

Rideau

Rideau Consultants Inc.



Five Year Performance Review 2019-2024

June 2024

**Regina International
Airport Authority**

Prepared by

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REVIEW COMPLETION STEPS

- Planning phase completed 1 February 2024
- Documentation review 1-30 April 2024
- Data Gathering – Interviews 10 April–2 May 2024
- Site Visit 30 April-1 May 2024
- Consultation draft provided 16 May 2024
- Final report provided 16 June 2024

ACRONYMS USED IN THE REPORT

| | |
|---------------|------------------------------|
| RAA | Regina Airport Authority |
| The Authority | Regina Airport Authority |
| TC | Transport Canada |
| YQR | Regina International Airport |

ACKNOWLEDGMENTS

Rideau Consultants Inc. would like to thank those individuals who contributed to this review and, in particular, to those who agreed to be interviewed and who provided insights and comments crucial to this review.

FORMAT OF THIS REPORT

This is a Review of the Regina Airport Authority and its management of the Regina International Airport (YQR).

The Review is sectioned into six parts.

Part One contains an Executive Summary, Findings, and Recommendations.

Part Two explains the purpose of the Review and its conduct.

Part Three examines the impact of the Covid-19 Pandemic.

Part Four examines safety, security, business practices and governance at YQR.

Part Five addresses Future Challenges, Risks, and Major Findings.

Part Six contains Annexes.

PART ONE

EXECUTIVE SUMMARY

The Ground Lease between the Regina International Airport Authority (the Authority) and Transport Canada (TC) requires, at least once every five years, the Authority to commission an independent Performance Review (the Review) of the management, operations and financial performance of the Authority.

The Review conducted an in-depth assessment of how well the Authority fulfilled its purposes during the period of the Review and concludes that the Authority manages and operates the YQR aerodrome in a safe and secure manner using the appropriate financial controls.

FINDINGS

- The Regina Airport Authority conducts its operations in accordance with the terms of the Ground Lease.
- The Authority operates a safe and efficient service for the travelling public at YQR.
- The Authority demonstrates that it is an effectively and efficiently run undertaking.
- The Reviewer saw no precursors to difficulties, and nothing that would lead us to raise a concern about the future direction of the Authority.
- The Authority is fully compliant with the terms of the Ground Lease performance review requirements.

RECOMMENDATIONS

- The Authority should consider raising the Passenger Facility Fee to \$40. This will enable it to reduce its long-term debt and fund necessary CAPEX.

- The Authority should arrange with Transport Canada to amend the Lease to reduce the number of City appointments from six to two and allow the Authority to increase the number of its appointments from two to five. This will allow for greater Board independence.
- The Authority should arrange with the Minister of Transport to convert the Ground Lease into a 99 year lease with an automatic annual renewal. This will remove the onerous provisions of the Lease which require the Authority to return the lands and buildings to the Crown at Lease expiry with no debt and in world-class condition.

PART TWO

2.1. PURPOSE OF THE REVIEW

The Ground Lease between the Authority and Transport Canada requires that on or before every fifth anniversary of the Date of Commencement the Authority shall cause a review to be conducted and completed of the extent to which the RAA operates a safe and efficient service to the public, an efficiently run undertaking in accordance with its business plans, and its management, operation and financial performance.

The Date of Commencement was 1 May 1999.

Rideau Consultants Inc. (Rideau) was retained by the Authority as a firm qualified to conduct the fifth¹ Five Year Performance Review of the Authority pursuant to these requirements.

The scope of this review, as set out in the Terms of Reference, was to conduct a high-level review covering the period 1 May 2019 to 30 April 2024. The review includes a professional assessment of the extent to which and how well the Authority fulfilled the objects set out in the Ground Lease over the five-year review period, and examined, in relation to YQR, the extent to which their financial and management control, and information systems and management practices, were maintained in a manner that provided reasonable assurance that:

- the assets of the corporation were safeguarded and controlled; and
- the financial, human and physical resources of the corporation were managed economically and efficiently and its operations were carried out effectively.

Specifically, Rideau was engaged to provide a professional opinion in relation to:

- The extent to which the Authority has been and is operating:
 - A safe and efficient service to the public; and
 - An efficiently run undertaking in accordance with its business plans;
- The extent to which financial and management controls, information systems and management practices, have been and are maintained, including the steps taken to ensure that:
 - The assets have been safeguarded and controlled;
 - The financial, human and physical resources have been managed economically and efficiently; and
 - Operations have been carried out effectively;
- Any concerns that Rideau may have with the items above noted; and
- Any other relevant information about the Authority.

¹ Rideau Consultants has also conducted the previous four Reviews, in 2004, 2009, 2014 and 2019.

This review did not include a review of compliance with the Ground Lease between the Authority and Transport Canada, other than the requirements of Section 9.02, and does not constitute a financial, operational or other formal audit of the Authority.

2.2. ANNEXES

- Annex A is the operating certificate for YQR.
- Annex B contains the general questions asked during the interviews.
- Annex C is a list of the offices and individuals contacted in the performance of this Review.
- Annex D lists the documents reviewed during the Review.
- Annex F is the Terms of Reference for the Review.

2.3. STUDY APPROACH AND METHODOLOGY

Rideau addressed the objectives of the review by relying upon available materials and published reports, supplemented by interviews with various executives, board members, employees and selected stakeholders (aircraft operators, concessionaires and tenants) to corroborate initial findings and conclusions. We consulted the organizations that appoint Directors to the Authority's Board of Directors.

This review should be considered as a high-level review, which aimed to avoid initiation of exhaustive new, independent research. The source materials examined as part of our conduct of this review are listed in Annex C.

We considered data from management responses to our questions, in the form of detailed explanations, listings, schedules, and other additional documentation. We applied analytical procedures including comparisons between current and earlier reporting. We discussed the information received with both management and Board members of the Authority and determined the overall plausibility of such information when taken as a whole.

Some of the documents we reviewed were audited and/or were produced by independent third parties. Our mandate did not include verifying such information with these third parties or conducting any other review or evaluation procedures, hence, none were undertaken. The Authority facilitated interviews with external parties and permitted us to contact major stakeholders. We were neither restricted nor limited in making these contacts in any way.

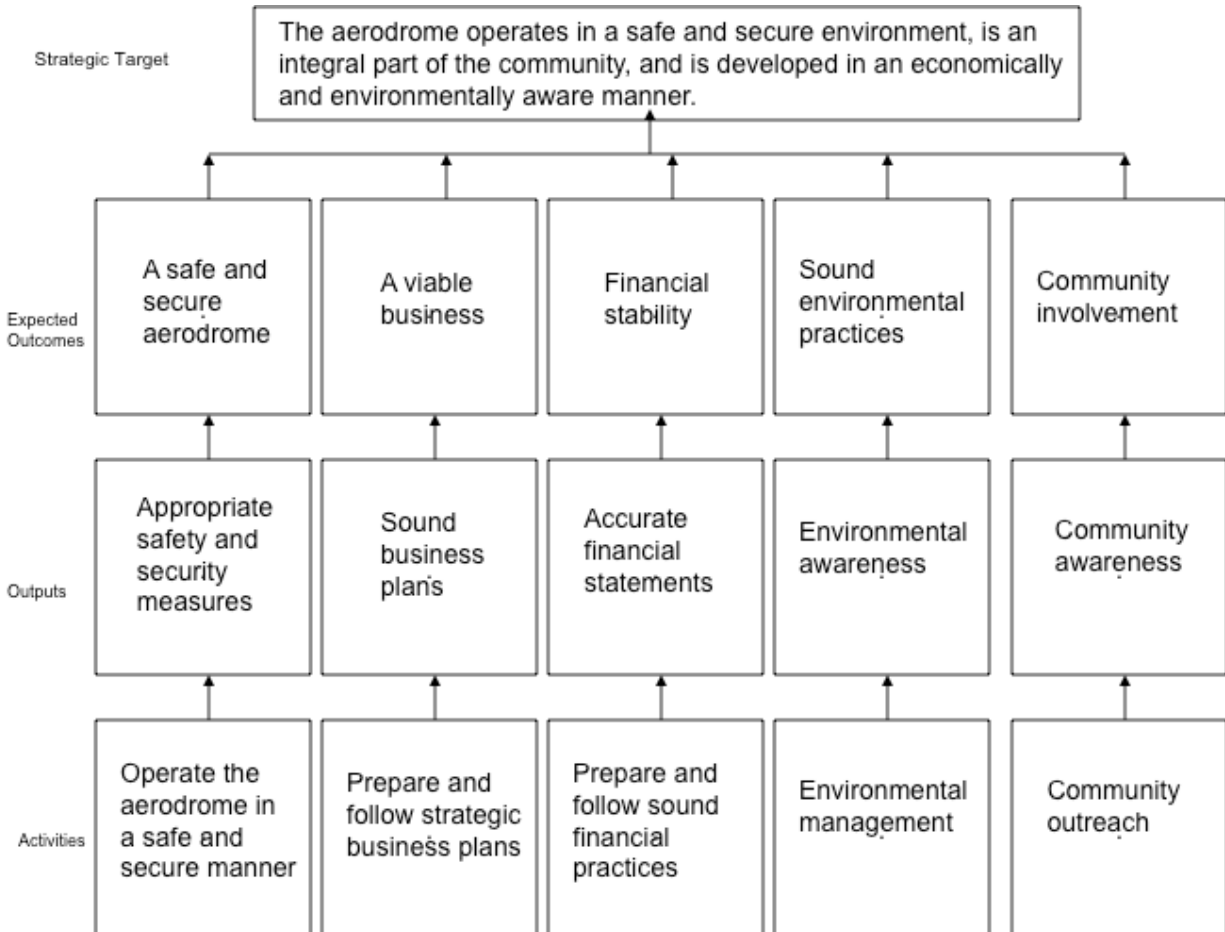
2.4. THE AUTHORITY LOGIC MODEL

Based on Rideau Consultants Inc. logic model development practices from other mandated ground lease performance reviews², and by examining the planning practices at the Authority,

² Rideau has conducted performance reviews at these Canadian airports: St. John's, Gander, Charlottetown, Moncton, Saint John, Fredericton, Ottawa, London, Winnipeg, Regina, Saskatoon, Edmonton, Red Deer, Fort

the review team developed an Evaluation Question Framework (see Annex B). The Framework is developed from the Logic Model and includes the major questions we sought to answer over the course of the evaluation.

The Logic Model describes the results expected from a program of action or an intervention. The results chains embedded in logic models are key building blocks for developing the outcomes intended by a program (i.e., the boxes in a typical visual logic model). This is in alignment with the expectations described in the Act, the Regulations and the Ground Lease. Such a logic model expressed in its generic design is shown below.



The Authority, for its own strategic planning purposes, uses a similar methodology for assisting in its long-term planning activities.

The overarching question asked by the evaluation was: “Is the YQR aerodrome operated in a safe and secure manner?”

McMurray, Prince George, Vancouver, and Victoria. Rideau has also conducted safety and security reviews of Ben Gurion (Israel), Frankfurt (Germany), Gatwick (England), Baltimore (USA), and Washington National (USA).

This evaluation question formed the basis for specific interview questions that Rideau Consultants used as data sources and lines of evidence. Based on the review of the performance information available to the review team, it is apparent that the Authority employs a strategic approach in the day-to-day management of the YQR aerodrome. This greatly simplified the performance review work.

Rideau Consultant's overall approach was undertaken in four basic steps: (1) data gathering, interviews, and environmental review; (2) analysis; (3) identification and documentation of issues and findings; and (4) writing an opinion.

Document Review. To develop a baseline for its investigations, Rideau reviewed documentation that it identified in advance, and which was provided by management, relevant to the development, management and operation of the airport for the period under review.

Discussions with the Authority Senior Staff. Rideau interviewed senior management and critical decision-makers during the course of the engagement in relation to their understanding of developments affecting airport activity, safety, security, efficiency, financial performance, interaction with tenants, and governance during the period under review.

Stakeholder Interviews. Prior to the arrival of the review team, Rideau developed and provided to the Authority a list of proposed stakeholders to be consulted. During the course of the engagement Rideau also contacted selected members of the Authority's Board and significant community stakeholders, including the Authority's Appointing Entities, concerning the issues under review.

Operations and Business Assessment. Rideau evaluated YQR airport operations at a level of detail commensurate with a high-level review to be able to assess issues related to safety, security and efficiency. Specifically, the review team considered:

- Key activity statistics and indicators available from the airports;
- Evidence of airport and public safety and security issues;
- Safety Management System (SMS) metrics;
- Airport Security Program (ASP) metrics;
- Airport asset deployment and effectiveness;
- Customer service initiatives;
- Airport environmental management;
- Airport risk management;
- Airport capital expenditures and financing over the five-year period;
- Public accountability and communications issues;
- Local and regional economic development impacts; and
- A review of the Authority's strategic and annual business plans, and the extent to which these plans have been implemented.

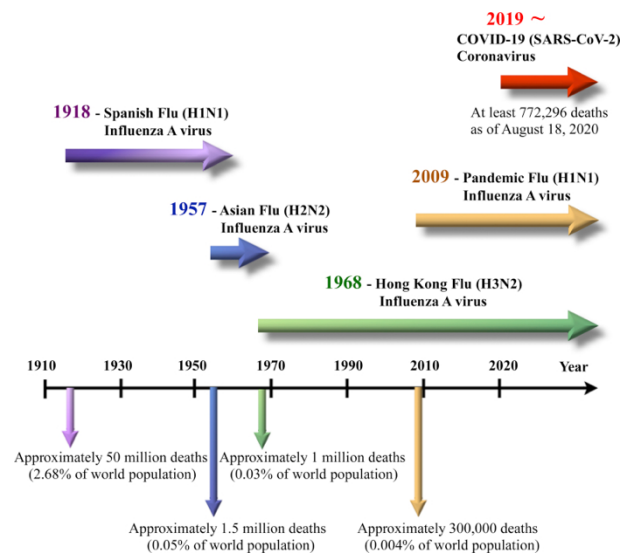
Asset Assessment. Existing assets were assessed to provide the basis for an opinion on the preservation of assets and maintenance in a "first class condition"; and

Financial Assessment. Rideau reviewed financial information for the five years ending 30 April 2024. Financial performance was evaluated to ensure it provided sufficient coverage for the Authority to remain financially self-sustaining. This included costs associated with operation, maintenance and repair, capital improvements and other expenditures deemed necessary by the Authority for the fiscal years under review. The review included an assessment of key activity statistics and indicators that drive airport revenues and expenses, and a historical perspective on changes to those key drivers where they were available.

PART THREE

THE PANDEMIC

According to the World Health Organization there have been five pandemics since the end of WW1, when the Spanish Flu caused approximately 50 million deaths³ over the period 1917-1923. Except for the Spanish Flu epidemic, the other three pandemics prior to November 2019 had relatively little effect on the world population. Then Covid-19 hit. Within a few months of the virus making itself known, governments around the world had closed their borders and locked down travel. The effect on the Canadian air travel industry was disastrous.



2.5. Effects on the Authority

The year 2019 was one of growth and optimism for the Canadian and International air travel industry. The Authority had seen 1,179,485 passengers and revenues of \$28.1 million in 2019 and all indicators were that these numbers would continue. This prediction did not happen. However, what did happen was an outstanding response on the part of all employees, tenants and other stakeholders as the pandemic devastated both domestic and international travel and the airport had only a vastly reduced domestic air travel market remaining.

The Authority relied on its risk management experience to work with stakeholders to solve issues as they arose.

The pandemic caused a precipitous drop in passenger loads in 2020, from 105,498 passengers in February to 1,756 passengers in April (a 98.3% drop between February and April) and a corresponding drop in revenues from 2019 to 2020 (a 52.3% decrease). This dramatic decrease in passenger loads and revenues made it difficult to predict the immediate future and created constantly changing projections.

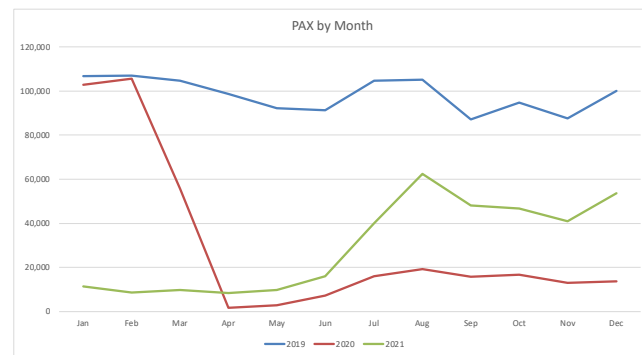


Figure 1: Monthly passenger loads - January to December, 2019, 2020 & 2021

³ In the absence of clear statistics, the number of 50 million is a generally accepted conservative estimate. Other studies contend that the actual number of deaths covers a range from 18 to 200 million. The world population was 1.8 billion in 1918.

2.6. *Mitigation by YQR – COVID in Context – Learning from Emergency*

While no one certainly would have sought out the type of disturbance that the pandemic forced on Canadians in all walks of life and across all regions, the manner in which the Authority responded was appropriate when faced with such transformative change.

Airports and airport authorities are uniquely sensitive to change and disruption. Any time there is global disruption, the transportation system, and the air industry in particular, are among the first parts of the global economy to be impacted. Airport operations are 24/7 and are expected to run and respond accordingly.

While past disruptions have tended to be purely operational disruptions (e.g. 9/11, Mount St. Helens, SARS, and the Icelandic volcano Eyjafjoell) the pandemic effects on the transportation system went well beyond the purely operational (which is not to downplay the significant operational impact). Airports, the transportation system, its partners and stakeholders are experienced and indeed expected to train themselves rigorously, consistently and regularly on how to respond, scale up and resolve similar types of disruptions. This meant that operational response to COVID was well in hand.

Operating on a 24/7 basis, airports know how to address local or even regional events that directly impact operations. Systems are in place that “triage” response and bring the right assets and human resources or otherwise to bear.

However, the pandemic arrived with fundamentally no warning. There was a 96.9% drop in passenger volume at YQR in a single month (April, 2020) with average daily passenger loads diving down from 3,300 to less than 60 (for a few days there were zero passengers in the air terminal building). Action required not only a short-term response but, as it became apparent during the Spring and Summer of 2020, a “long term” approach to response in a dynamic and evolving environment.

In the short term the Authority sent all administrative staff home and had them work remotely. Only the necessary operations staff required to maintain and operate a safe and secure facility were on-site at the Airport. Although there was a steep learning curve with respect to how to work remotely, the IT group excelled, the staff persevered, and within two weeks those who worked from home were working as efficiently and effectively as could be expected. The need to protect operations staff and passengers was foremost in the decision-making process. Sanitizing stations, social distancing, and masking requirements all became ubiquitous throughout the air terminal and the operations equipment. Cleaning staff and their supplies both increased during the early stages of the pandemic to provide assurances to the passengers that the air terminal was safe. However, it was evident that things were not going to improve in the short term and in May 2020 the Authority laid off 1/3 of its staff.

As the pandemic stretched into 2021, the long-term effects began to be seen and plans formulated in the summer of 2020 were put into use. By this time the Authority was quite accustomed to sanitizing and social distancing issues. The Authority was able to concentrate on

what to do when the pandemic passed and plans were put into being to meet the need for increased passenger loads.

What must be acknowledged in the Authority experience was the singular ability to bring an emergency “operational” response, from a sudden and major operational event, into the entire Authority operation. The emergency evolved and prolonged to bring finance, human resources and all other administrative airport operations into the same “all hands on deck” approach. That approach is the hallmark of emergency response best practices.

Examples of this response at the Authority included:

- Increased Board & operational coordination and support;
- Operational financial response working to address anticipated revenue shortcomings;
- Responding to a drop of 98% in passenger volumes in two months;
- In 2020 managing an annual drop of 68% in passenger volume and 53% less revenue while costs of operating decreased 12.5% as compared to 2019 despite significant attempts at expense reduction in a very regulated and demanding safety and security environment;
- Ensuring employee safety by having all administrative staff work from home and splitting the operational staff into two groups to minimize the possibility of cross infection;
- Implementation of sanitizing and hand-washing stations throughout the air terminal building, the operational buildings and operational equipment.

These elements highlight the major areas in which the Authority was able to “stress test” its entire operations and learn from the unfortunate events.

2.7. *Operational Resilience*

In her ground-breaking work *Engineering a safer world: Systems thinking applied to safety*⁴, by Nancy Leveson (professor of Aeronautics and Astronautics at MIT), she posited that the evolution of safety in the field of aviation has proceeded from technical type certification through human factors to a “system” of systems. That evolution is where the aviation industry finds itself today. What Professor Leveson notes is that the most successful systems to anticipate and respond to challenges have at their base, resilience.

The performance review revealed evidence that the Authority and its entire operations showed resilience. The organization has demonstrated the agility and responsiveness which has allowed it to survive and enshrine different and more responsive approaches to all manner of disruptions.

During our review we were informed that going forward the lessons learned during the buildup of the pandemic and the subsequent management of the challenges will be incorporated into future Authority operations.

⁴ Leveson, Nancy G. *Engineering a safer world: systems thinking applied to safety*. The MIT Press, Cambridge, Massachusetts, 2017.

It has been a foundational opportunity, and the Authority has served, and continues to serve, as an object lesson for others who may wish to learn modern corporate resilience.

2.8. *Airline Industry*

In setting the context of what we mean by the “airline industry” we need to understand the “system” from an engineering point of view: How resilient was the system? How responsive? How well did passenger screening proceed? Baggage processing? Ground handling? Were they doing any sort of measuring? What was being measured? How frequently were the measurements taken? What baselines were the measurements compared to? Were they doing exercises in anticipation of a ramp-up? Answering these questions is a must if the “system” is to improve.

From 2017 to early 2020 the airline industry acted as it had for many years when responding to challenges: surcharges for fuel, navigation fees and insurance; hedging fuel purchases; charging for on-board services; and increasing fees for baggage.

However, the pandemic impacted all previous challenges. As passenger traffic dropped precipitously in March, 2020, the airlines began drastic measures to contain the hemorrhaging of revenues. The number of pilots, air crew, ticket agents, call centre operators, ground and baggage handlers, and re-fuelers were drastically reduced as the airlines strove to contain costs. What was seen to be “surplus” equipment was sold off.

As the number of passengers dropped, the CBSA (customs & immigration) and CATSA (pre-board screening) also reduced the number of staff dramatically.

The situation remained fairly static through the rest of 2020 and the first six months of 2021. However, as the pandemic retreated and the number of COVID cases dropped, people began to want to travel again. At first the increase in passengers was slight, but by the Spring of 2021 the Canadian airline industry saw a noticeable increase in passengers. Airport Authorities began telling the airlines, the ground handlers, the CBSA and CATSA that they needed to respond and begin re-hiring staff.

By the end of 2021 the demand for travel was noticeable, and, with a few exceptions, the air industry did not respond in a timely manner to the travelling public.

The airlines were most visibly lacking in terms of numbers of aircraft, air crew and agents. This caused substantial delays in arriving and departing aircraft.

The lack of staff created backlogs at CATSA, with departing passengers seeing line-ups in order to pass through pre-board screening. Owing to the rapidly changing requirements, the overall systems used by CATSA was insufficiently agile to respond to the changing requirements.

As those steps did not remain stable the need for “systems” to be responsive and agile increased. This rapidity of change impacted the throughput and may have caused changing perceptions on the travelling public as to the availability of the system as well as having

impacted the efficiency of the system processing and its effectiveness. Additional external safety, security, and screening requirements⁵ impacted air carrier, handler and secondary system training, accountability and reporting requirements. This impact happened precisely at a time when participants were suffering from reduced staff.

Unfortunately, the travelling public often sees the airport Authority as the cause for all this delay and concomitant stress.

Notwithstanding the efforts of the airlines, CBSA, CATSA and ground support companies to re-hire and train staff, such hiring and training takes time. The travelling public bore the brunt of the staff shortage, and the AA the blame.

Eventually, by mid-2022, the airlines began to respond to the staffing shortages relative to increased travel demand by cancelling many flights, in some cases by up to 40% of scheduled flights. These cancellations allowed existing airline personnel to adequately handle the number of passengers. Cancelling flights also allowed the airlines to see seat loads of 100%, a situation which has continued well into 2024. Flight cancellations also helped CATSA and the CBSA by reducing the number of travelling public who had to be processed through their systems.

It is the opinion of several experts that air traffic should return to normal by 2025. Studies by Airbus⁶ and Boeing⁷ show that the passenger air transport industry is resilient and has managed to grow over the past decades, even in times of great adversity such as shocks, oil companies, terrorism, financial crises and epidemics. For example, it took 27 years, between 1960 and 1987, for the airline industry to reach its first billion passengers; 18 years for it to reach the second billion; 7 years for it to reach the third billion; and only 4 years for it to reach the current level of 4 billion passengers, and this, despite the various obstacles encountered during these periods. In its history, the airline industry has therefore recovered from several periods of turbulence.

It is to be hoped that the efforts of the air industry to re-staff to pre-pandemic levels will match this historical perspective, will be met during 2025, and the service expectations of passengers restored.

2.9. *The Authority*

When the pandemic began in all its overwhelming suddenness, the Authority along with the entire Country were adjusting to the global pandemic as the situation evolved. The suddenness made management of the issue difficult. The extent of the pandemic was unknown, it was difficult to know what to do. The pandemic was an anomaly in the world of airport emergency planning, with no precedent for this magnitude of an event. There was NO rulebook, but staff operated according to existing safety and security standards and aerodrome operations persisted.

⁵ Standards and Regulations set by the Public Health Agency of Canada, Canada Border Security Agency, Canadian Air Transport Security Authority and Transport Canada.

⁶ Airbus, Global Market Forecast, 2023-2042, <https://www.airbus.com/en/products-services/commercial-aircraft/market/global-market-forecast>. Accessed 26 April 2024.

⁷ Boeing, Commercial Market Outlook, 2023-2042, <https://www.boeing.com/commercial/market/commercial-market-outlook>. Accessed 26 April 2024.

From February to April, 2020, average passenger volume at YQR went from 3,768 daily to less than 59 daily. Despite this very large drop in volume the airport had to remain open and operational 24/7/365, at a huge cost, and with very little revenue.

It very quickly became clear that the Authority had three priorities: keep the workforce healthy; preserve its assets; and financially help those it could. It had to keep the tenants and the campus viable, keep the facility open and to keep “essential” services going.

So as to protect staff from the ravages of the pandemic, the Authority sent home those who could be sent home but essential employees remained on-site to ensure the safe and secure operation of the Airport. By June 2020 all staff had returned to working on-site while maintaining appropriate social distancing and sanitizing requirements demanded by the various health agencies.

The Authority did excellent work in rolling out hardware and software for the staff to work remotely. Working remotely was a steep learning curve for the staff, not only with the technology, but also “keeping everyone together apart”. It was stressful from an emotional wellness point-of-view as working remotely necessitated a totally different management style. The Authority worked successfully to maintain communications and keep everyone “in the loop” to avoid emotional concerns that could be caused by a lack of information. Employee engagement became a primary concern when there was no opportunity for “chats around the water cooler”.

The Authority commenced regular meetings: sharing issues about finance, operations and IT. Safety standards remained high, which entailed a large fixed cost regardless of passenger volume.

The Authority cut winter operations costs by reducing snow removal coverage and chemical usage when possible without compromising safety. Operations crews were split into 12 hour shifts to limit overtime. This agile response to demand balanced runway clearance so as to respond to needs.

The Review found that the Air Terminal concessionaires commented favourably on the Authority’s willingness to work with them and “hold their hand” as they went through catastrophic reductions in revenues.

COVID changed things for the better – finance, human resources, processes, planning – and has made the AA more cautious and more innovative.

PART FOUR - YQR

REGINA INTERNATIONAL AIRPORT - YQR

2.10. Overview

The Authority operates and manages the Regina International Airport (“YQR”) and associated federal lands under a long-term lease arrangement with the federal government. YQR is one of the 26 airports which comprise the National Airports System that link the country from coast to coast and internationally, and one of 21 Airport Authorities which have a Ground Lease with Transport Canada.



Figure 2: Aerial view of YQR as at October 2023. Courtesy of Google Earth.

The aerodrome is located at 50°25' 55" N and 104°39' 57" W and consists of approximately 1,579 acres.

The federal government continues to set safety and security standards for the operation of all airports, however the management and operation of the asset is vested with the Authority.

2.11. Airport Setting

The Authority serves as a gateway between South Central Saskatchewan to the rest of Canada and the world. The airport operates 24 hours per day, 365 days per year. It has two runways: 13-31 at 7,901 feet (2 407 metres) and 08-26 at 6,200 feet (1 889 metres). There are no dedicated helicopter landing facilities.

The aerodrome is positioned to the southwest of the city, within the city boundaries.

The Regina Census Metropolitan Area (CMA) had a population of 249,217⁸ in 2021. The population of Saskatchewan was 1,132,505⁹ that same year. In addition to Regina, there are the rural areas of Balgonie, Belle Plaine, Craven, Davin, Disley, Edenwold, Grand Coulee, Gray, Kronau, Lumsden, Lumsden Beach, Pense, Pilot Butte, Riceton, and White City. The Regina CMA has an area of 4,323.66¹⁰ square km.

The population increase from 2016 to 2021 was 5.3%¹¹.

2.12. Vision, Mission & Strategic Goals

Vision: To be Saskatchewan’s best airport experience

Mission: To be an engine of economic activity and social connectivity through air travel

Values: **People and Teamwork**

We build strong relationships that focus on teamwork and communication throughout the organization, while ensuring a safe and inclusive environment for all. We value and celebrate our people, while investing in opportunities for career and personal growth.

Safety and Security

We focus on operational excellence with safety and security being paramount in everything we do.

Customer Focus

We take the leadership role with our local airport community, we foster close collaboration with local airport agencies, and we deliver exceptional experiences for passengers. We create trust and credibility through leading by example and being adaptable to change.

Community Growth Through Partnerships

We embrace our role as a leader in our region and believe in the power of advocacy and partnership with organizations that are focused on growth and economic prosperity.

Financial Responsibility

We focus on value. We invest our resources wisely while keeping our fees charged to airport users competitive.

⁸ Statistics Canada, <https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/details/page.cfm?Lang=E&SearchText=regina&DGUIDlist=2021S0503705&GENDERlist=1,2,3&STATISTIClist=1,4&HEADERlist=0>. 2021 Census, accessed 8 April 2024.

⁹ Ibid.

¹⁰ Ibid.

¹¹ Ibid.

Environmental Stewardship

We consider environmental impacts in decision making, operations and infrastructure investments. We strategically consider new ideas that seek to reduce our impact on the natural environment.

Integrity and Honesty

We are honest and transparent in our communications and actions. We strongly believe in doing the right thing even if no one else is watching.

Creativity and Innovation

We empower and encourage our team to be adaptive and innovative in their decision making. We believe in continuous improvement and foster a safe and comfortable environment for individuals to show leadership and creativity in their work.

STRATEGIC GOALS

Operate a Safe and Secure Airport

- Safety Management System (SMS) in compliance with regulations.
- Airport Security Program (ASP) in compliance with regulations.
- Meet International Airport (Int'l) designation standards for emergency response.
- Complete formalized mutual aid agreement with City of Regina.
- Maintain Transport Canada operating certificate.

Grow and Retain Air Service

- Enplaned and deplaned passengers to 1,350,000.
- Grow annual seat capacity to 1,800,000.
- 5 Year-round Canadian city pairs.
- 2 Year-round United States hubs served.
- 3 Seasonal Canadian city pairs.
- 11 Seasonal sun destinations.

An Inclusive and Engaged Workforce

- Annual employee engagement scores, at or above established benchmark.
- Implement federal pay-equity program.
- Engage with local indigenous employment organizations to promote airport job opportunities.
- All regulated training completed.

A Financially Responsible Approach

- Debt Service Coverage Ratio ≥ 2.0 .
- Non-aeronautical revenue $\geq 60\%$.
- Net revenue $\geq \$1.00$ per passenger.

- Compliant financial audits.

Dedicated Customer Focus and Investment

- Airport Service Quality (ASQ) annual average ≥ 4.15 .
- Compliant Assisting Passengers with Disabilities Program.
- Collaborate with airlines and implement shared data for passengers.
- Complete post security concession strategy and program.
- Implement Master Plan initiatives in a staged manner linked to passenger growth.

Unimpeded Economic Growth and Community Partnerships

- 3 Annual Community Consultative Meetings (CCC).
- Collaborate with Government and Economic Development agencies on evaluating Air Cargo and Sustainable Aviation Fuel opportunities.
- Create site plan for lands adjacent to the airport in collaboration with the City of Regina and Province of Saskatchewan.
- Update the Regina International Airport Zoning Regulation (AZR) with changes to protect for a future runway expansion.

Environmental Commitments

- 30% Green House Gas reduction from 2016 baseline year by 2030.
- Achieve Airport Carbon Accreditation Level 2.
- Zero glycol exceedances over 100 mg/l.
- Advance three collaborative projects or initiatives with southern Saskatchewan research and innovation partners, with the aim of advancing airport sustainability, foster cutting-edge technologies, and contribute to environmental stewardship.
- Develop a Sustainability Roadmap, in order to achieve carbon reduction targets, focus on adapting to a changing climate, and create environmental metrics for the organization.

2.13. Ownership

The Authority was incorporated 18 June 1997 under the Canada Corporations Act, Part II. On 1 May 1999, YQR became one of the 22 National Airport System airports transferred from the Federal Government to local community-based, not-for profit organizations, and the new Authority officially assumed control of the airport on that date. The Corporation was continued under the Canada Not-for-profit Corporations Act.

Transfer to the Authority by way of a long-term 60 year lease, with an additional 20 year option, was limited to operation, management and development of the airport property. Ownership of the aerodrome land remains with the Government of Canada.¹²

¹² On 6 October 2014 the Minister of Transport agreed to the execution of the option for a 20 year lease extension. The last year for the Lease is now 2079.

2.14. Role

The Authority is a community-based, not for profit organization that manages, develops and operates the Regina International Airport.

2.15. US Border

Regina International Airport does not have US Border Preclearance facilities.

2.16. Aviation Activity

In 2023 Regina International Airport had 55,692 annual aircraft movements and a total of 968,250 passengers took domestic and international flights.

In addition to air services operating from the air terminal building, the following operations also take place from YQR:

- Flight training
- Sightseeing
- Aerial survey and inspection
- Government aircraft services
- RCMP operations
- Fixed Base Operators catering to privately owned and/or chartered aircraft
- Corporate and General Aviation traffic
- Courier aircraft
- Cargo airline operations

There are also land leases for non-aviation related enterprises.

2.16.1. Passenger Traffic

The number of passengers decreased by 16.7% over the review period from 1.179 million in 2019 to 0.982 million in 2023.

2.16.2. Air Traffic Movements

The number of air traffic movements decreased by 8.1% from 60,570 in 2019 to 55,692 in 2023, and the passengers per aircraft movement also decreased from 19.5 in 2019 to 17.4 in 2023.

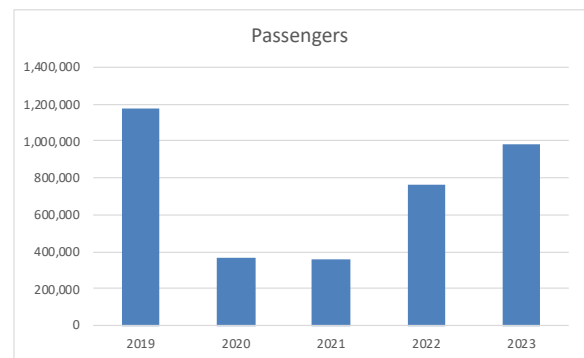


Figure 3. Passenger statistics by year.

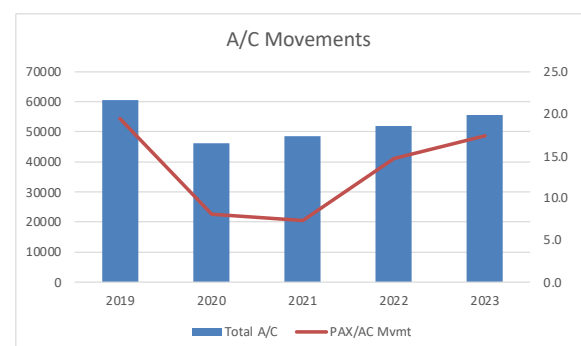


Figure 4: Aircraft Movements: 2019-2023

2.16.3. Cargo Services

The Authority is proactive in reviewing opportunities with existing and new cargo carriers. CargoJet operates a daily cargo service to the airport.

2.17. Financial Performance

2.17.1. Capital and Financial Plan

Since 1999 the Authority has spent \$249.6 million on capital improvements to the aerodrome. Approximately \$40.2 million of this expense was disbursed in the past five years. Almost all of those monies were spent in the Regina area. These capital expenses were funded, in part, by the collection of an Airport Improvement Fee (AIF).

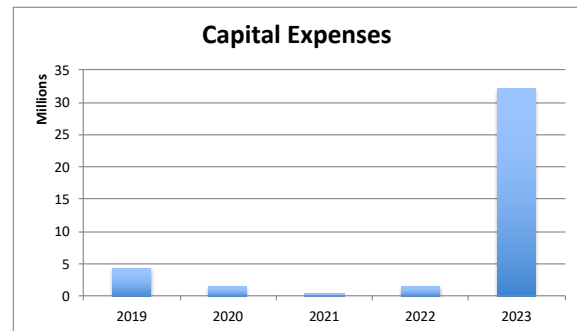


Figure 5. Capital expenditures by year. Millions CAD.

During the period of the review the Authority completed the following major capital projects:

- Parking equipment renewal \$936,000
- Hold room renovations \$792,000
- Runway 13-31 \$26,754,000
- Sweeper and Plow \$1,130,000

Over the next five years the Authority estimates it will spend approximately \$63 million on capital improvements to the airport.

2.17.2. Financial Operations

The Consumer Price Index over the period of the review increased 15.5%. Over the same period, revenues decreased by 9.4% and operating expenses increased 2.7%.

The Authority has a Passenger Facility Fee (PFF) of \$30 CAD per enplaned passenger (\$5 for intra-provincial flights).

In 2023, operating revenues were \$15.7 million and operating expenses \$22.4 million

On a “per passenger” basis, in 2023 the Authority generated an income from operations of \$16.28 per passenger and incurred operating expenses of \$23.17 per passenger.

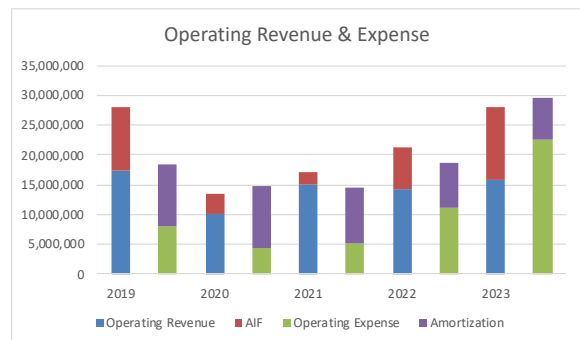


Figure 6. Operating revenues, expenses and AIF, by year.

The financial statements available referred to the periods including all of calendar year 2019 through to December 2023. We spoke with management regarding its expectations for the financial picture in year 2024 and it expressed the view that it is consistent with its projections and in line with previous year’s trends.

2.17.3. Insurance premiums

Along with six other Canadian airports the Authority is party to two group insurance programs: The Canadian Airports Reciprocal Insurance Exchange (property); and the Canadian Airports Risk Management Group (liability). An independent actuary monitors the reserves and the annual premiums paid by the group.

Over the period of the review insurance coverage increased as construction projects came on stream or were completed. Premiums increased from \$252,367 annually in 2019 to \$413,582 annually in 2023, an increase of 63.9%. A large part of that increase is a reflection of the insurance industry’s risk rating of the air industry’s cybersecurity.

2.17.4. Ground Rent

The formula under which ground rent is paid to the federal government was revised in 2005 resulting in a substantial drop in rent payments in that year and providing a new baseline for subsequent years. However, the rent payment is based on total revenues, and from 2019 to 2023 the Authority paid more than \$2.55 million in ground rent to the federal government for its lease of the airport lands. Because of the Pandemic the federal government cancelled the lease payments from March of 2020 to December 2021. In 2023 the Authority paid \$0.99 million in ground rent, a decrease of 0.8% from 2019.

2.18. Environmental Management at YQR

The Authority minimizes environmental risk and regards its environmental responsibilities, and those of its tenants, as an important factor for future success.

In the interests of the region it serves, the Authority considers sustainability across the social, financial and environmental aspects of its operations. This means managing the community’s airport assets responsibly, supporting environmental stewardship and contributing to the region’s social well-being and quality of life. Sustainability is not a postscript to the Authority’s

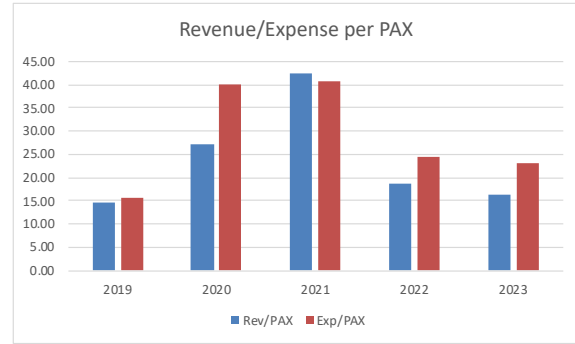


Figure 7: Operating Revenue/Expense per PAX

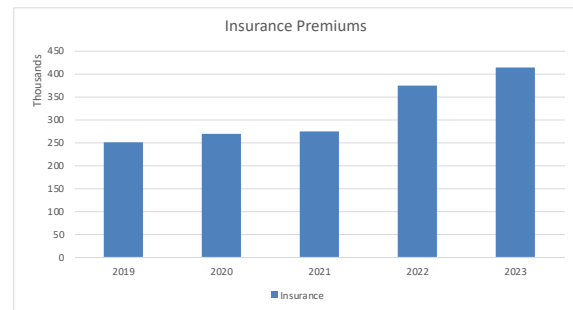


Figure 8. Insurance premiums by year.

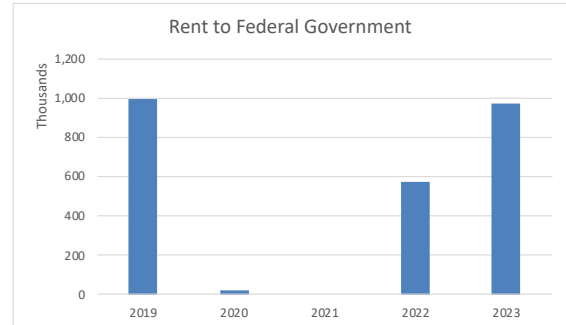


Figure 9. Rent paid to federal government by year.

operations. It is part of the way it does business, and the foundation upon which it relies for current and future success.

The Authority offers many services, manages airport lands and coordinates the many components of aviation at the aerodrome. It seeks to reduce its environmental impact while offering the safest and highest quality service. Successful service delivery and airport management depends on conscientiously using land, air, water, and energy, which requires the responsible management of resources.

The Environmental Management Plan ensures that the Authority operates and develops the airport in an environmentally sound and responsible manner.

An environmental audit was conducted in 1998 to establish a baseline.

2.18.1. Environmentally Sensitive Features

Over the Review period, the Authority has conducted annual environment audits. As per the Tenant Management Program, tenants are risk ranked, which determines the frequency of their audits. All tenants are audited at least once every 3 years. Since 2015, a third party auditor has conducted the tenant audits.

There are five areas within the YQR boundary where wetlands may be seasonally encountered. These ephemeral wetlands are associated with years that experience increased precipitation or snowmelt. Wetlands within the boundary have not been surveyed or classified. The wetlands marked with the YQR Waterbodies and Wetlands 2019 file have been identified through historical documents and historical aerial photos.

Pesticide applications are recorded and stored by certified pesticide applicators as per *The Pest Control Products Act*. Fertilizer use on airport lands is a slow-release type, applied annually in the required areas. Annual volumes are estimated based on purchase records.

2.18.2. Wildlife Management

In conformance with the CARs the Authority has a *Wildlife Management Plan* to deter birds and other wildlife. The Authority honours the *Canadian Species at Risk Act* and has developed literature to educate staff on protected species that could be present on aerodrome lands.

The Authority supports the goals of the Committee on the Status of Endangered Wildlife in Canada.

The wildlife management plan is risk-based and is part of the SMS. Birds and wildlife are discouraged from being on aerodrome lands through the use of patrols, habitat manipulation, and active and passive scaring techniques.

Operating a safe and secure airport is the Authority’s primary focus, and bird strikes pose a significant safety risk to aircraft and passengers. To manage that risk, the Authority’s wildlife program consists of four components: monitoring, habitat management, movement of birds through harassment techniques and, where there is a perceived safety risk to aviation, killing of birds. In order to prevent bird strikes, birds are moved away from aircraft operating areas using pyrotechnics and other means. In 2023, 7 birds were killed in confirmed bird strikes with aircraft, with no near misses and one unconfirmed kill. While habitat management and harassment techniques are the Authority’s primary tools, killing occurs when wildlife behaviour is perceived to be a safety risk. This may consist of an immediate risk to an approaching aircraft, or a potential or chronic risk that has reached unacceptable levels.

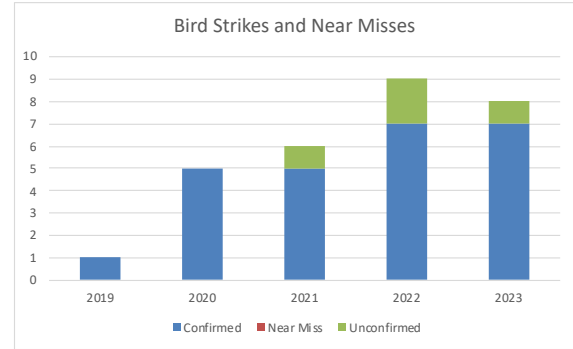


Figure 10. Bird strikes by year: confirmed, near misses, and unconfirmed.

2.18.3. Regulatory Environmental Programs

Environmental Impact Assessment

This program ensures the Authority meets the requirements of the Canadian Environmental Assessment Act (CEAA), 2012. Projects defined under Section 67 of CEAA environmental impacts are identified, avoided, or mitigated during the planning, design, construction, and operation of all new projects. Environmental impacts are not limited to change of air, soil and water quality but also extend to impacts on personal safety, social well-being, wildlife, habitat and aesthetics. The authority works with contractors at the project initiation stage to ensure sustainable development is achieved.

Hazardous Materials Spill Response

The use of hazardous materials is necessary for the day-to-day operations of any airport. The more often they are handled and used, the greater the possibility for accidental release into the environment. Hazardous material spills can have severe impacts on the environment by contaminating the soil and making their way into the ground water or other water supplies. An effective and efficient hazardous material spill emergency plan is necessary to minimize any detrimental effects to the environment and human health. This program ensures proper assessment, management, cleanup, and regulatory compliance of any hazardous materials spill occurring at the Authority.

Storage Tank Systems

Various storage tanks at the Airport are used to store diesel fuel or gasoline. Contamination of soil and water resources can occur through the leakage of storage tanks, or by spillage at refueling areas. This program allows the Authority to practice environmentally sound storage tank management, comply with regulatory obligations and prevent the release of substances to the environment. Applicable Authority and tenant fuel storage tanks are registered with Environment Canada on their Storage Tank website for Petroleum and Allied Petroleum Products.

Water Quality

There is always a risk that substances commonly associated with airport operations can enter the stormwater system, sanitary system or groundwater as pollutants. To ensure compliance with water quality regulations licenses, and guidelines, airport water systems are sampled and monitored on a regular basis. This program provides background information and guidance on water quality issues, sampling procedures, regulatory requirements and sample analyses.

Environmentally Impacted Sites

This program allows the Authority to manage contaminated sites at YQR in conjunction with Transport Canada and reduce any potential risks and long-term liabilities. Transport Canada is responsible for the contaminated sites that existed at the Airport prior to transfer. However, many of the properties owned by Transport Canada are managed by them on a priority basis. The Authority continues to work with Transport Canada to ensure that contaminated sites are managed in accordance with the Treasury Board's Federal Contaminated Sites Management Policy.

2.18.4. Environmental Threats and Opportunities

Solid Waste

As YQR continues to expand, both in size and passenger volumes, the generation of waste products will grow. Waste is not something that should be discarded or disposed of with no regard for future use, and it can be a valuable resource if addressed correctly, through policy and practice. With rational and consistent waste management practices there is an opportunity to reap a range of benefits, including economic, social, environmental impact, and inter-generational equity. The purpose of the program is to understand the Authority's waste streams and develop and deliver targeted efficiencies in handling and disposal of facility and aviation wastes, which balance cost against benefits.

Energy and Carbon Management

This topic is now well entrenched within the aviation industry, with significant work being done on all aspects of GHG emissions related to aviation activity. So, any GHG management program will be continually evolving to reflect global, national and regional interests. For example, economically based carbon management measures have yet to be firmly established in any jurisdiction, but the potential opportunities and threats that those measures will create cannot be fully understood and planned against at this time. The aviation industry expects all groups to participate in GHG emissions management, to the fullest extent possible, but stop short of establishing strict requirements in any area. The key to success in managing emissions is to instead look for energy efficiency opportunities across airport facilities, which translate to more tangible benefits like cost savings and reduction of infrastructure investment. The purpose of the program is to understand the Authority's carbon emissions sources for the purposes of developing and delivering usage and intensity reductions.

Aircraft Noise

Although noise is not generally an issue at the Regina International Airport the Authority's noise management responsibilities are outlined in the ground lease. Any initiatives undertaken are governed by the Aeronautics Act and the Canadian Aviation Regulations. The Authority

understands the need to balance regional expectations with continued growth for aviation travel while maintaining a safe, convenient, and efficient 24-hour international airport.

Compatible land uses are determined through the “Noise Exposure Forecast” tool created by Transport Canada, and the requirements built into land use planning processes.

Aircraft De-icing

Glycol is sprayed on aircraft as a de-icing agent and as a preventative measure to stop further formation of ice. The introduction of glycol into natural ecosystems can negatively impact water quality as glycol exerts a high biochemical oxygen demand on a receiving water body, which means it could deplete the water’s oxygen supply. This creates toxic conditions for aquatic life. At YQR during the period of winter operations glycol is captured and some of it released into the city sanitary sewer at pre-determined rates. This aids in the city’s treatment of sewage¹³. During summer operations runoff from the apron is diverted to the city storm sewer so as not to overwhelm the sanitary sewer system. The purpose of the management program is to ensure de-icing activities are effectively managed, mitigated and monitored.

2.19. Relationship with Partners

There are a large number of business partners that interact regularly with the Authority. Given the scope of the review we were not able to undertake a comprehensive survey of all these partners, however, we interviewed a significant sample of commercial undertakings and general aviation companies to review their perspectives on the Authority as a business partner. We noted that the Authority builds *relationships* with stakeholders and looks to solve problems, not assign blame.

The view of the air carriers with whom we spoke was that the Authority has a “good to excellent” relationship with them.

The leaseholders we spoke with in the main terminal were satisfied with their relationships with the Authority.

Their overall comments were that the Authority was open in its dealings with them and that they were generally satisfied with the Authority’s operation.

General aviation operators expressed some dissatisfaction with how the Authority treats them.

The Authority makes a number of ground transportation options available to the public:

- There are five car rental agencies servicing the airport: Avis, Budget, Enterprise, Hertz, and National. These five agencies provide the majority of car rentals in Regina and the surrounding area.

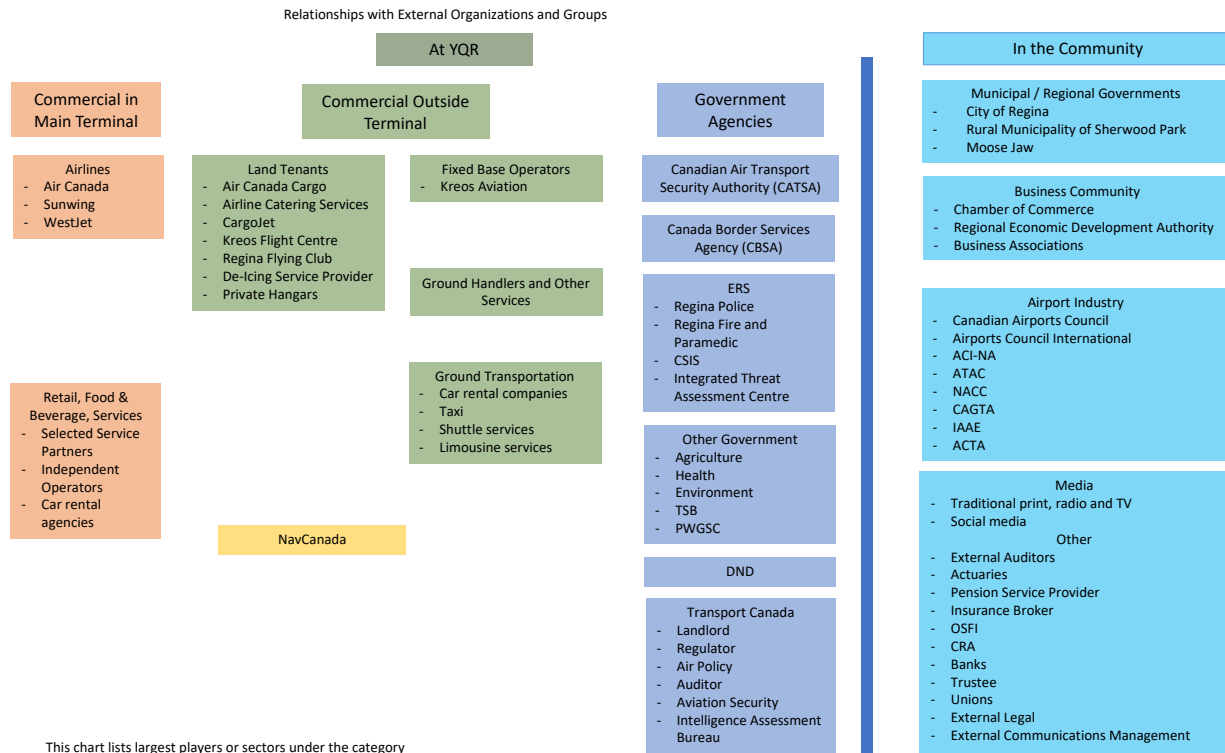
¹³ YQR and YXE are the only airports in Canada which assist their municipalities in sewage treatment by releasing some of the glycol used in winter operations into the city sewers.

- Taxi and rideshare services are available.
- Scheduled city buses service the airport.
- Shuttle bus and limousine services are available.

The transportation services personnel to whom we spoke were unanimous in their satisfaction with the Authority.

OPERATING ENVIRONMENT

The operating environment for the YQR is both dynamic and complex. The Authority maintains active relationships with stakeholders representing operational engagements, financial engagements and commercial engagements. While some of these are bilateral arrangements the majority of them are multilateral multiparty stakeholder activities.



EXTERNAL ENVIRONMENT

2.20. Legislative and Regulatory Environment

2.20.1. Overview

The aviation sector is rule oriented and the federal government has created an intricate network of legislation and regulation within which the Authority must comply. Canadian aeronautics legislation comprises the *Aeronautics Act*, the *Canadian Aviation Regulations (CARs)* and the associated standards. The legislation was created to protect the public from potentially unsafe aviation practices and activities. The CARs are developed by Transport Canada in partnership with the aviation community through the Canadian Aviation Regulation Advisory Council (CARAC). Other relevant legislation includes the *Canadian Transportation Act (CTA)*. The industry is also subject to the general business regulations applicable to any federally regulated entity.

2.20.2. National Airports Policy Lease Audit

As one of the 26 strategically significant national (NAS) airports, the Authority is subject to an annual Transport Canada lease monitoring audit as required by the National Airports Policy. A review of the 2019 through 2023 audit reports indicates that in each year Transport Canada found the Authority to be in general compliance with the terms of its undertakings.

2.20.3. Changing Policy & Regulatory Environment

In recent years, airports and their customers have dealt with changing regulatory enactments and regimes. These have operated to impact costs and services related to airport services. A non-exclusive list of regulatory regimes includes:

- *Aeronautics Act* (R.S.C., 1985, c. A-2)
- *Air Services Charges Regulations* (SOR/85-414)
- *Airport Transfer (Miscellaneous Matters) Act* (S.C. 1992, c. 5)
- *Canada Corporations Act* (R.S.C. 1970, c. C-32)
- *Canadian Environmental Assessment Act*, 2012 (S.C. 2012, c. 19, s. 52)
- *Canadian Environmental Protection Act*, 1999 (S.C. 1999, c. 33)
- *Canada Not-for-profit Corporations Act* (S.C. 2009, c. 23)
- *Canada Labour Code* (R.S.C., 1985, c. L-2)
- *Canadian Aviation Regulations* (SOR/96-433)
- *Canadian Air Transport Security Authority Act* (S.C. 2002, c. 9, s. 2)
- *Canadian Aviation Security Regulations*, 2012 (SOR/2011-318)
- *Carriage by Air Act* (R.S.C., 1985, c. C-26)
- *Commercial Arbitration Act* (R.S.C., 1985, c. 17 (2nd Supp.))
- *Customs Act* (R.S.C., 1985, c. 1 (2nd Supp.))
- *Department of Transport Act* (R.S.C., 1985, c. T-18)
- *Designated Provisions Regulations* (SOR/2000-112)
- *Health of Animals Act* (S.C. 1990, c. 21)

- *Immigration and Refugee Protection Act* (S.C. 2001, c. 27)
- *Quarantine Act* (S.C. 2005, c. 20)
- *Transportation of Dangerous Goods Act, 1992* (S.C. 1992, c. 34)
- *Regina International Airport Zoning Regulations* (SOR/81-708)

2.20.4. Policy Initiatives

The Authority continues to work to influence the regulatory process by:

- Collaborating with other Canadian airports on issues of common concern;
- Through direct advocacy with the provincial and federal government; and
- Through cooperation with the various consultative bodies and processes established by Transport Canada and federal agencies such as the Canadian Transportation Agency (CTA), Canada Border Services Agency (CBSA) and Canadian Air Transport Security Authority (CATSA).

Aviation Safety and Security

On a periodic basis and at least annually, Transport Canada carries out security inspections against the requirements of the *Aeronautics Act*, the *Canadian Aviation Security Regulations, 2012*, the *Aerodrome Security Measures*, the *Security Screening Orders* and the *Airport Restricted Area Access Clearance Security Measures*. The Authority responded effectively to any Transport Canada observations related to non-compliance.

2.20.5. Airline Industry

In response to other recent challenges, airlines have introduced mitigation procedures that include surcharges for fuel, navigation and insurance, hedging fuel purchases, charging for on-board services, and increasing fees for baggage.

The Authority has significant dealings with its airline tenants, both formally through its legal structure and consultative committee and communications mechanisms, and through informal channels to maintain a good working relationship. The actions on the part of the Authority benefits passengers, shippers and the community-at-large.

2.21. Community and Environmental Issues

The Authority has in place a comprehensive environmental management system. From interviews conducted, stakeholders consider that the Authority has a strong commitment to environmental sustainability. The Review found evidence of appropriate environmental concern and concomitant stewardship.

2.21.1. Community Partnerships

The Authority takes an active role in the community, supporting charitable causes and community and industry events, as well as making speeches and presentations annually to various groups and organizations. The Authority also supports the volunteer efforts of employees.

2.21.2. Communication with the Community

In addition to speeches, presentations and consultative committees, the Authority communicates to stakeholders through a number of media including:

- Annual presentations to City councils, appointing entities, and other business and community groups;
- Annual Public Meeting;
- Facebook and Twitter;
- Media events and responses to media queries;
- Public open houses on community issues such as transportation.

The Authority's Annual Reports indicate that it is committed to being open and accountable, and to providing comprehensive information about its activities. Annual Reports are published online in the Authority's web site.

During the review, the Authority's stakeholders commented very favourably on the quality, quantity and appropriateness of the Authority's community outreach programs, including the effectiveness of its corporate communications efforts.

2.21.3. Awards and Recognition

The Authority received the following awards and recognition from Third Parties during the Review period:

- 2023 Regina & District Chamber of Commerce Paragon Awards -Finalist for Environmental Excellence
- 2023 Airport Business 40 Under 40 Winner -Jenna Khoury, CFO
- 2022 Airport Council International Excellence in Communications -Best Annual Report Winner

2.21.4. Social Media

Regina Airport Authority (RAA) uses Facebook and Twitter to inform the residents of Southern Saskatchewan and the local media about what's happening at the airport. Strategic content includes news items, special events, airline announcements and promotion of our valued tenants and key community partners.

YQR has a strong relationship with the local media and key community partners such as Tourism Saskatchewan, Evraz Place and Economic Development Regina, who provide a re-tweet network of over 2.3 million followers.

During 2023 RAA averaged 5,200 monthly Facebook Followers and 86,800 visits. In the same period Instagram had 2,900 monthly Followers and 103,300 visits. Travel tips and job postings are the most popular.

2.21.5. Community Consultation

The Authority seeks input from the community through several forums, including the Airport Service Quality survey and the Community Consultative Committee.

The Airport Authority also receives extensive feedback on its own performance through a customer satisfaction and community surveys.

Rideau noted the following public perception of YQR and the Authority during the review period:

- The overall public impression of the airport was overwhelmingly positive for the review period;
- A small percentage of those who live in the region said they had been annoyed by aircraft noise; and,
- The Authority’s public consultation efforts and management effectiveness are also viewed positively (all those interviewed by Rideau), notwithstanding that some respondents in the General Aviation community said that the Authority does not listen to them.

2.22. Regional Economy

The YQR aerodrome is the principal airport in the Regina area.

Regina is the major economic centre for south central Saskatchewan and is a hub of education, training, and research institutions. The University of Regina, Saskatchewan Polytechnic, and Innovation Place provide opportunity for partnerships, intellectual growth, and cross-specialty communication. The Regina-based First Nations University of Canada (FNUC) is the only university-level institution in North America developed by First Nations and Indigenous people and is an international centre of excellence for Aboriginal education.

Regina is considered to be Canada’s 4th most liveable city.¹⁴

Regina’s real GDP growth was 3.6% in 2023 and will remain above 1.5 per cent in 2024.¹⁵

With a competitive housing market (average house price of \$308,000) and rental costs (\$1,191 per month) people continued to move to Regina over the Review period with net population reaching 268,000 in 2023. This is population expansion expected to continue and reach 308,000 by 2030.

¹⁴ The Globe & Mail. <https://www.theglobeandmail.com/investing/article-most-livable-cities-canada-2023/>
Accessed 27 April 2024.

¹⁵ Economic Development Regina, <https://economicdevelopmentregina.com/economic-data/economic-indicators>
Accessed 27 April 2024.

2.23. Regina International Airport – Economic Impact

Economic impacts measure the importance of airports in terms of the employment they provide, the goods and services they utilize and the transportation benefits that a community hopes to obtain by developing and maintaining an airport. Airports are a necessary means of connecting communities to world markets.

The Authority has recognized its important role in facilitating economic development in the region. During the period under review, the Authority continued to increase its business base as a service provider to various domestic and international business travellers such as the logistics industry, the universities and technical schools, and the travelling public.

The Authority is an economic driver in the local communities and spends an average of \$18.4 million annually in the Regina area on wages, taxes, and operations.

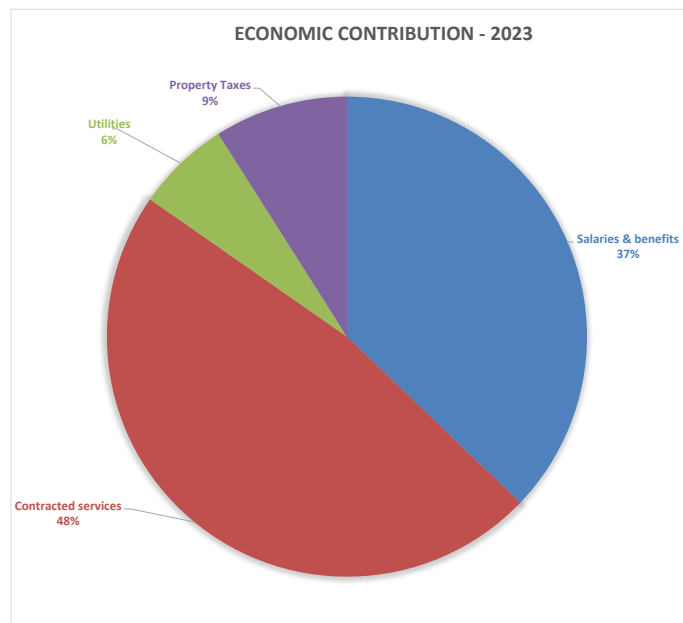


Figure 11. Annual amounts spent in the Regina area on wages, taxes, professional services, administration, operations and business development.

A 2015 economic impact study concluded that despite all the challenges that the aviation industry has faced since 9/11, YQR has maintained its employment base, with 3,497 jobs in the Regina area directly related to the aerodrome operations. On-going operations at YQR make a considerable contribution to local employment and the provincial economy, representing an annual economic output in Regina and nearby towns of approximately \$839 million as a result of the direct, indirect, and induced jobs attributable to the YQR.

GOVERNANCE AND PLANNING

2.24. Objectives

The Authority’s mission is, with the community, to provide excellent airport services and facilities in a fiscally prudent manner. As a Local Champion, the Authority strives to be a source of local pride, a key economic generator for the region, a leader in the community, and an exemplary organization for which to work and with which to deal. As an operator, the Airport Authority strives to continue to: expand YQR’s connectivity with the world; build the YQR brand; and provide employees with new job opportunities and personal growth and development.

2.25. Corporate Legislation

The activities of the Board and the management team at the Authority are governed by Public Accountability Principles for Canadian Airport Authorities and the Ground Lease, as well as the Authority’s Corporate By-laws and Letters Patent. For the first few years of operation the Authority was incorporated under Part 2 of the *Canada Corporations Act*. It transitioned to the new *Canada Not-for-Profit Corporations Act* in 2013.

2.26. The Board

The Authority is governed by a Board comprised of 13 Directors. At the time of the Review there was one vacancy.

The primary responsibility of the Board is to foster the long-term success of the Authority, consistent with its responsibilities to the communities it serves. Moreover, the Board functions as the steward of the Authority and has statutory authority and the legal obligation to oversee the affairs and business of the Authority. To accomplish this, the Board is legally obligated to fulfill its fiduciary duty and act honestly and in good faith in the best interests of the Authority, and with the care, diligence, and skill of a reasonably prudent person.

The Board provides strategic direction and oversight while supervising and delegating operating authority to management through the CEO. The Board also ensures that the Authority operates at all times to the highest ethical and moral standards and within all applicable laws and regulations. It ensures that corporate documents and records are properly prepared, approved and maintained; develops and approves the Authority’s approach to corporate governance; and sets the tone and direction of the Authority.

Current Board Composition

| Name | Board Position | Nominee |
|---------------------|---|----------------------------|
| Robert Vanderhooft | Chair | RAA |
| Tyler Willox | Vice-Chair & Chair, Human Resources Committee | Government of Saskatchewan |
| Bernadette McIntyre | Chair, Audit & Finance Committee | City of Regina |
| Gillis Lavalley | Chair, Community Consultative Committee | City of Regina |
| Harold Hugg | Chair, Governance & Nominating Committee | Government of Canada |
| Teresa Drew | Chair, Planning & Development Committee | Government of Canada |
| Jack Degelman | Director | RM of Sherwood |
| Cory Furman | Director | City of Regina |
| Jessica McNaughton | Director | City of Moose Jaw |
| Bill Pratt | Director | City of Regina |

| | | |
|--------------|----------|----------------|
| Mike Tate | Director | City of Regina |
| Juliana Wong | Director | City of Regina |

Nominators for Board members are:

- Government of Canada (2 positions);
- Government of Saskatchewan (1);
- City of Regina (6);
- City of Moose Jaw (1);
- Rural Municipality of Sherwood (1);
- The Board in its own right (2).

Directors are appointed for an initial term of three years, and may be re-appointed for two more terms, for a possible total of nine years. Terms are staggered to ensure a Board memory.

While the Appointed Directors fiduciary duty is to the Authority, Directors are expected to report regularly to their Appointing Entity. Appointing Entities stated that they were generally satisfied with the appointing process and the feedback they receive from their Appointed Director.

The Authority continued to refine its processes during the review period for engaging its Appointing Entities to reflect closely their need for information and feedback in terms of frequency and type of communication.

The Board of Directors’ Governance Rules and Practices Manual explains how the Board of Directors conducts the business of the Regina Airport Authority. Among other things, it sets out the code of conduct for Directors, the responsibilities of the Chair, the CEO and Board Committees and the Authority’s corporate by-laws. The Authority advises that its governance rules and practices are reviewed at least annually to ensure that it remains a leader in corporate governance.

In addition, the Authority holds orientation sessions for new Directors, and opportunities are provided for continuing Director education.

Each Director is required to sign a conflict of interest declaration as well as a supplementary annual disclosure statement.

Within 135 days after the end of each fiscal year the Authority convenes a meeting between itself and the authorized representative of each of the Nominators. The Authority ensures that a majority of its Directors are in attendance at that meeting to present:

- the annual financial statements for the immediately preceding fiscal year;
- the auditor’s report on the annual financial statements for the immediately preceding fiscal year; and,
- a statement of the Corporation’s operational goals for the current fiscal year.

The Authority also reports in general terms information on the business and affairs of the Corporation.

The Authority has Executive and Board compensation philosophies. For Executives, compensation is targeted at the median of the peer group, with the opportunity of incentive pay when individual or corporate performance exceeds expectations.

2.26.1. Standing Board Committees and Task Forces

During the review period there were five standing Board committees each having a chairperson and at least three or more non-management Directors. Authority staff are available to each committee to provide management and operational advice.

Audit and Finance Committee – This committee assists the Board of Directors in fulfilling its obligations and oversight responsibility for financial strategy and performance; risk management; internal controls and financial and management information systems; audit and related accounting matters; and financial and related reports prepared for public distribution.

Governance and Nominating Committee – This committee assists the Board of Directors in fulfilling its obligations and oversight responsibility for establishing and delivering effective and appropriate approaches to corporate governance; board succession planning and Director recruitment; orientation and ongoing training of Directors; assessing the effectiveness of the Board, its committees and the Chair; communicating effectively with Nominators and other stakeholders; and ensuring Board and Director Compliance with regard to ethics and conflict of interest policies.

Human Resources Committee – This committee assists the Board of Directors in fulfilling its obligations and oversight responsibility for management and/or oversight of executive officers; compensation and benefit structures and programs; performance management; and human resource strategies, frameworks and practices.

Community Consultative Committee – This committee assists the Board of Directors in fulfilling its obligations to consult with the community and provide for effective dialogue on matters related to the corporation. The Committee meets at least three times per year with at least one (1) meeting being held outside Regina; disseminates information and engages in dialogue regarding airport planning and plans, operational matters and municipal concerns; reports the results of each meeting, including any significant issues, to the Board at the Board meeting following each Committee meeting; and ensures significant issues are acted upon and/or followed up.

Planning and Development Committee – This committee assists the Board of Directors in fulfilling its obligations and oversight responsibility for strategic business development opportunities for core and non-core activities; land Use Plans (aviation master plan requirements); and Long Range Capital Plans (Major Projects) focused on all aspects of development. The committee also works in coordination with the Audit and Finance Committee regarding borrowing and financial risk mitigation strategies as may be required with a major focus on the Program Definition Report (PDR). Additionally, the Committee monitors and reports to the Board to ensure adherence to board policy regarding strategic business development; capital plans; and land use plans and development.

2.27. Internal Audit

The Authority does not have an internal audit function.

2.28. Public Accountability

To meet its commitment to be accountable to the public and fulfill its Ground Lease obligations, the Authority undertakes the following:

- Publishes an annual report, which includes the Authority's financial statements;
- Holds an Annual Public Meeting;
- Holds an annual meeting with the Appointing Entities and additional meetings as may be required;
- Holds meetings/consultation with local municipalities;
- Maintains a corporate communications policy;
- Engages in extensive public consultations on the periodic renewal of the airport Master Plan and Land Use Plan, the latter of which is also subject to approval by the Minister of Transport; and
- Consults with the relevant stakeholders on other airport plans and policies, including but not limited to the Five-Year Capital Plan, the schedule of airline fees and charges, the noise management plan, the schedule of airport maintenance charges, and airport operation procedures.

2.29. Authorities Framework

The Authority has purchasing policies which include conflict of interest guidelines, environmental and safety considerations, insurance and Workers Compensation Board provisions. The Authority also takes a best value purchasing approach to acquisition of goods and services, and requires that in most cases procurement be subjected to a competitive process. Sole-source contracts in excess of \$75,000 in year 1992 dollars¹⁶ are reported in the Annual Report. In 2023, no sole-source contracts were awarded.

A comprehensive Signing Authorities Policy is also in place.

2.30. Planning

The Authority has demonstrated its understanding of the importance of a comprehensive, tiered planning process to guide the operations and development for the long, medium and short terms:

- The Master Plan provides the “big picture”, the fundamental direction for the long term, and looks forward 25 years at the best possible allocation of the Authority's resources.
- The 10 Year Capital and Financing Plan is a rolling 10 year capital plan that includes financing in determination of the funding requirements over a 10 year planning horizon.
- The Five-Year Strategic Plan covers a five-year period that validates and renews the Vision, Mission, Values and Strategic Objectives. An environmental scan and assessment informs

¹⁶ Approximately \$130,000 in 2023.

economic conditions that are expected to prevail as well as the current and future state of the aviation industry.

- The Annual Business Plan draws attention to the upcoming year's priorities from the Strategic Plan to create specific initiatives in support of the long term strategies in moving toward the Authority's Vision. The items within this plan are time sensitive, measurable, actionable and results oriented.

2.30.1. Master Plan

The Airport Authority Master Plan is premised on it being a vital asset to its community and region, by providing connectivity to the world and global markets. YQR is a significant economic driver in southern Saskatchewan. Currently, the airport generates more than 6,500 jobs and over \$839 million in economic output. With the volume of passengers at YQR increasing by 50% in the next 20 years, additional jobs and businesses will benefit from an increase in aviation activity.

The Authority's Master Plan was last updated in 2018 and provides the framework for development at the airport to the year 2037. Since the forecasted aviation activity developed in that Master Plan was severely affected by the Pandemic of 2020 a new Master Plan is expected to be completed by the end of 2024. Extensive public consultations were undertaken as part of the Master Plan development process.

Careful planning is needed to accommodate forecasted growth, as well as delivering appropriate timing of capital expenditures. The organization and sequencing of future investments must also take into account the changing demands of airlines, passengers and cargo supply chains. Faster turnaround time for air carriers, for example, can help sustain more routes through lower-cost and efficient operations. Furthermore, future facilities need to also address a wide range of airport customers – from airlines serving international wide-body flights to emerging ultra-low cost carriers.

To capitalize on future opportunities for YQR, Master Plan 2044 will be a strategic-level document based on aviation forecasts including anticipated passenger levels, cargo volumes and aircraft movements. Each airport system (e.g., airfield, terminal ground access) is systematically reviewed against the predicted future direction of the industry and the locality. Support functions such as de-icing and airport maintenance are also included in the analysis.

2.30.2. Strategic Plan

The Authority produces a Five-Year Strategic Plan to provide the link between the long-term Master plan and the Annual Business Plan.

The Plan includes sections covering the retention and growth of passenger market demand, the growth of non-aeronautical revenue and development, the creation of exceptional customer experiences, positive community impact through sustainability, and the engagement of employees.

2.30.3. Annual Business Plan

The Annual Business Plan and budget are prepared by the executive team and presented for Board approval annually. It includes:

- Executive Summary
- Strategic Objectives
- Two Year Capital Plan Commentary (CAPEX) & Programming Review
- 2024 Capital Plan
- Long Range Strategic Capital Plan
- Funding for Capital Program (Years 2024-2028)
- Financial Commentary
- Proforma Statements

2.30.4. Business Plan Results

Within three months of the calendar year end, a summary of the Authority's results against the Annual Business Plan is provided to the Board and subsequently to the Appointing Entities giving an enhanced level of transparency and accountability. The document is clear and concise and is an excellent example of YQR reporting back to the community.

AIRPORT MANAGEMENT ASSESSMENT

2.31. Organizational Structure

During the review period, the Authority's organization was structured functionally into six groups; each group led by the CFO, a VP or Director reporting directly to the President and CEO:

- CFO, Finance
- VP, Operations & Safety
- VP, Development, Infrastructure & Environment
- Director, Airside Operations & Safety
- Director, Security & Terminal Operations
- Director, Revenue Development, Public Relations & Customer Experience

2.32. Human Resources

RAA has an afterhours education program whereby staff are reimbursed the cost upon successful completion of a course connected to the employee's role in the organization.

There is a scholarship program for employee's children.

There is a management incentive program.

The Authority is committed to integrating healthy behaviours into the physical and mental work environment, connecting staff with personal health resources, enterprising community involvement among employees, and fostering a positive psychosocial environment. The aim is to raise awareness, increase knowledge and ultimately activate healthy choices during the workday, and beyond.

The Authority has an employee and family assistance (EFAP) program.

RAA encourages staff to participate in the community and volunteer on an ad-hoc basis.

RAA is an equal opportunity employer that recognizes and rewards individuals in the workplace for their competence and accomplishments, rather than differences.

RAA promotes an equitable workplace for all employees.

SAFETY AND SECURITY

The Authority has a concept of “safety” which far exceeds that of only a Safety Management System (SMS). Although the Regulations require the Authority to have a robust SMS, the Authority has taken the idea of safety to a far higher level. The Authority sees safety as an economic driver in that “good” companies do well, and that a good safety culture creates a truly safe environment. The Authority’s safety model is community based and includes improved tracking of security, occupational health and safety, public safety, and contractor safety programs. These five aspects of ‘safety’ are combined by the Authority into a single safety programme which is adhered to by all who work there. The Authority’s senior management “walks the talk” with respect to safety and the annual employee engagement survey confirms this.

The Authority implemented the Vortex system for its SMS. The Vortex system is seen by the Authority as a critical tool in that it allows for the recording of all actions related to safety matters: quality, compliance, and operational risk management.

Of note is the ability of the general public to input safety concerns into Vortex. Entry is made through the Authority’s web portal.

2.33. Safety Management System

System safety is the application of engineering and management principles, criteria, and techniques to achieve an acceptable level of safety throughout all phases of a system. In simple terms, the safety management system (SMS) is a proactive business approach to managing and mitigating potential hazards within the organization to improve safety performance.

The Authority has implemented a fully comprehensive SMS in accordance with the applicable regulatory enactments and with close regulatory scrutiny from Transport Canada during the period under review. The Authority has committed significant resources and efforts to

maintaining a favourable rating from Transport Canada and enhancing its safety culture to the point where it has become the central strategic objective of the Authority, is measured, monitored and improved.

Achieving this definition of system safety is the primary objective of the Authority's SMS. A well-structured SMS provides the Authority with a systematic, explicit, and comprehensive process for managing risks. This process includes goal setting, planning, documentation, and regular quality assurance and evaluation of performance to ensure that goals are being met.

The Authority has implemented the six basic SMS components: safety management plan, safety policy, safety risk management, safety assurance, quality assurance, and safety promotion, in accordance with all regulatory and other policy guidance support from Transport Canada.

The CEO is the Accountable Executive for SMS and has regular meetings with staff to review incidents and progress against SMS goals.

2.33.1. Safety Policy

The Safety Policy provides the foundation or framework for the SMS. It outlines the methods and tools for achieving desired safety outcomes. The Safety Policy also details management's responsibility and accountability for safety.

2.33.2. Safety Risk Management

Safety risk management (SRM) is a core activity of SMS. SRM uses a set of standard processes to proactively identify hazards, analyze and assess potential risks, and design appropriate risk mitigation strategies. As a single example of safety risk management, a key part of an aerodrome's safety is the surface friction (skid resistance) of a runway, especially in inclement weather. The Authority uses the TRACR system to monitor runway surface friction.

2.33.3. Safety Assurance

Safety assurance is a set of processes that monitor the organization's performance in meeting its current safety standards and objectives as well as contribute to continuous safety improvement. The Authority uses Vortex to monitor its safety assurance.

2.33.4. Safety Promotion

Safety promotion includes processes and procedures used to create an environment where safety objectives can be achieved. Safety promotion is essential to create an organization's positive safety culture.

2.33.5. Safety Exercises

The Authority conducts emergency planning and full-scale and desktop operations safety exercises. In 2022 a full-scale safety exercise involving multiple agencies tested the interoperability of agencies, airlines, and Authority staff. The exercise was considered a success by all involved. The Authority conducts table-top and full-scale exercises on alternate years.

2.33.6. Safety Review

The Authority oversees safety through regular reviews with the CEO and staff. The reviews consider all safety incidents and accidents. Incidents and accidents are audited for continuous improvement.

2.33.7. Safe Disclosure

The Authority has a safe disclosure (Safety Reporting) program. Staff interviewed for the review indicated that any safety concerns come directly to the managers/directors/senior management.

2.34. Airport Security Program

An Airport Security Program (ASP) sets out an organization's security policies as an integral part of its business processes and is a part of the corporate management responsibility. The ASP is based on the same concepts used for the SMS.

Developed in conjunction with an efficient threat assessment mechanism and risk management program, the ASP is used to develop proactive, efficient and cost-effective security measures.

An ASP allows an organization-wide approach to security through the development of a security culture as well as a system-wide security model encouraging - and dependent on - close co-operation between the Authority and Transport Canada as the regulator.

2.34.1. Security Exercises

The Authority conducts security planning and full-scale and desktop operations security exercises. The Authority conducts table-top and full-scale exercises on alternate years, and opposite to the Safety table-top and full-scale exercises. This means that each year there will be a full-scale exercise (alternating between safety and security).

2.34.2. Joint Safety and Security Exercise

The Authority will conduct a joint full-scale safety and security exercise in September 2024.

2.34.3. Police Services

Policing at the Regina airport is conducted by Regina police services. The policing conforms to the standard Canadian policing model for airports including general security and safety issues as well as those issues particular to the need to ensure the security of important transportation infrastructure.

2.35. Airport Cybersecurity Security

The Authority's IT team follows traditional practices to lessen the risk on operations related to cyber security. Among those steps:

- Backups are taken with an appropriate frequency;
- Network perimeter device hardware and software is kept up to date, monitored, scanned and tested;
- Hardware patching and virus protection measures are established;
- Cyber education and phishing testing occurs on a regular, planned basis.

The Authority should test its backups with full restore testing and consider a 3rd party evaluation and benchmarking of their cybersecurity posture. The output from such an evaluation may lead to a reduction in the Authority's cyber insurance payments. It may also provide assurances that come from conducting an independent evaluation and any ensuing remediation plans.

PART THREE

FUTURE CHALLENGES RISKS & MAJOR FINDINGS

FUTURE CHALLENGES

Airport performance under TC was historically undermined by several factors: large centralized administrations; restrictive public-sector labour agreements that increased airports' labour requirements; fixed maintenance budgets; and no access to airport revenues (which were all deposited into the federal government General Revenue Fund). With local control, the expectation of the federal government was that airports would operate in a commercial and cost-effective manner that respected the environment and be more responsive to local needs. The transfer was also aimed at facilitating investment and relieving the airports of government financial constraints.

In the case of the Authority, this has been very effective. Our review has confirmed that the RAA is a safe, secure, responsible, not-for-profit operation that contributes substantially to the economic activities of Regina and the Province of Saskatchewan. Moreover, we believe it models governance, fiscal probity, environmental awareness, and responsibility.

There remain, however, several challenges.

2.36. Federal Government Policy

Uncertain Federal policies may have a substantial impact on the Authority:

- Bill C-52: punitive passenger protection and rate regulation liability which may impact the Authority's financial viability);
- Bill C-49 (punitive passenger protection which may impact the Authority's airline seat capacity);
- any implementation or messaging around public health measures (e.g. face mask measures due to illness which may impact air travel confidence);
- Bank of Canada interest rate decisions (high household debt, high interest rates and persistent inflation which may impact propensity to travel).

These policies may affect passenger demand, airline seat capacity, financial recovery fluctuations and challenging operational efficiencies throughout 2024 and beyond.

2.37. Composition of the Board of Directors

The Authority's Lease and its Bylaw allow for a Board of 13 members.

Six of those members are appointed by the City of Regina.

In the past appointments by the city to the Authority's Board have been subject to political interference and were not necessarily persons with appropriate expertise or experience.

It would be in the Authority's best interest to have Transport Canada amend the Lease to reduce the number of City appointments from six to two and allow the Authority to increase the number of its appointments from two to five, as follows:

Nominators for Board members would then be:

- Government of Canada (2 positions);
- Government of Saskatchewan (1);
- City of Regina (2);
- City of Moose Jaw (1);
- Rural Municipality of Sherwood (1);
- The Board in its own right (5).

This would make the total number of Board members 12 and allow for a more balanced Board.

2.38. Long Term Investment by 3rd Parties

The development of ground-side airport lands by the AAs has allowed them to become far less dependent upon aviation revenue in order to operate as a viable entity in their communities, with some AAs seeing more than 65% of their revenue coming from non-aviation related sources. The main reason for this was the unfettered ability of the AAs to develop non-airside land as commercial property. In the case of the Regina aerodrome there is both airside and non-airside land on the airport readily accessible for commercial leasing, and at current commercial rates this represent a large potential revenue stream when fully developed.

To achieve this revenue stream will be difficult since there remains only 55 years before the Authority's lease expires and developers will be unwilling to invest substantial monies if they are not offered land leases in the range of 60 years or more.

But the issue of an extended land lease is not insurmountable as there is a precedent. In the 1870's the federal government was faced with what to do about the financing of the numerous railways which had been built over the previous 40 years in Eastern and Central Canada. The most pressing of these was the Canadian Pacific Railway and its problems of raising enough cash to allow it to build a railway line across northern Ontario and Manitoba, through the Northwest Territories (what was to become Saskatchewan and Alberta) and on into British Columbia. The solution was the enactment of the Consolidated Railway Act, 1879, 42 Victoria, Ch 9., which gave the government the ability to pass a Special Act giving the CPR a 99 year renewable lease on all lands it required to build the railway.

Such a 99 year renewable lease would allow the Airport Authorities the unfettered ability for commercial development of airport lands.

2.39. Unfair Benefit

The Airport Improvement Fee (AIF) is paid by passengers as a funding mechanism to the Authority in order to allow the Authority to budget for capital improvements to the aerodrome. It

is not a revenue to the Authority generated from operations – i.e. landings or take-offs of aircraft, or fuelling of aircraft. However, the federal government includes the AIF in its rent calculation:

$$\text{rent payable} = \text{revenue from operations} + \text{AIF}$$

The effect of this calculation is that the travelling public pays twice and is an unfair benefit to the leaseholder.

2.40. Infrastructure

Airport projects present special challenges as they are by nature very large, long term, expensive, highly-visible, (sometimes) remote, single-purpose structures designed to house a specific economic activity of vital interest to the community. They are also especially prone to significant political interventions e.g. Mirabel.

The Authority is no different. Near-term investment over the next five years will require \$63.4 million for the air terminal, parking, runways, lighting and approach systems, taxiways and aprons, and other infrastructure.

Projects are a capital challenge, and the Authority manages them in a fiscally responsible manner. There is timely, orderly development which follows the Master Plan. Infrastructure has been upgraded in the past when costs were low but the future may be different.

2.41. Airport Improvement Fee (AIF)

The Authority changed from an AIF to a Passenger Facility Fee (PFF) during the period covered by this Review. The effective change of moving from an AIF to a PFF was that the funds generated by the AIF were restricted in use to capital expenses only, whereas the funds generated by a PFF may be used for both capital and operating expenses.

The PFF will be re-negotiated in 2025 and may revert to an AIF.

Moreover, in 2023 the Authority raised the AIF from \$20 to \$30 in an effort to offset the substantial loss in revenues caused by the Pandemic of 2020.

It is the opinion of the Reviewer that the actual number placed on the AIF is fundamentally transparent to the passenger.

If the AIF were raised to \$40 the increased amount could be used to reduce the long-term debt in a more timely manner, thus allowing for greater flexibility in addressing the future needs for capital investment.

2.42. No Debt & “World Class Condition” at Lease Expiry

When the federal government first created the lease structure for the Authorities in 1992 it had no appreciation of the value of investments in infrastructure that were going to be made by the

Authorities. Throughout the 1980's the thinking of Transport Canada had been that approximately 500 million dollars was necessary to bring TC-managed aerodrome infrastructure up to international standards. Such an investment was politically unacceptable and in the late 1980's the idea of transferring the ownership of the infrastructure to the Authorities (and the cost of updates) was born with the first four transfers (to Vancouver, Regina, Calgary and Montreal) taking place in 1992.

With 32 years of history now to hand, the total sum invested in infrastructure by the 21 Authorities in the NAS is more than 23 billion dollars¹⁷, an amount no one could have foreseen in 1992.

The experience with the creation of the Canadian Authorities is a success story *sans pareil* and the initial fears of Transport Canada that it would have to deal with failed Authorities, and their accumulated debt, have not been borne out by the facts.

For most of the Airport Authorities in Canada, if the Lease Renewal options are exercised there remains 35 to 50 years before the Ground Leases expire. The leases require that the land revert to the federal government unencumbered. That is, no debt may remain on the land and the infrastructure at the end of the lease. The lease also requires the Authority to return the infrastructure to the federal government in a "world-class" operating condition. These two requirements will create difficult, if not impossible, financial conditions for the Authority as it endeavours to maintain the aerodrome, meet consumer expectations and demand, and to do all that without creating any debt.

2.43. Increased Impacts of Security Requirements on the Authority

The Federal government continues to be responsible for regulating all aspects of aviation safety and security. In addition, the National Airports Policy acknowledges the government's continued responsibility for the integrity and viability of the NAS as a whole.

Public confidence in safety and security is essential to maintaining an effective airport operation and while Transport Canada is addressing security concerns through regulation and the creation of separate agencies like CATSA, it is sometimes apparent that their focus is on the larger airports. Indeed some of the Government's regulatory changes appear to not have sufficiently taken into account the operational and financial burdens that this imposes on all airport operators.

These issues most certainly include:

- The effects of change on operational burdens and the downstream effect on human capital;
- The mandatory capital investment required to respond to changing human and air cargo security commitments;

¹⁷ More than \$33 billion in 2018 dollars.

- The gap between rising infrastructure costs and the prices charged to air carriers; and,
- Rising concern on the part of TC regarding the treatment of air cargo.

2.44. Risk Management

2.44.1. Safety Management System (SMS)

Under the Safety Management System (SMS) required of the Authority by Transport Canada, the management of risk is downloaded to the airport, with Transport Canada being responsible for the inspection/audit/evaluation role, and the airport being responsible for the design/development/administration role.

To ensure that it meets its responsibilities, the Authority has ensured that the design/development/administration of its SMS meets or exceeds the requirements of Transport Canada. It has done this by categorizing the risk areas, prioritizing those risks, establishing a probability of each risk occurring, and developing a risk mitigation/risk management strategy for each risk. However, Transport Canada continues to make rules, with a devolved responsibility to the Authority that it meet these rules. The cost of meeting the requirements of the rules may eventually be an issue.

2.44.2. Airport Security Program (ASP)

As with the SMS, the responsibility for the design, development and administration of the Airport Security Program (ASP) will devolve to the Authority, with Transport Canada assuming the role of regulator and auditor.

Since 2003 the cost of CATSA has increased, but public perception is that service has gone down, especially when there are line-ups at the pre-board screening area and not all the screening lanes are open.

The concern is that the cost for the ASP is borne by the travelling public and the Authority, with Transport Canada deciding what functions will be within the ASP, with little or no input from the Authority, and the Authority having to fund those functions.

Moreover, the government plans to privatize CATSA into a new corporation, the form of which is yet to be determined. The Authority should remain diligent that this new version of CATSA does not impact adversely on the Authority's operations.

MAJOR FINDINGS

1. Major Finding: We conclude that the Authority is in compliance with the terms of the Ground Lease and the Corporate Objects expressed in the Letters Patent.
2. Major Finding: The Authority has demonstrated during the period of review its willingness to support the necessary enhanced safety and security requirements and responsibilities that come with local Authority management.
3. Major Finding: The Authority has demonstrated, during the period of review, an outstanding commitment to regional economic development through its adoption of an active strategy to directly invest in the local economy.
4. Major Finding: The Authority has demonstrated commitment to its management of the airport environment. It consistently demonstrates its awareness and concern about its environmental responsibilities and is open in conducting its environmental program.
5. Major Finding: On a day-to-day operation basis, the Authority operates effectively and efficiently, covering operating expenses with operating revenue.
6. Major Finding: The Authority Board has developed and implemented published governance policies. The Board uses these policies effectively in offering guidance to Authority management.
7. Major Finding: The Authority has continued to demonstrate its commitment to consistent, high-quality, strategic and business planning. It has evolved a structure that is well understood, well documented and effective in guiding the Authority as an effective not-for-profit corporation, managed with due regard for its stakeholder communities.

PART FOUR

ANNEXES

ANNEX A: AIRPORT OPERATING CERTIFICATE

| | |
|--|--|
|  | |
| CIVIL AVIATION | AVIATION CIVILE |
| AIRPORT CERTIFICATE | CERTIFICAT D'AÉROPORT |
| 5151-C137 | |
| <small>CERTIFICATE NO / NUM DU CERTIFICAT</small> | |
| Regina International Airport | |
| <small>NAME OF AIRPORT / NOM DE L'AÉROPORT</small> | |
| N50° 25' 55" W104° 39' 57" | |
| <small>LATITUDE / LONGITUDE</small> | |
| <p>This airport certificate is issued by the Minister pursuant to Part III of the <i>Canadian Aviation Regulations</i> under authority of the <i>Aeronautics Act</i> and authorizes the operator named in the approved Airport Operations Manual to operate this airport.</p> <p>The Minister may suspend or cancel this airport certificate at any time where the airport operator fails to comply with the provisions set forth in the Act, the Regulations or for other grounds as set out in the Act.</p> <p>This certificate is subject to any conditions established by the Minister pursuant to Section 302.03(1) of the Regulations and set out in the approved Airport Operations Manual.</p> <p>This airport certificate is not transferable and shall remain in effect until transferred, suspended or cancelled.</p> | <p>Ce certificat d'aéroport est délivré par le ministre en vertu de la Partie III du <i>Règlement de l'aviation canadien</i> sous l'autorité de la <i>Loi sur l'aéronautique</i> et L'autorise l'exploitant, tel que l'établit le manuel d'exploitation d'aéroport approuvé, à exploiter ledit aéroport.</p> <p>Le ministre peut suspendre ou annuler ce certificat d'aéroport en tout temps si l'exploitant de l'aéroport ne se conforme pas aux dispositions établies dans la <i>Loi</i>, le <i>Règlement</i> ou pour toutes autres raisons tel que l'énonce la <i>Loi</i>.</p> <p>Ce certificat est sujet à toutes les conditions fixées par le ministre en vertu du paragraphe 302.03(1) du <i>Règlement</i> et tel que l'établit le manuel d'exploitation d'aéroport approuvé.</p> <p>Ce certificat d'aéroport doit demeurer en vigueur jusqu'à son transfert, sa suspension ou son annulation.</p> |
|  | |
| <small>MINISTER OF TRANSPORT / MINISTRE DES TRANSPORTS</small> | |
| 18 March 2004 | |
| <small>CERTIFICATE DATE OF ISSUE / DATE DE DÉLIVRANCE DU CERTIFICAT</small> | |
| Replaces original Certificate issued 01 May 1999 | |
|  | |

ANNEX B: EVALUATION QUESTIONS

Below are the questions which formed the basis for the interviews. Not all questions were asked of all interviewees. Follow-on questions may also have been asked and are not reflected here.

Five Year Performance Review

| Question | Response |
|--|------------|
| Are you aware of any issue which has had a material impact on the management, operational and financial performance of the Authority for the five-year period covered by this review? | NO |
| Are you aware of anything which could have a material impact on the management, operational and financial performance of the Authority in the immediate or near future? | NO |
| The Authority is responsible for providing a safe and efficient service to the public. Is there anything which has prevented it from doing this? | NO |
| Please comment on the Authority’s business plans and approved objectives? | SEE REPORT |
| Please comment on the financial and management controls, and the information systems and management practices, including the steps taken to ensure that: <ul style="list-style-type: none"> the assets of the Authority have been safeguarded and controlled; the financial, human and physical resources of the Authority have been managed economically and efficiently; and the operations of the Authority have been carried out effectively. | SEE REPORT |
| Is there any other relevant information about the Authority which could materially affect the performance of the review, or which the reviewer should be made aware of? | NO |

Public Accountability

For the general benefit of the public in your region, do you:

- | | |
|---|-----|
| <ul style="list-style-type: none"> Manage, operate and develop the airport in a safe, secure, efficient, cost effective and financially viable manner with reasonable airport user charges and equitable access to all air carriers? | YES |
|---|-----|

- Undertake and promote the development of the airport lands for which you are responsible for uses compatible with air transportation activities? YES
- Expand transportation facilities and generate economic activity in ways which are compatible with air transportation activities? YES
- Does the Authority confer regularly with governments and community entities on matters affecting the operation and development of the airport and engage in only those activities that are consistent with its purposes? YES

Composition of the Board of Directors and Qualifications of Directors

- Are the directors Canadian citizens? YES
- Are they nominated and appointed through a process acceptable to the nominating entities? YES
- Is the board of directors representative of the community? YES
- Does it consist of individuals who collectively have experience and have shown capacity in such disciplines as: air transportation industry, aviation, business, finance, law, government, the organization of workers, or the representation of the interests of consumers, and who have the business acumen and experience to assist in the management of the affairs of the Authority as an ongoing, viable, commercial enterprise? AS BEST AS POSSIBLE USING A LOCAL POOL OF TALENT
- Are any directors elected officials or government employees? NO
- Was the Chair of the board of directors an elected official or government employee at any time during the two years prior to his/her election as Chair of the board of the Authority? NO
- Number of Directors 13
- Does the board consult with the nominators prior to the appointment of directors? YES
- Do nominated directors notify the board of directors and his or her Nominating Entity in writing of any business activity by the YES, WITH AN

| | |
|---|---------------|
| nominee or his associate (as defined in the Canada Business Corporations Act) which would pose an actual or perceived conflict of interest in his capacity as a director of the Authority? | ANNUAL UPDATE |
| <ul style="list-style-type: none"> • If a change or anticipated change in circumstances creates for a director a continuing conflict of interest does he inform the board of directors and his nominator in writing? | YES |
| <ul style="list-style-type: none"> • Is there a Code of Conduct for directors, officers and employees? | YES |

Arm’s Length Transactions

| | |
|--|----------------|
| Do any situations exist where use or occupancy of airport premises are at non arm’s length from the Authority? | NO |
| If yes, was prior acceptance given by the Minister of Transport to the Authority that the financial terms and conditions of each intended use and occupancy of airport premises would produce gross revenue equivalent to that from an arm’s length use and occupancy of the premises? | N/A |
| Does the annual report provide information concerning the parties, the financial particulars and circumstances of each non- arm’s length transaction entered into in the preceding year. | NONE TO REPORT |

Public Tenders

| | |
|--|-----|
| Does the Authority optimize Canadian content and industrial benefits in the procurement of goods, services and construction contracts, particularly in the area of high technology services and equipment and construction contracting, in line with good private sector commercial practices where there is sufficient competition for such procurement in the Canadian market? | YES |
| Are goods, service and construction contracts in excess of a total value of \$75,000 (year 1992 dollars subject to annual adjustment for inflation) awarded following a competitive public tendering process? | YES |
| Does the Authority report at its annual general meeting and in its annual report, information concerning the contractor, the amounts and the circumstances of each such contract in excess of \$75,000 (year 1992 dollars subject to annual adjustment for inflation) which was not awarded on the basis of a public tendering process in the preceding year and the reasons for doing so? | YES |

Audits

Are financial audits conducted in accordance with generally accepted auditing practices? YES

Annual Public Meetings (“APM”) and Reporting to the Public

Is an APM held within 135 days of the end of the fiscal year relating to the management, operation and maintenance of the Airport, at a location on or near the Airport and in premises that are adequate for the size of audience that may reasonably be anticipated? YES

Are annual general meetings open to the public? YES

Does the Authority:

- give at least 30 days’ prior notice of each annual public meeting by using appropriate media to ensure public awareness of the meeting? YES
- afford a reasonable opportunity to the public for the asking of questions and the expressing of views? YES
- ensure that at least a majority of the members of the board attend and the Chair or Vice Chair and the Chief Executive Officer are present at each annual general meeting? YES
- present to the annual general meeting copies of its audited annual financial statements approved by the board, together with the auditor’s report and the Authority’s annual report for the previous year? YES

In advance of each APM, does the Authority publish an annual report which includes the financial statements of the Authority, the annual auditor’s report and a summary of its affairs during the previous fiscal year? YES

At the APM, does the Authority:

- report on performance relating to the business plan and objectives established by the Authority for the previous year? YES
- explain variances and corrective actions taken by the Authority? YES

- report on the remuneration provided to each of the members of the board of directors and either the salary or salary ranges of each of the senior officers of the Authority? YES
- report on the Authority’s compliance and/or noncompliance with the Conflict of interest principles? YES

Is the annual report provided to each nominator and the Minister of Transport in advance of the annual general meeting as well as to the public on request? YES

Public Notice of Changes in User Charges

Does the Authority give 60 days advance notice through appropriate local media of planned increases in airport user charges (excluding rent)? YES

Does the notice include an explanation of the justification for such increases? YES

Airline Consultative Committee

Is there a Consultative Committee for airline operators? YES

If yes, how often does it meet? MONTHLY

If yes, who comprises its members? ALL AIRLINES OPERATING FROM YQR

If no, how do airline operators express their concerns to the Authority? N/A

Reporting to Nominators (Appointers)

Do directors report to their nominator not less than once a year? YES

Performance Review

At least once every five years, does the Authority commission a review of the Authority’s management, operation and financial performance? YES

Is there an airport master plan? YES

Is there an airport business plan? YES

Amendments to Articles of Incorporation & By-Laws

Are changes to the articles of incorporation or those section of the corporate by-laws which require it made without the prior written approval of the Minister of Transport? NO

ANNEX C: PERSONS CONTACTED DURING THE REVIEW

RAA Board, Rob Vanderhooft, Chair, Board of Directors
RAA Board, Tyler Willox, Vice-Chair of the Board and Chair, Human Resources Committee
RAA Board, Bernadette McIntyre, Chair, Audit & Finance Committee
RAA Board, Teresa Drew, Chair, Planning & Development Committee
RAA Board, Harold Hugg, Chair, Governance & Nominating Committee

RAA, James Bogusz, President & CEO
RAA, Jenna Khoury, CFO
RAA, John Aston, VP, Development, Infrastructure & Environment
RAA, Earl Spencer, VP, Operations and Safety
RAA, Kevin Belay, Director, Security & Terminal Operations
RAA, Sean McKim, Director, Security and Technology
RAA, James Neale, Director, Airside Operations & Safety
RAA, Justin Reves, Director, Revenue Development, Public Relations & Customer Experience
RAA, Jason Everitt, Fire Chief
RAA, Mike Loos, Manager, Projects & Facilities
RAA, Tiara Lupanko, Manager, HR
RAA, Trisha Hanson, Firefighter/Paramedic
RAA, Kelly Schwartz, Fire Captain

City of Regina, Mayor Sandra Masters
Transport Canada, Baffour Appraku, Manager, Strategic Program Policy

Air Canada, Samantha Knaus, Regional Supervisor
Air Canada Jazz, Bev Shedden, Station Manager
CargoJet, Stuart McNaughton, Station Manager
CBSA, Dave Parry, Operations Manager
Compass Group, Charleton Russell Mabasa, Unit Manager
Dexterra, Shelly Heinrichs, Account Director
Dobbs Aviation, Dennis Dobrowski, Owner
EFC Aviation, Alex Wilson, Base Manager
Enterprise Car Rental, Jennifer Empey, Regional Manager
Executive Flight Centre, Alex Wilson, Base Manager
GLR Aircraft, Chris Hiles, Pilot
Hertz Car Rental, Howard Watt, General Manager
Hertz Car Rental, Nayyer Usmain, Location Manager
Kramer Apron 3, Tim Kramer, Owner
Morningstar Air Express, Gord Fowler, General Manager
NavCanada, Rachelle Gaboury, Manager, ATC
Paradis Lagardere, Judy Snider, General Manager
Platinum Parking, Kaitlin Witkowski, General Manager
Platinum Parking, Sarah Hutchinson, Operations Manager

Prairie Flying, Kevin Toth, President
Rich Integrated, Rich Wilde, President
Service Tech, Adriano Di Placido, VP Canada
Sky Café, Moses Asres, General Manager
Skyway Brands, Grace Wong, Operations Manager
Storage Mart, Mike Beauman, President
WestJet, Michelle Shepherd, Operations Manager

Holdings, Rich Wilde, President

ANNEX D: DOCUMENT LIST

Accident / Incident Investigation Procedures
Accident / Incident Reporting System
Aerodrome Safety Circulars
Aerodrome Security Measures
Aerodrome Standards and Recommended Practices
Air Carrier Security Measures
Airport Emergency Response Plan
Airport Maintenance Management System
Airport Master Plan
Airport Operations Manual
Airport Restricted Area Access Clearance Security Measures
Airport Safety Manual
Airport Traffic Directives
Airside Operations Handbook
Airside Vehicles Operator's Permit Program
Annual Reports – 2019 to 2023
Apron Safety Management Plan
ATB Evacuation Plan
ATB Fire Safety Plan
Bird and Wildlife Management Plan
Board of Directors' Governance Rules and Practices Manual and/or Policies
Business Plans
Capital Plan
Conflict of Interest Statements
Confined Space Procedures
Crisis Communications Plan
CSA Standards B 836-00 Aviation Fuels (storage, handling & dispensing)
Emergency Procedures Manual
Environmental Management Plan
Financial Statements – 2019 to 2023
Input and feedback received by the Authority from third parties
Insurance Premiums – 2019 to 2023
Internal documents including bylaws, policies and procedures
Letters Patent
Runway Condition Reporting
Security Operational Guidelines
Sharing the Skies (TP 13549 E)
Winter Operations Manual

ANNEX E: TERMS OF REFERENCE FOR THE CONDUCT OF THE REVIEW

1. The Consultant shall conduct a high-level management, governance, operation and financial performance review, which will cover the period 1 May 2019 to 30 April 2024. The review is not:

(a) to be a detailed operational analysis; nor

(b) to be an audit or meant to repeat the annual financial audit conducted by the Airport Authority's external auditors. The Consultant may rely on the work of the auditors; nor

(c) meant to provide managerial or operational advice to the Airport Authority; nor

(d) meant to replace or supplement the audit and inspection functions of Transport Canada or any other government department arising from the Ground Lease or any legislation.

2. The Consultant shall include an assessment of the extent to which and how well the Airport Authority fulfilled the objects set out in the Letters Patent, which were in effect over the five-year period.

3. The Performance Review shall include interviews with the CEO, the Chair, a representative sampling of key stakeholder groups and as may be required selected Vice Presidents and other Airport Authority managers.

Information Provided by the Airport Authority

1. The Airport Authority shall provide the Consultant with information and assistance that would be reasonably required to carry out the Performance Review. This will include the provision of copies of, or access to, the following documents:

- Five-Year Performance Review (2019)
- By-laws
- Ground Lease
- Regina Airport Authority Governance Rules and Practices Manual
- Master Plan
- Strategic Plan
- Environmental Management Plan
 - The Capital Plan
 - Major projects completed between 2019-2023
- Annual Business Plans (2020-2022)
- Annual Business Results Summary Documents (2019-2023)
- Annual & Sustainability Reports and Financial Statements (2019-2023)
- Reports of Credit Rating Agencies
- Transport Canada Lease Monitoring Reports (2019-2023)

- Community Survey Results
- Awards or Other Recognition from Third Parties
- 2016 Economic Impact Study
- Biographies of the Executive and the Chair
- Organization Chart

2. The Airport Authority shall:

- Arrange meetings with members of the Executive team.
- Assist with arrangements for meetings with the Chair, Nominating Entities and other stakeholders; and
- Provide an office and meeting space for use when working at YQR.