

Compliance Guide

April 2025

Compliance Guide: Refuelling Obligations for Business Aviation Operators Under ReFuelEU Aviation

The ReFuelEU Aviation Regulation requires aircraft operators departing from EU airports to uplift only the fuel necessary for the operation of their flights. Operators must also submit an annual report detailing their actual aviation fuel uplift at each EU airport, confirming the absence of unjustified fuel tankering practices. Additionally, they are required to report their purchases of Sustainable Aviation Fuel (SAF) and its associated attributes. This guide is intended to help business aviation operators navigate the regulation's complexities and support full compliance with its requirements.





Disclaimer

This document, Version 1, has been developed primarily through the dedicated efforts and expert contributions of EBAA members within the Antitankering Working Group.

As a living document, we, as an association, intend to expand upon this initial version in the future. To further enhance its value, we kindly request all EBAA operator members to share any compliance challenges encountered due to operational and/or safety issues.

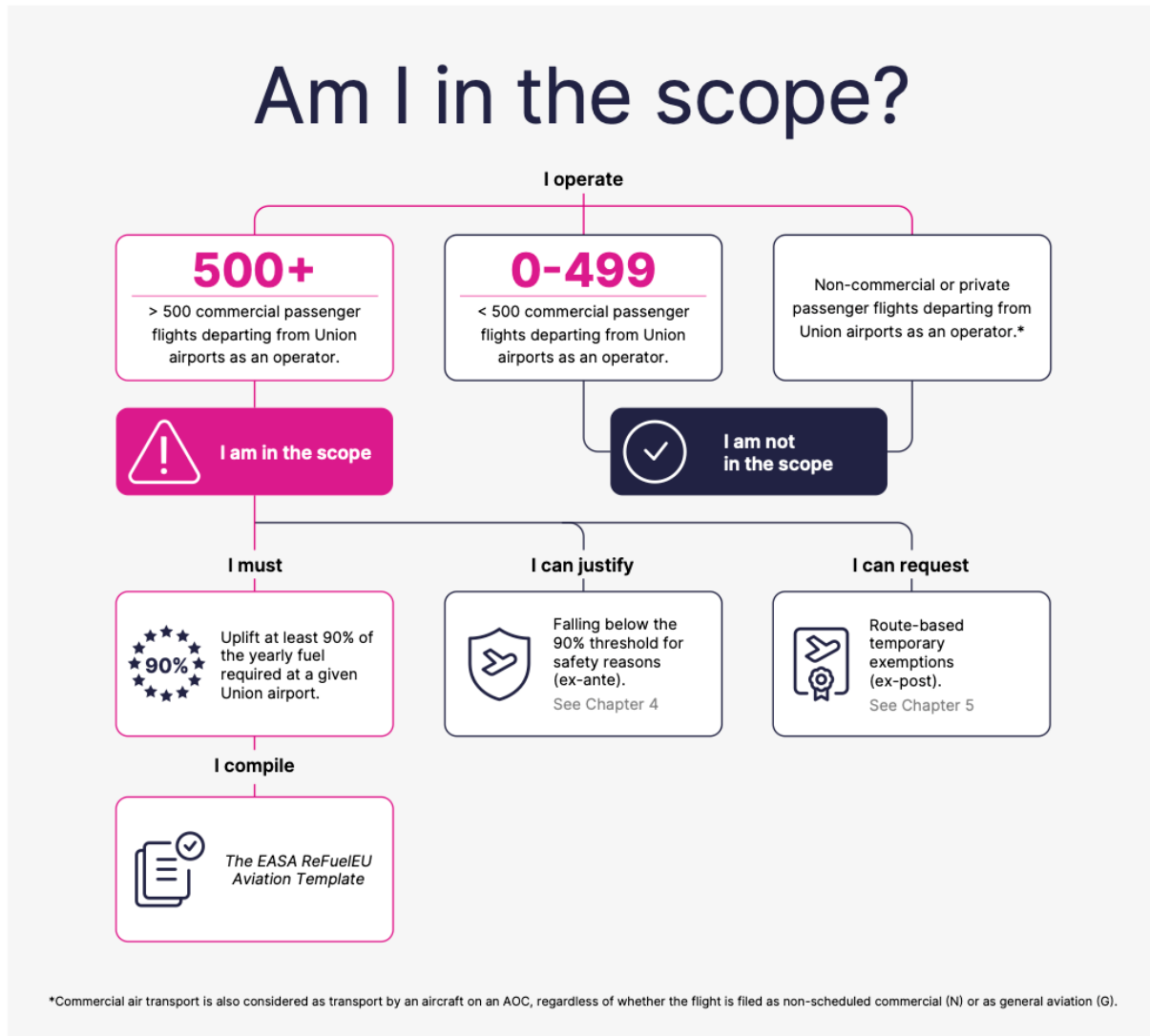
Additionally, we invite EBAA operator members to provide us with the NAA contact information of relevant case handlers to enrich this compliance guide with a comprehensive European NAA overview.

Please direct all submissions to euaffairs@ebaa.org.

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Compliance flowchart



This compliance flowchart delineates the step-by-step process that operators must follow to ensure compliance with the ReFuelEU Aviation regulation. It outlines critical decision points, such as determining operational scope and justifications for falling below fuel uplift thresholds, as well as the procedures for requesting exemptions.



Introduction

Regulation (EU) 2023/2405 (ReFuelEU Aviation) aims to create a level playing field allowing European air transport to decarbonise in accordance with the EU's objective of cutting net greenhouse gas emissions by at least 55% by 2030, compared to 1990 levels.

The Regulation lays down rules on the supply and uptake of sustainable aviation fuels (SAF) by involving all parties in the aviation supply chain, including aviation fuel suppliers, Union airports, regulatory and surveillance bodies, as well as aircraft operators.

The regulation covers two aspects: the supply of SAF and the limitation of tankering practices. The first item is the responsibility of airports and fuel suppliers.

Regarding the provisions aimed at tankering, ReFuelEU Aviation seeks to curb this practice as it is deemed to be contrary to the aviation decarbonisation goals of the EU. Thus, the regulation mandates that aircraft operators departing from Union airports refuel only with the aviation fuel necessary for the next flight. This obligation, according to the rationale of European regulators, avoids excessive emissions related to extra fuel weight, minimises cost avoidance practices that would undermine the level playing field in the EU air transport market, and promotes the uptake of SAF at Union airports.

Aircraft operators are also required to comply with reporting and data collection obligations, which have to be reported to competent authorities and to the European Aviation Safety Agency (EASA).

The objective of this compliance guide is to assist business aviation operators in navigating the refuelling requirements contained in ReFuelEU Aviation. While this document attempts to include all the essential elements to ensure compliance with the applicable obligations, operators are strongly recommended to consult the official resources provided by the European Commission and to seek further clarification or assistance from their respective competent authorities.

1. Scope of the regulation

ReFuelEU applies only to commercial air transport flights and concerns aircraft operators, Union airports and their managing bodies. The thresholds defining the Union airports and aircraft operators that fall within its scope are described below.

1.1 Aircraft operators

“Aircraft operator” refers to a person who operates at least 500 commercial passenger air transport flights in total per year or 52 commercial all-cargo air transport flights departing Union airports in the previous reporting period.¹ These figures should not be considered per aircraft but per operator. The “reporting period” is from 1 January until 31 December, preceding the reporting year. If it is impossible to identify that person, it refers to the aircraft's owner. Here, “commercial air transport flight” implies flights operated for transporting passengers, cargo, or mail for remuneration or hire, **including business aviation and does not include non-commercial and private flights**. Commercial air transport is also considered as transport by an aircraft on an AOC, regardless of whether the flight is filed as non-scheduled commercial (N) or as general aviation (G).

Non-EU aircraft operators are also included in the scope of the Regulation as long as the number of flights departing Union airports they operated is above the established threshold.

A non-exhaustive list of aircraft operators under the scope of ReFuelEU can be found at this link: [List of Aircraft Operators \(March 2025\)](#).

1.2 Union airports

“Union airports” are airports where passenger traffic was higher than 800,000 passengers or where the freight traffic was higher than 100,000 tonnes in the previous reporting period. Additionally, a Union airport cannot typically be situated in an outermost region.

Additionally, an airport can be qualified as a Union Airport if it can meet the SAF requirement of ReFuelEU, even if it does not meet the 800,000 passengers/100,000 tons of cargo threshold. Paris Le Bourget (LFPB), for example, is such a case.

The regulation only applies to EU Member States. Therefore, Switzerland, Iceland, Liechtenstein, and Norway do not fall within the scope of ReFuelEU.

A list of Union airports for the reporting periods 2024 and 2025 can be found at the following links:

- [List of Union airports \(2024 reporting period\)](#)
- [List of Union airports \(2025 reporting period\)](#)

Please note that these lists can be updated in the course of the active reporting year.

¹ Article 3(3) Regulation (EU) 2023/2405 .



1.3 Competent authorities

Member States must designate the competent authority or authorities to implement the regulation and to impose fines.

The attribution of aircraft operators to a specific Member State (and hence its competent authorities) must be done as per the list of aircraft operators and their regulating Member States under the EU ETS Directive. For most aircraft operators, their Member State attribution would be the same as for ETS.

A list of competent authorities of the Member States responsible for enforcing the application of the regulation can be found at this link: [List of competent authorities \(February 2025\)](#).

2. Tankering obligations for aircraft operators

Tankering is the practice of uplifting more than the required fuel to fly a sector in anticipation of not uplifting, at the destination, some or all of the fuel needed for a subsequent sector. This may be done for several operational, safety, or economic reasons.

The regulation obligates aircraft operators to ensure that the yearly quantity of fuel uplifted at a given Union airport is at least 90% of their yearly aviation fuel required as a measure to limit tankering. The “yearly aviation fuel required” is defined as “the amount of aviation fuel referred to as ‘trip fuel’ plus ‘taxi fuel’ that is necessary to operate all the flights covered by this regulation departing from a given Union airport, over the course of a reporting period”.² The fuel amounts include conventional aviation fuel (kerosene) and SAF. **The obligation came into effect on 1 January 2025.** However, 2024 is the first year where there was already a reporting obligation, but with no fines applied if an operator did not meet the 90% rule.

Compliance with fuel safety rules may result in an operator falling below the required uplift levels for a given year. If so, the operator must justify this to their competent authority and EASA, including indicating the routes impacted³.

3. Reporting obligations for aircraft operators

Aircraft operators must submit their report by 31 March of the reporting year, containing information concerning the respective reporting period, i.e., the calendar year preceding the reporting year. The first report had to be submitted by 31 March 2025 and had to include information from 2024. It must also be verified by an independent verifier in accordance with the

² Article 3(24) Regulation (EU) 2023/2405 .

³ See Chapter 4 “Falling below the 90% fuel uplift requirement at a departing Union airport”.



requirements set out in the EU Emission Trading System's (EU ETS) legal text and subsequent implementing acts, meaning that ETS-approved verifiers will be accepted.

To make the report, operators must complete and submit the [ReFuelEU Aviation Template for Aircraft Operators](#).

Aircraft operators must submit the report to both their respective competent authorities and EASA. EASA has put together a digital reporting tool called the “[ReFuelEU Aviation Sustainability Portal](#)” for aircraft operators to meet their reporting obligations and provide the requested data according to the template provided. All competent authorities have access to this tool.

The template requires operators to fill out the following information:

1. The total amount of aviation fuel uplifted at each Union airport, expressed in tonnes.
2. The yearly aviation fuel required, per Union airport, expressed in tonnes.
3. The yearly non-tanked quantity, per Union airport, which is to be reported as 0. (zero) if the yearly non-tanked quantity is negative or if it is lower than or equal to 10% of the yearly aviation fuel required.
4. The yearly tanked quantity, per Union airport for reasons of compliance with applicable fuel safety rules, expressed in tonnes.
5. The total amount of SAF purchased from aviation fuel suppliers, for the purpose of operating their flights covered by this regulation, departing from Union airports, expressed in tonnes.
6. For each purchase of SAF, the name of the aviation fuel supplier, the amount purchased expressed in tonnes, the conversion process, the characteristics, and origin of the feedstock used for production, and the lifecycle emissions of the SAF, and where one purchase includes different types of SAF with differing characteristics, providing that information for each type of SAF.
7. The total flights operated covered by this regulation departing from Union airports, expressed in number of flights and in-flight hours.

In order to facilitate the reporting process, EASA developed the [ReFuelEU Aviation Fuel Monitoring Tool](#). This recommended tool aims to facilitate the monitoring and reporting exercise of aircraft operators and the verification process by verifiers. Users are free to adapt the tool as they see fit for their operations.

The [Manual for Aircraft Operators and Verification Bodies](#) provides guidance on reporting and verifying data as outlined in Article 8 of, [and Annex II](#) to, the ReFuelEU Aviation Regulation.

To allow the aircraft operators to declare SAF use in their reports, fuel suppliers must provide them with relevant, accurate information relating to the concerned reporting period, for free and as soon as possible. The latest that this information must be provided is 14 February during the reporting year, concerning information from the concerned reporting period.

4. Falling below the 90% fuel uplift requirement

Article 5(2) of ReFuelEU provides that an aircraft operator may fall below the threshold of 90 % of the ‘yearly aviation fuel required’ (i.e. trip and taxi fuel for take-off) at a departing Union airport, if this is necessary for reasons of compliance with applicable fuel safety rules.

The table below from the [EASA’s Monitoring Tool](#) clarifies the fuel categories that operators need to monitor for reasons of compliance.

Basic fuel scheme principle	EASA AMC fuel categorisation	EASA AMC definition	RFEUA categorisation (informative)
Legally required fuel	Taxi fuel	Expected fuel before take-off including the APU consumption	Required fuel
	Trip fuel	Fuel for take-off, climb, cruise, descent, approach, and landing	
	Contingency fuel	Fuel required to compensate for unforeseen factors either (higher of): - 5% of the planned trip fuel or - an amount to fly for 5 minutes at holding speed at 1 500 ft (450 m) above the destination aerodrome	Yearly Tanked Fuel Justified under Article 5(2)[3]
	Destination alternate fuel	Fuel for missed approach and trip towards an alternate airport	
	Final reserve fuel	Required 30 minutes of fuel at holding speed 1500 ft above destination aerodrome according to CAT.OP.MPA.181(c)	
	Additional fuel	Include an amount of fuel that allows the aeroplane to proceed, in the event of an engine failure or loss of pressurisation	
Commander’s discretionary fuel	Discretionary fuel	Fuel at the sole discretion of the commander	Economic tankering
Extra fuel	Extra fuel	Include anticipated delays or specific operational constraints that can be predicted	
Other fuel	N/A	N/A	

Source: EASA Monitoring Tool

Cases when an aircraft operator falls below the 90 % uplifting obligation of the ‘yearly aviation fuel required’ (trip plus taxi out) at a departing Union airport, must be duly justified.

The aircraft operator must report the fuel quantities tanked (uplifted in previous flights) for reasons of compliance with the fuel safety rules that are preventing the aircraft operator from complying with the 90% uplift requirement at a given Union airport.

The aircraft operator has to include as part of its justifications under Article 5(2) RFEUA the following:

- a justification of why it fell below the yearly threshold laid down in Article 5(1) RFEUA for reasons of compliance with applicable fuel safety rules;
- an indication of the routes impacted (i.e. the sequence of arriving and departing flight(s) at the Union airport), and fuel quantities associated with the fuel tanked for safety reasons.

4.1 Examples of events requiring the uplift of fuel for compliance with fuel safety rules

A list of examples requiring the uplift of aviation fuel for safety reasons is provided in the [the Commission's Interpretative guidelines to Art 5 of ReFuelEU](#) (pp.8-12):

- Cases of aviation fuel shortage, (including minimum purchase amounts imposed by the fuel supplier at Union airports with a geographic condition such as islands) or aviation fuel contamination at the destination airport.
- Adverse weather conditions (or forecasts of adverse weather conditions). Justification must be based on actual weather reports (e.g., METAR and ATIS), forecast weather reports (e.g., TAF), including remote probabilities of adverse weather like PROB30 %, SIGMET, en-route weather charts, any other sufficiently detailed reports or any combination thereof.
- Social actions (including protests or strikes at the destination airport) justified by, for example, a communication from the airport and/or a NOTAM.
- Air traffic control (ATC) delays at the destination airport, justified by a NOTAM or by a communication from the Air Traffic Manager (ATM) provider (where available) prior to take-off. Other reports or data, such as historical data from the aircraft operator (including reports from the pilot) can also indicate potential delays at the destination airport.
- Probability of ATC re-routings, justified by a NOTAM or a communication from the ATM provider, or by any other relevant reports or data. This includes historical data from the operator or other operators, and pilot reports, indicating potential re-routings along the route.
- Security concerns, such as those related to war conflicts, justified by a communication from the airport, by a communication from the fuel supplier, and/or by a NOTAM.
- Natural disasters (e.g. earthquakes, volcano eruptions and floods), justified by an airport communication and/or by a NOTAM, or by any other relevant reports.
- Pilot discretion is also included as per EASA CAT.GEN.MPA.105: The commander, or the pilot to whom conduct of the flight has been delegated, shall, in an emergency situation that requires immediate decision and action, take any action he/she considers necessary under the circumstances in accordance with art7.d of Annex IV to Regulation (EC) No 216/2008. In such cases, he/she may deviate from rules, operational procedures and methods in the interest of safety.

In addition to the abovementioned documents, the aircraft operator must submit the operational flight plan signed by the commander, including digital signature or digital approval of the flight plan. This document must indicate the uplifted block fuel (at the previous flight) and its individual components.

The Regulation imposes on aircraft operators the burden of proof to justify to the competent authorities and EASA their compliance with the requirements under Article 5(1) and (2) RFEUA. Aircraft operators, therefore, need to assess for how long it is advisable to keep the relevant justifying documents, taking into consideration aspects such as the possibility of administrative or court procedures. Aircraft operators should keep the justifying documents for a minimum of 4 years (i.e. reporting year + 3 years of data retention). This period may vary between Member States as national rules on enforcement applicable to the sector may prescribe different timelines.

5. Temporary exemptions

On specific routes shorter than 850 kilometres or for routes connecting with airports on islands without rail or road connections and departing from a Union airport and of distance of less than 1,200 kilometres, aircraft operators can request their competent authorities for temporary exemption from complying with their obligation upon adequate justification.

Such request shall be made at least 3 months before the envisaged date of application of the exemption, supported by a detailed and adequate justification. Such exemption should be limited to the following situations:

- (a) serious and recurrent operational difficulties in refuelling aircraft at the given Union airport preventing aircraft operators from performing turnarounds within a reasonable time; or
- (b) structural aviation fuel supply difficulties stemming from the geographic characteristics of a given Union airport, leading to significantly higher prices of aviation fuels compared to prices applied on average to similar types of aviation fuels in other Union airports due in particular to specific fuel transport constraints or to limited availability of fuels at that Union airport and placing the aircraft operator concerned at a significant competitive disadvantage compared to market conditions existing in other Union airports with similar competitive characteristics.

For further details on the situations that have to be met to obtain the temporary exemptions, please refer to the [Interpretative guidelines on the application of the exemptions referred to in Article 5 of ReFuelEU Aviation](#) (pp.12-18).

It is worth highlighting that the competent authority receiving the retrospective justifications on the non-refuelled amounts for safety reasons and the advance requests for exemptions from the obligation to refuel is the competent authority of the airport where the non-refuelling takes place.



This authority may be different from the authority competent to impose fines on the aircraft operator.

The exemption would be granted only for a limited validity period, at most one year. Following information from the competent authorities, the Commission must publish and update the list of authorised exemptions at least once a year.

6. Fines on aircraft operators against tankering

Member States will impose fines to ensure that aircraft operators comply with obligations regarding their minimum yearly fuel uplift at Union airports. The fine will be at least twice as high as the amount resulting from multiplying the yearly average price of aviation fuel per tonne by the total yearly non-tankered quantity⁴, but it could be much higher should the authority decide to do so. Therefore, Member States have some leeway to determine the actual quantum of the fines. The Member State's competent authority must explain the methodology applied to determine the average price of aviation fuel in the Union aviation fuel market. That methodology shall be based on verifiable and objective criteria, including from the latest available technical report published annually by EASA.

List of resources

[Regulation \(EU\) 2023/2405 \(ReFuelEU\) original text.](#)

[ReFuelEU Commission Website.](#)

[List of Aircraft Operators \(March 2025\).](#)

[List of Union Airports \(2024 reporting period\).](#)

[List of Union Airports \(2025 reporting period\).](#)

[List of Competent Authorities \(February 2025\).](#)

[EASA ReFuelEU Aviation platform.](#)

[EASA Template for Aircraft Operators.](#)

[EASA Fuel Monitoring tool.](#)

[Manual for Aircraft Operators and Verification Bodies.](#)

[EASA Sustainability Portal.](#)

[Interpretative guidelines on the application of the exemptions referred to in Article 5.](#)

[ReFuelEU Annex II \(Template for aircraft operator reporting\).](#)

⁴ Article 12 (2) Regulation (EU) 2023/2405



About EBAA

The European Business Aviation Association (EBAA) is the leading organisation for operators of business aircraft in Europe. Our mission is to enable responsible, sustainable growth for business aviation, enhance connectivity and create opportunities. EBAA works to improve safety standards and share knowledge, to further positive regulation and to ease all aspects of closely tailored, flexible, point-to-point air transportation for individuals, governments, businesses and local communities in the most time-efficient way possible. Founded in 1977 and based in Brussels, EBAA represents +700 member companies, corporate operators, commercial operators, manufacturers, airports, fixed-based operators, and more, with a total fleet of +1,000 aircraft.

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This document is intended as a practical guide and does not replace the official guidance issued by the European Commission or national authorities. While every effort has been made to provide accurate and relevant information, operators should consult the applicable regulations and reach out to their competent authorities for authoritative interpretation or clarification. If you encounter procedural inconsistencies or implementation issues in practice, we encourage you to inform us by contacting euaffairs@ebaa.org.