

NSDI 2026

Renton, WA, USA

5th May 2026



Managing Congestion Control Heterogeneity on the Internet with *Approximate Performance Isolation*

Ayush Mishra¹, Archit Bhatnagar², Yixuan Zhang³, Ben Leong⁴, Gao Ya⁵, Raj Joshi^{6,7}

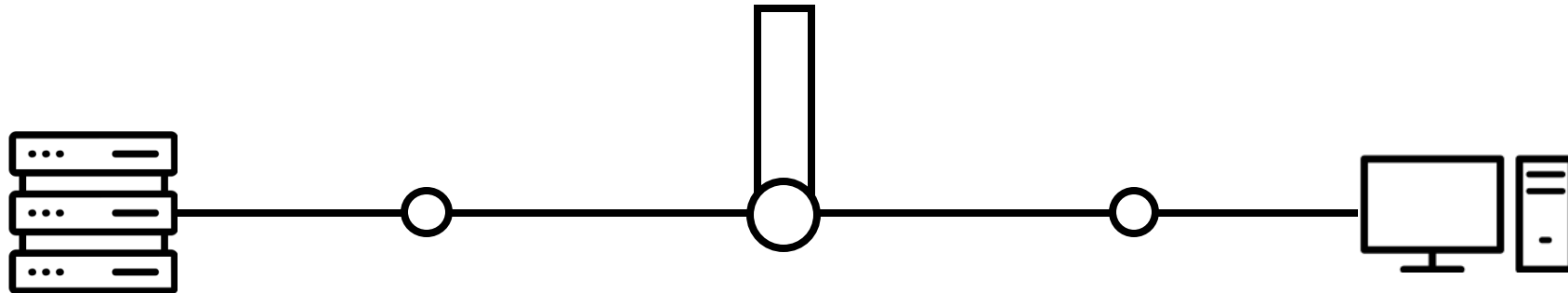
¹ETH Zurich, ²University of Michigan, ³Tsinghua University

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⁶Harvard University, ⁷Red Hat AI

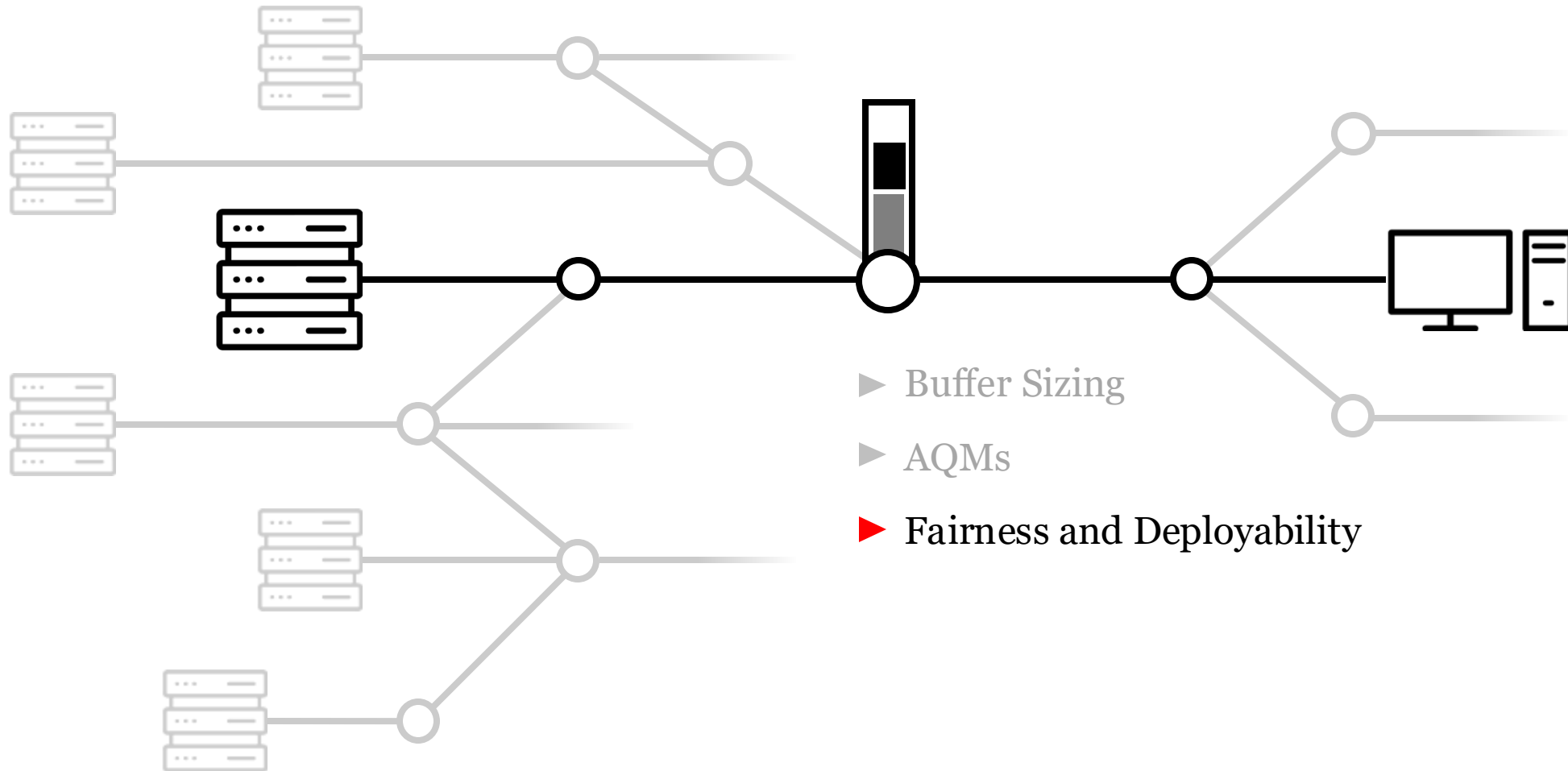


Congestion Control Algorithms (CCs) are critical to how we run and design our networks



- ▶ Buffer Sizing
- ▶ AQMs
- ▶ Fairness and Deployability

Congestion Control Algorithms (CCs) are critical to how we run and design our networks



There are significant concerns about **fairness**

“...observed a single BBR flow consuming a **fixed 35-40% of link capacity** when competing with as many as 16 CUBIC flows”



Modelling BBR's Interaction with Loss-based Congestion Control
Ware et al.

IMC '19

There are significant concerns about **fairness**



Community Deployability Standards for Internet Congestion Control

SIGCOMM Debates '24

“...observed a single BBR flow consuming a fixed 35-40% of link capacity when competing with as many as 16 CUBIC flows”

Several calls for changing *unfair* CCs

Reviewing the deployability standards on the Internet

Modelling BBR's Interaction with Loss-based Congestion Control
Ware et al.

IMC '19

We have been doing congestion control on
the Internet **for decades**

Why is this suddenly becoming a problem?

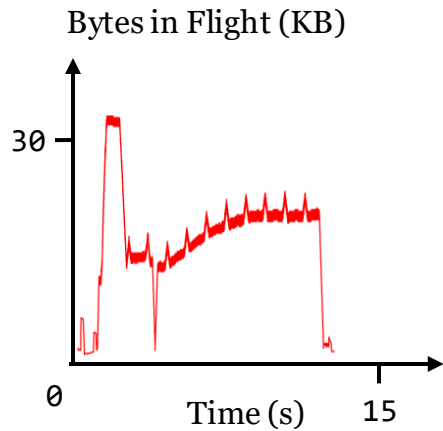
Where does this heterogeneity come from?

Website	Share	CC
youtube.com, google	13.9%	BBRv3
netflix.com	13.7%	Reno
facebook.com	6.5%	CUBIC
apple.com	4.6%	unknown
amazon.com	4.2%	BBRv1
hulu.com	2.4%	unknown

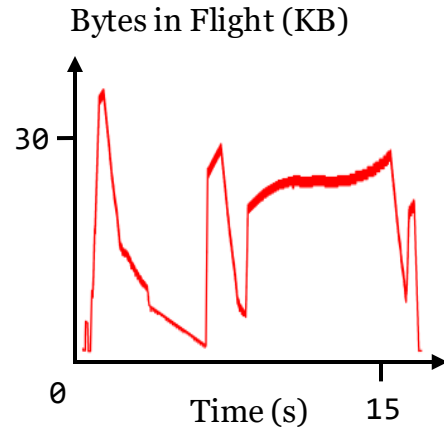
► Deployment differs between **websites**

Keeping an Eye on Congestion Control in the Wild with *Nebby*
Mishra et al.

Where does this heterogeneity come from?



amazon.com in Ohio



amazon.com in Mumbai

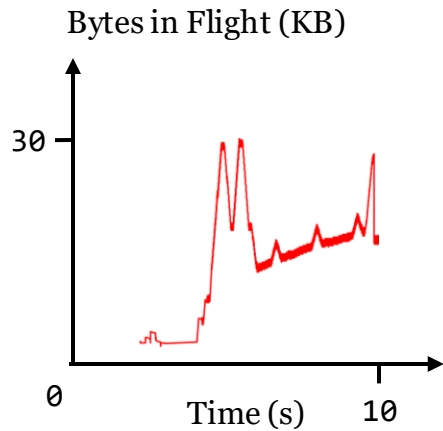
Deployment differs between websites

► ... across geographic regions

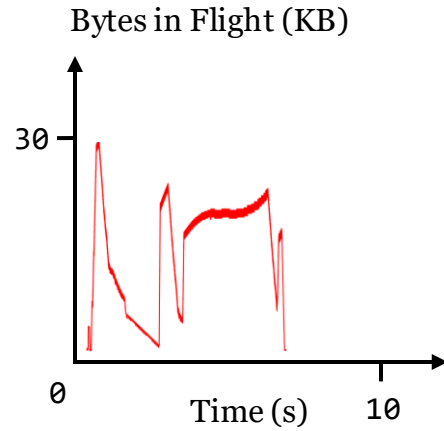
Keeping an Eye on Congestion Control in the Wild with *Nebby*
Mishra et al.

SIGCOMM '24

Where does this heterogeneity come from?



twitch.com, **video**



twitch.com, **images**

Deployment differs between websites

... across geographic regions

▶ ... and differs by **asset type**

Keeping an Eye on Congestion Control in the Wild with *Nebby*
Mishra et al.

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We need to go beyond bandwidth fairness

“Bandwidth Fairness”

Bandwidth is finite

Everyone cares about
only throughput

We need to go beyond bandwidth fairness

“Bandwidth Fairness”

Bandwidth is finite

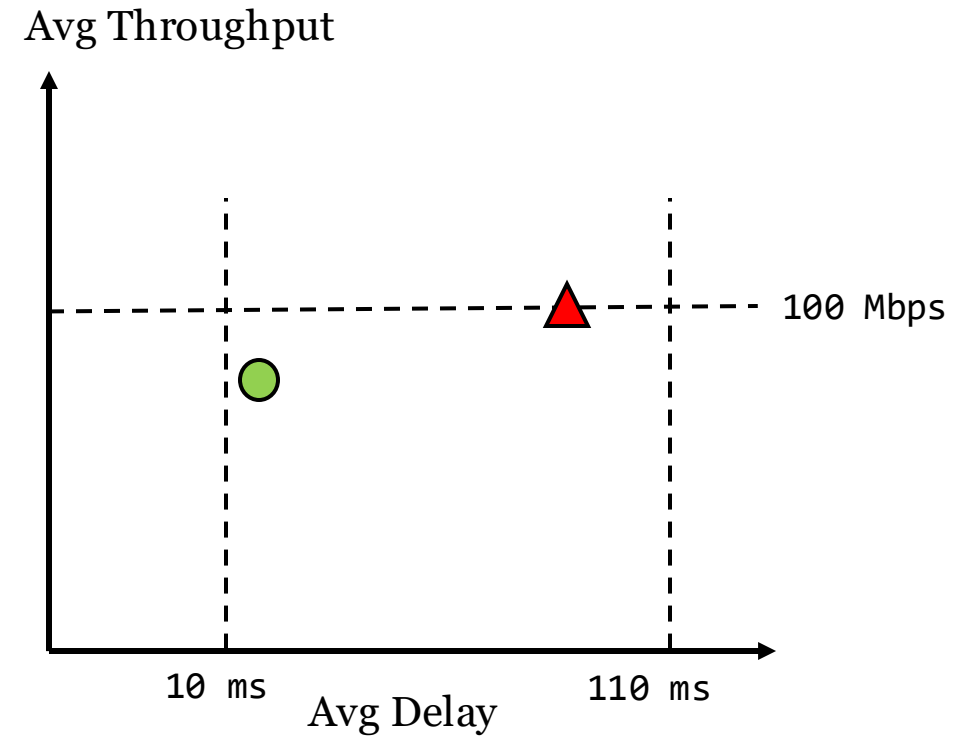
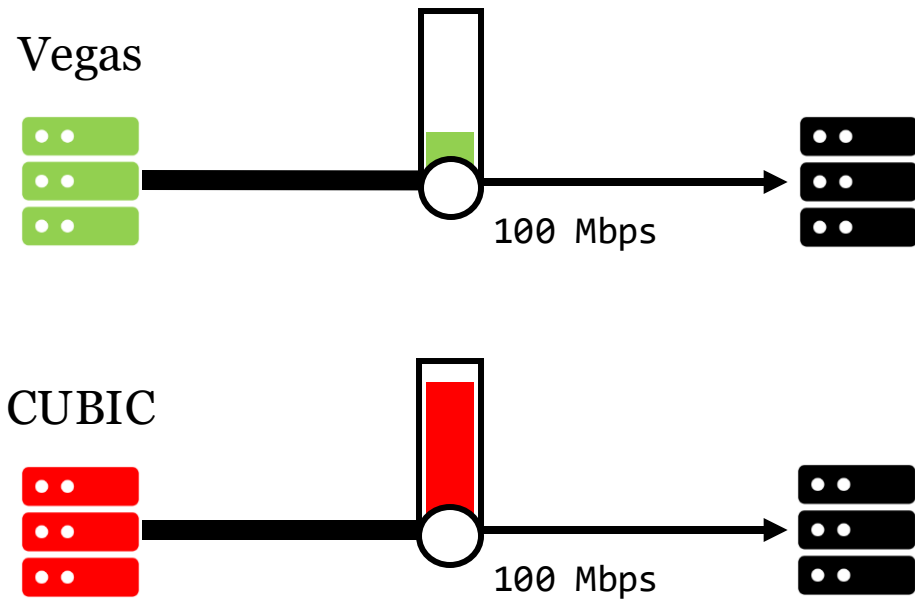
Everyone cares about
only throughput

▶ Why doesn't everyone
use the **same CC** then?

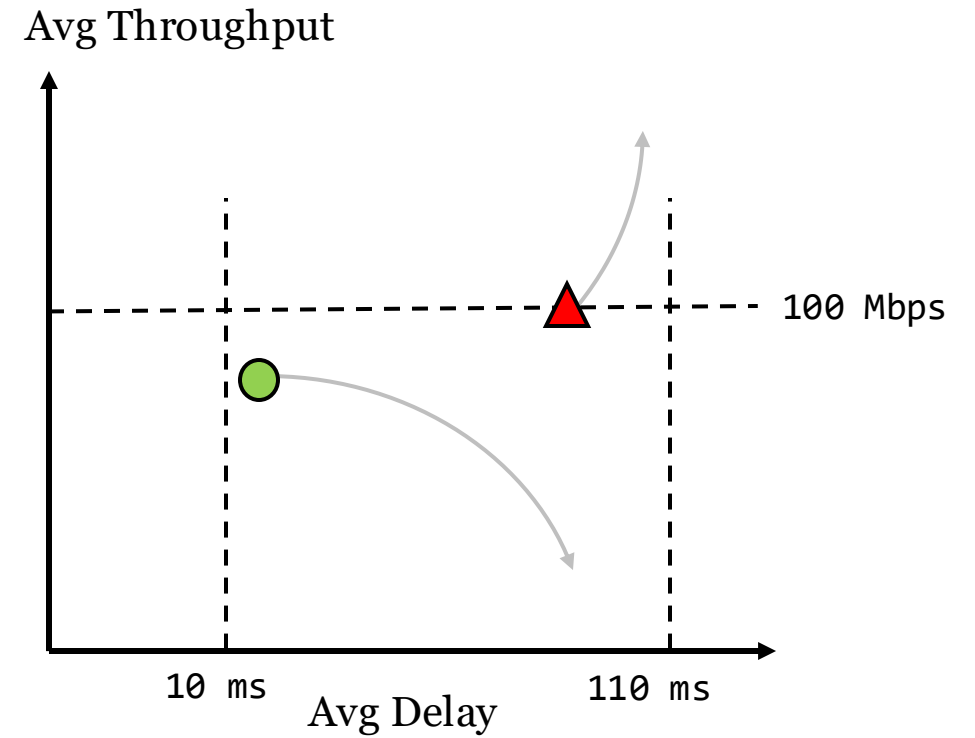
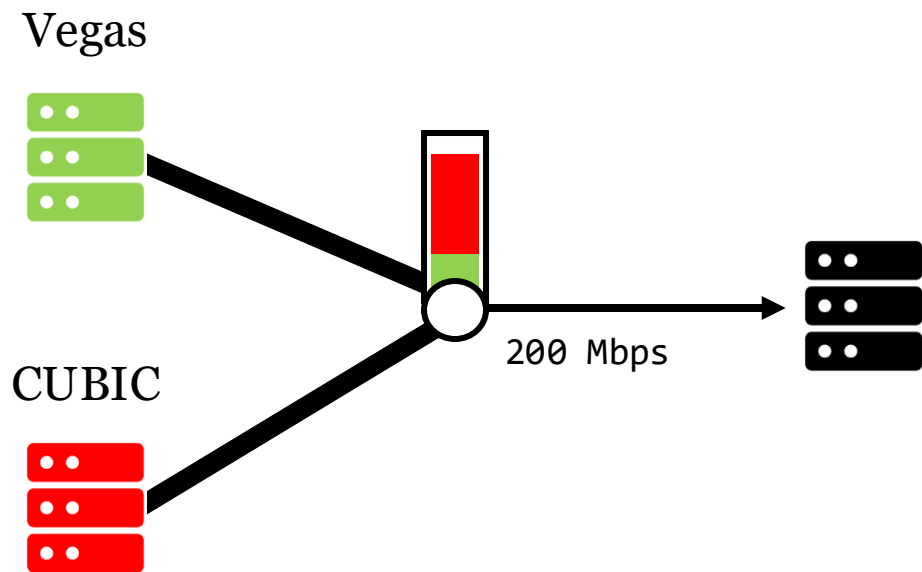
CCs represent an app's desired
throughput-delay **trade-offs**

We can see this from how CC heterogeneity
manifests on the Internet

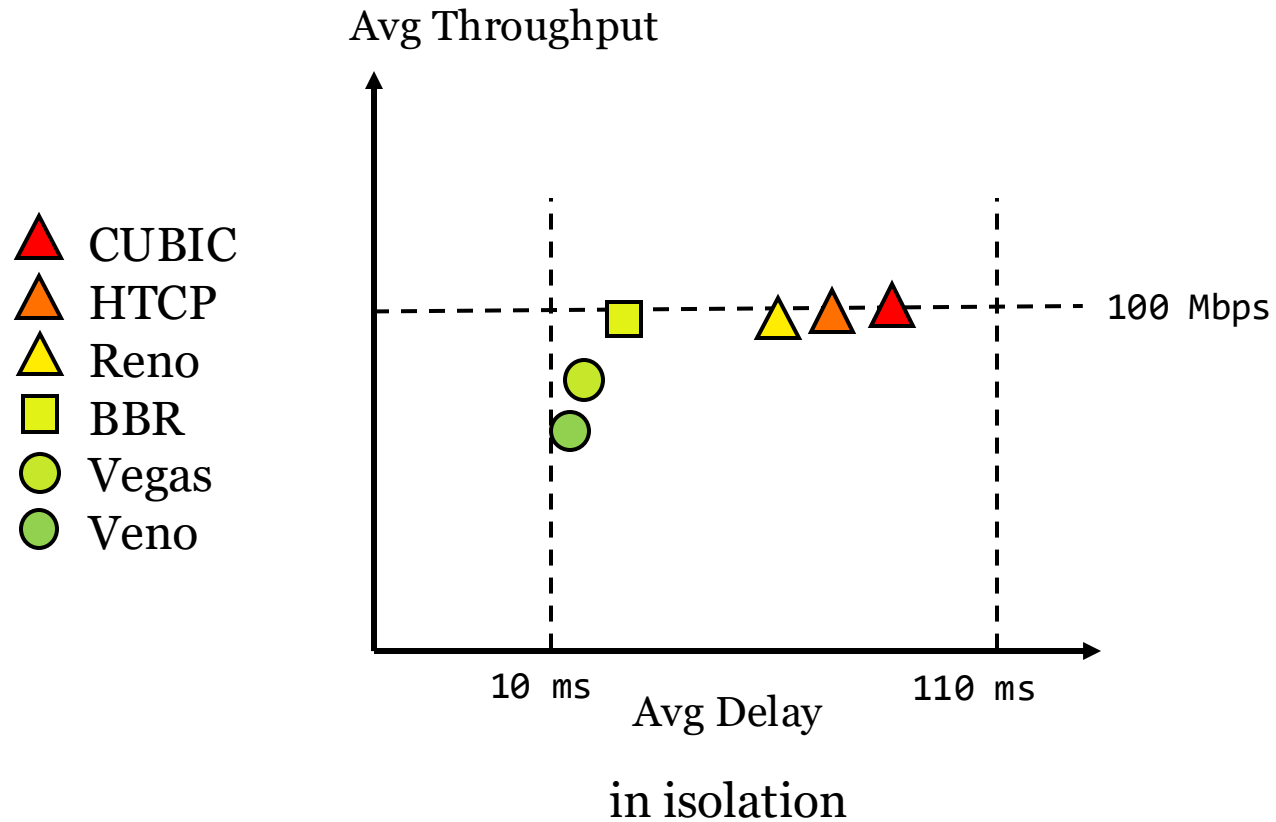
Different CCs make different trade-offs



Different CCs make different trade-offs

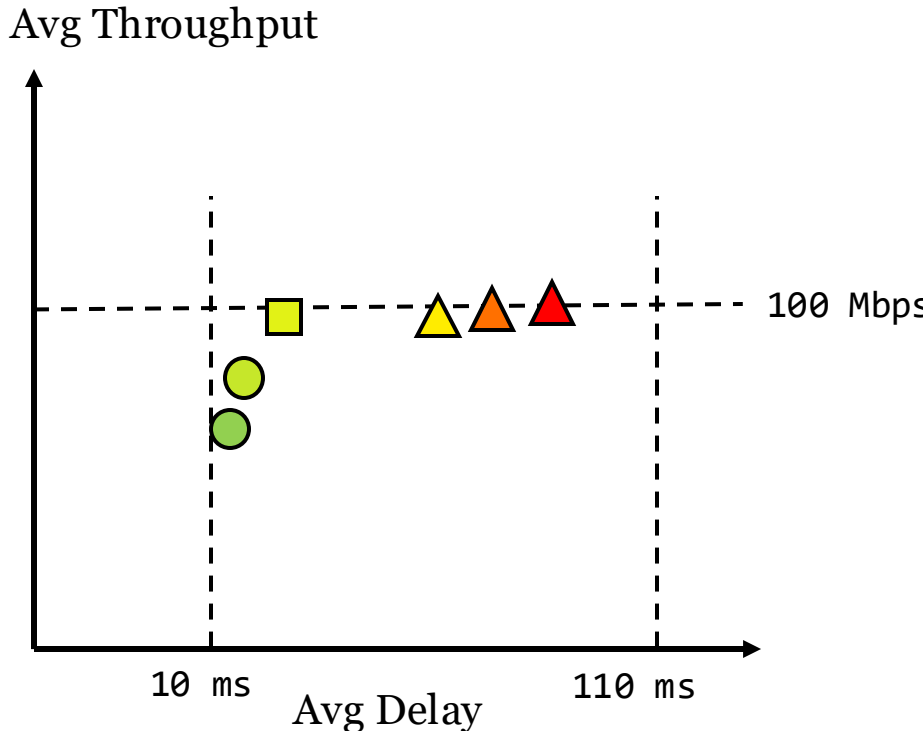


This is true for most CC algorithms

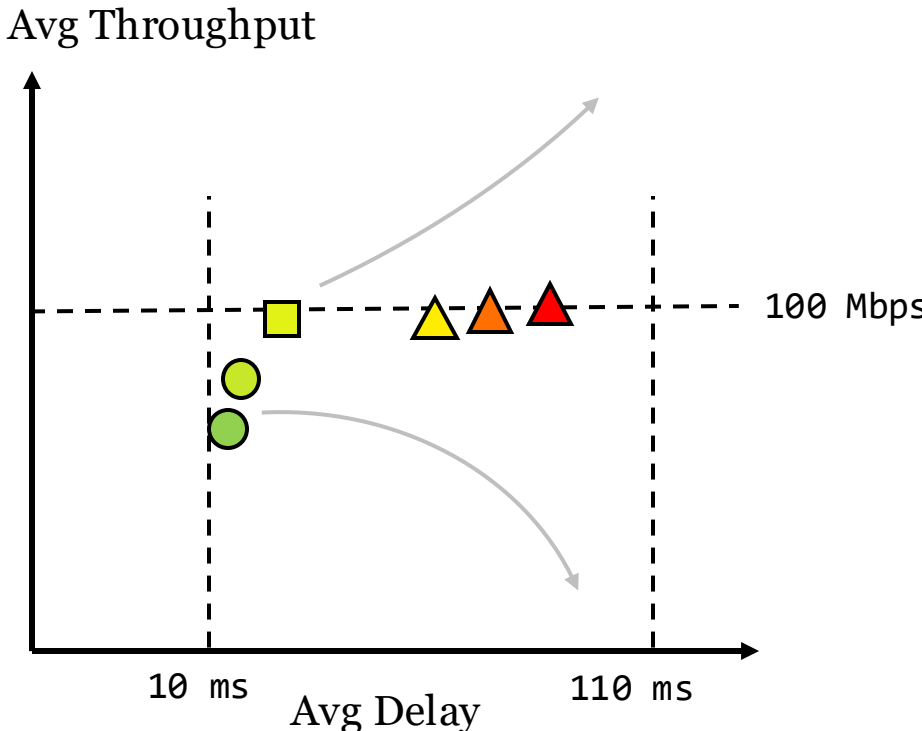


This is true for most CC algorithms

- ▲ CUBIC
- ▲ HTCP
- ▲ Reno
- BBR
- Vegas
- Veno

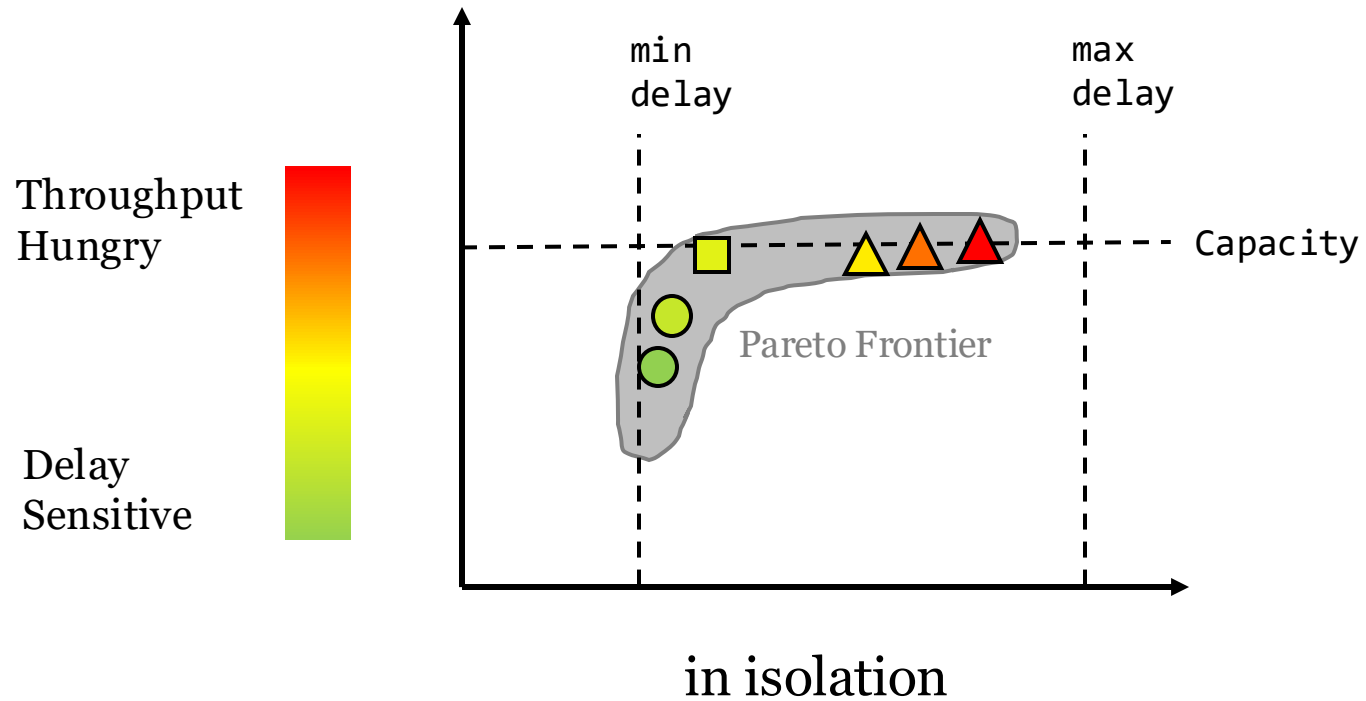


in isolation



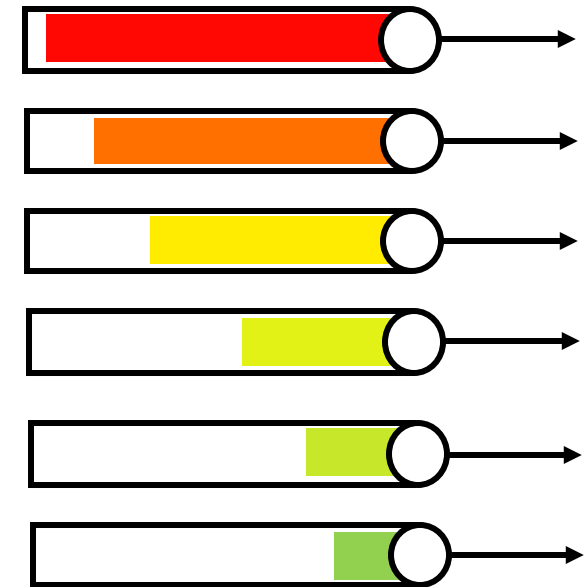
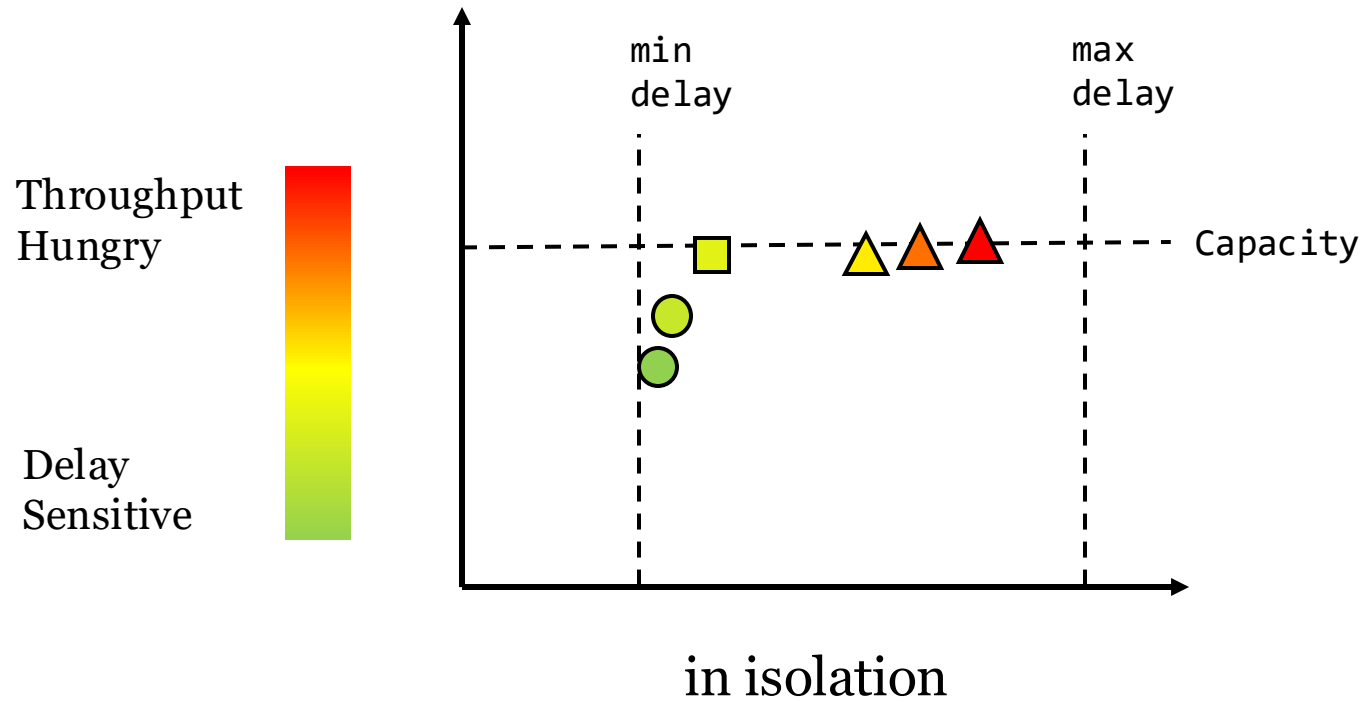
under competition

Most CCs organize themselves on a Pareto Frontier

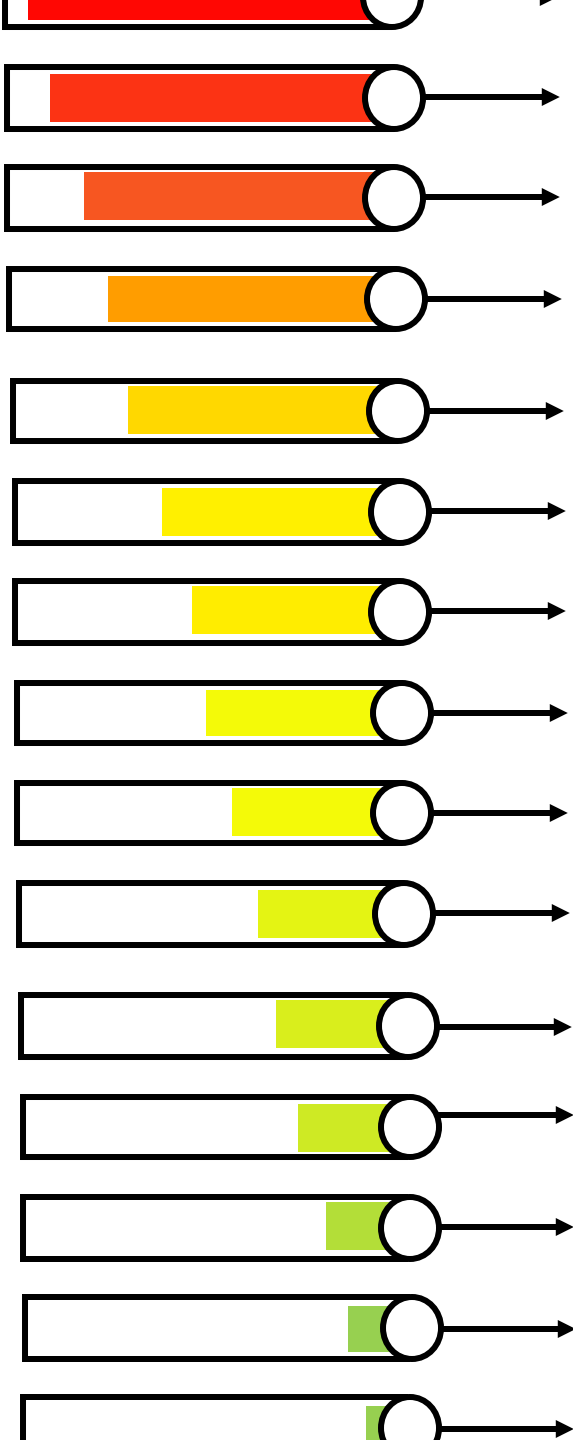
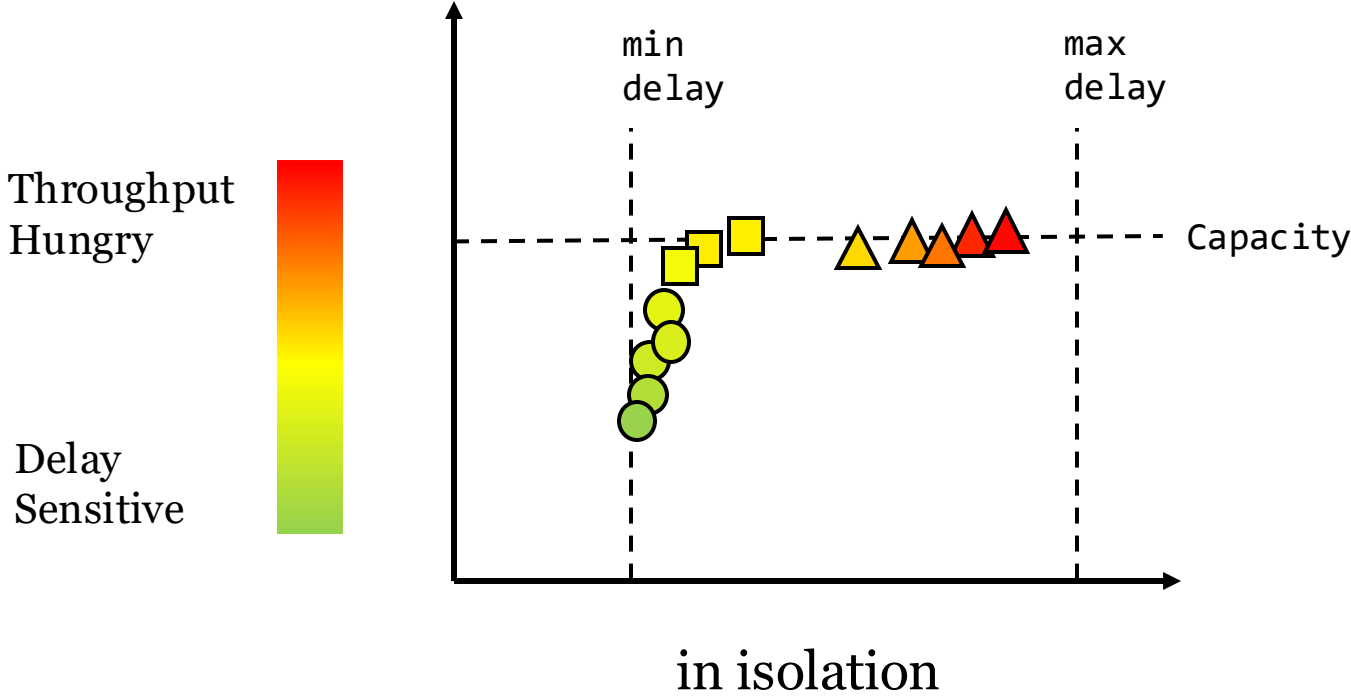


How do we create **isolation** between them when they compete?

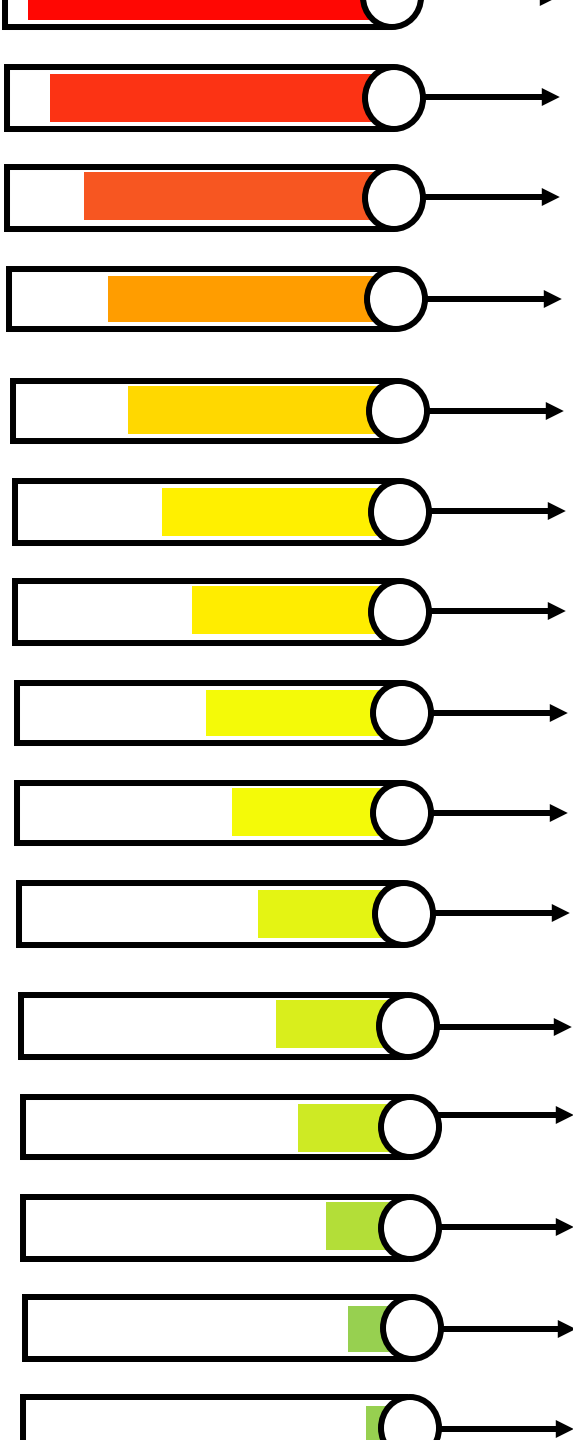
Fair Queuing is the ideal solution



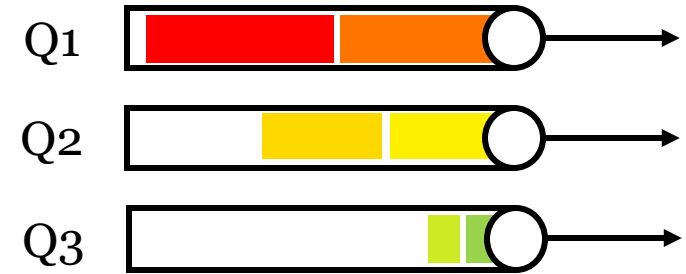
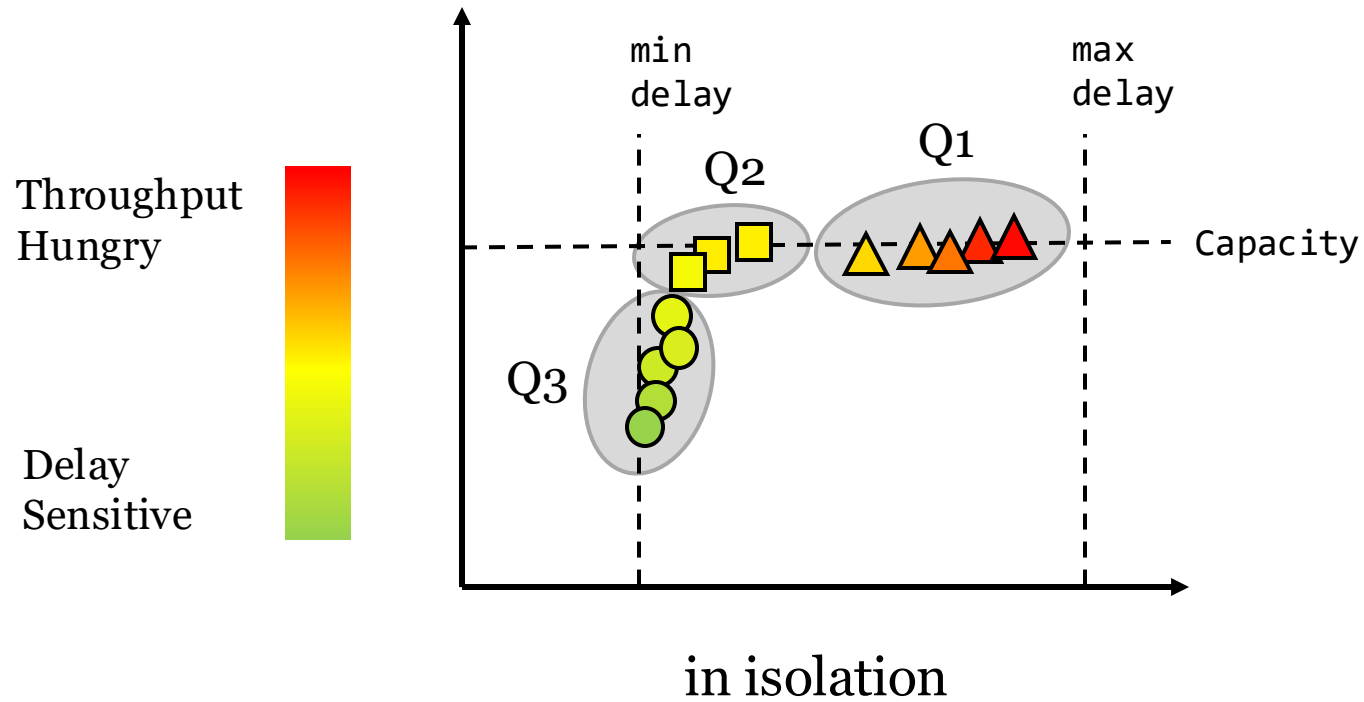
The Internet has too many flows and **too few queues**



How can we provide
Performance Isolation with
a **handful of queues**?

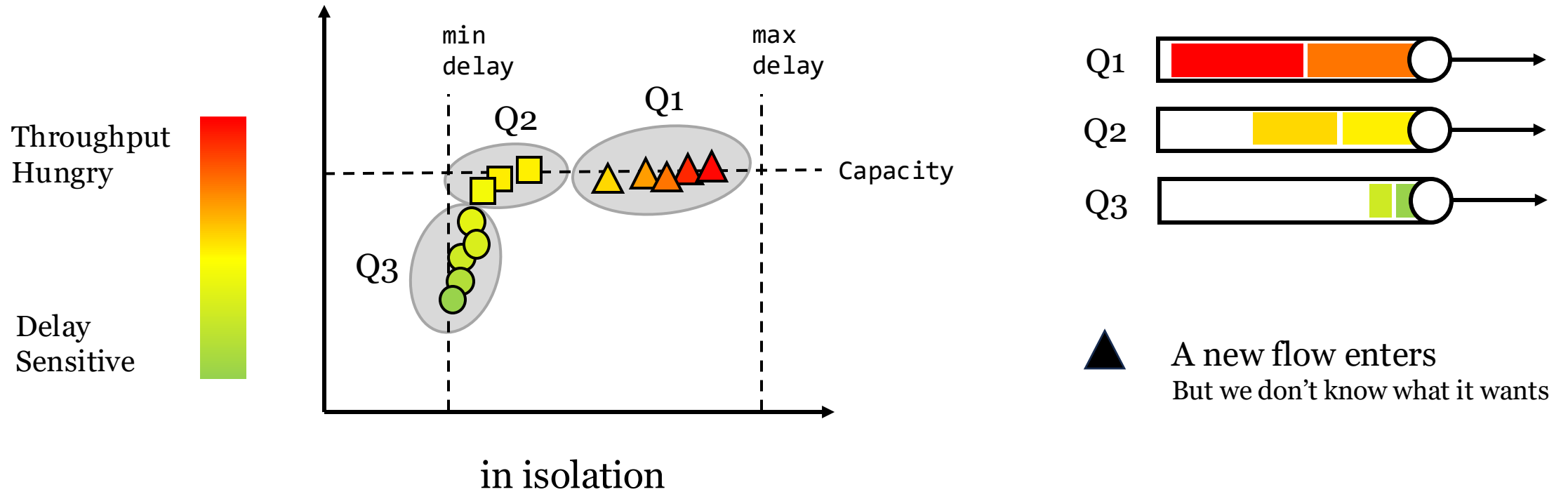


Approximate Performance Isolation

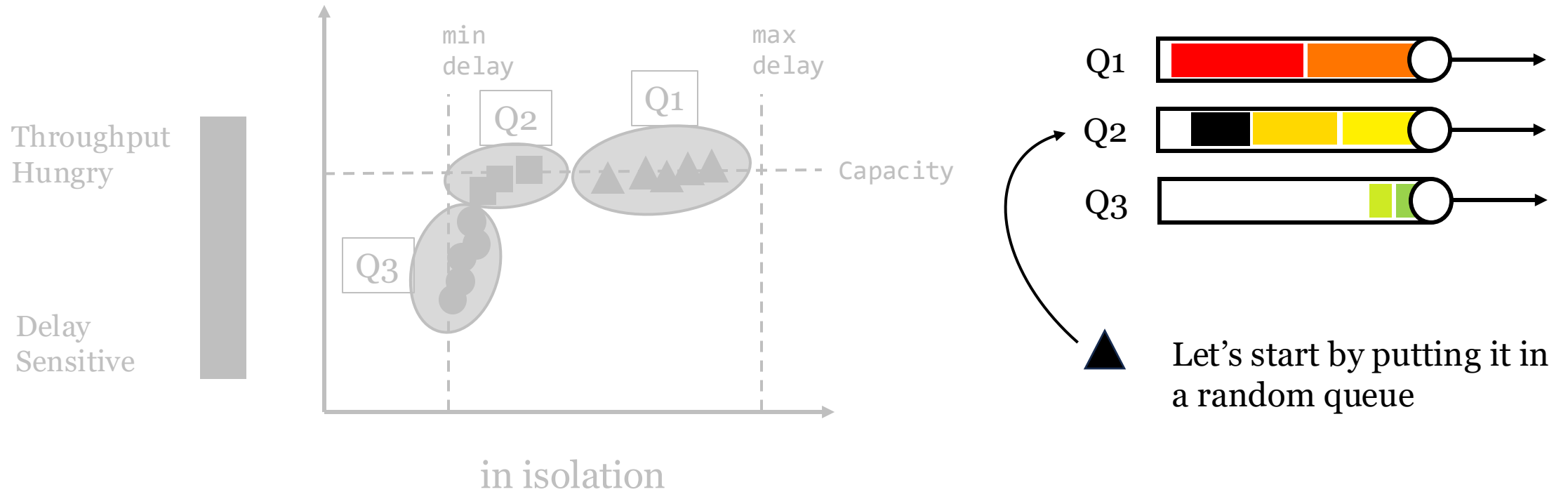


Flows that want similar trade-offs are likely to achieve them together

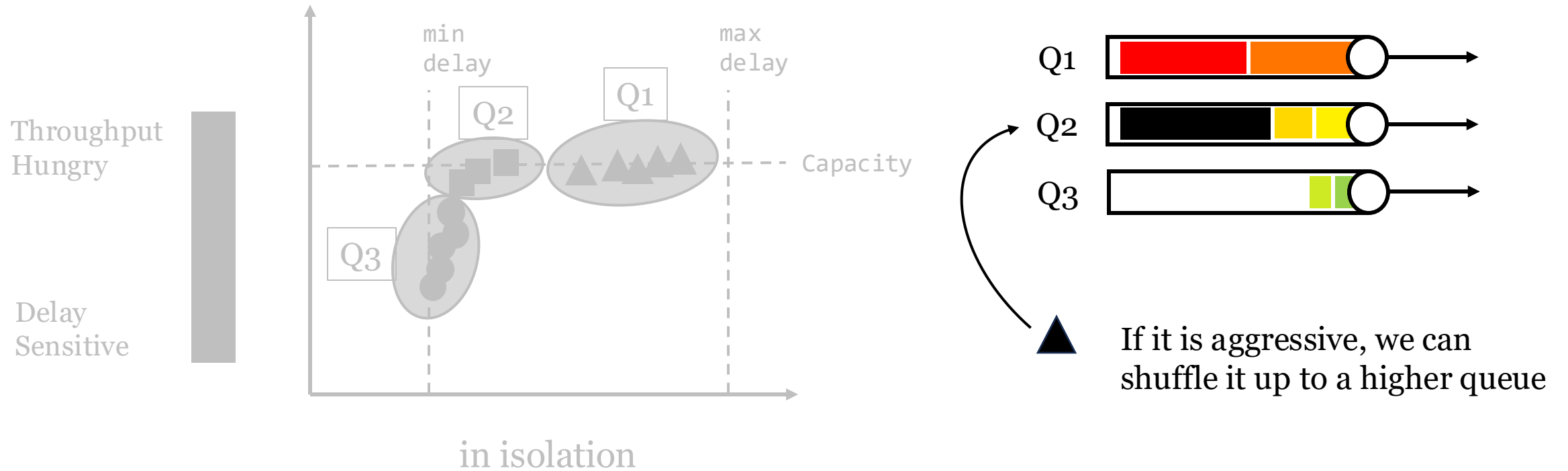
How do we infer these desired trade-offs?



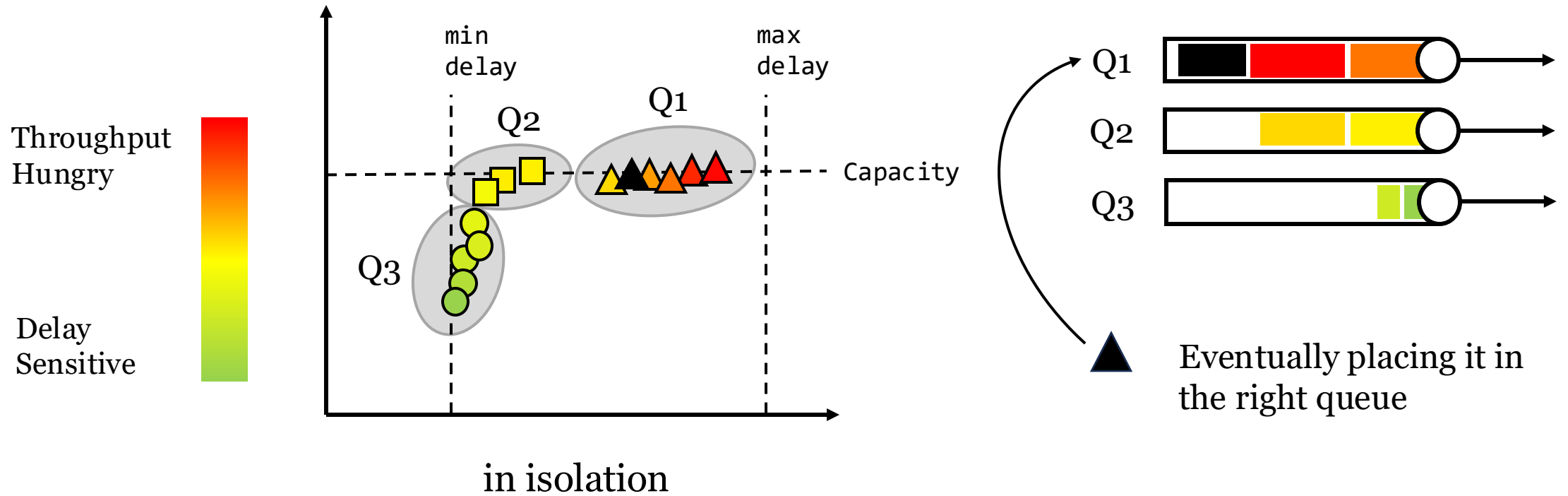
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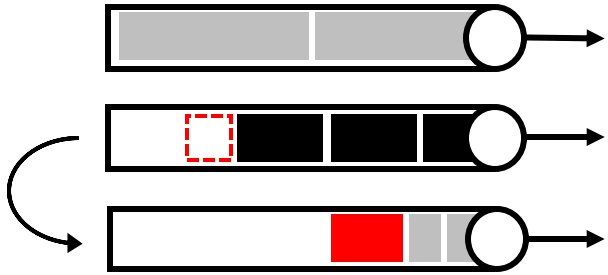
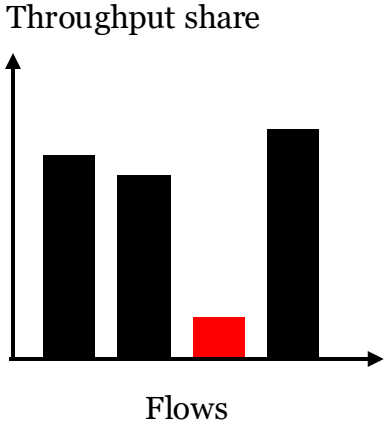
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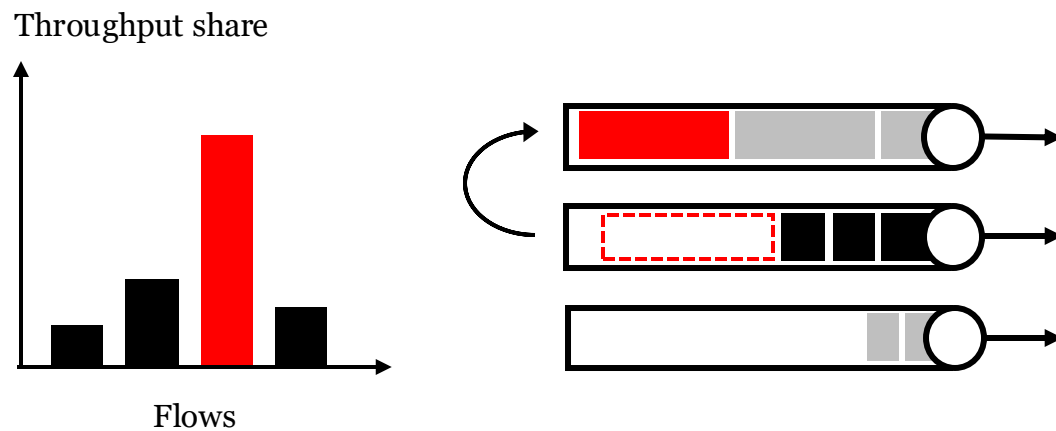


We can perform these shuffles in **rounds** over all available **n queues**

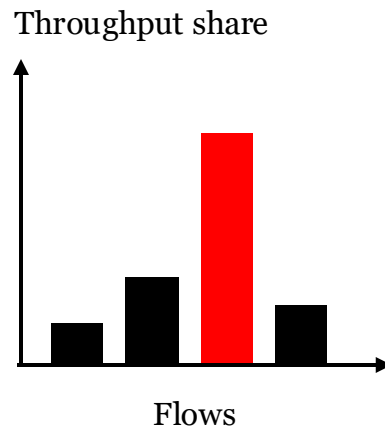


Nice flows get shuffled down

We can perform these shuffles in **rounds**
over all available **n queues**

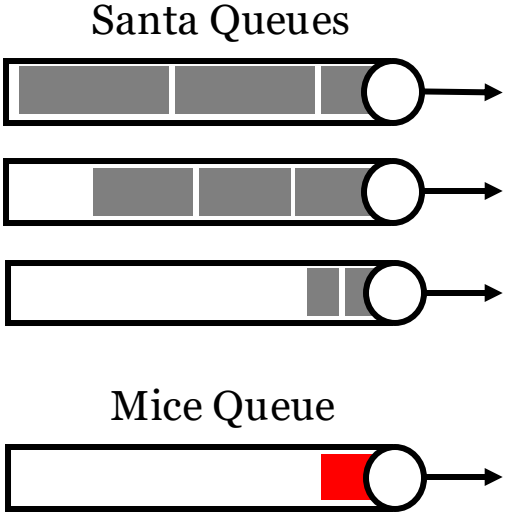


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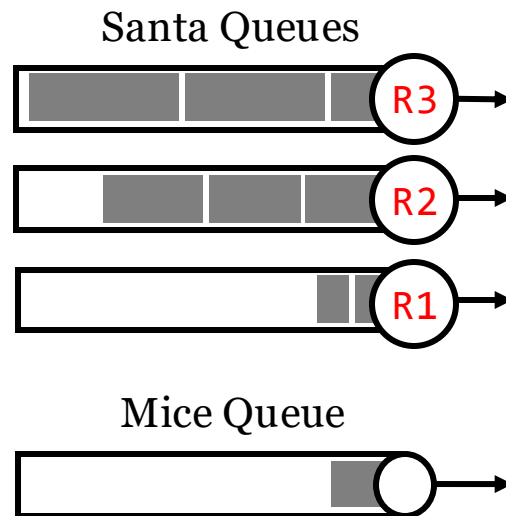
Naughty flows get shuffled up

We implemented **Santa** on a p4 switch



Dedicated **Mice Queue** for short flows

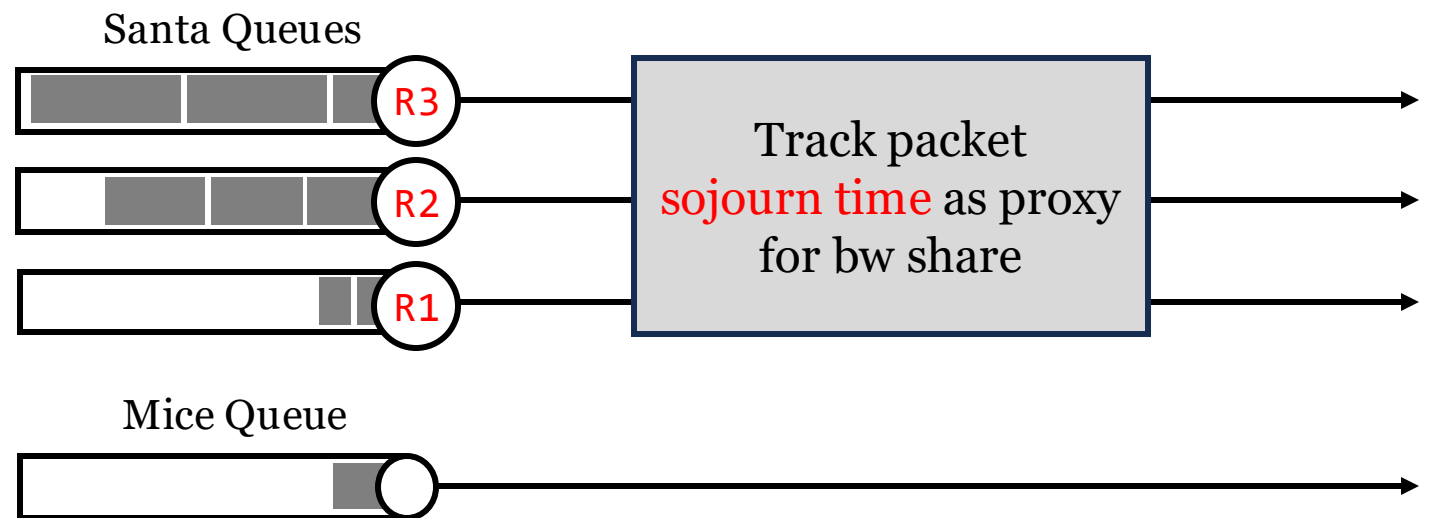
We implemented **Santa** on a p4 switch



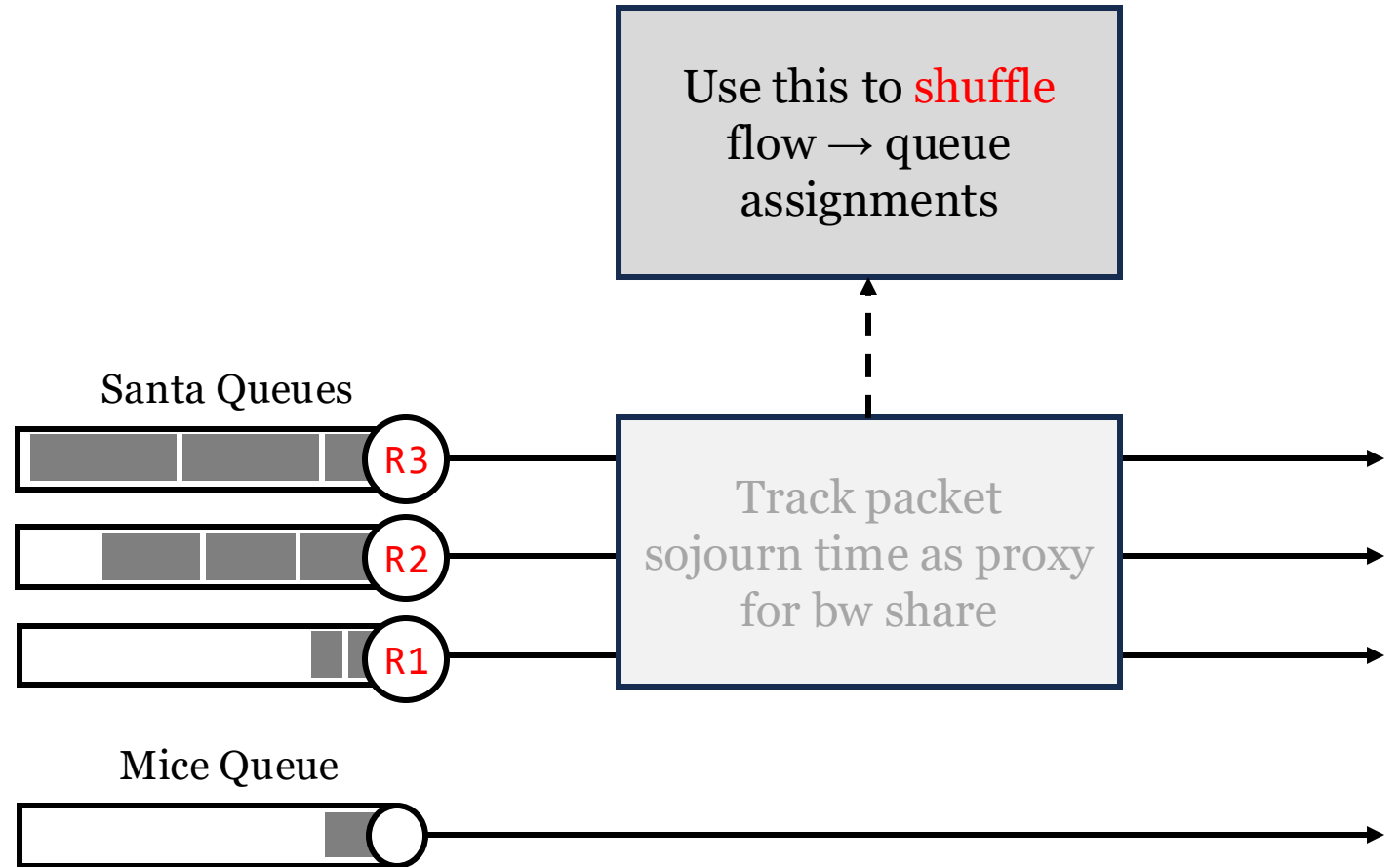
Santa queues dequeue at rates **proportional** to their number of flows (configurable)

Mice queue gets **strict priority**

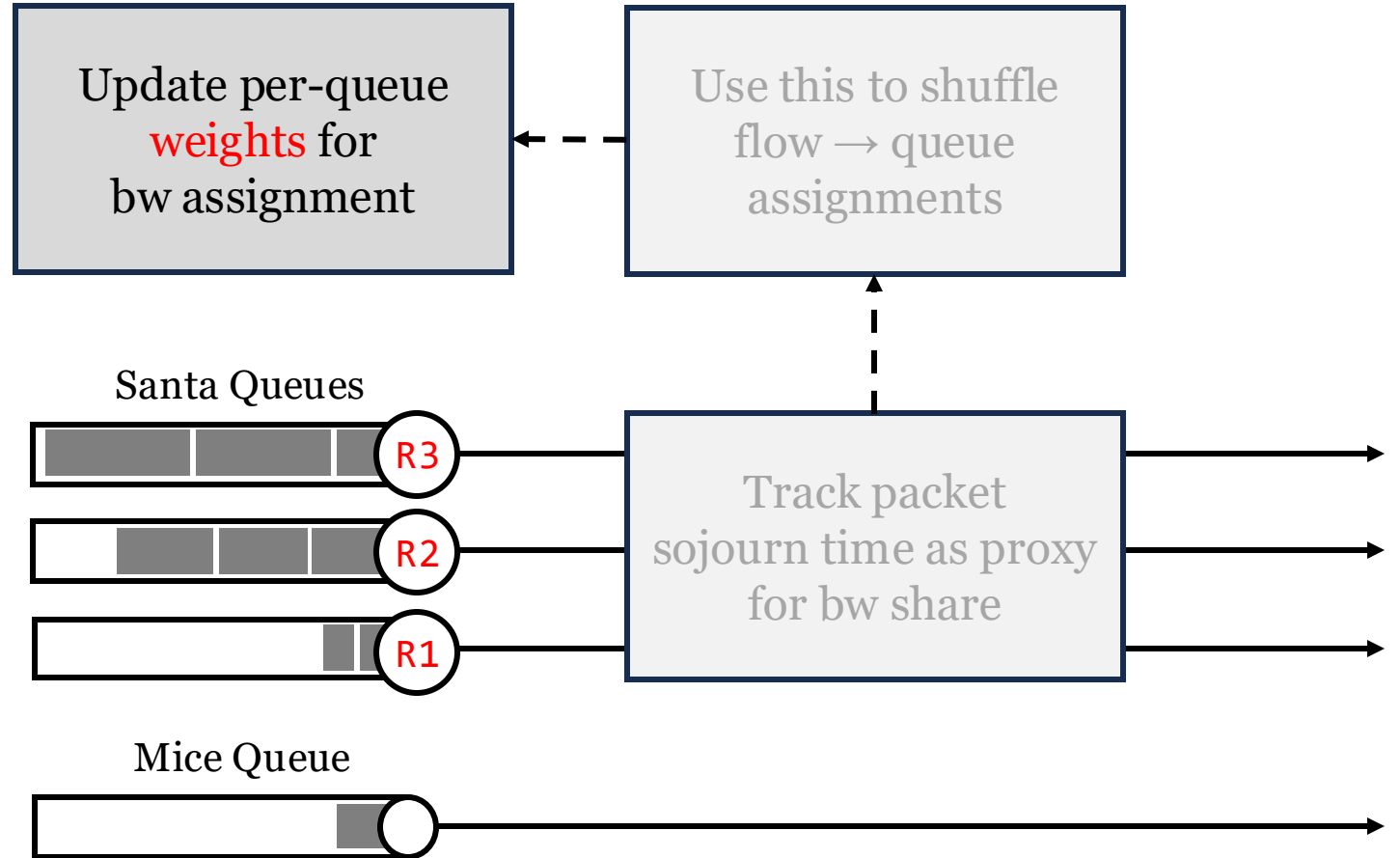
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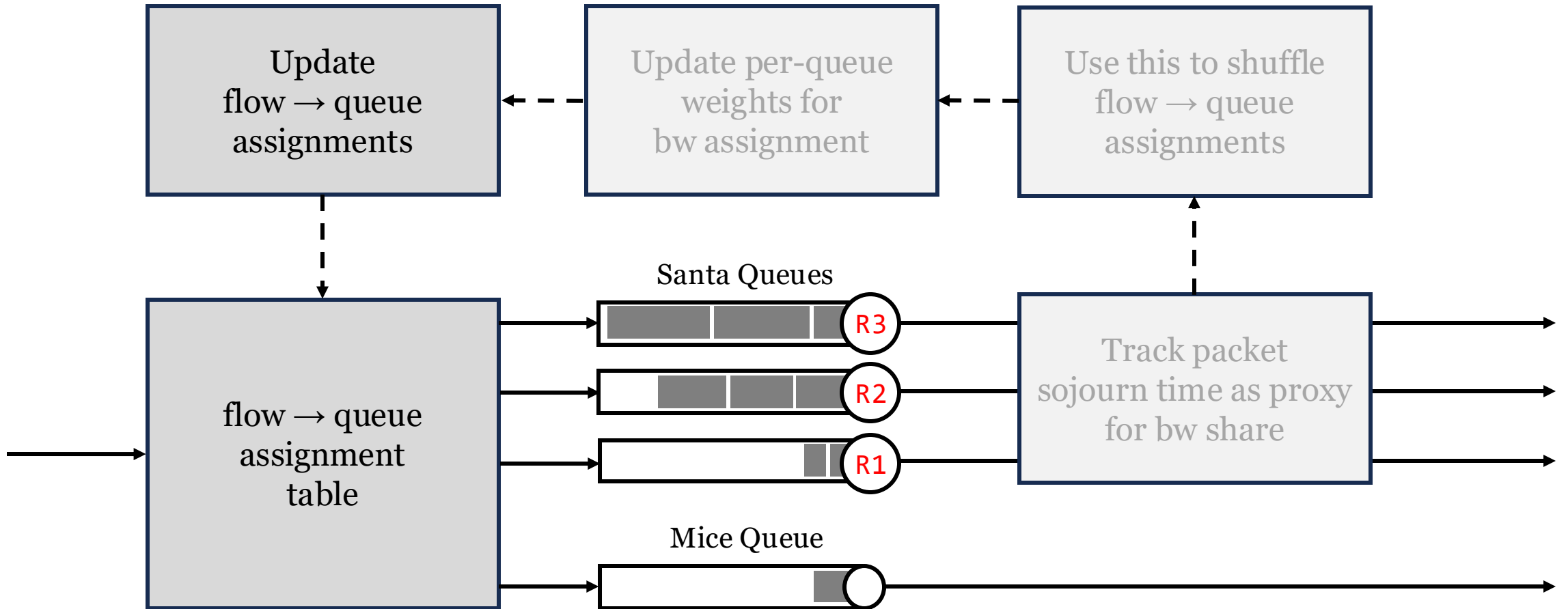
We implemented **Santa** on a p4 switch



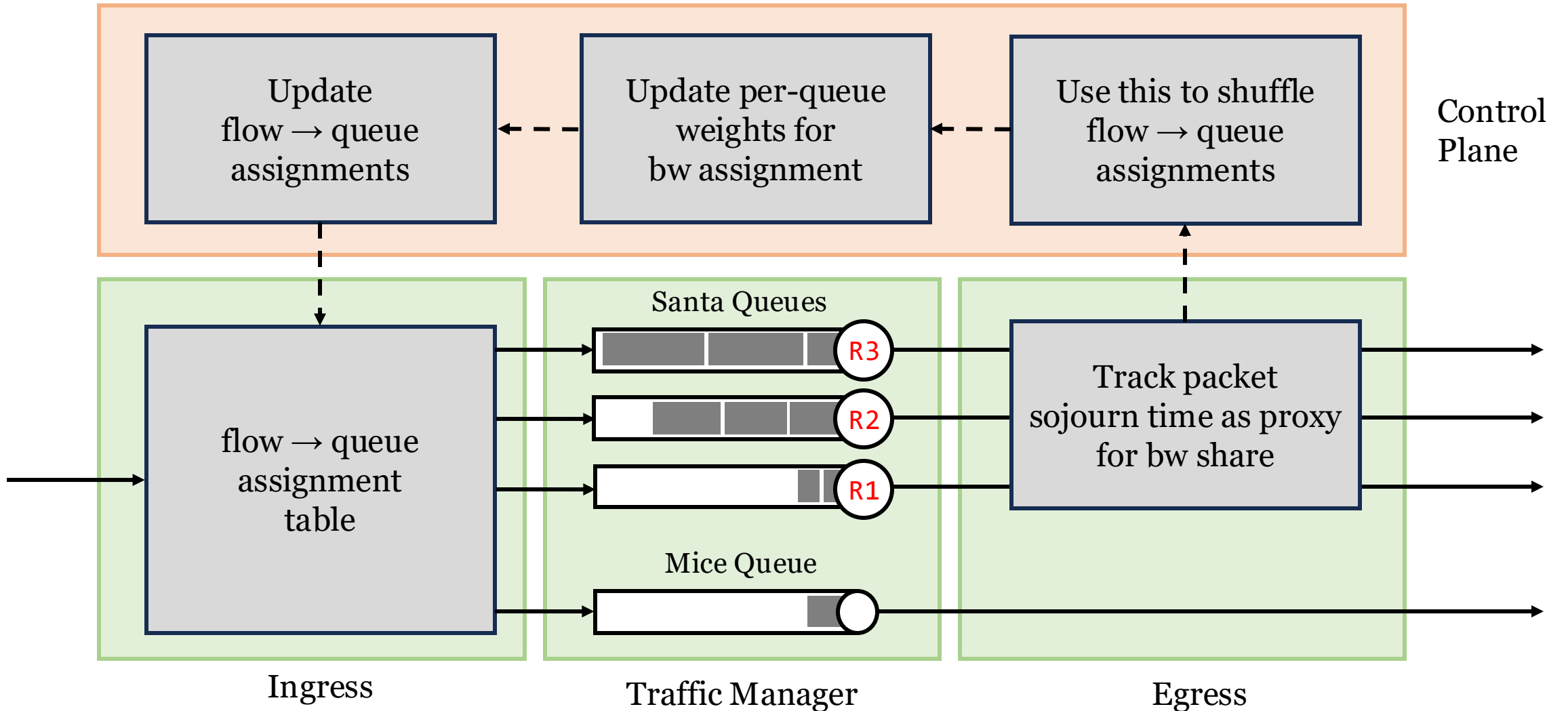
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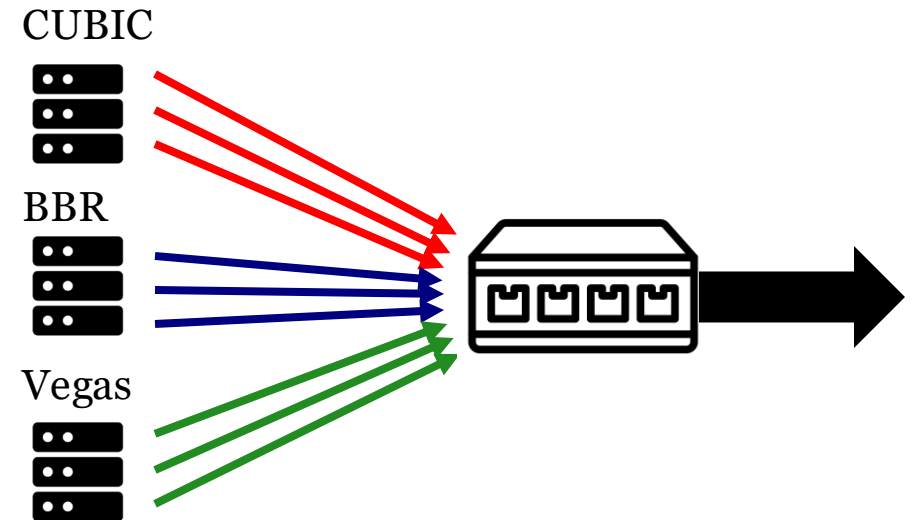


Does Santa provide Approximate Performance Isolation?

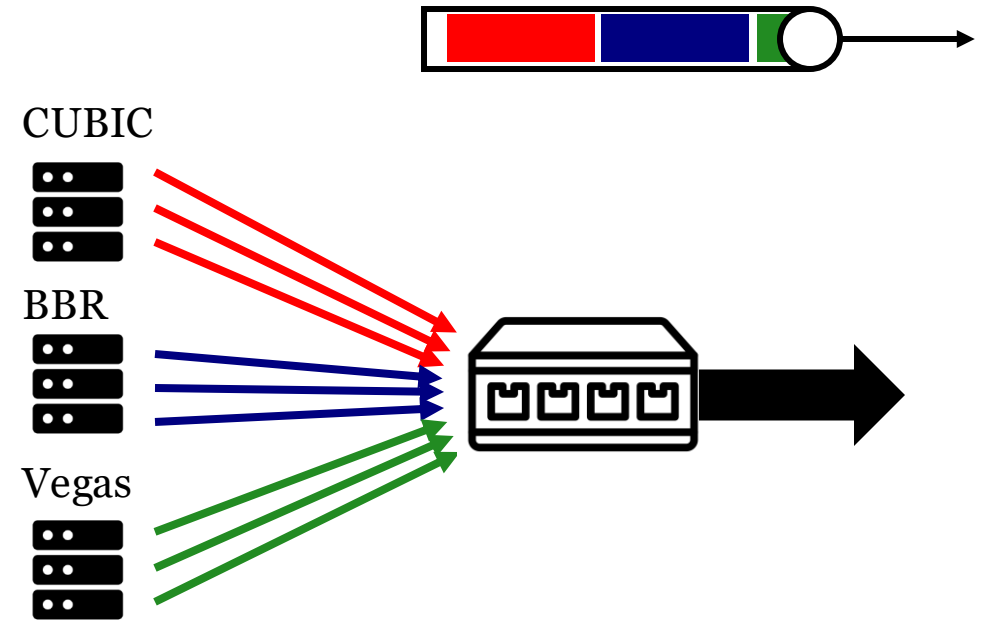
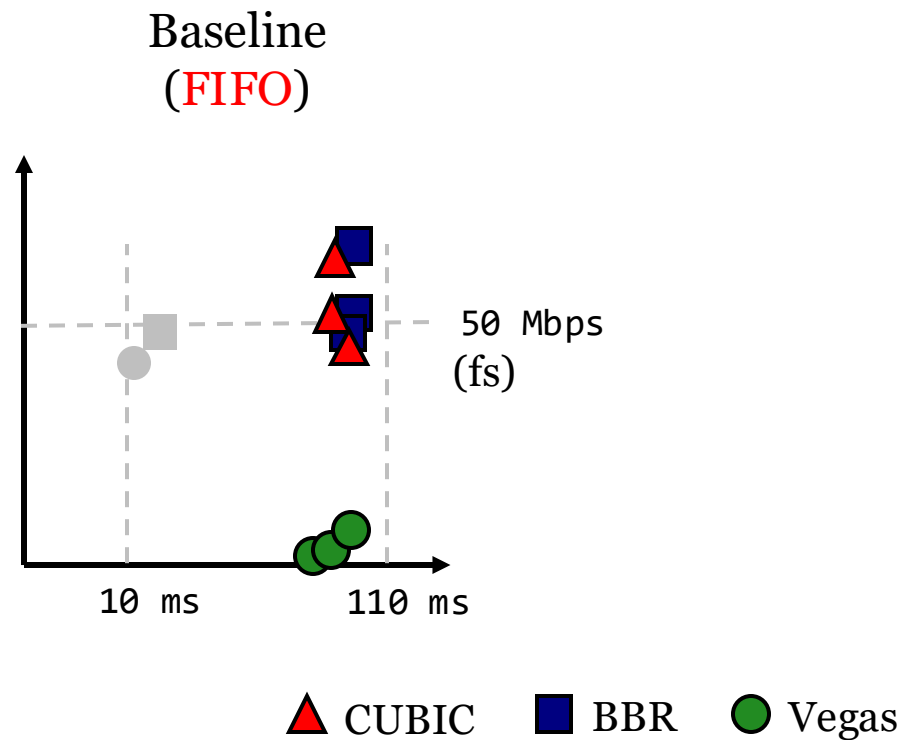
Long running flows (2 minutes)

Santa shuffles every 5 seconds

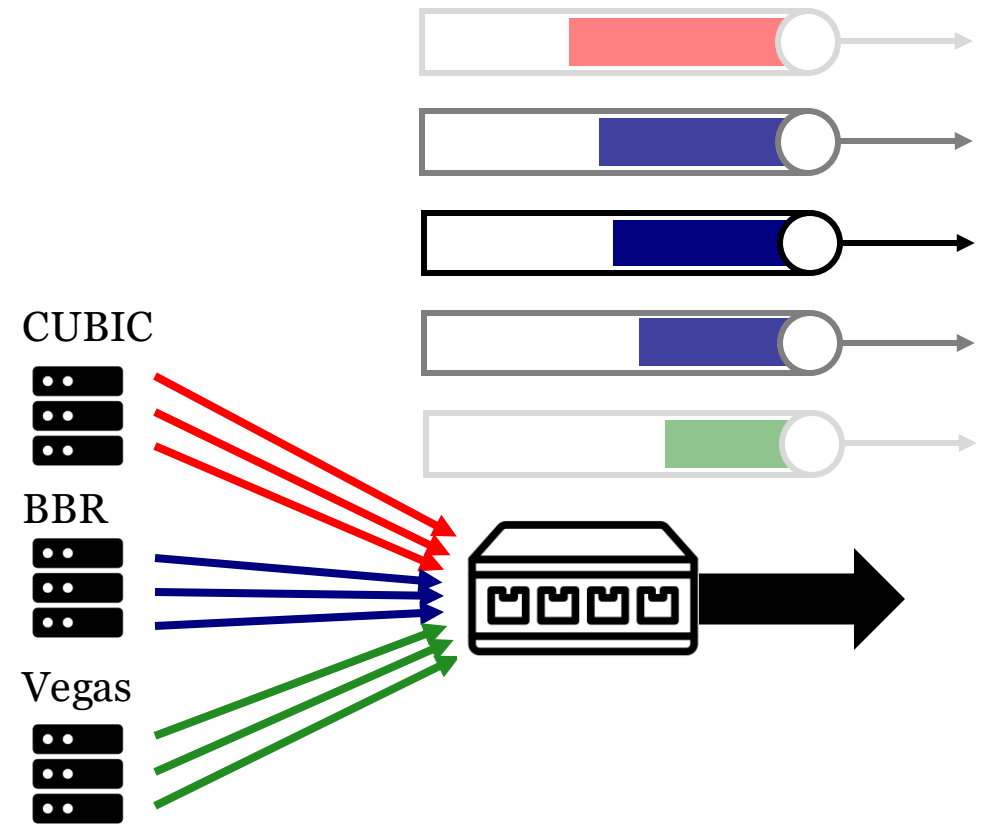
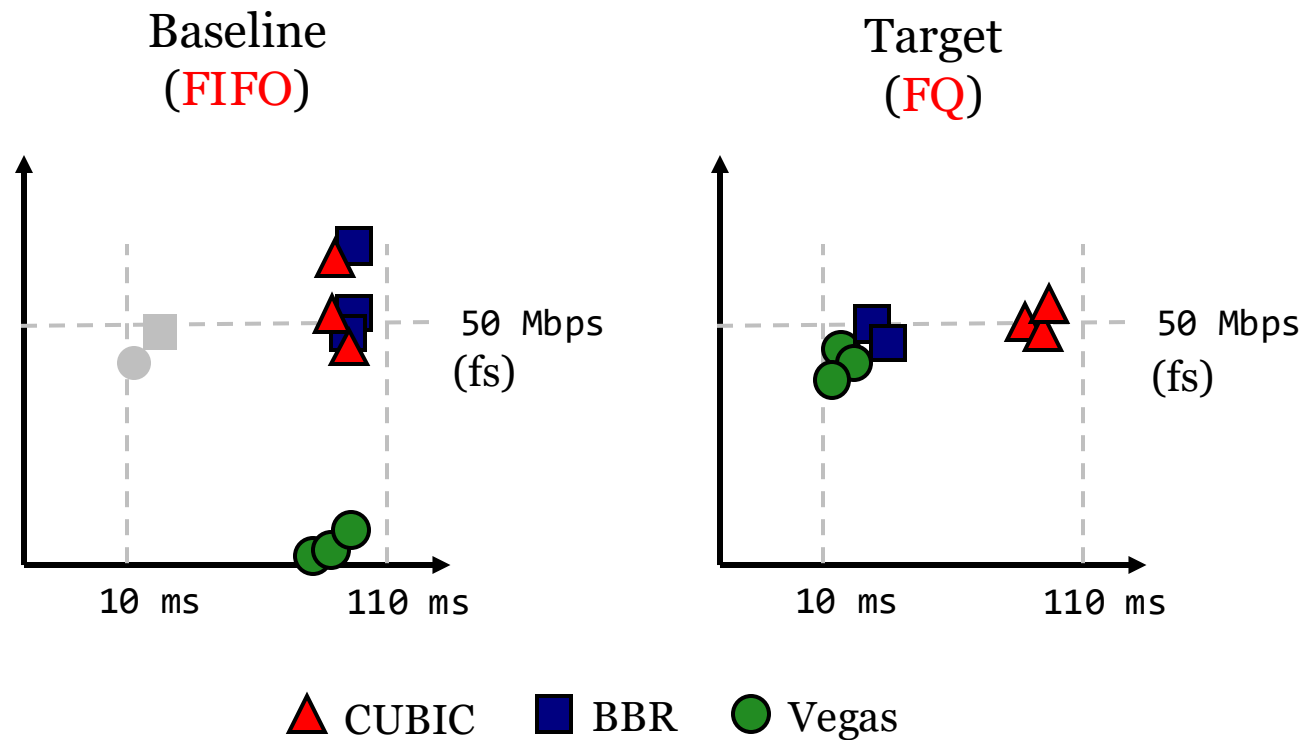
Equal buffer and proportional bandwidth to all 3 queues



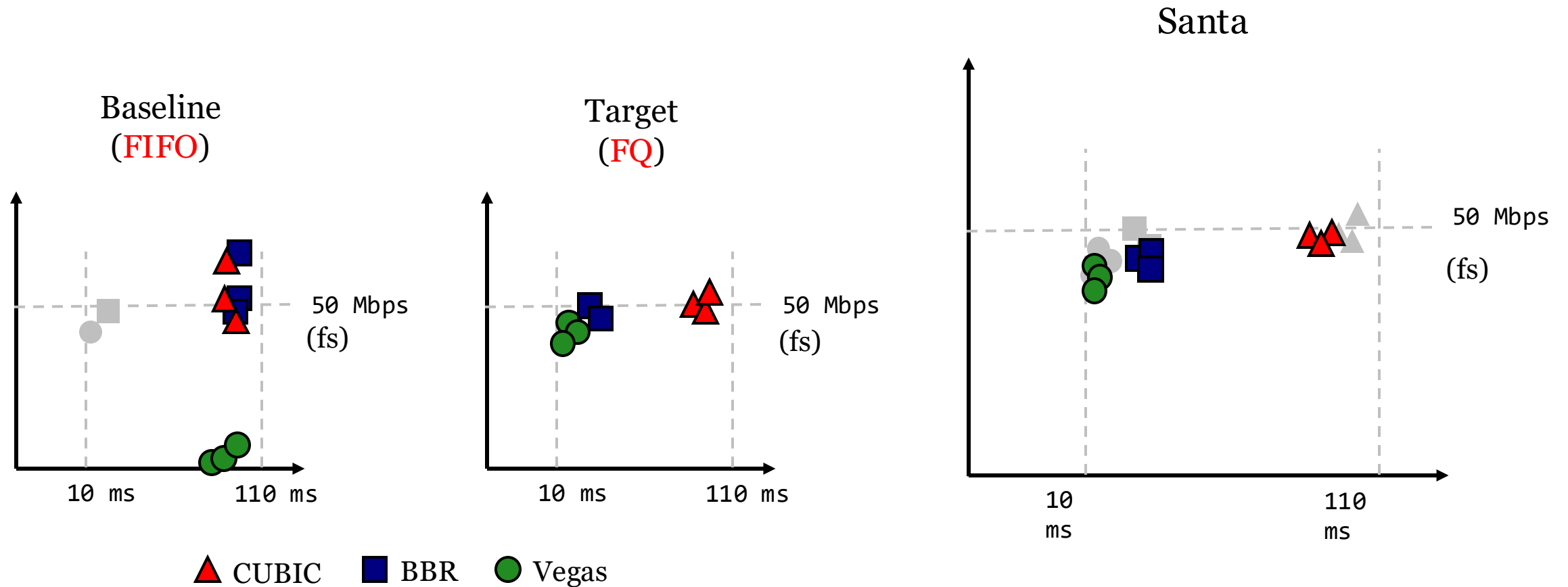
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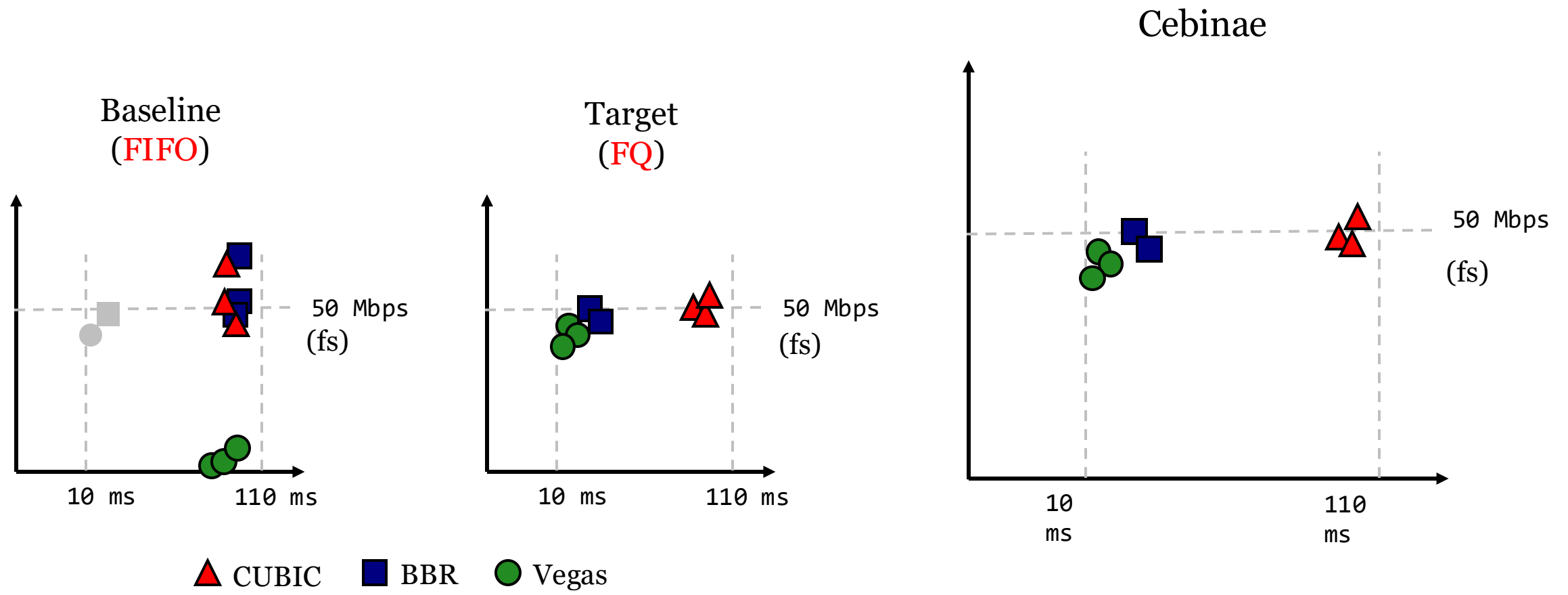
Does Santa provide Approximate Performance Isolation?



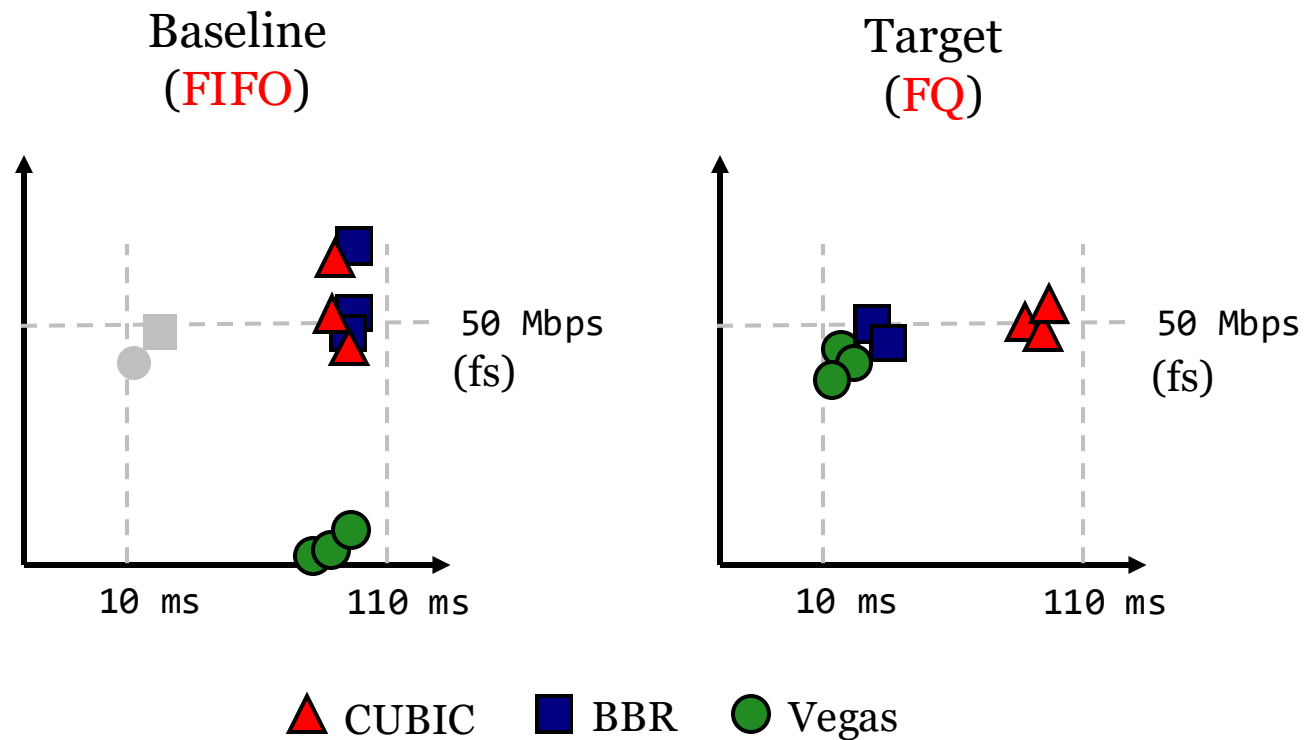
Santa does provide Approximate Performance Isolation!



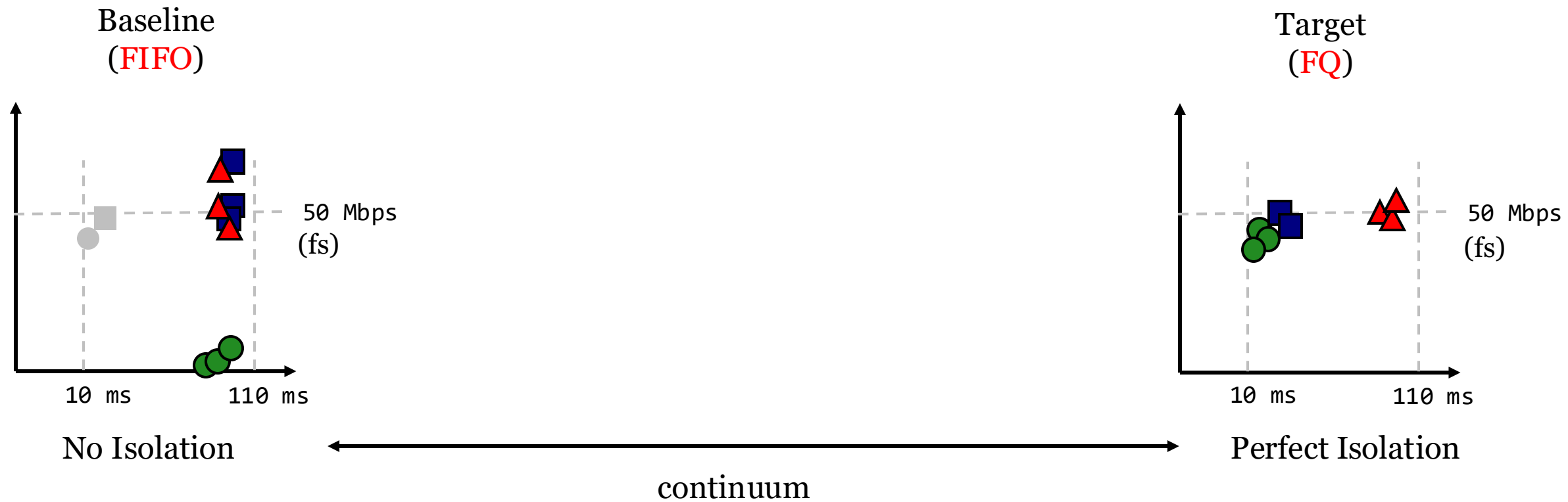
...while other approximate FQ mechanisms fail



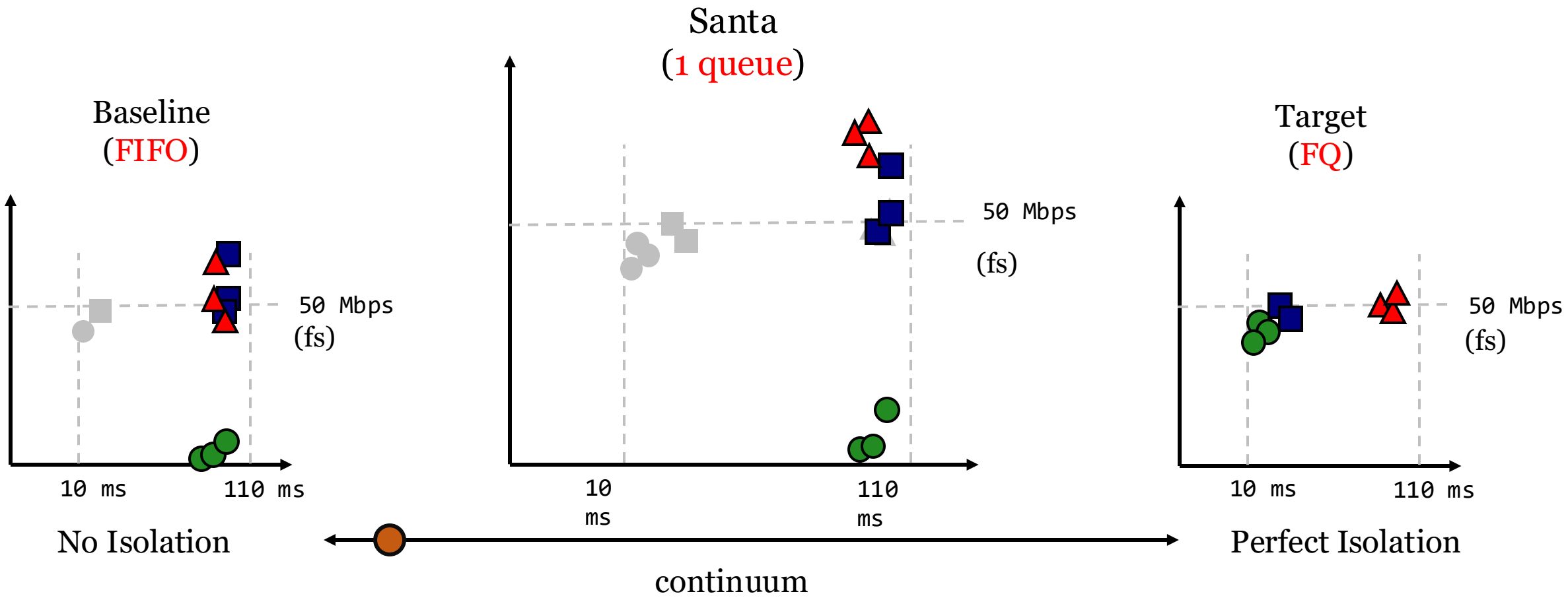
Not enough queues? No problem.



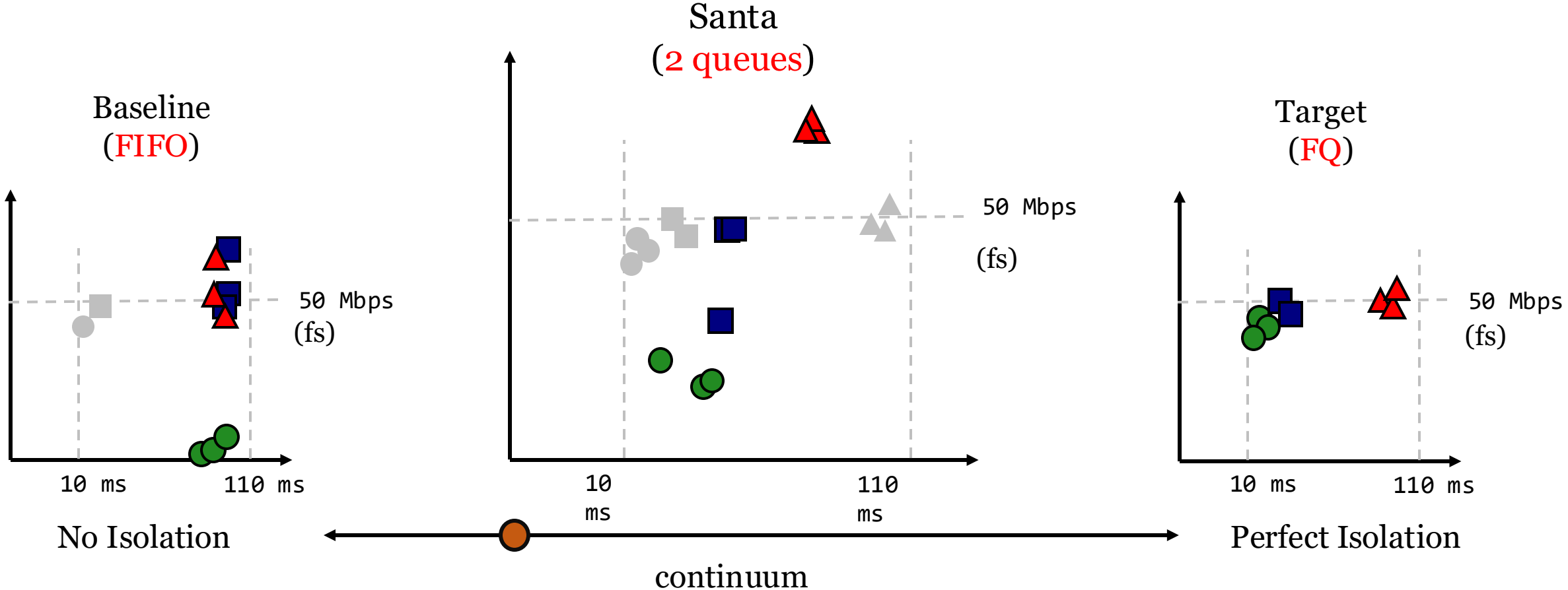
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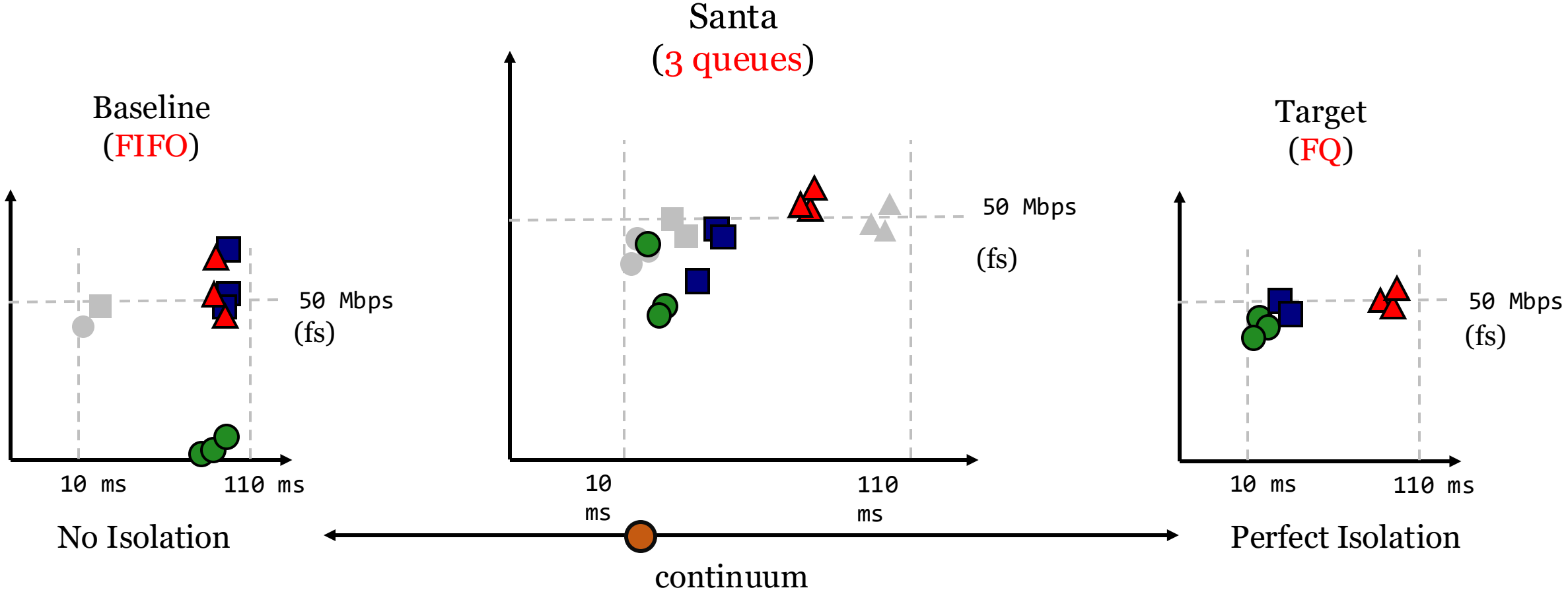
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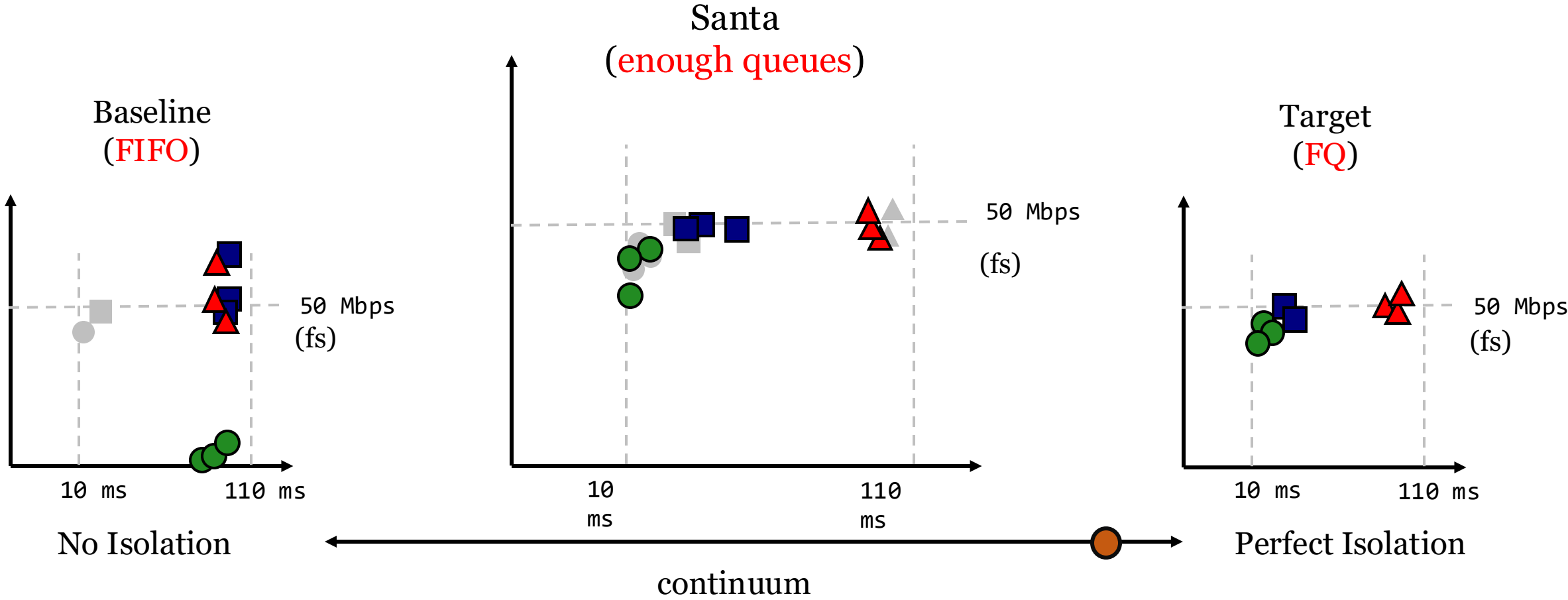
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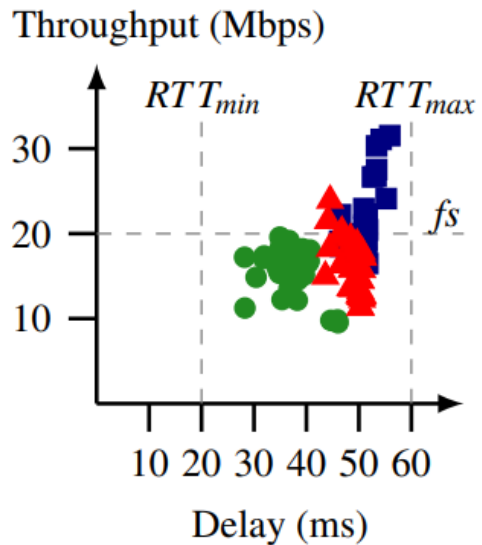
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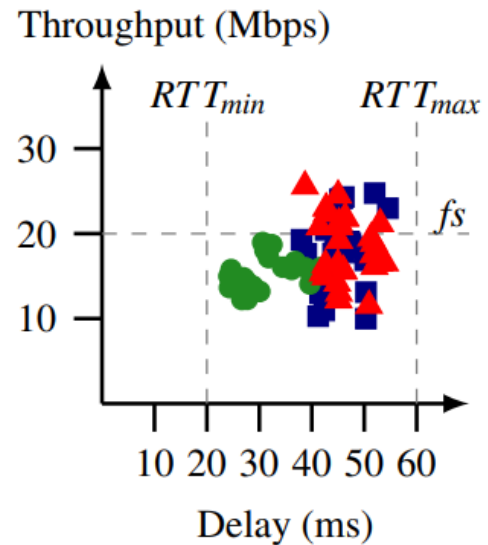
Not enough queues? No problem.



Santa **scales** to larger number of flows



(a) *Santa* with 3 queues.



(b) *Santa* with 6 queues.

Tested mixes of
60 and 90 flows

More queues, the better

Santa has its **limits**



- ▶ **Shuffle frequency is not an easy parameter to tune**
Tradeoff between reactivity and churn
- ▶ **We need to explore more dynamic buffer and bandwidth allocation strategies**
More bandwidth to throughput hungry flows?
- ▶ **New mechanism, new vulnerabilities?**
How sound is this mechanism from a Game Theoretic point of view?

Learning to compare Apples to Oranges on the Internet

We motivate **Approximate Performance Isolation**
as a goal for the modern Internet

We demonstrate how **Santa** can achieve
these goals practically

Santa is **open source** and available on GitHub!



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⁶Harvard University, ⁷Red Hat AI

