

Performance Review Board

Monitoring Report

FABEC - 2025



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Contents

1	OVERVIEW	2
1.1	Contextual information.....	2
1.2	Environment (Member State)	2
1.3	Capacity (Member State).....	3
2	ENVIRONMENT - FABEC	4
2.1	PRB monitoring.....	4
2.2	En route performance	4
3	CAPACITY - FABEC	14
3.1	PRB monitoring.....	14
3.2	En route performance	14

1 OVERVIEW

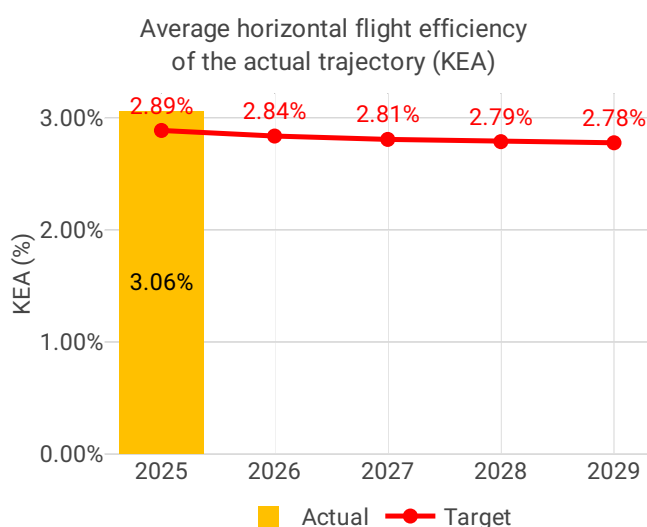
1.1 Contextual information

This document is based on the version of the Annual Monitoring Report file submitted by FABEC on 2026-07-15 (XF12503_FABEC AMR 2025 V1.1.xlsx) and the accompanying submission of en route and terminal (if applicable) reporting tables.

FAB draft revised performance plan currently under assessment

The Functional Airspace Block Europe Central (FABEC) includes the following States: Belgium, France, Germany, Luxembourg, Netherlands and Switzerland. This page provides information on the environment and capacity performance at FAB level. The information at national level is presented in the pages for the relevant States.

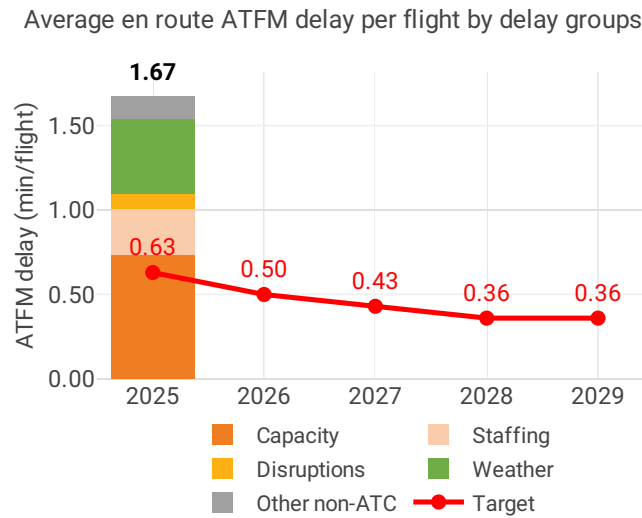
1.2 Environment (Member State)



- FABEC registered a KEA performance of 3.06% compared to its target of 2.89%. FABEC did not achieve its target, and therefore, did not contribute positively to Union-wide performance.
- The shortfall is attributable to France, which was the only FABEC state not to achieve its national KEA target. The NSA of France states the main reasons for not meeting the target is the high traffic levels, ATFM delays during the Summer and traffic volatility. Remedial measures to improve KEA focus on increasing capacity and implementing the projects listed in the ERNIP.



1.3 Capacity (Member State)



- FABEC registered 1.67 minutes of average en route ATFM delay per flight during 2025, thus not achieving the local target value of 0.63. Delays in FABEC decreased by -0.01 minutes per flight year-on-year.
- The shortfall is attributable to Germany and France; the other FABEC States (and MUAC) met their local target.
- Delays were highest in June, July and August, mostly driven by ATC capacity and weather.



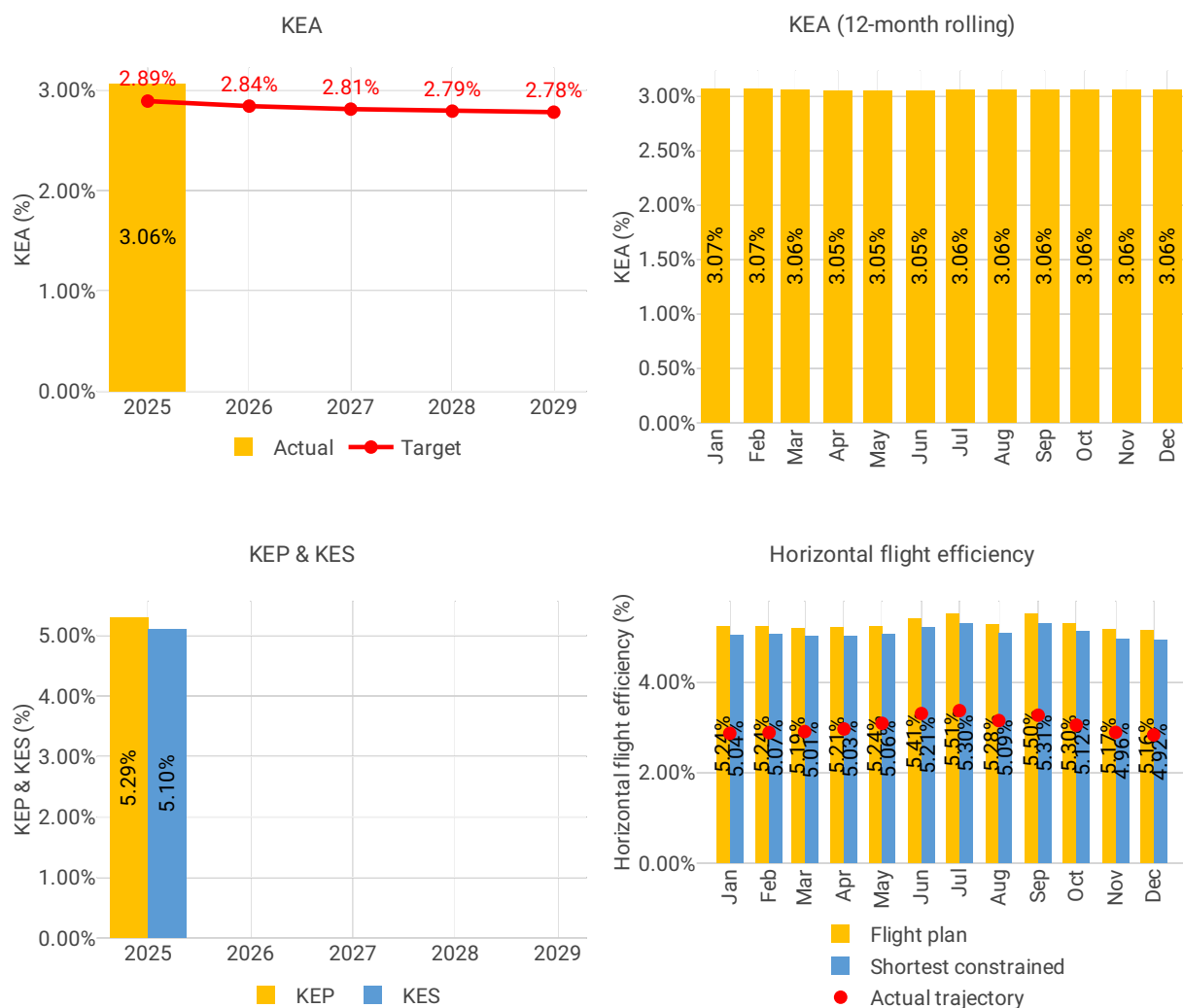
2 ENVIRONMENT - FABEC

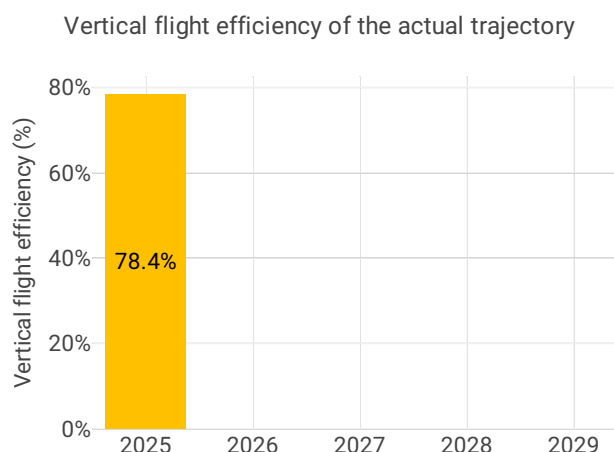
2.1 PRB monitoring

- FABEC registered a KEA performance of 3.06% compared to its target of 2.89%. FABEC did not achieve its target, and therefore, did not contribute positively to Union-wide performance.
- The shortfall is attributable to France, which was the only FABEC state not to achieve its national KEA target. The NSA of France states the main reasons for not meeting the target is the high traffic levels, ATFM delays during the Summer and traffic volatility. Remedial measures to improve KEA focus on increasing capacity and implementing the projects listed in the ERNIP.

2.2 En route performance

2.2.1 Horizontal flight efficiency of the actual trajectory (KEA) (KPI#1), of the last filed flight plan (KEP) (PI#1) , shortest constrained route (KES) (PI#2) and vertical flight efficiency of the actual trajectory (VFE) (PI#3)





Focus on en route performance

KEA

Regarding the assessment of the achieved level of actual performance in the environment KPA, the NSAs report:

"FABEC-LEVEL ASSESSMENT:

In 2025, FABEC did not achieve its en route horizontal flight efficiency target. The actual KEA value of 3.06% exceeded the target of 2.89% by 0.17 percentage points. The shortfall is attributable to France, which was the only FABEC state not to achieve its national KEA target. All other FABEC States met or outperformed their respective targets.

Germany achieved a KEA of 2.47% against a target of 2.62%, a continued improvement also compared to 2024 (2.53%). The Netherlands achieved its KEA target with a slight improvement compared to 2024. Switzerland achieved 4.14% against a target of 4.34%, slightly below 2024 levels due to increased traffic pressure at the Swiss FIR interfaces. France KEA reached a value of 3,32% vs the target set at the value of 2,87% (quite similar to previous years and slightly better than in 2023).

Germany:

In 2025, the target in the KPA environment has been met, as KEA reached a value of 2,47 %. This value is 0,15 percentage points below the target, and also below the KEA value of 2024 (2,53 p.p.).

Source of above shown values: SES DB [\[link\]](#).

Netherlands:

The Netherlands achieved the KEA target in 2025. The performance slightly improved compared to 2024.

Switzerland:



In 2025, Switzerland has met its KPA environment target, with the KEA reaching 4.14% compared to the goal of 4.34%, a difference of 0.20 percentage points.

Performance slightly decreased in 2025 compared to 2024 due to increased traffic which is the main factor for a deterioration of flight trajectories. The positive trend set by the Free Route Airspace (FRA) in 2023 and 2024 while still playing may have reach its limit for absorbing new traffic without impairing too drastically KEA. Traffic forecast

The expansion and growing use of Free Route Airspace (FRA) enables more direct and efficient flight planning. While FRA had a limited effect on KEA, it significantly improved KEP performance, especially at the Swiss-German border (cross-border FRA), allowing for more direct planned routes. These more efficient trajectories reduce fuel consumption, as aircraft can carry less fuel and thus fly lighter.

Within Switzerland, the internal KEA component stands at 0.8%, indicating that 99.2% of trajectories between CH FIR entry and exit points are direct showing stability. The most notable improvement from 2023 occurred at the CH FIR interface, with a 10% efficiency gain, likely due to cross-border FRA enhancements and fewer industrial actions in neighboring countries.

This case once again highlights that the KEA indicator does not fully reflect the performance of the air navigation service provider. Performance is influenced by multiple interdependent factors, such as safety, capacity, cost-efficiency, and weather, and responsibility is shared among various stakeholders, including airspace users and the Network Manager (NM).

France:

In 2025, the target has not been met, as KEA reached a value of 3,32%, where the target was set at the value of 2,87%. Performance was quite similar to previous years, which is slightly better than in 2023.

As it has already been the case during the previous years, there are strong interdependencies between horizontal flight efficiency, ATFM delays and traffic levels In 2025, as it is described in the en route capacity monitoring chapters, the performance has still been impacted by capacity and staffing issues at Reims & Brest ACCS but mainly strongly impacted by Marseille ACCs low performance and very high en route ATFM delays (see en route capacity chapter), generating major rerouting and longer routes for a large amount of flights.

Belgium:

Free Route Airspace (FRA) is considered the largest enabler for improving KEA. However, upper airspace in Belgium (above FL245) is delegated to MUAC and is therefore out of scope for skeyes. Additionally as KEA is a horizontal en-route flight efficiency indicator, an area of 40 nm around the origin & destination airport is excluded from the calculation. This leaves only little room for improvement within skeyes airspace.

MUAC: Not applicable"



Regarding the implementation of major operational or structural changes during the calendar year impacting performance in this key performance area, the NSAs report:

“DFS:

In 2025, ten out of thirteen AIRACs have been used for several route changes. The PYXIS/ZEBRA implementation in March 2025 was successful improving the overall capacity in Bremen ACC and Maastricht UAC with increased MME (military mission effectiveness). Throughout the year en-route and RAD updates were implemented to accompany the various PBN implementations for several airports in accordance with CP1.

Besides that, the major change has been made through flight plan adherence. In 2025, air traffic controllers were instructed not to issue non-standard flight level clearances or shortcuts in order to avoid undermining regulated airspace.

LVNL:

In March 2025 PYXIS 2A was implemented, an airspace redesign in the northeast of the Netherlands, northwest of Germany and south of Denmark. The change means a dualisation of two Amsterdam in and outbound routes but more important for this PI is that it is a preparation for the establishment of a cross border military area which will be the best compromise between improving the military mission effectiveness and minimising the impact on civil traffic. The area is planned for 2026.

PYXIS resulted in shorter routes for some city pairs, but longer routes for other city pairs. Hence, the impact on HFE performance is difficult to determine and depends on the traffic demand.

skyguide:

Free Route Airspace Switzerland (FRACH), referenced in ERNIP 92.065, was implemented in December 2022, positively influencing HFE performance since then. Its primary objective was to enhance skyguide's service to airspace users by enabling shorter flight paths and simplifying the Route Availability Document (RAD) where feasible.

At the same time, Cross-Border FRA between Switzerland and Germany (CHE/DEU, ERNIP 102.006) was launched. This initiative introduced limited cross-border operations using mandatory FRA points strategically placed away from ATC sector boundaries to minimize flight distances between FRA zones. Further enhancements are planned to expand cross-border FRA operations and reduce network inefficiencies.

A FABEC study comparing February 2023 to February 2020 highlighted the benefits of cross-border FRA. It showed improvements in HFE for both internal and interface components. With strike days excluded, the study found that:

- HFE-KEP improved by 0.88%, indicating shorter planned trajectories and reduced fuel requirements.

- HFE-KEA improved by 0.22%.

Additional Cross-Border FRA are planned between 2026 and 2028 to improve operations between Switzerland and France (CHE/FRA ERNIP 102.036, CHE/FRA ERNIP 102.028)



DSNA:

main measures addressing KEA underachievement in France are in the capacity field, by trying to enhance DSNA ACC capacity issues which should enable better flight efficiency ; another important measure to be implemented in France will be the full enhanced FRA implementation as per CP1 regulation, which has progressed in 2025 and has been fully implemented above flight level 305 in all French airspace 19th March 2026. More details on measures to address both capacity and environment performance in France are given in the dedicated annex to this monitoring report (French capacity and environment remedial measures).

skyes : cf. comment above - therefore no structural or operational change has been planned by skyes."

Regarding progress on the implementation of the measures committed to in the ERNIP, the NSAs report:

"DFS confirms that all planned ERNIP measures have been implemented as foreseen.

skyguide's FRA-CH and cross-border FRA measures are progressing as planned (ERNIP entries 92.065 and 102.006). Further cross-border FRA developments at the CHE/FRA border (102.036, 102.028) are planned for 2026-2028.

DSNA is currently implementing ERNIP measures as planned; a major achievement is the full enhanced FRA implementation as per CP1 regulation, which has progressed in 2025 and has been fully implemented above flight level 305 in all French airspace 19th March 2026. A more detailed view on ERNIP measures implementation description by DSNA is provided in the dedicated annex to this monitoring report (French capacity and environment remedial measures).

skyes: Over the past years AUP and UUP procedures have been updated in line with ERNIP Part 3, ensuring that any airspace made available is immediately published to NM through a UUP.

[LVNL, MUAC to confirm ERNIP status]"

Regarding the identification and analysis by the NSA of the underlying reasons or circumstances having led to the performance target not being achieved, the NSAs report:

"French NSA:

High traffic levels and delays in Reims and Marseille - which is very much interdependent with HFE - and high peak traffic levels during Summer and traffic volatility in general, adverse weather condition had a negative impact on DSNA HFE performance in 2025.

It should also be recalled that, regarding HFE, other stakeholders behaviour have an impact on the KPI : use of airspace by the military, fuel efficiency choices made by air space users, NM recommendation not to provide direct routes (flight it as it is planned concept), meteorological issues ... It is also recognized by the NM that KEA reduction is structurally limited (at European level, it should be difficult) to go under 2% with the current airspace structure).

DSNA is also implementing new projects and measures that should have a positive impact on environment but more in the vertical field or in line with better fuel efficiency."



Regarding recommendations to the ANSP to rectify the situation, the NSAs report:

“French NSA:

A specific meeting has been organized with DSNA in order to gather both explanations and information about remedial measures already launched and identify potential additional measures that could be implemented by DSNA in 2025 and beyond to tackle non temporary environment issues.

The following recommendations / course of actions have been discussed and agreed with DSNA:

- Measures already identified, coordinated with the Network Manager and published in the ERNIP;*

- A set of specific remedial measures put in place by DSNA or already planned in 2025 to mitigate identified non temporary issues at the French ACCs have been presented to the French NSA and are listed in the table below and provided in more details in the dedicated annex to this monitoring report (French capacity and environment remedial measures). : the French NSA will be kept informed by DSNA of their timely implementation, of the expected benefit and of any issue in the implementation plan, and a follow-up meeting will be organized 2nd Semester 2026;*

- An analysis of potential risks on 2025 and beyond underperformance has been carried over and required potential remedial measures to address such a situation have been discussed; they are also addressed hereafter and in the dedicated annex already mentioned, with the actions taken by the NSA to monitor future performance through its surveillance program. ”“*

Regarding remedial measures that have been / will be taken by the ANSP to rectify the situation, the NSAs report:

“French NSA:

As already said, main measures to improve KEA achievements by DSNA rely on addressing capacity issues in order to provide better routing to airspace users in a less congested area. Other measures address the prioritisation of TRA use, the final and full implementation in France of the enhanced FRA as per CP1 (done 19th March 2026), dynamic RAD implementation but also measures addressing environment in general such as green operations implementation and the implementation of the GreenATM label at DSNA (level 3 reached in 2025).

Please refer to the dedicated annex to this monitoring report (French capacity and environment remedial measures) for more details.”

Regarding the follow up of the remedial measures indicated in the previous monitoring report(s), the NSAs report:

“French NSA:

As explained above, the French NSA is kept informed of any development related to the implementation of capacity and environment remedial and corrective measures. In particular:

- A follow-up meeting has been organized by the French NSA with DSNA operational directorate in May 2025 to check the implementation of the measures;*

- The French NSA has been invited to the two yearly DSNA strategic users' consultation meetings held in 2025 and spring 2026 which include an update on all strategic and operational*



measures taken by DSNA to improve capacity and environment performances, prepare Summer season 2026 and on the investment program.

German NSA:

The status of the following measures indicated in previous monitoring reports changed:

- 1. ERL/DON sector optimization: The division level between 2nd and 3rd sector has been raised. That measure has proven successful.*
- 2. Karlsruhe UAC re-design sector group South Part 1: The old sectors ISA and CHI have been merged to form the new AMM sector. As fewer personnel is needed to monitor that new sector an increase in capacity was achieved. Implementation was finished March 2026.*
- 3. Karlsruhe UAC re-design sector group South Part 2: Lateral optimization of ERL/DON sectors is currently in planning.*

The status of further indicated measures hasn't changed compared to the 2024 monitoring report."

KEP

Regarding initiatives implemented or planned that will improve this PI and how does the NSA intend on monitoring their effectiveness on performance, the NSAs report:

"The NSAs are monitoring the performance by using the SES dashboards

[[link](#)] and the FABEC BI dashboards [[link](#)].

Direct coordination between NSAs and ANSPs is done regularly and ad-hoc when required. The FABEC Performance Management Group also provides additional reports to the FABEC Financial and Performance Committee (FPC) where required.

--- Germany ---

In 2025, ten out of thirteen AIRACs have been used for several route changes. The PYXIS/ZEBRA implementation in March 2025 was successful improving the overall capacity in Bremen ACC and Maastricht UAC with increased MME (military mission effectiveness). Throughout the year en-route and RAD updates were implemented to accompany the various PBN implementations for several airports in accordance with CP1.

Besides that, the major change has been made through flight plan adherence. In 2025, air traffic controllers were instructed not to issue non-standard flight level clearances or shortcuts in order to avoid undermining regulated airspace.

--- Netherlands ---

LVNL: simultaneously with PYXIS a route in the western part of LVNL airspace was made more direct. This direct was already often given in the actual operation, but was formalised so that it can be planned.

Additionally, in RP4 LVNL plans to implement the use of LARA for advanced FUA, making temporary reserved areas available for civil traffic more efficiently, allowing airspace users to make use of more efficient routes.

--- Switzerland ---



Compared with 2024 (6.35%), the flight efficiency of the planned route slightly declined in 2025 (6.41%). However, it remains above the 2023 level, when the deployment of Free Route Airspace (FRA) began to deliver benefits.

The FRA-CH, implemented at the end of 2022 and further developed, brought significant improvements at KEP level thanks to its cross-border design. Further cross-border developments are planned.

--- France ---

2025 KEP achievement is quite similar to 2024 which had improved with regards to previous years (better planning, less transition plans, less industrial actions and lower delays, better KEA results). See 2.2.1.A KPI #1 for major changes implemented by the DSNA. Measures that improve KEA generally also improve KEP.

Major impacts on KEP expected from FRA implementation : 100 % of the French airspace is now covered as complete FRA implementation is now effective since 19th March 2026 and will provide full effect in 2027, thus improving KEP.

For information on the monitoring of the effectiveness on performance, see 2.2.2.A PI #1.

--- Belgium ---

skeyes is monitoring the performance by using the SES dashboards, even though there is limited room for improvement within Belgian airspace; skeyes contributing to improvements of en-route flight efficiency by establishing a CIV-MIL AMC, co-located at skeyes premises, which aims at optimising the airspace management between CIV and MIL and contestant improvements of FUA on local level.

--- MUAC contribution for D/B/NL---

[No contribution received]"

KES

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--- Netherlands ---

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Additionally, in RP4 LVNL plans to implement the use of LARA for advanced FUA, making temporary reserved areas available for civil traffic more efficiently, allowing airspace users to make use of more efficient routes.

--- Switzerland ---

Despite an increase in traffic, the flight efficiency of the shortest constrained route remained stable in 2025 (6.04%).

FRA-CH was implemented at the end of 2022, bringing significant improvements at KES level thanks to its cross-border design. Since then, further cross-border developments have been implemented and more are planned.

The difference between KEP and KES is increasing from 0.31% in 2024 to 0.37%. It shows the difference between the cheapest and the shortest available route.

--- France ---

See 2.2.1.A KPI #1 and 2.2.2.A PI #1 for major changes implemented by the ANSPs. Measures that improve KEA&KEP generally also improve KES.

For information on the monitoring of the effectiveness on performance, see 2.2.2.A PI #1.

--- Belgium ---

skeyes is monitoring the performance by using the SES dashboards, even though there is limited room for improvement within Belgian Airspace; skeyes contributing to improvements of en-route flight efficiency by establishing a CIV-MIL AMC, co-located at skeyes premises, which aims at optimising the airspace management between CIV and MIL and contestant improvements of FUA on local level.

--- MUAC contribution for D/B/NL---

[No contribution received]"

Vertical flight efficiency

Regarding initiatives implemented or planned that will improve this PI and how does the NSA intend on monitoring their effectiveness on performance, the NSAs report:

"The NSAs are monitoring the performance by using the SES dashboards

[\[link\]](#).

Direct coordination between NSAs and ANSPs is done regularly and ad-hoc when required. The FABEC Performance Management Group also provides additional reports to the FABEC Financial and Performance Committee (FPC) where required.

--- Germany ---

No additional procedures are currently planned or being considered. Continuous Descent Operations (CDO) are applied within the framework of published procedures whenever traffic conditions allow.



--- Netherlands ---

LVNL has hardly any contribution to this PI, as most flights in the cruising phase are above FL245, so outside LVNL's area of responsibility. No specific measures are planned.

--- Switzerland ---

Vertical flight efficiency for the en-route part of the trajectory is a new performance indicator on which there has been no previous performance result published.

As for Horizontal Flight Efficiency, this indicator benefits from FRA-CH deployment and FUA improvement. It is also sensitive to capacity shortfall and increased convective weather.

FRA-CH was implemented at the end of 2022. Since then, further cross-border developments have been implemented and more are planned.

Additional FUA activities are planned to improve tools, processes and procedures to allocate airspace according to both CIV and MIL needs.

FUA has also developed

--- France ---

This indicator is new and no previous historic data is available to provide any sound analysis at this stage. The PI will be monitored during RP4 and the evolution of the achievements will enable comparisons, explanations, performance drivers identification and benchmarking in the next years of RP4.

In addition, France is continuously working on improving CDO implementation and FUA improvements.

--- Belgium ---

Upper airspace in Belgium (above FL245) is delegated to MUAC and is therefore out of scope for keyes.

--- MUAC contribution for D/B/NL---

[No contribution received]"



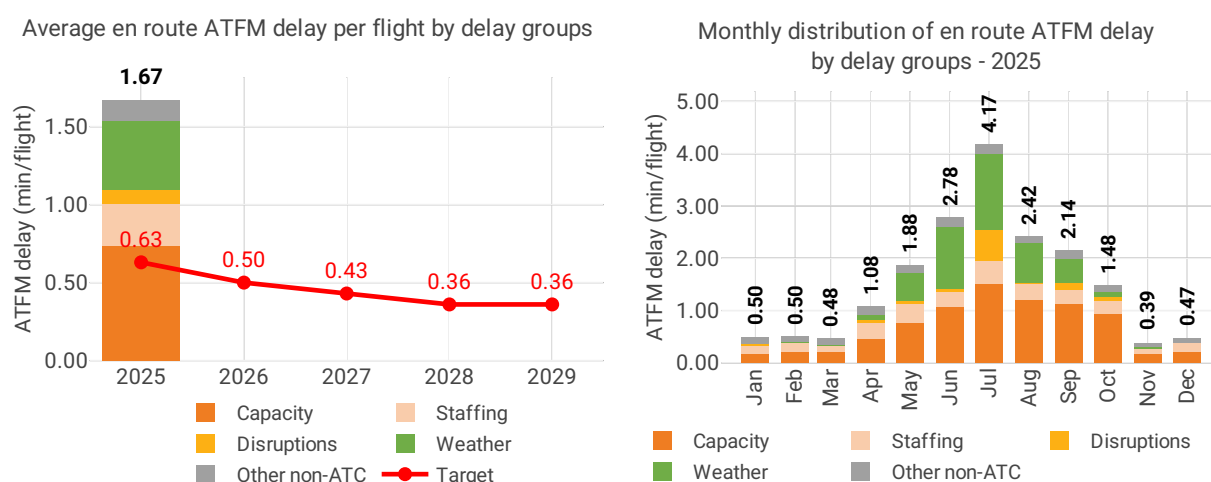
3 CAPACITY - FABEC

3.1 PRB monitoring

- FABEC registered 1.67 minutes of average en route ATFM delay per flight during 2025, thus not achieving the local target value of 0.63. Delays in FABEC decreased by -0.01 minutes per flight year-on-year.
- The shortfall is attributable to Germany and France; the other FABEC States (and MUAC) met their local target.
- Delays were highest in June, July and August, mostly driven by ATC capacity and weather.

3.2 En route performance

3.2.1 En route ATFM delay (KPI#1)



Focus on en route ATFM delay

En route ATFM delay

FABEC had 6,203k flights in 2025, an increase from the 5,982k flights in 2024.

ANSPs in FABEC applied en route ATFM regulations which created 10,283k minutes of delay for airspace users, compared to 9 827k minutes of delay in 2024.

- As part of the strategic traffic re-orientation programme (S25/NTDM) operated by the Network Manager, there were 139k minutes of en route ATFM delay reattributed to FABEC ANSPs from ANSPs outside FABEC; 51k minutes of delay originating in FABEC were re-attributed to other ANSPs outside FABEC.
- Under the auspices of the Route Network (RN) Scenarios during Capacity & Weather Based Operations between June and September 2025, an additional 13k minutes of en route ATFM delay were re-attributed to FABEC ANSPs – with 33k minutes of delay originating in FABEC, being re-attributed to other ANSPs outside FABEC.
- When the above, and further post-operations re-attributions (including airport to en-route and vice versa) are factored in, the total en route delay for FABEC ANSPs in 2025 was 10 346k minutes in 2025 compared to 10,069k minutes in 2024.



Regarding the reasons and circumstances resulting in the achieved level of actual performance of the en route ATFM delay per flight KPI, the NSAs report:

"In 2025, FABEC did not achieve its en route ATFM delay target, with an actual value of 1.67 min/flight against a target of 0.63 min/flight. The overrun was driven primarily by DSNA (+1.45 min against its breakdown value), with a significant contribution also from DFS (+0.56 min). The four remaining FABEC ANSPs — skeyes, LVNL, skyguide and MUAC — all achieved their respective breakdown targets.

DSNA:

For DSNA, the main source of delay was the Marseille area, due to the reasons capacity and staffing followed by weather delay and some industrial action; severe convective weather during the summer season resulted in sustained and repeated capacity reductions. Traffic demand continued to increase in 2025, further amplifying the impact of weather-driven disruptions. Reims and Brest ACCs also contributed to the under performance due traffic increase, structural capacity limits (Reims ACC) and to the impact of the preparation of the implementation of 4-FLIGHT (ATCO training at Brest ACC).

DFS:

For DFS, the performance shortfall was primarily driven by capacity reasons and adverse weather conditions (convective activity in summer, fog and winter precipitation) as well as isolated technical issues. Notwithstanding the missed target, DFS achieved a significant improvement compared to 2024, demonstrating for the second year in a row the continued effectiveness of the measures implemented in previous years, even against a backdrop of rising traffic and increased military airspace activity.

LVNL:

LVNL achieved the target in 2025, although performance was worse than in 2024. The main reasons were severe weather and special events. Re-routings associated with security measures for the NATO summit in June caused overdemand in adjacent centres, and the delay from their regulations was re-attributed to LVNL. Furthermore, severe thunderstorms in July and para-jumping events in August caused a decrease in sector capacity, and hence significant delays.

MUAC:

Historically, there has always been an overdemand in the MUAC Brussels sector group (except for the COVID years). This was also the case in 2025, but it was further exacerbated by the significant increase in the NL route charges. This led to AOs filing additional flights (on the East-West axis) via Belgium rather than via The Netherlands, which increased the already high demand. On top of this, there was also a shift of traffic on the North-South axis, avoiding The Netherlands and filing through Germany, to then enter the Brussels East sectors and continue down south (and vice versa). This caused an additional shift within the Brussels sectors from the Brussels West sectors to the Brussels East sectors, leading to an even higher concentration of traffic in the already saturated Brussels East sectors.



Additional summer measures were therefore implemented to steer demand to the extent possible, but options were limited due to the downstream effects of such measures. Also, given the performance outlook for MUAC for 2025 compared to the overall network performance, the necessity of some proposed measures was questionable in the context of overall network delay containment.

skyguide:

Skyguide achieved its target in 2025. In spite of observing traffic levels well above 2019 level (+8%) and above 2024 level (+3.6%), Skyguide could reduce its en-route ATFM delay by 38% compared to 2024.

skeyes : skeyes achieved the target set with a yearly performance of 0.08 minute per flight. This performance is similar to 2024 (0.08 min per flight), despite a 4.4% increase in traffic, demonstrating that skeyes has been able to demonstrate greater capacity."

Regarding the description of the adjustments to the capacity plan included in adopted performance plan, the NSAs report:

"---

DFS: For DFS, the NOP 2025-2029 did not identify capacity bottlenecks requiring plan adjustments.

For LVNL, the NOP 2025-2029 shows no bottleneck expected for Amsterdam ACC.

For skyguide, the NOP 2026 shows no bottleneck expected for LSAZACC or LSAGACC through 2026 and beyond.

For MUAC, while 2025 performance remained within target, current capacity levels may be insufficient beyond 2025 given continued traffic growth. Additional summer measures have been requested (sector rebalancing between Brussels and DECO sectors), and airspace solutions are under study for summer 2027 and beyond.

For DSNA, NOP 2025-2029 was revised just before Summer, reducing planned capacity for Summer 2025.

In addition, the evolution of the capacity situation in airspaces under DFS' control in 2026 has so far been rather positive. All measures with pending implementation remain in place under NOP 2026, apart from GAMS Project for EDMM, which was cancelled after a recent reassessment under current conditions did not predict the positive effects originally intended.

DSNA:

NOP 2026 shows that bottlenecks are identified and that DSNA ACCs have delays forecast higher than their reference values and identifies remedial measures that will have to be implemented. In addition, some new measures are under examination resulting from the recommendations of an audit run by Eurocontrol and requested by the French NSA regarding Marseille ACC 2025 bad performance. Identification of quick wins for Summer 2026 will be done and additional mid/long terms remedial measures may be identified and inserted in the future updated versions of RP4 yearly NOP or rolling NOP.



LVNL:

According to the Network Operations Plan (NOP) 2025-2029 no capacity bottlenecks were expected for Amsterdam ACC. Capacity can still be increased until the traffic demand reaches the 2019 levels. As such, it is consistent with the required performance and no adjustments are needed.

MUAC:

Given that the achieved performance for 2025 -while being within target for that year- would already not be sufficient to satisfy the 2026 and subsequent targets, and the fact that traffic will increase, additional (summer) measures have been requested. As in 2025, the aim is to achieve a more even distribution mainly between the Brussels and the DECO sectors of MUAC, thus relieving the Brussels sectors and making better use of the available capacity in DECO.

Further airspace solutions are currently under development or study, with target implementations for summer 2027 and beyond.

skyguide:

According to the latest Network Operations Plan (NOP 2026), no capacity bottleneck is expected, neither in LSAZACC nor in LSAGACC. The level of performance achieved in 2025 shows that, with the STATFOR traffic forecast baseline scenario, capacity should still be sufficient in 2026 and beyond.

skeyes : According to the latest Network Operations Plan (NOP 2026), no capacity bottleneck is expected for EBBUACC. The level of performance achieved in 2025 shows that capacity should be sufficient in 2026."

Regarding the identification and analysis by the NSA of the underlying reasons or circumstances having led to the performance target not being achieved, the NSAs report:

"According to the French NSA analysis, the main reason in 2025 for delays are linked to:

- capacity and staffing issues in a first in a context of growing traffic (all French ACC have recovered 2019 traffic levels already in 2024, with additional increase in 2025 : the 8 highest traffic days ever where reached between 26th June and 1st August 2025 in France, with a peak 18th July with 11 963 IFR flights) and additional volatility, weather delays still very high in 2025, impact of industrial action (mainly for two days of strikes : 3rd & 4th July 2025) even if limited by the benefits of the implementation since 2024 of a new law for ATC industrial action management (5% of 2025 all causes total delays);*

- In particular delays have been exceptionnally high at Marseille ACC due to the combined effects of capacity and staffing issues (lack of ATCOs), severe weather and industrial action impact during the Summer period, social tension resulting from the local implementation of the new social agreement signed in May 2024. The under performance has been particularly strong in the East area of Marseille ACC, leading to the launching by the French NSA of an audit run by Eurocontrol;*



- In addition Reims ACC the 2025 traffic increase since 2019 has been very high and the centre is also facing structural capacity issues: some Reims ACC elementary sectors are currently reaching their maximum capacity, which means that this has to be addressed not only with additional resources but through major structural changes (airspace redesign);

- It should also be noted that Brest ACC has also capacity and staffing issues due to the preparation of the implementation of the new ATM system 4-FLIGHT (training of ATCOs) and to the traffic increase.

Corrective and remedial measures were taken to address actual en route capacity underachievement, presented and discussed with the French NSA. The synthesis of these measures are presented below and detailed in a dedicated annex to this report (French capacity and environment remedial measures).

With regard to this 2025 underperformance, a financial penalty will be applied to DSNA and deducted from the 2027 cost base to reduce the 2027 en route unit rate. See the incentive section for the detailed calculation.

The German NSA concludes on DFS' performance in 2025:

With "Capacity" and "Staffing", both most prominent delay reasons directly attributable to the performance of the ANSP could be reduced in minutes by more than 30% and over 35% in minutes per flight. Despite this, DFS' en route capacity performance was not in line with the guideline value in all months of the year 2025. An increase of traffic and overall complexity during the summer months, the capacity targets got further out of reach. This represents not only the complexity of the airspaces under DFS' control, which is also intensified with increased military operations, but also shows that there are still relevant capacity issues to be solved. Those are addressed by the planned capacity measures as described in the performance plan, in the NOP and possible further measures which DFS is strongly encouraged to develop in cooperation with NM during the course of RP4, where the chance arises.

The mechanism for the monitoring of the capacity development and the implementation of the capacity measures of the RP4 performance plan is described in a dedicated annex to this report (Annex DE - Capacity - Monitoring of Performance and Capacity Measures (DFS))."

Regarding recommendations to the ANSP to rectify the situation, the NSAs report:

"French NSA:

A dedicated meeting has been organized with DSNA in order to gather both explanations and information about remedial measures already launched and identify potential additional measures that could be implemented by DSNA in 2026 and beyond to tackle non temporary capacity issues.

The following recommendations / course of actions have been discussed and agreed with DSNA:

- General remedial measures already identified, coordinated with the Network Manager and to be published in the NOP 2026-2029 for the 5 French ACC should be implemented as soon as possible;

- A set of specific remedial measures put in place by DSNA or already planned in 2025 to mitigate identified non temporary issues at the French ACCs have been presented and discussed with the French NSA and are listed in the table below and detailed in a dedicated annex to this report (French capacity and environment remedial measures): the French NSA will be kept



informed by DSNA of their timely implementation, of the expected benefit and of any potential issue in the implementation plan, and a follow-up meeting will be organized 2nd Semester 2026;

- An analysis of potential risks on 2026 and beyond underperformance has been carried over and required potential remedial measures to address such a situation have been discussed and will also be closely monitored : in particular, the French NSA has launched in July 2025 an audit, run by Eurocontrol, regarding Marseille ACC 2025 under performance : the recommendations figuring in the final report will be analysed by the FR NSA and DSNA will be asked to provide feedback on potential quick-wins (in particular for Summer 2026), feasibility, implementation timeline and potential extension to other DSNA ACCs.

A synthesis of all those remedial measures are presented below and detailed in the annex to this report already mentioned above.

German NSA:

DFS is recommended to timely continue the implementation of the planned capacity measures and to provide maximum transparency on the progress, while also to identifying possible temporary capacity shortfalls, expected to derive from the implementation of some measures."

Regarding remedial measures that have been / will be taken by the ANSP to rectify the situation, the NSAs report:

"DFS:

Development of a web based weather-phenomena presentation aligned with the needs of operational services, integrating trends and forecasts, to create a shared situational awareness across the U/ACC and to enhance both internal communication and communication with stakeholders.

LVNL: Target met — no remedial measures required.

MUAC: Target met — no remedial measures required

skyguide: Target met — no remedial measures required

DSNA:

Main remedial measures already identified and under implementation by DSNA to remedy the current capacity result from the implementation of the DSNA 2030 Strategy, the new social agreement signed in May 2024, the potential outcome of the audit launched in July 2025 by the French NSA on Marseille ACC 2025 underperformance run by Eurocontrol.

Those remedial measures mainly consist of:

- the implementation of new densified rostering schemes,*
- the finalization of the implementation of 4-FLIGHT, the new DSNA ATM system in the 2 remaining ACCs (Brest and Bordeaux),*



- changes in ATCO initial and continuing training, transfer of sector FL 115-195 from ACCs to APPs,
- implementation of the new social agreement (including massive ATCO recruitment plan),
- new pretactical processes to address meteorological adverse conditions and reduce MET delays,
- new law on industrial action management, implementation of dedicated systems providing nominative means of recording the presence of controllers on premises and at the CWP,
- major French upper airspace redesign, identification of measures resulting from the recommendations provided in the Eurocontrol audit report on Marseille ACC underperformance (including quick-wins for Summer 2026).

These measures are detailed in the dedicated annex attached to this report (French capacity and environment remedial measures).

skeyes : According to the latest Network Operations Plan (NOP 2026), no capacity bottleneck is expected for EBBUACC. The level of performance achieved in 2025 shows that capacity should be sufficient in 2026."

Regarding follow up of the remedial measures indicated in the previous monitoring report(s), the NSAs report:

"Regarding France and DSNA:

The French NSA is kept informed of any development related to the implementation of capacity and environment remedial and corrective measures. In particular:

- *A follow-up meeting has been organized by the French NSA with DSNA operational directorate in May 2025 to check the implementation of the previous remedial measures;*
- *The French NSA has been invited to the yearly DSNA strategic users' consultation meetings held in 2025 (2) and in May 2026 which include an update on all strategic and operational measures taken by DSNA to improve capacity and environment performances, prepare Summer season and on the investment program;*
- *The French NSA is also involved in the capacity planning process run by the Network Manager together with DSNA during Winter 2025/2026 in order to prepare the updated 2026-2029 European Network Operations Plan;*
- *According to the French NSA review, all remedial measures indicated in the previous monitoring report have been implemented or are under implementation for mid/long terms ones. In addition, an additional action has been decided during Summer 2025 by the French NSA to launch an audit (run by Eurocontrol) on 2025 Marseille ACC underperformance.*

Regarding Germany, in especially DFS:

Capacity development and implementation of remedial measures are monitored by the NSA via regular updates provided by DFS. The implementation of all measures established last year will continue, some of which are part of the measures of the RP4 performance plan.

- *Cooperation with NM - eNM26 (network summer distribution measures to relieve EDUU)*



- *Continued use of extra shifts (The labour agreement provides flexibility to make more extensive use of incentivised extra ATCO shifts, especially while the training of additional ATCOs is still ongoing.)*
- *ATCO training capacity is being increased (new ATCO Training at maximum level for EDWW and EDUU and training on high level for EDMM and EDGG)*
- *Flight Plan adherence in order to improve predictability*
- *Continuous development and implementation of airspace redesign and adaption of procedures*
- *Support of network weather procedures and implementation of additional local weather-related activities, such as local tactical weather briefings at EDUU developed in 2025, which will be further enhanced."*

