

Performance Review Board

Monitoring Report

Finland - 2025



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1 OVERVIEW

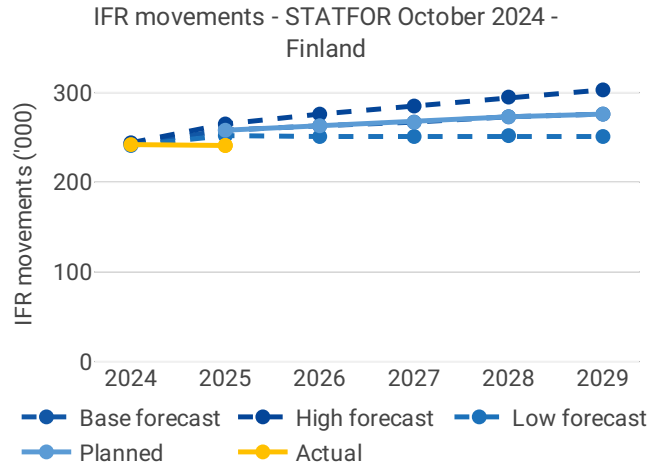
1.1 Contextual information

This document is based on the version of the Annual Monitoring Report file submitted by the state on 2026-08-27 (FI12067_Finland_prefilled AMR 2025_corr.27.8.2026.xlsx) and the accompanying submission of en route and terminal (if applicable) reporting tables.

National performance plan adopted following Commission Decision (EU) 2025/1064 of 19 May 2025

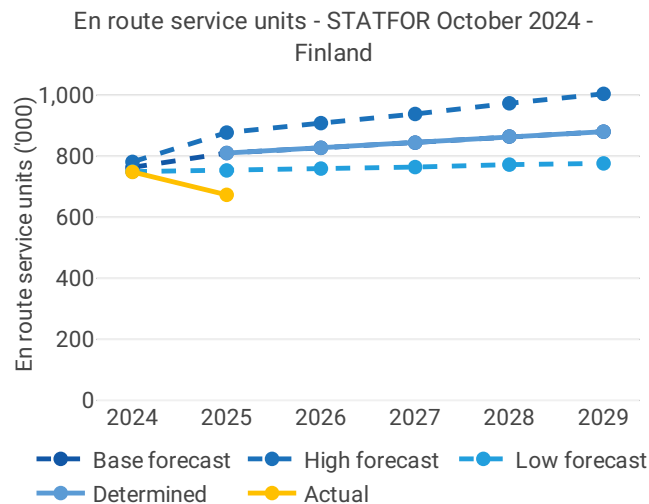
List of ACCs 1 Helsinki ACC	Exchange rate (1 EUR=) 2022: 1 EUR 2025: 1 EUR	Main ANSP • Fintraffic ANS
No of airports in the scope of the performance plan: • ≥80'K 1 • <80'K 0	Share of Union-wide: • traffic (TSUs) 2025 0.5% • en route costs 2025 0.6%	Other ANSPs -
	Share en route / terminal costs 2025 73% / 27%	MET Providers • Finnish Meteorological Institute (FMI)
	En route charging zone(s) Finland	
	Terminal charging zone(s) Finland	

1.2 Traffic (En route traffic zone)



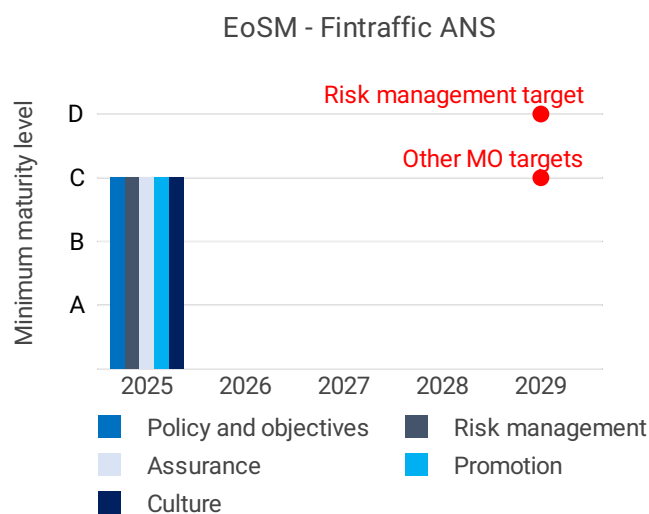
- Finland recorded 241K actual IFR movements in 2025, -0.5% compared to 2024 (242K).
- Actual 2025 IFR movements were -6.9% below the plan (258K).
- Actual 2025 IFR movements were -15.6% below the actual 2019 level (285K).





- Finland recorded 674K actual service units in 2025, -10.0% compared to 2024 (749K).
- Actual 2025 service units were -16.9% below the plan (811K).
- Actual 2025 service units are -33.3% below the actual 2019 level (1,011K).

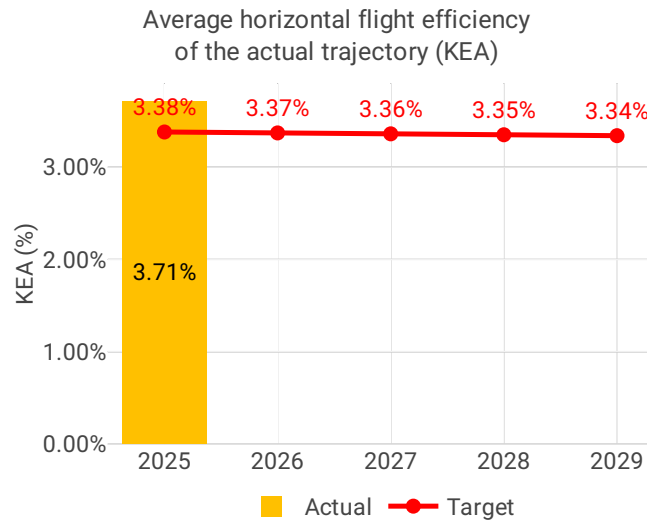
1.3 Safety (Main ANSP)



- In 2025, Fintraffic ANS achieved the planned maturity levels set out in its performance plan for all five components of the EoSM.
- The rate of runway incursions (RI) was 3.80 at airport level, which was higher than the Union-wide average.
- The rate of RIs with ANS contribution was 1.27, which was higher than the Union-wide average. The rate of RIs has increased compared to 2024 at both levels.
- The rate of separation minima infringements (SMIs) at State level was 11.33, and at ANSP level 3.78, with the former indicator above the Union-wide average while the latter below. The rate of SMIs has increased compared to 2024 at both levels.



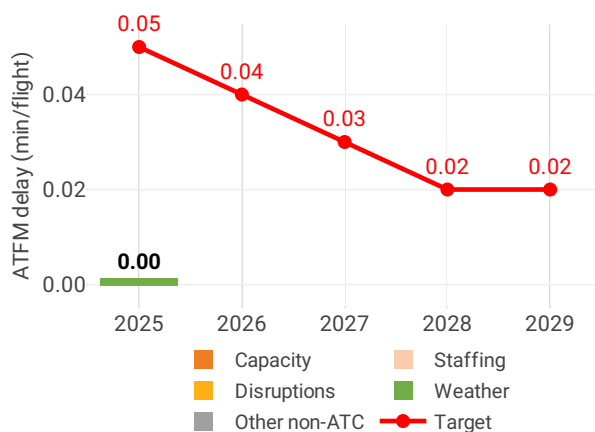
1.4 Environment (Member State)



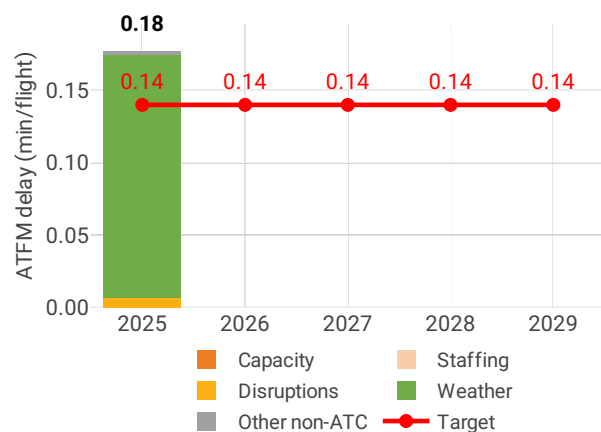
- Finland registered a KEA performance of 3.71%. Their target of 3.38% was not achieved and Finland did not contribute positively to Union-wide performance. The NSA states the main reason for not meeting the target was because of airspace closures caused by Russia's war of aggression against Ukraine, which has shifted traffic flows from Russia to Kaliningrad.
- KEP and KES degraded in comparison with 2024 showing that Finland's environmental performance deteriorated in 2025.
- The average time in level flight during descent degraded marginally, and during climb improved compared to 2024.
- VFE of the actual trajectory was at 68.21%, which was worse than the Union-wide average.
- Additional taxi-out time was 3.23 min/flight which improved compared to 2024, and additional taxi-in time was 1.07 min/flight which also improved compared to 2024.
- Additional time in the arrival sequencing and metering area was 2.61 min/flight, which degraded marginally compared to 2024.

1.5 Capacity (Member State)

Average en route ATFM delay per flight by delay groups

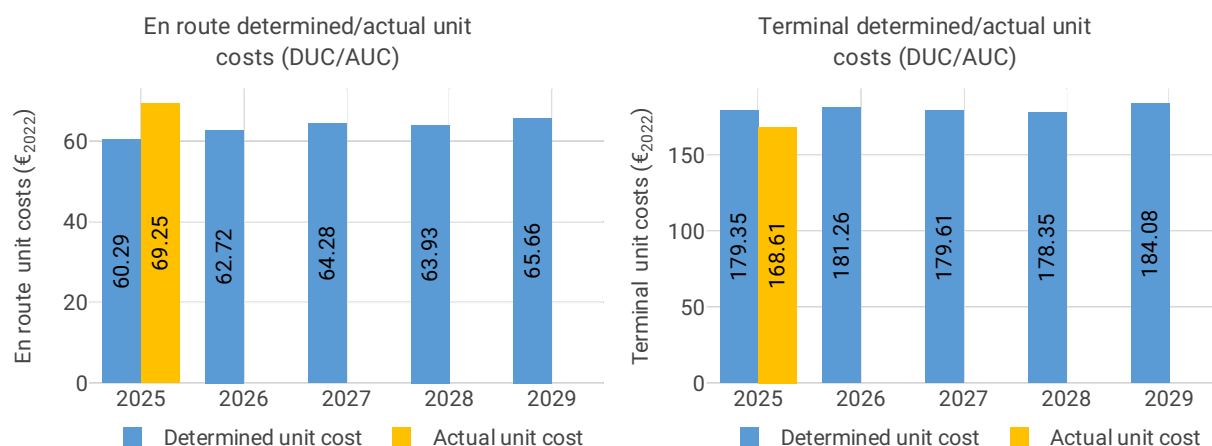


Average arrival ATFM delay per flight by delay groups



- Finland registered 0 minutes of average en route ATFM delay per flight during 2025, which remained 0 after the post-ops adjustment process, thus achieving the local target value of 0.05. Delays in Finland remained stable year-on-year.
- The number of ATCOs in OPS was 38 being below the 2025 plan in Helsinki ACC by -1 FTE.
- The yearly total of sector opening hours in Helsinki ACC was 10,684, similar to 2024.
- Helsinki ACC registered 15.85 IFR movements per sector opening hour in 2025. This ratio fell by -27% compared to 2024, partly because of the reduction in the IFR movements.
- Finland registered an average airport arrival ATFM delay of 0.18 minutes per flight in 2025, thus not achieving the local target of 0.14 minutes. Compared to 2024, average arrival ATFM delays in Finland were -0.58 minutes per flight lower in 2025.
- The main driver of delays was weather, accounting for 0.17 of the total delays.

1.6 Cost-efficiency (En route/Terminal charging zone(s))



- The en route 2025 actual unit cost of Finland was 69.25€2022, +14.9% higher than the determined unit cost (60.29€2022). The terminal 2025 actual unit cost was 168.61€2022, -6.0% lower than the determined unit cost (179.35€2022).
- The en route 2025 actual service units (0.7M) were -16.9% lower than the determined service units (0.8M).
- The en route 2025 actual total costs were -2.2M€2022 (-4.5%) lower than determined with all cost categories registering lower-than-planned costs, except cost of capital. This is mainly due to lower staff costs for Fintraffic ANS (-1.4M€2022, or -6.4%). According to the NSA, this was due to lower than planned personnel fund contributions and performance bonuses, as well as lower staff numbers and smaller salary increases than expected.
- Fintraffic ANS spent 6.7M€2022 in 2025 related to costs of investments for both en route and terminal charging zones, -14.9% less than determined (7.9M€2022). According to the NSA, this reduction is mainly attributable to delays in investments, due to limited internal resources and system suppliers constraints.



- The en route actual unit cost incurred by users in 2025 was 69.75€ (+9.2% above the 2025 DUC), while the terminal actual unit cost incurred by users was 182.98€ (-5.0% below the 2025 DUC). The difference between the AUCU and the DUC for the en route charging zone is driven by the traffic adjustments, while for the terminal charging zone it is mainly driven by pension costs in cost exempt from cost sharing.

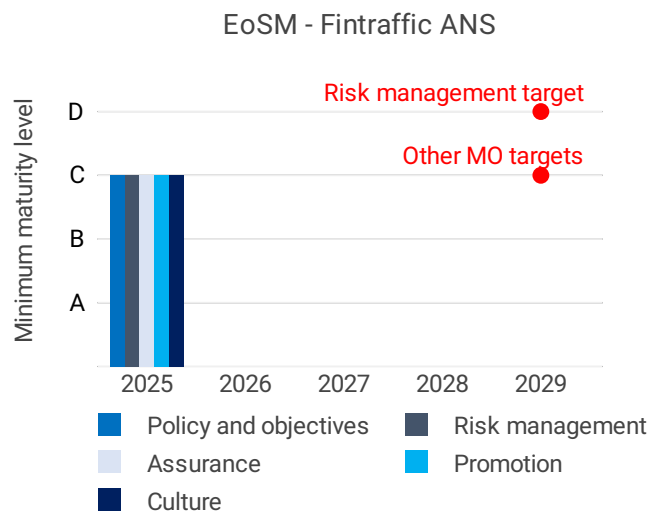


2 SAFETY - FINLAND

2.1 PRB monitoring

- In 2025, Fintraffic ANS achieved the planned maturity levels set out in its performance plan for all five components of the EoSM.
- The rate of runway incursions (RI) was 3.80 at airport level, which was higher than the Union-wide average.
- The rate of RIs with ANS contribution was 1.27, which was higher than the Union-wide average. The rate of RIs has increased compared to 2024 at both levels.
- The rate of separation minima infringements (SMIs) at State level was 11.33, and at ANSP level 3.78, with the former indicator above the Union-wide average while the latter below. The rate of SMIs has increased compared to 2024 at both levels.

2.2 Effectiveness of Safety Management (EoSM) (KPI#1)



Focus on EoSM

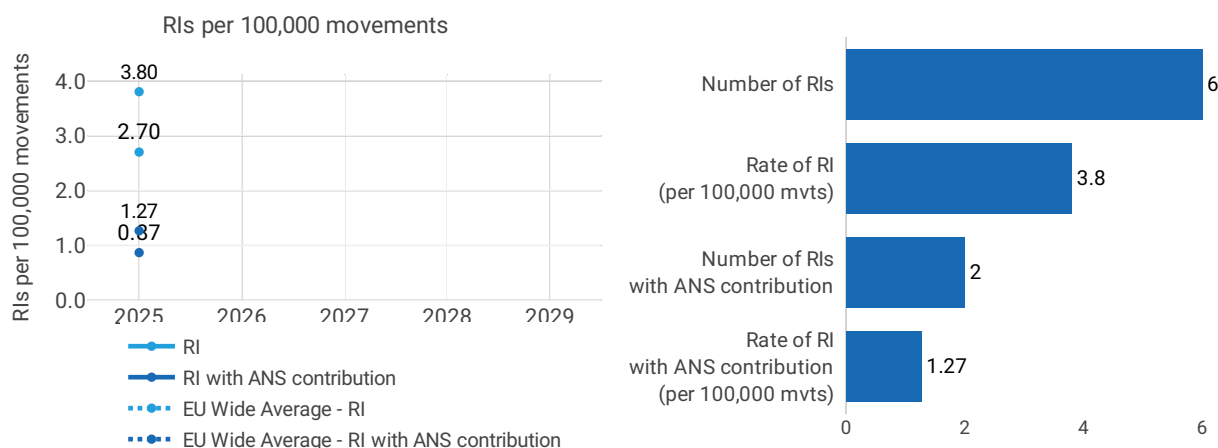
In 2025, Fintraffic ANS achieved the planned maturity levels set out in its performance plan for all five components of the EoSM.

Finland did not list any measures put in place to achieve the planned levels.



2.3 Safety occurrences

2.3.1 Rate of runway incursions (RIs) (PI#1) and Rate of runway incursion with ANS contribution (PI#3)



Rate of RIs per 100,000 airport movements - Finland

#	Airport name	APT movements	Number of RI	Rate RI per 100,000	Number of RI with ANS contribution	Rate RI per 100,000 with ANS contribution
1	Helsinki - Vantaa	157,782	6	3.80	2	1.27

Focus on runway incursions

Finland reported 6 runway incursions (RI) at Helsinki airport during 2025. When comparing the RIs at airport level to Union-wide level, Finland was higher than Union-wide average (3.80 vs 2.70).

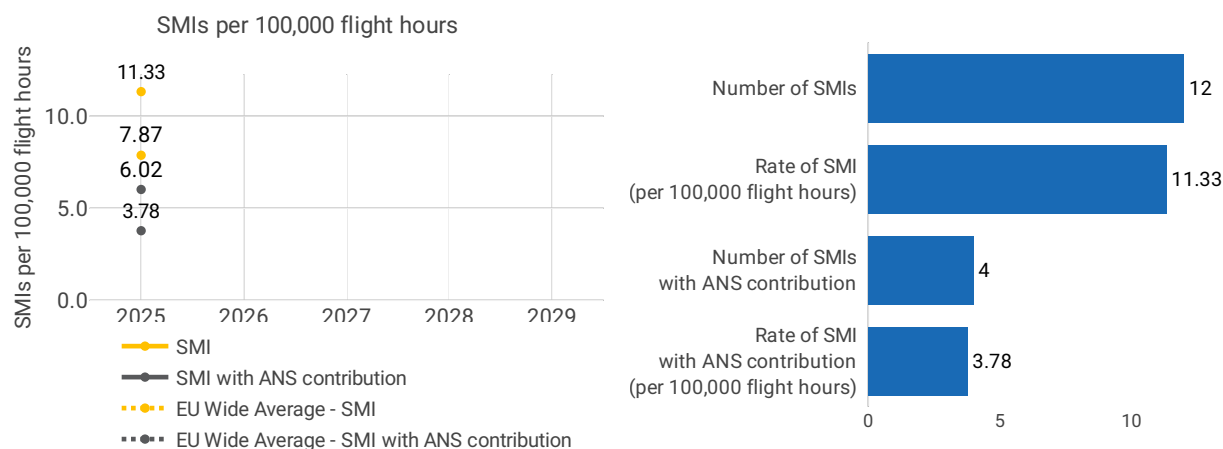
Finland reported 2 runway incursions with ANS contribution. When comparing airport level with ANS contribution to the Union-wide level, Finland was slightly higher than Union-wide average (1.27 vs 0.87).

The rate of runway incursions has increased compared to 2024 at both airport level (3.80 vs 1.96) and ANS contribution-level (1.27 vs 0.65).

Finland notes in the monitoring report that the NSA started using ERCS risk classification at full scale from the beginning of 2025, which has led to increase in both RI and SMI compared to previous years, however also noting that the actual safety situation has remained unchanged.



2.3.2 Rate of separation minima infringements (SMIs) (PI#2) and Rate of separation minima infringements with ANS contribution (PI#4)



Rate of SMI with ANS contribution per 100,000 flight hours

#	ANSP	Flight hours					Number of SMIs with ANS contribution				
		2025	2026	2027	2028	2029	2025	2026	2027	2028	2029
1	Fintraffic ANS	105,928	NA	NA	NA	NA	4	NA	NA	NA	NA

#	ANSP	Rate of SMI with ANS contribution per 100,000 flight hours					% variation in rate of SMIs				
		2025	2026	2027	2028	2029	2025	2026	2027	2028	2029
1	Fintraffic ANS	4	NA	NA	NA	NA					

Focus on separation minima

At State level, Finland reported 12 separation minima infringements (SMI) in their airspace during 2025. The rate of separation minima infringements was higher than Union-wide average (11.33 vs 7.87). At ANSP level, Finland reported 4 SMIs with ANS contribution. The rate of separation minima infringements at ANSP level was lower than the Union-wide average (3.78 vs 6.02).

When comparing to 2024, the rate of separation minima infringements has increased at both State level (11.33 vs 2.78) and at ANSP level (3.78 vs 1.89).

Finland notes in the monitoring report that the NSA started using ERCS risk classification at full scale from the beginning of 2025, which has led to increase in both RI and SMI compared to previous years, however also noting that the actual safety situation has remained unchanged.



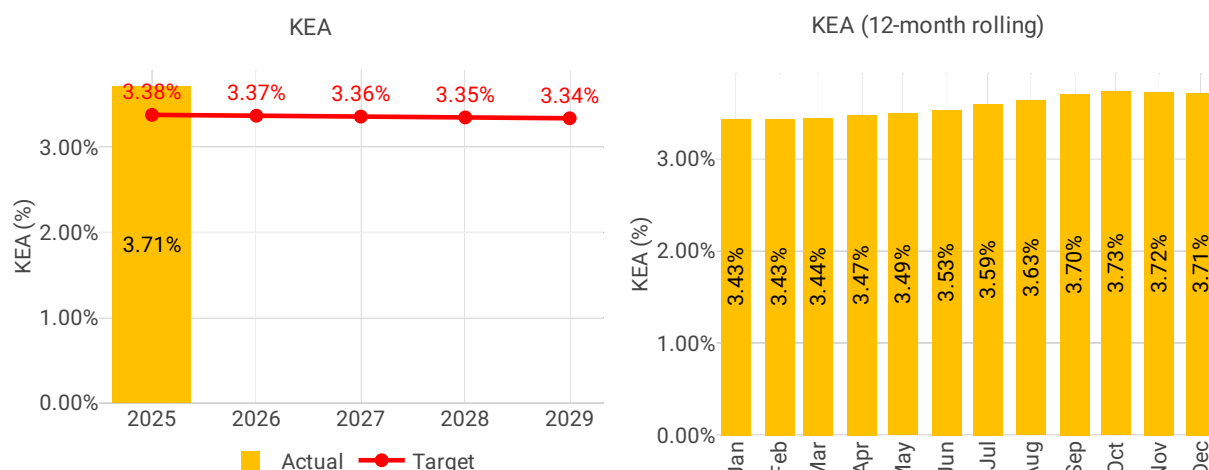
3 ENVIRONMENT - FINLAND

3.1 PRB monitoring

- Finland registered a KEA performance of 3.71%. Their target of 3.38% was not achieved and Finland did not contribute positively to Union-wide performance. The NSA states the main reason for not meeting the target was because of airspace closures caused by Russia's war of aggression against Ukraine, which has shifted traffic flows from Russia to Kaliningrad.
- KEP and KES degraded in comparison with 2024 showing that Finland's environmental performance deteriorated in 2025.
- The average time in level flight during descent degraded marginally, and during climb improved compared to 2024.
- VFE of the actual trajectory was at 68.21%, which was worse than the Union-wide average.
- Additional taxi-out time was 3.23 min/flight which improved compared to 2024, and additional taxi-in time was 1.07 min/flight which also improved compared to 2024.
- Additional time in the arrival sequencing and metering area was 2.61 min/flight, which degraded marginally compared to 2024.

3.2 En route performance

3.2.1 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

The absolute value of the indicator has been slightly degrading over the last three years. For KEA, it went from 3.39% in 2023 to 3.41% in 2024 to 3.71% in 2025. For the corrected KEA, it went from 1.53% in 2023 to 1.60% in 2024 to 1.69% in 2025. This places Finland in the bottom of the third quartile in terms of KEA (18th in 2023 and 2024, 21st in 2025), but in the top of the second quartile in terms of KEA corrected (8th in 2023 and 2024, 9th in 2025).

In terms of overall contribution to the total additional distance, which is 0.60% in 2025, corresponding to the 4th lowest.

Regarding the assessment of the achieved level of actual performance in the environment KPA, the NSA reports: *"Finland has implemented Free Route Airspace together with neighboring countries (NEFAB + DK-SE FAB) and the overflying traffic can select their preferred routing in the Finnish airspace."*

The performance in 2025 was slightly above the target set in the NOP, resulting to actual value of 3,71 %. This has been caused mainly because of the airspace closures due to the Russia's war against Ukraine.

The airspace closures have shifted the traffic flows from Russia to Kaliningrad, and these flights have to use the narrow international airspace corridor between Finland and Estonia, and can not use the direct routing that has been used before the war."



Regarding the identification and analysis by the NSA of the underlying reasons or circumstances having led to the performance target not being achieved, the NSA reports: *"The airspace closures have shifted the traffic flows from Russia to Kaliningrad, and these flights have to use the narrow international airspace corridor between Finland and Estonia, and can not use the direct routing that has been used before the war."*

KEP

Regarding initiatives implemented or planned that will improve this PI and how does the NSA intend on monitoring their effectiveness on performance, the NSA reports: *"Free Route Airspace implemented together with NEFAB and DK-SE FAB states. The airline may choose their preferred routing over the shortest depending on the jet streams, so it may not always be the shortest by distance."*

Airspace closures have caused lot of problems when airlines can't fly the shortest route towards Asia/Japan and have to fly around those airspaces that are closed."

KES

Regarding initiatives implemented or planned that will improve this PI and how does the NSA intend on monitoring their effectiveness on performance, the NSA reports: *"Free Route Airspace implemented together with NEFAB and DK-SE FAB states. The airline may choose their preferred routing over the shortest depending on the jet streams, so it may not always be the shortest by distance."*

Airspace closures have caused lot of problems when airlines can't fly the shortest route towards Asia/Japan and have to fly around those airspaces that are closed. The airspace closures have shifted the traffic flows from Russia to Kaliningrad, and these flights have to use the narrow international airspace corridor between Finland and Estonia, and can not use the direct routing that has been used before the war."

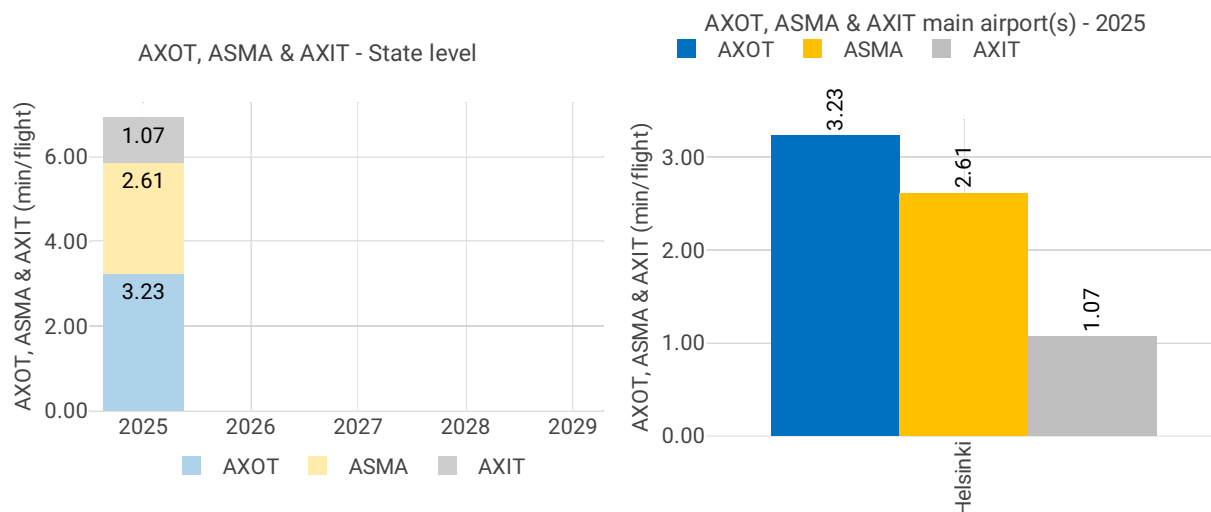
Vertical flight efficiency

No comment provided.



3.3 Terminal performance

3.3.1 Additional taxi-out time (AXOT) (PI#4), Additional taxi-in time (AXIT) (PI#5) & Arrival Sequencing and Metering Area (ASMA) time (PI#6)



Airport level															
	Additional taxi-out time (PI#4)					Additional ASMA time (PI#6)					Additional taxi-in time (PI#5)				
Airport	2025	2026	2027	2028	2029	2025	2026	2027	2028	2029	2025	2026	2027	2028	2029
Helsinki	3.23	NA	NA	NA	NA	2.61	NA	NA	NA	NA	1.07	NA	NA	NA	NA

Focus on AXOT, AXIT & ASMA

AXOT

The additional time in 2025 decreased to 3.23 min/dep, 16% lower than the 2024 value – last year of RP3 – of 3.86 min/dep (*using the new methodology*).

The average for RP4 airports subject to monitoring of this indicator across Member States in 2025 was 3.61 min/dep.

Regarding initiatives implemented or planned that will improve this PI and how does the NSA intend on monitoring their effectiveness on performance, the NSA reports: *“No new initiatives or planned initiatives for additional taxi-out time PI. Additional taxi-out time is following the same pattern as in previous years. Additional taxi-out time is usually higher in the winter months due to winter maintenance and de-icing procedures.”*

AXIT

The additional time in 2025 was equal to 1.07 min/arr.

The average for RP4 airports subject to monitoring of this indicator across Member States in 2025 was 1.71 min/arr.

Regarding initiatives implemented or planned that will improve this PI and how does the NSA intend on monitoring their effectiveness on performance, the NSA reports: *“Additional taxi-in time is usually higher in the winter months due to runways, taxiways and apron winter conditions.”*



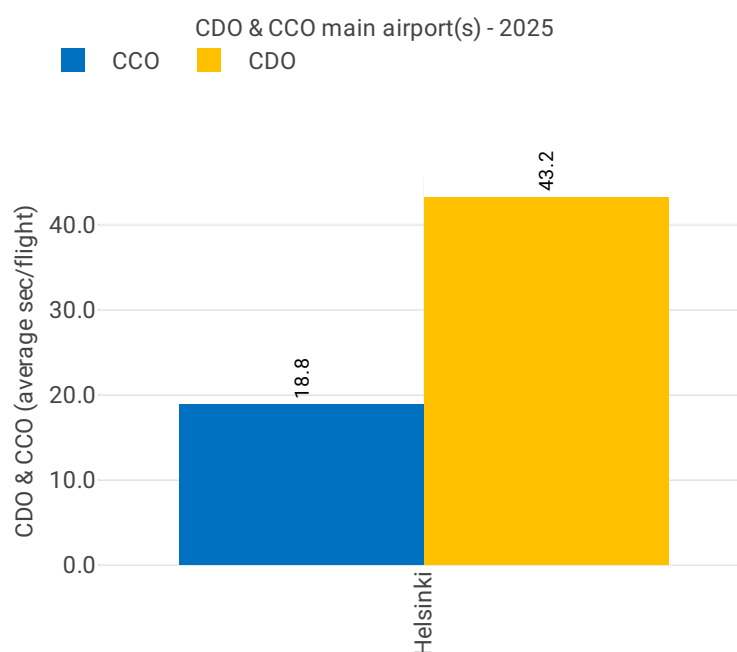
ASMA

The additional time in 2025 resulted in 2.61 min/arr, very close to the 2024 value – last year of RP3 – of 2.53 min/arr (*using the new methodology*).

The average for RP4 airports subject to monitoring of this indicator across Member States in 2025 was 2.98 min/arr.

Regarding initiatives implemented or planned that will improve this PI and how does the NSA intend on monitoring their effectiveness on performance, the NSA reports: “*The airspace structure change project for 2027 is underway.*”

3.3.2 Vertical flight efficiency of the descent (PI#7) and of the climb (PI#8)



Focus on vertical flight efficiency of the descent and of the climb

Vertical flight efficiency of the descent

Compared to the overall RP4 average value (149.2 seconds per flight), average times flown level during descent are 106 seconds per flight lower in Finland. Helsinki (EFHK) has an average time flown level of 43.2 seconds per flight during descent.

Regarding initiatives implemented or planned that will improve this PI and how does the NSA intend on monitoring their effectiveness on performance, the NSA reports: “*Goal to improve CDO percentage with TMA structure changes as part of major airspace structure change project in 2027. CDO might not always be the optimum approach based on flights' operational decisions.*”

Vertical flight efficiency of the climb

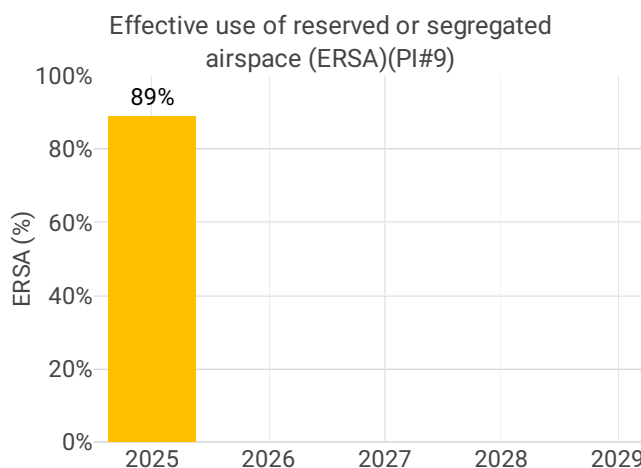
Compared to the overall RP4 average value (34.8 seconds per flight), average times flown level during climb are 16 seconds per flight lower in Finland. Helsinki (EFHK) has an average time flown level of 18.8 seconds per flight during climb.



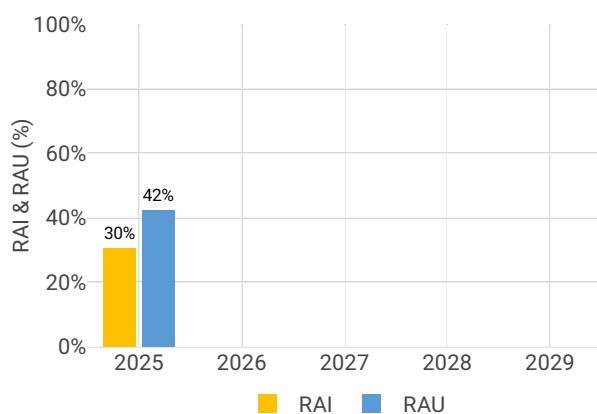
Regarding initiatives implemented or planned that will improve this PI and how does the NSA intend on monitoring their effectiveness on performance, the NSA reports: *“The airspace structure change project for 2027 is underway.”*

Airport level										
	Avg. duration in climb (PI#8)					Avg. duration in descent (PI#7)				
Airport	2025	2026	2027	2028	2029	2025	2026	2027	2028	2029
Helsinki	18.8	NA	NA	NA	NA	43.2	NA	NA	NA	NA

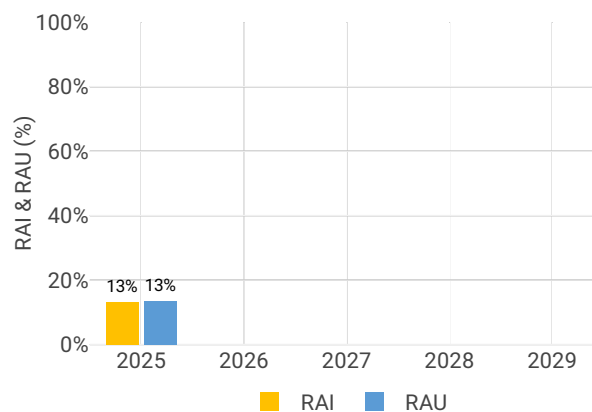
3.4 Civil-Military dimension



RAI & RAU via available conditional routes (PIs#10 & 11)



RAI & RAU via available restricted and segregated airspace (PIs#10 & 11)



Focus on Civil-Military dimension

Effective use of reserved or segregated local airspace

FINLAND reports a ratio of **82%**

- Total number of hours allocated & notified to NM: **66,969**
- Total number of hours used: **55,239**



Regarding initiatives implemented or planned that will improve this PI and how does the NSA intend on monitoring their effectiveness on performance, the NSA reports: *"In line with previous years."*

Rate of planning via available airspace structures

FINLAND reports that:

- The ratio of planning via available airspace structures is **13.32%** (via available restricted and segregated airspaces)
- The ratio of planning via available airspace structures is **30.45%** (via available conditional routes – CDR)

Comment

Finland does not have this data, data provided by NM

Regarding initiatives implemented or planned that will improve this PI and how does the NSA intend on monitoring their effectiveness on performance, the NSA reports: *"The fields to be completed for the indicator have changed since RP3. The service provider was unable to obtain the data before June. The ratio figures have been sourced from <https://www.sesperformance.eu/dataportal/vis/>."*

Comment to PRB: It would be preferable for these data to be pre-filled and then verified by the NSA."

Rate of using available airspace structures

FINLAND reports that:

- The ratio of the use of the available airspace structures is **13.48%** (via available restricted and segregated airspaces)
- The ratio of the use of the available airspace structure is **42.26%** (via available conditional routes – CDR)

Comment

Finland does not have this data, data provided by NM

Regarding initiatives implemented or planned that will improve this PI and how does the NSA intend on monitoring their effectiveness on performance, the NSA reports: *"The fields to be completed for the indicator have changed since RP3. The service provider was unable to obtain the data before June. The ratio figures have been sourced from <https://www.sesperformance.eu/dataportal/vis/>."*

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4 CAPACITY - FINLAND

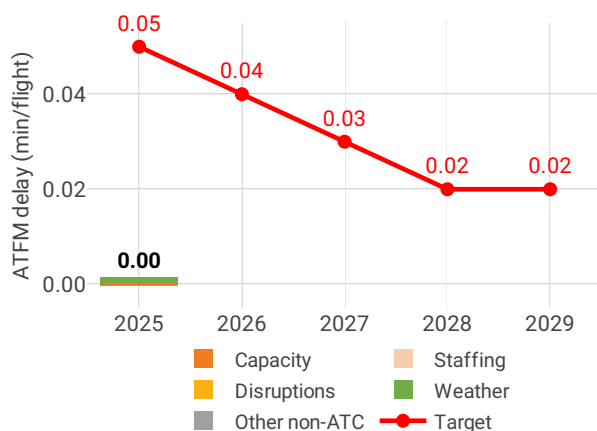
4.1 PRB monitoring

- Finland registered 0 minutes of average en route ATFM delay per flight during 2025, which remained 0 after the post-ops adjustment process, thus achieving the local target value of 0.05. Delays in Finland remained stable year-on-year.
- The number of ATCOs in OPS was 38 being below the 2025 plan in Helsinki ACC by -1 FTE.
- The yearly total of sector opening hours in Helsinki ACC was 10,684, similar to 2024.
- Helsinki ACC registered 15.85 IFR movements per sector opening hour in 2025. This ratio fell by -27% compared to 2024, partly because of the reduction in the IFR movements.
- Finland registered an average airport arrival ATFM delay of 0.18 minutes per flight in 2025, thus not achieving the local target of 0.14 minutes. Compared to 2024, average arrival ATFM delays in Finland were -0.58 minutes per flight lower in 2025.
- The main driver of delays was weather, accounting for 0.17 of the total delays.

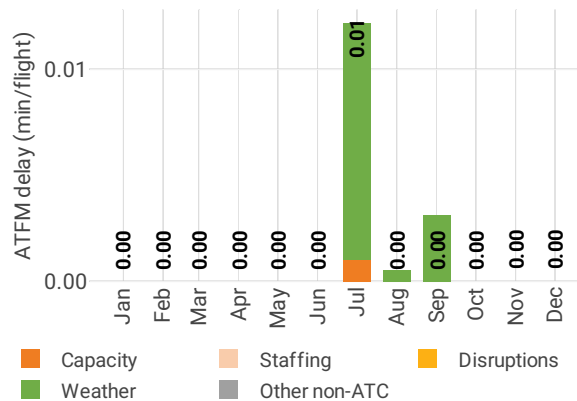
4.2 En route performance

4.2.1 En route ATFM delay (KPI#1)

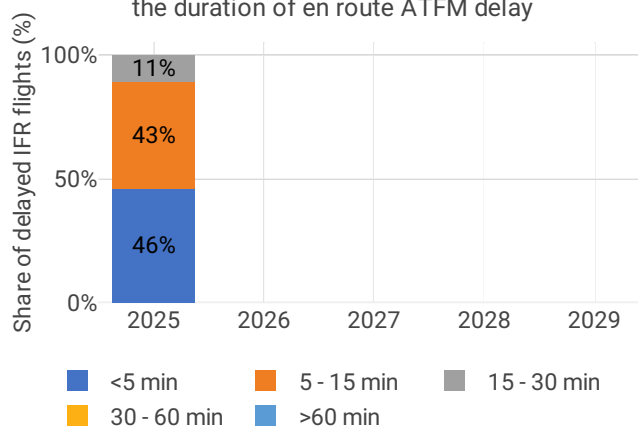
Average en route ATFM delay per flight by delay groups



Monthly distribution of en route ATFM delay by delay groups - 2025



Distribution of delayed IFR flights per the duration of en route ATFM delay



Focus on en route ATFM delay

En route ATFM delay

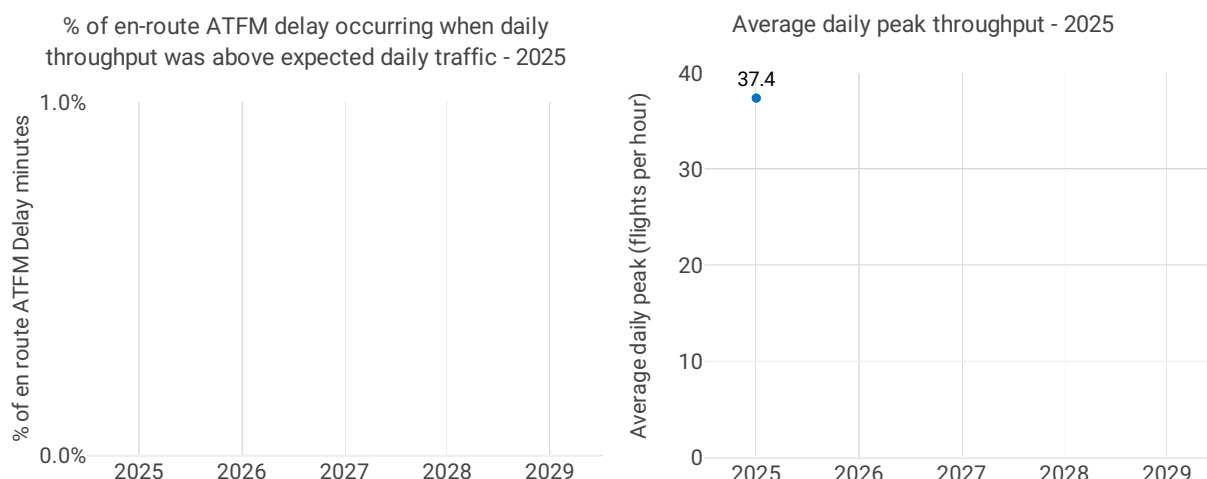
- Finland had 241k flights in 2025, slightly fewer than the 242k flights in 2024.
- Fintraffic ANS applied en route ATFM regulations resulting in negligible delay (<1k).

Regarding the reasons and circumstances resulting in the achieved level of actual performance of the en route ATFM delay per flight KPI, the NSA reports: *“En-route ATFM delay will remain low as the capacity is delivered due to user demand.”*

En route capacity incentive scheme

The en route capacity incentive scheme described in the Finland performance plan does not foresee any possibility of a bonus. Therefore, even though Fintraffic ANS surpassed the required level of en route capacity performance, no financial bonus is applicable.

4.2.2 En route performance indicators at ACC level (PI#4-5)



Focus en route performance indicators at ACC level

Percentage of total en route ATFM delay that occurred on days when the daily throughput was above the expected daily traffic

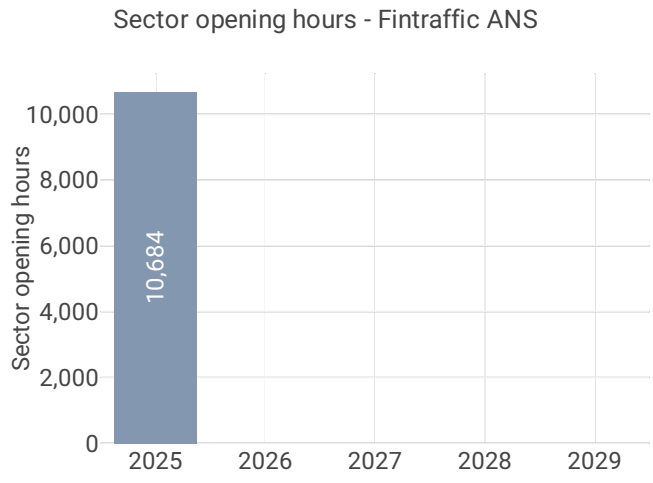
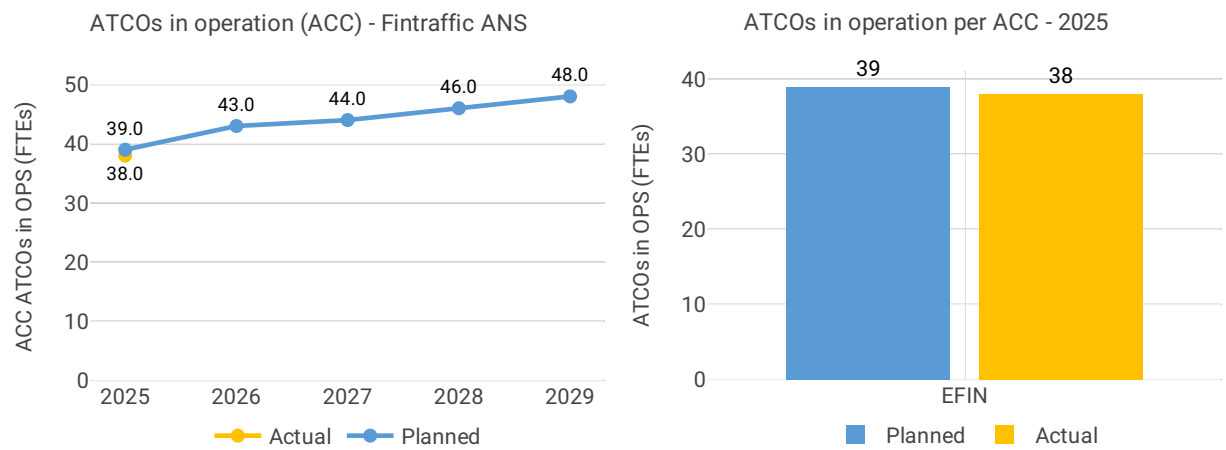
No comment provided.

Annual weighted average of the daily peak throughput

No comment provided.



4.2.3 Other en route information

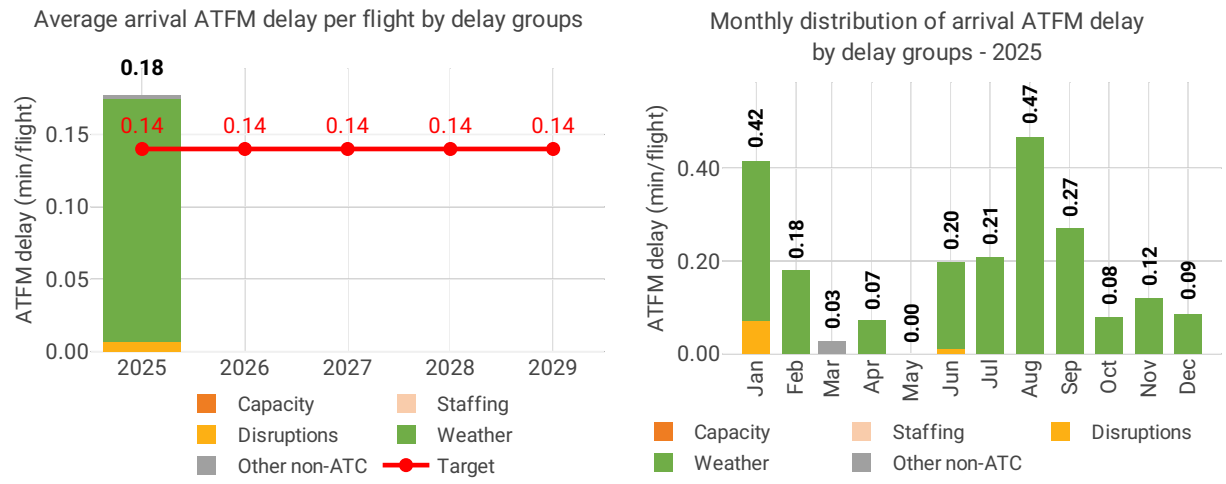


Focus on other en route information

No comment provided.

4.3 Terminal performance

4.3.1 Arrival ATFM delay (KPI#2)



Focus on arrival ATFM delay

Arrival ATFM delay

Average ATFM arrival delay in Finland was 0.18 min/arr in 2025, the first year of RP4. The performance has improved compared to 2024, last year of RP3, when the runway renovation in Helsinki during the summer led to a value of 0.76 min/arr, higher than usual for the airport.

The average for RP4 airports subject to monitoring of ATFM Arrival delay across Member States in 2025 was 0.97 min/arr.

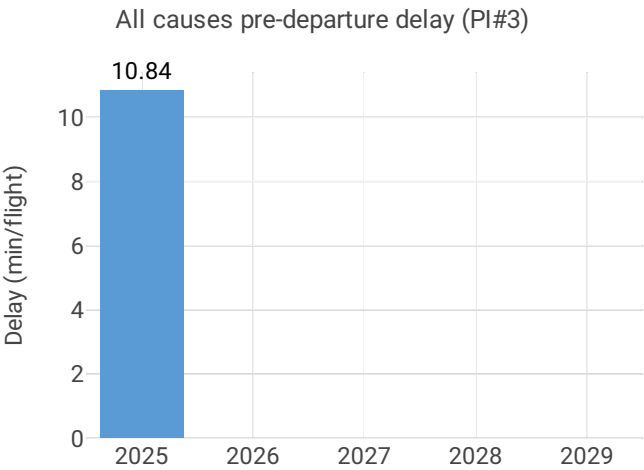
Regarding the identification and analysis by the NSA of the underlying reasons or circumstances having led to the performance target not being achieved, the NSA reports: “Main reason to delays was weather (0,17). Weather delays were not predicted this high level.”

Regarding remedial measures that have been / will be taken by the ANSP to rectify the situation, the NSA reports: “The airspace structure change project for 2027 is underway.”

Terminal capacity incentive scheme

In the first year of RP4, with an ATFM arrival delay of 0.18 min/arr, Finland did not achieve the national target of 0.14 min/arr. However, the pivot value for incentives (0.010 min/arr) is limited to CRSTMP delay causes. As CRSTMP delay of 0.008 min/arr falls within the dead-band for the incentive scheme, no bonus or penalty applies.

4.3.2 Other terminal performance indicators (PI#1-3)



Airport level										
Airport name	Avg arrival ATFM delay (KPI#2)					Slot adherence (PI#1)				
	2025	2026	2027	2028	2029	2025	2026	2027	2028	2029
Helsinki	0.18	NA	NA	NA	NA	97%	NA	NA	NA	NA

Airport name	ATC pre departure delay (PI#2)					All causes pre departure delay (PI#3)				
	2025	2026	2027	2028	2029	2025	2026	2027	2028	2029
Helsinki	0.15	NA	NA	NA	NA	10.8	NA	NA	NA	NA



Focus on other terminal performance indicators

ATFM slot adherence

ATFM slot adherence in 2025 increased to 97.0%, above the 2024 value – last year of RP3 – of 95.5%. With regard to the 3.0% of flights that did not adhere, 0.5% were early and 2.5% were late.

The average for RP4 airports subject to monitoring of ATFM slot adherence across Member States in 2025 was 96.3%.

As background information on actual performance, the NSA reports: *“Adherence slightly improved from previous years.”*

ATC pre-departure delay

The delay in 2025 decreased to 0.15 min/dep, lower than the value of 2024 – last year of RP3 – of 0.22 min/dep.

The average for RP4 airports subject to monitoring of ATC pre-departure delay across Member States and for which enough data is available in 2025 was 0.74 min/dep.

As background information on actual performance, the NSA reports: *“In line with previous years average.”*

All causes pre-departure delay

The delay in 2025 decreased to 10.84 min/dep, lower than the value of 2024 – last year of RP3 – of 12.82 min/dep, a reduction of 15%.

The average for RP4 airports subject to monitoring of all causes pre-departure delay across Member States in 2025 was 16.47 min/dep.

As background information on actual performance, the NSA reports: *“In line with previous years average.”*



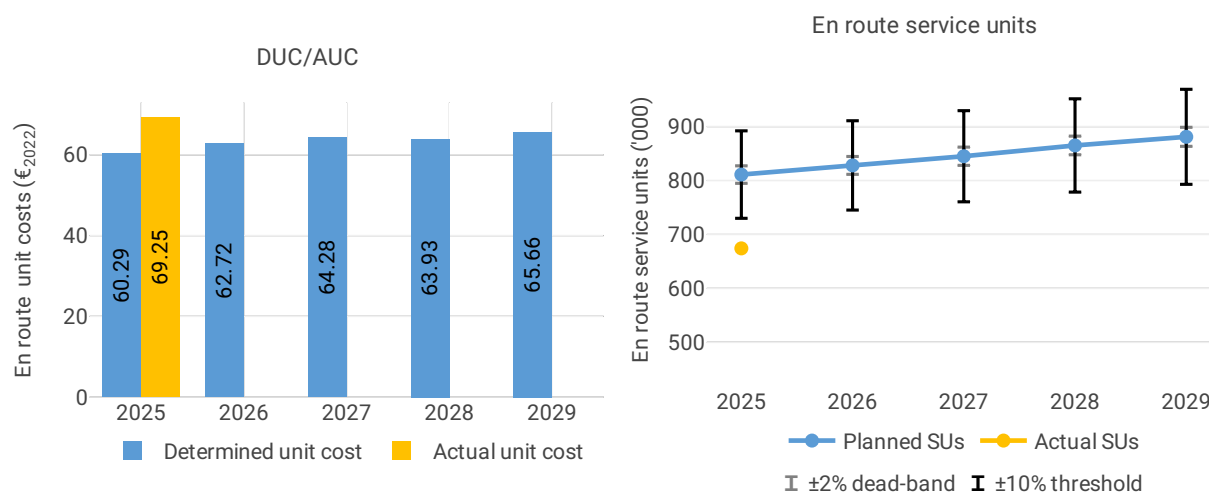
5 COST-EFFICIENCY - FINLAND

5.1 PRB monitoring

- The en route 2025 actual unit cost of Finland was 69.25€2022, +14.9% higher than the determined unit cost (60.29€2022). The terminal 2025 actual unit cost was 168.61€2022, -6.0% lower than the determined unit cost (179.35€2022).
- The en route 2025 actual service units (0.7M) were -16.9% lower than the determined service units (0.8M).
- The en route 2025 actual total costs were -2.2M€2022 (-4.5%) lower than determined with all cost categories registering lower-than-planned costs, except cost of capital. This is mainly due to lower staff costs for Fintraffic ANS (-1.4M€2022, or -6.4%). According to the NSA, this was due to lower than planned personnel fund contributions and performance bonuses, as well as lower staff numbers and smaller salary increases than expected.
- Fintraffic ANS spent 6.7M€2022 in 2025 related to costs of investments for both en route and terminal charging zones, -14.9% less than determined (7.9M€2022). According to the NSA, this reduction is mainly attributable to delays in investments, due to limited internal resources and system suppliers constraints.
- The en route actual unit cost incurred by users in 2025 was 69.75€ (+9.2% above the 2025 DUC), while the terminal actual unit cost incurred by users was 182.98€ (-5.0% below the 2025 DUC). The difference between the AUCU and the DUC for the en route charging zone is driven by the traffic adjustments, while for the terminal charging zone it is mainly driven by pension costs in cost exempt from cost sharing.

5.2 En route charging zone

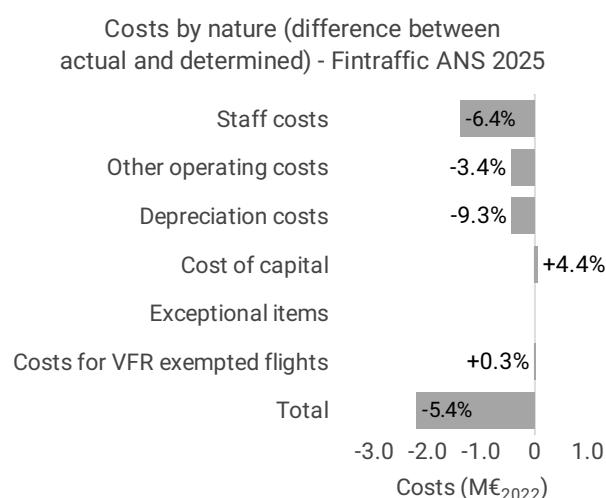
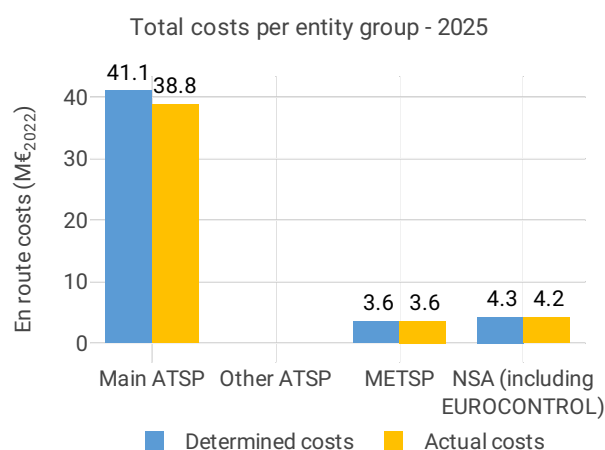
5.2.1 Unit cost (KPI#1)



Actual and determined data					
Total costs - nominal (M€)	2025	2026	2027	2028	2029
Determined costs	51.8	55.9	59.2	61.3	65.1
Actual costs	49.4	NA	NA	NA	NA
Difference costs	-2.5	NA	NA	NA	NA

Inflation assumptions	2025	2026	2027	2028	2029
Determined inflation rate	1.9%	2.0%	2.0%	2.0%	2.0%
Determined inflation index*	107.6	109.8	112	114.2	116.5
Actual inflation rate	1.8%	NA	NA	NA	NA
Actual inflation index*	107.2	NA	NA	NA	NA
Difference inflation index (p.p.)	-0.4	NA	NA	NA	NA

*100 = 2022



Focus on unit cost

AUC vs. DUC

In 2025, the en route AUC was +14.9% (or +8.97 €2022) higher than the planned DUC. This results from the combination of significantly lower than planned TSUs (-16.9%) and lower than planned en route costs in real terms (-4.5%, or -2.2 M€2022).

En route service units

The difference between actual and planned TSUs (-16.9%) falls outside the ±10% threshold foreseen in the traffic risk sharing mechanism. The resulting loss of en route revenues is therefore shared between the ANSP and the airspace users (see the main ANSP regulatory result).

En route costs by entity

Actual real en route costs are -4.5% (-2.2 M€2022) lower than planned. This is the result of lower costs for the main ANSP, Fintraffic ANS (-5.4%, or -2.2 M€2022) and the NSA/EUROCONTROL (-0.9%) and higher costs for the MET service provider (+1.6%, or +0.1 M€2022).



En route costs for the main ANSP (Fintraffic ANS) at charging zone level

Based on the additional information to the en route reporting tables, the significantly lower than planned en route costs in real terms for Fintraffic ANS in 2025 (-5.4%, or -2.2 M€2022) result from:

- Significantly lower than planned staff costs (-6.4%), due to multiple factors, including: lower than planned personnel fund contributions; reduced performance bonuses; the postponement of the FINEST project (an ANS cooperation initiative with EANS) meaning that the planned expansion of the Airspace management service (AMC) was not implemented; lower than planned external recruitment into the development function. Overall, FTEs and salary increases were below plan.
- Lower than planned other operating costs (-3.4%), mainly due to lower than planned leasing costs paid to the airport operator Finavia. The airport operator Finavia owns some ANS assets and Fintraffic ANS pays for their use via leasing costs (included in Fintraffic ANS other operating costs). These leasing costs are considered as investment costs with the difference between planned and actual leasing costs returned to the airspace users through the cost risk sharing mechanism.
- Significantly lower than planned depreciation (-9.3%), due to delays in several investments because of limited internal resources and constraints related to system suppliers.
- Higher than planned cost of capital (+4.4%), mainly due to higher fixed assets under construction driven by ATM systems renewal.
- Slightly higher than planned deduction for VFR exempted flights (+0.3%).

Assessment of the actual performance in the charging zone reported by the NSA

The NSA of Finland provides the following overall assessment of the actual performance in 2025 at charging zone level:

“IFR movements did not decrease in the same proportion as SUs (-16,9 % vs. -6,8 %), meaning that the ANSP's cost reduction is more closely aligned with the level of traffic. The traffic situation was very challenging, as major Asian airlines that previously flew through Finnish airspace rerouted their flights south of Finland. At the same time, traffic from Russia to Kaliningrad, using the narrow international corridor between Finland and Estonia, remained relatively busy.”

Explanation of the differences between actual and determined costs at charging zone level reported by the NSA

The NSA provides the following explanation for the differences between actual and determined costs in the charging zone:

“Two major reasons for lower actual ANSP costs were lower investment costs (delayed investments, smaller leasing costs) and lower costs for technical department. In addition, staff costs were generally lower than planned.”



Recommendations formulated by the NSA to the ANSP (Fintraffic ANS) to rectify the situation and actions taken by the ANSP

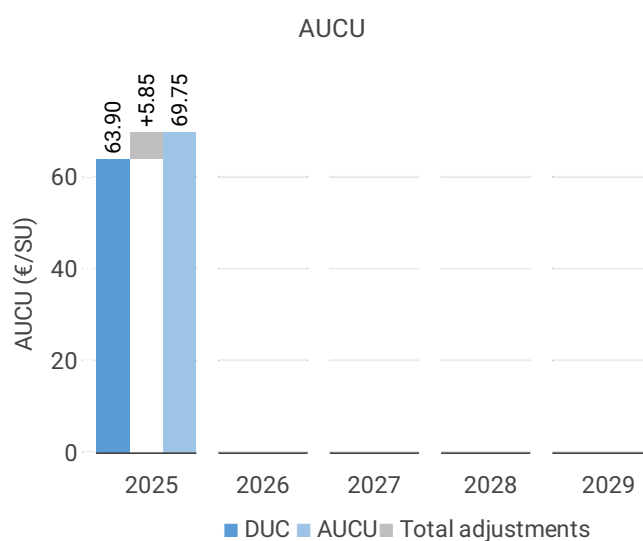
The NSA 2025 monitoring report indicates the following recommendations formulated by the NSA:

The “NSA is monitoring the cost evolution and its impact on service level.”

Fintraffic ANS reports the implementation of the following actions:

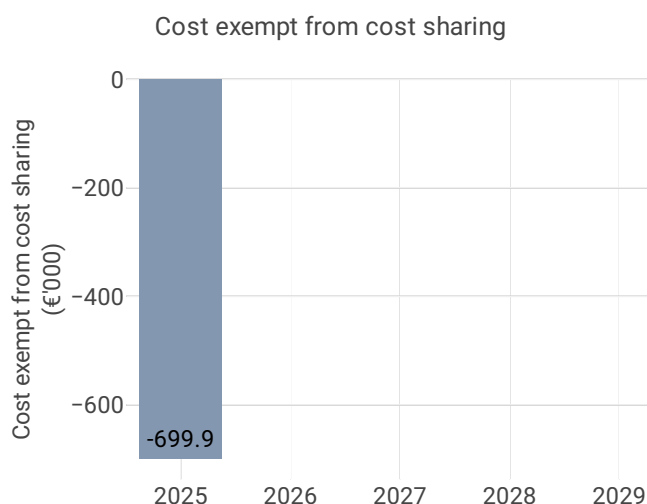
“The lower actual costs haven't impacted issues with capacity.”

5.2.2 Actual unit cost incurred by the users (AUCU) (PI#1)



AUCU components (€/SU) – 2025	
Components of the AUCU in 2025	€/SU
DUC	63.90
Inflation adjustment	-0.21
Cost exempt from cost sharing	-1.04
Traffic risk sharing adjustment	8.09
Traffic adjustment (costs not TRS)	2.02
Financial incentives	0.00
Modulation of charges	0.00
Cross-financing	0.00
Other revenues	-0.16
Application of lower unit rate	-2.86
Total adjustments	5.85
AUCU	69.75
AUCU vs. DUC	+ 9.2%





Cost exempt from cost sharing – 2025

Cost exempt from cost sharing by item - 2025	€'000	€/SU
New and existing investments	-661.1	-0.98
Competent authorities and qualified entities costs	0.3	0.00
Eurocontrol costs	-39.1	-0.06
Pension costs	0.0	0.00
Interest on loans	0.0	0.00
Changes in law	0.0	0.00
Total cost exempt from cost risk sharing	-699.9	-1.04

Focus on AUCU

En route AUCU monitoring at charging zone level

The actual en route unit cost incurred by airspace users (AUCU) in respect of activities performed in 2025 (69.75 €) is +9.2% higher than the nominal DUC (63.90 €). The difference between these two figures (+5.85 €/SU) is due to:

- the negative inflation adjustment resulting from lower than planned inflation (-0.21 €/SU);
- the impact of adjustments resulting from the costs exempted from cost sharing mechanism (-1.04 €/SU);
- the addition of the traffic risk sharing adjustments (+8.09 €/SU);
- the addition of the traffic adjustment (+2.02 €/SU) for the costs not subject to traffic risk sharing;
- the deduction of other revenues (-0.16 €/SU); and,
- the application of a lower unit rate as foreseen in Art. 29(6) in year 2025 (-2.86 €/SU).

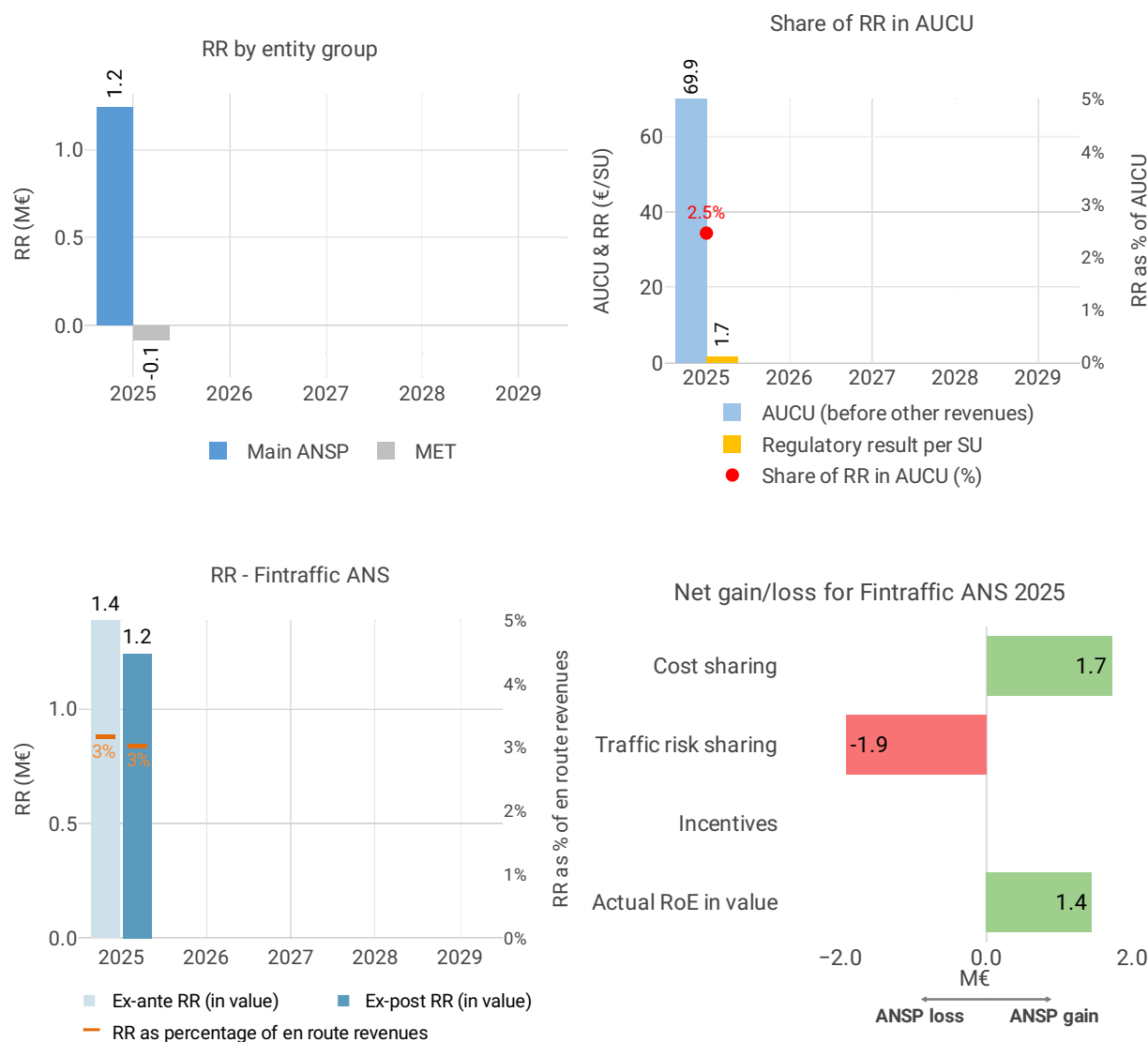
The share of the regulatory result (see next sub-section) in the AUCU (before the deduction of other revenues) is 2.5%.



Initiatives implemented or planned that will improve this PI reported by the NSA

No information on such initiatives was provided in the NSA 2025 Monitoring Report. Instead, it was noted that “the evaluation of revising the RP4 performance plan on en-route cost-efficiency is pending.”

5.2.3 Regulatory result (RR)



Focus on regulatory result

Fintraffic ANS net gain/loss on activity in the Finland en route charging zone in 2025

Fintraffic ANS reported a net loss of -0.2 M€, as a combination of a gain of +1.7 M€ arising from the cost sharing mechanism, with a loss of -1.9 M€ arising from the traffic risk sharing mechanism.

Fintraffic ANS overall regulatory result (RR) for the en route activity

Ex-post, the overall RR, taking into account the net loss from the en route activity mentioned above (-0.2 M€) and the actual RoE (+1.4 M€), amounts to +1.2 M€ (3.0% of the en route



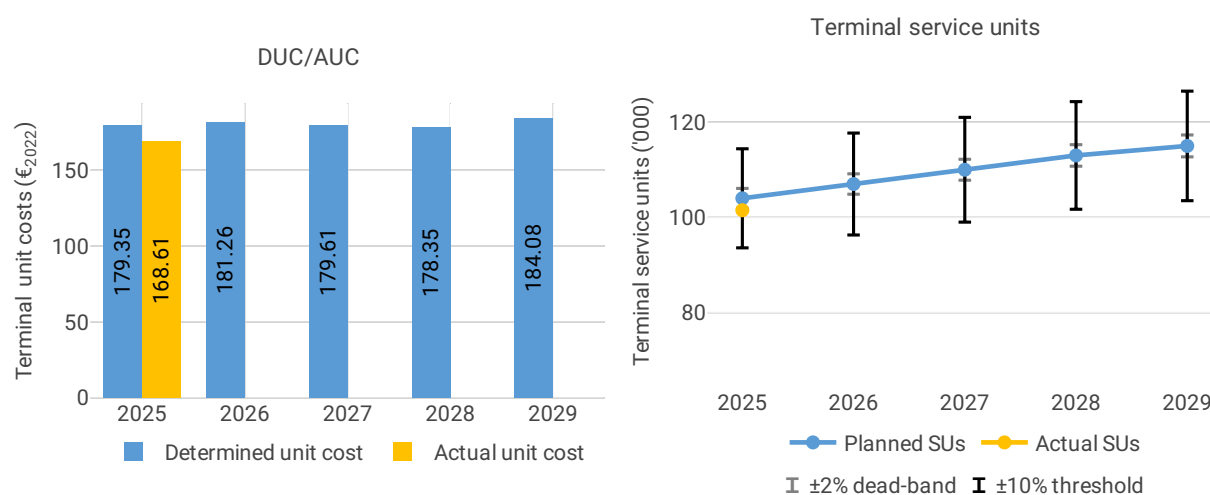
revenues). The resulting ex-post rate of return on equity is 4.1%, which is lower than the 4.8% planned in the PP (see also Note 1 below).

Note 1

The ex-post RR does not take into account the application of a lower unit rate in 2025 as per Art. 29.6 (the loss in revenues corresponds to -1.9 M€ for 2025).

5.3 Terminal charging zone

5.3.1 Unit cost (KPI#1)

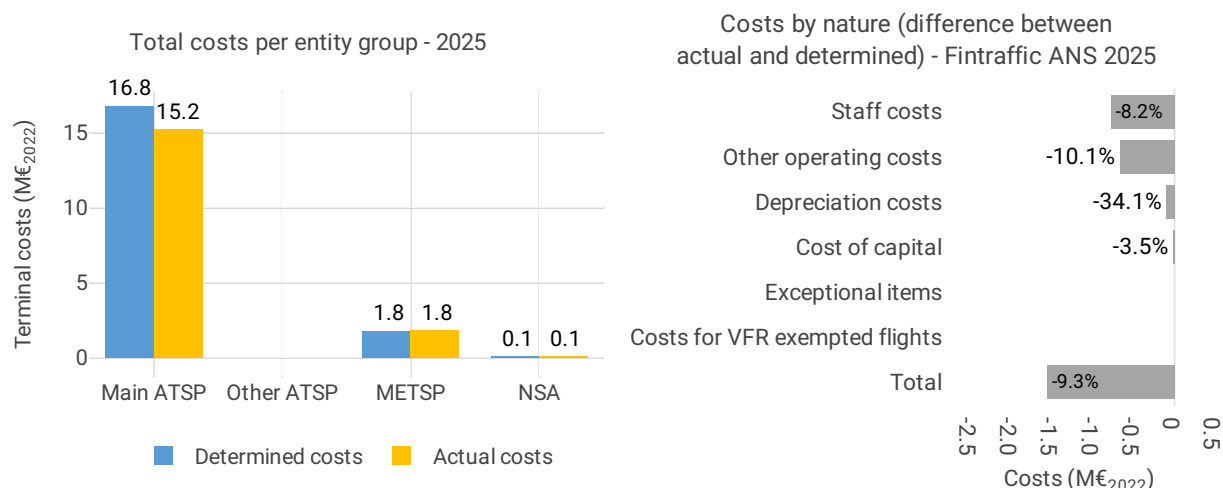


Actual and determined data					
Total costs - nominal (M€)	2025	2026	2027	2028	2029
Determined costs	20.0	21.2	22.0	22.9	24.4
Actual costs	18.3	NA	NA	NA	NA
Difference costs	-1.7	NA	NA	NA	NA

Inflation assumptions	2025	2026	2027	2028	2029
Determined inflation rate	1.9%	2.0%	2.0%	2.0%	2.0%
Determined inflation index*	107.6	109.8	112	114.2	116.5
Actual inflation rate	1.8%	NA	NA	NA	NA
Actual inflation index*	107.2	NA	NA	NA	NA
Difference inflation index (p.p.)	-0.4	NA	NA	NA	NA

*100 = 2022





Focus on unit cost

AUC vs. DUC

In 2025, the terminal AUC was -6.0% (or -10.75 M€₂₀₂₂) lower than the planned DUC. This results from the combination of significantly lower than planned terminal costs in real terms (-8.3%, or -1.5 M€₂₀₂₂) and lower than planned TNSUs (-2.4%).

Terminal service units

The difference between actual and planned TNSUs (-2.4%) falls outside the $\pm 2\%$ dead-band, but does not exceed the $\pm 10\%$ threshold foreseen in the traffic risk sharing mechanism. The resulting loss of terminal revenues is therefore shared between the ANSP and the airspace users (see the main ANSP regulatory result).

Terminal costs by entity

Actual real terminal costs are -8.3% (-1.5 M€₂₀₂₂) lower than planned. This is the result of lower costs for the main ANSP, Fintraffic ANS (-9.3%, or -1.6 M€₂₀₂₂) and higher costs for the MET service provider (+1.7%), while the NSA costs were consistent with those planned.

Terminal costs for the main ANSP (Fintraffic ANS) at charging zone level

Based on the additional information to the terminal reporting tables, the significantly lower than planned terminal costs in real terms for Fintraffic ANS in 2025 (-9.3%, or -1.6 M€₂₀₂₂) result from:

- Significantly lower than planned staff costs (-8.2%), due to multiple factors, including: lower than planned personnel fund contributions; reduced performance bonuses; the postponement of the FINEST project (an ANS cooperation initiative with EANS) meaning that the planned expansion of the Airspace management service (AMC) was not implemented; lower than planned external recruitment into the development function. Overall, FTEs and salary increases were below plan.
- Significantly lower than planned other operating costs (-10.1%), mainly due to lower than planned leasing costs paid to the airport operator Finavia. The airport operator Finavia owns some ANS assets and Fintraffic ANS pays for their use via leasing costs (included in Fintraffic ANS other operating costs). These leasing costs are considered as investment



costs with the difference between planned and actual lease returned to the airspace users through the cost risk sharing mechanism.

- Significantly lower than planned depreciation (-34.1%), due to delays in several investments because of limited internal resources and constraints related to system suppliers. However, terminal asset depreciation costs are small (1.3% of Fintraffic ANS' actual real terminal costs) because most of the investments are made by airport operator Finavia, as highlighted above.
- Lower than planned cost of capital (-3.5%), due to smaller than planned net current assets.

Assessment of the actual performance in the charging zone reported by the NSA

The NSA of Finland provides the following overall assessment of the actual performance in 2025 at charging zone level:

“Terminal cost-efficiency was met. The actual traffic actualised a bit smaller than planned but the actual costs were proportionally lower than the traffic.”

Explanation of the differences between actual and determined costs at charging zone level reported by the NSA

The NSA provides the following explanation for the differences between actual and determined costs in the charging zone:

“A major reason for lower actual terminal ANSP cost were leasing costs. Main part of the terminal assets are leased from the airport operator Finavia and their have delayed their investment plan. The second major reason is lower staff costs as in enroute actual cost base.”

Recommendations formulated by the NSA to the ANSP (Fintraffic ANS) to rectify the situation and actions taken by the ANSP

The NSA 2025 monitoring report indicates the following recommendations formulated by the NSA:

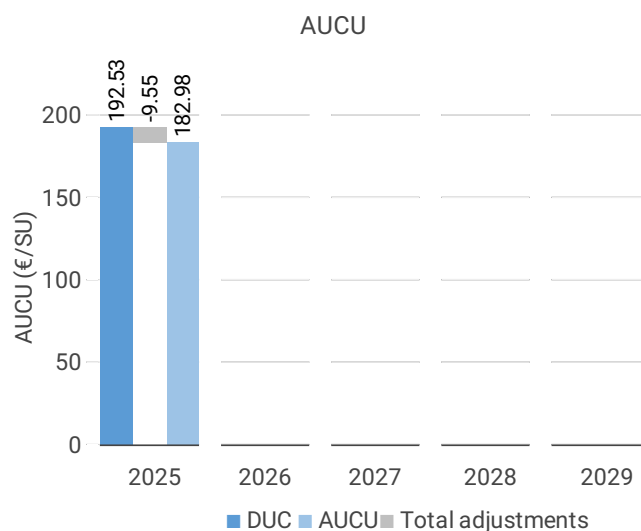
“The unspent investment costs are reimbursed to airspace users and the ANSP is bearing a significant part of the traffic risk.”

Fintraffic ANS reports the implementation of the following actions:

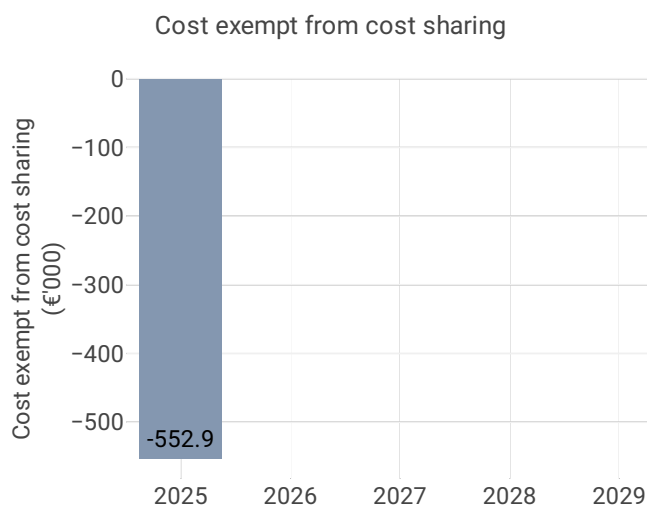
“The lower actual costs haven't impacted issues with capacity.”



5.3.2 Actual unit cost incurred by the users (AUCU) (PI#1)



AUCU components (€/SU) – 2025	
Components of the AUCU in 2025	€/SU
DUC	192.53
Inflation adjustment	-0.65
Cost exempt from cost sharing	-5.45
Traffic risk sharing adjustment	0.51
Traffic adjustment (costs not TRS)	0.47
Financial incentives	0.00
Modulation of charges	0.00
Cross-financing	0.00
Other revenues	0.00
Application of lower unit rate	-4.44
Total adjustments	-9.55
AUCU	182.98
AUCU vs. DUC	-5.0%



Cost exempt from cost sharing – 2025		
Cost exempt from cost sharing by item - 2025	€'000	€/SU
New and existing investments	-552.9	-5.45
Competent authorities and qualified entities costs	0.0	0.00
Eurocontrol costs	0.0	0.00
Pension costs	0.0	0.00
Interest on loans	0.0	0.00
Changes in law	0.0	0.00
Total cost exempt from cost risk sharing	-552.8	-5.45

Focus on AUCU

Terminal AUCU monitoring at charging zone level

The actual terminal unit cost incurred by airspace users (AUCU) in respect of activities performed in 2025 (182.98 €) is -5.0% lower than the nominal DUC (192.53 €). The difference between these two figures (-9.55 €/SU) is due to:

- the negative inflation adjustment resulting from lower than planned inflation (-0.65 €/SU);
- the impact of adjustments resulting from the costs exempted from cost sharing mechanism (-5.45 €/SU);
- the addition of the traffic risk sharing adjustments (+0.51 €/SU);
- the addition of the traffic adjustment (+0.47 €/SU) for the costs not subject to traffic risk sharing; and,
- the application of a lower unit rate as foreseen in Art. 29(6) in year 2025 (-4.44 €/SU).

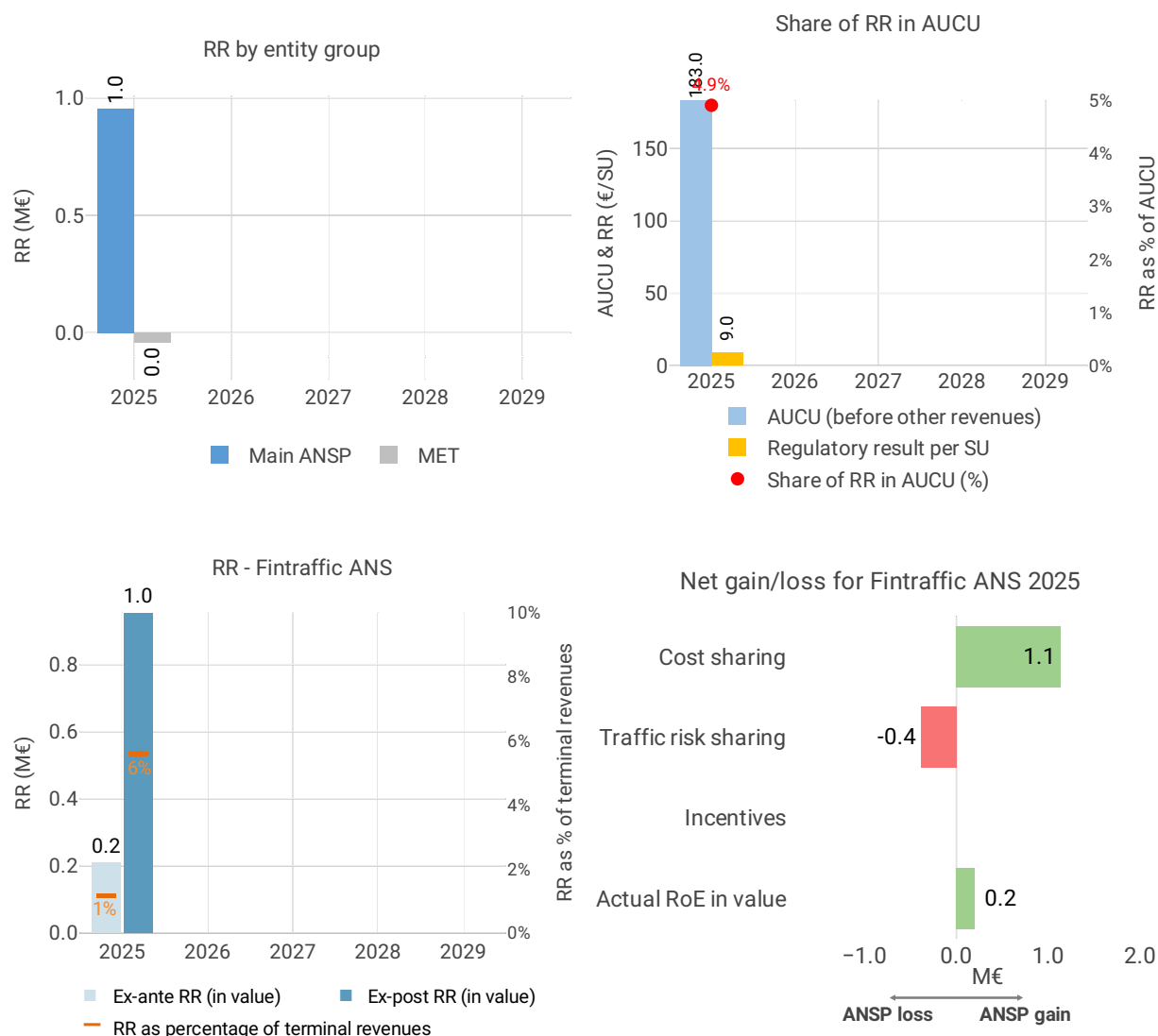
The share of the regulatory result (see next sub-section) in the AUCU (before the deduction of other revenues) is 4.9%.

Initiatives implemented or planned that will improve this PI reported by the NSA

No information on such initiatives was provided in the NSA 2025 Monitoring Report.



5.3.3 Regulatory result (RR)



Focus on regulatory result

Fintraffic ANS net gain/loss on activity in the Finland terminal charging zone in 2025

Fintraffic ANS reported a net gain of +0.8 M€, as a combination of a gain of +1.1 M€ arising from the cost sharing mechanism, with a loss of -0.4 M€ arising from the traffic risk sharing mechanism.

Fintraffic ANS overall regulatory result (RR) for the terminal activity

Ex-post, the overall RR, taking into account the net gain from the terminal activity mentioned above (+0.8 M€) and the actual RoE (+0.2 M€), amounts to +1.0 M€ (5.6% of the terminal revenues). The resulting ex-post rate of return on equity is 22.7%, which is much higher than the 4.8% planned in the PP (see also Note 1 below).

Note 1

The ex-post RR does not take into account the application of a lower unit rate in 2025 as per Art. 29.6 (the loss in revenues corresponds to -0.5 M€ for 2025).

