

Grenada's Implementation of ICAO Policies on Airport and Air Navigation Services Charges

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

Mexico City, Mexico | 10–12 August 2026

**Presented by : Mrs. Kim McQuilkin , Quality Assurance and
Compliance Manager , Grenada Airports Authority**



Presentation Roadmap

This presentation outlines Grenada's approach to implementing ICAO charging policies, structured around six workshop questions covering progress, challenges, consultation, limitations, capacity building, and the way forward.

Background

- ICAO Policy Framework
- Grenada's Charging Framework

Questionnaire Responses

Progress Made

Principal Challenges

Consultation & Engagement

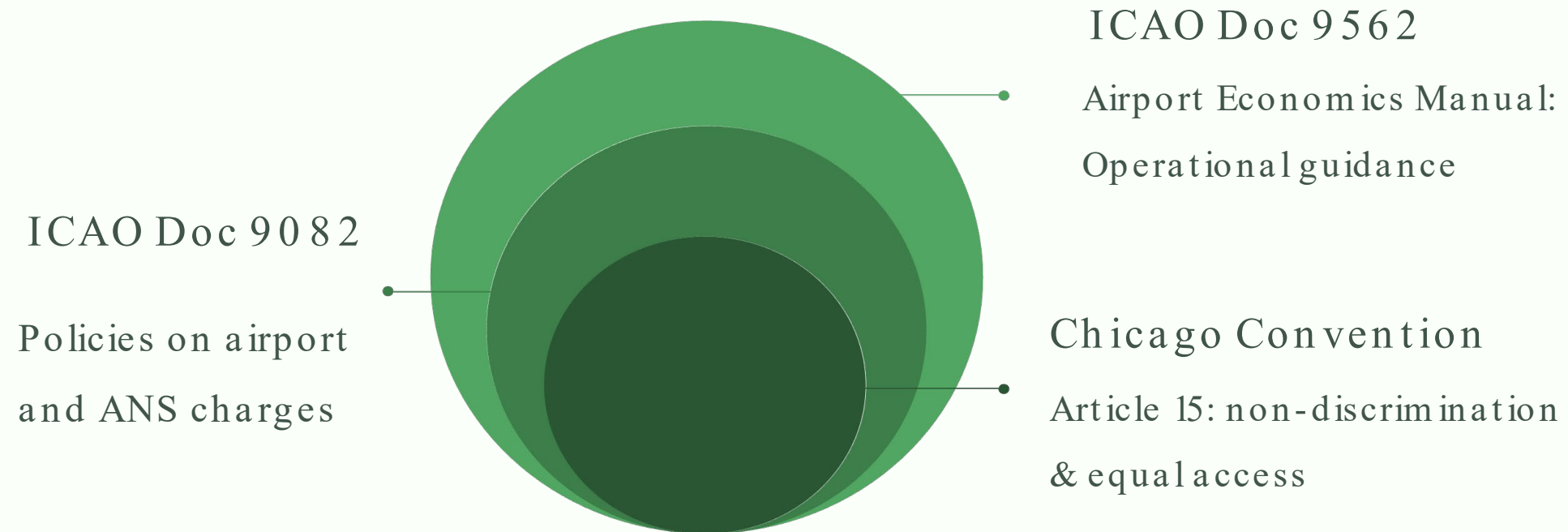
Remaining Limitations

Capacity Building Needs

The Way Forward

ICAO Policy Framework

Grenada's charging framework is grounded in a clear hierarchy of international standards and guidance material, from the foundational Chicago Convention through to ICAO's operational economics manuals.



Together, these instruments establish the global framework within which states design and Implement charging regimes that are fair, transparent, and financially sustainable.

ICAO Policy Framework



Together, these instruments establish the global framework within which states design and implement charging regimes that are fair, transparent, and financially sustainable.

Core ICAO Charging Principles

Non-Discrimination

Equal treatment of all comparable users regardless of nationality or operator type

Cost-Relatedness

Charges must reflect the actual cost of providing airport and ANS services

Transparency

Users are entitled to understand the basis and rationale behind all charges

Consultation

Airport users participate meaningfully before any significant charging changes are made

Objective: A charging framework that supports **safe, secure, efficient, and sustainable aviation** in alignment with ICAO Doc 9082.

Grenada's Charging Framework



Legislative Framework

Instrument	Purpose
Airports Authority Act, Cap. 12	Establishes the GAA and grants authority to levy airport and ANS charges
SRO 7 of 1986	Aircraft Fees
SRO 10 of 1987	Airport Service Charge
SRO 27 of 1992	Airport Security Service Recovery Charge
SRO 53 of 1993	Cargo Throughput Charge
SRO 21 of 2000	Facilitation Charge
SRO 7 of 2004	Baggage Screening Surcharge

Institutional Framework

- Grenada Airports Authority (GAA)**
Functions as both the Airport Operator and Air Navigation Services Provider (ANSP), consolidating operational and technical responsibilities
- Ministry of Civil Aviation**
Provides policy direction and regulatory oversight, ensuring national alignment with ICAO standards

QUESTION 1



What Progress Has Grenada Made?



Legislative & Institutional Foundation

A comprehensive legislative framework has been established, with clearly defined institutional responsibilities between the GAA and the Ministry of Civil Aviation



Published Schedule of Fees and Charges

A transparent, publicly available schedule underpins all airport and ANS charges, with ICAO Doc 9082 principles incorporated throughout



Periodic Reviews & Stakeholder Consultation

Charges are subject to structured periodic review, with a formal consultation process that engages airlines, operators, and government agencies



Sustainable Funding & Economic Governance

The framework supports sustainable funding for airport and ANS services, with Ministry oversight reinforcing sound economic governance



Grenada has established a robust charging framework that aligns with the principles of **ICAO Doc 9082** .



QUESTION 2

What Are the Principal Challenges?

While the foundational framework is in place, Grenada's ongoing focus is on continuously strengthening implementation across five key challenge areas.

Maintaining Cost-Related Charges

Ensuring charges continue to reflect the actual cost of service provision. **Focus:** Strengthening cost allocation methodologies and conducting periodic reviews of the Schedule of Fees and Charges.

Enhancing Transparency

Providing stakeholders with clear understanding of charging decisions and their rationale. **Focus:** Strengthening communication and maintaining openness throughout the charging process.

Meaningful Stakeholder Consultation

Balancing operational and financial needs with the interests of airport users. **Focus:** Maintaining structured consultation and encouraging active participation.

Strengthening Economic Oversight

Supporting charging decisions with sound financial and economic analysis. **Focus:** Enhancing financial modelling, benchmarking, and performance measurement.

Financial Sustainability — Small Island Developing State

Maintaining safe, modern infrastructure within a relatively small aviation market. **Focus:** Balancing sustainable cost recovery with affordable charges that support connectivity and national development.

- ❏ Grenada's focus is not on establishing a framework, but on **continuously strengthening its implementation** through improved governance, economic analysis, and stakeholder engagement.

QUESTION 3

How Does Grenada Ensure Effective Consultation?

Grenada's consultation process is structured, multi-stage, and designed to ensure that charging decisions reflect the input of all relevant stakeholders—from airlines and ground handlers to government agencies and airport users.



Key Benefits of the Process

- Promotes Transparency
All parties understand the basis for charging proposals before decisions are finalized
- Strengthens Stakeholder Confidence
Structured engagement builds trust between the GAA and aviation users
- Supports Informed Decision-Making
Feedback is formally reviewed, ensuring evidence-based charging outcomes

Additional Benefits

- Encourages Collaboration
Creates a shared responsibility between the authority and the aviation community
- Facilitates Smooth Implementation
Advance notice and grace periods reduce disruption for users and operators

QUESTION 4

What Limitations Remain?

Although the legislative foundation is firmly established, targeted improvements are needed across institutional, technical, and financial dimensions to fully realize the framework's potential.

Institutional

- Development of formal Airport and ANS Charging Policies
- Continued strengthening of economic governance structures
- Clearer regulatory guidance for periodic review cycles

Technical

- Cost allocation methodologies require enhancement
- Financial modelling capacity needs development
- Economic analysis tools and expertise to be strengthened
- Performance measurement frameworks to be established

Financial

- Infrastructure investment requirements remain significant
- Long-term financial sustainability planning in progress
- Funding mechanisms for modernization programmes to be secured

❑ The legislative framework is established. The priority now is **strengthening implementation** —particularly in economic analysis, cost allocation, and performance measurement

QUESTION 5

What Support Would Be Most Beneficial?

Grenada has identified targeted capacity building and technical support needs that would most effectively strengthen its charging framework and align with ICAO best practices.



Airport Economics & Charging Policy

Model charging policies and compliance management frameworks tailored to Small Island Developing States



Economic Regulation & Performance

Performance frameworks and benchmarking methodologies to support sound economic regulation

Regional Collaboration



Financial Modelling & Cost Allocation

Cost allocation tools and economic analysis methodologies to support evidence-based charging decisions



Airport Business Planning & Consultation

Practical guidance on airport business planning and structured stakeholder consultation implementation

Technical Workshops

Structured, applied training sessions on charging economics and regulatory practice

Peer Learning

Exchange of experiences among Caribbean and SIDS aviation authorities

Best Practice Exchange

Regional platforms to share emerging guidance and implementation lessons

QUESTION 6

What Role Should ICAO and Regional Partners Play?

Effective implementation of ICAO charging policies requires coordinated support from global, regional, and development partner organizations —each with a distinct and complementary role.



ICAO

- Global leadership and standard-setting
- Practical guidance material and model policies
- Technical assistance for implementation
- Workshops and capacity building programmes



Regional Organizations

- Training and knowledge-sharing platforms
- Regional benchmarking initiatives
- Facilitating Caribbean-wide cooperation
- Peer exchange and best practice dissemination



Development Partners

- Infrastructure investment and co-financing
- Digital transformation and modernization
- Institutional strengthening programmes
- Climate resilience and sustainability support

Grenada's Roadmap: Current State to Future Focus

Grenada's strategic roadmap reflects a mature transition —from establishing the foundational framework to deepening implementation quality through stronger policy, analytics, and continuous improvement.



Key Messages

1

Comprehensive Framework in Place

Grenada has established a solid legislative and institutional foundation for airport and ANS charges, supported by a published Schedule of Fees and Charges.

2

ICAO Principles Reflected

The national charging framework incorporates the core principles of ICAO Doc 9082 —non-discrimination, cost-relatedness, transparency, and consultation.

3

Consultation Is Central

Stakeholder consultation is not an afterthought —it is an integral, structured component of every significant charging decision.

4

Continuous Improvement

Grenada's focus has shifted from framework establishment to strengthening implementation: policy development, technical capability, and economic governance.

5

Regional Collaboration Is Essential

For Small Island Developing States like Grenada, regional cooperation, peer learning, and shared technical resources are critical enablers of effective implementation.

Recommendations



Strengthen Airport & ANS Charging Policies

Continue developing formal charging policy documents that codify principles, review processes, and governance arrangements beyond the current legislative instruments



Enhance Cost Allocation & Economic Analysis

Invest in improved cost allocation methodologies and economic analysis tools to support more precise, defensible, and ICAO-compliant charging decisions



Expand Compliance & Performance Measurement

Develop performance frameworks and compliance management systems that enable objective assessment of charging framework effectiveness over time



Increase Regional Cooperation & Peer Learning

Deepen engagement with ICAO, LACAC, and Caribbean aviation partners through workshops, benchmarking, and structured knowledge exchange



Maintain Periodic Reviews Aligned with ICAO Guidance

Ensure the Schedule of Fees and Charges is reviewed regularly and updated to reflect evolving ICAO standards, cost structures, and operational realities

Conclusion: Grenada's Commitment

Grenada remains firmly committed to implementing ICAO's Policies on Charges for Airports and Air Navigation Services as a foundation for safe, secure, and resilient civil aviation.

Transparent & Equitable Charging

Ensuring all charges are publicly disclosed, cost-related, and applied without discrimination

Meaningful Consultation

Engaging airlines, operators, and users as genuine partners in charging decisions

Sound Economic Governance

Strengthening financial oversight, cost allocation, and performance measurement

Evidence-Based Decisions

Grounding all charging proposals in rigorous financial and economic analysis

Continuous Collaboration

Partnering with ICAO, regional organizations, and development partners to strengthen implementation

"A transparent, cost -related and sustainable charging framework is essential to supporting safe, secure, efficient and resilient civil aviation for Grenada and the wider Caribbean."