Framework of measures to facilitate the transport of military equipment, goods and personnel across the Union

2025/0847(COD) - 19/11/2025 - Legislative proposal

PURPOSE: to facilitate military transport in the EU and across its external borders, while minimising and mitigating the impact of such transport on civilian transport.

PROPOSED ACT: Regulation of the European Parliament and of the Council.

ROLE OF THE EUROPEAN PARLIAMENT: the European Parliament decides in accordance with the ordinary legislative procedure and on an equal footing with the Council.

BACKGROUND: military mobility is the ability of Member States' armed forces to swiftly move troops and equipment in the Union and across its external borders for military purposes. In the past, the transport of military goods and equipment was mainly, if not solely, undertaken by the armed forces directly, and such transport was in most Member States exempted from the Union rules on goods transport. However, the armed forces increasingly subcontract their transports to commercial carriers. There is a need to ensure that the same rules apply through the EU in the area of military transport. While important progress has been made, significant barriers to effective military mobility in the EU persist. Divergent national rules, fragmented procedures, and the absence of clear coordination continue to delay military transport. The EU' s transport infrastructure is insufficiently adapted to dual-use needs and remains vulnerable to disruptions.

To facilitate the transport of equipment, goods and persons for military or civil protection, there is in particular a need for a comprehensive Union-wide framework for permissions granted by a receiving Member State for military transport operations carried out on its territory by or on behalf of the armed forces of a requesting Member State.

In March 2025, the Commission and the High Representative put forward the White Paper for European Defence – Readiness 2030, complemented by the Commission's ReArm Europe Plan/Readiness 2030, an ambitious defence package providing financial levers to EU Member States to drive an investment surge in defence capabilities. The military mobility package and the EU Defence Industry Transformation Roadmap were both highlighted as key priority areas in the White Paper and in the Defence Readiness Roadmap 2030.

The military mobility package 2025 also builds on lessons learned from the revised Action Plan 2.0 and the 2024 Military Mobility Pledge. It has been developed in close coordination with the European External Action Service (EEAS) and the European Defence Agency (EDA), ensuring coherence with NATO standards and procedures.

CONTENT: this proposal seeks to establish a **coherent and harmonised EU-level framework** that enables, facilitates, and accelerates the transport of military personnel, material, and equipment across the territory of the EU. Its objective is to reflect military transport needs and requirements in EU legislation and programmes through amendments to existing legislation and new self-standing provisions as needed.

The proposed regulation lays down in particular provisions to:

- ***remove regulatory barriers***: the proposal introduces the first-ever EU-level harmonised rules on military mobility and sets clear rules and procedures for cross-border military movements, with a maximum **three-day processing** time and streamlined customs formalities;

- ***simplify permission procedures***: cross-border military transport (personnel, goods, equipment) will require a single, standardised permission/notification procedure applicable in all Member States;

- ***create an emergency framework***: a new European Military Mobility Enhanced Response System (EMERS) for fast-track procedures and priority access to infrastructure, supporting armed forces acting in the context of EU or NATO;

- ***enhance the resilience of transport infrastructure***: it is proposed to upgrade key EU military mobility corridors to dual-use standards and protect strategic infrastructure with a new resilience toolbox. Targeted investments will strengthen cybersecurity, energy security and readiness in both peace and crisis;

- ***pool and share capabilities***: the proposal enhances preparedness, solidarity and availability of military mobility capabilities for Member States by introducing a Solidarity Pool of shared transport and logistic capabilities and the possibility to create a Military Mobility Digital Information System;

- ***strengthen governance and coordination***: a new Military Mobility Transport Group and an enhanced Trans-European Transport Network TEN-T Committee will guide implementation and monitor readiness, supported by National Cross-border Military Transport coordinators in each Member States.

The proposed regulation applies to the transport of equipment, goods and personnel that is operated by, or under the responsibility of, the armed forces of the Member States or of Allies of the North Atlantic Treaty Organisation (NATO), takes place in part or entirely in the Union and makes use, during that transport, of dual-use infrastructure, assets and capabilities located in the Union.

Lastly, the proposal is entirely consistent with the progress, efforts, and proposals made to date. It will tackle key aspects that have not been adequately addressed so far in all three dimensions - regulatory, infrastructure, and capabilities. It is also fully aligned with the financial investments foreseen under the next MFF and will work in tandem with them. For example, investments in infrastructure through the Connecting Europe Facility will have a synergistic effect, facilitating military transport by increasing the availability of adapted dual-use infrastructure within the Union.