



2026 Determination on Airport Charges at Dublin Airport

Consultation Questionnaire

19 December 2025



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1. Introduction

Introduction & Context

- 1.1. The Irish Aviation Authority (IAA) has initiated the 2026 Determination process to set the maximum level of airport charges at Dublin Airport for a regulatory period starting 1 January 2027. The IAA is the statutory body responsible for supervising airport charges under the Aviation Regulation Act 2001 (as amended by the Air Navigation and Transport Act 2022) and the EU Airport Charges Directive. Following the IAA 2026 Determination: Conclusions on High Level Issues¹, published on the 16th December 2025, it is anticipated that the Determination will last five years.
- 1.2. Dublin Airport expect to submit the Regulatory Proposition to the IAA in Q1 2026. This will detail Dublin Airports Business Plan for the Determination period and will inform the IAA's Draft Decision on the 2026 Determination of Airport Charges at Dublin Airport. This consultation questionnaire aims to gather views from airport users on key issues which will inform Dublin Airports Regulatory Proposition.
- 1.3. The recently concluded airport user consultation of Dublin Airport's Capital Investment Programme 2027 (CIP27) outlines a series of major infrastructure projects designed to enhance capacity, resilience, and passenger experience over the next regulatory period. CIP27 includes investments such as airfield upgrades, terminal enhancements, and sustainability initiatives that form a critical component of the cost base considered in the 2026 Determination. CIP27, therefore, is central to the Determination process, and stakeholder feedback will help shape how these capital plans are reflected in future price caps.
- 1.4. The Determination process sets the maximum average revenue per passenger in the form of an annual price cap. The price cap is calculated following the building blocks, single till, under the RAB-based regulatory model. The IAA Determination sets how much daa can charge airlines and other users, based on forecasts of passenger numbers, operating costs, capital investment, and service quality requirements. This Determination ensures charges are fair, cost-related, and aligned with statutory objectives to protect the interests of current and future airport users.

Dublin Airports Objectives for the 2026 Determination

- 1.5. daa views the next Determination as an opportunity to focus on our medium-term strategic objectives, with a particular focus on:
 - Passenger experience: Delivering the highest possible passenger and operational standards with increased volume and connectivity for Ireland.
 - Capacity investment: Progressing and delivering on the new Capital Investment Programme.
 - Best in class safety and security: Retaining and enabling our reputation as world leaders in compliance.
 - Sustainability: Delivering on climate change, ESG and sustainable development obligations.
 - Financeability: Secure an optimal credit rating and Weighted Average Cost of Capital allowance to ensure the necessary financing of the regulated entity.

¹ https://www.iaa.ie/docs/default-source/1c-economic-regulation/2026-determination-on-airport-charges-at-dublin-airport---issues-paper-conclusion.pdf?sfvrsn=3da89946_4

Purpose of This Questionnaire

1.6. This consultation questionnaire is designed to provide structured input from airport users to Dublin Airport prior to Dublin Airports Regulatory Proposition. This includes offering views on key assumptions such as passenger forecasts, cost allowances, and capital investment needs, as well as price cap methodologies and service quality metrics. Figure 1 below illustrates the indicative timeline and the process to date.

Figure 1. Timelines



2. Consultation Questionnaire

Passenger Forecast

- 1) What do you view as an appropriate forecasting approach?
 - a. A simple model with more assumptions or;
 - b. a more complex model that controls for more variables?
- 2) Considering capacity constraints are a legitimate concern, how should they be accounted for?
 - a. From the start of the regulatory period.
 - b. Only as a trigger.
 - c. Managed through an Interim Review if there are significant developments impacting trading conditions.
 - d. Through a 'Risk Share' mechanism.
 - e. Other. (provide details)
- 3) How do you think Dublin Airport should treat the terminal passenger cap² in its forecast for the price control period?
- 4) Please provide passenger forecasts for Dublin Airport. Based airlines are requested to provide number of based aircraft. Dublin Airport acknowledge that any information provided is subject to legal privilege and trading conditions.

Table 1. Passenger Forecast Table

Year	2027	2028	2029	2030	2031
Passengers (Arriving + Departing)					
Based aircraft					

Price cap formula

- 5) Please provide details of any proposed modifications to the price cap formula that you think could simplify the calculation making it more straightforward and easier for airport users to reconcile without compromising on accuracy.

Operating Expenditure

- 6) What are your views on the inverse relationship between short-term efficiency gains and long-term resilience?
- 7) Are there any areas where you think Dublin Airport should invest more operating costs to improve passenger experience, airport efficiency or assist airlines / other third parties?
- 8) Should there be an allowance for operational resilience included within the forecast to reduce the likelihood of major operational issues and to help manage passenger volumes where issues are encountered e.g. airline check-in failures, weather delays.

² The terminal passenger cap at Dublin Airport is under a litigative process. It is expected an outcome will be reached within the next regulatory period. However, the level of uncertainty remains high.

Capital Expenditure

- 9) Given the complexity of delivering airport infrastructure and timelines for receiving planning permission on certain projects, do you think is the most appropriate way to add new projects to the regulated asset base (RAB)?

Service Quality

- 10) Do you think that Dublin Airport should seek a higher allowance for operating costs to deliver a lower security queue time target?³ If so, what security queue time should Dublin airport target?
- 11) Would you support a bonus system being implemented for security queue times, similar to existing subjective metric bonuses?
- 12) Would you support a shared bonus/penalty system between airport users and Dublin Airport on metrics such as asset availability? e.g. Third-party ground handlers can influence baggage availability metrics.

Sustainability

- 13) Do you agree that it is appropriate for daa, to meet national and international targets, to implement daa's ESG Strategy 2024–2030, supported by dedicated resourcing, expertise and ongoing operational investment?

3. Conclusion

- 3.1. The 2026 Determination represents a critical opportunity to shape the future of airport charges at Dublin Airport in a way that supports sustainable growth, operational efficiency, and value for passengers and airport users. Dublin Airport is committed to ensuring that its regulatory proposition is evidence-based and informed by the perspectives of all stakeholders.
- 3.2. We encourage airport users to engage with this consultation questionnaire by reviewing and submitting responses by **16 January 2026**.

³ Currently (i) 1c penalty for security queue time >30 minutes (ii) 2c penalty for security queue time >45 minutes (iii) 0.5c for security queue time >20 minutes more than 70% of the time.