

Follow-up to the European Parliament non-legislative resolution of 17 December 2025 on Military Mobility

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- 2. References:** 2025/2090(INI) / A10-0242/2025 / P10_TA(2025)0335
- 3. Date of adoption of the resolution:** 17 December 2025
- 4. Competent Parliamentary Committee:** Committee on Security and Defence (SEDE) and Committee on Transport and Tourism (TRAN)
- 5. Brief analysis/ assessment of the resolution and requests made in it:**

In its Resolution, the European Parliament acknowledges that military mobility is a critical enabler of EU security and defence, made urgent by Russia's war of aggression against Ukraine and the growing risk of conflict on the EU's eastern flank. It underlines that the EU's current ability to move troops, equipment and assets rapidly across borders remains inadequate due to regulatory fragmentation, administrative delays, infrastructure bottlenecks and underinvestment. Parliament highlights the strategic importance of the four priority EU military mobility corridors, their strong interaction with the TEN-T network, and the dual-use benefits of investments for civilian transport, resilience and economic cohesion. It calls for a comprehensive, whole-of-society and EU-NATO-aligned approach, stronger governance, and substantially increased funding in the next multiannual financial framework, notably through the Connecting Europe Facility.

In its Resolution, the Parliament, calls on the Commission to:

- present without delay a roadmap towards a “military Schengen area” and propose harmonised and simplified rules for cross-border military movements across all transport modes, supported by a digital system;
- establish a European digital one-stop shop for cross-border movement authorisations and develop a military customs system;
- propose a legal and operational crisis framework distinguishing peacetime, crisis and wartime phases, ensuring priority access to transport infrastructure and continuity of military transport;
- set up a military mobility taskforce at EU level, improve governance in line with Court of Auditors recommendations, and enhance reporting to Parliament;
- ensure substantially increased and stable EU funding for military

mobility in the next MFF, preserve and monitor dedicated CEF allocations, and facilitate access to EIB financing and other EU defence instruments;

- accelerate the upgrading, protection and cybersecurity of dual-use infrastructure along the four priority corridors, including rail, roads, ports, logistics hubs and energy supply;
- strengthen rail interoperability, address track-gauge barriers, accelerate ERTMS deployment and assess the cybersecurity resilience of digital rail systems;
- enhance EU-NATO cooperation, including information sharing, joint exercises and alignment of procedures, and support interoperability with partners such as Ukraine and Moldova;
- address energy and fuel supply vulnerabilities linked to military mobility, including stockpiling and resilient EU-based supply chains.

A significant number of these points is being addressed within the Military Mobility Package, which has been proposed by the European Commission and the High Representative on 19 November, notably with view to streamline applicable rules, establish specific rules for crisis situations (EMERS) and intensify and accelerate the work on dual-use infrastructure across the four priority military mobility corridors.

6. Response to requests and overview of actions taken, or intended to be taken, by the Commission:

- Responding to para 6 and 30, the Commission agrees on the need for a common vision and concrete deliverables on military mobility. To this end, the Commission tabled a Military Mobility Regulation proposal on 19 November 2025, which presents a comprehensive approach to military transport, and creates a harmonised regulatory framework for military mobility by addressing the main barriers it faces. The Commission invites the Parliament to come to a swift agreement with the Council on this proposal, so that it can enter into force and be implemented as soon as possible.
- Responding to para 16, the Commission notes that it has increasingly strengthened its collaboration with the European Investment Bank (EIB) on investments in dual-use infrastructure and will continue to do so, notably in light of the EIB's expanded eligibility for financing defence projects. The Commission notes that the EIB had provided EUR 4 billion in financing to the security and defence sector by the end of 2025 (a fourfold increase from the previous year), including support for military mobility projects.
- Responding to para 19, the Commission acknowledges the potential of complementary financial mechanisms and recalls that several EU instruments — including the European Defence Fund, the European Defence Industry Programme (EDIP), the instrument for Security Action for Europe (SAFE), the recently tabled proposal for a

Regulation on Military Mobility, and the proposal for a new Connecting Europe Facility (CEF) under the next MFF (2028-2034) — can, within their respective legal basis, objectives and eligibility conditions, contribute directly or indirectly to military mobility objectives. In this context, the Commission also recalls that the mid-term review of cohesion policy introduces military mobility as a key objective, allowing Member States to channel cohesion funding towards relevant investments under more advantageous pre-financing and co-financing conditions. This revision is further complemented by the recently adopted mini-omnibus regulation on incentivising defence-related investments to implement the ReArm Europe Plan, which aligns the CEF framework with these changes for military mobility projects. The Commission underlines the importance of ensuring coherence and synergies across these instruments, in support of the development of a genuine European Defence Union within the Treaty framework and in full respect of Member States' competences. In addition, the EEAS, the European Union Military Staff (EUMS) and the European Defence Agency (EDA) are also EU military mobility stakeholders.

- Responding to para 20, the Commission takes note of Parliament's call for a 'military Schengen area'. The forthcoming Military Mobility Regulation constitutes a first concrete step towards this objective by addressing regulatory fragmentation and administrative delays. In addition, the Defence Readiness Roadmap sets out the ambition to establish an EU-wide Military Mobility Area by 2027, paving the way towards a "Military Schengen" as referenced in the Joint Communication.
- Responding to para 22, the Commission agrees on the need for a 'whole-of-society' approach towards military mobility, which is reflected in several parts of the Military Mobility Package. The Joint Communication explicitly confirms that strengthening collaboration—through capacity building, effective communication, preparedness and resilience planning and active involvement in exercises—can significantly enhance readiness and coordination. Ensuring greater awareness and input from civilian operators and authorities can harmonise cross-border movements and procedures for military mobility.
- Responding to para 23, the Commission notes that, under the current Multiannual Financial Framework (MFF), it has actively pursued investments in dual-use transport infrastructure and intends to maintain this focus under the next MFF. By 2023, following three CEF Military Mobility calls and the full commitment of the current CEF military mobility envelope, 95 projects were selected, representing EUR 1.7 billion of investment in dual-use transport infrastructure. The Commission's proposal for the 2028-2034 MFF includes a robust envelope for the third generation of CEF Transport of EUR 51.5 billion, around twice the allocation under the current MFF. Out of this, EUR 17.65 billion are planned for military mobility, representing a tenfold increase compared to

the current MFF and reflecting a stronger emphasis on enabling the movement of military personnel and equipment across the Union.

- Responding to para 24, the Commission agrees on the need for a horizontal approach to tackle military mobility issues. This is why the proposed Military Mobility Regulation covers all aspects of transport operations (planning, permissions, specific transport acquis, customs, etc.) and the need for simplified rules has been assessed in all relevant modes of transport. In addition, as regards infrastructure, the proposed Military Mobility Regulation ensures that the approach is not limited to transport operations but also covers specific provisions for the transport network and dual-use infrastructure.
- Responding to para 25, the Commission acknowledges that the proposed Regulation would empower the Commission to establish a secure and restricted Military Mobility Digital Information System. This system could be used for cross-border permissions, customs formalities and other traffic arrangements and would be aligned with NATO's communication and coordination system.
- Responding to para 26, the Commission supports the development of a digital information system for cross-border movement authorisations. These efforts are designed to reduce processing times and enhance transparency, while ensuring secure information exchange with NATO where appropriate. The Commission stands ready, once the co-legislators have agreed on the Military Mobility Regulation and thus provided a mandate to develop such a system, to proceed with this work
- Responding to para 27, the Commission shares the objective of reducing administrative burden and facilitating the authorisation of abnormal transport, both for civil and military transport. In the context of the revision of the Weights and Dimension Directive, several measures were proposed, namely the harmonisation of the rules and procedures for the issuing of national permits (including a common EU standard application form) and the establishment of an electronic information and communications system acting as a 'one-stop-shop' at national level for the digital submission and obtention of special permits.
- Responding to para 31, the Commission acknowledges the need for a dedicated crisis framework. The proposal for a Military Mobility Regulation introduces a European Military Mobility Enhanced Response System (EMERS) to provide for temporary and extraordinary Union-wide measures to ensure timely and uninterrupted military transport across the Union in such circumstances, while minimising civilian traffic disruption.
- Responding to para 34 and 35, the Commission acknowledges the need for a dedicated group at EU level to bring together all competent EU bodies working on military mobility (the Commission, the EEAS, the EU Military Staff, the European Defence Agency and

Member State representatives). This is why the Military Mobility Regulation proposes the establishment of a Military Mobility Transport Group to coordinate implementation of the Regulation. In addition, the proposal requires Member States to establish a National Coordinator for Cross-Border Military Transport. This National Coordinator is empowered to coordinate all actors at national, regional and local levels involved in military transport operations, and will be, inter alia, in charge of receiving and sending cross-border permissions; providing advice and support on customs formalities; and coordinating priority access requests under EMERS. Concerning infrastructure aspects, the Commission, supported by the High Representative and in consultation with NATO will work with Member States through the TEN-T Committee, including by setting up and steering regular corridor meetings to ensure that the necessary investments are made swiftly and through a coordinated and coherent corridor approach, ensuring a sound and mature pipeline of projects. The Commission believes that the proposal to establish a Military Mobility Transport Group largely addresses the European Court of Auditors' recommendations regarding governance in the area of military mobility. In addition, the Joint Communication recognises that there are work strands of military mobility that fall outside of the proposed regulation, including the intensive work so far, particularly under Permanent Structured Cooperation (PESCO) and EDA frameworks. The Commission and the High Representative will take further steps to strengthen this work, including on coordination.

- Responding to para 36, the Commission notes that it is addressing skills shortages and skills gaps across sectors, including transport, through its Union of Skills Strategy presented in March 2025. This includes initiatives to upskill and reskill workers, in particular to increase skilled labour in strategic sectors such as the defence industry and dual-use technologies.
- Responding to para 37, 39, 42, 45, 49, 51 and 56, the Commission agrees that the four priority military mobility corridors should be upgraded, as a matter of priority, to the transport infrastructure standards set by the Council's Military Requirements to create a resilient and operational military mobility network. This is also reflected in the proposed Military Mobility Regulation (cf. Article 32). The Commission underlines that spending must be strategic, focusing first on major choke points and based on an assessment of the corridors' functionality. Key priority investments include: (i) closing missing links and removing important bottlenecks to military transport; (ii) adapting road and rail infrastructure to abnormal military transport; (iii) upgrading road tunnels to Transportation of Dangerous Goods (TDG) standards; (iv) increasing throughput capacity across all modes, in particular at ports and airports; (v) enhancing the resilience of communication, control, navigation, surveillance and energy supply infrastructure; and (vi) ensuring sufficient resilience and redundancy in the network. To this end, 500 'hotspot' projects, with currently estimated investment needs of around EUR 100 billion for urgent intervention on the four

corridors, have already been identified together with Member States. These targeted, short-term investments will deliver quick improvements and should be implemented with priority to be operational. Beyond the need for substantial funding, it is also essential to prioritise projects along the strategic corridors, where they are most needed, with the most tangible impact and where they can urgently close gaps. Moreover, a centrally managed instrument such as the CEF would help ensure coherent cross-border implementation of the EU-wide military mobility corridors, prioritise projects with the highest military value, support investments that may not be a national priority but are essential from an EU-wise, corridor perspective.

- Responding to para 40, the Commission notes it will implement the military mobility corridors in cooperation with Member States and the EU Military Staff. This work will be carried out in close cooperation with the TEN-T Committee and, as appropriate, also with the Military Mobility Transport Group proposed under the Regulation. In addition, the Commission will seek to increase synergies between the work of the European Coordinators for the European Transport Corridors under the TEN-T that overlap with the four priority military mobility corridors.
- Responding to para 41, the Commission notes that, when EU co-funding of investments is requested, it follows from the Treaties that these investments must serve a dual-use (civilian and military) purpose. It is unclear to what extent this is generally the case for counter-mobility infrastructure, and this would need to be assessed on a case-by-case basis. However, the Commission can coordinate discussions on counter-mobility investments in the context of the TEN-T and CEF Committees, or within the dedicated Member State fora set up to discuss the military mobility corridors.
- Responding to para 43 and 44, the Commission notes that the European TEN-T Coordinator for European Rail Traffic Management System (ERTMS) has recently published a new work plan for ERTMS, which sets the priorities for the roll out of ERTMS in Europe in view of the binding deadlines set in the TEN-T Regulation. In 2025, the Commission allocated around EUR 25 million of CEF funding to the PioDAC project. Its aim is to validate the digital automatic coupling (DAC) technology developed under the leadership of Europe's Rail Joint Undertaking in commercial operation, test relevant operational procedures and gather new data on the cost-effectiveness of DAC. PioDAC will feed the preparation of a possible future EU-wide deployment of this technology. In addition, as announced in the Joint Communication on Military Mobility, the Commission, supported by the European Union Agency for Railways, will work to strengthen the robustness of ERTMS in a harmonised way to ensure continued operations in cases of sabotage or other system failure. Based on fifth generation (5G) mobile telecommunications, Future Railway Mobile Communication System (FRMCS) specifications are currently being developed by the rail sector. FRMCS is likely to provide a much higher level of cyber-

security than the current railway radio GSM-R (based on second generation mobile telecommunications). This future radio (part of ERTMS) will be tested this and next year in a project funded by Europe's Rail Joint Undertaking. The railway sector organisations will perform in 2026 a cybersecurity assessment of FRMCS version 2 to check if it is ready for today's challenges.

- Responding to para 46, the Commission is of the opinion that the armed forces need harmonised rules and timelines for the technical and operational arrangements for transport — whether carried out with their own fleet or by civilian operators — providing clarity on the routes that can be taken, especially for dangerous goods and abnormal cargo, while preserving the flexibility needed to adapt military transport to the specific nature of any crisis. That is why the proposed Military Mobility Regulation contains provisions to harmonise, facilitate and streamline the rules for the transport of oversized and overweight military cargo. It also requires Member States to upgrade the four priority military mobility corridors to dual-use transport infrastructure standards, with a view, inter alia, to adapting road and rail infrastructure to abnormal military transport.
- Responding to para 54, the Commission acknowledges the role of logistics hubs as strategic facilities contributing to the resilience of the European industrial and technological base. To this end, the revised TEN-T Regulation of July 2024 includes more refined provisions for the development of terminal capacity in each Member State. The Commission is also actively engaged in promoting the digitalisation, interoperability and security of logistics processes and systems.
- Responding to para 57, the Commission notes that the initial authentication service of the Galileo Open Service has been declared operational on 24 July 2025. This service offers to the broad Galileo user community increased protection against signal spoofing threats. Beyond this, Galileo will offer its dual use Public Regulated Service (PRS) to governmental authorised users in support of applications requiring the highest level of robustness and service continuity. PRS Initial Operational Capability should be achieved in 2026.
- Responding to para 58, the Commission notes that it has supported Member States in denouncing and condemning such acts in several key international fora (ITU, ICAO, IMO). The ICAO Council agreed in late 2025 to consider the matter as an infraction of the Chicago Convention. As a result, Russia will remain excluded from the ICAO Council. The Commission also established the European GNSS Interference Task Force (EGITF) in 2019, focused on tackling GNSS disruptions.
- Responding to para 61, the Commission notes that it is working with the Council, notably through its Horizontal Working Party on Enhancing Resilience and Countering Hybrid Threats, to further

strengthen the Union's capacity to monitor and respond to hybrid incidents. It also notes that several measures are already in place — including the Cybersecurity Act, the Cyber Resilience Act and the Cyber Solidarity Act — to improve preparedness, detection and response to large-scale cybersecurity threats and attacks across the Union.

- Responding to para 62, the Commission notes that it published an evaluation of its public procurement rules in 2025 and, as per the Commission Work Programme, will present a Public Procurement Act and simplification measures for defence and sensitive security procurement in the course of 2026. In light of these forthcoming legislative initiatives, the proposed Military Mobility Package does not cover public procurement rules.
- Responding to paragraphs 67, 69 and 70, the Commission points out that, under the Oil Stockholding Directive, Member States are obliged to hold emergency stocks equivalent to at least 90 days of average daily net imports or 61 days of average daily inland consumption of crude oil and/or petroleum products, whichever is higher. This obligation ensures that Member States maintain a sufficient level of emergency stocks in the event of a crisis and supply disruption. The Commission regularly discusses issues related to oil security of supply with Member States in the framework of the Oil Coordination Group. In light of the geopolitical developments, the Commission adopted the Communication Accelerate EU¹. The initiative proposes the creation of a Fuel Observatory to map the supply of relevant transport fuels (produced in the EU, imported and exported) and the available stocks in the EU including, to the extent that information is available to the Commission, military fuels stocks and refining capacities. The initiative also aims to facilitate the coordination of national actions on possible oil stock releases, including of jet fuel and diesel. The Commission will also be supporting efforts for strengthened EU coordination on the optimisation of oil refinery production capacities and potential collective action necessary to maximise existing refinery output. It is of vital importance to ensure effective and efficient fuel supply to armed forces on the ground. This is why the EU and NATO are also working closely to explore synergies between the civil and military sectors in fuel supply, including mapping supply chains and ensuring access to fuel stocks in emergency situations. The armed forces are critically dependent on secure and reliable access to liquid fuels and associated energy infrastructure for some time to come, particularly for aviation and maritime operations and heavy-duty land transport equipment. The Commission welcomes the Parliament's statement regarding the role of refineries in the EU energy system. The Commission also welcomes the Parliament's call for a revision of the Oil Stockholding Directive. The Commission is starting the process to revise the

¹ COM (2026)370 final, Accelerate EU- Energy Union.

Directive to address weaknesses identified in the current crisis and consider, amongst others, whether specific stock requirements are needed for different oil products, like jet fuels. As mentioned in the Joint Communication on Military Mobility, the Commission will consider the integration of military requirements as one of the key workstreams. To address energy supply bottlenecks overall, as announced in the Affordable Energy Action Plan, the Commission will review the energy security framework, to mitigate emerging risks and enhance military mobility readiness through improved energy resilience. Complementing this, the EU's efforts to promote the production and use of Sustainable Aviation Fuels (SAF) and Sustainable Maritime Fuels (SMF) represent a significant opportunity to boost energy security for both Member States' armed forces and the civil sector. The Commission will promote increased production of SAF and SMF, including through dispersed production capacities where possible, to improve resilience and energy security. The recently adopted Sustainable Transport Investment Plan will play an important role in further supporting this.

- Responding to para 71, the Commission agrees that key military mobility infrastructure requires particular safeguarding. That is why the proposed Military Mobility Regulation introduces a new obligation for Member States to identify strategic dual-use transport infrastructure, as well as transport-critical energy and telecommunications assets, and to subject them to specific protection obligations. Based on a shared toolbox of resilience and protection measures that go beyond the instruments of the Critical Entities Resilience Directive (CER), Member States will be able to ensure that strategic transport as well as transport-critical energy and communication infrastructure is resilient against all hazards and remain operational.
- Responding to para 76, the Commission supports strengthening and scaling up drone capabilities, while noting that Member States retain full responsibility for national security and military capabilities. Where Member States agree, the Commission will support and incentivise joint procurement and support the production of military-grade drone systems.
- Responding to para 79, the Commission shares the Parliament's assessment of the importance of addressing existing capability shortfalls affecting military mobility, including the availability of specialised transport assets such as flatbed wagons, as identified in the Staff Working Document accompanying the package proposal. In this context, the Commission recalls that military mobility is a flagship area of EU-NATO cooperation and a key strand of the EU's security and defence policy, as reflected in the Action Plan on Military Mobility 2.0.
- Responding to para 81, the Commission is aware that Member States are facing capability gaps when it comes to military mobility, including in relation to dual-use railway rolling stock. To address these gaps and avoid unnecessary duplications, the proposed

Regulation establishes a Solidarity Pool, which will enable access to shared transport and logistics capabilities for all Member States. Member States will be able to voluntarily register capabilities in the Pool, and Union capabilities could also be registered, for instance capacities contracted with a civil operator. The European Competitiveness Fund proposal contains provisions enabling the possibility to support and incentivise the pooling and sharing of military mobility assets under the next MFF.

- Responding to para 86, the Commission acknowledges the Parliament's call for improved visibility and coordination of transport assets relevant for military mobility, in line with stakeholder's concerns identified in the Staff Working Document accompanying the package proposal. It stresses that effective civil-military coordination remains essential to ensure the rapid and efficient deployment of forces and equipment across the Union. In this context, the Commission notes the value of developing the proposed Military Mobility Solidarity Pool, with the aim of fostering solidarity and capability sharing (encouraging the sharing and pooling of transport and logistic capabilities and increasing the visibility of existing transport capabilities for military transport). The Commission also recognises that appropriate incentive structures are essential to ensure the effectiveness of such pooling and sharing arrangements. In this regard, the Commission will continue to explore how EU funding instruments could support operating, maintenance and training costs related to dual-use transport capabilities. The Commission also takes note of proposals aimed at ensuring fair and balanced use of pooled assets, including through transparent allocation mechanisms or credit-based approaches.
- Responding to para 88, the Commission agrees that innovative product design must be fostered. For example, in light of the increased role of drones, the Commission and the High Representative announced in the Military Mobility Package that it will support the establishment of an EU network of civil-defence drone testing centres to boost innovation, leveraging ongoing EU initiatives, such as those outlined under the European Strategy on Research and Technology Infrastructures. The EU Defence Industry Transformation Roadmap also included actions aimed at facilitating access to testing and validation, including leveraging EU-owned infrastructure. In addition, a joint drone framework will be developed to integrate drones into airspace and ensure civil and military operations through common standards and procedures. The Commission also proposes a modification of the European Union Aviation Safety Agency (EASA) Basic Regulation to address the need to introduce the possibility, for the Member States or EASA, to establish regulatory sandboxes with a view of enabling the design, development, and testing of innovative aviation products in a real-world environment. Finally, the Package also proposes to manufacture more transport assets on the basis of a "dual-use by design" approach, supported by the development of dual-use standards fit for military and civilian applications and simplification

of certification procedures. To this end, the Commission, in cooperation with the EDA, will task its relevant Agencies (EASA, EMSA and ERA) and the European standardisation organisations to develop dual-use standards for military mobility critical transport assets, thereby ensuring consistency with NATO standards for transport assets and the updated dual-use infrastructure requirements. This will ensure EU wide interoperability and coherence with EU defence capability priorities.

- Responding to para 92, the EEAS recalls that under the current EU-NATO cooperation framework there is no agreement to conduct joint EU-NATO exercises. There is the possibility for the EU to invite NATO to participate in and observe exercises and stress tests, on condition that the principle of reciprocity is respected.
- Responding to para 93, the EEAS notes that, in line with the agreed EU-NATO cooperation framework, along with the Commission, the EEAS engages with NATO on military mobility matters and also conducts dedicated dialogues and exchanges on maritime security and hybrid threats.
- Responding to para 96, the EEAS recalls that PESCO is a Member State led initiative and that decisions on the general conditions for third-State participation in PESCO projects are guided by the 2020 Council Decision. As such, it is first up to the PESCO project members to consider a request by a third State to participate in a specific project. If they agree positively, then the project coordinator submits that request to the Council.
- Responding to para 97, the EEAS highlights that it has coordinated the deployment of Hybrid Rapid Response Teams (HRRT) and Cyber Rapid Response Teams (CRRT) to Moldova to strengthen its resilience against, and response to, foreign interference, disinformation, and cyberattacks. These missions support Moldovan authorities in securing infrastructure and improving crisis management amid increased hybrid threat. The EU's civilian CSDP mission, EU Partnership Mission (EUPM) in Moldova, also supports Moldovan authorities in building resilience against hybrid threats.
- Responding to para 98, the Commission and the EEAS recall that EU-NATO cooperation on military mobility is jointly conducted by the EEAS and the Commission, and that EU-NATO Structured Dialogues on military mobility take place on a biannual basis. In line with the announcement of the Joint Communication, the Commission and HR will take further steps to strengthen work with Member States on Military Mobility, particularly under PESCO and EDA frameworks, in full respect of the Treaties and of applicable EU legislation.