



Central Route Charges Office (CRCO)

Report on the Operation
of the Route Charges System in 2025



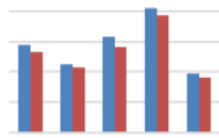
TABLE OF CONTENTS

	EUROCONTROL ROUTE CHARGES – 2025 data.....	4
I.	DEVELOPMENTS IN 2025	6
	1. Traffic evolution and the route charges.....	6
	2. Key indicators	7
	3. Operations of the CRCO.....	8
II.	UNIT RATES.....	9
	1. 2025 cost-bases and national unit rates.....	9
	2. Weighted average national unit rate	10
III.	CHANGES IN ACTUAL COSTS OF EN ROUTE SERVICES.....	11
IV.	TRAFFIC STATISTICS.....	12
	1. Total service units – variation.....	12
	2. Total actual service units – totals per charging zone.....	13
	3. Total, exempted and chargeable service units.....	14
V.	AMOUNTS BILLED, COLLECTED AND DISBURSED	15
	1. Amounts billed in 2025.....	15
	2. Amounts billed and disbursed.....	16
	3. VAT billed and disbursed to the States.....	17
	4. Recovery rates.....	18
VI.	ADMINISTRATIVE COST OF THE ROUTE CHARGES SYSTEM	18
VII.	ORIGIN OF TRAFFIC AND RECEIPTS	19
	Annex 1: Bilateral agreements.....	20

EUROCONTROL Route Charges

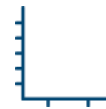
2025 Data

In 2025, 41 Member States participated in the EUROCONTROL
Route Charges System



99.7%

Recovery rate
on 2025 bills



188.7 million

Total Service Units
+ 5.8% on 2024



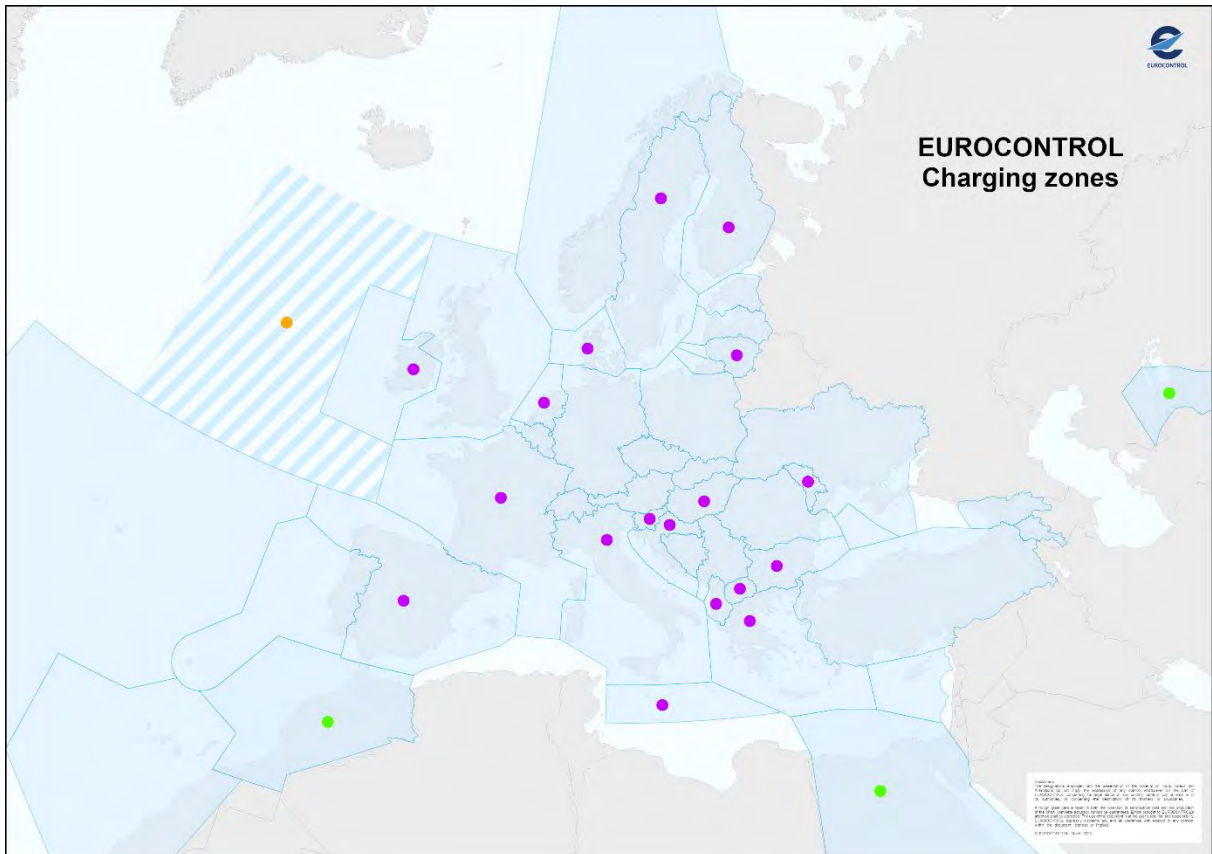
11.0 million

Flight Messages processed
+ 3.6% on 2024



€11.8 billion

Route Charges billed
+ 18.5% on 2024



Situation at 31/12/2025

The map depicts the Charging Zones covered by the Multilateral Agreement relating to route charges and the various bilateral agreements:

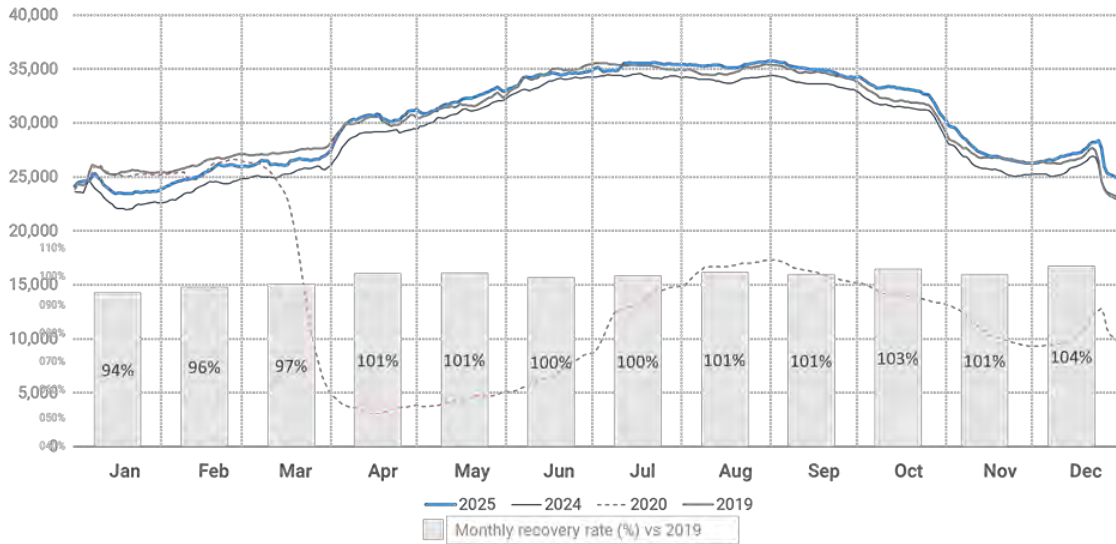
- Member States with a bilateral agreement for the billing and collection of terminal navigation charges
The bilateral agreement with Finland relating to terminal charges entered into force on 1 January 2025.
- Non-Member States with a bilateral/comprehensive agreement for the billing and collection of air navigation charges
- Bilateral agreement for the billing and collection of communication charges.

I. DEVELOPMENTS IN 2025

1. Traffic evolution and the route charges

In 2025, **11.0 million flights** were recorded, **4% more** compared with 2024, representing 99% of the traffic level in 2019. The number of flights has shown a continuous recovery since the end of the COVID-19 outbreak, exceeding 2019 level in several months since April 2025. Ukraine's airspace remained closed in 2025, while Moldova's airspace remained partially restricted, with traffic largely confined to a controlled corridor serving the Chişinău airport area.

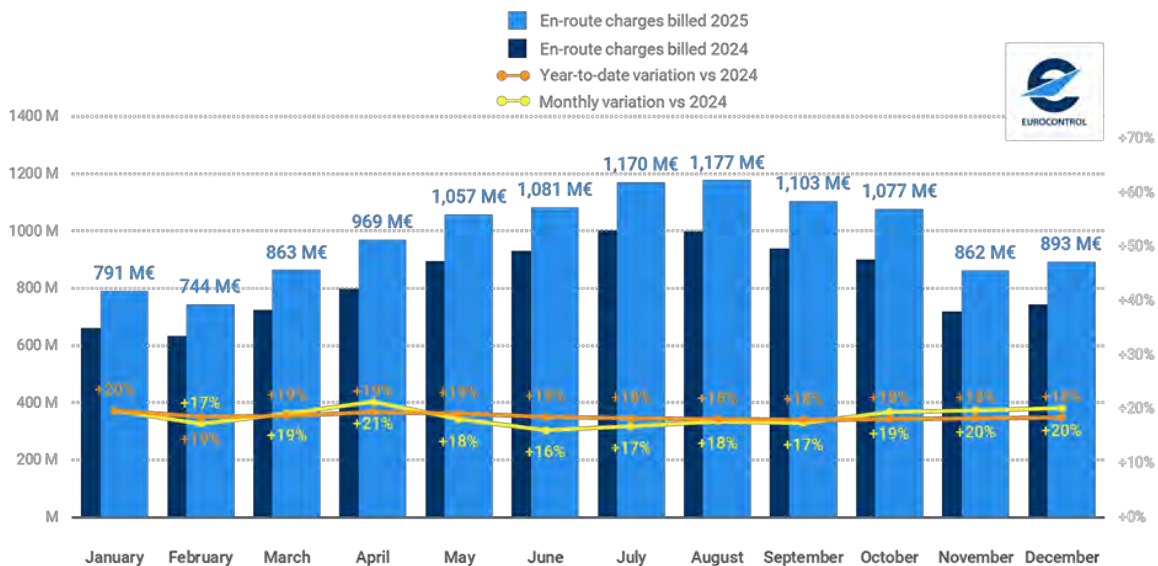
Evolution of traffic in the EUROCONTROL Network (all flights including overflights)



Graph 1: Daily variation of flights 2025 vs. 2019

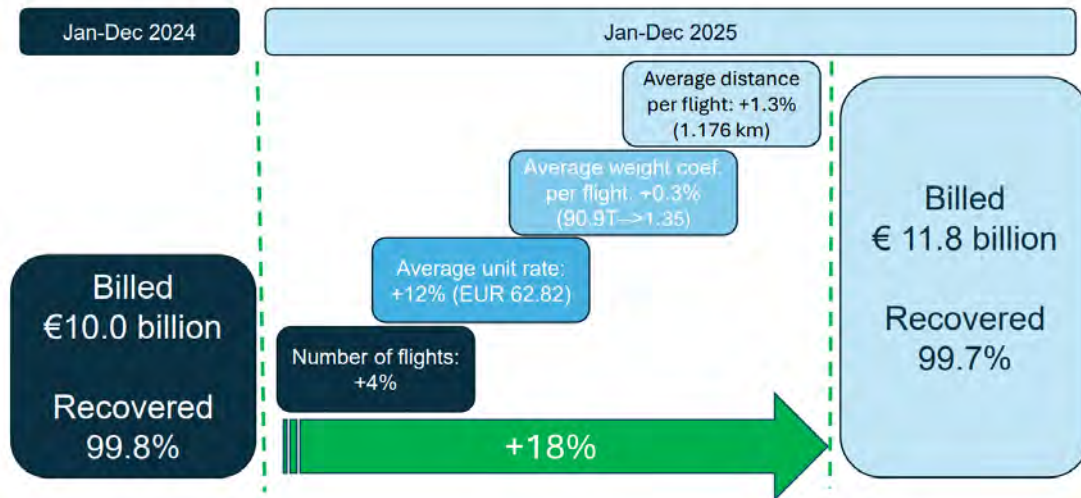
Route charges billed in 2025 amounted to **€11,788 million**, representing a **18% increase** on 2024. The factors that explain the evolution of the route charges billed from 2024 to 2025 are presented in graph 3.

2025 amount billed: 11,788 M€ (+18% vs 2024)



Graph 2: Route charges billed in 2025 vs. 2024

CRCO – Route charges billed and recovered



Graph 3: Factors explaining the variation in route charges billed in 2025 vs. 2024

2. Key indicators

The CRCO key indicators are shown in table 1 below.

Key indicators	2021	2022	2023	2024	2025	Variation 2025/2024
Flight messages processed in millions	6.2	9.3	10.1	10.6	11.0	3.6%
Total service units in millions	89.9	146.4	166.8	178.4	188.7	5.8%
Avg distance flown in CRCO charging zone (in Kms)	1,021	1,116	1,140	1,161	1,176	1.3%
Avg aircraft weight (in Tons)	85.69	86.27	88.98	90.32	90.87	0.6%
Average unit rate charged in EUR	46.75	52.26	55.02	56.13	62.82	12.0%
Route charges billed in EUR millions	4,162	7,604	9,102	9,951	11,788	18.5%
Total net amounts disbursed in EUR millions	4,085	7,258	8,901	9,766	11,477	17.5%
Interest on late payment disbursed in EUR millions	4.1	2.6	3.4	2.7	3.8	40.0%
Long-term recovery rate	99.8%	99.8%	99.9%	99.8%	99.7%	-0.1%

Table 1 – Key Indicators 2021-2025

3. Operations of the CRCO

The Central Route Charges Office (CRCO) of EUROCONTROL operates the Route Charges System on behalf of the Contracting States. Aircraft operators are charged a single amount per flight, irrespective of the number of States overflown. The CRCO calculates route charges using flight messages sent by the Contracting States' Route Charges Offices (RCOs) and flight information made available via the EUROCONTROL Network Management Directorate (NMD). The CRCO bills aircraft operators on a monthly basis, collects charges and disburses the amounts collected to the States every week.

Billing	2021	2022	2023	2024	2025
Number of bills issued for en route	39,439	41,786	41,658	41,546	42,279
Number of airspace users billed at least once during the year	6,367	6,746	6,582	6,615	6,648

Table 2 – Operations of the CRCO – Billing

In case of disagreement with the charges billed, airspace users may file a **claim** within 60 days of the date of the bill. In 2025, the CRCO processed **8,654 correctly claimed flights**, which amounted to **0.08%** of the total number of flights processed during this period.

CEFA (CRCO Portal for airspace users)

The CEFA portal is the main interface for airspace users to download billing documents and statements of account, consult their account, update their address, declare fleets and submit claims. CEFA makes the exchange of air navigation billing information between airspace users and the CRCO simple, secure and efficient and is a critical plank of the CRCO and the Agency's digitalisation strategy.

In 2025, the CRCO introduced the option for airspace users to **pay air navigation charges by credit card via the CEFA portal**. This represents a significant step in the continuous improvement of the user experience and will greatly facilitate payments for smaller users, particularly those outside the euro area.

Interacting with a total of 6,648 airspace users in 2025, the CRCO had **4,403 users connected to CEFA**, representing **66%** of the number of invoiced airspace users and over **99%** of the charges billed.

ETNA (CRCO Portal for national administrations and ANSPs)

The ETNA portal is the main channel of communication with the States and their Air Navigation Service Providers. It is structured around three modules covering:

- flight data exchanges with the national Route Charges Offices;
- consultation of billing and accounting reports as well as airspace users' data (charges due, fleet, address, VAT number);
- submission of reporting tables and unit rates;

Fraud

The CRCO persistently monitors and heightens awareness among airspace users regarding the risks associated with fraudulent activities. CEFA has consistently demonstrated its reliability in preventing potential fraud, allowing users to verify the legitimacy of their billing documents through a secure online platform. In the event of a fraud attempt, airspace users are encouraged to forward any suspicious emails to the EUROCONTROL Computer Emergency Response Team for thorough analysis and investigation. Subsequently, the team takes decisive action to request the closure of the email address or associated domain exploited by the perpetrators.

II. UNIT RATES

1. 2025 cost-bases and national unit rates

Contracting States calculate their unit rates in accordance with the "Principles for establishing the cost-base for en route charges and the calculation of the unit rates". Table 3 sets out the cost-bases and national unit rates for 2025. The national unit rates in Table 3 do not include the **administrative unit rate of EUR 0.11** reflecting the planned costs in 2025 by the CRCO. The service units are the forecast service units of the States used in the calculation of the 2025 unit rates in November 2024. The costs chargeable to users are the national costs including the adjustments applied according to the Principles. For Contracting States outside the euro zone, the euro value of the national unit rate approved in November 2024 was calculated at the average exchange rate of the 'Closing Cross Exchange Rates' calculated by Reuters based on daily BID rates of September 2024. For these States, the actual unit rate charged to airspace users is adjusted every month to take into account the exchange rate fluctuations between the national currency and the euro.

Charging zones	National costs ('000)	Costs chargeable to users ('000)	Service units ('000)	National unit rates
Belgium-Luxembourg (2)	288,266	314,385	2,568	120.49
Germany	1,170,815	1,467,457	14,687	99.91
France	1,539,695	1,825,171	22,827	79.96
United Kingdom	973,734	1,161,484	13,247	87.67
Netherlands	345,817	425,357	3,108	136.88
Ireland	159,708	174,444	5,175	33.71
Switzerland	281,886	323,723	1,930	167.77
Portugal Lisboa	187,528	199,454	4,706	42.39
Austria	252,025	273,126	4,163	65.61
Spain-Continental	796,783	901,664	13,620	66.20
Spain-Canarias	124,024	114,670	2,215	51.78
Portugal Santa Maria	61,926	54,324	6,674	8.14
Greece	208,661	198,419	7,826	25.35
Türkiye	692,245	830,561	22,464	36.97
Malta	22,134	21,888	1,164	18.81
Italy	754,339	933,433	12,456	74.94
Cyprus	59,851	68,127	1,859	36.64
Hungary	145,324	143,245	3,993	35.87
Norway	127,734	135,372	2,509	53.95
Denmark	121,015	146,888	1,620	90.65
Slovenia	45,036	48,272	741	65.14
Romania	303,203	333,790	6,775	49.27
Czech Republic (2)	156,908	189,998	2,474	76.80
Sweden	210,457	278,719	3,046	91.50
Slovak Republic	92,567	102,955	1,283	80.25
Croatia	123,215	118,826	3,001	39.60
Bulgaria	161,106	156,159	5,306	29.43
North Macedonia	24,368	23,855	513	46.55
Moldova	6,794	6,794	31	219.16
Finland (2)	51,824	65,562	811	77.98
Albania	40,552	37,234	758	49.12
Ukraine (1)				41.12
Bosnia and Herzegovina	47,941	43,722	1,594	27.43
Serbia / Montenegro / KFOR	128,460	129,970	3,441	37.77
Lithuania	29,073	31,522	481	65.55
Poland	283,775	379,328	4,065	93.32
Armenia	8,531	9,002	200	45.06
Latvia (2)	30,758	37,119	579	63.40
Georgia	43,003	33,740	1,967	17.15
Estonia	31,483	49,501	570	86.88
Ukraine South (1)				16.12
Total	10,132,561	11,789,258	186,445	63.23

Table 3 – Cost-bases and national unit rates for 2025

Source: WP CER-123-2024

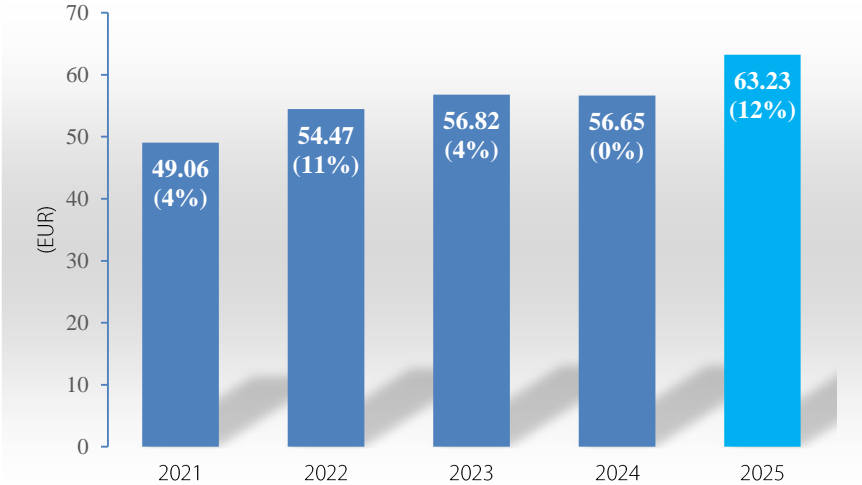
(1) Costs are not available for charging zones of Ukraine and Ukraine South.

(2) Reduction in unit rate applied in line with Article 29(6) of Regulation (EU) 2019/317.

2. Weighted average national unit rate

Weighted average unit rate

The weighted average national unit rate for the Contracting States is calculated by dividing the sum of the costs chargeable to users by the sum of the service units for the same year. For 2025, the weighted average national unit rate, based on the unit rates approved in November 2024, amounted to **EUR 63.23**, see Table 3.

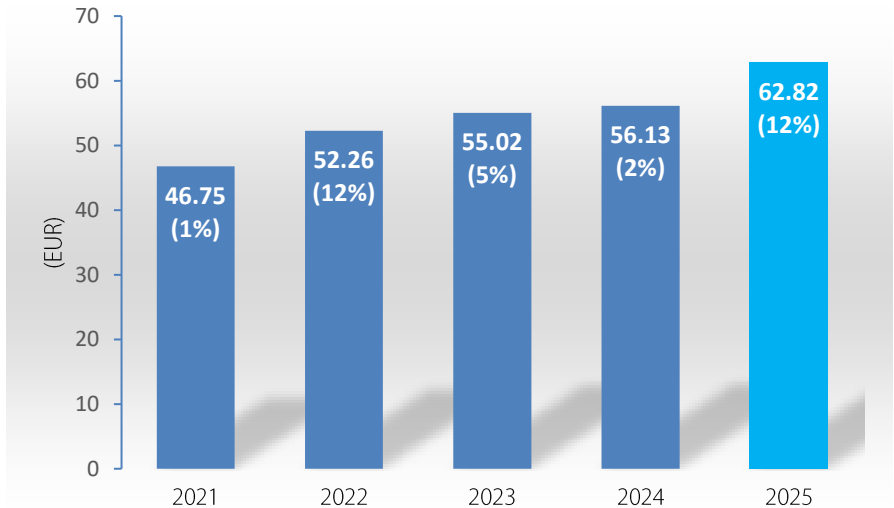


Graph 4 – Weighted average unit rate 2021-2025 based on rates approved in November 2024

Actual weighted average unit rates charged

Due to the monthly adjustments of the national unit rates for States establishing their cost-base in a currency different than the euro, in accordance with the Conditions of Application of the Route Charges System, the actual unit rates charged for these States vary from the rates approved by the enlarged Commission.

The graph below shows the evolution of the weighted average national unit rate based on the adjusted rates billed to airspace users. It is calculated by dividing the sum of the national route charges billed by the sum of the chargeable service units for the same year.



Graph 5 – Actual weighted average unit rate charged 2021-2025

III. CHANGES IN ACTUAL COSTS OF EN ROUTE SERVICES

Table 4 shows the actual costs incurred by the Contracting States, including their share of the EUROCONTROL costs, in the provision of en route services in 2022, 2023 and 2024. For States outside the euro zones, actual costs incurred in national currency have been converted into euro using respective average exchange rates.

Charging zones	2022 ('000)	2023 ('000)	2024 ('000)	Variation 2024/2023
Belgium-Luxembourg	240,465	254,780	269,039	5.6%
Germany	1,000,299	1,025,446	1,054,280	2.8%
France	1,362,096	1,437,023	1,511,622	5.2%
United Kingdom	855,061	944,696	1,041,939	10.3%
Netherlands	245,935	282,087	309,820	9.8%
Ireland	119,090	136,588	140,257	2.7%
Switzerland	193,760	227,772	249,506	9.5%
Portugal Lisboa	130,067	165,298	166,300	0.6%
Austria	212,363	223,260	228,436	2.3%
Spain-Continental	716,687	691,996	741,445	7.1%
Spain-Canarias	113,166	112,319	114,593	2.0%
Portugal Santa Maria	47,781	55,781	57,448	3.0%
Greece	164,947	177,375	182,926	3.1%
Türkiye	510,605	625,101	632,709	1.2%
Malta	20,272	19,102	19,665	2.9%
Italy	644,561	667,290	680,863	2.0%
Cyprus	57,778	62,414	64,375	3.1%
Hungary	92,937	110,825	127,048	14.6%
Norway	118,305	111,643	114,435	2.5%
Denmark	102,852	113,045	119,723	5.9%
Slovenia	35,193	40,724	42,936	5.4%
Romania	210,205	250,452	270,516	8.0%
Czech Republic	117,995	141,690	149,765	5.7%
Sweden	223,518	245,792	40,618	-83.5%
Slovak Republic	58,258	71,655	77,437	8.1%
Croatia	86,667	97,318	107,586	10.6%
Bulgaria	116,350	132,169	142,795	8.0%
North Macedonia	19,697	20,361	22,390	10.0%
Moldova	3,858	5,091	5,841	14.7%
Finland	39,983	41,995	45,402	8.1%
Albania	23,377	29,521	33,210	12.5%
Bosnia and Herzegovina	33,901	39,109	42,615	9.0%
Serbia / Montenegro / KFOR	95,920	111,534	121,883	9.3%
Lithuania	21,738	24,109	26,397	9.5%
Poland	184,414	219,421	266,169	21.3%
Armenia	8,171	8,509	9,489	11.5%
Latvia	19,618	22,374	24,763	10.7%
Georgia	21,817	26,184	30,077	14.9%
Estonia	26,102	26,734	29,597	10.7%
Total	8,295,809	8,998,584	9,315,913	3.5%

Table 4 – En route services – actual costs

Source: 2022 actual figures WPCER-121-2023
2023 actual figures WPCER-123-2024
2024 actual figures WPCER-125-2025

IV. TRAFFIC STATISTICS

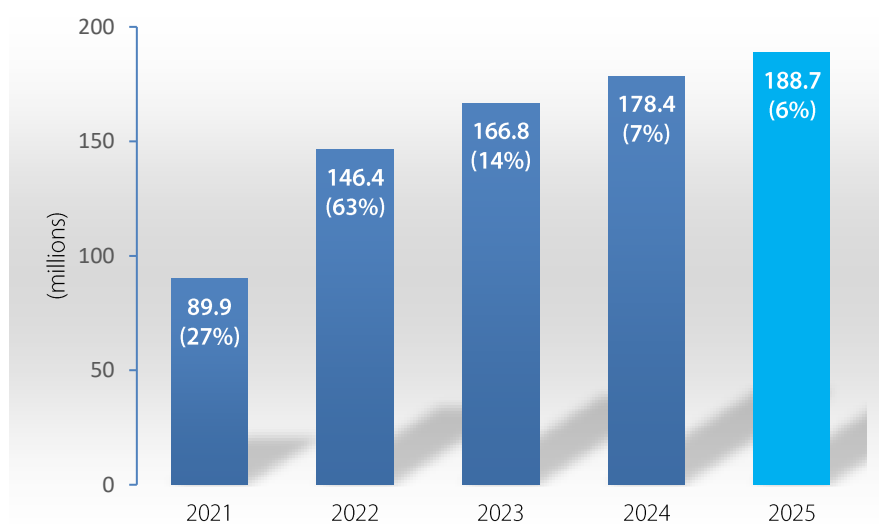
1. Total service units – variation

For a given flight and a given charging zone, the route charge is equal to the number of service units multiplied by the unit rate. The number of service units is equal to the weight factor (i.e. the square root of the MTOW divided by 50) multiplied by the distance factor (i.e. the number of kilometres in the great circle distance between the entry and exit points at which the actual route flown as recorded by the Network Manager crosses the charging zone boundary, divided by one hundred).

Over the past five years, the variation in the total number of service units (chargeable and exempted) was as follows:

Year	Service units	Variation rate
2021	89,906,784	26.9%
2022	146,396,599	62.8%
2023	166,752,409	13.9%
2024	178,359,358	7.0%
2025	188,743,008	5.8%

Table 5 – Total service units



Graph 6 – Total service units and annual variations 2021-2025

2. Total actual service units – per charging zone

Table 6 presents, for each charging zone, the total number of service units generated from 2021 to 2025.

Charging zones	2021 ('000)	2022 ('000)	2023 ('000)	2024 ('000)	2025 ('000)	Variation 2025/2024
Belgium-Luxembourg	1,167	2,096	2,447	2,514	2,733	8.7%
Germany (1)	7,777	12,647	13,730	14,416	14,997	4.0%
France	11,181	18,898	21,088	22,735	23,558	3.6%
United Kingdom	5,531	10,782	11,919	12,213	12,732	4.2%
Netherlands	1,565	2,586	2,834	3,013	2,907	-3.5%
Ireland	2,419	4,233	4,812	4,988	5,168	3.6%
Switzerland	897	1,545	1,595	1,834	1,756	-4.2%
Portugal Lisboa	1,988	3,695	4,123	4,510	4,855	7.6%
Austria	1,799	3,248	3,847	4,010	4,548	13.4%
Spain-Continental	6,383	11,079	12,452	13,397	14,151	5.6%
Spain-Canarias	1,008	1,790	1,990	2,130	2,328	9.3%
Portugal Santa Maria	2,975	5,096	5,821	6,282	6,518	3.8%
Greece	4,048	6,416	7,311	7,698	8,212	6.7%
Türkiye	10,719	16,030	19,446	20,005	21,869	9.3%
Malta	504	667	968	1,108	1,286	16.1%
Italy	5,783	9,562	10,618	11,733	12,425	5.9%
Cyprus	1,266	1,788	2,066	1,836	2,086	13.6%
Hungary	1,727	3,184	3,726	3,892	4,371	12.3%
Norway	1,445	2,071	2,329	2,477	2,470	-0.2%
Denmark	785	1,282	1,459	1,571	1,558	-0.8%
Slovenia	370	595	677	716	800	11.9%
Romania	2,870	4,770	5,920	6,369	6,954	9.2%
Czech Republic	1,280	1,814	2,004	2,360	2,473	4.8%
Sweden	1,795	2,472	2,666	2,874	2,877	0.1%
Slovak Republic	612	973	1,083	1,235	1,193	-3.4%
Croatia	1,519	2,229	2,563	3,046	3,206	5.3%
Bulgaria	2,270	3,871	4,671	5,015	5,508	9.8%
North Macedonia	275	419	482	520	556	7.0%
Moldova	47	18	19	29	42	48.9%
Finland	495	598	659	749	674	-10.0%
Albania	333	531	629	747	811	8.5%
Bosnia and Herzegovina	762	1,236	1,449	1,580	1,789	13.3%
Armenia	75	164	167	215	370	72.1%
Serbia / Montenegro/ KFOR	1,558	2,660	3,057	3,303	3,479	5.3%
Poland	2,586	3,129	3,537	3,824	3,953	3.4%
Lithuania	443	376	404	457	496	8.5%
Latvia	542	466	466	577	617	7.0%
Georgia	414	775	1,272	1,827	1,765	-3.4%
Estonia	467	429	446	555	647	16.6%
Ukraine	186	145	1	1	2	114.5%
Ukraine South	42	30	1	1	1	47.9%
Total	89,907	146,397	166,752	178,359	188,743	5.8%

Table 6 – Total number of service units generated

(1) Includes 100,548 service units for flight segments performed in 2025 as Operational Air Traffic.

3. Total, exempted and chargeable service units

Table 7 details the number of service units generated in each charging zone in 2025. For any given charging zone, the number of chargeable service units (column 8) is the difference between the total service units (column 1) and the service units generated in respect of exempted flights (column 7). Total exemptions represent 0.8% of total service units, out of which 0.64% for military flights and 0.11% for all the other categories of flight.

Charging zones	Total service units	Military	Heads of state	<2 T	Circular	Other	Total exemptions (2) to (6)	Chargeable service units (1) - (7)
	1	2	3	4	5	6	7	8
Belgium-Luxembourg	2,733,079	9,585	1,747	1,058	552	223	13,164	2,719,914
Germany (1)	14,997,126	142,008	9,170	14,878	286	459	166,801	14,830,325
France	23,558,474	115,145	6,875	15,061	8,680	6,100	151,861	23,406,613
United Kingdom	12,731,519	135,824	3,657	3,838	6,415	3,196	152,930	12,578,589
Netherlands	2,907,135	35,156	1,153	1,793	1,409	100	39,611	2,867,524
Ireland	5,168,355	36,889	1,196	275	1,164	41	39,564	5,128,791
Switzerland	1,755,747	1,651	637	1,162	4	499	3,954	1,751,793
Portugal Lisboa	4,854,741	21,939	1,041	318	2,617	153	26,068	4,828,673
Austria	4,548,040	5,946	1,680	2,285	32	386	10,330	4,537,710
Spain-Continental	14,151,110	50,597	3,956	3,956	5,173	2,429	66,111	14,084,999
Spain-Canarias	2,328,278	11,214	1,310	95	241	638	13,498	2,314,781
Portugal Santa Maria	6,517,708	53,044	1,738	17	1,143	129	56,071	6,461,637
Greece	8,212,096	86,603	4,564	923	1,681	884	94,654	8,117,442
Türkiye	21,868,904	55,861	8,434	126	3,418	1,324	69,163	21,799,740
Malta	1,286,235	23,118	798	116	49	530	24,611	1,261,624
Italy	12,425,465	125,985	7,186	2,908	3,716	1,525	141,319	12,284,146
Cyprus	2,086,334	21,846	1,318	109	202	29	23,504	2,062,830
Hungary	4,370,886	25,485	1,921	657	1,229	44	29,337	4,341,549
Norway	2,470,487	22,740	493	282	2,469	529	26,514	2,443,973
Denmark	1,557,584	11,765	678	1,037	1,040	146	14,667	1,542,916
Slovenia	800,298	2,041	241	540	75	152	3,048	797,250
Romania	6,953,723	49,888	2,911	697	837	390	54,723	6,899,000
Czech Republic	2,472,693	32,257	1,764	2,086	152	167	36,425	2,436,268
Sweden	2,876,810	21,193	1,707	1,584	1,736	309	26,529	2,850,281
Slovak Republic	1,193,054	10,940	942	506	56	27	12,471	1,180,583
Croatia	3,205,828	4,870	802	642	662	268	7,245	3,198,583
Bulgaria	5,508,353	28,805	2,015	100	634	113	31,667	5,476,685
North Macedonia	556,417	0	174	18	241	1	434	555,983
Moldova	42,458	30	25	30	28	5	118	42,340
Finland	674,164	5,643	307	691	0	132	6,773	667,391
Albania	810,738	1,625	270	35	128	13	2,072	808,666
Ukraine	1,779	710	8	249	413	2	1,382	397
Bosnia and Herzegovina	1,788,954	396	435	122	364	29	1,346	1,787,608
Armenia	369,965	0	210	2	0	1	213	369,752
Serbia / Montenegro/KFOR	3,479,346	453	954	268	539	175	2,389	3,476,957
Poland	3,953,117	44,689	4,362	2,413	522	189	52,174	3,900,943
Lithuania	495,699	8,200	369	203	117	0	8,889	486,810
Latvia	617,282	9,740	259	144	44	11	10,198	607,085
Georgia	1,765,152	330	1,098	10	0	5	1,443	1,763,709
Estonia	647,069	1,912	228	99	11	8	2,258	644,811
Ukraine South	806	226	0	0	129	0	355	451
Total	188,743,008	1,216,351	78,632	61,332	48,209	21,362	1,425,885	187,317,123

Table 7 – Service units generated in respect of exempted flights

(1) Includes 100,548 service units for flight segments performed in 2025 as Operational Air Traffic.

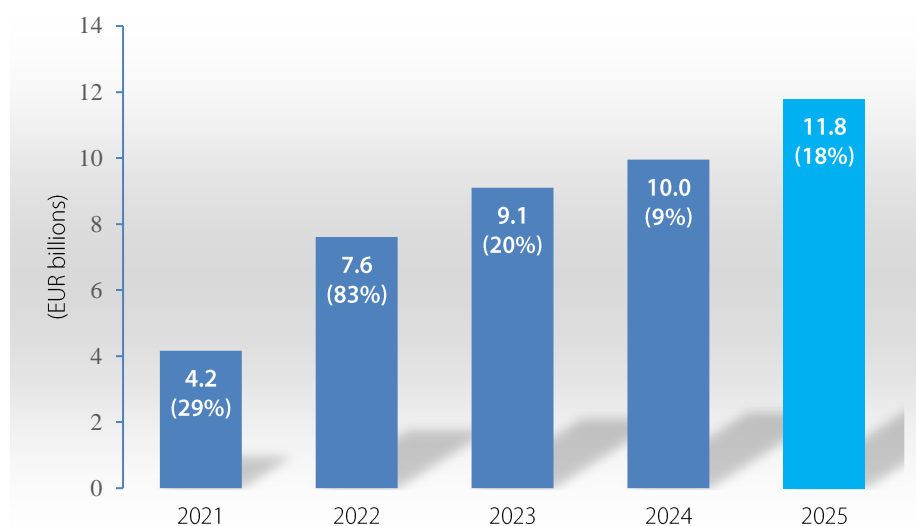
V. AMOUNTS BILLED, COLLECTED AND DISBURSED

1. Amounts billed in 2025

The amounts billed to airspace users in 2025 totalled **EUR 11,788 million** (see Tables 8 and 9). This represents an **increase of 18%** compared to 2024. Amounts billed reported in sections V.1 and V.2 of this report include national and administrative charges and exclude value added tax (VAT), amounting to EUR 28.0 million, billed in the 25 charging zones of the Contracting States that apply VAT to route charges on behalf of VAT-taxable air navigation service providers (see Table 10).

Year	Amounts billed (EUR)	Variation rate
2021	4,162,133,733	28.7%
2022	7,604,095,457	82.7%
2023	9,102,439,239	19.7%
2024	9,951,283,637	9.3%
2025	11,787,589,969	18.5%

Table 8 – Amounts billed in 2021-2025



Graph 7 – Amounts billed in 2021-2025

2. Amounts billed and disbursed

Table 9 shows the total amounts billed and disbursed in euro in 2025.

Charging zones	Amounts billed (1)	Amount disbursed (2)
Belgium-Luxembourg	328,021,538	320,289,185
Germany	1,483,320,707	1,428,902,463
France	1,874,164,828	1,837,978,568
United Kingdom	1,087,229,298	1,086,795,547
Netherlands	392,819,518	375,761,824
Ireland	173,455,811	169,426,899
Switzerland	295,366,826	284,459,081
Portugal Lisboa	205,219,353	204,187,690
Austria	298,218,343	291,570,319
Spain-Continental	933,974,126	917,370,290
Spain-Canarias	120,113,933	117,600,805
Portugal Santa Maria	53,308,726	52,752,368
Greece	206,669,943	206,394,163
Türkiye	808,333,330	776,692,888
Malta	23,869,236	24,320,718
Italy	921,925,205	901,940,495
Cyprus	75,808,979	72,058,317
Hungary	154,466,894	145,073,512
Norway	133,071,746	129,833,847
Denmark	139,993,269	134,018,999
Slovenia	52,020,679	50,985,734
Romania	336,658,639	326,933,966
Czech Republic	190,173,570	183,531,906
Sweden	267,181,007	256,484,013
Slovak Republic	94,870,168	91,203,995
Croatia	127,015,600	123,514,849
Bulgaria	161,721,581	159,203,699
North Macedonia	25,964,436	25,433,666
Moldova	9,182,005	8,473,973
Finland	52,116,523	49,143,661
Albania	40,329,003	39,729,808
Ukraine	15,951	147,764
Bosnia and Herzegovina	49,232,596	48,042,392
Serbia / Montenegro / KFOR	131,538,672	128,875,303
Poland	367,286,206	342,013,708
Lithuania	31,963,888	30,799,318
Armenia	16,523,978	15,724,057
Latvia	38,556,342	35,785,266
Georgia	29,787,341	32,920,493
Estonia	56,093,122	51,095,850
Ukraine South	7,056	21,898
Total	11,787,589,969	11,477,493,299

Table 9 – Amounts billed and disbursed in 2025

(1) Out of which EUR 11,766,984,258 for route charges (all States) and EUR 20,605,711 for administrative charges (all States).

Amounts billed include the charges billed from February 2025 to January 2026.

Source: 2025 ETNA report “ytd_rc_all_charging_zone_year_to_date situation reports_13-01-2026.xlsx”.

(2) Amounts disbursed include the charges disbursed from January to December 2025.

Source: Financial statements for the year ended 31 December 2025.

3. VAT billed and disbursed to the States

Table 10 shows the total amounts of VAT billed and disbursed, in euro, in 2025 in the 25 charging zones of the Contracting States that apply VAT to route charges.

Charging zones	VAT billed (1)	VAT disbursed (2)
Germany	4,377,532	3,960,801
United Kingdom	4,715,296	4,665,702
Ireland	339,579	346,268
Switzerland	48,687	46,581
Austria	473,306	432,693
Spain-Continental	2,190,116	1,857,039
Spain - Canaries	385,919	350,688
Hungary (3)	530,322	379,654
Norway	10,030,457	9,787,622
Denmark	376,924	369,760
Slovenia	63,203	57,305
Romania	1,168,891	1,042,002
Czech Republic	341,071	315,167
Slovak Republic	268,684	250,787
Croatia	194,155	179,113
Bulgaria	402,262	376,119
Moldova	58	79
Finland	508,669	493,734
Armenia	219	0
Serbia / Montenegro / KFOR (3)	11,466	0
Poland	920,141	850,616
Lithuania	118,952	126,384
Latvia	168,582	160,798
Georgia	1,245	1,409
Estonia	400,364	373,245
Total	28,036,099	26,423,567

Table 10 – VAT billed and disbursed to the Contracting States in 2025

(1) Amounts billed include the VAT billed from February 2025 to January 2026.

Source: 2025 ETNA report "ytd_rc_all_charging_zone_year to date situation reports_13-01-2026.xlsx".

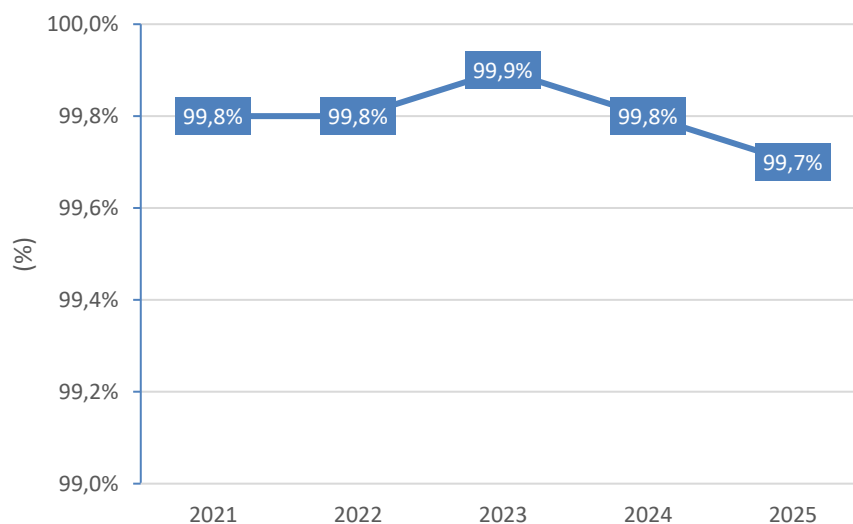
(2) Amounts disbursed include the VAT disbursed from January to December 2025.

Source: Financial statements for the year ended 31 December 2025.

(3) Flights performed from 1 January 2025 for services provided by HungaroControl are subject to VAT.

4. Recovery rate

The recovery rate reflects the overall performance of the CRCO. The graph below also shows the annual recovery rate for the period 2021-2025. The recovery rate target is of 99.5% one year after billing. Over the **last 10 years** the CRCO achieved an average recovery rate of **99.7%**.



**Graph 8 – Long-term recovery rate
(Situation of 25/03/2026)**

In case of non-payment of route charges, the interest rate applicable on late payment was 13.79% per annum in 2025.

VI. ADMINISTRATIVE COST

The table below shows the ratios between the CRCO's actual net costs (CRCO costs under the Multilateral System net of receipts from bilateral agreements and excluding carry overs) and service units/amounts billed.

The CRCO cost decreased in 2022 as a result of the non-replacement of retiring staff then increased in 2023 driven by higher costs under the Agency Cost Allocation Method (CAM) and the tax compensation on pension and ancillary benefits. The 2024 increase was mainly due to external effort in support to the COMPAS Project (new CRCO ERP) and to a lesser extent by further increases in the costs under the CAM.

In 2025, costs increased by 4.9%, mainly due to a higher average number of FTEs. Depreciation and cost of capital rose following the partial capitalisation of the COMPAS system.

Year	CRCO costs (EUR millions)	Service units (millions)	Cost per service unit (2) / (3)	Amounts billed (EUR millions)	Ratio % (2)/ (5)
1	2	3	4	5	6
2021	19.3	89.91	0.21	4,162	0.46%
2022	17.7	146.40	0.12	7,604	0.23%
2023	19.9	166.75	0.12	9,102	0.22%
2024	20.9	178.36	0.12	9,951	0.21%
2025	22.0	188.74	0.12	11,788	0.19%

Table 11 – Ratios between the CRCO's actual net costs and service units/amounts billed

VII. ORIGIN OF TRAFFIC AND RECEIPTS

Table 12 shows the percentage of chargeable service units and route charges recorded for all the Contracting States in 2025, by user State of aircraft registration. Contracting States' national users accounted for **72%** of the total number of chargeable service units and for **76%** of the total route charges billed.

User State of registration	Chargeable service units	Route charges billed
United Kingdom	10.3%	11.3%
Ireland	9.3%	11.0%
Germany	7.6%	8.7%
Türkiye	10.3%	8.1%
France	4.3%	4.5%
Spain	4.8%	4.3%
The Netherlands	3.0%	3.6%
Sweden	2.3%	3.0%
Austria	2.5%	2.9%
Malta	2.2%	2.2%
Switzerland	1.8%	2.1%
Hungary	1.5%	1.6%
Poland	1.4%	1.5%
Italy	1.3%	1.4%
Finland	1.1%	1.3%
Portugal	1.6%	1.3%
Belgium	1.1%	1.3%
Norway	0.8%	0.9%
Greece	1.0%	0.8%
Luxembourg	0.6%	0.6%
Denmark	0.5%	0.6%
Latvia	0.4%	0.5%
Czech Republic	0.4%	0.4%
Romania	0.4%	0.3%
Serbia	0.3%	0.3%
Bulgaria	0.2%	0.2%
Moldova	0.2%	0.2%
Estonia	0.2%	0.2%
Croatia	0.1%	0.1%
Georgia	0.1%	0.1%
Ukraine	0.1%	0.1%
Lithuania	0.1%	0.1%
Armenia	0.1%	0.0%
Slovak Republic	0.0%	0.0%
Cyprus	0.1%	0.0%
Slovenia	0.0%	0.0%
Montenegro	0.0%	0.0%
Albania	0.0%	0.0%
Bosnia and Herzegovina	0.0%	0.0%
North Macedonia	0.0%	0.0%
Total Participating States	71.9%	75.5%
Others	28.1%	24.5%
Total all nationalities	100.0%	100.0%
Total European Union	48.0%	52.3%

Table 12 – Total percentage of chargeable service units and route charges billed in 2025 by user State of registration

Annex 1: Bilateral agreements

1. Bilateral agreements with EUROCONTROL Member States

Billing and collection of terminal charges

In 2025, EUROCONTROL operated eighteen bilateral agreements relating to terminal charges with France, the Netherlands, Ireland, Denmark, Italy, Moldova, Hungary, Croatia, Slovenia, Lithuania, Sweden, Greece, Bulgaria, Spain, Malta, Albania, North Macedonia and Finland. In total, EUR 987 million were billed in 2025 for the eighteen agreements.

The eighteenth bilateral agreement with Finland entered into force on 1 January 2025.

Any EUROCONTROL Member State may avail of terminal charge billing and collection services. By using the same data and tools for en route and terminal charges, the CRCO can offer billing and collection services for terminal charges at a very low cost to States and air navigation service providers, thereby reducing the administrative cost to airspace users.

Billing and collection of communication charges

EUROCONTROL bills and collects communication charges (EUR 20 million in 2025) in respect of flights carried out in the Shanwick Oceanic Region on behalf of Ireland.

2. Bilateral agreements relating to air navigation charges

In 2025, EUROCONTROL billed and collected air navigation charges on behalf of Uzbekistan and Egypt (bilateral agreements for billing and collection) and on behalf of Morocco (comprehensive agreement).

These agreements comprise route charges and, optionally, terminal charges. It is the case of Egypt that has entrusted EUROCONTROL with the billing of terminal charges.

In total, EUR 411 million were billed in 2025 on behalf of non-Member States.



2025
SYSTEM REPORT



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