ICAO UNITING AVIATION

# ICAO POLICIES ON CHARGES FOR AIRPORTS AND AIR NAVIGATION SERVICES


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## ICAO NAM/CAR/SAM Workshop on Airport and Air Navigation Services User Charges

# Objectives of the Session

Understand the purpose, scope and implementation of ICAO's policies on charges for airports and air navigation services

1
- ICAO's policies: context, scope, status

2
- How policies are developed

3
- Where they are found (ICAO documents)

4
- How they are applied

# Article 15 - Airport and similar charges


Doc 7300/9

Convention on
International Civil Aviation

Convention relative à
l'aviation civile internationale

Convenio sobre
Aviación Civil Internacional

Конвенция о международной
гражданской авиации

This document supersedes Doc 7300/8.
Le présent document annule et remplace le Doc 7300/8.
Este documento remplaza el Doc 7300/8.
Настоящий документ заменяет Doc 7300/8.

Ninth Edition – Neuvième édition – Novena edición – Издание девятое — 2006

International Civil Aviation Organization
Organisation de l'aviation civile internationale
Organización de Aviación Civil Internacional
Международная организация гражданской авиации

**Three basic principles**

- Uniform conditions for the use of facilities and services
- No discrimination in charges
- No charge solely for the right of airspace overfly, enter or exit

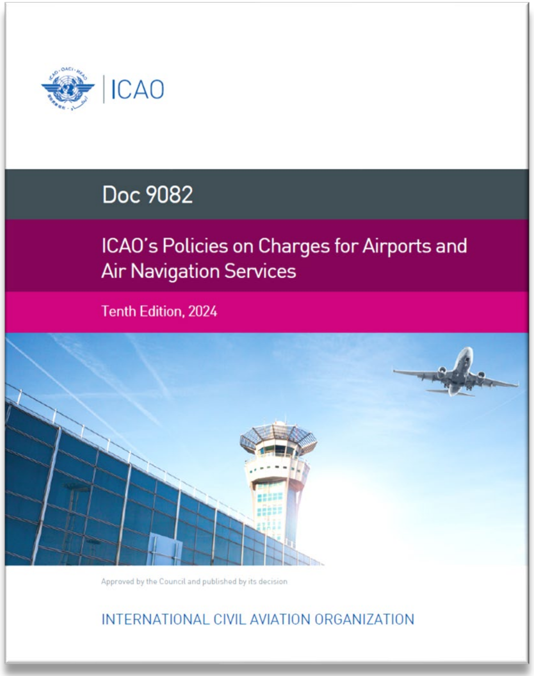
*Convention neither defines "charge" nor states charges should reflect the costs of services*

# Why ICAO Policies on Charges Matter?

- Support sustainable infrastructure and service provision
- Common international framework
- Strike a balance between service providers and users
- Promote transparency and predictability
- Adapting to evolving economic situation and emerging operations

# ICAO's Policies on Charges for Airports and Air Navigation Services (Doc 9082)

- ICAO Council's recommendations based on outcomes of various conference
- Detailed policies to set the principles for establishing charges
- ICAO's Policies on Charges for Airports and Air Navigation Services (Doc 9082)
- Periodically review and update



# *Tenth Edition of ICAO's Policies on Charges for Airports and Air Navigation Services* (Doc 9082)

**Main updates from the 9th edition**

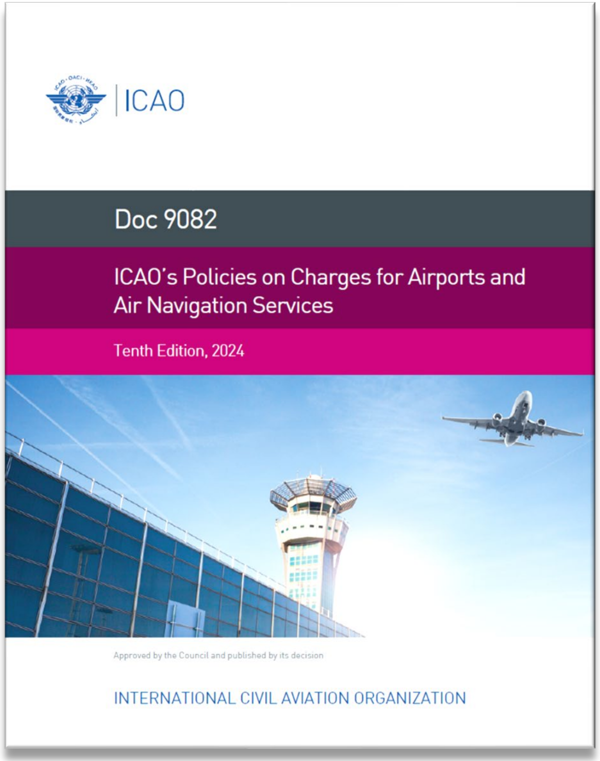
- Clarifying the four key charging principles
- Highlighting the compliance with Article 15 of the Chicago Convention
- Incorporating changes adopted in relevant guidance manuals
- Updating terminologies and improving the readability of the text

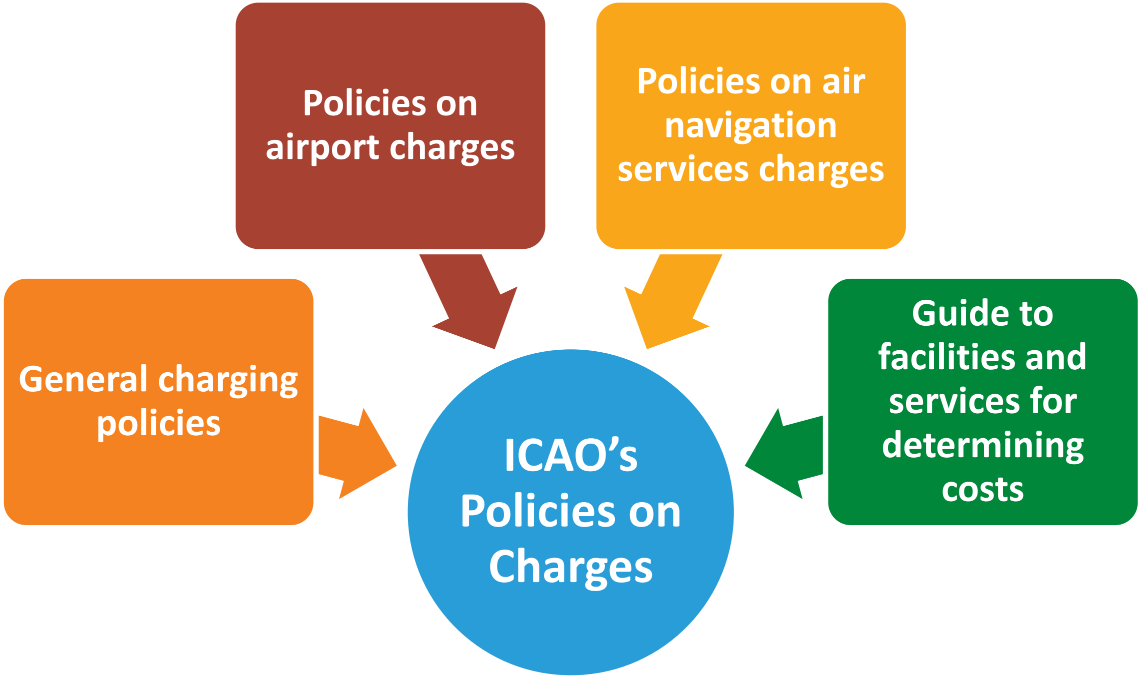
# Charging Policy

## Charge vs Tax

A **CHARGE** is a levy designed and applied specifically to **recover the costs of providing facilities and services for civil aviation**

An **AVIATION TAX** is a levy designed to **raise national or local government revenues**, which are generally not applied to civil aviation in their entirety or on a cost-specific basis.


ICAO
Doc 9082
ICAO's Policies on Charges for Airports and Air Navigation Services
Tenth Edition, 2024
Approved by the Council and published by its decision
INTERNATIONAL CIVIL AVIATION ORGANIZATION


Policies on airport charges
Policies on air navigation services charges
General charging policies
Guide to facilities and services for determining costs
ICAO's Policies on Charges

# General policies on charges

- Scope of charges
- Key charging principles
- Organization and managerial issues
- Economic oversight
- Economic performance
- Consultation with users
- Pre-funding

# Balance of interests & cooperation



- ICAO Council recognizes that airports and ANSPs may need to periodically increase charges
- Important to consider potential effects on users
- Important to balance interests of airports/ANSPs and air carriers, especially in difficult economic times

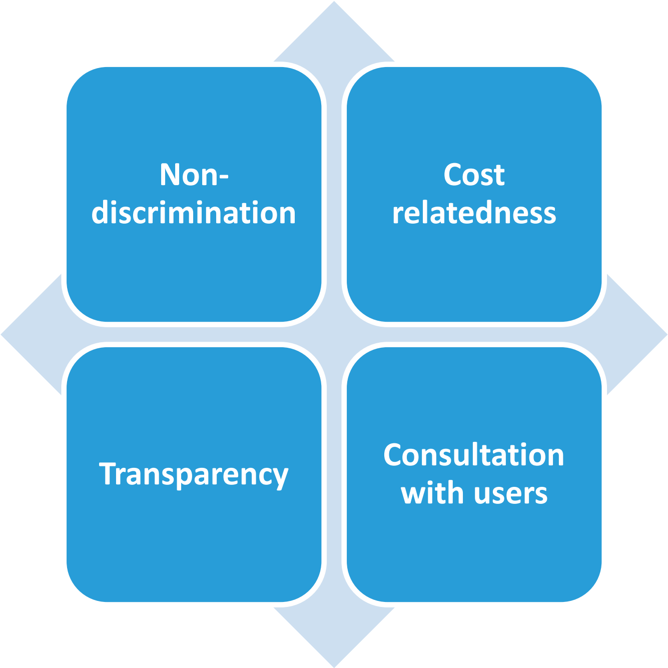
# Scope & proliferation of charges

CHAPTER I PARA 1.2

- Only allow charges for services and functions provided for civil aviation operations
- Refrain from charges discriminating against international civil aviation compared to other modes of international transport
- Consider how the imposition of charges in one jurisdiction can lead to charges in another
- Legal obligations under Article 15 of the Chicago Convention

# Four key charging principles

CHAPTER I PARA 1.3




States are encouraged to incorporate the four key charging principles:

- Non-discrimination
- Cost-relatedness
- Transparency
- Consultation with users

into national regulation or policies and future air services agreements in order to ensure compliance by airport operators and ANSPs

# Organizational and managerial issues

CHAPTER I PARA 1.4


- Establish autonomous entities to operate airports or air navigation services
- Regional approach in providing air navigation services
- Use of good corporate governance
- Legal framework and effective system for charges collection

# Economic Oversight



## Main elements:

- Separation between oversight and provision/operation
- Achieve a balance between the interests of airports and ANSPs and public policy objectives
- Prevent anti-competitive practices and abuse of dominant position
- Ensure non-discrimination and transparency in charges
- Ascertain that investments meet demand
- Protect the interests of passengers and other end-users
- Ensure that consultations with users are taking place and that performance management systems are in place

# Performance systems

CHAPTER I PARA 1.6

Performance Parameters *[Section I §16]*

- Define performance objectives
- Select and report at least one indicator for each KPAs
- Evaluate and improve performance objectives
- Undertake consultations with all parties concerned

# Consultation with Users

CHAPTER I PARA 1.7

- Airports should consult users before making changes
- Objectives: inform the users and listen to their views
  - Inform users proposed changes
  - Provide adequate information to users
  - Give proper consideration to users' views
- Agreement between providers and users

## Consultation process

Notify of intent to change at least 4 months in advance

Be transparent and provide relevant information

Give users advance notice of final decisions

Carefully assess potential effects on parties concerned

# Project Pre-funding



- In specific circumstances involving large-scale investments
- Safeguards required:
  - Effective and transparent economic oversight
  - Comprehensive and transparent accounting
  - Advance and transparent consultations with users
  - Limited period of time and smoother transition
  - Ring-fencing mechanisms

## Policies on airport charges

- Cost basis for airport charges
- Airport charging systems
- Individual charge
- Revenues from concessions, fuel concessions

# Cost basis for airport charges

CHAPTER II PARA 2.1

- General
  - Users bear full and fair share of costs involved
  - Airports to maintain adequate accounts
- Principles for determining cost basis
  - Share full cost (airport and ancillary services)
  - Only charge for facilities provided under regional air navigation plans
  - Possibility to develop aggregated cost bases
  - Allocate costs equitably
  - Identify costs for approach and aerodrome control separately
  - Reasonable return
  - Full/partial recovery
  - Costs related to oversight functions may be included

# Airport charging systems

CHAPTER II PARA 2.2

- Simple and suitable for general application
- Don’t discourage use of facilities necessary for safety
- Reflect sound accounting and other economic principles
- No discrimination between foreign and national users
- Transparency and fairness for modified charges
- Gradual increases
- Consolidation of charges
- Maintain flexibility to allow introducing improvements
- Charges for general/business aviation to be reasonably assessed

# Landing/parking charges

CHAPTER II PARA 2.3

- Landing:
  - Landing based on weight formula using MTOW
  - Approach and aerodrome control
  - No differentiation for stage length
  - Apply single charge as much as possible
  - Include lighting and special radio aids where required

- Parking:
  - Parking based on weight/dimensions/length of stay
  - Free parking time locally determined

# Passenger service charges

CHAPTER II PARA 2.5

- Avoid facilitation problems (e.g. long queues)
- Airlines collect from passengers on behalf of the airport
- Usually charged to departing passengers only, some airports also apply transfer charges

# Aviation Security Charges

CHAPTER II PARA 2.6

- Consultation in advance
- Recovery in a fair and equitable manner
- Direct relation to costs incurred
- No charging for general security
- No discrimination between users
- Cost-recovery method discretionary
- Charges can be added to other charges or be separate, but must be explained/justified

Airports may charge additional costs for extra levels of security

# Non-aeronautical revenues

CHAPTER II PARA 2.9

- Encourage full development of revenues from concessions, rental of premises and "free zones"
- Except for concessions directly linked with air transport services (e.g. fuel, in-flight catering, ground handling)
- Must also keep prices moderate
- Simply stated: use sound commercial practices

**Policies on air navigation services charges**

- Cost basis
- Allocation of costs among aeronautical users
- Charging systems
- Individual charges
- Charges to aircraft not over the provider State

# Cost basis for ANS charges

- Full cost of providing the air navigation services, including appropriate amounts for cost of capital and depreciation of assets, as well as the costs of maintenance, operation, management and administration.
- The costs to be taken into account should be those assessed in relation to the facilities and services, including satellite services, provided for and implemented under the ICAO Regional Air Navigation Plan(s)
- The costs of air navigation services provided during the en-route, approach and aerodrome phases of aircraft operations should be identified separately
- The costs of supporting services such as aeronautical meteorological services (MET), aeronautical information services (AIS) and other ancillary services should also be identified separately
- Costs related to oversight functions may be included

# Allocation of costs of air navigation services among aeronautical users

- Equitable
- Ensure that no users are burdened with costs not properly allocable to them
- Ensure that basic utilization data in respect of air navigation services are maintained
- Utilization data: number of flights by user category, distances flown and information on aircraft type or weight

# Charging system - ANS charges

– Charges should not be imposed in such a way as to discourage the use of facilities and services necessary for safety or the introduction of new aids and techniques.

– States should refrain from segmenting Flight Information Regions (FIRs) solely for the purpose of generating revenue unrelated to the costs of service provision.

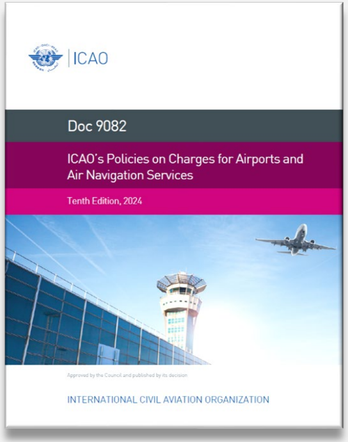
# Individual charges

– Approach and aerodrome control charges

– Route air navigation services charges

– Charges for air navigation services used by aircraft when not over the provider State

# ICAO's Policies and Guidance Materials




**Doc 9082**


**Doc 9562**


**Doc 9161**

- Doc 9082 – ICAO's Policies on Charges for Airports and Air Navigation Services
- Doc 9562 – Airport Economics Manual
- Doc 9161 – Manual on Air Navigation Services Economics

# Emerging issues

- Compliance with Article 15 of the Chicago Convention
- Policies and guidance on the cost recovery mechanisms for new entrants
- Financial aspects of the commercial space operations

# Survey on Implementation of ICAO's Policies on Charges

- State letter issued in July
- Deadline for submitting responses: 31 August 2026

# Highlights

ICAO's Policies on Charges provide a longstanding framework for balancing two important objectives: the financial sustainability of aviation infrastructure and services, and the affordability, efficiency and accessibility of air transport.

The implementation of ICAO policies is particularly important at a time when the aviation sector faces significant investment needs and rapid technological and structural change.

Incorporating key principles in ICAO's policies on charges: **non-discrimination, cost-relatedness, transparency and consultation with users,** into national legislation, regulation or polices

Ensuring that charging frameworks remain adaptable to new technologies and new categories of airspace users.

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THANK YOU