderich Airport – however, it does not consider demand from outside the catchment area, such as general aviation aircraft visiting from elsewhere in Ontario, as one example.

The demarcation of the catchment area considers the availability of competitor airports – alternative facilities that, assuming comparable services are available, may attract users that are closer to the competitor than Goderich Airport. As described in Section 3.3.4, Goderich Airport does not support scheduled passenger air carrier services. Scheduled passenger services are available from certified airports in southern Ontario including London International Airport, Region of Waterloo International Airport, and Toronto Pearson International Airport. Accordingly, the analysis of Goderich Airport's catchment area considers the availability of competing publicly available airports with comparable general aviation service offerings (Section 3.4).

An important consideration is that an airport's catchment area can expand through the availability of services that differentiate it from its competitors. If Goderich Airport can diversify its services provided, business offerings, and / or unique selling points in a manner that sets it apart from its competitors, the catchment area of the facility may grow as users pursue the facility's differentiating features.

3.1.1 Catchment Area Size and Composition

The immediate catchment area of Goderich Airport is approximated by the populations of the Town of Goderich, Township of Ashfield-Colborne-Wawanosh, and the Municipality of Central Huron (Figure 3.1). Based on Statistics Canada Census Profile data, the combined population of the three municipalities was approximately 20,600 in 2016.

The broader catchment area has been approximated using the population of Huron County – i.e., the municipalities of Goderich, Ashfield–Colborne–Wawanosh, South Huron, Huron East, Central Huron, Bluewater, North Huron, Howick, and Morris-Turnberry (Figure 3.1). As explained in Section 3.4, two other airports are in the broader catchment area: Wingham Airport, located within the Township of North Huron, and Centralia Airport, in the Township of South Huron. The population of the broader catchment area was approximately 59,300 per the 2016 census.





Figure 3.1 - Goderich Airport Catchment Area

In terms of local demand for aviation services, the three comparable public (Goderich and Wingham) and private (Centralia) airports in Huron County, in addition to several other private aerodromes, may represent an availability of options that exceeds what would otherwise be required given the size of the population. Further, the costs of maintaining the two publicly owned airports in Huron County are borne by comparatively low numbers of ratepayers¹:

- 1. Goderich Airport is supported by the Town of Goderich, with a population of approximately 7,600; and
- 2. Wingham Airport is supported by the Township of North Huron, with a population of 4,900.

In terms of household earnings, the median total incomes of households in Goderich and Huron County, respectively, were \$60,100 and \$66,000, compared to the Ontario-wide median of \$74,300. Similarly, average total household incomes in Goderich and Huron County, respectively, were \$76,200 and \$79,900 versus the Ontario average of \$97,900 per the 2016 census. While these values must be considered alongside the lower costs of living in Goderich and Huron County compared to major urban centres in the province, the lower household incomes of the catchment area may result in less demand for aviation services at Goderich Airport, as:

- Less costly modes of intercommunity transportation, such as travel by road, may be more competitive versus scheduled and charter air services; and
- Participation in general aviation, either through a privately owned or rented aircraft, requires a sufficient level of discretionary income.

3.1.2 Catchment Area Trends

The size of Goderich Airport's catchment area was stable between the 2011 and 2016 censuses, with the population of Huron County increasing modestly by 0.3% from 59,100 in 2011 to 59,200 in 2016. Goderich's population increased at a slightly greater rate (1.4%) during the same period; however, both the Goderich and Huron County growth rates lagged behind the 4.6% increase experienced in Ontario as a whole. The modest growth rates of the facility's catchment area indicate that while the number of potential local users of Goderich Airport is increasing, demand as a function of population size is not growing rapidly.

At the time of the Strategic Plan's preparation, the 2021 Statistics Canada census was underway and updated population data was not available. From stakeholder consultations, a recurring theme was that population growth is anticipated because of individuals leaving larger urban centres in Ontario and opting to live in Goderich and other parts of Huron County. This was identified as a limited trend prior to 2020; however, the proliferation of remote work because of the COVID-19 pandemic may accelerate this shift.

While the impacts of intra-provincial migration and COVID-19 induced workplace changes cannot yet be ascertained, both developments could potentially improve demand for Goderich Airport. For example, senior employees and executives now living and working remotely in Huron County may need to make periodic visits to their corporate head offices in major urban centres, necessitating reliable intercommunity transportation options. Additionally, individuals and households that have lower costs of living in Huron County may choose to use their increased discretionary income on aviation as a hobby. Conversely, the accelerated deployment of digital workplace solutions may reduce demand for business travel, and accordingly negatively impact the utilization of Goderich Airport by corporate aircraft operators.

¹ Municipalities have numerous sources of revenue, including property tax levies. The noted population sizes are not entirely representative of the number of ratepayers in either municipality, but instead are presented to represent the size of the respective municipality and their potential tax base.



3.2 Economic Context

Goderich functions as a regional service hub for Huron County, with an economy that is currently structured around five pillars: manufacturing and industry; tourism; the creative economy; retail and service; and healthcare. National Occupational Classification data from Statistics Canada for Goderich, Huron County, and Ontario is included in Table 3.1, showing the proportion of the respective labour forces engaged in ten different occupational categories. Several conclusions can be drawn from this data:

- The sales and service sector constitutes the single largest occupational classification for both Goderich and Huron County;
- With respect to workers in the health, education, and governmental sectors, Goderich's labour force representation is similar to or exceeds that of Ontario, highlighting its role as a regional service centre;
- The prevalence of the agricultural sector is shown in the data for Goderich and especially Huron County;
- The transition of Goderich's economy away from manufacturing and utilities is evident, although Huron County's values exceed that of the province;
- Employment in the trades and transportation sectors exceeds the provincial level in both Goderich and Huron County; and
- While the arts and culture (creative economy) sector is identified by the Town as one of Goderich's five pillars, employment in this category is at a lower level than that witnessed provincially.

	Ontario	Goderich	Huron County
Management	11.3%	9.9%	14.9%
Business, Finance, and Administration	16.1%	15.3%	11.5%
Natural and Applied Sciences	7.4%	3.4%	2.9%
Health	6.4%	6.1%	5.8%
Education, Law, Social, Community, and Government Services	11.9%	13.8%	8.8%
Art, Culture, Recreation, and Sport	3.2%	2.4%	1.5%
Sales and Service	23.4%	25.4%	20.2%
Trades, Transport, and Equipment Operators	13.3%	15.5%	20.1%
Natural Resources and Agriculture	1.6%	4.8%	7.7%
Manufacturing and Utilities	5.2%	3.7%	6.6%

Table 3.1 - National Occupational Classification Data (Statistics Canada, 2016)



Manufacturing and Industrial Sector

The stakeholder engagement program revealed that Goderich has undergone a shift in its economic base away from a historical reliance on manufacturing. The loss of key entities, such as Champion Motor Graders following its acquisition by Volvo, and competition both internationally and from other strategically positioned municipalities in Ontario and Canada has negatively impacted the manufacturing sector in Goderich and Huron County. Per the Huron Manufacturing Association, most of the manufacturers in Huron County are smaller entities that typically employ fewer than 50 people.

Goderich Airport can serve as a strategic asset in retaining existing companies and in supporting the attraction of new firms, through its facilitation of corporate travel and air cargo (e.g., "hot-shot" deliveries of parts or supplies). However, the availability of an airport is one of many siting factors that would be considered by a prospective manufacturer. The Goderich Town Council 2020-2022 Strategic Plan notes that the opening of 35 acres of industrial land is a priority for the municipality. Serviced land is owned by the Town and is available in two industrial areas: the Goderich Industrial Park and the recently opened Parsons Court Extension. Therefore, while surplus lands at Goderich Airport could be allocated for non-aviation industrial uses, consideration must be given to where such a use would be most appropriately located given the availability of alternatives.



Port of Goderich and Compass Minerals facilities (Papple Aviation)

Tourism Sector

As noted previously, tourism has become one of the five pillars of Goderich's economy as the municipality transitions from a primarily industry-oriented economy to one that is focussed on tourism and the service sector. "Ontario's West Coast" is the tourism brand that has been established for Huron County, highlighting the unique relationship between the region and Lake Huron. The 2020-2023 Huron County Tourism Plan, prepared by the Huron County Economic Development Department, recognizes that tourism will be a key regional growth industry and establishes the mission to:

"...cultivate outstanding destination marketing and management for Huron County."

Similarly, the current Goderich Town Council Strategic Plan establishes the modernization of tourism marketing strategies as a priority for strengthening local economic vitality. The Huron County Tourism Plan identifies several trends and opportunities impacting tourism in the region, including:



- Culinary travel, which is increasingly becoming a mainstream tourism market;
- The proliferation of limited-duration, experience-dense "micro trips", whereby travellers complete short vacations at accessible destinations;
- Travellers increasingly seeking out local experiences in choosing their destinations; and
- Opportunities in agritourism, dark sky tourism (astronomy), and customized visitor packages.

With respect to tourism, Goderich Airport serves two roles. First, the facility supports the arrival of private and charter aircraft, thereby facilitating access to the community for pilots and their passengers. To-date, most visiting aircraft are understood to be smaller general aviation aircraft arriving for limited duration stays or patronizing the two on-site restaurants. However, the availability of the Airport is a competitive advantage that improves accessibility for visitors with high values of time and / or discretionary income that may seek to make use of the premium tourist offerings of Huron County. Second, Goderich Airport supports Papple Aviation, a local sightseeing aircraft operator. Papple Aviation's aerial tours are part of the tourism offerings of Huron County and are further documented in Sections 4.2.4.

Further increasing the role and inter-connections of Goderich Airport within the regional tourism sector should be viewed as a key priority given the numerous benefits that can be realized.

As will be addressed in Sections 9 and 10, the focus includes:

- 1. Identifying and actively marketing the Airport as a gateway transportation option within regional tourism resources;
- 2. Further marketing the aerial tourism services of Goderich Airport, namely the sightseeing flights of Papple Aviation;
- 3. Establishing improved connections between the Airport and local service and tourism businesses to incentivize aircraft operators to chose both Huron County, as a destination, and Goderich Airport, as their point of arrival; and
- 4. Aligning the Airport's brand identity with the "Ontario's West Coast" tourism identity of the region.

3.3 Intercommunity Transportation

Demand for aviation services at Goderich Airport is influenced by the availability of competing intercommunity transportation options. Alternative transportation modes that are more convenient, time-effective, and / or affordable decrease the demand for air services from Goderich Airport. Additionally, the availability of other airports that support commercial air carrier services will also impact potential demand from Goderich and the surrounding catchment area.

3.3.1 Road Network

Goderich is well-connected to nearby communities and destinations throughout Ontario via Provincial Highways 8 and 21 (Bluewater Highway). Highway 8 connects Goderich with major municipalities such as Hamilton, Kitchener – Waterloo – Cambridge, and Stratford, as well as Highway 401. Highway 21 travels along the eastern shoreline of Lake Huron, connecting Goderich to communities such as Grand Bend, Kincardine, Southampton, Owen Sound, and Sarnia. Intercommunity travel by road is predominantly completed by personal automobiles and chartered commercial vehicles as scheduled bus services are not available.



The driving distances and times between Goderich and several points of interest in southern Ontario are provided in Table 3.2. While the connectivity to Goderich provided by the provincial highway network allows for access by both personal and commercial vehicles, driving times to select destinations (e.g., Toronto) can reach durations where travel by a faster mode, such as by air, can be competitive. This is accentuated during periods of congestion on key travel routes, such as Highway 401.

Destination	Driving Distance	Driving Time
Stratford	75 km	1h 00m
London	100 km	1h 20m
Sarnia	120 km	1h 30m
Kitchener-Waterloo	110 km	1h 30m
Hamilton	180 km	2h 10m
Toronto Pearson International Airport	205 km	2h 15m
Downtown Toronto	220 km	2h 30m

 Table 3.2 - Intercommunity Driving Distances and Times

3.3.2 Rail Network

Freight rail access to Goderich is provided by the Goderich-Exeter Railway, which is owned and operated by Genesee & Wyoming Inc. The Goderich-Exeter Railway connects Goderich with Mitchell, Seaforth, Clinton, Hensall, and Centralia, as well as interchange facilities with Canadian National in Stratford. The rail line facilitates travel by approximately 25,000 rail cars annually to move commodities that include agricultural products, chemicals and plastics, food products, minerals, and stone.

Passenger rail service (VIA Rail) is not available from Goderich, with the nearest stations located in Stratford (1h 00m), London (1h 20m), and Kitchener (1h 30m).

3.3.3 Marine Network

The Port of Goderich is owned by the Town of Goderich and administered by the Goderich Port Management Corporation. The Port of Goderich is the only deep-water port on the eastern shore of Lake Huron and supports the loading of approximately 250 ships per year, which move commodities that include grain, salt, and calcium chloride. In 2017, the Port of Goderich handled more than 4.2M metric tons of cargo. The Port's total economic impacts in 2017 were estimated at approximately 2,800 jobs and \$398M in economic activity in Ontario.

A significant infrastructure upgrade program was recently completed which added a new dock and additional wharf space to address capacity limitations. Given the efficiency of moving numerous types of cargo and commodities by ship, the Port of Goderich is an integral part of the regional freight movement system.

3.3.4 Air Network

Goderich Airport is located immediately north of the Town of Goderich within the Township of Ashfield-Colborne-Wawanosh. Scheduled passenger air services are not provided at Goderich Airport, and the facility's current users are described in Section 4.2. Other comparable airports in the region without scheduled air carrier services are profiled in Section 3.4.



Goderich is located within the catchment areas of several airports with scheduled air carrier services. These facilities include London International Airport (1h 20m driving time), Region of Waterloo International Airport (1h 40m), and Toronto Pearson International Airport (2h 15m)². London and Waterloo support services by carriers such as Air Canada, WestJet, Swoop, Flair Airlines, and Sunwing Airlines to domestic destinations in Canada and seasonal "sun" destinations. Toronto Pearson International Airport is the busiest airport in Canada and, prior to the COVID-19 pandemic, supported flights to almost 200 destinations worldwide. Travellers are also able to access Detroit Metropolitan Wayne County Airport in Michigan, which is a 2h 50m drive, not including time spent crossing the United States – Canada border. The availability of competitor airports with scheduled air carrier services in reasonable proximity to Goderich decreases the likelihood that air carriers will choose Goderich Airport to support similar services, as these entities are already able to effectively serve the community through passengers travelling to these facilities. Additional analysis on the likelihood of air carrier service opportunities at Goderich is provided in Section 9.9.

3.4 Comparator Airport Review

The current state and prospects of Goderich Airport can be contextualized through a review of comparable airports in the region. Comparator airports have been selected based on their proximity to Goderich, similarity in terms of the infrastructure provided, and (with one exception) public ownership by one or more municipalities. The seven reviewed airports are listed below and are identified in Figure 3.2:

- 1. Kincardine Municipal Airport;
- 2. Wingham (Richard W. Levan) Airport;
- 3. Stratford Municipal Airport;
- 4. Centralia / James T. Field Memorial Airport;
- 5. Saugeen Municipal Airport;
- 6. Wiarton Keppel International Airport; and
- 7. Owen Sound / Billy Bishop Regional Airport.

Excluded from this review are larger airports that support scheduled air carrier services, such as London International Airport and the Region of Waterloo International Airport. Also excluded are the numerous privately owned registered and unregistered aerodromes throughout the region with limited infrastructure (e.g., turf runways), maintenance, and / or availability to the public at large.



² Sarnia Chris Hadfield Airport (1h 30m driving time) lost its remaining scheduled services with Air Canada in July 2020, and service has not been restored as of August 2021.



Figure 3.2 - Comparator Airports Map

3.4.1 Kincardine Municipal Airport

Kincardine Airport is located approximately 50 km northeast of Goderich Airport, along Highway 21. Kincardine Airport is owned by the Municipality of Kincardine and is operated on a contract basis by a private service provider. As shown in Table 3.3, the Goderich and Kincardine airports are similar in their ownership, activity levels, infrastructure, support services, and navigation aids. Further, both airports incur annual operating deficits and are partially reliant on municipal funding to support their ongoing operation – in both cases, by a single municipality. While a higher operating deficit was incurred by the Municipality of Kincardine in 2020 compared to the Town of Goderich, this cost is borne by a larger population.

Kincardine Airport serves a similar range of aircraft users as Goderich, including general aviation, sightseeing, corporate aircraft, and government / air ambulance services. A Strategic Plan was developed for Kincardine Airport in 2013 which identified four target markets for business development and growth:

- 1. Aircraft hangars;
- 2. Aircraft maintenance;
- 3. Flight training; and
- 4. Other commercial development.

Based on a review of publicly available resources, two general aviation hangars have been built at Kincardine Airport since the 2013 Strategic Plan was prepared. However, the local Flight Training Unit ceased operations in that period.

	Goderich (CYGD)	Kincardine (CYKM)		
Distance	50 km			
Regulatory Status	Registered Aerodrome	Registered Aerodrome		
Ownership	Town of Codorish	Municipality of Kincardine		
Operation	Town of Godenen	Private Service Provider		
Governing Body	Municipal Council	Municipal Council		
Population of Supporting Municipality	7,600	11,400		
Operating (Deficit) / Surplus ³	(\$136,000)	(\$230,000)		
Annual Aircraft Movements	1,500 – 3,200	3,400 (2012)		
Aircraft Support Services	Fuel (Jet A and 100 LL) Terminal Building Airport of Entry	Fuel (Jet A and 100 LL) Terminal Building Airport of Entry		
Navigation Aids	Airfield Lighting Instrument Flight Procedures	Airfield Lighting Instrument Flight Procedures		
Primary Runway	5,034 ft. paved	4,085 ft. paved		
Secondary Runway	3,002 ft. paved	2,083 ft. paved		

Table 3.3 - Comparator Analysis: Kincardine Airport

³ Except where otherwise noted, operating deficit and surplus data included in Section 3.5 is based on 2020 budgeted values as opposed to actual values.

3.4.2 Wingham (Richard W. Levan) Airport

Wingham Airport is located 35 km east of Goderich, is owned and operated by the Township of North Huron, and is the only other publicly owned airport in Huron County. As illustrated in Table 3.4, Goderich and Wingham are comparable in their ownership and governance structure; however, Goderich Airport has a higher number of local aircraft operators and a more extensive network of airfield infrastructure and aircraft support services.

Wingham Airport is primarily used by the Air Cadet League of Canada for gliding operations, as well as by a helicopter aerial application company. While the total number of aircraft movements recorded at both Goderich and Wingham are comparable, the latter's traffic is largely comprised of Air Cadet glider operations. A feasibility study completed for Wingham Airport in 2017 identified development opportunities that included new hangars, general aviation fly-in packages, and growing the local remote control Wingham Jets Rally. However, minimal growth has occurred since 2017.

The future of Wingham Airport is currently uncertain. In October 2020, a Service Delivery Review completed by KPMG recommended that Township Council explore the potential closure of Wingham Airport. In March 2021, Township Council:

- 1. Directed Township Staff to sever approximately 90 acres of the airport property;
- 2. Declared the severed area as surplus to the needs of the municipality; and
- 3. Authorized Township Staff to proceed with the sale of the severed airport area.

At its July 19, 2021 meeting, North Huron Council directed staff to negotiate a purchase and sale agreement with an interested purchaser. While the sale process is ongoing at the time of this report's preparation, Wingham Airport may or may not serve as a competitor to Goderich Airport in the future. An interested purchaser may elect to continue to operate Wingham Airport or redevelop the facility.

	Goderich (CYGD)	Wingham (CPR7)
Distance	35 km	
Regulatory Status	Registered Aerodrome	Registered Aerodrome
Ownership	Town of Goderich	Township of North Huron
Operation		
Governing Body	Municipal Council	Municipal Council
Population of Supporting Municipality	7,600	4,900
Operating (Deficit) / Surplus	(\$136,000)	\$2,000 (2016)
Annual Aircraft Movements	1,500 – 3,200	Gliders: 2,800 (2016)
Aircraft Support Services	Fuel (Jet A and 100 LL) Terminal Building Airport of Entry	Terminal Building Airport of Entry
Navigation Aids	Airfield Lighting Instrument Flight Procedures	Airfield Lighting Instrument Flight Procedures
Primary Runway	5,034 ft. paved	4,000 ft. paved
Secondary Runway	3,002 ft. paved	N/A

Table 3.4 - Comparator Analysis: Wingham Airport



3.4.3 Stratford Municipal Airport

Stratford Airport is located 75 km southeast of Goderich Airport and is owned by the City of Stratford. While Stratford Airport is operated as a certified airport and accordingly is subject to a higher level of regulatory oversight by Transport Canada, the two facilities are otherwise comparable in their infrastructure and operations. Further, the operating deficit incurred is comparable at both airports, although the population size across which the deficit is spread is larger in Stratford (Table 3.5).

Activity levels are higher at Stratford Airport compared to Goderich. Stratford Airport supports approximately 40 local commercial and private aircraft and facilitates 10,000 to 12,000 annual aircraft movements. A Flight Training Unit and Aircraft Maintenance Organization are based at the airport, and approximately 30 hangar spaces are provided for lease and rent. From stakeholder consultations, it is understood that hangar demand currently exceeds supply. An economic impact study of Stratford Airport was completed by the University of Waterloo's School of Planning in 2015. The study estimated the airport's impacts at \$3.3M in annual economic activity and 27 employment positions.

Stratford Airport was commonly cited during consultations with aircraft operators as an example of a well-managed comparable airport. Noted strengths included:

- The importance of the contracted Airport Manager's customer service focus in creating lasting positive impressions of the facility;
- Competitive land lease rates, which contributes to the occupancy of all hangar lots;
- The City's proactive establishment of a reserve fund to budget for future capital rehabilitation projects; and
- The limitation of landing fees to corporate and commercial aircraft, as opposed to general aviation operators.

	Goderich (CYGD)	Stratford (CYSA)
Distance	75 km	
Regulatory Status	Registered Aerodrome	Certified Airport
Ownership	Town of Goderich	City of Stratford
Operation		Private Service Provider
Governing Body	Municipal Council	Municipal Council
Population of Supporting Municipality	7,600	31,500
Operating (Deficit) / Surplus	(\$136,000)	(\$178,000)
Annual Aircraft Movements	1,500 – 3,200	10,000 – 12,000
Aircraft Support Services	Fuel (Jet A and 100 LL) Terminal Building Airport of Entry	Fuel (Jet A and 100 LL) Terminal Building Airport of Entry
Navigation Aids	Airfield Lighting Instrument Flight Procedures	Airfield Lighting Instrument Flight Procedures
Primary Runway	5,034 ft. paved	5,003 ft. paved
Secondary Runway	3,002 ft. paved	2,699 ft. paved

Table 3.5 - Comparator Analysis: Stratford Airport



3.4.4 Centralia/James T. Field Memorial Airport

Centralia Airport is a privately owned airport that is located 55 km south of Goderich Airport. New United Goderich, the airport owner, opened in 1993 and is a full-service aircraft refurbishment, maintenance, painting, engineering, and avionics business. New United Goderich serves both the domestic and international corporate and commercial aircraft markets. Over 100 employees are based at Centralia Airport in support of New United Goderich's operations.

The service offerings of Centralia Airport are primarily tailored to the clientele of New United Goderich, including the provision of Jet A fuel and minimal facilities for itinerant aircraft operators. Also located on-site is Anderson Aviation Services, which is an Aircraft Maintenance Organization. The Royal Canadian Air Cadets also conduct seasonal gliding operations at Centralia Airport.

	Goderich (CYGD)	Centralia (CYCE)
Distance	55 km	
Regulatory Status	Registered Aerodrome	Registered Aerodrome
Ownership	Town of Goderich Private (New United Goderic	
Operation		Private (New United Goderich)
Governing Body	Municipal Council	
Population of Supporting Municipality	7,600	N/A
Operating (Deficit) / Surplus	(\$136,000)	Unknown
Annual Aircraft Movements	1,500 – 3,200	Unknown
Aircraft Support Services	Fuel (Jet A and 100 LL) Terminal Building Airport of Entry	Fuel (Jet A) Airport of Entry
Navigation Aids	Airfield Lighting Instrument Flight Procedures	Airfield Lighting Instrument Flight Procedures
Primary Runway	5,034 ft. paved	5,013 ft. paved
Secondary Runway	3,002 ft. paved	4,392 ft. paved

 Table 3.6 - Comparator Analysis: Centralia Airport



3.4.5 Saugeen Municipal Airport

Saugeen Municipal Airport is supported through the partnership of three municipalities: the Town of Hanover, Municipality of West Grey, and Municipality of Brockton. The facility is governed by an Airport Commission which is comprised of one representative from each of the three funding municipalities and four members at large. Stakeholder consultations revealed that Saugeen is a popular choice for general aviation users, and 16 hangars have been developed at the airport. A Flight Training Unit operates from the facility, and a restaurant is also located on-site for visiting pilots and the community. The airport is also understood to host several events throughout the year, supports high school co-op placements, offers terminal space for rental as an alternate revenue source, and markets the availability of development opportunities.

	Goderich (CYGD)	Saugeen (CPN4)
Distance	70 km	
Regulatory Status	Registered Aerodrome	Registered Aerodrome
Ownership	Town of Goderich	Town of Hanover, Municipality of West Grey, and Municipality of Brockton
Operation		Airport Commission
Governing Body	Municipal Council	Airport Commission
Population of Supporting Municipalities	7,600	29,700
Operating (Deficit) / Surplus	(\$136,000)	(\$150,000) approx.
Annual Aircraft Movements	1,500 – 3,200	Unknown
Aircraft Support Services	Fuel (Jet A and 100 LL) Terminal Building Airport of Entry	Fuel (Jet A and 100 LL) Terminal Building Airport of Entry
Navigation Aids	Airfield Lighting Instrument Flight Procedures	Airfield Lighting Instrument Flight Procedures
Primary Runway	5,034 ft. paved	4,000 ft. paved
Secondary Runway	3,002 ft. paved	2,500 ft. paved

Table 3.7 - Comparator Analysis: Saugeen Municipal Airport



3.4.6 Wiarton Keppel International Airport

Wiarton Keppel International Airport is located 120 km northeast of Goderich and is owned by the Township of Georgian Bluffs. Numerous similarities exist between Goderich Airport and Wiarton Airport, including the infrastructure and services provided, and ownership and governance by a single municipality. The operating deficit incurred by the Township in maintaining Wiarton Airport (\$394,000) exceeds that borne by the Town of Goderich (\$136,000), although the financial performance of Wiarton also includes capital expenditures. In addition, higher operating costs may be realized because of the facility being maintained as a certified airport by a private service provider. The opportunities for creating a regionalized model of airport funding and governance for Wiarton were outlined in a study released in June 2021.

The economic benefits of Wiarton Airport were studied in 2016, with total impacts estimated to include the support of 14 Full-Time Equivalent positions, \$918,000 in labour income, and \$1.5 in contributions to the regional Gross Domestic Product. The Township is now taking an increased focus on the economic development of the airport, with approximately 420 acres of land available for growth opportunities. High-potential opportunities identified in 2016 include flight training, aircraft maintenance, fly-in tourism packages, and new hangars, as well as non-aviation opportunities such as photovoltaic power generation and light industrial growth.

Of the reviewed airports, Wiarton is the only facility that has supported scheduled passenger air services, with seasonal services operated by FlyGTA to Billy Bishop Toronto City Airport in 2019. Four flights per week were operated from May to October using eight-seat Piper Navajo aircraft. To incentivize FlyGTA to operate the service, the Township of Georgian Bluffs guaranteed that a minimum of four seats would be sold regardless of passenger demand – e.g., the Township would pay for two seats if only two passengers purchased seats. In 2019, tickets were priced at \$175, 237 passengers used the service, and the Township of Georgian Bluffs paid a total of \$58,530.60 to FlyGTA through its minimum guarantee. FlyGTA services were not restored in 2020 or 2021.

	Goderich (CYGD)	Wiarton (CYVV)
Distance	120 km	
Regulatory Status	Registered Aerodrome	Certified Airport
Ownership	Town of Goderich	Township of Georgian Bluffs
Operation		Private Service Provider
Governing Body	Municipal Council	Municipal Council
Population of Supporting Municipality	7,600	10,500
Operating (Deficit) / Surplus	(\$136,000)	(\$394,000)
Annual Aircraft Movements	1,500 – 3,200	4,800
Aircraft Support Services	Fuel (Jet A and 100 LL) Terminal Building Airport of Entry	Fuel (Jet A and 100 LL) Terminal Building Airport of Entry
Navigation Aids	Airfield Lighting Instrument Flight Procedures	Airfield Lighting Instrument Flight Procedures
Primary Runway	5,034 ft. paved	5,033 ft. paved
Secondary Runway	3,002 ft. paved	3,456 ft. gravel

Table 3.8 - Comparator Analysis: Wiarton Airport



3.4.7 Owen Sound / Billy Bishop Regional Airport

Owen Sound Airport is owned and operated by the City of Owen Sound and is located 115 km northeast of Goderich. Aviation businesses located at the airport include Owen Sound Flight Services, which provides flight training, charters, and sightseeing flights, as well as Guy Doherty Aircraft Maintenance. Numerous private aircraft hangars have also been developed at the airport. City Council serves as the governing body for decisions related to the airport, and maintenance is the responsibility of a private service provider.

Owen Sound Airport became the focus of considerable discussion in late 2020 when the City announced its intention to implement a tiered landing fee structure starting at \$35 per aircraft. The justification for this fee was to reduce the facility's annual operating deficit and address the long-term capital infrastructure deficit, with annual revenues estimated at \$100,000. The proposed landing fee is widely perceived as being too onerous among general aviation users that frequent the facility, and an online campaign opposing the fee arose. The revenue and activity impacts of the landing fee, which was implemented early in 2021, have not been released by the City as of April 2021. However, stakeholder consultations indicate that aircraft movements and fuel sales have reportedly decreased as aircraft operators bypass Owen Sound Airport for alternative facilities.

At the July 19, 2021 meeting of the Owen Sound City Council, City Staff were directed to provide notice and invite public comment on the City's intention to declare surplus and offer for sale the Owen Sound Airport. If the sale of the Owen Sound Airport is not completed on or before December 31, 2022, the recommendation is that airport operations will cease. While the report presented to Owen Sound City Council notes that the preference is finding a purchaser interested in continuing to operate the facility as an airport, this development introduces uncertainty to the long-term future of Owen Sound Airport.

	Goderich (CYGD)	Owen Sound (CYOS)
Distance	115 km	
Regulatory Status	Registered Aerodrome	Registered Aerodrome
Ownership	Town of Goderich	City of Owen Sound
Operation		Private Service Provider
Governing Body	Municipal Council	Municipal Council
Population of Supporting Municipality	7,600	21,300
Operating (Deficit) / Surplus	(\$136,000)	(\$228,000)
Annual Aircraft Movements	1,500 – 3,200	2,900
Aircraft Support Services	Fuel (Jet A and 100 LL) Terminal Building Airport of Entry	Fuel (Jet A and 100 LL) Terminal Building Airport of Entry
Navigation Aids	Airfield Lighting Instrument Flight Procedures	Airfield Lighting Instrument Flight Procedures
Primary Runway	5,034 ft. paved	3,933 ft. paved
Secondary Runway	3,002 ft. paved	N/A

Table 3.9 - Comparator Analysis: Wiarton Airport



3.4.8 Key Findings

Through the review of the seven comparator airports, several key findings can be drawn for consideration as they apply to Goderich Airport:

- **Users and Activity:** Goderich is similar to Kincardine, Stratford, Saugeen, Wiarton, and Owen Sound in that its primary user base is general aviation aircraft, supplemented by operations by charter aircraft, Ornge, the Royal Canadian Air Force, and other governmental agencies. The number of annual movements that occur at Goderich Airport is comparable to that of the reviewed airports except for Stratford, which is significantly busier.
- Air Services: Wiarton Airport is the only reviewed comparator which has supported scheduled passenger services in recent history. This was accomplished through a minimum revenue guarantee model, whereby the funding municipality subsidized the air service, and the service has not been renewed since its trial in 2019.
- **Ownership and Governance:** The predominant model among the reviewed airports is ownership by a single municipality, with governance completed by that municipality's Council. Saugeen Airport has adopted a multi-municipality Airport Commission model, and the potential regionalization of Wiarton Airport is currently being studied.
- **Regulatory Environment:** Except for Wiarton and Stratford, the reviewed airports are all operated as registered aerodromes with lower levels of regulatory oversight by Transport Canada. Regulatory implications will be discussed in Section 7.
- **Financial Performance:** Most of the reviewed airports operate at an annual deficit and are subsidized by their funding municipalities. Goderich Airport's operating deficit is comparable to that of Stratford Municipal Airport and is significantly less than that of Kincardine, Wiarton, and Owen Sound. However, Goderich's operating deficit is borne across a smaller population and number of ratepayers.
- **Infrastructure:** Goderich Airport's airfield assets, including two paved and one turf runways, are comparable to or exceed the infrastructure provided at the reviewed airports. The availability of fuel, a terminal, customs services, airfield lighting, and Instrument Flight Procedures are also competitive strengths.
- Fee Environment: General aviation, which currently serves as the primary user base of Goderich Airport, is price sensitive to land lease rates, landing and parking fees, and fuel costs. The significant opposition to Owen Sound Airport's landing fees and reported resultant decrease in traffic is a case study in what could happen if Goderich Airport's fee environment becomes prohibitively expensive for its primary users.
- **Economic Development:** Wingham, Stratford, Centralia, Saugeen, Owen Sound, and Wiarton support one or more aviation businesses on-site, including Flight Training Units, Aircraft Maintenance Organizations, and commercial operators. Wiarton appears to be taking a proactive approach to economic development and may compete with Goderich for aviation services in the future.



4 AIRPORT PROFILE

The current state of Goderich Airport is profiled in this section, including an overview of the facility's history, primary aircraft operators, businesses, activity levels, and social and economic benefits.



Goderich Airport (Papple Aviation)

4.1 History

The concept of opening an airport in Goderich was first considered following World War I, during the 1920s. A small airfield was privately developed by an American citizen leasing a 105-acre field at the southeast corner of the current airport property. During 1937 and 1938, plans were established to construct a public airport. Huron County Sky Harbour Airport opened on July 30, 1938, with the opening ceremonies coinciding with an air show at the new facility. During World War II, Goderich Airport was used as part of the British Commonwealth Air Training Plan as No. 12 Elementary Flying Training School (EFTS) from 1940 to 1944. No. 12 EFTS provided ab initio training for new pilots, with the school operated by a civilian flying club.




Goderich Airport in 1995 (top) and Sky Harbour Air Services hangar (date unknown)

4.2 Aircraft Operators

A variety of aircraft operators make use of Goderich Airport, the most common of which are profiled in the following subsections. It should be noted that other operators may make use of Goderich Airport, but have been omitted due to the infrequency of such operations or due to data unavailability.

4.2.1 General Aviation

Goderich Airport supports a user base of approximately 20 local general aviation aircraft, that are primarily smaller single-engine piston aircraft such as the Cessna 150, 172, and 182; Piper PA-28; and Mooney M20. General aviation aircraft based at Goderich Airport are stored in the Town-owned rental hangars in the western portion of the core area, as well as in a privately owned hangar to the east of the terminal building. Stakeholder consultations indicate that local general aviation pilots operate their aircraft for a wide variety of purposes, such as recreational flying across Canada and the United States; training; and volunteer missions.

Goderich Airport is also used by itinerant general aviation aircraft visiting from other airports. As noted in Section 4.4.1 below, over 1,000 visiting aircraft movements were recorded annually between 2015 and 2017, subject to data collection limitations that likely underrepresent this metric. Itinerant general aviation pilots commonly fly to Goderich to visit the two restaurants adjacent to the Airport (Flippin' Eggs and Sky Ranch Drive-In), travel to regional tourist attractions, or for other purposes such as visiting friends and family.

4.2.2 Flight Training

While Goderich Airport does not currently have a local Flight Training Unit, the facility is commonly used by flight training aircraft arriving from other airports to satisfy cross-country training requirements of various licenses (e.g., Private Pilot, Commercial Pilot) and ratings (e.g., Night Rating, Instrument Rating). The availability of airfield lighting, multiple runways, Instrument Approach Procedures, and fuel positions Goderich Airport as a suitable destination depending on the cross-country training requirements of the given student pilot. Examples of Flight Training Units throughout southern Ontario that commonly make use of Goderich Airport include Guelph Flight Centre, Brampton Flight Centre, Owen Sound Air Services, Waterloo Wellington Flight Centre, and Spectrum Airways.



Cessna 152s from Waterloo Wellington Flight Centre visiting Goderich Airport

4.2.3 Corporate and Charter Aircraft

Corporate and charter aircraft are commonly operated by businesses, government agencies, and other organizations for a wide variety of purposes, such as moving senior staff; transporting equipment, replacement parts, and just-in-time cargo; and for supporting visits by customers and guests. Corporate and charter aircraft are used to move people and goods when the value of time is sufficiently high to compete with other transportation modes, such as commercial flights to an alternate airport or travel by road. Goderich Airport is also used by chartered aircraft supporting the transportation of guest parties to remote destinations throughout Ontario.

Based on records collected by Town Staff, Goderich Airport has been used by numerous American and Canadian air carriers and charter aircraft operators in recent years, such as:

- Great Lakes Helicopter;
- FlyGTA;
- Calm Air;
- Chorus Aviation;
- Sun West Aviation;
- North Star Air;
- Cameron Air;
- Flightexec;

- Flightpath Charter Airways;
- NovaJet;
- Chartright Air Group;
- Aviation Network LLC;
- Enterprise Aviation;
- Freedom Aviation;
- Charter Jet Transport; and
- Castle Aviation.

NetJets;

In addition, Goderich Airport has also supported operations by aircraft that are part of corporate flight departments, such as Nautical Lands Group (NLG Air), TC Energy, and Hydro One.

Compass Minerals

Through the stakeholder consultation program, it is understood that Compass Minerals is one of the primary charter aircraft customers in Goderich. While the majority of the approximately 500 employees of the Compass Minerals Goderich facility are local, Goderich Airport is used numerous times per year by senior staff and executives conducting site visits, touring high-profile customers, and for other purposes. Goderich Airport enables senior executives to travel easily between the Goderich site and the company's headquarters in Kansas City, and was identified as a strategic advantage which has the full support of Compass Minerals.

Retirement Life Communities

Retirement Life Communities frequently utilizes Goderich Airport for air travel by senior staff and their guests as part of site visits to their properties throughout Ontario. Goderich Airport was identified as a significant asset that enables executives to visit multiple communities in a timeefficient manner and to continue to travel when road access is restricted in the winter. The availability of Goderich Airport for corporate air travel assists Retirement Life Communities in maintaining their ongoing presence in Goderich and is a business-friendly aspect of the community.

Bruce Power

Bruce Power is an important employer, an integral part of the regional economy, and is commonly identified in discussions regarding corporate and charter air services. From consultations with Bruce Power, it is understood that the priority is for the majority of the organization's suppliers and employees to be based within the region, thereby decreasing passenger air service needs. Bruce Power is also diversifying its role to include the production of medical-grade nuclear isotopes.



Currently, the Cobalt-60 isotope is transported to a processing facility elsewhere in Ontario by road, given the sufficiently long half-life of the isotope. In the future, the production of Lutetium-177, which has a shorter half-life, may require the use of air transportation. While specific requirements could not be identified during consultations in support of this Plan's preparation, it is recommended that an ongoing dialogue be developed with Bruce Power to position Goderich Airport as a preferred facility for potential cargo air service needs. Kincardine Airport is located closer to Bruce Power's facilities and is one of the company's preferred alternatives.

4.2.4 Papple Aviation

Papple Aviation was established in 2017 and is based at a private aerodrome in Seaforth. Papple Aviation provides a variety of air work services using Cessna 172 and Cessna 182 aircraft, including sightseeing, crop scouting, aerial photography, and air taxi operations, among others. Papple Aviation offers seasonal aerial sightseeing flights from Goderich Airport, with flights typically commencing in May and finishing in October. While demand varies year-over-year, consultations with Papple Aviation indicate that over 100 sightseeing flights may make use of Goderich Airport annually. Additionally, the operator indicated that there may be growth potential in this market segment through both recurring customers and new customers making use of the services.



A Cessna 172 of Papple Aviation (Papple Aviation)

4.2.5 Ornge

Healthcare services in Goderich and the surrounding region are provided at the Alexandra Marine and General Hospital (AMGH), located in Goderich. The 42-bed AMGH is the largest provider of hospital services in Huron County and is a full-service community hospital, providing on-call coverage for internal medicine, general surgery, diagnostic imaging, anaesthesia, and obstetrics. The AMGH also has an Emergency Department that is available twenty-four hours a day, seven days per week.



Where a critical patient requires treatment that cannot be provided at AMGH, they are transferred by ground ambulance or air ambulance to a higher level of care facility – for example, where a patient may require specialized surgery or treatment in an Intensive Care Unit. Ornge is the not-for-profit corporation providing both ground and air ambulance services in Ontario, including in Goderich.

Rotary wing (helicopter) air ambulance operations are performed by Ornge using the Leonardo AW-139. AMGH is unable to regularly support helicopter air ambulance operations at its campus as a helipad is not available, and no plans have been accepted for such a helipad to be developed. Accordingly, patients that require air ambulance services are moved by ground ambulance from AMGH to Goderich Airport, where they are transferred onto an Ornge helicopter for onward transportation.

Consultations with the AMGH indicate that most air ambulance patient transfers from Goderich are to Victoria Hospital in London, ON, which is part of the London Health Sciences Centre. Ornge helicopters have operated at Goderich Airport 105 times from 2017 to April 2021, for an average of 25 flights per year or 2 flights per month:

- 2017 22 flights;
- 2018 22 flights;
- 2019 31 flights;
- 2020 24 flights; and
- 2021 (January to April) 6 flights.

Of the 105 flights noted above, 91 (87%) have been patient related and 99% have been performed by the AW-139 helicopter, as opposed to Ornge's fixed-wing Pilatus PC-12. In addition to the 105 recorded flights, there were 19 helicopter flights that were cancelled en-route for patient-related or other reasons.

From consultations with AMGH representatives, the provision of adequate infrastructure to support Ornge air ambulance operations is critical from a patient care and hospital resource standpoint. Ornge enables patients to be moved from Goderich to London faster by air versus the 100 km drive, thereby decreasing the time until the patient receives the required level of care. Additionally, moving a patient to London or elsewhere by a Goderich-based ground ambulance requires that a doctor and nurse from AMGH also travel with the patient. Accordingly, this process removes staff resources from clinical duties at the AMGH for the duration of the patient transfer, including the travel time both to and from the destination hospital.



Ornge Leonardo AW-139 (Ornge)



4.2.6 Royal Canadian Air Force

The Royal Canadian Air Force's (RCAF) 424 Transport and Rescue Squadron is based at Canadian Forces Base Trenton, with a mandate of providing Search and Rescue (SAR) services to incidents under the federal mandate, including aircraft incidents and marine incidents in federal waters, when tasked by the Joint Rescue Coordination Centre. Operations are conducted using 424 Squadron's fleet of CC-130H Hercules aircraft and CH-146 Griffon helicopters. 424 Squadron's area of operations extends across Ontario and Quebec, with a significant concentration of missions occurring in the Great Lakes region, including Lake Huron. While activity varies on an annual basis with operational needs, 424 Squadron is commonly tasked with between 200 and 400 missions per year, in addition to crew training throughout the year.

From consultations with 424 Squadron, Goderich Airport is commonly used for crew training given the frequency with which operations are conducted over Lake Huron – however, statistics are not available on the number of movements per year. Goderich Airport is understood to be an advantageous training location given the availability of fuel and Instrument Flight Procedures, its proximity to Canadian Coast Guard assets for inter-agency training, and the less congested airspace in the region. With respect to inter-agency cooperation, 424 Squadron and the Canadian Coast Guard commonly simulate vessel in distress incidents near Goderich. In such training missions, 424 Squadron's aircraft can return to Goderich Airport to retrieve equipment that was dropped to Coast Guard vessels, such as rafts and pumps.



RCAF CC-130J Hercules

4.2.7 Canadian Coast Guard

The Canadian Coast Guard works to ensure the safety of mariners in Canadian waters, protect Canada's marine environment, and support the safe and efficient movement of maritime trade. The Canadian Coast Guard uses both marine and aviation assets in support of its mandate, with its aerial services performed by a fleet of 22 Bell 429 and Bell 412 helicopters based at nine locations across Canada. These helicopters are used to support:



- The maintenance and installation of aids to marine navigation and communication facilities by moving technicians and cargo;
- Icebreaking, by flying ahead of icebreakers, vessels, and convoys to conduct reconnaissance of ice conditions;
- SAR operations of federal assets (i.e., aircraft and ships) when assigned by the applicable Joint Rescue Coordination Centre to support the RCAF; and
- Other duties, such as environmental response, conservation, and scientific research.

The Parry Sound base, located approximately 220 km northeast of Goderich, operates two helicopters throughout Ontario and the Great Lakes region. Goderich Airport is primarily used by Canadian Coast Guard helicopter crews during the winter icebreaking season as a refuelling location. The availability of Goderich Airport's fuel facilities and terminal building was noted as a significant asset to the Canadian Coast Guard during consultations.

The annual use of Goderich Airport by the Canadian Coast Guard varies significantly based on the agency's operational priorities and weather conditions during winter ice seasons. From consultations with the Canadian Coast Guard, Goderich Airport has typically been used between 4 and 10 times annually by helicopter crews stopping to refuel and / or wait out inclement weather conditions.

4.2.8 Ontario Provincial Police

The Ontario Provincial Police (OPP) maintains an Aviation Services division in support of its numerous mandates across Ontario, including overland searches, tactical missions, surveillance, traffic management and speed enforcement, and staff and prisoner transportation. These roles are performed using a fleet of two EC135 helicopters, one Pilatus PC-12, and one Cessna 206 aircraft.

The OPP Aviation Services division was consulted as part of the stakeholder engagement process. Goderich Airport has been used by the OPP a total of 23 times between May 2011 and April 2021, or an average of approximately twice per year, subject to operational priorities. During this period, Goderich Airport was used by OPP aircraft that required refuelling during missions that included:

- Searches for wanted, escaped, or missing persons;
- Aerial support for active investigations; and
- Logistics, including crew training and aircraft repositioning.

The availability of Goderich Airport for mid-mission refuelling was identified as a strategic advantage to the OPP Aviation Services division by reducing the transit time to an alternate refueling airport that would otherwise remove the aircraft from active operations.

4.3 Airport Businesses

Goderich Airport does not currently support aviation businesses permanently located on-site. At various times throughout its history, Goderich Airport has supported Flight Training Units, Aircraft Maintenance Engineers / Aircraft Maintenance Organizations, and charter aircraft operators. Notably, Goderich Airport was formerly the base of Sky Harbour Aircraft which occupied hangars to the west and east of the terminal building. Sky Harbour Aircraft provided a full range of aircraft maintenance, modification, interior, avionics, interior refinishing, and painting services to a wide range of aircraft operators. Sky Harbour Aircraft permanently closed its operations in 2011 and its facilities have been purchased by a private entity.



Three non-aviation businesses are located at Goderich Airport. Altruck International is located to the east of the terminal building and is engaged in the purchase, sale, and servicing of utility-scale trucks. Two restaurants, Flippin' Eggs and Sky Ranch Drive In, are located north of Apron II adjacent to the Bluewater Highway. Both restaurants are popular among general aviation pilots throughout Ontario, with pilots parking on Apron II before walking to the restaurants.



Former Sky Harbour Aircraft hangar, adjacent to Apron I

4.4 Activity Levels

The historical use of Goderich Airport can be quantified through two indicators of aviation activity: aircraft movements and fuel sales.

4.4.1 Aircraft Movements

An aircraft movement is defined as a single take-off, landing, or touch-and-go, and is standard metric used to determine airport activity levels. Aircraft movement data at Goderich Airport is available from January 2015 to July 2019. During that period, the Airport Maintainer logged movements that occurred during regular operating hours (Monday to Friday, 7:00 AM to 4:00 PM). Data collection ceased after July 2019 due to:

- 1. The competing operational duties of the Airport Maintainer;
- 1. Concerns as to the accuracy of the data being recorded; and
- 2. The way the recorded statistics under-represented actual activity.

With respect to the third point, the aircraft movement dataset presented below under-represents historical activity at Goderich Airport as evening, overnight, weekend, and statutory holiday movements were not recorded. Given the prevalence of general aviation at Goderich Airport, this limits the utility of the dataset as pilots commonly operate outside of normal working hours.

From 2015 to 2018, the total number of aircraft movements varied between a minimum of 1,600 in 2018 to a maximum of 3,200 in 2016 (Figure 4.1). While long-term trends cannot be identified due to the limited size of the dataset, total recorded movements decreased in both 2017 and 2018 from 2016 levels.





Figure 4.2 displays the distribution of traffic at Goderich Airport throughout the year, using 2015-2018 average activity levels. Recorded movements at Goderich Airport exhibited a significant degree of seasonality, with activity increasing in the summer months and peaking in July, and aircraft operations conversely decreasing in the winter months. This trend may be the result of several factors, including:

- The prevalence of inclement weather in the winter months which precludes operations by general aviation aircraft;
- The seasonal nature of many tourist destinations in Goderich and Huron County; and
- Challenges with maintaining the Airport's runways, taxiways, and aprons in a usable and clear condition following snow and ice events.



Figure 4.2 - Average Monthly Aircraft Movements (2015-2018)

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4.4.2 Fuel Sales

The Town of Goderich purchases and sells fuel to aircraft operators, including:

- Jet A-1 ("jet fuel"), which is used by aircraft with turbine engines. Examples of aircraft that use Jet A-1 include corporate, commercial, and government aircraft such as the Beechcraft King Air, Lockheed CC-130 Hercules (RCAF), and Leonardo AW-139 (Ornge); and
- **100 Low Lead (100 LL or "avgas"),** which is typically used for piston engine general aviation aircraft such as the Cessna 172 and Piper PA-28.

Fuel sales volumes can be used to supplement the previously described aircraft movement data (Section 4.4.1) to further understand activity levels at Goderich Airport, with the caveat that not all aircraft that operate at Goderich Airport purchase fuel, may not purchase fuel every flight, or may have large fuel capacities that overrepresent the number of movements that occur.

Figure 4.3 shows the quantities of jet fuel and avgas sold at Goderich Airport on an annual basis between 2015 and 2020. During this period, jet fuel was sold in the greater quantity compared to avgas, with an annual average of 51,700 L sold between 2015 and 2020. Overall, jet fuel sales exhibited a modest annual decline from 2015 to 2020; however, this trend is affected by:

- A high volume of jet fuel sales in 2017 (74,000 L) resulting from above average demand from July to October; and
- A significant decrease in jet fuel sales in 2020 (37,000 L), possibly associated with decreased intercommunity travel and aircraft operations because of COVID-19 public health restrictions.

Aircraft that purchase jet fuel are not based locally at Goderich Airport, and as noted previously include turboprop and turbofan aircraft from corporate operators, Ornge, the Canadian Coast Guard, and Royal Canadian Air Force. Jet fuel sales between 2015 and 2020 indicate that annual activity levels in this category exhibit variability.

Avgas sales were relatively consistent from 2015 to 2020, ranging from an annual minimum of 14,000 L sold in 2016 to a maximum of 20,000 L sold in 2020. The stability of avgas fuel sales can be interpreted as an indicator of the consistency of one of the primary user groups of Goderich Airport: local and itinerant general aviation aircraft.





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4.4.3 Key Findings

The review of Goderich Airport's activity levels, estimated in terms of the number of aircraft movements recorded and aviation fuel sold, supports the following key findings:

- Airport activity cannot be accurately analyzed due to the lack of consistently recorded aircraft movement data. The implementation of an aircraft movement tracking system was recommended separately by HM Aero in its April 2021 report to Town Council;
- While the available aircraft movement data is subject to a range of limitations, the dataset suggests that aircraft movement levels have decreased from 2015 to 2018. Trends in 2019 and 2020 are unknown;
- A notable proportion of movements are performed by aircraft that are not based locally at Goderich Airport i.e., by aircraft visiting from other origins;
- Through inference on avgas fuel sales data, local and itinerant general aviation aircraft represent a consistent source of activity at Goderich Airport. Larger corporate, commercial, and governmental aircraft, which purchase jet fuel, are also common users of Goderich Airport; and
- Taken together, the aircraft movement and fuel sales datasets indicate a downward trend in annual activity.

4.5 Community Perspectives

The online survey completed in support of the Strategic Plan provides a general understanding of community perspectives related to Goderich Airport. The following discussion is not intended to entirely represent the broader views of the residents of Goderich and Huron County. The 292 responses received are a small percentage of the population of Huron County (59,000). Further, a degree of respondent bias may exist whereby individuals or groups with strong feelings for or against the Airport may be more motivated to complete the survey versus a resident with less knowledge or awareness of the Airport.

From the survey data, 52% of respondents self-identified as being from the Town of Goderich, 29% as being from the Township of Ashfield-Colborne-Wawanosh, and 11% as being from elsewhere in Huron County, for a total of 92% of respondents identifying as being from the primary catchment area of Goderich Airport (Figure 4.4). 79% of respondents identified as residents, 10% as business owners or representatives, 6% as airport tenants or aircraft operators, and the remaining 5% as "other", that primarily included respondents self-identifying as seasonal residents or non-residents.





Figure 4.4 - Engagement Survey Respondent Profile

In response to a survey question asking how important the availability of Goderich Airport is to the region's economy and residents:

- 14% stated that the Airport is unimportant or not very important;
- 17% stated that the facility is moderately important; and
- 69% responded that the Airport is important or very important.

Respondents were also asked which services of Goderich Airport are important to the region's economy and residents. As shown in Figure 4.5, emergency and government services, such as operations by Ornge and the RCAF, were identified by close to 90% of respondents as being of importance. General aviation and aerial tourism were identified by approximately 80% of respondents as being important, and corporate aviation and flight training were selected by approximately 65% of respondents.



Figure 4.5 - Airport Services of Regional Importance

In a future-oriented question, respondents were asked what the vision should be for Goderich Airport. 13% of respondents identified the divestment of the Airport to a private entity for continued operation or redevelopment as their preference ("divestment"), while 10% answered that Goderich Airport should continue to be publicly owned and operated, with a focus on rehabilitating existing assets ("life cycle extension"). 74% of respondents identified "growth" as their preferred vision for the future, whereby Goderich Airport continues to be publicly owned and operated and projects related to the rehabilitation of existing assets and new projects for business development are pursued. The remaining 3% of respondents articulated other visions, or stances that aligned with the preceding three options.

Therefore, the community engagement survey supports the following conclusions:

- Most respondents reside in Huron County (92%);
- Most respondents (86%) identify Goderich Airport as being an important asset to varying degrees, while 14% view the facility as being unimportant;
- Emergency and government services are noted by the largest proportion of respondents as being a key feature of Goderich Airport, followed by aerial tourism and corporate aviation; and
- Continued public ownership and investments to stimulate growth was the vision articulated by most respondents (74%).

The value given to Goderich Airport by the community, insofar as it is represented by the online survey, is a positive element of the facility's broader positioning. This public's valuation of the Airport can be built upon in the future and may support further municipal investment in the facility.

4.6 Social Benefits

Goderich Airport supports numerous social benefits to the residents of Goderich, Huron County, and the broader region. While the social factors of Goderich Airport are not communicable in terms of a dollar value, their direct and intangible benefits must be considered in understanding the facility's fulsome role. The primary social benefits of Goderich Airport are summarized as follows, partially drawing on the description of the facility's main aircraft operations in Section 4.2:

- **Healthcare:** Goderich Airport is essential in the transportation of patients from the AMGH in Goderich to higher level care of facilities, such as Victoria Hospital in London. AMGH cannot support helicopter air ambulance operations at its campus, necessitating that patients be flown from Goderich Airport by Ornge's air ambulance helicopters. An average of 25 Ornge flights use Goderich Airport per year, 91% of which are patient transport missions. Numerous survey respondents also noted the intangible peace of mind they feel in knowing that Goderich is supported by reliable air ambulance services. 88% of respondents identified emergency and government services, of which Ornge air ambulance operations are one example, as being of value to the region's economy and residents.
- Search and Rescue: Goderich Airport is uniquely positioned to support SAR operations by the fixed-wing and helicopter assets of the RCAF, Canadian Coast Guard, and OPP. While the use of Goderich Airport varies according to the specifics of each mission and the area of jurisdiction of each agency, the facility is well-equipped to support both overland and water SAR missions. As noted previously, 88% of survey respondents identified emergency and government services as being a key benefit of Goderich Airport.



- **Community Events:** Goderich Airport has been used to host several community events in recent years, such as the 2008 and 2015 Goderich Air Shows, the annual Radio Control Model Air Show held by SkyHarbour RC Modelers, and various car shows. While not a formal event, community members are also understood to frequently visit Goderich Airport when the RCAF and / or Canadian Coast Guard are conducting training operations.
- Community Groups: Goderich Airport directly hosts two social organizations: Flight 45 Goderich of the Canadian Owners and Pilots Association (COPA) and Sky Harbour Modelers. Both organizations promote aviation in various ways, are a forum for interested residents, undertake small improvement projects at Goderich Airport, and host or contribute to events such as the SkyHarbour RC Flying Day. While 532 Maitland Royal Canadian Air Cadet Squadron does not regularly use Goderich Airport, the facility has been used in the past by the Squadron for cadet flying experiences and the unit's Annual Ceremonial Review.
- Aviation History: Consultations with various stakeholders suggest that the continued existence of Goderich Airport represents an intangible benefit insofar as it symbolizes the aviation history of Huron County. Specifically, respondents commonly identified the role of Goderich Airport in the British Commonwealth Air Training Plan during World War II and the personal connections to ancestors that trained at the facility as being a benefit worth highlighting.

4.7 Economic Benefits

In addition to the social benefits described in Section 4.6, Goderich Airport also contributes to the regional economy. The economic impacts of airports are commonly communicated through metrics such as employment positions, labour income, and Gross Domestic Product contributions. These metrics can be applied across three categories:

- 1. **Direct Impacts:** Wages, expenses, and economic contributions of on-airport businesses, tenants, and activities.
- 2. **Indirect Impacts:** The wages and expenses added to the region by users of Goderich Airport. For example, this may include visiting pilots patronizing local restaurants, accommodation providers, and businesses in Goderich and Huron County.
- 3. **Induced Impacts:** The direct and indirect salaries and expenditures on goods and services generate income for residents of Goderich and the region. The residents spend a part of this income, thereby providing income to additional persons. These recipients will in turn spend a portion of this added income. The induced impacts will continue in many successive iterations.

The economic impacts of Goderich Airport can be qualitatively summarized to include:

 Corporate Access: Goderich Airport is frequented by corporate and charter aircraft for moving senior staff and executives; transporting equipment, replacement parts, and cargo; and for supporting visits by customers and guests. Compass Minerals is one of the primary corporate users of Goderich Airport, connecting the corporation's major in-town presence with its headquarters in Kansas City. Retirement Life Communities also is a regular user of Goderich Airport for corporate travel. The availability of a properly equipped and reliably maintained airport enables easier access by major businesses with air service needs and is a competitive strength in attracting and maintaining major industries.



- **Tourism:** Goderich Airport supports aircraft visiting for recreational and tourism purposes, which can range from pilots visiting for several hours to go to a restaurant to operators staying for several days and patronizing local businesses and accommodation providers. Detailed data on visitor stays facilitated by Goderich Airport is not available; however, between 500 and 1,200 visiting aircraft have been estimated to make use of the facility annually. The sightseeing flights operated by Papple Aviation from Goderich Airport are also part of the region's tourist activity offerings, which are a differentiating attraction feature.
- **General Aviation:** The owners of the private general aviation aircraft based at Goderich Airport make use of a range of aviation service businesses, such as Aircraft Maintenance Engineers and Maintenance, Repair, and Overhaul businesses, to satisfy the ongoing requirements of aircraft ownership. Due to the absence of such facilities at Goderich Airport, the employment supported by local aircraft operators is generated across southern Ontario, such as at Centralia Airport and Stratford Airport.
- Flight Training: Goderich Airport is commonly used by institutes across southern Ontario for cross-country training, thereby supporting the business operations and employment of various Flight Training Units. However, as the Flight Training Units that use Goderich Airport are not based in Huron County, economic impacts from existing flight training operations are not directly experienced in the region.
- **Airport Employment:** One full-time equivalent Town of Goderich employee is responsible for the daily operation and maintenance of Goderich Airport (Section 8.4).

A quantitative economic impact multiplier analysis was not completed as part of the Strategic Plan owing to the lack of robust historical activity data and the absence of aviation-oriented businesses at the Airport, which are typically the foundational elements of airport economic impact studies. Findings from economic impact studies at three regional airports in Ontario are documented below:

- 1. **Stratford Municipal Airport**'s economic impacts were estimated in 2015 to include \$3.3M in economic activity and 27 person years of employment.
- Tillsonburg Regional Airport supports eight on-site businesses, whose 2020 economic impacts were studied in February 2021. The total economic impacts of the airport were estimated at 30 full-time and part-time equivalent employment positions, labour earnings of \$960,000, and \$47,000 in municipal taxes.
- 3. Lake Simcoe Regional Airport's 2018 economic impacts were estimated at 100 direct employment positions, \$8M in labour earnings, and \$12M in Gross Domestic Product contributions. Including indirect and induced metrics, the total economic impact of the airport was estimated at 236 employment positions, \$16M in labour earnings, and \$26M in total Gross Domestic Product contributions.

While Goderich Airport's economic impacts can reasonably be concluded to be lower than those of Stratford, Tillsonburg, and Lake Simcoe because of a lack of on-site aviation businesses, the three case studies demonstrate the potential benefits of investing in Goderich Airport and attracting new businesses. The attraction of aviation-oriented businesses can offer significant economic benefits through the provision of full and part-time employment positions, with associated indirect and induced benefits that will ripple across Huron County. Stratford and Tillsonburg, specifically, are reasonable proxies for the economic impacts that may be realized through the growth of Goderich Airport.



4.8 Airport Vision Statement

A candidate Vision Statement has been prepared for Goderich Airport by the project team for consideration, which outlines the desired future to be pursued for the facility. The candidate Vision Statement is that:

Goderich Airport will become an aviation centre of excellence for Huron County, with a focus on meeting the social needs of the region; creating and facilitating opportunities for economic development; and safe, responsible, and sustainable management.

The key elements of the Vision Statement are explored as follows:

- Aviation Centre of Excellence: First and foremost, the priority for Goderich Airport will be on maximizing opportunities for aviation activities, as one of the limited number of airports in Huron County. Alternative uses may be considered only where they would not preclude or displace aviation activity.
- **Social Needs:** As described in Section 4.6, Goderich Airport supports numerous social benefits in the region, including air ambulance and SAR operations. As a municipal asset, the needs of the region's residents are of prime consideration.
- **Economic Development:** Goderich Airport currently plays a role in the regional (i.e., Huron County) economy which can be increased. The focus should be on creating opportunities for economic development at the Airport itself, as well as facilitating other opportunities elsewhere in the region for which the presence of the Airport is a strength.
- **Management:** The management of Goderich Airport should be underscored by responsibility, which includes dimensions such as safety and transparency, as well as financial sustainability. Financial sustainability does not necessarily mean that the facility breaks even or is profitable, but instead that the Airport's deficit is incrementally improved over time.

5 FINANCIAL REVIEW

The Town of Goderich's financial data for the Airport from 2015 to 2020 was provided to the project team as part of the development of the Strategic Plan. This information is analyzed in the following subsections to gain a detailed understanding of the fiscal history and overall financial position of Goderich Airport.

5.1 Operating Revenues

The Town of Goderich generates operating revenues at Goderich Airport through five primary sources:

- 1. The sale of avgas and jet fuel (Section 4.4.2);
- 2. Aircraft landing, parking, and access fees;
- 3. Agricultural cropping agreements;
- 4. Renting space in Town-owned hangars; and
- 5. Several miscellaneous revenue categories, including snow removal services, lease revenues from the Environment and Climate Change Canada meteorological station, the sale aviation oil, and property tax recoveries.

The trends in each of these revenue categories from 2015 to 2020 are shown in Figure 5.1. Operating revenues have ranged between \$118,000 (2016) and \$171,000 (2017), with an annual average of \$150,000 across the dataset. Despite annual fluctuations, the overall trend in operating revenues is modestly positive. As shown in Figure 5.1:

- Aircraft fuel sales are the largest source of operating revenues at Goderich Airport, although this is partially offset by the expenditures related to the procurement, storage and handling, and sale of the fuel;
- Hangar rental revenues have remained largely constant from 2015 to 2020, and represent a stable source of annual revenue;
- Revenues from the Town's agricultural cropping agreement have increased significantly from 2016 to 2020 and represented the second largest category of revenue in 2020; and
- Revenue from aeronautical fees and other sources is minimal across the dataset.

Separate from the operating revenues described above, the Town also recorded a one-time revenue of approximately \$7,900 in 2018 from the disposal of select assets. A one-time transfer of \$20,000 from the Airport Reserve Fund (Section 5.3) was also recorded in 2019 to offset terminal building upgrade costs. Neither of the one-time revenue sources are included in Figure 5.1.





Figure 5.1 - Operating Revenues (2015-2020)

5.2 Operating Expenses

5.2.1 Operating Expenses

The Town of Goderich is responsible for the expenses incurred in the regular operation and maintenance of the Airport, which are broken into eight categories:

- 1. Salaries and benefits paid to Town Staff;
- 2. Repairs and maintenance to the airfield, buildings, vehicles, equipment, and grounds;
- 3. Utilities, including hydro, gas, oil, telephone, and internet services;
- 4. Aviation fuel costs;
- 5. Mobile equipment costs;
- 6. Insurance;
- 7. Property taxes paid to the Township of Ashfield-Colborne-Wawanosh; and
- 8. Miscellaneous expenses, such as office supplies, advertising, small tools, staff clothing, conferences and training, legal fees, and association memberships.



Operating expenses have generally decreased year-over-year from a maximum of \$322,000 in 2015 to \$212,000 in 2020, as shown in Figure 5.2. Key factors include:

- Salaries and benefits, which decreased from approximately \$155,000 in 2015 and 2016 to \$82,000 in 2020. This is primarily the result of the elimination of the Airport Manager position in 2017;
- Aviation fuel costs fluctuate on an annual basis based on the volumes sold and the prices set by the supplier. Generally, fuel costs have decreased in line with reduced demand;
- Repair and maintenance costs increased in 2019 and 2020 because of above-average upkeep costs associated with the airfield and buildings; and
- Mobile equipment costs have decreased from between \$15,000 and \$18,000 annually in 2015 to 2018 to approximately \$5,000 in 2019 and 2020. This is primarily the result of reduced fuel costs in 2019 and 2020 and a significant decrease in costs associated with leased mobile equipment.



Figure 5.2 - Operating Expenses (2015-2020)

5.2.2 Amortization

The Town of Goderich records amortization for the airfield assets, buildings, and mobile equipment. While this is identified internally by the Town as an operating expense, it is separated from the tangible expenses described above. Historical amortization from 2015 to 2019 is shown in Table 5.1. Data for 2020 was outstanding at the time of this report's preparation.

Table 5.1 - Amortization (2015-2020)

2015	2016	2017	2018	2019	2020
\$ 72,710.98	\$44,584.23	\$45,077.40	\$47,007.86	\$67,869.21	Outstanding



5.2.3 Loan Principal Repayment

Expenses were also incurred from 2015 to 2017 in repaying the principle of a loan in relation to the Airport Reserve Fund (Section 5.3); these expenses are noted separately from the operating expenses described above in Table 5.2.

Γable 52 - Δir	nort Reserve Fun	d I oan Princinal	Renavment	(2015-2020)
able 5.2 - All	port Reserve Full	u Luan Finicipai	пераушени	(2013-2020)

2015	2016	2017	2018	2019	2020
\$12,500.00	\$12,500.00	\$9,444.00	-	-	-

5.3 Capital Expenses

The Town of Goderich maintains an Airport Reserve Fund which is used to support capital projects. The intent of the Airport Reserve Fund is to ensure that sufficient financial resources exist for onetime capital projects, which better reflects the full costs of maintaining Goderich Airport beyond its operating expenses alone. Contributions to the Airport Reserve Fund are made on an annual basis. From 2015 to 2020, a cumulative total of \$325,000 has been contributed to the Airport Reserve Fund, with an average annual contribution of \$54,000.

The balance of the Airport Reserve Fund as of June 2021 is approximately \$617,000. Between 2015 and 2020, the Airport Reserve Fund was used to fund \$247,000 of projects in 2018, including a new snowblower, airfield crack sealing, costs associated with a new fuel system; and \$232,000 of projects in 2019, including crack sealing and fuel system improvement costs. During the preparation of this Plan, \$56,000 was also allocated for a variety of interim priority projects, including terminal improvements, a new Airport website, landscaping, and fencing repairs.

5.4 Financial Position

The financial position of Goderich Airport is expressed through two metrics:

- 1. **Operating Deficit:** Accounts for the revenues and expenses associated with the daily operation of the facility. Capital costs (i.e., annual contributions to the Airport Reserve Fund) are excluded.
- 2. **Net Deficit:** The sum of the operating deficit and the annual contributions to the Airport Reserve Fund to finance future capital projects. This value represents the annual level of municipal subsidization required.

Goderich Airport's financial position is shown in Table 5.3 and Figure 5.3. The facility's operating deficit has decreased from a maximum of \$172,000 in 2015 to \$76,000 in 2020. Accounting for contributions to the Airport Reserve Fund, the net deficit of Goderich Airport has decreased from a maximum of \$235,000 in 2015 to \$124,000 in 2020.

The net deficit of Goderich Airport in 2019 (\$76,000) represented approximately 0.9% of the \$8,280,000 in the Town's general and supplementary levies generated through residential, commercial, and industrial property taxes in that year. The 2020 actual net deficit (\$124,000) represented approximately 1.5% of the Town's budgeted 2020 general and supplementary residential, commercial, and industrial levies (\$8,525,000).



	2015	2016	2017	2018	2019	2020
Operating Revenues	149,687.43	117,516.48	171,404.96	157,797.46	186,033.29	136,384.41
Operating Expenses	321,833.72	292,468.50	299,845.54	247,773.90	254,027.21	212,354.16
Operating Surplus/Deficit	- 172,146.29	- 174,952.02	- 128,440.58	- 89,976.44	- 67,993.92	- 75,969.75
Airport Reserve Fund Contributions*	62,500.00	87,500.00	52,944.00	100,000.00	8,400.00	48,400.00
Net Deficit	- 234,646.29	- 262,452.02	- 181,384.58	- 189,976.44	- 76,393.92	- 124,369.75
Amortization	72,710.98	44,584.23	45,077.40	47,007.86	67,869.21	-
* Includes principal repayment of Airport Reserve Fund Ioan in 2015, 2016, and 2017						

Table 5.3 - Airport Financial Position (2015-2020)



Figure 5.3 - Airport Financial Position (2015-2020)

5.5 Key Findings

The review of Goderich Airport's financial performance from 2015 to 2020 supports six primary conclusions:

- 1. The operating and net deficits of Goderich Airport have declined from 2015 to 2020 and the actual net deficit in 2020 represents 1.5% of budgeted Town-wide general and supplementary levies. This decrease in deficit values is largely driven by reductions in operating costs from staffing.
- 2. A modest positive trend is exhibited in operating revenues, driven primarily by the Town's agricultural cropping agreement. Revenue from hangar rentals and aeronautical fees is steady, while fuel sales revenues have fluctuated year-over-year.
- 3. Operating expenses have decreased throughout the reviewed period, primarily because of staffing and mobile equipment cost reductions, with the former being the result of the elimination of the Airport Manager position.
- 4. The Town has proactively established an Airport Reserve Fund which is contributed to on an annual basis to support future capital projects. This is a prudent financial management strategy and should be continued in the future. However, the Airport Reserve Fund alone is insufficient to fund all capital projects recommended in the Strategic Plan.
- 5. While Goderich Airport incurs an annual deficit that is supported by municipal subsidization, this is the predominant situation at the seven comparator airports reviewed in Section 3.4, and at similar municipally owned and operated airports across Canada. Generally, the prevailing mindset used among municipalities to rationalize deficits is that airports are municipal services, and their costs are justified to realize regional economic and social benefits.
- 6. While a focus of the Strategic Plan is on increasing operating revenues to decrease the Airport's deficit, achieving a cost neutral operation is uncommon at comparable airports and may not be a feasible goal. Furthermore, numerous infrastructure rehabilitation and growth projects have significant upfront and lifecycle capital expenses. While the Town of Goderich has been able to bear the deficit of Goderich Airport historically, numerous recommendations made in this Strategic Plan have operating and capital cost implications that may approach or exceed the municipality's fiscal capacity. Accordingly, establishing a funding model that integrates other parties is imperative, as described in Section 8.

6 INFRASTRUCTURE REVIEW

The infrastructure review considers the condition of Goderich Airport's existing capital assets and services, including the airside system, support services, buildings, and groundside system. The site plan of Goderich Airport is shown in Figure 6.1. The condition of privately owned buildings transcends the scope of the Strategic Plan and such structures have not been assessed. The infrastructure review was supported by a site visit completed by the project team in April 2021. Consolidated recommendations from the Infrastructure Review are presented in the Recommended 20-Year Capital Plan.

As will be described in Section 7, Goderich Airport is operated as a registered aerodrome as opposed to a Transport Canada certified airport and is not anticipated to require certification within the 20-year Strategic Plan horizon. As a registered aerodrome, Transport Canada establishes basic requirements with respect to the design of airport infrastructure in Section 301 of the Canadian Aviation Regulations. TP312 – Aerodrome Standards and Recommended Practices outlines Transport Canada's requirements for certified airport infrastructure. TP312's requirements have been developed through extensive research by Transport Canada and represent the agency's most current standards for safe airport infrastructure. The opportunity should be taken for infrastructure rehabilitation and expansion projects to be designed in compliance with the current edition of TP312, unless a clearly defined case is made for deviating from the most recent edition.

The evaluation of airside infrastructure against the standards of TP312 5th Edition considers two primary metrics:

- 1. **Aircraft Group Number (AGN):** This metric is a method for interrelating the numerous technical specifications concerning the aerodrome and the characteristics of the design aircraft for the runway and taxiway system. For example, the AGN defined for a new taxiway would inform the cleared safety area around the taxiway.
- 2. **Outer Main Gear Wheel Span (OMGWS):** The distance between the outside edges of the main aircraft landing gear wheels. OMGWS typically influences the width of airfield pavements a taxiway or runway of a certain width would have a corresponding maximum aircraft OMGWS.

The selection of an AGN and OMGWS for each airside asset considers a design aircraft – i.e., the aircraft that will typically represent the most critical user of each asset. A taxiway or runway designed around a certain AGN or OMGWS does not preclude operations by an aircraft with a higher AGN or wider OMGWS. Transport Canada's Advisory Circular No. 602-005 notes that larger aircraft operations may occur, and the aerodrome operator should be contacted prior to the flight to ascertain the ability to conduct safe operations. Ultimately, it is the pilot's responsibility to decide whether landing or departing is safe; per CAR 602.96 (2):

Before... operating an aircraft at an aerodrome, the pilot-in-command of the aircraft shall be satisfied that (b) the aerodrome is suitable for the intended operation.







GODERICH AIRPORT STRATEGIC PLAN

FIGURE 6.1: AIRPORT SITE PLAN

AUGUST 2021



IN PARTNERSHIP WITH:









6.1 Airside System

The airside system is a series of infrastructure assets that support the movement and servicing of aircraft, including runways, taxiways, aprons, and visual navigation aids and lighting.

6.1.1 Runways

Aircraft operations at Goderich Airport are supported by the facility's three runways: Runway 14-32, Runway 10-28, and Runway 05-23. The primary specifications of each runway are provided in Table 6.1.

	Runway 14-32	Runway 10-28	Runway 05-23		
Length	5,034 ft. (1,534 m)	3,002 ft. (915 m)	1,871 ft. (570 m)		
Width	100 ft. (30 m)	50 ft. (15 m)	80 ft. (24 m)		
Surface	Asphalt	Asphalt	Turf		
Pavement Load Rating ⁴	6.0	6.0	Not Rated		
Aircraft Group Number	IIIA, Non-Precision	II, Non-Instrument	I, Non-Instrument		
Outer Main Gear Wheel Span	9.0 m	N/A*	6.0 m		
Condition (2021)	Poor to Fair	Poor	Good		
* Per TP312 5 th Edition, the minimum runway width specified is 18 m for aircraft with an Outer Main Gear Wheel Span of 4.5 m.					

Table 6.1 - Runway	Specifications
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Runway 14-32

Runway 14-32 is the primary runway and was constructed in 1990. The length of Runway 14-32 is generally sufficient to accommodate typical types of general aviation, corporate, commercial, and governmental aircraft that regularly utilize the facility, up to an AGN IIIA level. Runway 14-32 has a documented Pavement Load Rating (PLR) of 6.0. This pavement strength rating is sufficient to support a wide range of general aviation, corporate, and small commercial aircraft, such as the:

- Cessna Citation 560 3.3 ALR;
- De Havilland Canada Dash 8-100 4.7 Max ALR;
- Beechcraft 1900 2.9 ALR;
- Beechcraft King Air 200 2.7 ALR;
- Cessna 208 1.0 ALR; and
- Piper Warrior 1.0 ALR.

⁴ Pavement Load Rating is based on the Goderich Airport Operations Manual (2014).

An airfield condition survey was completed in 2008 that concluded that Runway 14-32 was in fair to good condition, with extensive longitudinal cracking. This type of pavement distress is typical with an aging pavement and is not considered to be a major structural defect. Figure 6.2 illustrates how a typical airfield pavement deteriorates over time and the relative cost of rehabilitation throughout its life cycle. Ideally, pavements are rehabilitated as soon as they begin to display evidence of distress. Maintaining and repairing pavements that are in fair to good condition allows for a cost-effective rehabilitation strategy, such as a simple milling and paving operation to renew the pavement structure. The cost of this type of rehabilitation is considerably less than the cost of rebuilding the entire pavement structure, which is often required once serious degradation or structural failure has occurred.



Figure 6.2 - Typical Airfield Pavement Condition Life Cycle (FAA)

Based on HM Aero's April 2021 assessment, transverse and longitudinal discrete cracking was observed throughout Runway 14-32. There are many common causes of discrete cracking, such as the:

- Contraction of the pavement structure;
- Opening of joints between paving lanes;
- Subgrade settlement, frost heaving, or other moisture related volume changes; and
- Asphalt shrinkage or a decrease in volume over time.

Runway 14-32 is deemed to be in poor to fair condition with an estimated remaining service life of 5 to 7 years before rehabilitation is required. To determine the most appropriate rehabilitation strategy, a detailed geotechnical investigation should be completed. Most of the cracks that were identified by the project team were sealed in 2017, which is the primary treatment technique for this type of surface defect. However, there were numerous unsealed cracks identified on the pavement surface during the visual inspection. The estimated remaining service life assumes that preventative crack sealing efforts are carried out in the 2022 construction season and annually thereafter, as necessary. Unsealed cracks will allow for moisture penetration into the base / subbase layers of the pavement structure and will reduce the remaining service life of the runway.





Runway 14-32

Runway 10-28

Runway 10-28 was constructed in 1965, repaved in 1995, and served as the primary runway until the development of Runway 14-32 in 1990. The length and width of Runway 10-28 is suitable for operations by smaller AGN I and II aircraft, such as the Cessna 172, Piper PA-28, and Beechcraft King Air. The 15 m width of the runway is noted to be less than the 18 m minimum stipulated in TP312 for aircraft with an OMGWS of up to 4.5 m – however, this has not been identified as a significant limitation for typical general aviation operations.

Runway 10-28 was observed to be in poor condition during the visual inspection in April 2021, with an estimated remaining service life of between 3 and 5 years before full rehabilitation will be required. Runway 10-28 should continue to be inspected routinely for the presence of Foreign Object Debris, and localized repairs should be made on an as-needed basis.



Runway 10-28

Runway 05-23

Runway 05-23 is a turf runway that is used by smaller general aviation aircraft. Runway 05-23 is not maintained in the winter given the difficulties of removing snow from its turf surface and the issues posed by the compaction of snow and ice. During HM Aero's April 2021 site visit, Runway 05-23 was observed to be well maintained and in good condition. Town Staff report that Runway 05-23 is well-drained and generally poses minimal maintenance concerns.





Runway 05-23

Runway Availability

The dominant wind conditions at Goderich Airport are from the northwest (320°) with a secondary maximum from the southwest (210°). Using data from 2001 to 2020, a windrose analysis was completed for Goderich Airport, as shown in Table 6.2. Together, Goderich Airport's three runways provide 100% availability for aircraft with a maximum demonstrated crosswind of 15 kts, which is typical of a wide range of general aviation aircraft (e.g., Cessna 172, Piper PA-28). This availability exceeds Transport Canada's recommended level of 95%. The three-runway configuration of Goderich Airport is a significant strength in maximizing usability for aircraft operations, and is a unique asset compared to other airports in the region.

Consideration was also given by the project team as to whether Runway 10-28 or Runway 05-23 could be decommissioned to save on lifecycle capital rehabilitation costs. For operations solely on Runway 14-32, annual availability for aircraft with a 15-knot crosswind limit based on 24-hour mean wind conditions is 96%, ranging from a low in December of 92% to a maximum of nearly 100% in July and August. By integrating gust factors in these calculations, availability for aircraft with a 15-knot crosswind limit decreases to 92% annually, with a low of 83% in December.

In a scenario where both Runway 14-32 and Runway 10-28 are maintained, availability on an annual basis increases to 98%, with a minimum availability of approximately 97% from November to January. Accounting for gusting wind conditions, availability in this scenario decreases to 95% annually, with a minimum of between 91% and 94% from November to February. As Runway 05-23 is not maintained in the winter, this is indicative of actual Airport availability during that period.

In the final scenario, Runway 14-32 and Runway 05-23 are maintained. On an annual basis, availability in this configuration averages 100% and is consistent throughout the year. This is consistent with the prevailing winds from the northwest and southwest described previously, the latter component of which favours Runway 05-23 and explains the marginal increase in availability versus Runway 10-28. Accounting for gust conditions, annual availability is 97%.



The runway availability analysis therefore supports the following conclusions:

- The current availability of Goderich Airport as a function of its three-runway configuration is a significant strength of the facility;
- As Runway 05-23 is not winter maintained, decommissioning Runway 10-28 would result in insufficient availability in the winter months. Further, Runway 10-28 currently functions as an important taxi route for larger aircraft that are unable to use Taxiway A; and
- Runway 05-23 is well-aligned with the secondary prevailing winds of Goderich Airport, and
 offers improved availability for light general aviation aircraft that can make use of its turf
 surface. Given the lower capital and operating costs of maintaining this facility, its continued
 availability is recommended unless an alternative land use proposal is made that would offer
 significant economic and financial benefits to the facility.

Table 6.2 - Annual Airport Availability, 15 Knot Crosswind Limit (2001-2020)

	Without G	ust Factor	With Gust Factor	
Runway Configuration	24-Hour	Daytime (0600- 1800 LST)	24-Hour	Daytime (0600- 1800 LST)
All Runways	100.0%	100.0%	99.0%	98.9%
Runway 14-32	96.2%	96.1%	91.9%	91.5%
Runway 14-32 and Runway 10-28	98.4%	98.3%	95.1%	94.7%
Runway 14-32 and Runway 05-23	99.8%	99.8%	96.9%	97.0%

Table 6.3 - Recommended Runway Capital Projects

Recommendation	Implementation Year	Cost Estimate
Annual Crack Sealing and Repair Program	2022 – Ongoing	\$8,000 to \$15,000 per year*
Runway 10-28 Rehabilitation	2025	\$1,883,000
Runway 14-32 Rehabilitation	2026	\$5,373,000

* Variable annual costs are modelled in the

Recommended 20-Year Capital Plan to reflect decreased costs following the rehabilitation of each surface, and cost increases in subsequent years. The cost estimate includes all runways, taxiways, and aprons.



6.1.2 Taxiways

The taxiway system facilitates the movement of aircraft and vehicles between the aprons and the runways. The specifications and reported condition of Goderich Airport's taxiways are provided in Table 6.4.

	Taxiway A	Taxiway B	Taxiway C (Private)		
Width	Apron I to Runway 10-28: 15 m (50 ft.) Runway 10-28 to Runway 14-32: 10.5 m (35 ft.)	6.0 m (19.5 ft.) *	6.0 m (19.5 ft.) *		
Outer Main Gear Wheel Span	Apron I to Runway 10-28: 9.0 m Runway 10-28 to Runway 14-32: 6.0 m	N/A**	N/A**		
Surface Type	Asphalt	Asphalt	Asphalt		
Pavement Load Rating	6.0	Not Reported	Not Reported		
Condition (2021)	Fair to Poor	Poor	Poor		
* Taxiway width varies along its course.					

Table 6.4 - Taxiway Specifications

** Per TP312 – Aerodrome Standards and Recommended Practices (5th Edition), the minimum taxiway width specified is 7.5 m for aircraft with an Outer Main Gear Wheel Span of 4.5 m.

Taxiway A

Taxiway A connects Apron I to Runway 10-28 and Runway 14-32. The width of Taxiway A from Apron I to Runway 10-28 is adequate to support most aircraft that currently make use of Goderich Airport. However, large aircraft with wider Outer Main Gear Wheel Spans, such as the CC-130 Hercules, commonly taxi from the apron on Runway 10-28 to Runway 14-32 due to the reduced width of Taxiway A north of Runway 10-28. However, the availability of Runway 10-28 with a width of 15 m provides an adequate route for all aircraft that typically operate at the Airport.

The northern portion of Taxiway A, connecting Runway 10-28 to Runway 14-32, was constructed in 1990. The southern portion of Taxiway A that connects Apron I to Runway 10-28 was last paved in 1995. During the site visit, Taxiway A was observed to be in poor to fair condition with the predominant defects being low to medium severity transverse and longitudinal cracking. The estimated remaining service life of Taxiway A is between 10 and 12 years, assuming that annual crack sealing and repair efforts are continued. Localized settlement was also observed near the intersection of Runway 14-32 above a culvert that was damaged on both the inlet and outlet of the pipe. It is recommended that the taxiway surface continue to be monitored for the presence of Foreign Object Debris and localized pavement repairs be completed as required until the full rehabilitation can be completed.





Taxiway A

Taxiway B

Taxiway B connects the threshold of Runway 10 to the Town-owned hangar area. Based on visual inspection, Taxiway B has likely reached the end of its useful service life. Evidence of high severity block cracking along the edge of the pavement area was observed during the visual assessment. This type of cracking is often caused by long-term volume shrinkage of asphalt with age. It is recommended that the Airport routinely observe the surface for the presence of Foreign Object Debris and complete pavement removal and patching as required until a complete rehabilitation is completed. Traditional crack sealing is not a cost-effective maintenance option for this type of surface distress. Based on the foregoing, the reconstruction of Taxiway B is recommended in 2022.



Taxiway B

Taxiway C (Private)

Taxiway C is a privately developed facility that connects Apron I to a private hangar lot. Like Taxiway B, evidence of block cracking was observed, suggesting the pavement structure is nearing the end of its useful service life. Future rehabilitation costs will be borne by the hangar owner.





Taxiway C (Private)

Table 6.5 - Recommended Taxiway Capital Projects

Implementation Year	Cost Estimate
2022 – Ongoing	\$8,000 to \$15,000 per year*
2022	\$382,000
2031	\$781,000
	Implementation Year 2022 – Ongoing 2022 2031

* Variable annual costs are modelled in the

Recommended 20-Year Capital Plan to reflect decreased costs following the rehabilitation of each surface, and cost increases in subsequent years. The cost estimate includes all runways, taxiways, and aprons.

6.1.3 Aprons

Two aircraft parking aprons are provided at Goderich Airport, the specifications and reported conditions of which are provided in Table 6.6.

Table 6.6	- Apron	Specifications
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	Apron I	Apron II
Dimensions (Approximate)	89 m x 55 m (292 ft. x 181 ft.)	35 m x 45 m (115 ft. x 148 ft.)
Surface	Asphalt	Asphalt
Pavement Load Rating (PLR)	6.0	N/A
Lighting	Lights and Retroreflective Markers	No
Condition	Fair to Poor	Very Poor



Apron I

Apron I is the main aircraft parking area adjacent to the terminal building. Historical records indicate that Apron I was constructed in several stages as the Airport was developed over time. As a result, the condition of Apron I varies significantly over its area. The southern portion of Apron I, immediately west of the terminal building, was the original apron and appears to be in poor condition with delamination occurring in several areas. The estimated remaining service life of the southern portion of Apron I is between 3 and 5 years. The northern portion of Apron I is in moderately better condition, but evidence of loose material, vegetation growth, and Foreign Object Debris was identified. This portion of Apron I has an estimated remaining service life of 5 to 7 years. In the interim, prior to both rehabilitation projects, it is recommended that localized repairs be completed in areas where Foreign Object Debris is identified as an issue.



Apron I

Apron II

Apron II is located to the east of the thresholds of Runways 28 and 32. Apron II is used by general aviation aircraft accessing the two restaurants located to the north (Sky Ranch Grill and Flippin' Eggs). Apron II is exhibiting significant deterioration over the entire pavement surface. Vegetation growth through unsealed cracks was identified as being prevalent and several locations have excessive pavement cracking that will require localized repairs to limit the presence of Foreign Object Debris. The Recommended Airport Development Plan presents a future opportunity to decommission Apron II.

Table 6.7 - Recommended Apron Capital Projects

Recommendation	Implementation Year	Cost Estimate
Annual Crack Sealing and Repair Program	2022 – Ongoing	\$8,000 to \$15,000 per year*
Apron I Southern Portion Rehabilitation	2024	\$585,000
Apron I Northern Portion Rehabilitation	2027	\$767,000

* Variable annual costs are modelled in the

Recommended 20-Year Capital Plan to reflect decreased costs following the rehabilitation of each surface, and cost increases in subsequent years. The cost estimate includes all runways, taxiways, and aprons.





Apron II

6.1.4 Visual Navigation Aids and Lighting

Visual navigation aids at the Goderich Airport include three illuminated Wind Direction Indicators, airfield pavement paint markings, an aerodrome beacon, and illuminated airfield guidance signs.

Visual markers are provided when the extent of a runway is not clearly delineated from that of the surrounding ground. Reflective traffic cones currently delineate the limits of Runway 05-23; however, these cones were observed to be damaged or misplaced, and their visibility from the air could not be ascertained. The installation of TP312 compliant runway edge and threshold markers is recommended for Runway 05-23 in 2022.

Edge lighting is not currently provided to support nighttime aircraft movements on Taxiway B, despite such operations currently occurring. It is recommended that retroreflective edge markers be installed along the perimeter of Taxiway B in 2022 to improve safety for nighttime aircraft movements.

Goderich Airport supports nighttime aircraft operations with the following airfield lighting infrastructure:

- Low intensity threshold and edge lights on Runways 14-32 and 10-28;
- Abbreviated Precision Approach Path Indicators (APAPIs) on Runways 14-32 and 10-28;
- Edge lights on Taxiway A and Apron I; and
- Aircraft Radio Control of Aerodrome Lighting (ARCAL) Type J system.

The airfield lighting system was installed in the 1980s and as a result, sourcing replacement components (e.g., bulbs, fixtures) is reportedly very difficult. The replacement of the airfield lighting system and associated electrical infrastructure is recommended in the short-term planning horizon, as the entire system is expected to degrade further and is at risk of failure. To decrease initial and lifecycle capital and operational costs, and recognizing that two nighttime runways may represent a level of service greater than required for the anticipated volumes of traffic, it is recommended that the lighting rehabilitation project only include Runway 14-32 (the primary runway), Taxiway A, and Apron I. The current Runway 10-28 lighting system would be removed from future use.



As described in Section 6.1.1, the annual availability of Runway 14-32 for general aviation aircraft with a 15-knot crosswind limit is 96%, which decreases to 92% accounting for gust conditions. Annual availability reaches a low of 92% to 93% in the winter months (November – January) or approximately 83% accounting for gust conditions. However, aircraft operations during the periods of lower availability in the winter months are also influenced by generally poorer weather (i.e., Instrument Meteorological Conditions) and the lack of overnight winter maintenance. Further, the availability calculations address small general aviation aircraft and not aircraft with higher crosswind limits, such as the Pilatus PC-12 and Beechcraft King Air. Accordingly, the removal of Runway 10-28's lighting system represents a defensible asset management decision. Nighttime taxiing by aircraft on Runway 10-28 could be facilitated by retroreflective edge markers, and it is assumed that the future Taxiway C as described in the Recommended Airport Development Plan would be illuminated.



Wind Direction Indicator and Runway Threshold End Lights

Table 6.8 - Recommended	Visual Navigation	Aid Capital Projects
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Recommendation	Implementation Year	Cost Estimate
Taxiway B Edge Markers	2022	\$1,000
Runway 05-23 Edge Markers	2022	\$5,000
Airfield Lighting and Electrical System Rehabilitation	2024	\$353,000



6.2 Airport Support Services

Aircraft and Airport operations are facilitated by support services that include: an aviation fuel facility, Instrument Flight Procedures, weather observation services, maintenance equipment, emergency response services, and Canada Border Services Agency screening.

6.2.1 Aircraft Fuel

100 Low Lead (avgas) and Jet A-1 fuel is available for purchase at Goderich Airport. Jet fuel is stored in two 20,000 L above-ground tanks and avgas is stored in a single 4,500 L above-ground tank. Fuel is dispensed from two cabinet systems on Apron I and is available 24-hours per day, with payment via a cardlock system located inside the terminal building. The fueling system was installed in 2017 and was observed and reported to be in very good condition, with no known deficiencies. The replacement of the aviation fuel system is not anticipated within the 20-year horizon of the Strategic Plan.



Jet fuel tanks (left) and avgas tank (right)

6.2.2 Instrument Flight Procedures

Instrument Flight Procedures enable aircraft to arrive at and depart from the Airport during Instrument Meteorological Conditions, while operating without visual reference to the ground during most of the flight. Aircraft arriving at Goderich Airport are supported by Instrument Approach Procedures (IAPs) for Runway 14 and Runway 32. Goderich Airport's IAPs are Global Navigation Satellite System (GNSS) procedures, which are GPS-based and do not require ground-based infrastructure to support their operation. The Runway 14 IAP has a Minimum Decision Altitude of 513 ft. Above Ground Level and a Minimum Visibility of 1 ½ miles. The Runway 32 IAP has a Minimum Decision Altitude of 551 ft. Above Ground Level and a Minimum Visibility of 1 ¾ miles.

Pilots utilizing Instrument Approach Procedures require a current altimeter setting to calibrate their instruments before commencing the approach. Section 602.127 (2) of the Canadian Aviation Regulations states that:

"No pilot-in-command of an IFR aircraft shall commence an instrument approach procedure unless the aircraft altimeter is set to an altimeter setting that is usable at the aerodrome..."


During staffed hours (i.e., Monday – Friday during business hours), the local altimeter setting can be provided to arriving aircraft by the Airport Maintainer. However, the Airport Maintainer is not always in the terminal building or monitoring the Aerodrome Traffic Frequency, and this service is unavailable on evenings and weekends. Accordingly, Goderich Airport's IAPs include a provision for using Sarnia's altimeter setting which is available on a 24-hour basis through its Automated Weather Observation System. When Sarnia's altimeter setting is used, a 140 ft. penalty is added to the Minimum Decision Altitudes described above – for example, the Runway 14 Minimum Decision Altitude would increase from 513 ft. Above Ground Level to 653 ft. Above Ground Level. A recommendation with respect to this deficiency is include in Section 6.2.3.

The two IAPs currently available at Goderich Airport have LNAV (Lateral Navigation) minimums – however, Localizer Performance with Vertical Guidance (LPV) approaches would offer improved Minimum Decision Altitudes and Minimum Visibilities, thereby increasing the availability of Goderich Airport in Instrument Meteorological Conditions. It is recommended that an LPV IAP feasibility study be completed in the medium-term planning horizon to assess whether such procedures could be implemented at Goderich Airport, and the costs of doing so. Further projects may be identified as recommendations of the LPV IAP feasibility study, such as obstacle removals and retaining an External Design Organization.

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Recommendation	Implementation Year	Cost Estimate
LPV Instrument Approach Procedure Feasibility Study	2028	\$46,000

6.2.3 Weather Observation Services

Weather observation and reporting for aircraft operators is not currently available at Goderich Airport. An Environment and Climate Change Canada (ECCC) meteorological observation site is situated in the infield, to the west of Taxiway A. The meteorological equipment is owned and operated by ECCC and does not provide weather reporting services for pilots. The availability of weather monitoring and reporting equipment is a significant advantage for pilots when making flight planning decisions – factors such as the ceiling, visibility, wind conditions, and other factors are considered by pilots when deciding whether they can operate at Goderich Airport, and whether their flight will be operated under Visual Flight Rules or Instrument Flight Rules. As noted previously in Section 6.2.2, the unavailability of reliable on-site altimeter setting observations negatively impacts the usability of Goderich Airport's existing IAPs and will limit the improvements in availability that could be gained through developing LPV IAPs in the future.

A Limited Weather Information System (LWIS) provides real-time weather information that is disseminated to pilots via online sources and / or radio. These units offer more basic weather observations compared to more comprehensively equipped Automated Weather Observation Systems (AWOS), and report wind conditions, the local altimeter setting, temperature, and dew point. The availability of 24-hour weather observation services through an LWIS would improve the usability of Goderich Airport's IAPs through the provision of the local altimeter setting. While an AWOS would offer a more comprehensive range of reporting systems that would be beneficial for flight planning purposes, such units have higher installation and maintenance costs that may not be feasible in the short or medium-term planning horizons. Accordingly, the installation of an LWIS is recommended in the short-term planning horizon, that could later be upgraded to a full AWOS if the need is identified in the future.





Table 6.10 - Recommended Weather Observation Capital Projects

ECCC Meteorological Observation Site

6.2.4 Airport Maintenance Equipment

Airport maintenance activities are performed by municipal staff, supported by a dedicated fleet of mobile equipment that includes:

- Pickup Truck (Airport Maintainer);
- Kubota M9000 Tractor;

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- John Deere Wheel Loader;
- Pull Mower Deck Attachment;
 - Brush Mower Attachment;

- Snowplow and Snowblower Attachments;
- Spreader Attachment; and
- Hydraulic Loader Fork.

To ensure that these assets can continue to be used for the maintenance of Goderich Airport, it is recommended that each be replaced at the end of its useful service life per the Town's Municipal Asset Management Plan. While the fleet of equipment was not identified as a deficiency by Town Staff based on the level of service currently provided, increases in levels of service at the Airport may necessitate the procurement of new equipment to fulfill roles not currently provided – for example, a plow truck or a runway de-icer. In addition, a new pickup truck for the recommended Airport Manager position will also have to be procured (Section 8.5.2).



Recommendation	Implementation Year	Cost Estimate
Replacement Pull Mower Deck Attachment	2022	\$4,000
Replacement Spreader Attachment	2022	\$7,000
Replacement Kubota Tractor	2023	\$36,000
Replacement Brush Mower Attachment	2023	\$10,000
New Pickup Truck (Airport Manager)	2023	\$57,000
Replacement Pickup Truck (Airport Maintainer)	2025	\$60,000
Replacement Snowplow Blade Attachment	2026	\$31,000
Replacement Wheel Loader	2026	\$188,000
Replacement Hydraulic Loader Fork	2026	\$7,000
Replacement Snowblower Head Attachment	2028	\$119,000

Table 6.11 - Recommended Mobile Equipment Capital Projects

6.2.5 Emergency Response Services

There are no on-site Emergency Response Services at Goderich Airport, and no permanently based Airport Rescue and Fire Fighting assets are required per the Canadian Aviation Regulations. In the event of an accident or incident, Emergency Response Services are provided by the volunteer Goderich Fire Department. Firefighting vehicles and emergency response equipment are based at the Goderich Fire Hall, at a driving distance of 5.6 kilometers or 7 minutes to the Airport. The existing Emergency Response Services in place at Goderich Airport are typical of similarly sized airports across Canada.

In the future, certain Airport users may request a higher level of Emergency Response Services than that currently provided – for example, a high-volume Flight Training Unit. As these specific needs will be identified through future agreements, it is recommended that potential improvements be addressed on a user-driven basis.

6.2.6 Canada Border Services Agency

The Canada Border Services Agency (CBSA) is the federal law enforcement agency responsible for border control. Goderich Airport is designated as a CBSA Airport of Entry / 15 (AOE/15) facility. AOE/15 facilities can be used for arriving unscheduled private and corporate flights with a maximum of 15 crew and passengers. Aircraft arriving from an international point of origin can land at an Airport of Entry and receive their clearance by the CBSA, either in-person or remotely. An office in the terminal building is reserved for use by the CBSA for in-person screening according to the operational requirements of the Agency.

Due to the COVID-19 pandemic, CBSA services at Goderich Airport and other airports across Canada were suspended in May 2020. A timeline for the resumption of CBSA services at Goderich Airport was not released as of August 2021. Goderich Airport's AOE/15 designation is a significant asset that was routinely used, prior to the COVID-19 pandemic, by aircraft arriving from the United States. Compass Minerals is one example of a corporate user that benefits from Goderich Airport's AOE/15 designation, with its flights arriving directly from the United States as opposed to making an interim stop at another Airport of Entry (e.g., London International Airport).

The CBSA's infrastructure requirements to maintain Goderich Airport as an AOE/15, at the time of this Plan's preparation, are minimal. It is recommended that the Town maintains an open dialogue with the CBSA to ensure that Goderich Airport can continue to support arriving international flights.



6.3 Airport Buildings

Four categories of municipally owned buildings are located at Goderich Airport: the terminal building, maintenance garage and storage shed, rental aircraft hangars, and clubhouse.

6.3.1 Terminal Building

The terminal building is a single-storey brick clad building with a fully finished and furnished basement. The main floor is delineated into a waiting / common area, CBSA office (Section 6.2.6), administration office, pilot rest area, kitchen, and washrooms. The basement is comprised of a vacant classroom, vacant theatre, as well as supply closets, functional rooms, and the airfield Field Electric Centre.

The terminal building was built in 1983 and is reported to be in good condition, except for improvements that are required to the roof and the HVAC system – items that are noted as overdue for replacement in the municipal asset management plan. The terminal building is to undergo a series of interior and exterior aesthetic improvements in the summer of 2021 which will improve the overall look and feel of the facility. As the role of the terminal building is not anticipated to change within the 20-year horizon of the Strategic Plan, the current configuration and size of the terminal is expected to be adequate for the foreseeable future.

Table 6.12 - Recommended Terminal Building Capital Projects

Recommendation	Implementation Year	Cost Estimate
Terminal Building HVAC System Replacement	2023	\$10,000
Terminal Building Roof Replacement	2023	\$18,000



Terminal Building

6.3.2 Maintenance Garage and Storage Shed

The maintenance garage is located south of Apron I and is used to store and maintain the Airport equipment fleet. The maintenance garage was built in 1984 as a single-storey concrete and wood framed structure, with three vehicle bays accessed by overhead doors. In 2003, the Town installed an oil and wood burning furnace. The building was observed and reported to be in good condition. Within the horizons of the Strategic Plan, recommended projects are to include the replacement of the building's overhead doors, the installation of a new roof, and replacement of the existing furnace per the municipal asset management plan.

As noted in Section 6.2.4, the acquisition of additional pieces of mobile equipment beyond the current fleet is not anticipated based on the information available at the time of this report's preparation. However, the acquisition of new fleet types and / or larger vehicles may necessitate modifications or additions to the maintenance garage at an indeterminate time in the future.

A single-storey metal clad storage shed is located within the core area of the Airport, to the east of the t-hangars. The shed is currently used by the Town for the storage of various non-Airport items (e.g., holiday decorations, mobile equipment). The storage shed is in poor condition; is not currently used for Airport purposes; and occupies land in the core area of the facility that could be used for higher and better aviation uses, such as an aircraft hangar. Accordingly, it is recommended that the contents of the storage shed of value be relocated to other Town facilities, and that the facility be demolished in the short-term planning horizon.



Maintenance Garage (top) and Storage Shed (bottom)

Recommendation	Implementation Year	Cost Estimate
Maintenance Garage Overhead Doors Replacement	2022	\$20,000
Maintenance Garage Roof Replacement	2022	\$67,000
Storage Shed Demolition and Site Clearing	2023	\$20,000
Maintenance Garage Furnace Replacement	2026	\$6,000

Table 6.13 - Recommended Maintenance and Storage Buildings Capital Projects

6.3.3 General Aviation Rental Hangars

Three general aviation t-hangar buildings are accessed via Taxiway B to the west of Apron I with a total of 17 individual hangar bays. The buildings are of a wood-framed construction, and individual bays have dirt or cement floors. Paved access is provided from Taxiway B to 10 hangar bays, with the balance accessed via an undefined turf taxiway. Three hangar bays are owned by private individuals which the Town may assume ownership of in 2028 as part of existing agreements with these owners, with the balance owned by the Town and rented on an annual basis. The buildings are in fair condition and no deficiencies were observed or reported.

6.3.4 Airport Clubhouse

A single-storey clubhouse is located adjacent to Apron I, which was formerly used as a restaurant and weather station. The clubhouse is owned by the Town and rented to the Canadian Owners and Pilots Association Flight 45 and Sky Harbour Modelers. The clubhouse includes a kitchen, washroom, and multi-purpose space, as well as a gazebo and barbeque to the west of the building. From consultations with Town Staff, the clubhouse is understood to be in good condition, except for the roof where replacement is recommended in the short-term planning horizon.

Table 6.14 - Recommended Clubhouse Capital Projects

Recommendation	Implementation Year	Cost Estimate
Clubhouse Roof Replacement	2023	\$6,000

6.4 Groundside System

6.4.1 Groundside Roadway and Parking

Goderich Airport is accessed via Airport Road, a two-lane paved road with a width of approximately 8 m. The road is maintained by the Township of Ashfield-Colborne-Wawanosh, and its future rehabilitation requirements are separate from the Goderich Airport Strategic Plan.

A paved vehicle parking lot is located adjacent to the terminal building with a capacity of approximately 30 vehicles. The parking lot is well graded and supported be a series of storm sewers. The pavement is in fair condition except for two minor potholes that have been repaired. The estimated useful service life of the terminal parking lot is 10 to 12 years, after which point rehabilitation will likely be required. In the interim, it is anticipated that pavement repairs will be completed on an as required basis. A paved parking area is also provided adjacent to the maintenance garage, as well as an internal roadway connecting the terminal parking lot with the maintenance garage and t-hangars. It is anticipated that these paved surfaces will require rehabilitation in coordination with the terminal parking lot rehabilitation.





Terminal Building Parking Lot

6.4.2 Wayfinding and Signage

Groundside signage is used as a part of wayfinding to ensure that visitors can navigate effectively to Goderich Airport, and locate their destination within the Airport. Groundside signage is also an important opportunity to exhibit the Airport's brand identity, as described further in Section 10.5.1. The existing Airport sign south of the terminal building parking lot is spartan in appearance and does not contribute to creating a positive first impression of Goderich Airport as a modern, future-oriented facility.

To assist in Airport wayfinding and the business development objectives identified in Section 10.5.1, the installation of two new freestanding gateway signs is recommended in the short-term planning horizon. These signs are recommended to be installed at the intersection of Airport Road and the Bluewater Highway, and at the entrance to the terminal building parking lot. These signs will assist in wayfinding and increase brand exposure to individuals travelling along both Airport Road and the Bluewater Highway.



Existing Airport signage (Google Streetview)



6.4.3 Airside Access Control

Section 301.08 of the Canadian Aviation Regulations requires aerodrome operators to limit unauthorized access to the movement areas of an aerodrome. Goderich Airport currently has a discontinuous network of airside access controls that include fencing and gates on both private and Airport property. The majority of the Airport's perimeter is unfenced and can be accessed from the Bluewater Highway, Airport Road, and Lake Avenue. In the summer of 2021, additional fencing will be installed to close gaps in the fence line near the terminal building and Apron I. Additionally, security cameras providing surveillance of the aircraft parking areas on Apron I were installed in 2021.

The lack of comprehensive airside access controls was identified by several stakeholders as a current deficiency that has resulted in numerous instances of unauthorized public access. In the short-term, it is recommended that restricted area signage by installed at regular intervals along the Airport's property line, on existing fences, and at person and vehicle gates. Due to the number of competing capital priorities that are planned within the next 10 years, the installation of perimeter fencing and the formalization of a Primary Security Line is recommended in the long-term planning horizon, depending on available funds. As development occurs over time, fencing and access controls should also be integrated as a condition of approval.

6.4.4 Utilities and Servicing

Municipal (Township) potable water services are not available at Goderich Airport. Potable water services to the terminal building, clubhouse, and maintenance garage are provided from a Town-operated well and pump house, located to the east of the maintenance garage. While the pump house and well appear to be original to the facility (1942), the system was reported to be in good operating condition and provides a reliable service to the Town-owned buildings at the Airport. Water testing is regularly completed by Town Staff to ensure it meets appropriate quality standards. Replacement of the pumphouse and well is not foreseen within the short or medium-term horizons of the Strategic Plan – while specific deficiencies have not been identified, it is assumed that replacement will be required in the long-term horizon, given the age of the structure and system. Septic tanks are provided for the terminal building, clubhouse, and maintenance garage.

At the time of this report's preparation, there are no plans for the Town or Township to extend municipal potable water and sanitary sewer services to Goderich Airport. Due to the potentially significant capital costs of extending municipal servicing from Goderich to the Airport, it is assumed that development will continue to occur on private potable water and septic systems. The extension of services could be considered if a sufficiently large end user seeks to develop at the Airport and requires such services, or if servicing is being extended in the vicinity of the Airport (e.g., along Bluewater Highway) to support other development.

Three-phase power is available with overhead lines located along Airport Road. Future extensions can be completed in cooperation with the power supplier to provide service to new development areas. In the short-term planning horizon, it is anticipated that the overhead lines that are routed from the maintenance garage to the t-hangars will need to be buried as the existing poles have reached the end of their useful life. This is also an opportunity to remove a constraint to new development.

Internet services at Goderich Airport are available through HuronTel. It is recommended that HuronTel be consulted concerning future development planning to ensure that internet services to the Airport can be extended. Future opportunities to improve internet services at Goderich Airport should be monitored and explored in the future – for example, through the expansion of coverage through the non-profit Southwestern Integrated Fibre Technology (SWIFT) project.



Recommendation	Implementation Year	Cost Estimate
Burial of On-Site Overhead Power Lines	2023	\$21,000
Airport Gateway Signage	2023	\$62,000
Restricted Area Signage	2023	\$5,000
Groundside Parking and Internal Roadway Rehabilitation	2030	\$263,000
Airport Perimeter Fencing	2032	\$162,000
Pumphouse and Water Well Replacement	2035	\$46,000

Table 6.15 - Recommended	Groundside C	apital Projects
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7 REGULATORY ENVIRONMENT

In Canada, aviation is the regulatory jurisdiction of the federal government through the Minister of Transport and Transport Canada. There are two predominant regulatory classes of airports: registered aerodromes and certified airports. An aerodrome is defined by Transport Canada within the Aeronautics Act as:

Any area of land, water (including the frozen surface thereof) or other supporting surface used, designed, prepared, equipped or set apart for use either in whole or in part for the arrival, departure, movement or servicing of aircraft and includes any buildings, installations and equipment situated thereon or associated therewith.

An aerodrome is required to be certified if:

- It supports scheduled passenger air services;
- It is in a built-up area; or
- Its certification is deemed to be in the public interest by the Minister of Transport.

7.1 Current Regulatory Structure

Goderich Airport is currently operated as a registered aerodrome and is subject to the provisions of Section 301 of the Canadian Aviation Regulations. The key requirements of Section 301 are summarized as follows, as they apply to Goderich Airport:

- The aerodrome may be subject to periodic inspection by Transport Canada;
- Aerodrome data shall be submitted for publication in the Canada Flight Supplement and be kept current;
- Wind direction indicators are to be provided, and shall be illuminated as the Airport is used at night;
- Runway and taxiway edge lighting is to be provided, as the Airport is used at night;
- Unauthorized airfield access and interference with navigation aids is to be limited;
- Unrestrained birds and animals are prohibited within the Airport's boundary;
- Unauthorized firearm use is prohibited; and
- Smoking and open flames are prohibited on and adjacent to aprons, or where a fire hazard could otherwise be created.

The primary strength of the Town operating Goderich Airport as a registered aerodrome is that minimal regulatory obligations are imposed that affect daily operations. While Town Staff endeavour to operate and maintain Goderich Airport to the highest level of safety and service possible, maintaining the facility in an uncertified manner limits the need for Transport Canada-approved operating procedures and manuals, a Safety Management System, and Quality Assurance audits. Not being certified also provides more flexibility in terms of infrastructure standards and design requirements.

As described below, a notable weakness of Goderich Airport being a registered aerodrome is that scheduled passenger air carrier services are not permitted. Further, while the regulatory requirements of certification do represent an increased level of effort for the Town to implement, there is a safety case and rationale that is used by Transport Canada to justify such requirements. In the spirit of continual improvement and safety, pursuing and maintaining certification or select requirements thereof may be advantageous.



7.2 Alternative Regulatory Structure

A certified airport is an aerodrome for which an Airport Certificate has been issued by the Minister of Transport confirming that all aerodrome facilities meet prescribed infrastructure and safety standards, as identified in Transport Canada's TP312 – Aerodrome Standards and Recommended Practices and the Canadian Aviation Regulations. To obtain and maintain this certificate, an airport must also possess a series of operational documents and procedures, including but not limited to an Airport Operations Manual, emergency response plan, wildlife control plan, winter maintenance plan, and Safety Management System.

The strengths of pursuing and maintaining certification are that scheduled passenger air services could be accommodated and incremental progress could be made on the safety and efficiency of airport operations. From consultations with Town Staff, it is understood that preparatory steps towards applying for certification were completed in the early 2000s; however, a formal application for certification was not made to Transport Canada. Among the steps taken were the development of a draft Airport Operations Manual and supporting operational plans. The justification at that time was that holding an Airport Certificate would enable the Town to apply for additional capital grant funding opportunities.

With respect to the weaknesses of consideration certification, such a decision would entail compliance with numerous requirements imposed through the Canadian Aviation Regulations and TP312 and represents a more onerous regulatory environment when compared to the provisions applicable to registered aerodromes. The full scope of capital improvements to the Airport's physical infrastructure to achieve compliance with TP312 are not fully known and would require a detailed gap analysis. In addition to the compliance of the physical infrastructure with TP312, organizational and operational changes would be required to maintain certification. Further, numerous recurring obligations are imposed with certification, including the need to complete regular quality assurance and compliance audits. These capital and operational costs, together, would increase the costs borne by the Town in maintaining Goderich Airport.

7.3 Recommended Regulatory Model

As noted previously, certification is required if an aerodrome 1) supports scheduled passenger air services; 2) is located in a built-up area; or 3) is otherwise required by the Minister of Transport. The requirement for certification through the second clause is unlikely given the land use context of Goderich Airport. Accordingly, the regulatory requirement for certifying Goderich Airport would be to support scheduled passenger air services. Scheduled passenger air service opportunities, as described in Section 9.9, are expected to be limited. Accordingly, certification is unlikely to be required within the 20-year horizon of the Strategic Plan.

Despite the foregoing, the different requirements prescribed by Transport Canada for certified airports are generally underpinned by a defined rationale, such as a safety case or operational efficiencies. While pursuing and maintaining certification is not anticipated to be required for Goderich Airport, a key element of the recommended vision statement is effective and responsible Airport management. Maintaining Goderich Airport in accordance with internally developed plans and procedures can ensure effective, safe, and reliable operations, while also positioning the facility as a professionally managed facility – representing an element of Goderich Airport's competitive prospects for new businesses and aircraft operators.



Lastly, it is recommended that all infrastructure rehabilitation and expansion projects documented throughout the Strategic Plan be completed in accordance with the provisions of the current edition of TP312 – Aerodrome Standards and Recommended Practices, unless a clearly defined case is made for deviation. The Recommended Airport Development Plan aligns with this approach. As each asset approaches the end of its life cycle and rehabilitation is planned, the opportunity can be taken to complete any required improvements to maintain or achieve TP312 compliance.



8 GOVERNANCE AND OPERATIONAL MODEL

Airport governance goes beyond the ownership, administration, and operation of the facility, and involves a wholesome consideration of how planning, development, and marketing activities are coordinated to achieve established goals. The implementation of an appropriate governance and operational model is crucial to support the long-term viability of Goderich Airport, as decisions made in this regard will affect the Airport's funding, planning, decision-making, and level of service, among other factors. An appropriate governance and operational model is one that:

- 1. Is reflective of the reality that the current and potential future economic and social benefits of Goderich Airport are experienced regionally throughout Huron County;
- 2. Provides financial mechanisms to address the operating deficit and capital costs of Goderich Airport;
- 3. Integrates individuals with aviation expertise and other relevant skillsets at all levels, including decision-makers, administrators, and operational staff;
- 4. Enables regional and intermunicipal collaboration, based on the understanding that this can yield numerous benefits through the sharing of expertise, resources, and making integrated decisions; and
- 5. Ensures that Goderich Airport can move forward in a focused, business-oriented, and cohesive direction towards the objectives of the Strategic Plan.

8.1 Ownership and Funding

The first question to be asked is: what organizations are most appropriately suited to owning Goderich Airport, including the property and all capital assets? Intertwined with the question of ownership is the determination of who should be involved in funding the Airport's capital and operating expenses. While one party may choose to voluntarily contribute to the costs borne by another party in maintaining Goderich Airport without a corresponding stake in ownership, this model can be challenging to implement as the contributing party should generally have a voice in decisions made regarding the facility (i.e., governance) and have their financial interests formally recognized (i.e., ownership).



Goderich Town Hall



8.1.1 Current Ownership and Funding Model

Goderich Airport is owned solely by the Town of Goderich, apart from six parcels that were severed from the Airport property to develop aircraft hangars and private businesses. Goderich Airport functions as a Town-owned asset, which is compatible with the current governance model whereby Goderich Town Council serves as the ultimate decision-making authority.

A strength of this model is that the Town has gained considerable experience in operating Goderich Airport over the past decades and has actively championed the facility in recent years following renewed interest by Town Council. The Town has exhibited many elements of responsible ownership, including establishing a reserve financial fund and making investments in the facility's infrastructure. The primary weakness of sole ownership by the Town is that the municipality is entirely responsible for shouldering the facility's annual operating deficit and the long-term infrastructure deficit. The ability of the Town to fund major infrastructure investments will likely be increasingly challenged as larger projects are undertaken.

8.1.2 Alternative Ownership and Funding Models

Three alternative ownership and funding models are presented for consideration as part of the Strategic Plan: 1) divestment, whereby the Town would sell the Airport; 2) joint ownership and financial involvement between two or more municipalities; and 3) ownership and funding of the Airport by an alternative municipality.

Private Divestment

The divestment of Goderich Airport would involve the Town of Goderich deciding that it no longer wishes to be responsible for the ownership and operation of the facility, declaring the property as surplus, and subsequently offering the property for purchase to interested buyers. A successful purchaser could continue to operate Goderich Airport privately, and in doing so generate revenues, be responsible for operating and capital expenses, and determine the strategic direction to be taken. Depending on the terms of the purchase, a buyer may also elect to discontinue the aviation function of the Airport and transition the property to alternative land uses, subject to the receipt of applicable planning approvals.

This model of divested ownership is not uncommon in Ontario, with recent case studies including:

- **Wingham Airport (Section 3.4.2):** The Township of North Huron is currently proceeding with the severance, declaration as surplus, and sale of 90 acres of the Wingham Airport property. As a buyer has not yet been found, the long-term implications of this case study are not yet known.
- **Centralia Airport (Section 3.4.4):** New United Goderich purchased Centralia Airport from the Ontario Development Corporation in 2007 and continues to use the facility for its various aircraft maintenance, overhaul, and painting business lines.
- **Collingwood Airport:** Winterland Developments Ltd. purchased Collingwood Airport in 2019 for \$4.1M, and the facility continues to be available for public use. A legal dispute ensued during the divestment process regarding the access rights of an existing tenant.
- **Orillia Rama Regional Airport:** This facility was privately acquired in 2016 and currently functions as an active general aviation and floatplane facility. The current owner has invested approximately \$2M in the airport since its purchase to maintain the facility.



The primary advantage to the Town of selling Goderich Airport is that its numerous obligations and responsibilities would no longer be applicable, including the annual operating deficit and upcoming capital investments. The Town would gain a one-time influx of revenue from the sale of the property and have limited to no role in the Airport thereafter. The Airport may continue to be available for public use and current social and economic benefits provided, if acquired by a sufficiently motivated purchaser who maintains all or part of the land as an operational aerodrome.

The sale of Goderich Airport to a third party would result in the Town having minimal control over the future activities that occur. As aviation is largely within the federal domain of regulation, a significantly reduced level of municipal control could be influenced over future aeronautical activities at a privatized Goderich Airport. Municipalities across Ontario have historically been subject to legal challenges when attempting to regulate the construction of hangars, runways, and other airside infrastructure. While the full spectrum of potential implications transcends the scope of the Strategic Plan, one of the primary weaknesses of the sale of Goderich Airport would be that municipal control would be significantly reduced.

Further, unless a sufficiently restrictive clause or covenant is integrated in the sale agreement, there is no guarantee that the purchaser would continue to operate the site as an airport. If an investor struggles to implement their business plan or address the numerous capital and operating costs of the Airport, there is the potential that the facility could be decommissioned and transitioned to other uses, thereby removing a key regional asset. Existing Township planning policies could be amended to facilitate this transitioning of uses. Alternatively, the purchaser could severely restrict the usage of the airfield, thereby limiting public access.

The Town would be responsible for addressing any existing legal agreements it has which guarantee use and access to the airfield, such as hangar tenants. There may be cost or legal implications with divesting the Airport in a manner that negatively impacts any existing agreements, and environmental remediation efforts may also be required to ready the property for sale.

Finally, while the transition of the Centralia, Collingwood, and Orillia Rama airports to private ownership may be considered as indicators of the market potential for the sale of Goderich Airport, it should be noted that there is no guarantee that an interested buyer will come forward, or that a buyer will be prepared to accept the asking price and terms prescribed by the Town. Potential buyers would assume a significant degree of potential risk in the purchase of Goderich Airport, which may decrease interest in terms of aviation-oriented inquiries.

Joint Municipal Ownership

In the second ownership model, a share of Goderich Airport would be purchased by one or more municipalities, such as the County and / or the Township. All owner municipalities would then jointly be responsible for funding the annual operating deficit and future infrastructure investments. Examples of this model include:

- **Huronia Municipal Airport**, which is owned by the municipalities of Midland, Penetanguishene and Tiny;
- **Niagara Central Airport**, which is owned by the City of Welland, City of Port Colborne, Township of Wainfleet, and Town of Pelham; and
- **Wiarton Airport**, which was owned by the Township of Georgian Bluffs and Town of South Bruce Peninsula until the latter sold its stake to the former in 2015.

Joint ownership is a useful mechanism that facilitates the involvement of another municipality in the financial obligations of maintaining Goderich Airport, while balancing the total amount of investment each municipality would be responsible for. While the financial support of another municipality could be provided without partial ownership, it is recognized that such support may not occur unless that municipality has a defined and ongoing stake in the facility.



A potential weakness of this model is that annual and ad hoc investments in the Airport would require approval from two or more municipal councils – all municipalities must be firmly aligned in their resolve regarding Goderich Airport for this model to be successful. This would introduce a layer of complexity not currently present with sole ownership by the Town.

Transfer to an Alternative Municipality

In the third model, the ownership of Goderich Airport would be fully transitioned to another municipality. Given the project team's understanding of the regional context, it is assumed that the most appropriate municipality would be Huron County given its larger tax base, population, and existing role of providing services that afford value at the regional level. Like the current model of ownership by a sole municipality, the new municipal owner would be responsible for all costs, obligations, and decision-making associated with the operation of Goderich Airport.

The primary advantage of this model is that the costs associated with Airport operations could be borne by a municipality with a higher fiscal capacity to absorb the annual deficit incurred. Comparing the 2020 approved budgets of the Town of Goderich and Huron County, the former recorded revenues of \$10.6M, whereas the latter had revenues of \$43.8M. Further, Huron County, as a federation of the local municipalities within its boundaries, is well-suited in its structure and mandate to provide services that affect all of its municipalities. Goderich Airport functions as a regional asset in both the economic and social benefits that it provides, which extend beyond the Town of Goderich.

A weakness of transferring ownership and full responsibility for Goderich Airport to another municipality, such as Huron County, would be the need for the new municipality to adapt its organizational structure, staffing, and financial management practices to accommodate the addition of a new municipal service. A transfer of operational knowledge, developed over several years by Town Staff, would also have to occur. Additionally, the question may arise as to why Huron County would not also assume ownership of Wingham Airport if it were taking on the responsibility for Goderich Airport. Lastly, this option may not be acceptable to the Town on the basis that the municipality has invested considerable resources and funds in maintaining Goderich Airport to-date – ceding all control would represent a reversal that potentially diminishes these past investments.

8.2 Governance

Governance is the exercise of authority, direction, and control of an organization to ensure a defined purpose is achieved. In terms of Goderich Airport, the facility's governance structure is further defined by how decisions affecting its development and operation are made.

8.2.1 Current Governance Model

The governance of Goderich Airport is the responsibility of the Town of Goderich Council with advisory support from the Goderich Municipal Airport Task Force.

Goderich Town Council

Town of Goderich Council has the overall authority for decision-making at Goderich Airport. Their overall mandate includes, but is not limited to, the representation of the public and consideration of the well-being and interests of the municipality; determining which services the Town will provide; and maintaining the financial integrity of the municipality. The oversight of Goderich Airport by Town Council is a common governance model at municipally owned airports across Canada.



Matters pertaining to Goderich Airport are typically addressed on an as-required basis, with the primary recurring decision-making item being the annual approval of the facility's operating and capital budgets. Council's agendas do not include a standing item pertaining to Goderich Airport, with reports and correspondence instead raised to Council as matters arise. Town Council are supported in their decision-making by the Chief Administrative Officer and senior Town Staff, as well as through input from the public and interested stakeholders making deputations and appearances.

Goderich Airport has been a high priority of the current (2018-2022) term of Town Council, which championed the creation of the Goderich Municipal Airport Task Force, the Goderich Airport Strategic Plan (in partnership with the Huron County Economic Development Board), and capital investments in the facility in 2021. However, the nature of governance by Town Council is that the prioritization of the Airport can change between terms as new officials are elected, or as the public will shifts. While a given four-year term of Town Council may have significant resolve regarding Goderich Airport, a subsequent term of council may not exhibit the same prioritization, thereby introducing instability and uncertainty.

Additionally, Town Council, while properly equipped and elected to serve their role, may not necessarily have the varying types of knowledge and expertise that are conducive to decision-making regarding Airport business development, operations, and capital investments. Further, the need for numerous types of Airport matters to rise to Town Council for decision, such as the approval of new leases or capital projects, can slow the decision-making process and is commonly cited as a disincentive to new business.

Goderich Municipal Airport Task Force

While it is the legislative mandate of Goderich Town Council to have full authority over decisionmaking on all matters that affect the municipality and Goderich Airport, the Goderich Municipal Airport Task Force was formed as an ad hoc advisory committee of Council in February 2020 with a two-part mandate, that being to:

- 1. Discuss the economic impact and future activities of the Goderich Airport; and
- 2. Upon completion of the Task Force's mandate, prepare a detailed final report to Council, identifying all findings and recommendations of the Task Force.

While the Airport Task Force was originally intended to operate for a period of six months (i.e., until August 2020), its Terms of Reference were updated in the spring of 2021 authorizing it to continue to meet until such a time as the above-noted mandate is achieved. The Airport Task Force is comprised of representatives from the following groups, supported by staff members of the three member municipalities:

• Town of Goderich (1);

• Huron County Economic Development Board (1); and

 Township of Ashfield-Colborne-Wawanosh (1);

• Community members at large (2), as selected by Town Council.

• Huron County (1);

The Airport Task Force typically meets monthly to discuss issues and opportunities at Goderich Airport and make recommendations to Town Council for decisions, where required. The Task Force does not have any delegated authority from Town Council to make decisions, and instead only serves in a research and advisory role. Recommendations requiring implementation, expenditures, reports, or staff actions must first be considered and approved by Town Staff and/or Town Council.

At the time of this report's preparation, the Airport Task Force was in operation for approximately 18 months. In that time, the Task Force completed a range of initiatives, including:



- Championing the development of the Goderich Airport Strategic Plan;
- Establishing a short-term "investment readiness" structure;
- Identifying numerous capital projects for completion in 2021;
- Responding to a land use planning amendment at the Airport; and
- Making numerous presentations to Town Council.

The Airport Task Force also served as a forum for intermunicipal cooperation with the involvement of the Township of Ashfield-Colborne-Wawanosh, Huron County, and Huron County Economic Development Board; three crucial parties that generally do not participate in meetings of Town Council. This cooperative relationship is a strategic priority to ensure the long-term viability of Goderich Airport. The involvement of two community members at large is also a strength based on the merit of the selected representatives who hold the positions as of 2021, both of whom have aviation and business expertise.

While the Airport Task Force has several strengths as documented above, the primary weakness of the committee is that it has no decision-making authority and operates under a finite and task-limited mandate. The Airport Task Force has no authority to enter into lease agreements, approve capital and operating expenses, or provide direction to Town Staff – these functions all occur through Town Council. Accordingly, decision-making timelines are extended as both the Task Force and Town Council must consider each item, a degree of uncertainty is introduced based on the will of Town Council, and the Task Force generally is not empowered to take decisive action on Goderich Airport. In short, while the Airport Task Force serves a useful role, it is not a governing body.

8.2.2 Alternative Governance Models

Two future alternative governance models for Goderich Airport are presented for consideration: governance by the council of an alternate municipality, and governance by an Airport Commission / Municipal Services Corporation. Governance models that require the Airport to be financially self-sufficient (i.e., without the requirement for municipal subsidies) are removed from consideration based on the anticipated continued need for municipal subsidization in the foreseeable future. Specifically, precluded models include not-for-profit airport:

- Societies, such as the Terrace-Kitimat Airport Society;
- Authorities, such as the Greater Toronto Airports Authority; and
- Development corporations, such as the Sudbury Airport Community Development Corporation.

Additionally, the divestment of the Airport to a private buyer (Section 8.1.2) would absolve the Town of all governance responsibilities; accordingly, this model is not examined herein.

Governance by an Alternative Municipal Council

In the third ownership model presented in Section 8.1.2, whereby Goderich Airport would be fully transferred to an alternative municipality (e.g., Huron County), governance could become the responsibility of the council of the receiving municipality. This alternative would function like that of the current model of governance by Town Council – Council would be responsible for approving the Airport's annual budget, making decisions, and overseeing the long-term planning and strategic direction for the facility. An advisory committee of Council could also be formed, like the Airport Task Force, which functions as a committee of Town Council.



The weaknesses of this governance model are similar to those of the status quo:

- Decisions would typically be made on an as-required basis without a recurring Airportspecific agenda, unless a dedicated advisory committee is formed;
- The councillors, while being qualified in their roles, would not be required to have aviation expertise to leverage in making decisions for the facility's future;
- The speed with which decisions can be made would be limited by the schedule of Council meetings; and
- Goderich Airport would continue to be subject to changing political wills between terms and members of Council.

Airport Commission

Under the Municipal Act, municipalities have the power to form local boards to accomplish a wide variety of purposes, including the provision of dedicated oversight to airports. An Airport Commission, as referred to herein, could be formed as a Joint Municipal Services Board per Section 202 of the Municipal Act, or as a Municipal Services Corporation (Section 203).

An Airport Commission is a governance body dedicated in its mandate solely to oversight and operation of Goderich Airport. The commission would include a team of individuals with the skillsets and time required to fully oversee the planning, management, development, and promotion of Goderich Airport. An Airport Commission would also operate with a degree of independence from the owner / funder municipalities as conferred to it through its bylaws. For example, the commission's annual budget and business plan would be subject to municipal approval, while delegated decision-making powers provided to the commission may include entering into land lease agreements up to a maximum term and directing staff. Generally, the expectation would be that the Airport commission would bring a business-like focus to Goderich Airport's governance.

An Airport Commission has numerous potential strengths of value to Goderich Airport. Primarily, a commission would enable participation by other municipalities in the governance of Goderich Airport, which is generally a prerequisite to securing funding from such parties. Individuals with expertise in aviation, airport operations, business development, and other desired skillsets could also be appointed, and groups with different interests represented. Airport matters would be considered at a predetermined frequency (e.g., monthly) through a dedicated forum for such discussions. Additionally, the Airport Commission would have a degree of decision-making authority that would enable it to operate with more flexibility when reacting to emerging Airport matters and business prospects.

The formation of an Airport Commission comes with increased complexity and a higher level of effort versus the status quo model of governance by municipal council, as regular meetings, the development of annual budgets and business plans, and seeking out qualified appointees are all significant tasks. Further, the success of an Airport Commission is largely dependent on the ability to find qualified appointees who are willing to invest the time and effort in their roles, potentially at minimal to no remuneration beyond a modest annual honorarium.



8.3 Administration

The administration of Goderich Airport involves the individuals that respond to the direction of the governing body, have some degree of delegated decision-making authority, are responsible for overseeing its daily operation and maintenance, conduct tasks such as financial management and planning, and serve other roles such as business development.

8.3.1 Current Administrative Model

Currently, Goderich Airport is the responsibility of the Town's Public Works and Parks Department. The current administrative structure, in descending order of hierarchy, is described as follows:

- 1. **Chief Administrative Officer:** The Chief Administrative Officer (CAO) is the primary interface between Town Council, as the Airport's governing body, and Town Staff. The CAO, with assistance from senior Town Staff, supports Council in deliberations and decision-making regarding the Airport. The CAO also interprets and leads the implementation of directions of Council, typically with delegation to senior Town Staff according to their respective roles and areas of expertise.
- 2. **Director of Operations:** The Director of Operations reports to the CAO and is responsible for the high-level planning, budgeting, and decision-making of the Public Works and Parks Department.
- 3. **Manager of Operations:** The Manager of Operations reports to the Director of Operations and directly oversees the Airport Maintainer. The Manager of Operations is also responsible for the Parks / Cemetery Foreman and Public Works Lead hand, and accordingly is not solely dedicated to the administration of Goderich Airport.

In addition to the three positions noted above, other Town Staff are involved in the administration of Goderich Airport on an indirect basis, including the Economic Development Department (Economic Development / Tourism Coordinator), Finance Department, and the Clerk / Planning Coordinator.

The current administrative model makes efficient use of existing roles within the Town's hierarchical structure, in that various Town Staff are involved in the management of the facility depending on their individual strengths and roles. From a financial perspective, this is advantageous as the Airport's cost centre is not burdened with the salary and benefits associated with a dedicated Airport administrative position – as described in Section 5.2.1, the removal of the Airport Manager position is one of the most significant contributors to the reduction in the Airport's annual operating deficit.

Given that the historical approach taken with Goderich Airport, based on its prioritization within the Town's goals, has generally been to preserve the status quo, consultations with the CAO and Director of Operations suggest that administration has been a lower level of effort task, with Airport matters addressed on an as-required basis. Therefore, the current administrative structure, in combination with the operations model described in Section 8.4, is well-suited to maintaining a basic level of service at a lower cost structure.

8.3.2 Alternative Administrative Models

Two alternative models can be considered compared to the current administration of Goderich Airport by non-dedicated municipal staff: the creation of a dedicated municipal Airport Manager position, and the contracting of administrative duties to a private third-party.



Airport Manager Position

Prior to 2017, a dedicated Airport Manager position was responsible for the direct administration of Goderich Airport, reporting to the Director of Operations. The Airport Manager oversaw maintenance staff in daily operations, was responsible for all aspects of the Airport's operation, and led the implementation of the Emergency Response Plan, Disabled Aircraft Removal Plan, Snow Removal and Ice Control Plan, and other environmental, security, and safety programs as required.

The primary weakness of the current administrative model is that Goderich Airport lacks a dedicated "champion" (i.e., Airport Manager) whose responsibilities and skillset are centred on the Airport. While the current administration of the Airport by non-dedicated Town Staff is effective at maintaining the status quo, it is anticipated that achieving the objectives and key actions of the Strategic Plan may require a level of effort that exceeds the residual workload capacity of the various positions involved in Goderich Airport. Examples of high level-of-effort tasks that may flow from the Strategic Plan include:

- Researching and pursuing grant funding applications;
- Overseeing infrastructure rehabilitation and expansion projects;
- Responding to business development inquiries and proactively pursuing new leads;
- Maintaining effective relationships with current and prospective Airport users;
- Supporting a potential Airport-specific governance body in the future; and
- Developing and implementing annual action plans.

While each of the senior Town Staff positions noted above may have strengths or skillsets that align with these tasks, these employees have other responsibilities beyond the administration of Goderich Airport and generally operate near or at their workload capacity. While their assigned directions can be shifted at the discretion of the Airport's governing body, the CAO, Director of Operations, and Manager of Operations all have other priorities of equal or greater importance, including the provision of essential municipal services and the support of the Town's overall governance.

Second, while the roles of an airport administrative position differ from those of the Town's Airport Maintainer as described below, a potential threat in the future is the lack of redundancy and continuity if the Airport Maintainer elects to take a temporary or permanent leave of absence. The temporary absence of the permanent Airport Maintainer in the winter of 2020-2021 required the return of the retired Airport Manager to train the temporary Airport Maintainer – while this arrangement met short-term requirements, it exposes potential longer-term risks given the significant operational knowledge held primarily by the Airport Maintainer.

Finally, while the current Town Staff that administer Goderich Airport have developed knowledge of the facility over time, aviation expertise is not a core requirement for the three administrative positions. The departure of any of the three key Town Staff may result in a new employee that lacks Airport knowledge, exposing a continuity gap.



Contracted Airport Administration

Numerous private companies exist in Canada whose business models centre around the contracted administration and / or operation of publicly owned airports. In this model, the owner of Goderich Airport would release a Request for Proposals, initiating a competitive procurement process whereby interested firms would bid to win the contract for administrative duties. The Airport owner would establish the duties, level of service, and other matters to be fulfill by the contractor, who would then respond with their technical and financial proposal. Firms that submit bids would be evaluated based on predetermined and transparent criteria, and a contract would be entered into for a set period with the winning party. The contractor would then be responsible for fulfilling their agreed upon duties under the periodic oversight of a municipal employee. Examples of this model include Owen Sound – Billy Bishop Regional Airport, Stratford Airport, Kincardine Airport, and Wiarton Airport.

Contracting Airport administrative duties to a private third party offers numerous advantages. Through the competitive procurement and evaluation process, the Airport owner can select a firm that is most qualified to perform the requested services and that has a demonstrated history of aviation expertise. The daily administrative responsibilities of Town Staff would also decrease, as these roles would be devolved to the private entity. However, private entities bidding on the provision of contracted administrative services have a profit margin that must be reflected in their financial proposals, which may result in this option being more expensive versus municipal administration. Further, some degree of effort will continue to be required of the Airport owner in ensuring the contract terms and service levels are fulfilled.

8.4 **Operations**

The operation of Goderich Airport includes the routine and ongoing tasks associated with the provision of safe and usable Airport infrastructure, such as maintenance, operational reporting, snow clearing, and assisting aircraft operators.

8.4.1 Current Operational Model

Daily operational and maintenance tasks are the responsibility of a full-time municipal Airport Maintainer position who reports to the Manager of Operations. The Airport Maintainer is typically on duty from 8:00 AM to 4:00 PM from Monday to Friday, excluding statutory holidays. Call-out procedures have been established for Town Staff to provide services outside of these core hours, on an as-requested basis.

The responsibilities of the Airport Maintainer are wide-ranging and include, but are not limited to:

- Airfield inspections;
- Preventive maintenance;
- Snow clearing and ice control;
- Aircraft Movement Surface Condition Reports;
- Issuing Notices to Airmen;
- Grass cutting and vegetation management;
- Assisting aircraft operators; and
- Ordering aviation fuel and completing quality inspections and paperwork.

Other Town Staff from the Public Works and Parks Department are also assigned to Airport maintenance tasks on an ad hoc basis as requested by the Director of Operations and Manager of Operations.



The dedicated Airport Maintainer position offers a level of service that generally is comparable to or exceeds that of other general aviation airports in the region. The advantages of this operational model are accentuated during the winter, when snow and ice removal is required to ensure the continued availability of Goderich Airport. The Town intended to add a seasonal position to assist the Airport Maintainer during the winter of 2020-21 to improve the level of service for snow clearing and ice control. Due to staffing challenges, this change did not come to fruition.

Given the duration of service in their role at Goderich Airport, the current Airport Maintainer also has a significant level of operational knowledge. This knowledgebase is a significant asset, as it generally facilitates efficient and safe Airport maintenance throughout the year. Currently, there is limited redundancy in the Airport Maintainer position since the removal of the Airport Manager role in 2017. The temporary or permanent departure of the current Airport Maintainer will likely result in the loss of a significant level of Airport knowledge and, in the short-term, present a challenge in ensuring continued operations.

Additionally, the regular operational and maintenance duties of the Airport Maintainer are understood to frequently result in the employee not being available to directly support aircraft operators at the apron and terminal building. While such a role could be deemed as secondary to the core operational duties of the Airport Maintainer, this deficiency was identified in stakeholder consultations.



Town Staff Truck

8.4.2 Alternative Operational Models

As noted above, Goderich Airport is currently operated by a dedicated municipal employee. There are two primary alternative models that may be considered with respect to Goderich Airport's operations and level of service:

- 1. Operation of the facility by non-dedicated municipal staff; and
- 2. Contracting Airport operations to a private third-party.



Non-Dedicated Municipal Staff

While Goderich Airport is currently operated by a dedicated Airport Maintainer, an alternative service delivery model is for operational responsibilities to be transferred to Town Staff from the Public Works and Parks Department. Town Staff would be assigned to duties at the Airport on an asrequired basis, considering their other responsibilities in fulfilling the mandate of the department. If staffing is not increased in the Public Works and Parks Department with this option, then the primary advantage would be the reduction in the Airport's operating expenses. However, such a scenario would result in a decreased maintenance level of service at the Airport given the competing priorities of Town Staff, the loss of a staffed presence at the facility, which is understood to be advantageous for aircraft operators, and potentially a decrease in organizational knowledge of Airport maintenance and operations.

Contracted Airport Operations

Airport operations can also be contracted to a private third-party, similar to the model of contracted administrative services described in Section 8.3.2. The advantages and disadvantages are like those described above in reference to contracted administration – a contractor with significant airport expertise can be selected, although the profit margin of the chosen business may result in Airport expenses increasing. Airports that procure private administrative services commonly include operational responsibilities as part of the contract. However, a mixed procurement model can also be implemented whereby a municipal Airport administrator oversees contracted operational staff.

8.5 Recommended Governance and Operational Model

8.5.1 Recommended Ownership, Funding, and Governance Model

Considered the analyses of Sections 8.1 and 8.2, the most appropriate ownership, funding, and governance model for Goderich Airport should be one that enables intermunicipal cooperation between the Town, Township, and County, while also bringing a business-like focus and long-term funding source to the Airport. With respect to intermunicipal cooperation:

- The Town of Goderich has been responsible for the historic ownership, governance, and funding of Goderich Airport; is the largest community in Huron County; and continued involvement has been a priority identified through consultations.
- The Township of Ashfield-Colborne-Wawanosh is the municipality within which Goderich Airport is located. The Township receives the tax revenues from development at the Airport, is the land use planning authority, and represents the residents who are impacted by the externalities of the Airport's operation. Accordingly, the Township's involvement is recommended.
- Huron County, as the upper-tier municipality, has a mandate that involves the provision of services with regional impacts. The current and potential future benefits of Goderich Airport are experienced throughout Huron County, extending beyond the Town and Township. Further, Huron County has considerable expertise in economic development – a skillset that will be integral in the Airport's success. Based on the foregoing, the County's involvement is also recommended.

It is recognized that interim steps may occur prior to the implementation of the recommended longterm Airport Commission funding and governance model. Specifically, the reorganization of the existing Goderich Municipal Airport Task Force into a full committee of Goderich Town Council is recommended in 2021, with the full implementation of the governance model described herein recommended in 2022.



Funding and Governance

Section 20(1) of the Municipal Act enables municipalities to

"Enter into an agreement with one or more municipalities or local bodies... to jointly provide, for their joint benefit, any matter which all of them have the power to provide within their own boundaries."

The Township and County are recommended to be integrated, alongside the Town, in funding all capital projects and the Airport's annual operating deficit on a proportion share basis. The sharing of costs will reallocate the financial burden of maintaining and growing Goderich Airport between the three municipalities with the most significant interests in its future: the Town, Township, and County. It is expected that the proportional share of each municipality will be determined as the result of negotiations following the completion of the Strategic Plan; a sample model may include the Town being responsible for 51%, the County for 39% and the Township for 10%.

Commensurate with the funding model described above, it is recommended that a Joint Municipal Services Board or Municipal Services Corporation be established as the governing body for Goderich Airport. Appointees would be distributed among the three participating municipalities proportionate with their financial contributions; in the model of a seven-member board, for example:

- Four appointments would be the responsibility of the Town of Goderich;
- Two appointments would be the responsibility of Huron County, such as the County Warden and Huron County Economic Development Board Chair; and
- One appointment would be from the Township of Ashfield-Colborne-Wawanosh.

Regardless of the total number of members chosen for the future Airport Commission, it is recommended that each municipality be limited to one elected representative appointment each, with the balance of the appointee slots to be filled by non-elected members. The focus should be on including both elected representatives as well as appointees with skillsets of application to Goderich Airport, including aviation, development, business, and financial expertise.

The Joint Municipal Services Board or Municipal Services Corporation would be responsible to the councils of its three funding municipalities through the submission and approval of an annual business plan, with an accompanying capital and operating budget request. It is expected that the board members would also report back to their appointing municipal councils on a regular basis. Each municipality would also appoint board members per its allocated share, and all changes to the foundational agreement and bylaws of the governing entity would require agreement from the three parties.

Within the powers conferred to it through its foundational bylaws and annually approved business plan and budgets, the Airport Commission would be responsible for regular decision-making regarding the Airport's operation, growth, and business development. An important element of delegated authority for the commission to hold is the ability to enter into land leases to facilitate new development, up to a predetermined maximum term. The Airport Commission would also be responsible for managing and directing staff assigned to Goderich Airport's operations and administration.

Ownership

A specific recommendation with respect to the ownership of Goderich Airport is not made – such a matter is secondary to the primary considerations of funding and governance, and it is anticipated that a decision in this respect will be reached through negotiations between the Town, Township, and County. Options for consideration include continued sole ownership by the Town; joint ownership between the Town, Township, and Council proportionate with each party's funding participation; or ownership by the Joint Municipal Services Board or Municipal Services Corporation.



8.5.2 Recommended Administration and Operations Model

In association with the governance changes described previously, modifications to Goderich Airport's administration and operations are also recommended. Further consideration and analysis will be required to determine the most appropriate model of employment for all Airport employment positions – i.e., whether these individuals are directly employed by the Town and seconded to the Airport under the direction of the Airport Commission, or whether they are employed directly by the Airport Commission.

Administration

The current administration of Goderich Airport by the CAO, Director of Operations, and Manager of Operations, and operation of the facility by the Airport Maintainer, is generally an effective arrangement for providing an adequate level of service and preserving the status quo. By limiting the number of dedicated Airport employees to a single position, operating expenses and the facility's deficit are minimized. However, this model may exceed its capacity in the coming years when, following the adoption of the Strategic Plan, the prioritization of Goderich Airport is increased and larger projects to pursue business development and rehabilitate existing assets are undertaken. Based on the foregoing, the addition of an Airport Manager position is recommended in 2023. Generally, it is envisioned that the Airport Manager would report to the previously recommended Airport Commission and have delegated responsibility for the administration and operation of Goderich Airport, overseeing the implementation of the Strategic Plan, and other matters such as:

- Business development;
- Annual planning and budgeting;
- Developing and administering plans and procedures through a phased approach, such as an Airport Operations Manual, Winter Maintenance Plan, and Wildlife Management Plan;
- Preparing and implementing updated operational procedures;
- Reporting to and receiving direction from the Airport's governing body;
- Overseeing the design and implementation of capital projects;
- Maintaining relationships with existing Airport users; and
- Spearheading the pursuit of grant funding.

Operations

As noted previously in Section 8.4.1, the Town considered the addition of a seasonal position to assist the Airport Maintainer during the winter of 2021-22 to improve the level of service for winter maintenance, although this did not occur. Winter maintenance service levels were noted during stakeholder consultations as being acceptable, but with room to improve the overall level-of-service at the facility. It is recommended that the winter seasonal Airport Maintainer position be added beginning in the winter of 2021-2022. In addition to the associated level of service improvements, this is also an opportunity to ensure that essential Airport operational knowledge is shared among additional employees, decreasing the risk of a knowledge gap if the current Airport Maintainer should leave their position temporarily or permanently. Staffing increases, including the recommended Airport Manager position, may also be an opportunity to provide a weekend presence at the facility.

Additionally, consideration should be given to the mentality and instilled values of all current and future employment positions associated with the Airport. Airports are user-facing entities, like other municipal facilities such as tourism and recreation centres. During stakeholder consultations, the user-friendly attitudes of the Airport Managers at Kincardine Airport and Stratford Airport were repeatedly cited as being differentiating strengths of the two facilities.



Similarly, business development meetings that were held in parallel with the preparation of the Strategic Plan highlighted the importance of ensuring that administrative and operational staff work collaboratively with local and itinerant users. The spirit of collaboration, to the degree that is possible and reasonable, should prevail in the future.

Recommendation	Implementation Year	Cost Estimate
Winter Seasonal Airport Maintainer Position	2021	\$30,000 / year
Airport Commission Governance Model	2022	\$10,000 / year
Airport Manager Position	2023	\$80,000 / year

Table 8.1 - Governance and Operational Model Recommendations



9 DEVELOPMENT AND GROWTH OPPORTUNITIES

Through the stakeholder consultation program, the project team's experience in the aviation industry, and the review of activity at comparable airports across Canada, the project team has identified several development and growth opportunities that may be feasible at Goderich Airport within the 20-year timeframe of the Strategic Plan. Identified opportunities generally accomplish one or more of the following three objectives:

- 1. They increase the level of aviation activity at Goderich Airport;
- 2. They improve the regional economic role of Goderich Airport through the facilitation of new employment positions and investments; and
- 3. They generate additional operating revenues to improve the financial sustainability of the facility, in conjunction with the revenue management strategy outlined in Section 13.2.

Each opportunity is profiled in Table 9.1, including the benefits, applicable considerations, and a recommendation as to whether pursuit is advisable. Where prerequisite infrastructure or operational investments are required, the pursuit of development and growth opportunities will be associated with a degree of risk – developing a new taxiway, for example, does not guarantee that new land lease agreements will be secured. However, an acceptable level of risk is inseparable from attempting to stimulate new activity, should be acknowledged as such, and mitigated where possible through proper planning and research.

Opportunity	Status	Pursuit Recommended
General Aviation	Existing – Growth	Yes
Aerial Tourism	Existing – Growth	Yes
Corporate and Charter Air Services	Existing – Growth	Yes
Aircraft Rental Hangars	Existing – Growth	Yes
Land Lease Development Agreements	New	Yes
Flight Training	Existing – Growth	Yes
Aviation Service Businesses	New	Yes
Hangar Homes / Residential Airpark	New	No
Scheduled Passenger Air Services	New	No
Non-Aeronautical Development	Existing	No

Table 9.1 - Development and Growth Opportunities



9.1 General Aviation

General aviation serves as one of the primary sources of annual Airport activity, and accordingly is part of the foundation of the Strategic Plan. While general aviation activity by private aircraft operators currently occurs, growth in this sector is viewed as an opportunity. In the context of this discussion, general aviation encompasses individuals that own / rent aircraft that are based at Goderich Airport, and pilots that fly to Goderich from elsewhere for discretionary purposes. The facility's infrastructure, proximity to many other airports in Ontario, and availability of on-site and regional attractions positions Goderich Airport as a continued destination of choice for recreational pilots, and as a base for aircraft operators.

Stimulating and encouraging growth in general aviation at Goderich Airport can have several benefits:

- Aircraft movement levels will increase, thereby improving the current perception of Goderich Airport as an underutilized facility;
- Through aviation fuel sales and carefully implemented fee structures, direct revenues can grow;
- The attraction of new aircraft based at Goderich Airport can generate revenue through hangar rental agreements and long-term land leases (Section 9.4 and 9.5);
- Visiting pilots and their passengers may make increased use of the two on-site restaurants and other tourism destinations in the region, spreading their economic impact across Huron County; and
- Aircraft owners may patronize future aviation service businesses that develop at Goderich Airport, creating a positive feedback cycle and growing aviation activity.

While general aviation activity currently occurs and is an opportunity for growth, several considerations must be weighed in this discussion. General aviation is a higher cost recreational activity that is contingent on users having sufficient levels of discretionary income. This limits the size of the target market and may introduce challenges in terms of its long-term viability, among other factors, such as rising costs of avgas and aircraft insurance. Because of the costs of flying recreationally, general aviation aircraft operators also typically seek out competitively priced airports, exhibiting a degree of price elasticity that results in airports with high fuel costs and user fees being avoided.



Cessna 150 at Niagara District Airport



As a market segment that serves as one of the foundational and important elements of Goderich Airport's present role, efforts to stimulate general aviation activity are recommended. Priorities in this respect, as will be translated into actionable recommendations later in the Strategic Plan, include:

- Ensuring that the Airport's fees and charges structure carefully balances capturing revenue from general aviation users with not dissuading activity – the 2021 downturn in traffic at Owen Sound / Billy Bishop Airport serves as a cautionary case study in this respect (Section 3.4.7);
- 2. Providing opportunities for the growth of the number of aircraft based on-site through the availability of rental hangars, land lease opportunities, and aviation service businesses;
- Improving connections between the Airport and destinations for visiting pilots, with the aim of attracting these discretionary users and spreading the economic impacts of general aviation regionally; and
- 4. Ensuring that marketing and communication is done in a manner that underscores the openness of Goderich Airport to general aviation users and the tourism opportunities that exist throughout Goderich and Huron County.

9.2 Aerial Tourism

Through the sightseeing operations and trip packages of Papple Aviation, aerial tourism services are currently provided from Goderich Airport. Increased aerial tourism operations by Papple Aviation and potentially other companies represent a considerable opportunity for Goderich Airport and can be a contributing part of the draw for visitors to Huron County. Considering the Huron County 2020-2023 Tourism Plan, aerial sightseeing aligns with several trends impacting tourism in Huron County, including travellers increasingly seeking time-effective and experience-dense "micro trips", and the proliferation of social media platforms such as Instagram, influencer culture, and a focus on experiences that provide high quality travel photos ("Instagrammability"). Aerial sightseeing is also a prime opportunity to showcase the natural beauty of Goderich, Huron County, and Ontario's West Coast. Benefits from increased aerial tourism at Goderich Airport can include a growth in aircraft movement activity, with ancillary benefits such as higher fuel sales. An aerial tourism provider based at the Airport will also draw new visitors to the site, increasing the exposure of Goderich Airport. Visitors that come to Goderich to experience an aerial tourism package may also patronize other regional businesses and attractions, further developing the tourism industry of Huron County.

The increased use of Goderich Airport as a base for aerial tourism activities closely aligns with the Huron County Tourism Plan and, from consultations with Papple Aviation, may represent a growth opportunity. Given the existence of an incumbent business, it is recommended that short-term priority be established to ensure that the Airport's fee environment, infrastructure, and marketing is conducive to the long-term success and growth of this organization.

9.3 Corporate and Charter Air Services

Like general aviation, corporate and charter aircraft operators currently make use of Goderich Airport according to the air service needs of their customers. Unlike the general aviation market segment, which is generally driven by private aircraft owners flying recreationally and / or for discretionary purposes, corporate and charter aircraft are typically utilized by customers or owners with a goal-directed need to be in Goderich and Huron County – for example, to conduct meetings, tour facilities, transport staff, or develop client relationships. Therefore, the broader economic trends of the region drive demand for corporate and charter air services. The routine use of chartered aircraft by Compass Minerals is a good example of a business utilizing Goderich Airport to support a corporate need. Corporate and business travel is driven by a mission and destination, and Goderich Airport is a tool that facilitates access into the region for such purposes.



Growth in this market segment is an opportunity to be pursued, if business needs to access the region drive this demand in the future. Accordingly, the three priorities for facilitating growth in this segment include:

- 1. Ensuring that the assets of Goderich Airport are suitable for corporate and charter air services. This includes airside infrastructure, in terms of the suitability of the Airport's airfield, navigation aids, and parking areas, as well as passenger-facing infrastructure, such as the amenities of the terminal building and the overall user experience;
- 2. Proactively conducting outreach with known corporate and charter users, such as Compass Minerals, to ensure that no deficiencies exist that would negatively impact their ongoing usage of Goderich Airport; and
- 3. Providing the requisite data online and through Town, Township, and County resources that is used by corporate and charter aircraft users to clearly communicate that Goderich Airport can support their intended operations.

9.4 Aircraft Rental Hangars

To protect their aircraft from the elements, owners commonly choose to use enclosed hangars. The Town currently owns three rental hangar buildings⁵ that can house a maximum of 17 general aviation aircraft (e.g., Cessna 172, Piper PA-28) in individual bays. From stakeholder consultations, it is understood that most hangar bays have historically been rented out, with minimal space available for new aircraft operators. Further, the existing hangars are limited in their ability to accommodate larger single and twin-engine general aviation aircraft and are of a basic construction.

Stakeholder consultations indicate that there may be demand for the development of one or more new rental hangar buildings, with the Airport owner serving as the landlord. Renting space in an existing hangar is desirable for general aviation operators that may not have the willingness or financial means to develop their own hangar through a land lease. Benefits of this development opportunity include:

- Revenue gained through hangar rental agreements;
- Attracting additional aircraft based at Goderich Airport, thereby increasing fuel sales and aeronautical fees; and
- Further solidifying the current role of Goderich Airport as a centre for general aviation aircraft operators.



Aircraft rental hangars at Niagara District Airport

⁵ Three of the bays are owned by private parties until the Town will assume ownership in 2028.

Considerations that are associated with this development opportunity include:

- The Airport owner bearing upfront construction costs;
- The risk of the return on investment not being met if hangar space cannot be rented at an acceptable level and rate; and
- The added operating expenses of maintaining the newly developed hangars over their lifespan.

Hangar space at Goderich Airport is currently rented at a monthly rate of approximately \$190, which is generally understood to be appropriate for the basic construction and minimal amenities of the existing structures. Hangar rental rates vary widely across southern Ontario based on numerous factors such as competition, proximity to large markets, airport amenities, floor area, and the overall desirability of the hangar. A preliminary business case (Table 9.2) has been prepared that considers the construction of a 200 ft. x 50 ft. insulated wood-framed metal-clad hangar with four partitioned bays each capable of accommodating a mid-sized single or twin-engine general aviation aircraft. In this model, the building has a concrete floor, sliding doors, and includes electrical power in the monthly rental fee. A review of comparable rental offerings in southern Ontario suggests a monthly rate of \$500 per unit is appropriate.

The analysis assumes that construction funds would be borrowed, with the exception of a 5% down payment from the Airport Reserve Fund that would be returned to the Fund in the first year of profitability. Based on the above assumptions, the loan amount would be paid in full in the 23rd year of operation and over a 50-year period, the rental hangar could generate approximately \$575,000 in net revenue.

Based on the foregoing, the construction of rental aircraft hangars is a recommended development opportunity for implementation in the short-term planning horizon. Two priorities in the development of rental aircraft hangars include:

- 1. Ensuring that the developed product meets the needs of potential users in terms of the size of hangar bays and amenities; and
- 2. Differentiating newly developed hangars from the existing structures in terms of the target market the existing hangars, which are fully paid off, can be marketed to aircraft operators seeking lower-cost hangar space. The new structures can be targeted at mid-tier general aviation owners that may desire a more "premium" product (e.g., concrete floors) with a corresponding increase in price.

Input	Assumption
Construction Cost	\$379,600
Useful Life	50 years
Interest Rate	3%
Down Payment	\$18,980
Loan Amount	\$360,620
Hangar Occupancy	100%
Annual Rental Revenue	\$24,000
Annual Hangar Maintenance and Utilities	\$2,000
Loan Repayment Year	23
Net Revenue over 50 Years	\$575,020

Table 9.2 - Rental Hangar Preliminary Business Case

9.5 Land Lease Development Agreements

The prevailing development model at airports across Ontario is for multi-year land lease agreements to be entered into by tenants, who in turn develop structures that suit their specific needs (e.g., aircraft hangars). Bare land lease agreements can be used to facilitate a wide range of end users, including private aircraft hangars, aviation service businesses (Section 9.7), and Flight Training Units (Section 9.6). In this development model, the Airport operator would be responsible for developing the prerequisite capital assets (taxiways, roadway access, municipal utilities), establishing lease rates and terms, facilitating the approvals process, and fulfilling their responsibilities in the lease agreement as the landlord. The tenant would be responsible for pursuing all required approvals, developing their structure, paying annual lease dues, and fulfilling their various lease obligations.

Land lease agreements are beneficial as they serve as a source of consistent and predictable annual operating revenues. As land lease agreements are contractual and generally long-term in nature (i.e., exceeding 10 years), revenues from this model are less susceptible to annual variability compared to aeronautical fees generated via aircraft movements. For leasehold agreements used to develop hangars, the aircraft based therein will also generate other revenues through the collection of aeronautical fees and the sale of fuel – a hangar establishes Goderich Airport as that aircraft's home base, further solidifying and building aviation activity over time. Hangars also generate property tax revenue for the Township, which would ideally be reinvested into the facility as part of the Township's involvement in the ownership, funding, and governance model described in Section 8.5.1.

Tillsonburg Regional Airport is one example of an airport in southern Ontario that is experiencing considerable success in securing new hangar development through leasehold agreements. The growth of hangar activity at the Airport serves as a stable source of annual revenues and increases the number of permanently based aircraft and property tax revenues.



Tillsonburg Regional Airport in 2006 (left) and 2018 (right) (Google Earth)

The primary consideration associated with the pursuit of land lease development agreements is the need for the Airport operator to establish the prerequisite supporting infrastructure – namely, taxiways, roadways, and utilities. While developer-led models are undertaken at certain airports in Canada, where the future tenant pays for the costs of extending taxiway and groundside infrastructure to their lands, inter-airport competition in southern Ontario and the availability of alternative facilities that may already provide such infrastructure would decrease Goderich Airport's value for prospective tenants. Further, these assets require ongoing maintenance over time (e.g., snow clearing, pavement repairs) and will require rehabilitation at the end of their useful life cycle.

The establishment of the framework required to support leasehold land agreements at Goderich Airport is a recommended development opportunity in the short-term. The Recommended Airport Development Plan outlines potential lease lot sizes and locations in three separate areas, and research on lease rates, terms, and development approvals was commissioned by the Airport Task Force separately in 2021.



9.6 Flight Training

As described in Section 4.2.2, Goderich Airport is currently used as a cross-country destination by Flight Training Units across southern Ontario. However, the establishment of a locally based Flight Training Unit represents a considerable opportunity that may be realistic based on preliminary discussions held during the stakeholder consultation program. A Flight Training Unit at Goderich Airport would provide specialized education per Transport Canada's standards for pilots, including individuals completing their Private Pilots License, Commercial Pilots License, and various ratings (e.g., Night, Multi-Engine, Instrument Flight Rules, etc.). A Flight Training Unit would make use of the airfield infrastructure of Goderich Airport and require hangar facilities, classrooms, administrative space, and room for other functions.

Through consultations with several Flight Training Units, it is understood that enrolment in professional pilot training programs continues to be strong despite the COVID-19 pandemic and associated negative impacts to the commercial aviation industry. The development of a Flight Training Unit at Goderich Airport would offer numerous benefits, including:

- A significant increase in aviation activity, as students conduct take-offs, landings, and touchand-go's in support of their training courses;
- New employment opportunities for Certified Flight Instructors, administrative staff, dispatchers, Aircraft Maintenance Engineers, and other roles, with associated indirect and induced economic benefits;
- Increased revenues from fuel sales, aeronautical fees, and hangar space rentals and / or land leases;
- New recreational and professional training opportunities for residents of Huron County; and
- If a full-time professional flight training program commences, students may temporarily relocate to Goderich for the duration of their studies, thereby increasing benefits to regional businesses.

Goderich Airport has numerous strengths from a flight training perspective. The uncongested airspace of the region is conducive to student pilot training, with large areas available for practicing upper air work. The Airport's two paved runways also offer improved availability given the lower crosswind limits typically imposed on student pilots, and the airfield's lighting and Instrument Flight Procedures support individuals training for their Night and Instrument Flight Rules ratings, respectively. The Airport is also a short flight from larger controlled airports (e.g., London International Airport) to ensure that students can be exposed to a wide variety of training environments. The primary negative externality of a Flight Training Unit developing at Goderich Airport is the potential for increased aircraft noise to disturb residents living in the vicinity of the facility. Proactive land use planning and effective and ongoing community outreach may be required to mitigate noise concerns, especially if a high-volume Flight Training Unit were to establish operations at Goderich Airport.

Given the economic benefits that would be associated with a Flight Training Unit opening at Goderich Airport, this growth opportunity is identified as a priority for pursuit in the short and medium terms. Specific priorities are anticipated to be identified through outreach with prospective Flight Training Units, based on their unique needs.



9.7 Aviation Service Businesses

Although Goderich Airport historically had a significant aircraft Maintenance, Repair, and Overhaul presence through the operations of Sky Harbour Aircraft, there are currently no aviation service businesses located on-site. Stakeholder consultations commonly cited the potential opportunities that may exist for one or more businesses to develop at Goderich Airport and satisfy regional demand for aviation services, such as a commercial aerial work operator; Aircraft Maintenance Organization; Maintenance, Repair, and Overhaul facility; painting business; or an avionics supplier.

The availability of one or more aviation service businesses at Goderich Airport would broaden the facility's role and, if the new business serves a niche in the regional market, differentiate Goderich Airport in such a way as to increase its catchment area for users of that service. An aviation service business would also have direct and indirect revenue implications. Depending on the infrastructure required by that business, a new leasehold lot could be absorbed or one of the existing private properties purchased, with the former resulting in annual revenues. Property tax revenues would also increase, and revenues through fuel sales and aeronautical fees would also grow if the business attracted aircraft to arrive from other destinations. Further, the presence of an aviation service business would improve the tangibility of Goderich Airport's regional economic role through the growth of new employment positions and corporate spending within the region.

The availability of aviation service businesses at Goderich Airport is also synergistic with other growth opportunities – the availability of an Aircraft Maintenance Organization, for example, is a competitive advantage for owners that are choosing where to base their aircraft and accordingly rent hangar space or lease land for a hangar. Aviation service businesses can serve as the nucleus for the growth and betterment of Goderich Airport more broadly.

The challenge with attracting new aviation service businesses to Goderich Airport is that ultimately, such a decision rests with an existing or upstart private business that can identify a potentially viable market and business case. While Goderich Airport can prepare the prerequisite assets (e.g., leasehold lots, taxiway infrastructure) and actively market the facility, a private business must be able to confidently assume the risk of establishing an operation in Goderich under the expectation that a business case exists.

Despite these challenges, the pursuit of aviation service businesses is recommended for advancement and considered in the Business Development Strategy (Section 10). The priorities for the attraction of new aviation service businesses, with respect to the factors within the control of an airport operator, should include:

- Creating a financial environment that will not dissuade prospective businesses from assuming the risk of developing at Goderich Airport. Factors such as tax rates, aeronautical fees, and land lease rates should be carefully considered alongside Goderich Airport's unique selling points to ensure that the facility has a sufficient value proposition for prospective businesses;
- 2. Clearly communicating that the long-term operation of Goderich Airport has the full support of the Town of Goderich and its future partners. Coupled with this is tangible investments in the Airport to demonstrate this commitment. Businesses will be strongly disincentivized from developing at Goderich Airport if they believe that the facility is at risk of being closed in the future or that Council support for the Airport is temporary; and
- 3. Actively working to grow aviation activity through the other opportunities described in this Plan, thereby improving the potential market of these businesses.



9.8 Hangar Homes / Residential Airpark

Consideration is given to the development of hangar homes at Goderich Airport in a residential airpark concept. In this model, residential dwellings would be accessed from both municipal roadways and the airfield through the provision of taxiway infrastructure. Homes would be marketed and sold to aircraft owners that seek to have direct access to Goderich Airport. While residential airparks and hangar homes are common in the United States, with some sources estimating that over 500 such developments exist, the concept is less common in Canada. There are two primary examples in the Canadian context:

- 1. Okotoks Air Park (AB) was developed in 1999 and includes a component of airport-oriented hangar homes as part of the broader residential subdivision project. Aircraft operations are supported from a 3,000 ft. paved runway and turf taxiways; and
- 2. Mabel Lake Airpark (BC) was developed in 1991 and is part of the Mabel Lake Resort & Marina. More than 50 homes access the airstrip, and the community features a nine-hole golf course and marina. Aircraft operations occur from a 2,900 ft. turf runway.

The development of a residential airpark at Goderich Airport would offer several benefits. Additional aircraft owners would make use of the Airport, increasing revenue through fuel sales and aeronautical fees. Depending on the type of land tenure selected by the Town, one-time revenues would be gained through the sale of residential lots, or ongoing land lease revenues. Given the limited adoption of airparks in the Canadian context, such a development at Goderich would become part of the facility's unique selling points.

The primary consideration is the size of the market for hangar homes at Goderich Airport, which is not easily understood. While stakeholder consultations indicate that the regional housing market is performing strongly, hangar homes represent a niche market segment in the Canadian context with limited adoption. Depending on the model of development being considered, if the Town preservices residential airpark lots with taxiway and utility infrastructure, upfront cost may not be recovered if market demand fails to materialize through the sale of the lots. Carp Airport near Ottawa, ON was acquired by West Capital Developments in 2010, with plans to develop a residential airpark (Tailwinds Estates) that would have included over 30 homes with airfield access. The residential airpark component was removed in 2013 due to the developer's concerns of a lack of market demand, with the project modified to become a traditional residential development.

Additionally, permitting residential dwellings at the Airport introduces a new form of complexity to relationships with the Airport operator. While aviation-oriented purchasers would likely be comfortable with aircraft noise, Transport Canada's guidance is consistently that new residential development should not be permitted at or near airports due to concerns of land use sensitivity.

Residential airparks have experienced limited adoption in the Canadian context and market demand is difficult to estimate. Accordingly, the development of hangar homes is not carried forward as a development opportunity for further consideration in the Strategic Plan.


9.9 Scheduled Passenger Air Services

Scheduled passenger air services were repeatedly identified during stakeholder consultations as a priority for regional residents and businesses. In 2019, an air service research report was completed by the Fanshawe College Institutional Research Department for the Town of Goderich. A survey was completed with 1,116 respondents in Huron and Bruce Counties to support initial market assessment of commercial air services between Goderich and Toronto. Key findings from the project included:

- 18% of respondents (203) self-identified as frequent business travellers;
- Of the respondents who self-identified as frequent business travellers, 166 (80%) reportedly travel to Toronto on a 'weekly' to 'a few times a year' basis and 86% were 'somewhat likely' to 'extremely likely' to fly to Toronto if regular services were available from Goderich;
- Of non-business travellers, 84% reported that they were 'somewhat likely' to 'extremely likely' to fly to Toronto if regular services were available; and
- The price of flights was cited by 95% of respondents to be a 'somewhat important' to 'extremely important' factor only 4% of respondents were comfortable paying more than \$200 per seat;

The report estimated that the annual demand for outbound flights from Goderich to Toronto was 3,030 annual seats for business travellers and 7,860 seats for non-business travellers, or a total of 10,890 seats. Through the stakeholder survey completed in support of the Strategic Plan, respondents also expressed a desire for flights by major air carriers (e.g., Air Canada, WestJet, Sunwing Airlines) to popular domestic and international destinations.

Scheduled passenger air carrier services would likely offer significant benefits to Goderich and Huron County through the provision of a time-effective transportation option to downtown Toronto and onward destinations, if connecting services were able. Business travellers would be able to travel to Ontario's financial and economic hub of Toronto more easily, and pleasure travellers would also enjoy an additional transportation option beyond private automobiles. Revenue would also be generated through fuel sales, aeronautical fees, and terminal use agreements.

While scheduled passenger air carrier services may be beneficial to Huron County and well received by its residents and businesses, the feasibility of such an opportunity is tempered by several considerations. Goderich Airport is not a certified airport, which precludes scheduled services per the regulatory requirements of Transport Canada. Significant capital and operational investments would be required to achieve certification. Furthermore, the terminal building was not designed with passenger processing in mind.

The 2019 survey data indicates that the region is a highly price sensitive market with a comparatively small pool of potential travellers (approximately 30 seats each direction per day). Using FlyGTA's 2019 service between Toronto City Airport and Wiarton as an example, tickets were priced at \$175 one way, exceeding the willingness to pay for most survey respondents. Further, the Township of Georgian Bluffs' subsidization of FlyGTA services in 2019 (\$59,000) demonstrates the marginal nature of services to small communities such as Wiarton and Goderich. The COVID-19 pandemic has also accelerated the network reorganizations of major carriers such as Air Canada and WestJet, with the former withdrawing from the Sarnia market in 2020. The workplace implications of COVID-19 are also not fully understood – it may be speculated that the accelerated roll-out of digital workplace solutions may decrease (although not eliminate) corporate travel needs to an unknown degree.



Consideration has also been given in the 2017 Feasibility Study and in discussion with key stakeholders as to whether Bruce Power's operations and multi-year capital upgrade program will trigger the need to support scheduled passenger air services. Consultations with Bruce Power completed as part of the Strategic Plan indicate that their focus is on localizing their internal operations and encouraging their suppliers to establish semi-permanent presences in the region, as opposed to transporting workers on a rotational basis. Accordingly, the air service needs of Bruce Power were identified to be low.

Accordingly, the pursuit of scheduled passenger air carrier services is not identified as a priority within the short or medium-term horizons of the Strategic Plan, based on:

- Broader trends in regional air service vulnerability;
- The limited size and price-conscious nature of the potential market;
- The capital and operating costs of achieving certification and developing airline facilities;
- The potential costs of subsidizing or incentivizing airline services; and
- The availability of well-served competitor airports within a reasonable driving distances namely, London International Airport, Region of Waterloo International Airport, and Toronto Pearson International Airport.

It should be noted that removing the pursuit of scheduled passenger air services from consideration does not preclude existing corporate and charter operations from occurring, according to the air service needs of their clients. Goderich Airport will continue to be available to support charter air travel, as documented in Section 9.3.

9.10 Non-Aeronautical Development

A recurring theme identified through the online engagement survey was that surplus Airport lands should be converted for non-aeronautical development. Most of the Airport's undeveloped lands are currently put to productive non-aeronautical use through agricultural cropping. This practice is recommended to continue given the revenues that are provided to the Town, agricultural benefits, and the ancillary role of vegetation and wildlife management served.

Residential development was contemplated in the 2017 Feasibility Study through the sale of lots along Lake Avenue. As noted previously, introducing noise sensitive residential land uses close to an active airport with long-term growth plans is discouraged. Transport Canada's guidance is that new residential development should not be permitted at or near airports due to concerns of land use sensitivity. Land use incompatibility through residential development near Oshawa Executive Airport, for example, results in hundreds of noise complaints annually and has led the City of Oshawa to implement a series of voluntary and proposed mandatory noise abatement procedures that seek to curtail aircraft operations.

Commercial and industrial land uses are less sensitive to aircraft noise and commonly collocate with airports. Through stakeholder consultations, examples of land uses in this category where demand may exist include self-storage, contractor facilities, and technical training facilities. Serviced land is currently available within Goderich at the Goderich Industrial Park located east of Highway 21 and the Parsons Court Extension. From consultations with economic development stakeholders, it is understood that demand for new light industrial land is low, and that sufficient lands within Goderich should be available to meet anticipated absorption levels for the foreseeable future.



A final land use considered for Goderich Airport is utility-scale photovoltaic (solar) power generation. Several airports in Canada have pursued photovoltaic power projects in recent years, such as Windsor International Airport. These projects offer consistent revenue through long-term lease agreements, represent a productive use of vacant land, and are generally compatible with aircraft operations. However, the cancellation of the Province of Ontario's Feed-in-Tariff Program in 2016 resulted in a drawdown in renewable energy projects – reactivation of this program in the future may spur additional interest in solar power projects. Based on the foregoing discussion, the active pursuit of new non-aeronautical development at Goderich Airport is not recommended within the 20-year horizon of the Strategic Plan.



10 BUSINESS DEVELOPMENT STRATEGY

The attraction of private-sector aviation businesses to Goderich Airport will take active involvement, and potentially investment, by the municipalities involved in the facility's continued operation. While Goderich and Huron County have numerous strengths from a business attraction standpoint, several factors necessitate that active and ongoing business development occurs:

- From a business attraction standpoint, Goderich Airport competes with numerous similarly sized and equipped airports in both the surrounding region, as described in Section 3.4, and across Ontario;
- Currently, there are no aviation businesses at Goderich Airport that could serve as the foundation or anchor for a "cluster" style of economic growth – a new entrant aviation business will not be able to benefit from synergistic relationships with existing businesses;
- As identified in the industry outreach efforts completed as part of the 2017 Feasibility Study, many existing aerospace businesses see advantages in growing at their existing locations to minimize the duplication of resources. A significant concentration of aerospace activity currently exists in the Greater Toronto Area and in Montreal, both locations from which Goderich is a significant distance; and
- Depending on the market served by a given aviation business, Goderich may not be ideally positioned geographically to serve their existing clientele.

The Business Development Strategy is built upon the growth opportunities identified in the preceding section and follows a systematic approach considering how progress towards the attainment of each opportunity can be measured; what individuals or groups can assist in the implementation of the strategy; what key messaging should be communicated; and how the advantages of Goderich Airport should be disseminated to its target audiences. Also included for consideration are a series of initiatives to improve the business environment of the Airport that can be entertained following the adoption of the Strategic Plan.

10.1 Business Development Targets

To guide the implementation of the Business Development Strategy and provide quantitative metrics for the evaluation of future progress, a series of potential targets are presented in Table 10.1. The targets presented for consideration are meant to translate the high-level development and growth opportunities presented in Section 9 into factors that can be evaluated on an annual basis. The Town, its partners, and the future Airport governance entity may revise or introduce new targets, and new goals will also be established throughout the horizons of the Strategic Plan. It is anticipated that long-term (2031-2041) business development targets will be established towards the end of the medium-term horizon, as this will allow for the establishment of more accurate goals given the progress made in preceding years.



Category	Metric	Short Term (2022- 2025)	Medium-Term (2026- 2030)			
Conoral Aviation	Number of private aircraft based at Goderich Airport	Number of private aircraft based at Goderich Airport ≥ 1 new based aircraft per year				
General Aviation	Number of private itinerant aircraft movements	≥ 3% growth in annual mover	private itinerant aircraft ments ¹			
Aerial Tourism	Number of aerial tourism service providers	≥ 1 aerial tourism service providers offer service from Goderich Airport per year				
Corporate and Charter Air Services	Number of commercial itinerant aircraft movements	≥ 2% growth in annual commercial itine aircraft movements ¹				
Aircraft Rental Hangars	Number of Town-owned rental hangar units / bays	14 hangar units available for rent	21 hangar units available for rent			
	Rental hangar occupancy	90% average annual occupancy				
Land Lease Development Agreements	Number of occupied leasehold lots	≥ 3 leasehold lots occupied	≥ 8 leasehold lots occupied			
	Number of itinerant flight training aircraft movements	≥ 2% growth in annual itinerant flight training aircraft movements ¹				
riight fraining	Number of on-site Flight Training Units	≥ 1 on-site Flight Training Units				
Aviation Service Businesses	Number of on-site aviation service businesses	≥ 3 on-site aviation service business				
¹ Baseline to be established in 2	2022 following the 2021 implement	ntation of an aircraft move	ment tracking system			

	Table 10).1 -	Business	Development	Targets
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10.2 Strategic Partners

Ultimately, the long-term success of Goderich Airport is assumed to be under the purview of the future governance entity recommended in Section 8.5.1. Business development was noted to be one of the key areas of responsibility for the Airport Manager position identified in Section 8.5.2. However, a network of resources and talented professionals also exist in the region that can be leveraged to support Airport development goals:

• The **Huron County Economic Development Department** is a well-established municipal team with significant expertise in land and economic development. The vision of the Department states *"A prosperous and diverse Huron County is the destination of choice for businesses and people seeking a place to thrive."* Goderich Airport is a key asset within Huron County that can contribute to this vision – growth and development at the Airport can be a tool for the betterment of Huron County.

The Department's team includes Economic Development Officers, Program Coordinators, and Communication Specialists, among other roles, whose skillsets align with many of the requirements of the initiatives proposed within this section. When combined with the aviation strengths of the future Airport Manager position, a formidable team could be created for the pursuit of high-effort opportunities (e.g., a new Flight Training Unit). Staffing and funding implications for Department employees would have to be addressed in the future, but the involvement of the Economic Development team is logical given the recommendation to integrate Huron County in the future governance of Goderich Airport.



• The Goderich Community and Economic Development Committee and Huron County Economic Development Board are affiliated with the Town and County, respectively. Both organizations serve in an advisory role for their respective areas of influence and maintain memberships of individuals with considerable business and economic development expertise. The inclusion of a representative from each of the two organizations could be considered within the future Airport governance body – a member of the Goderich Community and Economic Development Committee could be one of the Town's appointees, and a member of the Huron County Economic Development Board could be a County appointee.

10.3 Target Audiences and Key Messaging

For each of the seven primary business development opportunities, one or more target audiences are delineated to focus the targeting of marketing efforts. The target audiences identified below are not necessarily the full range of parties that may make use of Goderich Airport – for example, additional general aviation traffic could come from aircraft owners in Quebec or the northeastern United States. However, target audiences are identified based on the groups anticipated to be most interested in Goderich Airport.

Key messaging of unique importance to each audience is also identified for inclusion in future marketing and outreach resources. By tailoring the marketing message to the typical considerations of each audience, prospective users of Goderich Airport can quickly understand its advantages and potential application to their desired use. In addition to the audience-specific strengths of Goderich Airport, the following unique selling points can be considered as the facility's core strengths that apply to all parties:

- The convenience of Goderich Airport, with a short driving distance into Goderich and nearby communities, and the time saved versus landing at alternative facilities such as London International Airport and driving for 1h30m;
- The provision of reliable year-round facility maintenance, including full snow and ice control;
- The availability of three runways, including one runway exceeding 5,000 ft. in length and a turf crosswind runway;
- Supporting infrastructure, including jet fuel and avgas, Instrument Approach Procedures, lighting for night operations, and international Airport of Entry status;
- The competitive fee environment versus larger competitor airports; and
- The availability of current and planned future amenities in the terminal building.

10.3.1 General Aviation

For the goal of increasing the amount of itinerant traffic from visiting aircraft operators, the primary audience is anticipated to be the general aviation community in southern Ontario, including both aircraft owners and renters. Recreational pilots, such as those that currently frequent Goderich Airport, generally travel on a discretionary basis – accordingly, Goderich must be presented as a cost-effective destination with a variety of attractions to visit upon arrival. Audience-specific key messaging should include the competitive fee environment of the Airport, availability of overnight parking and tie-downs, tourism opportunities throughout Goderich and Huron County, and the two restaurants.

With respect to the goal of increasing the number of general aviation aircraft based at Goderich Airport, the target audiences and key messaging are articulated in Sections 10.3.4 and 10.3.5.



10.3.2 Aerial Tourism

Papple Aviation (Section 4.2.4) is the incumbent aerial tourism provider at Goderich Airport and has experienced business growth success in recent years. Consistent with the aerial tourism business goal identified in Section 10.1, efforts in the short and medium terms are anticipated to centre on ensuring that the incumbent provider can grow its operation at Goderich Airport. As an existing dialogue exists between Papple Aviation and the Town, it is recommended that a collaborative working relationship continues to ensure that barriers to success are removed, and opportunities for joint marketing are improved.

10.3.3 Corporate and Charter Air Services

Growth in corporate and charter activity at Goderich Airport is anticipated to be driven by the needs of businesses with a presence in Huron County and associated air service requirements. Organizations that are known to fit within this category include Compass Minerals and Retirement Life Communities. While Bruce Power did not identify a defined need for Goderich Airport in its short-term, an ongoing dialogue is recommended to ensure that Goderich Airport continues to be considered in the future. Other parties may be identified by the Goderich Community and Economic Development Committee and Huron County Economic Development Board given the awareness that these organizations have of the regional economy.

Businesses that make use of corporate and charter aircraft generally do so to maximize staff productivity, efficiently transport individuals that assign a very high value to their time, offer a more premium travel experience, and / or move time sensitive materials. In addition to the core messaging described above, unique selling points to be articulated to corporate and charter audiences should emphasize the convenience of Goderich Airport, reliability of access based on its maintenance and infrastructure, and cross-border arrivals capability.

10.3.4 Aircraft Rental Hangars

Parties interested in renting space in current and future Town-owned hangars are anticipated to primarily be aircraft owners within a reasonable driving distance of Goderich Airport – while individual willingness to travel varies, this is expected to encompass aircraft owners within a 1h00m drive. While the decision of where to hangar their aircraft will vary based on individual factors, owners are unlikely to rent hangar space at a location that presents a considerable distance to travel to.

The unique selling points and key messaging to be communicated during the marketing of rental hangar space at Goderich Airport will vary based on the type of product that is developed. For example, a rental hangar with concrete floors, insulation, electric doors, and full utilities would be priced for, and marketed to, an audience of higher-end aircraft owners. Conversely, the basic condition and competitive price point of the existing rental hangars can be marketed as a competitive option for more cost-conscious aircraft owners.

10.3.5 Land Lease Development Agreements

The audiences that may potentially be interested in assuming a leasehold lot at Goderich Airport include private aircraft owners (Section 9.1), corporate and charter air service providers (Section 9.3), Flight Training Units (Section 9.6), and aviation service businesses (Section 9.7). The availability of leasehold land for development is the preferred mechanism to ensure that each targeted audience can establish a permanent presence at Goderich Airport. Therefore, marketing efforts should identify the availability and specifics of the Airport's leasehold lots among the other core and audience-specific messaging. Land development-specific messaging of importance will include the upfront and ongoing costs of developing at Goderich Airport, acceptable uses, and a clear definition of the approvals requirements, overall process, and associated timelines.



10.3.6 Flight Training

With respect to the goal of increasing the number of annual itinerant flight training movements, the primary audience is existing Flight Training Units in southwest Ontario. For the type of cross-country training completed at the Private and Commercial Pilot License stages, this is generally defined as Flight Training Units located in and west of the Greater Toronto Area. Key messaging for this audience aligns with the core messaging described above, with an emphasis on its application for lower experience pilots – for example, the availability of crosswind runways and year-round maintenance, as well as the lack of airspace congestion and uncontrolled environment.

For the establishment of an on-site training facility, the target audience includes existing Flight Training Units that seek to relocate their operation or establish a satellite facility. Key messaging for this audience includes the points described above, as well as the:

- Availability of competitively priced vacant land for development, as well as classroom space, offices, and tie-downs that can be rented for an upstart operation; and
- Limited taxiing time to the runways and flight time to training areas, decreasing operating costs.

While Goderich Airport also has other unique selling points that may warrant inclusion in its key messaging, such aspects are expected to be identified based on the unique needs of prospective Flight Training Units.

10.3.7 Aviation Service Businesses

Prospective aviation service businesses that may choose to locate at Goderich Airport, as articulated in Section 9.7, may include existing or upstart commercial aerial work operators; Aircraft Maintenance Organizations; Maintenance, Repair, and Overhaul facilities; painting businesses; or avionics suppliers. As articulated in Section 9.7, the decision to locate at Goderich Airport rests with an existing or upstart private business that can identify a viable market and business case. The role of the operator of Goderich Airport is to prepare the prerequisite assets (e.g., leasehold lots, taxiway infrastructure, servicing, etc.), ensure that a cost-effective environment exists, and assist prospective business model. In initial marketing efforts where definitive interest from a prospective business has not been received, it is recommended that key messaging focus on the Airport's infrastructure and financial environment. The scale of the potential market and regional strengths (e.g., the employment market) can be explored through subsequent discussions once the preliminary needs of interested parties are identified.

10.4 Marketing and Outreach Methods

The Strategic Plan's systematic business development process has considered:

- 1. Section 9 What opportunities have the highest potential to occur in the future at Goderich Airport?
- 2. Section 10.2 What parties can assist us in pursuing these opportunities?
- 3. Section 10.3 What are the audiences that could be interested in Goderich Airport, and what do they need to know?

Key questions then evolve into how each target audiences should be reached to communicate the key messaging. Acknowledging the financial constraints that are likely to apply in future Airport business development efforts, a series of lower cost marketing and outreach methods are presented for implementation by the Airport's governing entity, assigned staff, and select strategic partners (Section 10.2):



- **Online Presence:** Easily accessible online resources are increasingly becoming the first tool used by prospective users and businesses in planning. The online presence of Goderich Airport should be built up with the primary information of interest to future users and maintained over time to ensure that this information does not become outdated. The Town has proactively commissioned the development of a new website in 2021 that should become the primary repository of business development information specific to the Airport. Other resources that should also be updated include the Huron County Economic Development website and resources commonly used by pilots, including ForeFlight and COPA Places to Fly. The establishment of the Airport's online presence applies to all target audiences identified in Section 10.3.
- Social Media: Like the description of online resources, social media has become well used among the various aviation communities of Ontario, particularly in the recreational pilot population. The careful use of social media may be of value in the pursuit of new local aircraft, attraction of itinerant recreational aircraft movements, and in marketing the availability of rental hangar space and hangar leasehold lots.
- **Direct Outreach:** Parties with a known interest in Goderich Airport (e.g., those that have contacted the Airport) should be followed up through direct and ongoing outreach by the designated business development lead. This may progress from initial exploratory phone and email conversations to site tours and in-person meetings. Direct outreach may also be considered through industry and aviation community groups, such as contacting COPA Flights in the region with news on hangar and land lease opportunities.
- **Public-Facing Materials:** Key representatives, such as the Town Mayor and County Warden, may considered utilizing their public-facing roles to communicate the benefits and opportunities of Goderich Airport. This may be done through networking and press releases.
- **Cross-Promotion:** Goderich Airport should also be promoted in resources beyond those published directly by the Airport to broaden its exposure to a wider audience. It is recommended that the tourism, transportation, and business development potential of Goderich Airport be integrated, at a minimum, within:
 - The tourism webpages of the Town, Township and County, as well as the Ontario's West Coast tourism webpage maintained by Huron County Economic Development; and
 - The Town, Township, and County economic development webpages; associated brochures and marketing materials; and site selection / vacant lands search functions.

As progress is made in the implementation of the Business Development Strategy and tangible progress is made on the targets identified, additional marketing techniques may be necessary. Examples of techniques that may be considered in the future include attending industry events and conferences, targeted online advertising, and retaining a specialty marketing agency.



10.5 Business Development Initiatives

Sections 10.1 to 10.4 outline the systematic approach taken to pursuing the development and growth opportunities identified in Section 9 through proactive marketing and outreach. In addition to these actions, a series of initiatives are presented herein that should be considered to improve the overall image, competitiveness, and value proposition of Goderich Airport.

10.5.1 Airport Branding

The branding and identity of Goderich Airport is also an element of the facility's business development strategy. Branding is one element that contributes to the formation of customer and public associations with the Airport. Branding generally encompasses the name, slogan, and logo of Goderich Airport. Currently, the Airport's name is "Goderich Municipal Airport", and slogan is "Sky Harbour", while the facility lacks an official logo or visual identity. Currently, the use of "Municipal" emphasizes linkages with the Town of Goderich, but not with Huron County as a whole; and "Sky Harbour", while having historical significance, does not have strong associations with the current role of the Airport.



Branding example from Niagara District Airport

The model of intermunicipal cooperation recommended in Section 8.5.1 further calls into question whether the current brand of the Airport is the most appropriate, as the facility stands to become more regional in nature. Accordingly, the development of a new Airport name, slogan, and logo is recommended to occur following the formation of the revised intermunicipal governance model. The Airport's new branding should be forward-looking, modern, and of a standard of quality that creates a positive first impression for entities looking to establish operations at the Airport.

A sample name and slogan are provided below, as one example of how the Airport's branding could be taken in a new direction. This example takes two important approaches – the use of "Regional" is reflective of the Airport's role as the primary aviation asset in Huron County which is supported through intermunicipal cooperation, and the revised slogan aligns with the Huron County Tourism Plan.



Ontario's West Coast Gateway

Sample branding for Goderich Airport

Regardless of the branding selected, the Airport's name, slogan, and logo should be consistently applied on all marketing and public-facing resources, to ensure a consistent brand identity that builds recognition over time among customers and the public. The recommended installation of new groundside wayfinding signage in the short-term (Section 6.4.2) is a significant opportunity to visually present the new branding of Goderich Airport in high-visibility public spaces.

10.5.2 Tax Rate Review

While the municipal taxes levied at Goderich Airport by the Township and County transcend the scope of the Strategic Plan, it is recommended that the Town, Township, and County work collaboratively to review the competitiveness of the taxes charged to on-Airport tenants and businesses versus similar airports in southern Ontario.

10.5.3 Partner Business Review

While numerous aspects of Goderich Airport's service offerings are within the control of its operator, the broader integration of the facility with regional service providers will require coordination with businesses in the area. Several areas of focus have been identified in this respect, based on stakeholder consultations:

- **Ground Transportation:** Transportation from Goderich Airport to Goderich and other destinations in Huron County was identified as a weakness by general aviation and corporate stakeholders. The availability of ground transportation through the four taxi service providers (Anytime Taxi, Goderich Taxi, Ontario Shuttle Service, and Shoreline Transfer) in Goderich and the incumbent rental car provider (Affordable Car & Truck Rentals) should be clearly communicated to Airport users.
- Accommodations Providers: Hotels and accommodations providers that are interested in partnering with Goderich Airport may be identified and marketed to users, including those that provide shuttle services for arriving pilots and passengers.
- **Tourism Entities:** Numerous tourism service providers are located throughout Huron County that could benefit from serving fly-in customers. Providers that are interested in developing packages for arriving tourists could be identified and marketed as such, further increasing the competitive advantages of Goderich Airport in attracting itinerant recreational traffic and generating regional economic benefits.

The intent is that the Town and its partners will bring together businesses that see potential in serving the roles described above and market their availability to Airport users. The digital information kiosk and Airport website, both to be implemented in 2021, are excellent opportunities to disseminate information about Airport-supportive businesses to users.



11 COMMUNITY CONNECTION STRATEGY

The Community Connection Strategy focuses on methods to improve the connection between Goderich Airport and the residents of Goderich and Huron County. A recurring theme during consultations was that residents that do not make direct use of Goderich Airport's aviation services:

- Feel disconnected from the facility, despite it being a publicly owned asset;
- Perceive the Airport as not serving their needs and lacking in tangible benefits; and / or
- Are unaware of what goes on at the Airport.

While the core role of Goderich Airport is to facilitate aircraft operations and aviation services, the facility is recommended to remain as a publicly owned facility. Accordingly, there is value in building connections with the communities that Goderich Airport serves, with potential benefits of improving public awareness, strengthening ties held by residents and the value that they assign to the Airport, and potentially marketing the availability of aviation services.

The Community Connection Strategy introduces four interrelated concepts for consideration:

- 1. Targets to guide the implementation of the Strategy;
- 2. The groups and organizations that can further the goals of the Strategy;
- 3. Methods for improving awareness of Goderich Airport through outward communication; and
- 4. Events and attractions that can draw the public to the Airport.

11.1 Community Connection Targets

A series of minimum targets are presented as part of the Strategic Plan (Table 11.1) to guide the implementation of the Community Connection Strategy. The targets presented herein are only starting points to be considered by the Town, its partners, and the future governing body in their implementation of the Strategic Plan. Throughout the planning horizons of the Plan, these targets may be adjusted to better reflect the evolving circumstances of Goderich Airport – accordingly, long-term (2031-2040) recommendations are not presented.

Category	Metric	Short Term (2022-2025)	Medium-Term (2026- 2030)
Outward Communication	Frequency of Proactive Outward Engagement	≥ 6 proactive engagement pieces annually	≥ 12 proactive engagement pieces annually
	Frequency of Airport Public Events	≥ 1 event annually	≥ 2 events annually
Public Events and	Frequency of Airport Tours (e.g., School Classes, Air Cadets)	≥ 1 tour annually	≥ 2 tours annually
	Number of Annual Airport Museum Visitors (Following Reinstatement)	≥ 150 visitors annually	≥ 300 visitors annually

Table 11.1 - Community Connection Targets



11.2 Strategic Partners

Success in the implementation of the Community Connection Strategy can be advanced through cooperation among several groups, with leadership and coordination to be provided by the governing body and Airport Manager recommended in Section 8.5:

- The **Town of Goderich's Tourism and Community Development Team** takes an active role in local tourism efforts. The team's expertise could be leveraged towards the advancement of the Community Connection Strategy, provided Town Staff have sufficient capacity for such efforts.
- **COPA Flight 45** and **Sky Harbour Modelers**, as described previously in Section 4.6, are hobby-oriented groups that are based at Goderich Airport and represent recreational interests in the facility. Both organizations have hosted events at Goderich Airport in the past, including remote control aircraft fun-flies, general aviation fly-ins, and other similar activities. Further, members of both groups serve as ambassadors of Goderich Airport while travelling throughout Ontario and beyond. It is envisioned that both groups may take an active role in organizing and / or assisting in hosting various public events, as described below.
- **532 Maitland Royal Canadian Air Cadet Squadron** and the **Maitland Air Cadet Association** have taken leadership roles in hosting past airshows at Goderich. Members from the local air cadet squadron may be interested in supporting future public events at Goderich Airport and in small beautification projects. Goderich Airport could also be offered to the Squadron for their Annual Ceremonial Review parades.
- **Goderich Business Improvement Area (BIA):** While the mandate of the BIA is geographically scoped to Goderich's downtown core, the organization has a strong record of hosting several public events such as the weekend Farmers' Market and outdoor movie nights. The experience and skillsets of the BIA team could be a value asset in organizing similar events at Goderich Airport.

11.3 Communication Strategies

Proactive outward communication can be used to build awareness among individuals without a vested interest in Goderich Airport, knowledge of its operations, or a reason to regularly visit the facility. As noted previously, while Goderich Airport is a public asset, a common finding from stakeholder consultations was that residents commonly feel disconnected from the facility and unaware of its role. As active investment and attention is directed to the Airport with the implementation of the Strategic Plan, proactive communications represent a considerable opportunity to maximize awareness and connections to the facility. Outward communications, as described previously in Section 10.4, can also offer synergistic benefits in business development and marketing.



Examples of proactive communications that may be of value to the public include:

- Annual or biannual summaries of activity and key developments at the Airport, such as aircraft movement levels, air ambulance operations, and military training exercises. Pending the implementation of the Airport's recommended revised governance model, an annual report may be both a requirement and an opportunity in this respect;
- News about Airport infrastructure projects and capital investments. The improvements being made to the terminal building in the summer of 2021, for example, should be communicated to the public and aviation community to celebrate the progress being made;
- Announcements of new businesses or development initiatives at the Airport; and
- Informational "did you know" topics that educate the public about lesser-known aspects of the Airport, such as its history, daily operation (e.g., winter maintenance footage), and intricacies.

At the time of the Strategic Plan's preparation, a new website for Goderich Airport was in the process of being developed – this represents a considerable opportunity for outward communications. Examples of other communication methods that can also be considered include:

- Social media, including the creation of accounts dedicated to Goderich Airport and crosspromotion through the Town of Goderich and its partners;
- Local politicians, municipal representatives, and partner organizations (e.g., COPA Flight 45) communicating key messaging of Goderich Airport; and
- Media articles by regional publications with the cooperation of the Airport operator.

The Town of Goderich's Tourism and Community Development Officer has significant skillsets in outward communication strategies and may be a strong asset that can be leveraged in support of Airport initiatives.



Social media communications from Wiarton Keppel International Airport (left) and Region of Waterloo International Airport (right)



11.4 Public Events and Attractions

While proactive communications can build awareness among residents of Huron County, there are also opportunities for Goderich Airport to serve as a part of the community fabric through on-site programming catering to a wider range of audiences. Currently, individuals with no connection to aviation have little reason to visit the Airport, with their interaction limited to brief views of the facility while travelling along Airport Road or the Bluewater Highway. Historically, events such as the 2008 and 2015 airshows, Sky Harbour Modelers flying events, and vehicle / aircraft show and shines have drawn members of the community to Goderich Airport, thereby improving these connections.

In the future, public events and attractions should be pursued and championed by the Airport's governing body and strategic partners, such as COPA Flight 45, Sky Harbour Modelers, and the local Air Cadet unit. Examples of events that occur at similar airports and may be considered for Goderich Airport include, but are not limited to:

- An aircraft and vehicle show and shine, like events that have historically been held at Goderich Airport.
- Tours of the Airport's maintenance garage, mobile equipment, and airside assets for primary and secondary school classes and the local Air Cadet unit, facilitated and championed by Airport Staff. As businesses develop in the future, these organizations could also participate in tours;
- Recreational fly-ins for both aircraft operators and members of the community. General aviation fly-ins could be facilitated by COPA Flight 45, potentially with involvement from Sky Harbour Modelers and the local Air Cadet unit;
- Drive-in / fly-in movie nights or an outdoor concert. A model for this event could be the Downtown Goderich BIA's outdoor movie night in Courthouse Square; and
- An outdoor farmers market, potentially arranged in cooperation with the Goderich BIA's farmers market; and
- A recreational run or race utilizing the Airport's runways and taxiways.

With several of the events noted above, such as recreational fly-ins, movie nights, and running events, participation by local vendors such as food trucks could be integrated, thereby creating an opportunity for regional businesses to be showcased.

Lastly, the reinstatement of the former Goderich Airport Museum in the terminal building may be an opportunity to further grow the connection and awareness of both the public and aviation community to the facility. Opportunities in this respect may be explored in collaboration with the Huron County Museum.



12 AIRPORT DEVELOPMENT AND LAND USE

Growth at Goderich Airport should be guided by a comprehensive and systematic strategy, ensuring that the facility's long-term goals can be accomplished. This process is guided by the consideration of aeronautical and non-aeronautical constraints and culminates in three interrelated plans: 1) The Recommended Airport Development Plan; 2) The Recommended 20-Year Capital Plan; and 3) The Recommended Airport Land Use Plan.

12.1 Constraints Analysis

The Recommended Airport Development Plan is influenced by compatibility constraints associated with aviation safety and the requirements of Transport Canada and NAV CANADA. These include:

- Obstacle Limitation Surfaces prepared in accordance with TP312 Aerodrome Standards and Recommended Practices (5th Ed.). No on or off-Airport development shall penetrate these surfaces (Figure 12.1);
- The limitation of land uses that would attract birds or wildlife, cause restrictions to visibility (e.g., steam, smoke, and exhaust plumes), or generate Foreign Object Debris; and
- The prevention of land uses that would be negatively impacted by aircraft noise.

On-Airport development requires the submission of a Transport Canada Aeronautical Assessment Form and / or NAV CANADA General Land Use Submission. The Recommended Airport Development Plan is also influenced by non-aeronautical natural and man-made constraints (Figure 12.2):

- The on-site Environment and Climate Change Canada meteorological station that is protected by a 90 m x 90 m interference zone. No development shall occur in this area;
- Residential dwellings to the south, along Airport Road; west, along Lake Road; and north, along Sunset Beach Road. Concentrated residential uses are also located immediately to the southwest (Meneset on the Lake) and 1.5 km to the north (The Bluffs at Huron). Residential uses have deemed to be sensitive from an aircraft noise exposure perspective;
- Significant negative grade changes to the west of the Runway 14 threshold towards Lake Huron, and to the north of Runway 14-32 towards a gully and watercourse;
- Significant groundwater recharge areas along Runway 14-32 and at the southeastern portion
 of the Airport site. Land uses in these areas with a potential risk to impact water quality or
 quantity may be restricted, prohibited, and/ or subject to further approval in accordance with
 provincial regulations (note this constraint is not shown in Figure 12.2);
- A drainage channel south of Runway 10-28 which leads southwards under Airport Road to the Maitland River. The area surrounding the drainage channel (15 m each side of the centreline) is subject to regulatory approvals from the Maitland Valley Conservation Authority;
- The 100-year shoreline erosion hazard line located approximately 90 m from the Runway 14 threshold. Development that would encroach upon this hazard line or increase erosion risks is not recommended;
- A significant woodlot to the west, which is designated NE1 Natural Environment in the Township Zoning By-law. Tree clearing is not recommended unless required for matters of aviation safety and regulatory compliance; and
- Privately owned parcels of land that, while contiguous to the Airport property, are beyond the control of the Airport operator. Privately owned parcels include 33848, 33862, 33884, 33910, and 33916 Airport Road.





















GODERICH AIRPORT STRATEGIC PLAN

FIGURE 12.2: NON-AERONAUTICAL CONSTRAINTS

AUGUST 2021



IN PARTNERSHIP WITH:







LEGAL CONSTRAINTS

ENVIRONMENTAL/PHYSICAL CONSTRAINTS

LAND USE CONSTRAINTS





12.2 Recommended Airport Development Plan

The Recommended Airport Development Plan, shown in Figure 12.3, depicts the preferred locations for new development and the infrastructure projects required to support growth. Three development areas are recommended based on anticipated demand for airside land within the 20-year horizon of the Strategic Plan:

- 1. North Development Area
- 2. West Development Area; and
- 3. East Development Area.

12.2.1 North Development Area

Development Concept

The North Development Area is located immediately north of the thresholds of Runways 28 and 32, to the west of the Flippin' Eggs restaurant. While taxiway access is not currently available, these lands can be serviced cost effectively through a connection to the Runway 28 / Runway 32 thresholds, offering prime airside access. Groundside access can be extended to Bluewater Highway, and the North Development Area can support the larger land requirements of potential commercial users. This area is the preferred location for the development of commercial and private aviation users with larger land needs. Examples of business types envisioned for the North Development Area include aerial applicators, commercial aircraft operators, Flight Training Units, Aircraft Maintenance Organizations, and other similar uses.

Servicing and Infrastructure

The concept for the North Development Area foresees the proactive development of three lots, each between 4,350 m² and 4,600 m², serviced by a new 10.5 m wide AGN II taxiway from the Runway 28 threshold. Groundside access to the Bluewater Highway would be provided through a new roadway that follows the alignment of the existing maintenance service route. Electrical servicing would be extended along the alignment of the access roadway, and it is assumed that future development would occur on private potable water and septic services given the lack of full servicing along the Bluewater Highway corridor. To respond to development inquiries in the short-term, proactive infrastructure servicing is recommended to occur in 2022.

Table 12.1 - North Development Area Capital Projects

Recommendation	Implementation Year	Cost Estimate
North Development Area Infrastructure	2022	\$294,000









GODERICH AIRPORT STRATEGIC PLAN

FIGURE 12.3: **RECOMMENDED AIRPORT** DEVELOPMENT PLAN

AUGUST 2021



IN PARTNERSHIP WITH:







WEST DEVELOPMENT AREA





NORTH DEVELOPMENT AREA



REMOVALS





12.2.2 West Development Area

Development Concept

The West Development Area encompasses the lands currently accessed from Taxiway B. This area benefits from its groundside access from Airport Road, the availability of vacant lands with airside access from Taxiway B, and its proximity to Runways 10-28 and 05-23, which are predominantly used by general aviation aircraft. The West Development Area is the preferred location for future general aviation development, including rental hangars (Section 9.4), hangars on leasehold lots (Section 9.5), and small-scale aviation businesses. A total of 16 lots, each 30 m x 30 m with a total area of 900 m², can be developed in the concept shown for the West Development Area.

Servicing and Infrastructure

A phased approach is recommended for growth in the West Development Area, as shown in Figure 12.4. The four-phased concept is recommended to be initiated with Phase 1 in 2023, with the commencement of subsequent phases to occur with the absorption of the lots in the preceding phase:

- Phase 1 occurs to the east of the current t-hangars. This phase is contingent upon the demolition of the storage shed, relocation and burial of the existing overhead power lines, and the development of a 7.5 m wide AGN I taxiway extending from the existing Taxiway B. Two 900 m² lots would be made available for development through Phase 1, and paved airside access would also be provided to the existing t-hangar to the west.
- 2. Phase 2 occurs to the west of the current t-hangars and requires the construction of a new access road and the extension of servicing. Two 900 m² lots will be made available.
- 3. Phased 3 will yield six 900 m² lots to the west of the Phase 2 lands and will require the construction of a 7.5 m AGN I taxiway, access road, and electrical servicing. The Runway 05 threshold will require relocation to ensure that its Obstacle Limitation Surface is not penetrated, resulting in a reduced length of 1,600 ft.
- 4. Phase 4 is the final phase for the West Development Area identified in the 20-year horizon of the Strategic Plan, based on assumed lot absorption rates. Phase 4 will yield six 900 m² lots and require the extension of supporting taxiway, access road, and electrical infrastructure.



Figure 12.4 - West Development Area Phasing



Implementation Year	Cost Estimate
2023	\$116,000
2025*	\$46,000
2030*	\$340,000
2035*	\$262,000
	Implementation Year 2023 2025* 2030* 2035*

Table 12.2 - West Development Area Capital Projects

* Implementation years for Phases 2 – 4 are assumed timelines; actual project phasing will be determined based on the absorption of lots in the preceding phase(s)

12.2.3 East Development Area

Development Concept

The East Development Area is located south of Runway 10-28 and east of Apron I. This land assembly offers the largest total area for growth of the three recommended development sites and benefits from groundside access to Airport Road and its proximity to Runways 10-28 and 14-32. It is envisioned that the East Development Area will not be proactively serviced, and instead that infrastructure investments will be made pending the entry into an agreement with a sufficiently motivated large-scale aviation user. Examples of businesses that could make use of the East Development Area include commercial aircraft operators, Flight Training Units, and Aircraft Maintenance Organizations.

Servicing and Infrastructure

It is assumed that the growth of the East Development Area will be triggered by interest from a prospective tenant, as opposed to the proactive servicing model recommended for the North and West Development Areas. A conceptual layout of the East Development Area is shown in Figure 12.5, illustrating how the land assembly could function for a large-scale Flight Training Unit and two other commercial aviation tenants. Alternative layouts should be considered based on the land needs of prospective tenants. Table 12.3 presents the Rough Order of Magnitude costs for the construction of the requisite taxiway and roadway infrastructure for the conceptual East Development Area. Actual costs will vary based on tenant needs and the resultant preliminary and detailed design phases.





Figure 12.5 - East Development Area Phasing

Table 12.3 - East Development Area Capital Projects

Recommendation	Implementation Year	Cost Estimate
East Development Area Phase 1 Infrastructure	2025*	\$782,000
East Development Area Phase 2 Infrastructure	2033*	\$278,000

* Implementation years for Phases 1 and 2 are assumed timelines. Actual timelines will be dependent on market demand.



12.3 Recommended 20-Year Capital Plan

The Recommended 20-Year Capital Plan, presented in Table 12.4 and Table 12.5, outlines a systematic strategy to implement the Recommended Airport Development Plan, including:

- 1. Rehabilitation / reconstruction projects to ensure the continued availability of existing infrastructure, as outlined in Section 6; and
- 2. Infrastructure expansion projects required to facilitate the development and growth opportunities identified in Section 9.

The cost estimates provided herein are at the preliminary level of detail to guide future budgeting, and are supported using recent local unit rates, data from the Town's asset management system, and costs from comparable projects. Contingencies of between 20% and 25% are integrated in each cost estimate. Specific requirements and more detailed cost estimates will be developed through subsequent design phases. All cost estimates are in Canadian Dollars and are adjusted for inflation in the recommended implementation year, which is set at 2% annually. The Recommended 20-Year Capital Plan does not account for legal or regulatory permitting fees, and costs associated with financing.

The total cost of all projects identified in the Recommended 20-Year Capital Plan, expressed in 2021 Canadian Dollars, is \$12,584,000. Of this total, \$2,246,000 (18%) is allocated towards asset expansion projects to service the North, West, and East Development Areas. The remaining 82% (\$10,338,000) is directed towards infrastructure projects to maintain or improve the level of service provided through the Airport's core assets. The Recommended 20-Year Capital Plan does not account for reductions in project costs through grant funding from the provincial and federal levels of government – such opportunities are identified in Section 13.1.



Table 12.4 -	Recommended	20-Year C	Capital Plan	(2022-2031)	
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Project	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031
Airside System (Section 6.1)										
Annual Crack Sealing and Repair Program	\$15,000	\$8,000	\$8,000	\$9,000	\$9,000	\$9,000	\$9,000	\$9,000	\$10,000	\$10,000
Taxiway B Edge Markers	\$1,000									
Runway 05-23 Edge Markers	\$5,000									
Taxiway B Reconstruction	\$382,000									
Airfield Lighting and Electrical System Rehabilitation			\$353,000							
Apron I Southern Portion Rehabilitation			\$585,000							
Runway 10-28 Rehabilitation				\$1.883M						
Runway 14-32 Rehabilitation					\$5.373M					
Apron I Northern Portion Rehabilitation						\$767,000				
Taxiway A Rehabilitation										\$781,000
Airport Support Services (Section 6.2)										
Replacement Pull Mower Deck Attachment	\$4,000									
Replacement Spreader Attachment	\$7,000									
Replacement Kubota Tractor		\$36,000								
Replacement Brush Mower Attachment		\$10,000								
New Pickup Truck (Airport Manager)		\$57,000								
Limited Weather Information System Installation			\$11,000							
Replacement Pickup Truck (Airport Maintainer)				\$60,000						
Replacement Snowplow Blade Attachment					\$31,000					
Replacement Wheel Loader					\$188,000					
Replacement Hydraulic Loader Fork					\$7,000					
Replacement Snowblower Head Attachment							\$119,000			
LPV Instrument Approach Procedure Feasibility Study							\$46,000			



Project	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031
Airport Buildings (Section 6.3)										
Maintenance Garage Overhead Doors Replacement	\$20,000									
Maintenance Garage Roof Replacement	\$67,000									
Storage Shed Demolition and Site Clearing		\$20,000								
Terminal Building HVAC System Replacement		\$10,000								
Terminal Building Roof Replacement		\$18,000								
Clubhouse Roof Replacement		\$6,000								
Maintenance Garage Furnace Replacement					\$6,000					
Groundside System (Section 6.4)										
Burial of On-Site Overhead Power Lines		\$21,000								
Airport Gateway Signage		\$62,000								
Installation of Restricted Area Signage		\$5,000								
Groundside Parking and Internal Roadway Rehabilitation									\$263,000	
Development and Growth (Section 12.2)										
North Development Area	\$294,000									
West Development Area - Phase 1		\$116,000								
Rental Hangar Development		\$394,000								
West Development Area - Phase 2				\$46,000						
West Development Area - Phase 3									\$340,000	
East Development Area - Phase 1				\$782,000						
ANNUAL TOTAL	\$795,000	\$763,000	\$957,000	\$2.780M	\$5.614M	\$776,000	\$174,000	\$9,000	\$613,000	\$791,000

Table 12.5 - Recommended 20-Year	Capital Plan	(2032-2041)
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Project	2032	2033	2034	2035	2036	2037	2038	2039	2040	2041
Airside System (Section 6.1)										
Annual Crack Sealing and Repair Program	\$10,000	\$10,000	\$10,000	\$11,000	\$11,000	\$11,000	\$11,000	\$11,000	\$12,000	\$12,000
Groundside System (Section 6.4)										
Airport Perimeter Fencing	\$162,000									
Pumphouse and Water Well Replacement				\$46,000						
Development and Growth (Section 12.2)										
West Development Area - Phase 4				\$262,000						
East Development Area - Phase 2		\$278,000								
ANNUAL TOTAL	\$172,000	\$288,000	\$10,000	\$319,000	\$11,000	\$11,000	\$11,000	\$11,000	\$12,000	\$12,000

12.4 Recommended Airport Land Use Plan

12.4.1 On-Airport Land Use Planning

The Recommended Airport Land Use Plan (Figure 12.6) has been prepared to delineate the Airport property into five designations. Adherence to the Recommended Airport Land Use Plan is advisable to ensure that the growth of Goderich Airport occurs in a cohesive and orderly manner, maximizes the highest and best use of available lands, and appropriately considers applicable constraints.

- 1. **Airport Operations:** Lands reserved for runways, taxiways, aprons, and regulatory offsets as specified in TP312, as well as infrastructure provided in support of the core aviation functions of the facility. Appropriate land uses in the Airport Operations designation, in addition to those previously described, include the terminal building, maintenance garage, fuel facilities, and meteorological equipment.
- 2. **Groundside System:** Lands that are protected for groundside roads, parking lots, and servicing and utility infrastructure.
- 3. **Airport Development:** Lands designated for private, commercial, and institutional aviationrelated development with access to airfield infrastructure. Examples of acceptable land uses include aircraft hangars, aviation businesses (e.g., Flight Training Units, Aircraft Maintenance Organizations), and other similar activities.

The Airport Development designation recognizes that two private properties (33884 Airport Road and 33910 Airport Road) are currently used for non-aviation purposes through amendments to the Township's planning hierarchy. Future non-aeronautical activity is strongly discouraged within areas identified with the Airport Development designation.

- 4. **Airport Reserve:** Lands for which a defined purpose has not been identified through the Strategic Plan, but which should be held in an undeveloped state until a highest and best use is identified. Agricultural cropping is an acceptable land use in the interim.
- 5. **Environmental Protection:** Lands that are discouraged from being altered or developed, unless for the purpose of meeting regulatory standards or aviation safety, based on their environmental value. Designated lands include the 100-year shoreline erosion hazard line and the Natural Environment designated woodlot. Existing areas used for agricultural cropping in the Environmental Protection designation are deemed an acceptable land use.

The Township's municipal planning policies, as articulated in the Official Plan (2003, as amended) and Zoning By-law (By-law 32-2008, as amended), are permissive of the land use framework described above. Future amendments to the AL1 / AL2 zones of the Township Zoning By-law are discouraged where such revisions stray from the intent of the Recommended Airport Land Use Plan.

12.4.2 Off-Airport Land Use Planning

While the Goderich Airport Strategic Plan will be the primary document that guides the future of the facility, off-Airport land use planning is the responsibility of the Township through its Official Plan and Zoning By-law. Existing and future land uses in the vicinity of Goderich Airport have the potential to be negatively impacted by aircraft operations; conversely, certain land uses can also pose a threat to aviation safety and efficient aircraft operations. Proactive land use planning that implements the compatibility guidelines articulated in TP1247 – Land Use in the Vicinity of Aerodromes is recommended. Generally, the approval of sensitive residential land uses in the vicinity of Goderich Airport should be approached carefully, and all development proposals should be thoroughly evaluated to ensure that the long-term viability of Goderich Airport will not be negatively impacted.



Specifically, it is recommended that the Township Official Plan integrate policies that address:

- Maximum development heights as a function of the Obstacle Limitation Surfaces prepared in Section 12.1;
- Noise exposure and land use acceptability, including the development of Noise Exposure Forecast (NEF) contours and mechanisms to add covenants on title notifying owners and tenants of aircraft noise;
- Land uses that attract birds and wildlife representing a threat to aviation safety; and
- Restrictions to visibility, wind turbines, and glint and glare from solar arrays.

At the time of the Strategic Plan's preparation in 2021, the Township had commenced a five-year review of its Official Plan. It is recommended that policies regarding Airport land use compatibility be integrated in the revised Official Plan as part of this review, and subsequently be integrated in the Zoning By-law as applicable.

In addition, development proposals in the vicinity of Goderich Airport may require the submission and approval of a:

- Transport Canada Aeronautical Assessment Form, addressing obstacle lighting and marking requirements; and
- NAV CANADA Land Use Submission, which considers impacts to the air navigation system and Instrument Flight Procedures.







GODERICH AIRPORT STRATEGIC PLAN

FIGURE 12.6: RECOMMENDED AIRPORT LAND USE PLAN

AUGUST 2021



IN PARTNERSHIP WITH:





AIRPORT OPERATIONS
GROUNDSIDE SYSTEM
AIRPORT DEVELOPMENT
AIRPORT RESERVE
ENVIRONMENTAL PROTECTION



0	15	50	30	00
				Meters

13 FINANCIAL OUTLOOK

A key element of the Airport Vision Statement is that Goderich Airport will be managed in a financially sustainable manner. Financial sustainability does not mean that the facility will eliminate its operating and net deficits, but instead that the Airport's deficit is incrementally improved over time. Of the comparable airports reviewed in Section 3.4, all facilities incurred annual deficits and require ongoing subsidies from their municipal owners⁶. Further, the financial performance of Goderich Airport (i.e., an annual deficit) is similar to other regional airports across Canada. Airports that are financially self-sustaining typically derive a significant proportion of their revenue from passenger and cargo air services, and such activity and revenues are atypical for airports that serve roles like those of Goderich Airport.

If the mindset is taken that Goderich Airport should become entirely self-sustaining, the viability of the facility will likely continue to be questioned across the horizons of the Strategic Plan. The approach taken by other municipalities and recommended for the Town and its partners is that Goderich Airport should be treated as a municipal service whose deficit is balanced against its:

- Core social benefits that are provided for the betterment of the residents of Goderich and Huron County; and
- Current and potential future economic benefits, including its role in the regional business environment, employment opportunities, and other metrics.

Despite the foregoing, as a municipally funded facility, the Town and its recommended financial partners are responsible to their residents and taxpayers. Accordingly, opportunities should be pursued to lessen the costs of Goderich Airport that are supported by municipal taxation. Based on the foregoing, the Financial Outlook identifies:

- 1. Current opportunities for grant funding support from upper levels of government that can be used to decrease the costs borne in capital rehabilitation and growth projects;
- 2. Mechanisms to capture revenue from Airport users (i.e., "user pay" opportunities), ensuring that parties that benefit from the facility's infrastructure and services contribute to the costs of its maintenance, without disincentivizing activity; and
- 3. A 20-year pro forma financial statement that illustrates the Airport's potential financial outlook in the future, based on a series of assumptions and the recommendations of the Strategic Plan.

13.1 Grant Funding Opportunities

The recommended participation of the Township and County alongside the Town in capital funding (Section 8.5.1) will significantly improve the ability for major infrastructure projects to proceed. However, several of the projects identified in the Recommended 20-Year Capital Plan may still exceed the fiscal capacities of the three municipalities. Accordingly, capital grant funding opportunities are identified herein that may be pursued to decrease the financial burden of these projects. Grant programs that are available to municipalities are highly competitive, as communities across Ontario are faced with challenges like those experienced in Goderich. The pursuit of grant funding may take months or years and require external assistance to prepare submissions; however, the benefits of such programs are significant and usually justify the level of effort to be expended.

⁶ While Wingham Airport posted a modest surplus in 2016, it is understood that future capital needs are not accounted for in this metric. Centralia Airport is privately owned, and its financial performance cannot be ascertained.



Identified below for consideration are the Southwestern Ontario Development Fund, Gas Tax Fund (to be renamed the Canada Community-Building Fund), and the FedDev Ontario Community Economic Development and Diversification Stream. Examples of programs that were assessed but removed from further consideration include the:

- Investing in Canada Infrastructure Program Rural and Northern Communities Stream. While this program provides funding to local and regional airports and is strongly aligned with the needs of Goderich Airport, funding is fully allocated under the current (2018) bilateral agreement between the Government of Canada and Province of Ontario;
- National Trade Corridors Fund tailored to projects that address trade and cargo capacity constraints at major airports;
- Ontario Community Infrastructure Fund funds core infrastructure projects (i.e., roads, bridges, water and wastewater, including sanitary and stormwater facilities), and its applicability for airport projects could not be verified; and
- Airports Capital Assistance Program Goderich Airport does not support scheduled passenger air services and is therefore ineligible.

During the 20-year horizon of the Strategic Plan, new federal and provincial grant opportunities applicable to Goderich Airport will likely be released – when open, the Investing in Canada Infrastructure Program was a significant funding program that could have significantly decreased the costs borne in rehabilitating the airfield, for example. The Airport's governing body and staff should maintain a vigilant awareness of grant funding opportunities through research and participation in industry associations, such as the Airport Management Council of Ontario and Regional Community Airports of Canada.

13.1.1 Southwestern Ontario Development Fund

The Southwestern Ontario Development Fund provides support to municipalities for projects that are associated with economic development, including job creation and talent development, the attraction of private sector investment, business growth, and innovation and cluster development. The Fund is administered by the Ontario Ministry of Economic Development, Job Creation and Trade. Under the community economic development stream, projects that are led by municipalities must:

- Focus on economic and business development and job creation by investing in infrastructure or implementing strategies to advance regional economic development priorities;
- Lead to measurable outcomes;
- Invest more than \$100,000;
- Have private sector support; and
- Be used for activities that are new to the organization.

The Southwestern Ontario Development Fund will fund up to 50% of eligible project costs to a maximum grant of \$1.5M, and there are four application intake periods per year.

This funding stream was successfully leveraged by Lake Simcoe Regional Airport in 2020, with the Ministry of Economic Development, Job Creation, and Trade contributing \$1.5M towards the \$6.6M widening of the Airport's runway to support access by larger and heavier aircraft. The economic justification for the project and provincial funding was that the runway widening will open new corporate aviation markets and encourage new cluster / innovative development. In 2015, the City of Peterborough was approved for funding through the Eastern Ontario Development Fund (a complementary program to the Southwestern Ontario Development Fund). \$1M in funding was allocated as part of a \$4.2M airport expansion project.



The Southwestern Ontario Development Fund is a significant opportunity which can potentially be leveraged to support a range of Airport infrastructure projects. Given the economic development lens of the program, it is anticipated that projects directly related to Airport investment attraction and job creation would be most likely to succeed, including:

- Taxiway expansions to provide airside access to development lands;
- Servicing upgrades; and
- The construction of new hangars and facilities to support incoming businesses.

13.1.2 Gas Tax Fund (Canada Community-Building Fund)

The federal Gas Tax Fund provides up-front funding twice per year to provinces, who in turn direct this funding to municipalities to support local infrastructure priorities. With the federal government's 2021 budget, it is proposed that the Gas Tax Fund will be renamed as the Canada Community-Building Fund. Ontario's \$800M annual Gas Tax Fund share is administered by the Association of Municipalities of Ontario, with funding distributed on a per capita basis. The Town of Goderich is scheduled to receive between \$242,000 and \$252,000 annually between 2021 and 2023, while Huron County is to receive between \$1.9M and \$2.0M over the same period.

Local and regional airport construction, material enhancement, and renewal projects are one of the 17 eligible project categories. From the Association of Municipalities of Ontario, examples of eligible projects include:

- Designing and constructing aircraft hangars;
- Installing navigational aids and runway lighting;
- Resurfacing runways, taxiways, and aprons; and
- Replacing or upgrading airport drainage works.

Examples of airports that have leveraged the Gas Tax Fund include:

- North Bay Airport, which used \$2.1M of funding to contribute to the rehabilitation of its 4,500 ft. secondary runway, including improved approach lighting and drainage;
- Kapuskasing Airport, which allocated \$67,000 in Gas Tax Funds to relocate a hangar watermain;
- Killarney Airport, which allocated \$57,000 towards the design and rehabilitation of the facility's runway; and
- Hornepayne Airport, which allocated \$42,000 to the clearing of 32 hectares of trees and brush.

The federal Gas Tax Fund is a stable and ongoing source of funding to the Town, Township, and County and may be allocated to a wide range of infrastructure projects at Goderich Airport. While other municipal priorities will compete for the financial allocations of the Fund, this is an ideal source of funding for the Airport.



13.1.3 FedDev Ontario Community Economic Development and Diversification Stream

FedDev Ontario is the federal Regional Development Agency that includes Goderich and the surrounding area. Funding through the Community Economic Development and Diversification stream is available to:

- Enhance business attraction, investment, retention, and employment opportunities;
- Develop and expand collaborative efforts that strengthen regional competitiveness; and
- Support regional businesses, hubs, and communities.

Municipalities are eligible for non-repayable contributions of between \$250,000 and \$5M to make targeted investments to support the development and diversification. A wide range of projects are eligible under this stream, including the establishment of business incubators and accelerators; a risk capital investment fund; and the implementation of community action plans.

Given the wide-ranging focus of the Community Economic Development and Diversification stream, specific applications will require further research and consultation with FedDev Ontario, in cooperation with Huron County Economic Development. The fund may have potential to assist in the development of an aviation service cluster at Goderich Airport. Applications are accepted on a continuous basis for this stream.

13.1.4 Ontario Rural Economic Development Program

The Ontario Rural Economic Development Program provides cost-share funding to the strengthening of rural communities and economic development. Municipalities are eligible under the program's two streams:

- 1. Economic Diversification and Competitiveness, with up to 50% of eligible costs covered to a maximum of \$150,000; and
- 2. Strategic Economic Infrastructure, with up to 30% of eligible costs covered to a maximum of \$250,000.

Economic Diversification and Competitiveness Stream funding could be utilized to support the costs of marketing campaigns and outreach, as well as costs incurred in training Airport employees (e.g., the future Airport Manager position) in economic development. Funding to improve the Airport's wayfinding and gateway signage and general beautification could also be requested through the Strategic Economic Infrastructure Stream.

13.2 Revenue Management Strategy

The Revenue Management Strategy considers opportunities to ensure that individuals that make use of the facilities and services of Goderich Airport contribute financially to its maintenance and overall viability. Rates and fees established as part of the Revenue Management Strategy must balance price elasticity, the fair generation of revenues, and the interrelated priorities of:

- The broader goals of increasing activity and business opportunities one element of the Airport's competitiveness that will be considered by prospective operators and tenants is whether the financial environment is conducive to their intended use;
- Ensuring current users that are the foundation of the Airport's activity are not dissuaded from continuing to operate at the facility; and
- Selecting revenue collection methods that do not significantly increase the level of effort for the Town and future Airport Staff, and that can be practically implemented.



Ultimately, Goderich Airport is one of many facilities in southern Ontario that has comparable service offerings. If the financial environment in Goderich exceeds the willingness to pay of its users, these parties will likely relocate elsewhere to nearby airports such as Kincardine, Saugeen, or Wiarton. Summarized in Table 13.1 and described in the following sections are the current and future revenue generation opportunities that have been identified as having the most applicability for Goderich Airport. Table 13.1 also details the "user pay" connection between each revenue mechanism and its targeted user group, highlighting the linkages between how a party benefits from an airport service and correspondingly contributes to the future viability of that service or the facility as a whole.

Revenue Generation Mechanism	Purpose / User Group	Status / Recommendation
Aircraft Landing Fees	Larger aircraft operators, with exceptions	Existing – Pursue with Modifications
Aircraft Parking Fees	Extended users of Apron I parking space	Existing – Pursue with Modifications
Terminal Building and Clubhouse Rentals	Users of publicly owned buildings	Existing – Pursue with Modifications
Land Lease Revenues	Tenants of Airport land (e.g., hangar owners, businesses)	New – Pursue
Hangar Revenues	Tenants of publicly owned hangars	Existing – Pursue with no Modifications
Staff Charges	Users that require additional service above the baseline from Airport Staff	Existing – Pursue with no Modifications
Fuel Sales and Flowage Fees	Aircraft operators that purchase or sell fuel on a unit rate basis	New – Pursue
Agricultural Cropping	Farmers that derive revenues from on-Airport agricultural cropping	Existing – Pursue with no Modifications
Advertising and Signage	Businesses that gain exposure through on- Airport advertising	New – Pursue

Table 13.1 - Recommended F	Revenue Generation	Mechanisms
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13.2.1 Aircraft Landing Fees

Landing fees are the primary tool used to capture revenue from arriving aircraft. As of August 2021, landing fees at Goderich Airport are levied on commercial aircraft with a Maximum Takeoff Weight (MTOW) of over 3,000 lbs, with a fee of \$100 incurred for each landing. Landing fees are not charged for private and government registered aircraft, as well as smaller single and twin-engine commercially registered aircraft (e.g., training aircraft).

In its current form, Goderich Airport's landing fee structure is appropriate in that it does not disincentivize cost conscious general aviation users and smaller commercially registered aircraft, such as those used by Flight Training Units. As described in Section 4.2, these categories of users represent a significant proportion of the traffic at Goderich Airport. Furthermore:

- Local privately registered aircraft do not pay fees for use of the Airport, unless they rent hangar space, pay an access fee, and / or purchase fuel. These payments recoup the costs of using a given service or good (e.g., fuel or hangar space), as opposed to the airfield infrastructure;
- Limiting fees to commercially registered aircraft means that potential revenue from larger private and government aircraft is not captured; and



 Fees are not scaled with the type of aircraft – a commercially registered 10-seat King Air 250, with an MTOW of 5,700 kg, pays the same fee as a 37-seat Dash 8-100 with an MTOW of 16,500 kg, for example. Typically, landing fees scale with aircraft size and weight to reflect the increased demands that larger aircraft place on pavement infrastructure, and the associated willingness to pay of their operators.

It is recommended that a revised landing fee structure be implemented, with a model for consideration presented in Table 13.2. This model has been developed based on recent experience of the project team completing rates and charges studies for airports in southern Ontario. An annual fee is applied for local aircraft to lower the level of effort that would result from invoicing each landing, and to incentivize operators with stable year-over-year costs regardless of utilization. Itinerant aircraft under 3,000 kg are exempt from landing fees given the high degree of price elasticity in this segment, and the ability to capture revenue through fuel sales. Landing fees typically increase with the size of local and itinerant aircraft. Air services that contribute to the social role of Goderich Airport (i.e., air ambulance, military, search and rescue, and police operators) are exempted.

Once implemented, the revised landing fee structure should be monitored to track revenue generation and feedback from Airport users. Modifications may be required in subsequent years, and the rates should be comprehensively reviewed on a five-year basis to reflect changing conditions over time.

Maximum Takeoff Weight	Local Aircraft – Private	Local Aircraft – Commercial and Government	Itinerant Aircraft – Private, Commercial, and Government		
Less than 3,000 kg	\$250 per aircraft per year	\$500 per aircraft per year	Exempt		
3,001 kg to 21,000 kg	\$500 per aircraft per year	\$1,000 per aircraft per year	\$5.50 per 1,000 kg		
21,001 kg to 45,000 kg	\$2,000 per aircraft per year	\$2,500 per aircraft per year	\$6.00 per 1,000 kg		
Greater than 45,001 kg	As negotiated with Airport operator		\$6.50 per 1,000 kg		

Table 13.2 - Recommended Landing Fee Structure

• The following itinerant movement categories are exempt: Air ambulance, military, search and rescue, and police operations.

• Maximum Takeoff Weight is as identified in the Canada Civil Aircraft Register.

• Rates apply to privately, commercially, and governmentally registered aircraft as identified in the Canada Civil Aircraft Register, except where exempted above.


13.2.2 Aircraft Parking Fees

Parking fees are levied at Goderich Airport according to the duration of stay and type of parking, as shown in Table 13.3. Charging aircraft for parking is an appropriate revenue collection mechanism, as this fee reflects the use of a public apron for extended periods of time. The existing parking fees levied at Goderich Airport appropriately differentiate between daily and monthly rates, grassed and paved parking positions, and positions with and without electricity.

	Grass	Paved	Paved with Electricity
Daily	\$7.10	\$11.45	\$17.20
Monthly	\$54.00	\$80.40	\$112.60

Table 13.3 - 2021 Aircraft Parking Fee Structure

A series of changes are recommended for how aircraft parking fees are levied at Goderich Airport, increasing the granularity in how different aircraft types are billed and actual conditions at the Airport (Table 13.4). Rates for grass parking are removed in the absence of designated grass tie-down areas. Rates are also scaled based on aircraft MTOW to reflect the increased apron occupancy and constraints of larger aircraft. As with aircraft landing fees, monitoring is recommended following implementation to determine the effectiveness of the revised parking fee structure. Waiving parking fees for aircraft that purchase a quantity of fuel that would yield an equal or greater level of revenue may also be considered.

Table 13.4 - Recommended Aircraft Parking Fee Structure

Maximum Takeoff	Pav	ved	Paved with Electricity						
Weight	Overnight	Monthly	Overnight	Monthly					
Less than 3,000 kg	\$10.00 per aircraft per day	\$80.00 per aircraft per month	\$15.00 per aircraft per month	\$110.00 per aircraft per month					
3,001 kg to 21,000 kg	\$20.00 per aircraft per day	\$200.00 per aircraft per month	\$25.00 per aircraft per day	\$250.00 per aircraft per month					
21,001 kg to 45,000 kg	\$30.00 per aircraft per day	As negotiated with	\$35.00 per aircraft per day	As negotiated with Airport operator					
Greater than 45,001 kg	\$40.00 per aircraft per day	Airport operator	\$45.00 per aircraft per day						

- Overnight and monthly aircraft parking is only permitted on Apron I.
- Daily parking fees are levied after 12 hours.
- Aircraft owners must register with the Airport operator to be billed at the monthly rate.
- Maximum Takeoff Weight is as identified in the Canada Civil Aircraft Register.
- Rates apply to all privately, commercially, and governmentally registered aircraft as identified in the Canada Civil Aircraft Register.
- Aircraft parked on a leasehold lot or in a rental hangar are not subject to parking fees.

13.2.3 Terminal Building and Clubhouse Rentals

As noted in Section 6.3.1, there is a classroom and theatre located in the basement of the terminal building. These spaces have the potential to be rented out to one-time users, such as community groups; or long-term occupants, such as a Flight Training Unit. Similarly, the Airport clubhouse (Section 6.3.4) is rented to COPA Flight 45 and Sky Harbour Modelers. It is recommended that the terminal building spaces be marketed as available for rental on a half-day, full-day, and monthly basis to interested parties. Sample rates are presented in Table 13.5 for consideration. Discretion for the negotiation of monthly rates is recommended to be held by the Airport operator.

	Half-Day / Evening	Full-Day	Monthly							
Terminal Building – Classroom	\$30.00	\$50.00	As negotiated with Airport							
Terminal Building – Theatre	\$15.00	\$25.00	operator							
Airport Clubhouse	As negotiated with Airport operator									

 Table 13.5 - Terminal Building and Clubhouse Rental Rates

13.2.4 Land Lease Revenues

At the direction of the Airport Task Force in May 2021, the project team completed a separate review of potential land lease rates for Goderich Airport. Land lease agreements are the typical form of legal tenure used to support land development at airports across Canada. While land lease agreements are not currently used at Goderich Airport, a shift to this approach of tenure is recommended.

In the report delivered to the Airport Task Force at its July 15, 2021 meeting, the project team recommended that an annual airside lease rate for lots with taxiway access of \$0.30 per ft² be established for Goderich Airport. This represents a level that would be competitive versus the 2021 rates of Goderich Airport's immediate geographic competitors, namely Wiarton, Kincardine, and Hanover. In addition to the recommended land lease rate, consideration should be given to discounting the initial years of occupancy as an incentive to prospective tenants. For example, the first year's rate may be \$0.25, the second year's lease \$0.27, before the full rate of \$0.30 takes effect in year three. It is also recommended that a provision also be added for the lease rate to be modified annually in accordance with changes in the Consumer Price Index.

As further non-aeronautical growth at the Airport has not been identified as an opportunity for consideration within the Strategic Plan, groundside lease rates have not been established. These rates may be investigated in the future if market demand arises, and the governing entity deems pursuit to be advantageous.

13.2.5 Hangar Revenues

As noted previously in Sections 6.3.3 and 9.4, the Town collects revenue from the rental of hangar space to general aviation aircraft owners. Monthly rates vary slightly based on whether a given hangar bay has paved or grass access, with most leases currently set at \$190 per month. Given the age and construction of the existing hangar buildings, the current monthly rate is deemed to generally be appropriate, subject to reviews and increases over time with inflation or the Consumer Price Index. The levying of access fees for privately owned hangar bays is also appropriate and recommended to continue. As part of the recommended development of one or more new municipally owned rental hangar buildings (Section 9.4), further research should be conducted on appropriate monthly or annual rates that account for the improved product that would be offered and the need to recoup initial construction and ongoing maintenance costs. The rate set in Table 9.2 - Rental Hangar Preliminary Business Case, for example, was set at \$500 per month for analysis purposes.



13.2.6 Staff Charges

Town Staff perform their maintenance and operational duties from Monday to Friday during normal business hours. Airport users and tenants can request the services of Town Staff on a callout basis outside of normal business hours (e.g., to perform overnight winter maintenance, or winter maintenance of a private taxiway). The minimum callout charge is \$150.00 which covers 3 hours of work; each subsequent hour is billed at \$50.00. The use of mobile equipment by Town Staff for specific requests is also provided on a cost recovery basis, with the snowblower and loader each charged at an hourly rate of \$100.00.

The existing callout charge system is typical of airports across Canada that are not maintained on a 24-hour basis and is appropriate. It is recommended that the Town completes periodic reviews of the rates charged for Town Staff and mobile equipment. In the future, other services not currently provided at the Airport (e.g., Aircraft Rescue and Firefighting coverage) may be requested to support one-time or ongoing operations by prospective users. Financial recovery mechanisms for such services may be determined through negotiations with prospective users.

13.2.7 Fuel Sales and Flowage Fees

The Town gains significant revenue on an annual basis through the sale of jet fuel and avgas. Through a review of historical fuel sales data from 2015 to 2020, the average annual margin per litre for the sale of jet fuel and avgas ranged from \$0.25 in 2018 to \$0.48 in 2019. Net annual profits from fuel sales in the same period ranged from approximately \$15,000 in 2018 and 2020 to \$32,000 in 2019. The markup charged on fuel sales is expected to continue as a valuable source of revenue for Goderich Airport. It is recommended that Town Staff regularly review the sale price of fuel against both its purchase cost and the prices at nearby airports (e.g., Wiarton, Kincardine, Saugeen) to ensure continued competitiveness.

In the future, commercial tenants that seek to develop facilities at Goderich Airport may request to install their own fuel storage systems on their leasehold lot. It is recommended that these requests be approached on a case-by-case basis through negotiations with prospective tenants. If tenants are permitted to install fuel systems on their lots, it is recommended that a standard fuel flowage fee be levied on a unit rate basis, with the requirement that tenants provide proof of fuel flowage monthly. Alternatively, fixed monthly fees could be charged based on several ranges of fuel volumes dispensed. Further, in most cases it is recommended that tenants not be permitted to sell or dispense fuel into aircraft that are not part of their operation – in essence, this would introduce competition to the Town's fuel sales. The exception would be if the tenant requesting to sell fuel provides services deemed desirous for Goderich Airport, such as a Fixed Base Operator.

13.2.8 Agricultural Cropping

As described in Section 5.1, the infield of Goderich Airport is leased to a local farmer for agricultural cropping. Revenues from the agreement increased from 2016 to 2020 and represented the second largest source of revenue in 2020. Revenue is collected as a proportion of net revenues (1/3) gained by the incumbent farmer, explaining the annual variability that exists as crop yields increase and decrease. Ancillary benefits are also gained through the agricultural cropping agreement, as this practice also functions as a form of vegetation control and wildlife management, decreasing the level of effort that would be borne by Town Staff in mowing the infield.

From consultations with Town Staff, it is understood that the existing agricultural cropping agreement has functioned well in recent years. It is recommended that this source of revenue continue, and Town Staff evaluate whether a fixed agricultural land lease rate would be feasible and advantageous versus the existing revenue-based model at the next contract renewal period.



13.2.9 Advertising and Signage

The upcoming installation of a digital information kiosk in the summer of 2021 and recommended installation of freestanding gateway signage (Section 10.5.1) in 2024 represent opportunities for the Town to collect revenue through the sale of advertising space to regional businesses. Consideration may also be given to the establishment of advertising space along Highway 21, subject to the Airport's Obstacle Limitation Surface requirements and Township policies. Businesses that request to erect temporary or permanent on-Airport signage may also be considered. Specific advertising and signage rates have not been established but may be considered in the future based on existing municipal advertising policies, if available, and through negotiations with interested businesses.

13.2.10 Revenue Collection Implementation

The success of the revenue generation mechanisms described above is reliant on the implementation of standard practices for charging and collecting the various rates and fees. Following the adoption of the Strategic Plan, an amendment will be required to the Town of Goderich's Fee Bylaw (Bylaw 2021-25) authorizing the municipality to collect the rates and fees described herein. A balance must be achieved in terms of the level of effort expended by Town Staff in collecting fees and the financial return. Further, the collection of fees is contingent on the availability of reliable data attesting to what parties used the Airport and in what manner.

A two-step approach to revenue collection is proposed that hinges on the recommended addition of an Airport Manager position in 2023 (Table 13.6). In 2022 and 2023, it is recommended that Town Staff be responsible for the collection of the following categories of revenue: terminal, clubhouse, and hangar rentals; land leases; staff callouts; fuel sales; agricultural cropping; and advertising. As information on locally based aircraft is generally available, annual landing fees for aircraft in this category can also be administered by Town Staff through standard invoicing. While the installation of a radio-activated recorder to track movements is planned in the summer of 2021, the sole Airport Maintainer may not have the capacity to be responsible for invoicing landing fees. Accordingly, the implementation of a voluntary online self-payment system with supporting signage and communication materials is recommended in the interim. It is envisioned that the future Airport Manager will become responsible for all Airport-related revenues, with support from Town Staff where required. This will include the tracking of movement data to bill for aircraft landing fees, parking fees, and the other revenue categories identified in Table 13.6.

Rate / Fee	Interim Collection Method (2022-2023)	Long-Term Collection Method (2023+)						
Aircraft Landing Fees – Based Aircraft (Annual)	Administration by Town Staff							
Aircraft Landing Fees – Itinerant Aircraft	Voluntary Online Self-Payment							
Aircraft Parking Fees	System							
Terminal Building and Clubhouse Rentals								
Land Lease Revenues		Administration by Airport Manager						
Hangar Revenues								
Staff Charges	Administration by Town Staff							
Fuel Sales and Flowage Fees								
Agricultural Cropping								
Advertising and Signage								

Table 13.6 - Revenue Collection Implementation

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13.3 Pro Forma Financial Outlook

A 20-year pro forma financial outlook, presented in Table 13.7, has been prepared to illustrate the potential future position of Goderich Airport. The inputs of the pro forma financial outlook align with the costs and revenues associated with the recommendations made throughout the Strategic Plan, including:

- Capital costs associated with the rehabilitation of existing infrastructure and the development
 of new assets to support the pursuit of growth opportunities, as articulated in Sections 6 and
 12;
- Operating expenditures tied to improvements in staffing and the recommended Airport Commission governance model (Section 8);
- Cost sharing implications associated with the recommended model of intermunicipal funding (Section 8);
- Revenues derived from the pursuit of development and growth opportunities (Section 9) and the associated revenue generation mechanisms (Section 13.2); and
- Other sources of operating expenses and revenues identified in Section 5.

Inflation is applied to all revenue and expense items where applicable and is set at 2% annually.

13.3.1 Operating Revenue Assumptions

Annual operating revenues are estimated at approximately \$191,000 in 2022 and are forecast to increase to \$376,000 in 2031 and \$628,000 in 2041. This increase in revenue is predicated upon the Airport operator undertaking a concerted and focused approach to business development. The primary assumptions supporting this model include:

- The establishment of an airside land lease rate of \$0.30 / ft² / year in 2022 that increases with inflation over time, and incremental absorption of the development lots in the West, North, and East Development Areas over time;
- The implementation of landing and parking fees, with forecast increases in fee revenue over time driven by additional aircraft based at the Airport and itinerant traffic;
- Fuel sales increasing by approximately 3% annually, accompanying forecast growth in the number of tenants and aircraft movements;
- Hangar rental revenues increasing through the turnover of three privately-owned t-hangar units to Town ownership in 2028 and the development of a new rental hangar in 2024;
- Incremental decreases in agricultural cropping revenues as lots are converted for aeronautical use; and
- Continued revenue from miscellaneous sources that include staff charges, terminal and clubhouse rentals, and advertising.

13.3.2 Operating Expenditure Assumptions

Operating expenditures are estimated to increase gradually from \$318,000 in 2022 to \$500,000 in 2031 and \$655,000 in 2041. Drivers of this growth include:

- Staffing increases in 2022 and 2023 with the addition of the winter seasonal Airport Maintainer and permanent Airport Manager positions, respectively;
- New cost items being allocated for the recommended Airport Commission governance entity and marketing resources;
- Contributions to the Airport Reserve Fund being set at \$45,000 annually and adjusted for inflation in subsequent years;
- Aviation fuel costs increasing by 3% annually, in alignment with forecast increases in fuel sales; and
- Costs relating to repairs, utilities, mobile equipment, insurance, taxes, and miscellaneous expenses increasing with inflation.

13.3.3 Capital Expenditure Assumptions

Capital expenditures are as described in the Recommended 20-Year Capital Plan. As noted above, contributions to the Airport Reserve Fund are allocated from the operating expenditure cost centre and are set at \$45,000 in 2022. To ensure that an adequate balance is maintained in the Airport Reserve Fund, the pro forma financial outlook assumes that annual capital costs are funded to a maximum of \$100,000 from the Fund. The Airport Reserve Fund is forecast to decrease from \$661,000 in 2022 to a minimum balance of approximately \$111,000 in 2033, before being restored to \$422,000 in 2041.

The potentially significant financial implications of securing grant funding from the provincial and federal levels of government are not modelled within the pro forma forecast, given the lack of certainty available as to what grant programs will be available at the implementation year of each project.

13.3.4 Forecast Financial Performance

Based on the foregoing assumptions, the pro forma financial outlook depicts a gradual increase in the Airport's operating deficit to a maximum of approximately \$207,000 in 2023. The operating deficit is subsequently forecast to decrease to a minimum of approximately \$27,000 by the end of the 20-year horizon of the Strategic Plan. This financial performance is typical of, or superior to, that of comparable regional airports across Canada and will be accompanied by significant economic and social benefits based on the realization of the business development opportunities described previously.

The net deficit of the Airport varies widely based on the capital projects scheduled in each year of the outlook. Single-year capital costs not supported by the Airport Reserve Fund reach maximums of \$2.7M and \$5.5M in 2025 and 2026 with the scheduled rehabilitation of Runways 10-28 and 14-32, respectively. Accordingly, the Airport's net deficit reaches a maximum of \$2.8M and \$5.7M in 2025 and 2026, respectively.

While Section 8.5.1 does not assign definitive values for the recommended intermunicipal proportional funding model, Table 13.8 presents the implications of a hypothetical model whereby the Town, County, and Township are hypothetically responsible for 51%, 39%, and 10% of the operating and net deficits, respectively.



Table 13.7 - Pro Forma Financial Outlook

2022 2023 2024 2025 2026 2027 2028 2029 2030 2031 2032 2033 2034 2035 2036 2037 2033	38 2039	2040 2041
Operating Revenues		
Aircraft Landing Fees \$4,630 \$5,005 \$5,393 \$5,796 \$6,214 \$6,647 \$7,096 \$7,561 \$8,043 \$8,543 \$9,060 \$9,597 \$10,152 \$10,727 \$11,323 \$11,939 \$12,55	578 \$13,239	\$13,923 \$14,631
Aircraft Parking Fees \$860 \$904 \$949 \$997 \$1,048 \$1,156 \$1,215 \$1,276 \$1,341 \$1,409 \$1,480 \$1,555 \$1,634 \$1,803 \$1,803 \$1,803	395 \$1,990	\$2,091 \$2,197
Terminal Building and Clubhouse Rentals \$1,000 \$1,020 \$1,040 \$1,061 \$1,082 \$1,126 \$1,126 \$1,172 \$1,195 \$1,219 \$1,243 \$1,268 \$1,294 \$1,319 \$1,346 \$1,346	\$73 \$1,400	\$1,428 \$1,457
Land Lease Revenues \$13,068 \$16,294 \$19,644 \$68,012 \$69,372 \$85,188 \$86,891 \$88,629 \$93,807 \$99,157 \$120,612 \$126,638 \$132,857 \$164,756 \$171,886 \$179,235 \$186,	,810 \$194,615	\$226,641 \$231,174
Hangar Revenues \$28,728 \$29,303 \$51,489 \$52,518 \$53,569 \$54,640 \$62,666 \$63,919 \$66,501 \$67,831 \$69,188 \$70,572 \$71,983 \$73,423 \$74,891 \$76,531	389 \$77,917	\$79,475 \$81,065
Staff Charges \$393 \$401 \$409 \$417 \$426 \$434 \$443 \$452 \$461 \$470 \$480 \$499 \$509 \$519 \$529	40 \$551	\$562 \$573
Fuel Sales and Flowage Fees \$103,925 \$109,121 \$114,577 \$120,306 \$126,321 \$132,637 \$139,269 \$146,232 \$153,544 \$161,221 \$169,282 \$177,746 \$186,634 \$195,965 \$205,764 \$216,052 \$226,764	,854 \$238,197	\$250,107 \$262,612
Agricultural Cropping \$33,532 \$32,861 \$32,204 \$31,560 \$30,929 \$30,310 \$29,704 \$29,110 \$28,528 \$27,957 \$27,398 \$26,850 \$26,313 \$25,787 \$24,766	270 \$23,785	\$23,309 \$22,843
Advertising and Signage \$1,500 \$1,530 \$5,000 \$5,000 \$5,100 \$5,202 \$5,306 \$5,412 \$5,520 \$5,631 \$5,743 \$5,858 \$5,975 \$6,095 \$6,095 \$6,217 \$6,341 \$6,468 \$6,500 \$6,217 \$6,341 \$6,468 \$6,500 \$6,217 \$6,341 \$6,468 \$6,500 \$6,217 \$6,341 \$6,468 \$6,500 \$6,217 \$6,341 \$6,468 \$6,500 \$6,217 \$6,341 \$6,468 \$6,500	\$97 \$6,729	\$6,864 \$7,001
Miscellaneous \$2,966 \$3,026 \$3,026 \$3,086 \$3,148 \$3,211 \$3,275 \$3,341 \$3,408 \$3,476 \$3,545 \$3,616 \$3,688 \$3,762 \$3,837 \$3,914 \$3,992 \$4,0	972 \$4,154	\$4,237 \$4,322
Total Operating Revenues \$190,602 \$199,464 \$233,791 \$288,916 \$297,373 \$320,642 \$337,104 \$347,195 \$361,135 \$375,674 \$406,766 \$422,896 \$439,707 \$482,708 \$501,476 \$521,022 \$541,551	,378 \$562,577	\$608,637 \$627,874
Operating Expenditures		
Salaries and Benefits \$113,630 \$195,903 \$199,821 \$203,817 \$207,894 \$212,052 \$216,293 \$220,619 \$225,031 \$229,532 \$234,122 \$238,805 \$243,581 \$248,452 \$253,421 \$258,490 \$263,	,660 \$268,933	\$274,311 \$279,798
Repairs and Maintenance \$25,496 \$26,006 \$26,006 \$26,526 \$27,056 \$27,056 \$27,597 \$28,149 \$28,712 \$29,286 \$29,872 \$30,470 \$31,079 \$31,701 \$32,335 \$32,981 \$33,641 \$34,314 \$35,000 \$31,010 \$32,31	000 \$35,700	\$36,414 \$37,142
Utilities \$15,171 \$15,474 \$15,784 \$16,099 \$16,421 \$16,750 \$17,085 \$17,427 \$17,775 \$18,131 \$18,863 \$19,240 \$19,625 \$20,018 \$20,418	826 \$21,243	\$21,668 \$22,101
Aviation Fuel \$72,005 \$75,605 \$79,385 \$83,355 \$87,522 \$91,899 \$96,493 \$106,384 \$111,703 \$117,288 \$123,153 \$129,310 \$135,776 \$142,565 \$149,693 \$157,	,178 \$165,037	\$173,288 \$181,953
Mobile Equipment \$5,198 \$5,302 \$5,408 \$5,516 \$5,626 \$5,739 \$5,854 \$5,971 \$6,090 \$6,212 \$6,336 \$6,463 \$6,592 \$6,724 \$6,859 \$6,996 \$7,1	36 \$7,278	\$7,424 \$7,572
Miscellaneous \$10,018 \$10,218 \$10,423 \$10,631 \$10,844 \$11,061 \$11,282 \$11,508 \$11,738 \$11,973 \$12,212 \$12,456 \$12,705 \$12,959 \$13,219 \$13,483 \$13,75	753 \$14,028	\$14,308 \$14,594
Insurance \$11,976 \$12,216 \$12,460 \$12,709 \$12,964 \$13,223 \$13,487 \$13,757 \$14,032 \$14,313 \$14,599 \$14,891 \$15,189 \$15,189 \$15,493 \$15,803 \$16,119 \$16,4	441 \$16,770	\$17,105 \$17,447
Property Tax \$4,631 \$4,723 \$4,818 \$4,914 \$5,012 \$5,113 \$5,215 \$5,319 \$5,426 \$5,534 \$5,645 \$5,758 \$5,873 \$5,990 \$6,110 \$6,232 \$6,3	\$57 \$6,484	\$6,614 \$6,746
Airport Commission Costs \$10,000 \$10,200 \$10,404 \$10,612 \$11,041 \$11,262 \$11,487 \$11,951 \$12,190 \$12,434 \$12,682 \$12,936 \$13,195 \$13,459 \$13,45	728 \$14,002	\$14,282 \$14,568
Marketing and Website Costs \$5,000 \$5,100 \$5,202 \$5,306 \$5,412 \$5,520 \$5,631 \$5,743 \$5,858 \$5,975 \$6,095 \$6,217 \$6,341 \$6,468 \$6,597 \$6,729 \$6,729 \$6,729	\$64 \$7,001	\$7,141 \$7,284
Airport Reserve Fund Contributions \$45,000 \$46,818 \$47,754 \$48,709 \$49,684 \$50,677 \$51,691 \$52,725 \$53,779 \$54,855 \$55,952 \$57,071 \$58,212 \$59,377 \$60,564 \$61,77	775 \$63,011	\$64,271 \$65,557
Total Operating Expenditures \$318,125 \$406,648 \$417,049 \$427,771 \$438,827 \$450,230 \$461,991 \$474,126 \$486,648 \$499,572 \$512,915 \$526,692 \$540,920 \$555,618 \$570,804 \$586,497 \$602,	,717 \$619,487	\$636,828 \$654,763
Capital Expenditures and Airport Reserve Fund		
Rehabilitation and Renewal - Existing Assets (Section 12.3) \$501,000 \$253,000 \$957,000 \$1.952M \$5.614M \$776,000 \$174,000 \$273,000 \$172,000 \$10,000 \$10,000 \$57,000 \$11,000	000 \$11,000	\$12,000 \$12,000
Development and Growth - New Assets (Section 12.3) \$294,000 \$510,000 \$828,000 \$340,000 \$278,000 \$262,000 \$262,000		
Total Capital Expenditures \$795,000 \$763,000 \$957,000 \$2.780M \$5.614M \$776,000 \$174,000 \$613,000 \$791,000 \$172,000 \$288,000 \$10,000 \$319,000 \$11,000<	000 \$11,000	\$12,000 \$12,000
Reserve Fund Opening Balance \$661,000 \$606,900 \$553,718 \$501,472 \$450,182 \$399,865 \$3350,543 \$345,958 \$299,737 \$254,592 \$210,544 \$167,615 \$215,827 \$175,204 \$224,768 \$275,	,543 \$327,554	\$380,825 \$434,382
Reserve Fund Contribution to Capital Expenditures \$100,000 \$100,0	000 \$11,000	\$12,000 \$12,000
Reserve Fund Closing Balance \$561,000 \$506,900 \$453,718 \$401,472 \$350,182 \$299,865 \$250,543 \$293,234 \$245,958 \$199,737 \$154,592 \$110,544 \$157,615 \$115,827 \$164,204 \$213,768 \$243,768 \$245,768 \$100,761 \$,543 \$316,554	\$368,825 \$422,382
Total Capital Expenditures, Less Reserve Fund Contribution \$695,000 \$857,000 \$2.680M \$5.514M \$676,000 \$74,000 \$691,000 \$72,000 \$188,000 \$219,000 \$219,000		
Financial Performance		
Operating Deficit / Surplus -\$127,523 -\$207,184 -\$138,856 -\$141,454 -\$129,588 -\$124,887 -\$125,513 -\$123,899 -\$106,149 -\$101,213 -\$72,910 -\$69,328 -\$65,475 -\$61,455	339 -\$56,910	-\$28,191 -\$26,889
Net Deficit / Surplus -\$822,523 -\$870,184 -\$1.040M -\$2.818M -\$5.655M -\$805,588 -\$198,887 -\$126,931 -\$638,513 -\$814,899 -\$178,149 -\$291,796 -\$101,213 -\$291,910 -\$69,328 -\$65,475 -\$61,4	339 -\$56,910	-\$28,191 -\$26,889

Table 13.8 - Pro	Forma Financial	Outlook , Munici	pal Funding R	Requirements

	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037	2038	2039	2040	2041
Operating Deficit / Surplus	Operating Deficit / Surplus																			
Total Operating Deficit / Surplus	-\$127,523	-\$207,184	-\$183,257	-\$138,856	-\$141,454	-\$129,588	-\$124,887	-\$126,931	-\$125,513	-\$123,899	-\$106,149	-\$103,796	-\$101,213	-\$72,910	-\$69,328	-\$65,475	-\$61,339	-\$56,910	-\$28,191	-\$26,889
Town of Goderich Share (51%)	-\$65,037	-\$105,664	-\$93,461	-\$70,816	-\$72,142	-\$66,090	-\$63,692	-\$64,735	-\$64,012	-\$63,188	-\$54,136	-\$52,936	-\$51,619	-\$37,184	-\$35,357	-\$33,392	-\$31,283	-\$29,024	-\$14,377	-\$13,713
Huron County Share (39)	-\$49,734	-\$80,802	-\$71,470	-\$54,154	-\$55,167	-\$50,539	-\$48,706	-\$49,503	-\$48,950	-\$48,320	-\$41,398	-\$40,480	-\$39,473	-\$28,435	-\$27,038	-\$25,535	-\$23,922	-\$22,195	-\$10,994	-\$10,487
Township of Ashfield-Colborne- Wawanosh Share (10%)	-\$12,752	-\$20,718	-\$18,326	-\$13,886	-\$14,145	-\$12,959	-\$12,489	-\$12,693	-\$12,551	-\$12,390	-\$10,615	-\$10,380	-\$10,121	-\$7,291	-\$6,933	-\$6,547	-\$6,134	-\$5,691	-\$2,819	-\$2,689
Net Deficit / Surplus																				
Total Net Deficit / Surplus	-\$822,523	-\$870,184	-\$1.040M	-\$2.818M	-\$5.655M	-\$805,588	-\$198,887	-\$126,931	-\$638,513	-\$814,899	-\$178,149	-\$291,796	-\$101,213	-\$291,910	-\$69,328	-\$65,475	-\$61,339	-\$56,910	-\$28,191	-\$26,889
Town of Goderich Share (51%)	-\$419,487	-\$443,794	-\$530,531	-\$1.438M	-\$2.884M	-\$410,850	-\$101,432	-\$64,735	-\$325,642	-\$415,598	-\$90,856	-\$148,816	-\$51,619	-\$148,874	-\$35,357	-\$33,392	-\$31,283	-\$29,024	-\$14,377	-\$13,713
Huron County Share (39)	-\$320,784	-\$339,372	-\$405,700	-\$1099M	-\$2.206M	-\$314,179	-\$77,566	-\$49,503	-\$249,020	-\$317,810	-\$69,478	-\$113,800	-\$39,473	-\$113,845	-\$27,038	-\$25,535	-\$23,922	-\$22,195	-\$10,994	-\$10,487
Township of Ashfield-Colborne- Wawanosh Share (10%)	-\$82,252	-\$87,018	-\$104,026	-\$281,886	-\$565,545	-\$80,559	-\$19,889	-\$12,693	-\$63,851	-\$81,490	-\$17,815	-\$29,180	-\$10,121	-\$29,191	-\$6,933	-\$6,547	-\$6,134	-\$5,691	-\$2,819	-\$2,689

14 PLAN IMPLEMENTATION

To achieve the desired future for Goderich Airport in alignment with the Vision Statement, the Town of Goderich and its recommended municipal partners must consider a paradigm shift in how the facility is approached. With the status quo level of investment and involvement, results like those currently experienced should be expected – the facility will serve the regional social and economic needs of Huron County to a certain degree, but its future viability will be negatively impacted by degrading infrastructure and missed opportunities. Shifting to a model of active involvement and investment entails a degree of risk, but also comes with accompanying opportunities for stimulating growth and development.

The adoption of the Goderich Airport Strategic Plan will represent a noteworthy milestone in working towards the facility's long-term viability and in growing its regional benefits. The next step will be the implementation of the recommendations made throughout the Strategic Plan. Table 14.1 outlines a systematic strategy that integrates all recommendations made throughout the Plan. It is recommended that the Action Plan be followed where practical and feasible, especially with respect to infrastructure renewal and projects. Deferring these projects has the potential to further increase the Airport's infrastructure deficit, while also limiting the ability to achieve the established goals. Numerous projects will require multiple years for preliminary and detailed design, grant funding applications, and competitive procurement processes. Accordingly, a proactive approach is recommended in the implementation of the Action Plan.

While efforts have been made to distribute the Airport's projects over several years, shifting from the status quo to a proactive approach will require a notable degree of effort in the early years of the Strategic Plan. The historical period of limited involvement in infrastructure renewal, business development, and other Airport functions will require active attention to establish a course correction to a new direction. Although this may appear to be a formidable challenge, cooperation between the Town, Township, and County may result in the best combination of skillsets and resources to achieve this change. Investments made in Goderich Airport in the next 10 years, while significant, will position the facility for long-term success.

The Goderich Airport Strategic Plan, when adopted, will become the primary document guiding the future of the facility. However, other Town, Township, and County plans and documents also inform, or are informed by, the growth and development of Goderich Airport. As these plans come up for renewal, it is recommended that the specific application of Goderich Airport to their scope be considered and articulated to ensure consistency. This may include, within each of the municipal governments noted previously, council strategic plans, economic development plans, tourism plans, and workforce attraction and retention strategies.

The Strategic Plan has been prepared using the best information available at the time of its preparation. Inevitably, changing conditions over time will challenge the assumptions, analyses, and recommendations of the Plan, at times necessitating that a flexible approach be taken to the implementation of the Plan. Accordingly, it is recommended that the future Airport Commission use the Strategic Plan as its primary guiding material, but also acts prudently in its decision-making to adapt to changing circumstances. A fulsome review of the Strategic Plan is recommended in 2031, which may potentially culminate in amendments to the document or the preparation of a new plan to guide progress in subsequent years.



Table 14.1 - Goderich Airport Action Plan

Project	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037	2038	2039	2040	2041
Section 8 – Governance and Operational Model																				
Addition of Winter Seasonal Airport Maintainer Position	(2021)																			
Implementation of Interim Governance Model (Airport Committee of Goderich Town Council)	(2021)																			
Implementation of Airport Commission Governance Model																				
Addition of Airport Manager Position																				
Section 10 – Business Development Strategy / Section	11 – Comm	unity Conne	ction Strateg	у																
Establishment of Strategic Partner Relationships																				
Active Marketing and Outreach										Ongo	ing / Recurrin	g Task								
Airport Community-Oriented Events										Ongo	ing / Recurrin	g Task								
Preparation of New Airport Branding																				
Tax Rate Review																				
Partner Business Review																				
ection 12 – Airport Development and Land Use																				
Township Official Plan Review																				
Recommended 20-Year Capital Plan (Infrastructure Rehabilitation and Renewal)																				
Annual Crack Sealing and Repair Program										Ongoing / R	ecurring Task	(
Taxiway B Edge Markers																				
Runway 05-23 Edge Markers																				
Taxiway B Reconstruction																				
Maintenance Garage Overhead Doors Replacement																				
Maintenance Garage Roof Replacement																				
Replacement Pull Mower Deck Attachment																				
Replacement Spreader Attachment																				
Storage Shed Demolition and Site Clearing																				
Terminal Building HVAC System Replacement																				
Terminal Building Roof Replacement																				
Clubhouse Roof Replacement																				
Burial of On-Site Overhead Power Lines																				
Airport Gateway Signage																				
Installation of Restricted Area Signage																				
Replacement Kubota Tractor																				
Replacement Brush Mower Attachment																				
New Pickup Truck (Airport Manager)																				
Airfield Lighting and Electrical System Rehabilitation																				
Apron I Southern Portion Rehabilitation																				
Limited Weather Information System Installation																				
Runway 10-28 Rehabilitation																				
Replacement Pickup Truck (Airport Maintainer)																				



Project	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037	2038	2039	2040	2041
Runway 14-32 Rehabilitation																				
Replacement Snowplow Blade Attachment																				
Replacement Wheel Loader																				
Replacement Hydraulic Loader Fork																				
Maintenance Garage Furnace Replacement																				
Apron I Northern Portion Rehabilitation																				
Replacement Snowblower Head Attachment																				
LPV Instrument Approach Procedure Feasibility Study																				
Groundside Parking and Internal Roadway Rehabilitation																				
Taxiway A Rehabilitation																				
Airport Perimeter Fencing																				
Pumphouse and Water Well Replacement																				
Recommended 20-Year Capital Plan (Development and	d Growth)					•														
North Development Area																				
West Development Area - Phase 1																				
Rental Hangar Development																				
West Development Area - Phase 2																				
East Development Area - Phase 1																				
West Development Area - Phase 3																				
East Development Area - Phase 2																				
West Development Area - Phase 4																				
Section 13 – Financial Outlook																				
Review / Pursuit of Grant Funding Opportunities										Ongoing / Re	ecurring Task	< compared by the second s								
Town of Goderich Rates and Fees Bylaw Amendment																				
Collection of Airport Rates and Fees				<u>.</u>	<u>.</u>		<u>.</u>		<u>.</u>	Ongoi	ng / Recurrin	g Task	<u>.</u>	<u>.</u>		-		· · · · · · ·		
Section 14 – Plan Implementation																				
Strategic Plan Adoption	(2021)																			
Municipal Plans / Strategies Alignment Reviews																				
Strategic Plan Review / Amendment					T		T		T							1				



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