

EUROPEAN MODELS OF FUNDING AND BUDGETARY MECHANISMS

Workshop on Organisational Set-up and Institutional Frameworks
for Civil Aviation Authorities

Manila, Philippines 17-18 June 2025

Day 2, 18 June 2025

Mar Barrera, Head of Economic Financial Division (AESAs)



European Union Aviation Safety Agency

EU-ASEAN Sustainable Connectivity Package Aviation Partnership Project
(EU-ASEAN SCOPE APP)

This project is funded by the European Union and implemented by
the European Union Aviation Safety Agency (EASA)

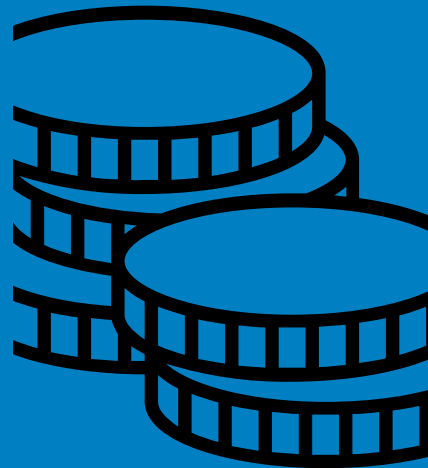
Your safety is our mission.

An Agency of the European Union



European models of funding and budgetary mechanisms

Examples of different aviation
regulations and new EU SES
independence requirements



Examples of different aviation regulations

→ Different European Regulations

OPERATIONAL SAFETY

[Regulation 2018/1139](#)

AIR TRAFFIC
MANAGEMENT

[SES \(Regulation 549/2004, 550/2004, 2024/2803\)](#)

PASSENGER RIGHTS

[Regulation 261/2004](#)

ENVIRONMENT

[EU ETS, ReFuelEU](#)

AIRPORT SECURITY

[Regulation 300/2008](#)

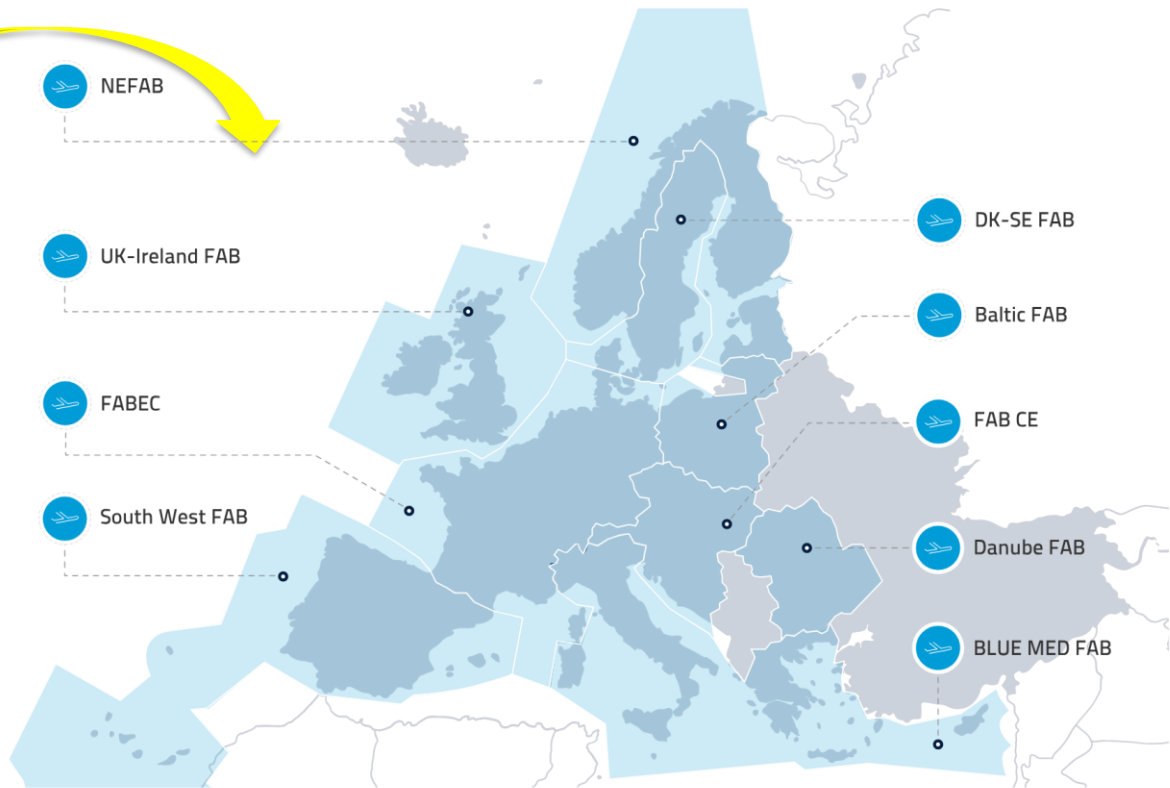
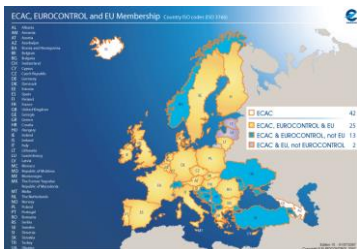
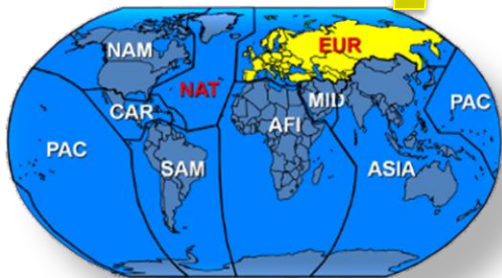
Examples of different aviation regulations

→ National Regulatory Frameworks



New EU SES independence requirements

→ WHERE?



New EU SES independence requirements

- SES (Single European Sky) airspace: means airspace above the territory to which the Treaties apply, as well as any other airspace where Member States apply Regulation (EU) 2024/2803 in accordance with Article 1(4) of that Regulation.



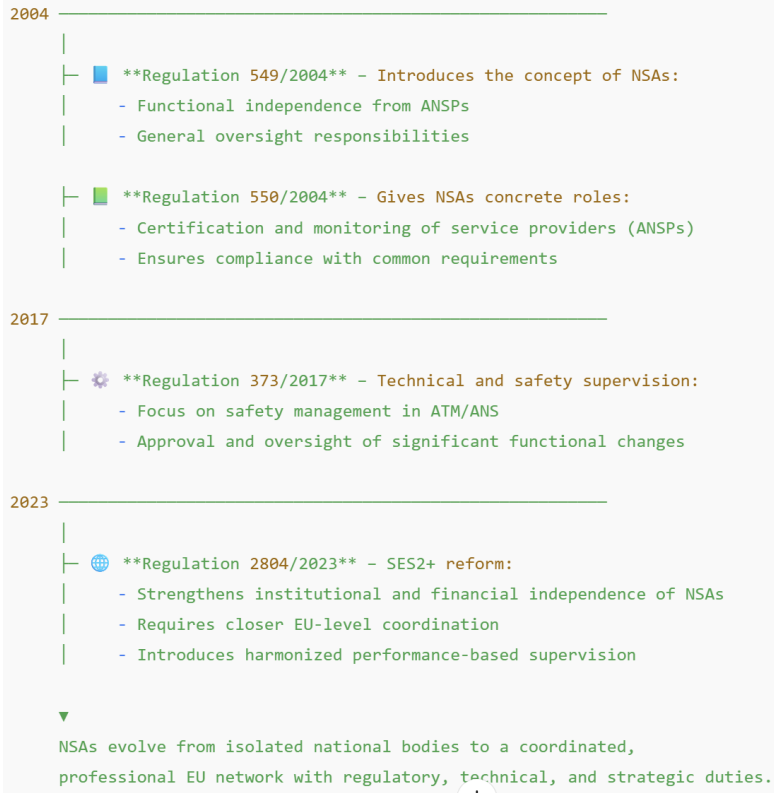
New EU SES independence requirements

→ EVOLUTION OF THE NSA'S IN THE SINGLE EUROPEAN SKY (SES)

Regulation	Main Focus	NSA Role	Development Level
549/2004	Institutional framework of the Single European Sky	Designation, functional independence	Basic / Foundational
550/2004	Provision of ANS services	Supervision of ANSPs (certification & oversight)	Operational
373/2017	ATM/ANS technical & safety requirements	Technical oversight, safety supervision	Technical / Safety
2804/2023	SES2+ Modernization Governance & performance	EU-level coordination, harmonized NSA practices	Advanced / Strategic

New EU SES independence requirements

→ EVOLUTION OF THE NSA'S IN THE SINGLE EUROPEAN SKY (SES)



New EU SES independence requirements



*REGULATION (EU) 2024/2803 OF THE EUROPEAN PARLIAMENT AND OF
THE COUNCIL of 23 October 2024 on the implementation of the Single
European Sky*



→ National Supervisory Authority: means the national body or bodies entrusted by a Member State with the tasks under the Regulation 2024/2803

New EU SES independence requirements

National Supervisory Authority

- **body or bodies** to assume the tasks assigned to such an authority by this Regulation
- shall exercise its powers **impartially, independently and transparently** and shall be organised, staffed, managed and financed accordingly
- **independent from any air navigation service providers**, in organisational, hierarchical and decision-making terms, and shall be either legally or functionally distinct from air navigation service providers

New EU SES independence requirements

National Supervisory Authority

- Air navigation service providers shall have **no decision-making** power over the allocation of the **budgets** of national supervisory authorities.
- *Provided that such **independence** is **guaranteed**, a national supervisory authority **may be part** of the same national ministry or administration as an air navigation service provider.
- Staff recruited through **clear and transparent recruitment** processes, which ensures their independence

New EU SES independence requirements

National Supervisory Authority

- Member States:
 - rules to avoid conflicts of **interest**
 - necessary financial **resources** and capabilities



EUROPEAN COMMISSION



New EU SES independence requirements

National Supervisory Authority

- **assess and oversee** the fulfilment of requirements regarding financial robustness, liability, insurance cover, ownership and organisational structure
- National **security and defense** requirements
- **Procurement** requirements
- **Price** setting for the provision of CIS

TASKS

New EU SES independence requirements

National Supervisory Authority

- Performance and **charging** systems
- **Transparency** of the accounts of air navigation service provider
- Inspections and audits
- **Corrective** measures

TASKS

New EU SES independence requirements

Cooperation between National Supervisory Authorities

- Exchange information
- Cooperation
- Cross-border provision of air navigation services
- Regional cooperation



EUROPEAN COMMISSION



New EU SES independence requirements

EXAMPLES



European models of funding and budgetary mechanisms

Institutional frameworks
Airports and ANS



Institutional frameworks Airports and ANS

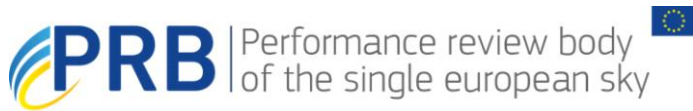
→ INSTITUTIONAL FRAMEWORK AIR NAVIGATION SERVICES



MEMBER STATES

NSA's

ANSP















































Institutional frameworks Airports and ANS

→ INSTITUTIONAL FRAMEWORK AIR NAVIGATION SERVICES



We are an intergovernmental organisation with 42 Member and 2 Comprehensive Agreement States

[All](#) [Member States](#) [Comprehensive Agreement States](#)

 Belgium 1963	 France 1963	 Germany 1963	 Luxembourg 1963	 The Netherlands 1963	 United Kingdom 1963
 Ireland 1965	 Portugal 1986	 Greece 1988	 Malta 1989	 Türkiye 1989	 Cyprus 1991
 Hungary 1992	 Switzerland 1992	 Austria 1993	 Denmark 1994	 Norway 1994	 Slovenia 1995
 Sweden 1995	 Czech Republic 1996	 Italy 1996	 Romania 1996	 Bulgaria 1997	 Croatia 1997
 Monaco 1997	 Slovakia 1997	 Spain 1997	 North Macedonia 1998	 Republic of Moldova 2000	 Finland 2001
 Albania 2002	 Bosnia and Herzegovina 2004	 Poland 2004	 Ukraine 2004	 Serbia 2005	 Armenia 2006
 Lithuania 2006	 Montenegro 2007	 Latvia 2011	 Georgia 2014	 Estonia 2015	 Israel 2016
 Morocco 2016	 Iceland 2025				

Institutional frameworks Airports and ANS

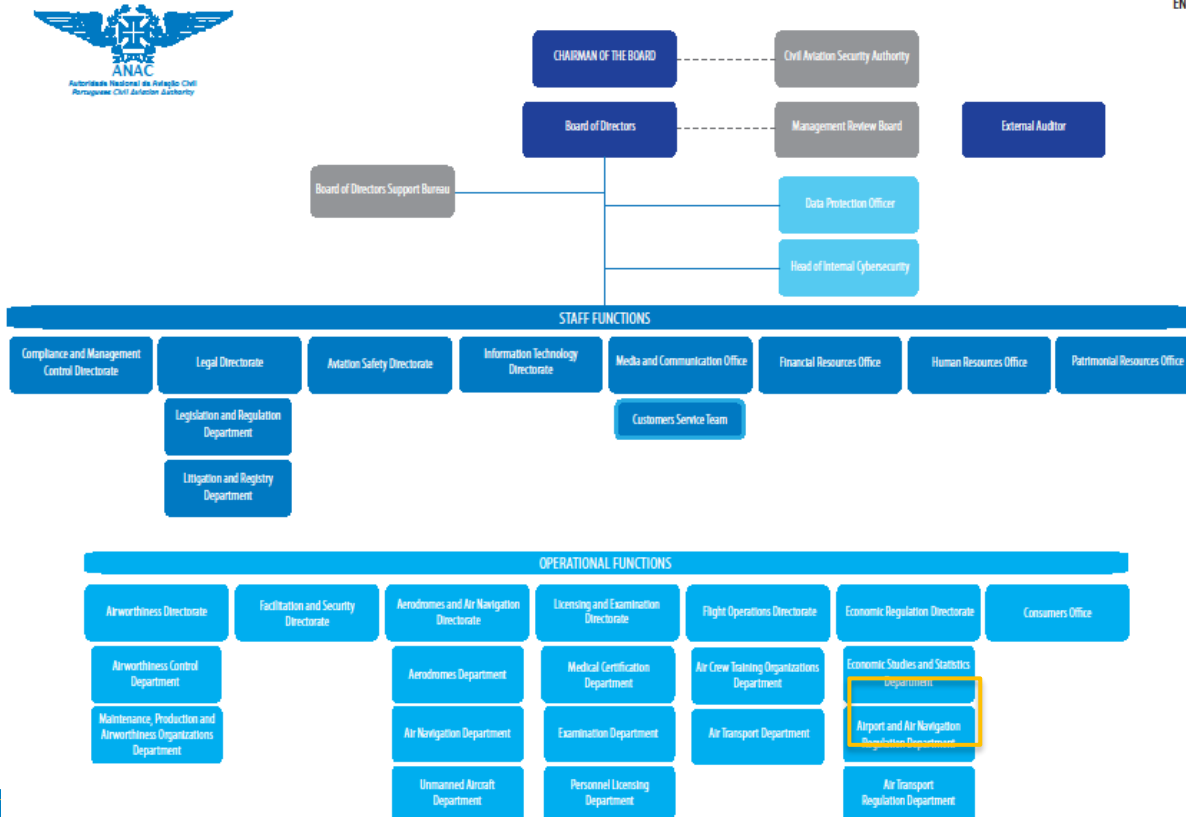
→ FRENCH CIVIL AVIATION AUTHORITY



Institutional frameworks Airports and ANS

→ PORTUGUESE CIVIL AVIATION AUTHORITY

EN




→ SPANISH CIVIL AVIATION AUTHORITY



Institutional frameworks Airports and ANS

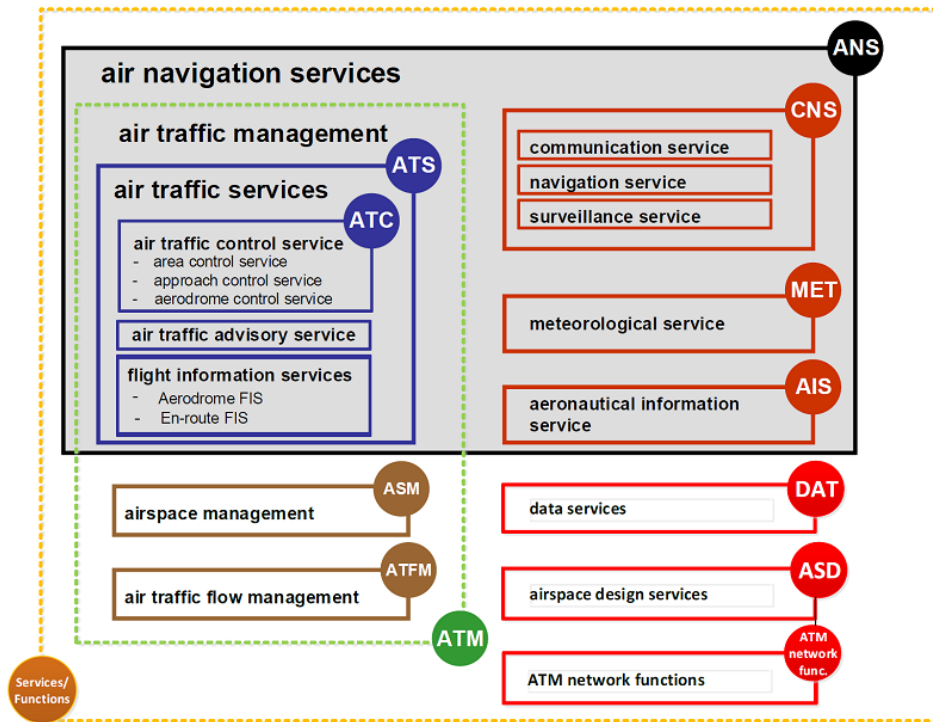
ATM/ANS Providers – Essential Requirements

- Hold a certificate 
- Providers of ATM/ANS shall, in view of ensuring a safe and continuous service provision:
 - Demonstrate sufficient financial robustness
 - Appropriate liability and insurance cover
 - Requirements on ownership and organizational structure

**FINANCIAL, ROBUSTNESS, LIABILITY, INSURANCE
COVER REQUIREMENTS, OWNERSHIP AND
ORGANISATIONAL STRUCTURE**

Institutional frameworks Airports and ANS

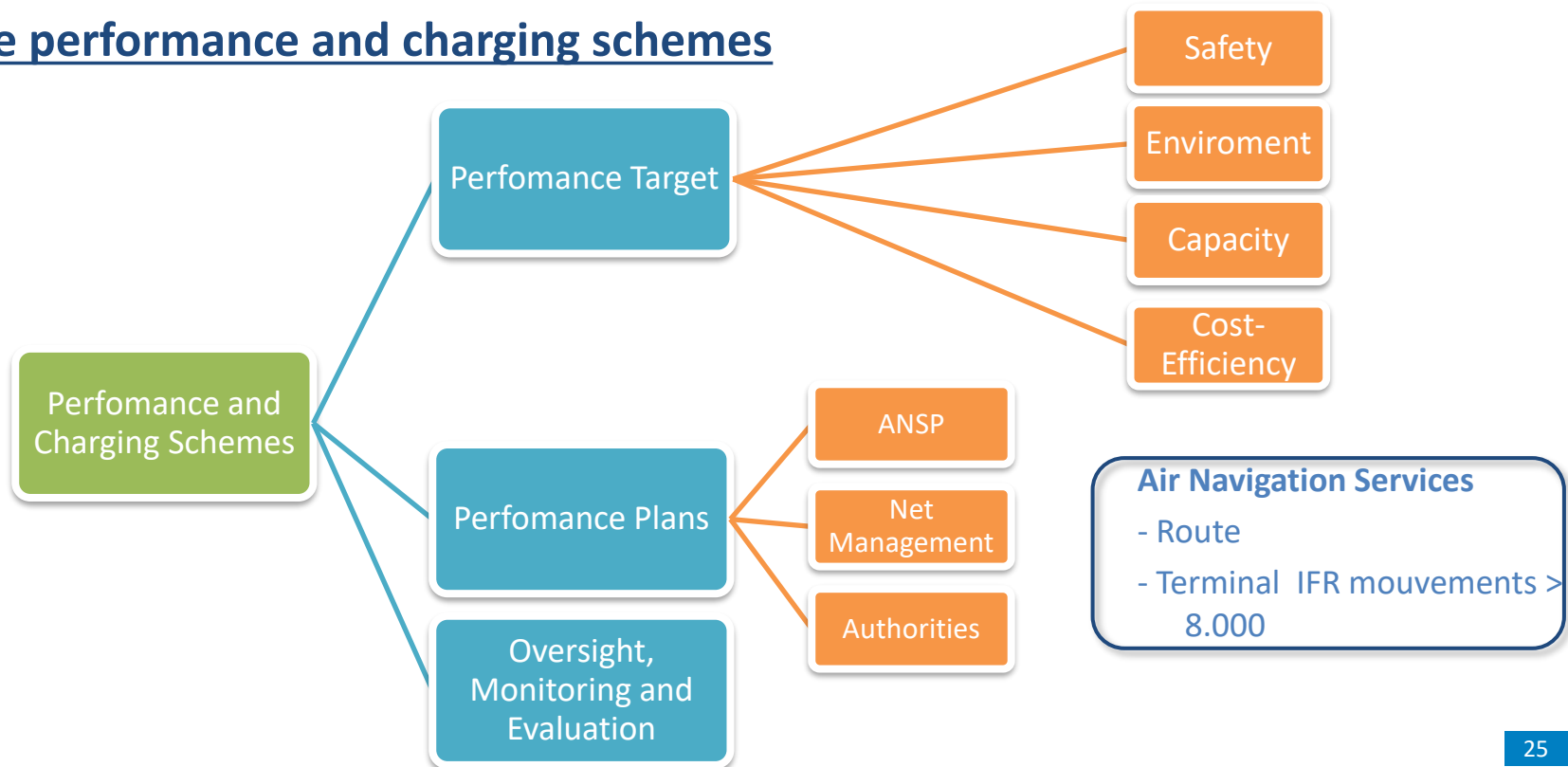
SERVICES/FUNCTIONS



Aviation Funding Model Airports and ANS

ATM/ANS Providers – SES Requirements

→ The performance and charging schemes



Aviation Funding Model Airports and ANS

→ Charging Schemes - Framework



ICAO

- Chicago Convention – Art. 15
- Doc 9082 – ICAO's Policies and charges for Airports and Air Navigation
- Doc. – Manual on Air Navigation Services Economics



EUROPEAN UNION

- R. (EU) 2019/317 of 11 February 2019 laying down a performance and charging scheme in the single European sky
- Directive 2009/12/EC (the Airport Charges Directive)



NATIONAL REGULATION

- Spanish Constitution – Art 133
- Law 8/1989, on Fees and Public Prices
- Route charge – Decree 1675/1972, charges for the use of the air navigation aids network
- Approach charge – Law 24/2001 (Article 22), on Fiscal, Administrative and Social Measures
- Aerodrome ATS charge – Law 21/2003 on Air Safety (as amended in 2011), and Law 18/2014 on Urgent Measures (...)

Aviation Funding Model Airports and ANS

→ Charging Schemes - Framework

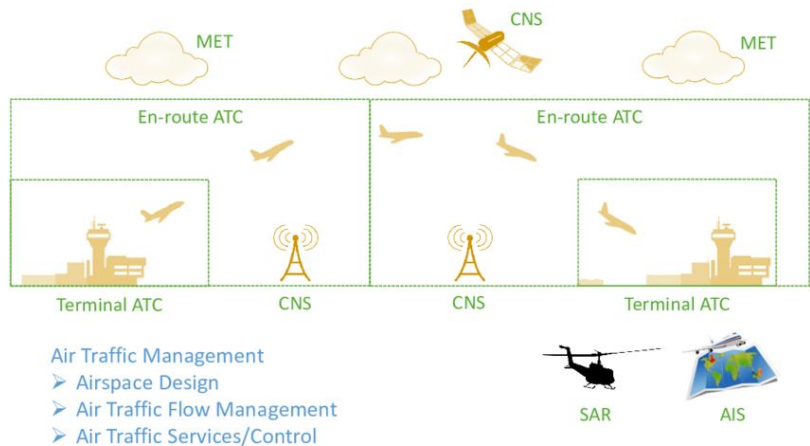
GENERAL PRINCIPLES OF
CHARGING



Aviation Funding Model Airports and ANS

→ Service Charge-Based Model (Cost-Recovery)

The service provider **recovers** operating **costs** through charges levied on users (airlines) for the provision of air navigation services.



- **En-route charge:** This is the payment for the costs incurred by the en-route air navigation facilities and services
- **Terminal navigation charge:** Remunerates the air navigation services provider to ensure the safety and orderly flow of movements at this phase of flight

Aviation Funding Model Airports and ANS

→ Service Charge-Based Model (Cost-Recovery)

En-route charge

For the calculation of the en-route charges, the maximum take-off weight of the aircraft (MTOW) is taken into account, as well as the orthodromic distance, according to the following formula:

Route Charge =

$(MTOW/50)^{0.50} \times \text{orthodromic distance in km}/100 \times \text{unit rate}$

*Spain differentiates between two en-route charging zones: Continental Spain and the Canaries.

**In Spain, En-route charges finance Air Navigation Services provided by , as well as services provided by the Spanish Aviation Safety Agency (AESA), the State Meteorological Agency (AEMET), the Ministry of Defence and EUROCONTROL, among others.

Aviation Funding Model Airports and ANS

→ Service Charge-Based Model (Cost-Recovery)

Terminal Navigation Charges

For the **calculation of Terminal Navigation charges**, the maximum take-off weight of the aircraft (MTOW) is taken into account, according to the following formula:

Terminal Navigation Charges =

$$(MTOW/50)^{0,70} \times \text{Unit Rate}$$



*In Spain, Terminal Navigation Charges distinguishes three categories of airports, according to the volume of air traffic in each of them.

Aviation Funding Model Airports and ANS

→ Service Charge-Based Model (Cost-Recovery)

Terminal Navigation Charges

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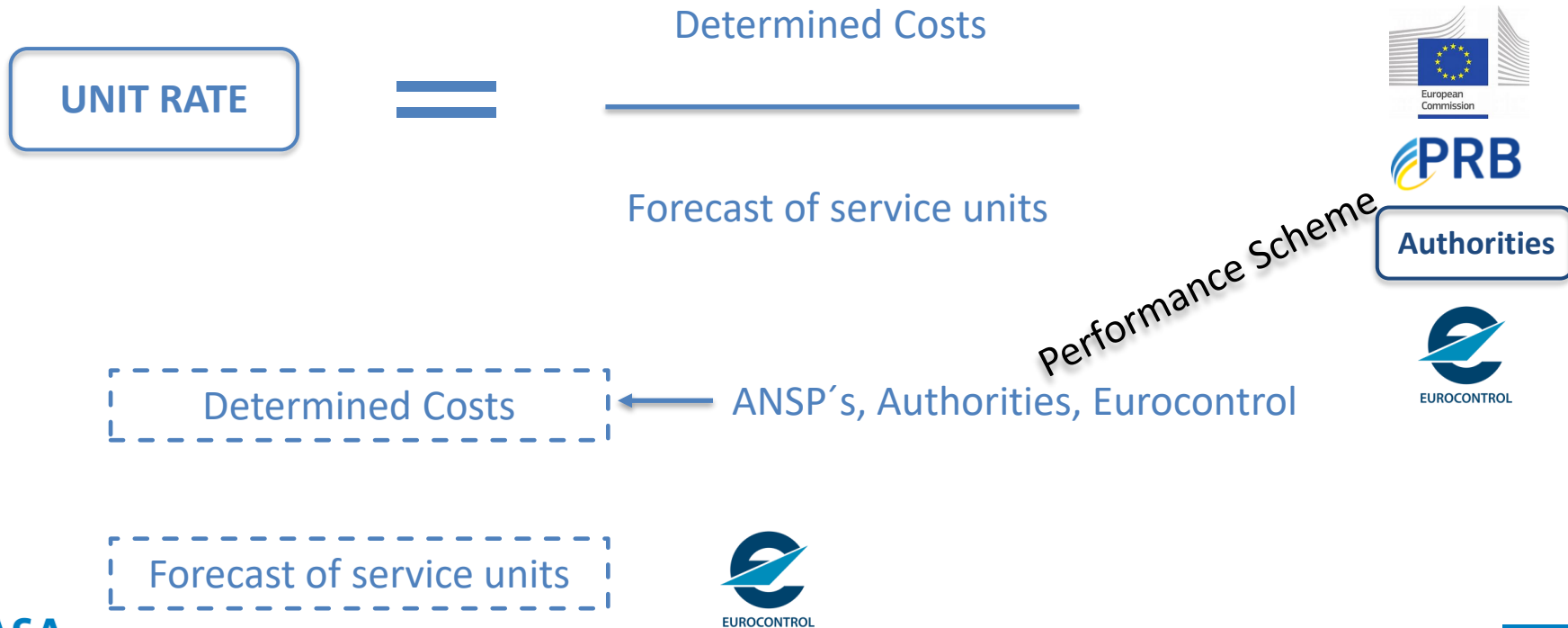
$$(MTOW/50)^{0,70} \times \text{Unit Rate}$$



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Aviation Funding Model Airports and ANS

→ Service Charge-Based Model (Cost-Recovery)



Aviation Funding Model Airports and ANS

→ Service Charge-Based Model (Cost-Recovery)



The billing and collection of
en-route and approach Air
Navigation charges



Air Navigation Providers

NSA's

Aviation institutional frameworks

→ AIRPORTS

→ PRIVATE: PPP MODEL (PRIVATE CONCESSION)

→ MIXED: PUBLIC AND PRIVATE CONCESSION

→ PUBLIC MODEL



Aviation institutional frameworks



→ AIRPORTS

→ PRIVATE: PPP MODEL (PRIVATE CONCESSION)

→ STRENGTHS: Operational efficiency, innovation.

→ WEAKLESS: Focus on profitability, potentially higher charges.

→ SOURCE OF FUNDS: Private capital, bank loans, bond issuance.

Aviation institutional frameworks



→ PRIVATE: PPP MODEL (PRIVATE CONCESSION)

→ EXAMPLES IN EUROPE: Lisbon, Zagrev, Budapest, Creta



ANA is responsible for managing 10 airports in mainland Portugal (Lisbon, Porto, Faro and Beja Civilian Terminal), in the Azores (Ponta Delgada, Horta, Santa Maria and Flores) and in Madeira (Madeira e Porto Santo).

Focused on innovation and efficiency, we work daily to provide our passengers and visitors with a unique experience and the best service.

In September 2013 we integrated VINCI Airports.

VINCI Airports manages a wide network of airports worldwide, assuring the development and commercial utilisation of 72 airports: 12 in France, 10 in Portugal, 2 in Cambodia, 1 in Chile, 3 in Japan, 6 in the Dominican Republic, 8 in Brazil, 1 in Costa Rica, 1 in Serbia, 3 in United Kingdom, 4 in United States of America, 13 in Mexico, 7 in Cape Verde and 1 in Hungary.

As a global integrator with extensive expertise, VINCI Airports develops, finances, builds and runs airports. It also uses its investment capacity, its international network and its know-how to optimise management of existing platforms, for expansion projects or to build airport infrastructures from scratch

Aviation institutional frameworks



→ MIXED: PUBLIC AND PRIVATE CONCESSION

→ STRENGTHS:

- Risk transfer to the private sector.
- Access to private capital without direct public debt.
- Improved management in many cases.

→ WEAKLESS

- Complex and long-term contracts.
- Risk of renegotiation or non-compliance.
- Need for strong government oversight.

→ FINANCING:

- Private Entity finances, builds and operate

Aviation institutional frameworks

→ MIXED: PUBLIC AND PRIVATE CONCESSION

→ EXAMPLES IN EUROPE



STATE AIRPORTS

Paris has three major airports: Roissy Charles de Gaulle, Orly and Beauvais. Here you will find all the information you need for your trip: arrival and departure times of the day, map of the airport surroundings, map of the terminals, weather and forecasts, and other useful information. The schedules are updated in real time.



Roissy-Charles-de-Gaulle



Orly



Beauvais

CONCESSION



LYON-SAINT EXUPÉRY AIRPORT



Aviation institutional frameworks



→ PUBLIC MODEL

→ STRENGTHS

- Full government control
- Alignment with public policy objectives

→ WEAKNESSES

- Fiscal pressure
- Political risks
- Lower operational efficiency

→ SOURCE OF FUNDS

- Fees
- Public budget
- International funding

Aviation institutional frameworks

→ PUBLIC MODEL

→ EXAMPLES IN EUROPE: Sweden, Spain



Aviation institutional frameworks



→ REGULATION IN EUROPE

→ SAFETY

- Regulation (EU) No 139/2014 of 12 February 2014 laying down requirements and administrative procedures related to aerodromes

→ SECURITY

- Regulation (EC) No 300/2008 on common rules in the field of civil aviation security
- Regulation (EU) 2015/1998 laying down detailed measures for the implementation of the common basic standards on aviation security

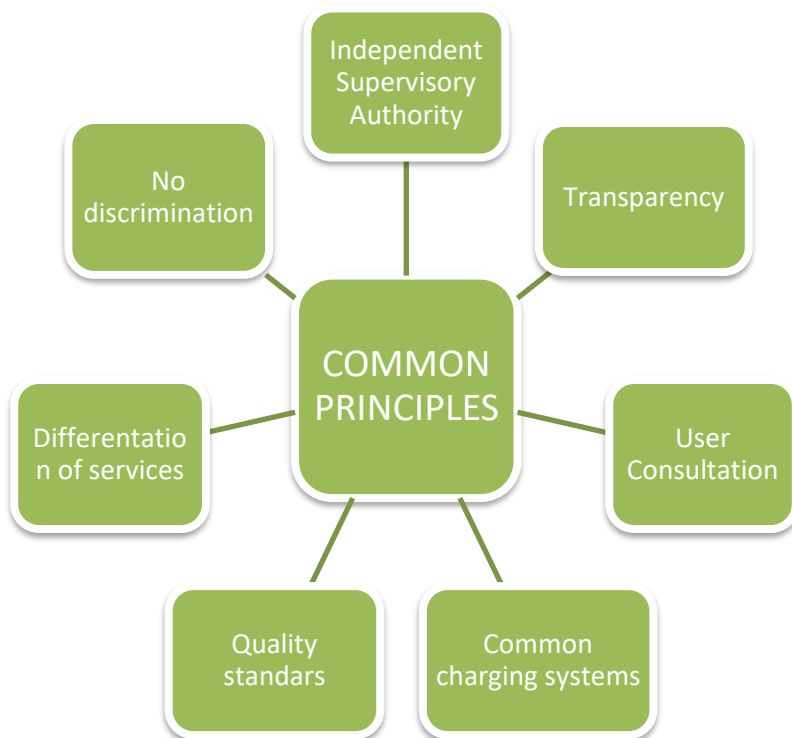
→ AIRPORT CHARGE

- DIRECTIVE 2009/12/EC OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 11 March 2009

→ NATIONAL REGULATION

Aviation institutional frameworks

→ AIRPORT CHARGES IN EUROPE: DIRECTIVE 2009/12/EC OF AIRPORT CHARGES



Commercial Traffic

- The airport with the highest passenger movement in each Member State
- Annual Traffic > 5 Mill PAX

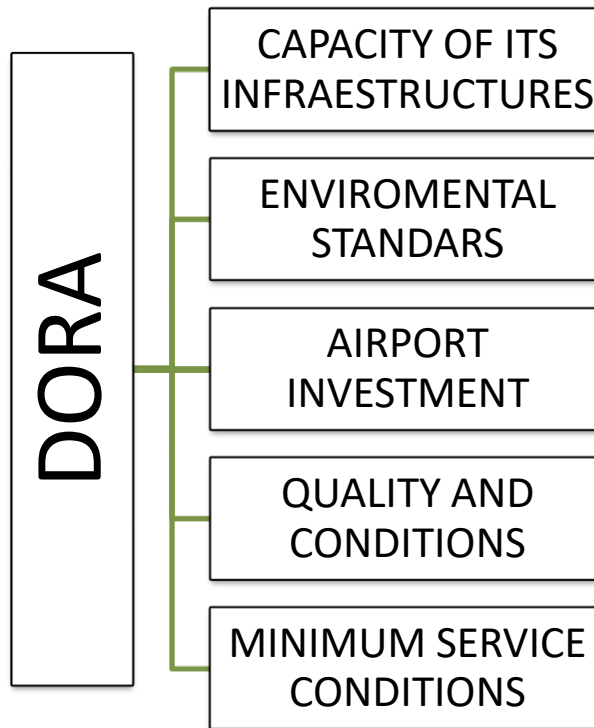
Aviation institutional frameworks

→ AIRPORT CHARGE IN EUROPE: NATIONAL REGULATION



DORA

Airport Regulation Document



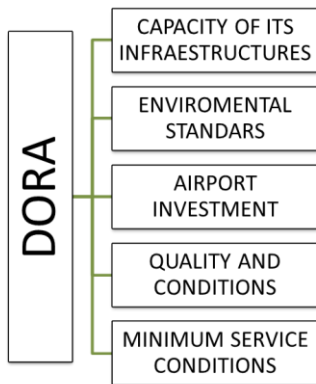
Aviation institutional frameworks

→ AIRPORT CHARGE IN EUROPE: NATIONAL REGULATION



DORA

Airport Regulation Document



- SUPERVISION
- INSPECTION
- AIRPORT TECHNICAL REPORT

Aviation institutional frameworks

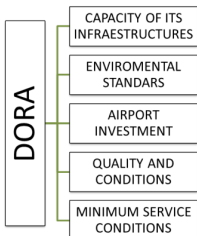
→ AIRPORT CHARGE IN EUROPE: NATIONAL REGULATION



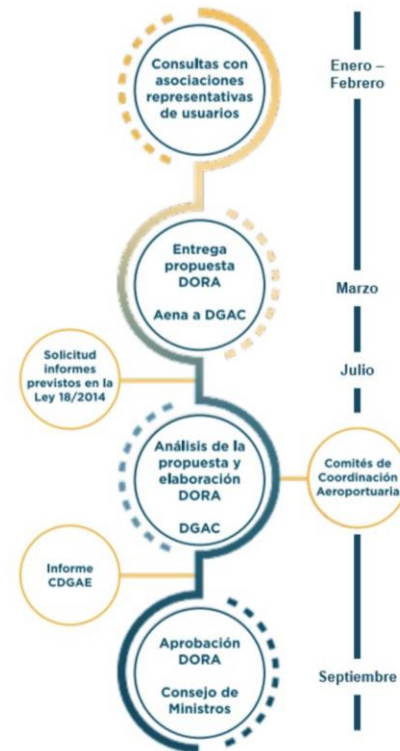
DORA

Airport Regulation Document

APPROVAL METHOD



- Propuesta inicial de Aena
- Proceso de consulta con el sector (compañías aéreas)
- Informe de CNMC, AESA y Ministerio de Asuntos Económicos y Transformación Digital
- Informe a los Comités de Coordinación Aeroportuaria (participación territorial)
- Elaboración de DORA definitivo por la DGAC del MITMA
- Aprobación por el Consejo de Ministros



Aviation institutional frameworks

→ AIRPORT CHARGE IN EUROPE: NATIONAL REGULATION



DORA

Airport Regulation Document

Price Guide 2025

May Edition



[Aena Airport Service
Price Guides | Aena](#)



Institutional frameworks Airports and ANS

Air traffic services for aerodrome control and/or air traffic services for approach control

→ MARKET CONDITIONS

- Airport Operators
- Group of Airport Operators

→ Proper justification that this will enable quality of service gains to be made for the benefit of airspace users, while maintaining the required level of safety.

THANK YOU

FOR YOUR ATTENTION



ANY QUESTIONS

European models of funding and budgetary mechanisms



European Union Aviation Safety Agency

easa.europa.eu/connect



Your safety is our mission.

An Agency of the European Union

