



BRIEFING - June 2026

Position Paper on the EU Military Mobility Package

Summary

Military Mobility in Europe: integrating transport, citizen and climate considerations

Russia's full-scale **invasion of Ukraine** has exposed **critical vulnerabilities** in Europe's transport networks and accelerated calls for a genuine military mobility framework. In response, the European Commission published a **Military Mobility Package** in November 2025, proposing an EU-level framework to streamline cross-border military transport, upgrade dual-use infrastructure, and strengthen governance and coordination.

T&E has assessed the proposals and concludes that, with the right design and implementation, the Military Mobility Package could deliver **meaningful co-benefits for civilians and the climate** alongside its core defence objectives. However, the proposal needs strengthening on the **civilian dimension** and on **clean energy and strategic autonomy**.

Key recommendations are:

- **Evolve from dual-use to multi-use:** The Military Mobility Package should adopt a genuine multi-use approach that integrates civilian transport and climate resilience alongside military applications.
- **Prioritise upgrades to existing infrastructure over new projects:** The Regulation should give clear priority to maintaining and enhancing existing networks in line with the Connecting Europe Facility (CEF), while allowing justified exceptions for selected new projects.
- **Strengthen rail interoperability:** The Regulation should tackle the fragmentation of European rail networks by prioritising the full roll-out of the European Rail Traffic Management System (ERTMS) and accelerating investments in cross-border infrastructure.
- **Leverage decarbonisation as a defence asset:** The EU should accelerate the electrification of transport fleets and prioritise Made-in-Europe solutions, from battery manufacturing to synthetic fuels for aviation and shipping produced using renewable electricity.

Detailed recommendations, including T&E's assessment are set out below.

1. Introduction: Military Mobility in a transformed security context

The Russian invasion of Ukraine has fundamentally **reshaped the European security landscape**, exposing systemic vulnerabilities in the continent's transport and energy networks. In this new reality, hybrid threats, ranging from cyberattacks to coordinated disruptions of energy grids and transport corridors, have become a defining security threat in Europe. In response, the European Commission has stepped up **efforts to strengthen Europe's resilience and defence capabilities** and published a proposal for a Military Mobility Package in November 2025 (see details in the box below).

In the proposal, **military mobility** is [defined](#) as “the ability to move troops, military equipment, and supplies quickly from one location to another, and can also cover the evacuation of civilians in a crisis.” The stated goal of the package is to create “a binding EU-level framework to remove procedural barriers, harmonise rules, and strengthen the infrastructure, governance, and digital systems that underpin Military Mobility. This will enhance defence-readiness, improve coordination with NATO, and ensure the resilience of dual-use infrastructure vital to Europe's security.”

T&E has analysed the Commission [proposal](#), related legislation under development as well as the [amendments](#) tabled in the European Parliament's Committee on Transport and Tourism (TRAN) and the Subcommittee on Security and Defence (SEDE). We consider that, **if designed and implemented well, the package could deliver clear co-benefits for people and the climate**. However, the current proposal should be strengthened to **better reflect the civilian dimension and climate targets, prioritise the upgrade of existing infrastructure** over new projects and ensure that the legislative changes and investments **accelerate efforts to reduce the EU's reliance on fossil fuels** and enhance Europe's **strategic autonomy**, including in key technologies for electrification.

Overview of the EU's activities on Military Mobility

The EU launched its Military Mobility policy in 2017, with a first Joint Action Plan agreed in 2018 with a focus on adapting the TEN-T network for dual-use transport. This resulted in a dedicated EUR 1.7 billion budget under the Connecting Europe Facility (CEF) 2021-2027, funding 95 dual-use infrastructure projects in 21 Member States. To better steer future investments, the Council adopted four priority multi-modal military mobility corridors in March 2025.

Russia's full-scale invasion of Ukraine in 2022 gave new urgency to this work. A revised [Action Plan Military Mobility 2.0](#) broadened the focus beyond infrastructure to regulatory and capability gaps. Member States reaffirmed their commitment through the [Council pledge](#) on Military Mobility in May 2024. Military mobility was later identified as a priority in a 2025 [White Paper for European Defence – Readiness 2030](#). In November 2025, the Commission presented the Military Mobility Package, including a [Joint Communication](#) and a [proposal for a Regulation](#) on establishing a framework of measures to facilitate the transport of military equipment, goods and personnel across the Union, with adoption targeted by the end of 2026.

2. General recommendations

Strengthening 'Dual Use' and setting course towards 'Multi Use'

The package focuses primarily on facilitating the movement of troops and military assets, but does not sufficiently address the impact of legislative changes and investments on **civilian use** and **climate policies**. This is a significant gap, as all these dimensions are necessary to strengthen resilience. Civilian rail operators, for example, were crucial in evacuating millions of Ukrainian refugees during the early stages of Russia's invasion, underlining the strategic role of rail in emergencies. Rail services can also operate in situations where the airspace is closed. **Strengthening civilian networks with a clear dual-use focus** is therefore central to resilience, and efforts to simplify procedures for the military should be matched by comparable integration of civilian transport.

Furthermore, the Military Mobility Package should evolve towards what T&E calls '**Multi Use**', i.e. combining military and civilian use with measures that **address climate-related risks**. Measures contributing to the phase out of fossil fuels or building climate-resilient infrastructure (e.g. against flooding, extreme heat) should form an integral part of a military mobility strategy.

T&E's Positions on Selected Amendments in TRAN and SEDE to the proposed Military Mobility Regulation (2025/0847(COD))

The following amendments tabled in the European Parliament are consistent with T&E's recommendations set out above:

- **Amendment 372 (Article 1 – paragraph 1)**, calling for taking into account the operational, technical and financial implications for civilian dual-use infrastructure, including multimodal freight terminals, inland ports and logistics hubs, as well as the continuity of logistics supply chains.

- **Amendment 374 (Article 1 – paragraph 2 – point c)**, specifying that rules for dual-use infrastructure should help maximise continuity and its capacity to ensure both military as well as civilian transport at all times.

Prioritising improvements to existing infrastructure over new projects

The Regulation should **prioritise maintaining and upgrading existing infrastructure**, while recognising that there may be justified exceptions for new projects. Such projects should only proceed where there is clear, evidence-based demand and after careful assessment of their costs, benefits and environmental impact, particularly in the case of airports, where expansion and new development can have significant long-term climate, land-use and community effects. Enhancing current networks to meet military requirements is generally **faster, more cost-effective and less environmentally damaging**.

Rail Baltica or Via Carpatia show that in very specific cases, new projects will be needed too. By building new rail infrastructure in European standard rail gauge, it addresses a critical interoperability gap while supporting both military mobility and regional economic integration. The European Commission should also ensure a more balanced allocation of resources. T&E's [analysis](#) shows that between 2021 and 2023, a third of CEF Transport funds - €6.6 billion - were allocated to just seven rail flagship megaprojects. Key upgrade projects received a similar total - €5.7 billion - spread across 84 smaller projects.

T&E's Positions on Selected Amendments in TRAN and SEDE to the proposed Military Mobility Regulation (2025/0847(COD))

The following amendments tabled in the European Parliament are consistent with T&E's recommendations set out above:

- **Amendment 399 (Article 3 – paragraph 1 – point 17 a (new))**, defining “hotspots” as targeted and particularly short-term investments on transport infrastructure in order to ensure quick operational improvements of the priority military mobility corridors (incl. projects to reinforce road and railway bridges to sustain higher military loads; projects to widen or heighten road and railway tunnels to allow the passage of oversized railway carriages; etc.).
- **Amendment 793 (Article 32 – paragraph 1 – introductory part)**, specifying that when upgrading dual-use sections of the military mobility corridors, Member States shall prioritise the projects in line with the priorities set out in the work programmes of the Connecting Europe Facility (CEF).
- **Amendment 837 (Article 32 – paragraph 1 b (new))**, specifying that Member States shall pay particular attention to rail routes connecting seaports to European corridors, as well as to territorial continuity routes to peripheral regions.

Leverage decarbonisation as a defence imperative

T&E recommends that the Military Mobility Package explicitly embeds clean energy and electrification objectives into its core framework.

Battery-powered technologies and decentralised renewable energy systems are central to Europe's strategic resilience. Accelerating the transition to electric fleets across road, rail, and maritime sectors reduces reliance on fossil fuels. Integrating renewable energy generation and storage at ports and logistics hubs further strengthens autonomy in critical technologies.

Energy independence should become a strategic imperative. To this end, the Military Mobility Package should encourage Member States to **prioritise 'Made-in-Europe' solutions** across key supply chains, from battery manufacturing to electro-Sustainable Aviation Fuel (e-SAF) and electro-Sustainable Maritime Fuel (e-SMF) production. Fostering battery technology for diverse applications - including heavy-duty transport, short-sea shipping, drones and green steel - can create lead markets that secure European autonomy while reducing vulnerability to supply disruptions and geopolitical shocks.

T&E's Positions on Selected Amendments in TRAN and SEDE to the proposed Military Mobility Regulation (2025/0847(COD))

The following amendments tabled in the European Parliament are consistent with T&E's recommendations set out above:

- **Amendment 812 (Article 32 – paragraph 1 – point e a (new))**, underlining the need to develop and upgrade EU and NATO fuel production, storage and distribution networks and enhancing the resilience of such networks, in particular by facilitating the production, storage and supply of sustainable alternative fuels in ports, airports, road, rail and terminal facilities.
- **Amendment 83 (Article 32 – paragraph 1 – point f a (new))**, calling for enhancing the resilience and strategic independence of energy supply infrastructure, including for alternative fuels as well as a robust electricity grid, in order to ensure diversified power sources and adequate reserves along the military mobility corridors that guarantee the uninterrupted functionality of transport capabilities, thereby reducing reliance on external actors that could compromise operational continuity.

3. Transport-mode specific recommendations

Rail: Strengthening Signalling Resilience and Prioritising Investment

Railways remain the backbone of military mobility in Europe, but it must be reinforced and better protected. Railways enable the transport of heavy equipment and troops at scale, and are essential for both civilian resilience and defence preparedness. Despite this central role, rail transport continues to be constrained by a lack of harmonisation across national systems. These shortcomings are particularly pronounced in cross-border operations, where technical incompatibilities and operational fragmentation lead to substantial delays, higher costs and reduced reliability. According to the European Union Agency for Railways, freight trains can lose up to six hours at internal EU borders.

These inefficiencies weaken Europe's capacity to respond rapidly to crises, undermine the competitiveness of rail, and slow the shift towards more sustainable modes of transport. The **European Rail Traffic Management System (ERTMS)** should be at the heart of any harmonisation effort. By replacing multiple national signalling systems, ERTMS can improve interoperability, safety and cybersecurity. While important investments have already been made under the Connecting Europe Facility, additional and targeted funding will be required to achieve full implementation. More efforts should also be made in protecting critical infrastructure and, where necessary, strengthening infrastructure for other modes of transport in areas close to (potential) front lines.

A strong rail system is key for deterrence. With the improvements mentioned above it has the potential to become the most efficient mode of transport for military logistics.

T&E's Positions on Selected Amendments in TRAN and SEDE to the proposed Military Mobility Regulation (2025/0847(COD))

The following amendments tabled in the European Parliament are consistent with T&E's recommendations set out above:

- **Amendment 803 (Article 32 – paragraph 1 – point b)**, underlining the importance of ERTMS for interoperability,
- **Amendment 893, 894 (Article 33 – paragraph 2 – point a)**, specifying that rail, trackside control-command and signalling, on-board control-command and signalling, as well as operation and traffic management can be part of strategic infrastructure.
- **Amendment 938 (Article 33 – paragraph 5 a (new))**, requiring the Commission to assess additional funding solutions beyond the allocations currently foreseen under the CEF 2028–2034 military mobility envelope, including dedicated instruments for interoperable dual-use rolling stock, the upgrading and authorisation of such rolling stock, and the modernisation of adequately equipped freight terminals.
- **Amendment 1103 (Article 37 – paragraph 1 – subparagraph 1 – point a)**, introducing

the possibility for the Commission to adopt implementing acts to identify categories of railway vehicles most suitable for use as part of military transport.

- **Amendments 1210, 1212, 1213, 1214, 1215, 1216, 1218 (Articles 46 and 47)**, calling for rules that prevent authorisation for railway vehicles and equipment from high-risk suppliers, namely in line Regulation 2026/0011(COD) (Cybersecurity Act).

Furthermore, T&E recommends the following changes in other EU legislation:

More resilient signalling systems and digitalisation programmes

- Explicitly include ERTMS, both trackside and on-board, as well as the Future Railway Mobile Communication System, in the **Dual-Use Implementing Act** to ensure legal clarity and investment certainty for dual-use rail infrastructure.
- Integrate **cyber resilience** requirements into all relevant EU technical regulations, including the **Technical Specifications for Interoperability**, recognising that digital rail systems are critical infrastructure and potential targets.
- Define a **minimum set of ERTMS core functionalities** applicable across the Union, and introduce within the ERTMS regulatory framework a fallback operational configuration. This configuration should ensure minimum viable railway operations under constrained conditions, such as limited connectivity or partial system failures.

Rolling stock and market conditions

- Reduce **the time and cost of vehicle authorisation procedures** across the Union, not only for urgent military needs but as a structural measure to support a more flexible and competitive rail sector.
- Support **voluntary pooling of rolling stock**, as proposed by the European Commission, while recognising that effective pooling requires prior fleet renewal and sufficient availability of interoperable vehicles.
- Leverage instruments such as the **European Competitiveness Fund's** Resilience, Security, Defence Industry, and Space window (including via the ECF InvestEU Fund) to support the financing of **dual-use rolling stock**, ensuring that new vehicles meet high environmental standards and interoperability requirements from the outset.

Accelerate electrification, support technology leadership

By linking electrification, decentralised energy, and domestic production, Europe can simultaneously enhance defence readiness, support competitiveness and technology leadership (e.g. battery production), ensure continuity of transport and logistics, and advance climate and sustainability goals. While the Military Mobility Package largely does not address these aspects directly, T&E recommends that the package and other EU legislation be adapted accordingly.

T&E's Position on the proposed Military Mobility Regulation (2025/0847(COD))

In the Commission proposal, we would like to highlight the following:

- **Recital 18 and Article 29 - paragraph 2** foresee an **exemption of military transport operations from traffic restrictions** applied on specific road sections and based on the environmental performance of vehicles. T&E emphasises that these exemptions should be strictly limited to the period of activation of the European Military Mobility Enhanced Response System (EMERS) and not result in any weakening of such traffic regulations at any other time.

T&E recommends the following changes in other EU legislation:

Continue to incentivise the uptake of zero-emission vehicles

- **Maintain stringent EU CO2 emission standards for light and heavy duty vehicles.** These standards provide the regulatory certainty needed for manufacturers to invest in zero-emission technologies at scale, ensuring that both civilian and military-compatible fleets transition in a timely and coordinated manner. See T&E's [position paper](#) for proposals on how to fix major flaws in the revision proposed by the European Commission in December 2025.
- **Adopt the proposed Regulation on Clean Corporate Vehicles:** Adopt the proposed Regulation setting electrification targets for fleets to accelerate market uptake, reduce dependence on fossil fuels and build a critical mass of zero-emission vehicles. See also T&E's [position paper](#).

Roll-out electric vehicle charging infrastructure

- **Upgrade the Alternative Fuels Infrastructure Regulation:** Denser and more resilient charging networks along key transport corridors for both road and electricity in ports are essential to guarantee that zero-emission vehicles and ships can operate reliably across borders, including in remote or strategically sensitive areas.
- **Accelerate the roll-out of Vehicle-to-Home (V2H) and Vehicle-to-grid (V2L) capabilities** to provide critical redundancies and allow networks to remain operational even under extreme grid stress.

Develop technology leadership in critical areas

- **Support battery manufacturing in the EU:** A strong domestic battery industry reduces strategic dependencies on third-country suppliers and ensures that Europe retains sovereign capacity over a technology that is central to both the clean energy transition and defence, including in areas beyond road transport such as drones or shipping.

- **Made-in-Europe requirements for electric vehicles:** Strengthen European competitiveness and capabilities by introducing requirements for local content. T&E supports strong [Made-in-EU policies](#) to build Europe's economic resilience, safeguard jobs and advance its climate and security objectives. The EU should ensure a significant and increasing share of the electric vehicle (EV) technology stack - batteries and their key components, electronics, e-motors, chips and software - is produced in Europe, including by non-European firms that onshore supply chains and enter genuine value-creating partnerships.

Shipping and aviation

If done right, e-fuels can play a central role in making Europe less dependent on imported (fossil) fuels, complementing battery-electric applications. The EU currently [imports](#) around 95% of its crude oil and therefore almost all of the crude oil used for jet fuel refining within the European Union. In the [joint communication](#) on Military Mobility, the European Commission and the EU's High Representative of the Union for Foreign Affairs and Security Policy emphasize this:

"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 in dispersed production capacities if possible, to improve resilience and energy security. The recently adopted Sustainable Transport Investment Plan will play an important role in further supporting the scale-up of SAF and sustainable maritime fuels."

Electro-Sustainable Aviation Fuel (e-SAF) and electro-Sustainable Maritime Fuel (e-SMF) should be prioritised. Unlike biofuels, e-SMF and e-SAF are not constrained by limited sustainable feedstocks. T&E [estimates](#) that domestic supplies of sustainable advanced biofuels and waste-based biofuels could meet only around 15% of projected EU jet fuel demand in 2030 and 7.5% in 2050.

Shipping biofuels would compete for the same feedstocks. This structural constraint already translates into import dependence: for aviation, around two-thirds of SAF feedstocks reported to [EASA](#) in 2024 originated from outside the EU, with China and Malaysia as the main suppliers. These fuels are often subject to fraud, where virgin oils are mislabeled as used oils and fuels are treated as advanced - made from waste. By contrast, e-SAF and e-SMF can be produced domestically using renewable electricity and CO₂, reducing reliance on global supply chains and exposure to geopolitical chokepoints.

T&E's Positions on Selected Amendments in TRAN and SEDE to the proposed Military Mobility Regulation (2025/0847(COD))

The following amendments tabled in the European Parliament are consistent with T&E's recommendations set out above:

- **Amendment 298 (Recital 45)**, underlining the importance of including Ro-Ro and Ro-Pax vessels in the Solidarity Pool.
- **Amendment 812 (Article 32 – paragraph 1 – point e a (new))**, underlining the need to develop and upgrade EU and NATO fuel production, storage and distribution networks and enhancing the resilience of such networks, in particular by facilitating the production, storage and supply of sustainable alternative fuels in ports, airports, road, rail and terminal facilities.
- **Amendment 823 (Article 32 – paragraph 1 – point f a (new))**, calling for enhancing the resilience and strategic independence of energy supply infrastructure, including for alternative fuels as well as a robust electricity grid, in order to ensure diversified power sources and adequate reserves along the military mobility corridors that guarantee the uninterrupted functionality of transport capabilities, thereby reducing reliance on external actors that could compromise operational continuity.

Suggested changes to the Sustainable Transport Investment Plan (STIP)

- **Establish EU-wide double-sided auctions for e-fuels only, excluding biofuels:** A dedicated auction mechanism, building on the pilot e-SAF auction, is essential to provide the long-term financial certainty that e-fuels producers need to scale up industrial production. Biofuels, as a more mature industry, should be excluded to ensure limited public resources are directed where market barriers are greatest.
- **Require Member States to use ETS revenues for e-fuels investment:** The 2026 review of the EU Emissions Trading System should introduce a binding requirement to channel carbon market revenues into e-fuels production, rather than merely encouraging voluntary contributions. Extending the ETS to long-haul flights and smaller shipping vessels could unlock billions of euros in additional annual revenues to fund this transition.
- **Introduce EU-level demand and supply mandates for marine e-fuels.** Binding EU-level mandates would provide the market signal needed to stimulate domestic e-fuels production, investment in bunkering infrastructure and new ships able to run on e-fuels. Supported by ETS revenues, these mandates would help drive early market uptake and accelerate the scale-up of e-fuels in the maritime sector.

For details, see also T&E's [press release](#).

4. Conclusions

If well designed and implemented, EU initiatives to strengthen military mobility have the potential to deliver meaningful benefits for both people and the climate. However, the current proposal - and related legislation under development - must be improved to better reflect the civilian dimension of military mobility and to ensure that the legislative changes and investments envisaged reduce Europe's dependence on fossil fuels.

In particular, T&E calls for stronger alignment with efforts to enhance Europe's strategic autonomy in key technologies, including electrification. T&E will continue to engage on these issues across its areas of work and looks forward to constructive dialogue with EU policymakers and relevant stakeholders.

Further information

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