

ZPP Position on the Proposed Military Mobility Regulation

As the European Union aims to ramp up the preparedness of its defence industry, the issue of cross-border transportation of defence equipment and personnel remains a major roadblock. The ability to swiftly mobilise Europe's defence across the Union is a prerequisite for Member States to be able to react to potential threats, but currently the fragmentation of national rules and procedures is preventing this.

As part of its 19 November 2025 Military Mobility Package seeking to amend these issues, the European Commission proposed a Regulation “on establishing a framework of measures to facilitate the transport of military equipment, goods and personnel across the Union (2025/0847 (COD))”. If implemented, the Regulation would be a substantial step toward harmonising Member States' procedures and would provide the EU with valuable tools for times of crisis. In this Report, the Union of Entrepreneurs and Employers (ZPP) presents the key takeaways from the proposal and offers our opinions on them, as informed by consultations with key actors in the Polish defence industry.

Harmonised Procedures

The Regulation would introduce two uniform permission-granting procedures applying to all Member States, one for standing military transport agreements and the other for *ad hoc* permissions. The former would entail one Member State requesting access to certain types of military transportation from another for an indefinite period, during which the requesting party would be allowed to conduct the agreed-upon transport operations in the receiving Member States' territory as needed (barring 72 hours' notice). The latter would be applied for permissions not covered by standing agreements, with a shorter time limit for receiving Member States to grant or deny permission (three days vis-à-vis two months), while only being active for a predetermined amount of time. In either case, these permits would allow for derogations from regular transport rules regarding dangerous goods, road transport operations exceeding weight and dimension limitations, and periods of traffic restriction (e.g. holidays, weekends, and nighttime). To facilitate these procedures, the Commission pledges to establish a Military Mobility Digital Information System meant to ensure interoperability and provide a digitised platform for customs declarations.

EMERS

Whereas the standing and ad hoc military transport permissions are meant to boost the EU's preparedness in peacetime, the proposed European Military Mobility Enhanced Response System (EMERS) would support a full mobilisation in times of crisis. EMERS would apply throughout the entire Union, during which time all permission requests are treated as having been approved, allowing cross-border transport with a six-hour notice and priority access to all transport networks and infrastructure in the receiving state. The activation of this System would be determined by the Council upon a request from the Commission, at which point they would have 48 hours to approve or deny it. It would also be in the Council's purview to decide the duration of the activation – up to a maximum of 12 months – and to what extent the permissions would be extended to NATO members that are not part of the EU.

Resilient Infrastructure

For these military mobility permissions to have the intended impact, there is also a clear need for Member States to upgrade the interoperability, capacity, and resilience of their infrastructure to be able to handle the increased burden and sensitivity of defence transportation. To this end, the Proposal calls for Member States to cooperate with their neighbours along key military mobility corridors and with the Commission to identify potential risk areas that would benefit from targeted short-term investments. Additionally, the national authorities would be asked to identify their strategic dual-use infrastructure, and to introduce greater safeguards preventing risks of foreign ownership, interference, or attacks.

Availability of Capabilities

As a further tool for enabling military mobility, the Commission proposes to establish a Solidarity Pool, in which Member States could voluntarily register their transport and logistics capabilities available for use by other members, particularly during the activation of EMERS. In addition to ensuring access to these necessary instruments regardless of national capabilities, the registration would also allow the Commission to more accurately identify gaps and procurement needs, as well as to ensure the geographical distribution of available capabilities. While deployed by another Member State, the registering Member State would still maintain

command and control over their transports and infrastructure, though they would also need to bear the costs associated with maintaining and deploying them. Alongside this, the proposed Regulation also requires that, within one year of its activation, all Member States shall implement national frameworks for obtaining temporary control over necessary military transport infrastructure in times of emergency.

Horizontal Provisions

Finally, the Proposal sets forth plans for the designation of National Coordinators for Cross-Border Military Transport in each Member State – who would be responsible for managing the requests and notifications of permissions – as well as the establishment of a Military Mobility Transport Group composed of national and institutional representatives meant to advise the Commission and facilitate cooperation between Member States. It also calls for annual Military Transport Readiness Checks and potentially additional stress tests, both meant to ensure that all Member States are prepared for the potential implementation of EMERS.

Position

Overall, in light of the consultations carried out with industry representatives, ZPP finds the Commission’s proposed Regulation to be a step in the right direction, albeit one that may be lacking in clarity and full consideration for all the elements that go into enabling defence preparedness through military mobility. On the one hand, all consulted defence industry representatives indicate that the harmonisation initiatives are likely to have a positive impact on flexibility and predictability, and are very welcoming toward their potential for reducing delays. On the other hand, there are several recurring concerns which need to be lifted regarding the Proposal in its current state.

First, though the introduction of the Military Mobility Digital Information System, the Solidarity Pool, and the new horizontal enablers outlined in the Proposal may be necessary for ensuring the effectiveness of the Regulation’s measures, they also threaten to give rise to new administrative burdens, which is contrary to the stated goals of simplification. For this reason,

great care must be taken by the Commission when implementing these enablers, with careful evaluations of how they will impact industry actors.

Second, the Proposal in its current form would benefit for a greater degree of consideration for actors outside the national military structures who nevertheless are crucial for the smooth functioning of the sector. In general, by extending the initiatives of the proposal to also enable commercial trade transport of goods with a defence end use – for instance by ensuring transit permits and End User Certificates are recognised across all Member States – the private defence industry would be better positioned to conduct their international business, which in turn would raise the overall defence preparedness of the Union. Another clear example of a subsector which could be further targeted is that of fuels. Despite the crucial need for secure fuel supply, in its current form, the Proposal delegates this matter to the provisions of the earlier Sustainable Transport Investment Plan, which leaves gaps when it comes to the specific needs of the defence industry.

In terms of infrastructure development and modernisation of equipment, close cooperation with industry representatives is a necessity for their successful implementation. The EU must ensure that any projects undertaken are in-line with operational needs, while striving to maintain a clear balance with the functioning of civilian transports. In the same vein, infrastructure projects should wherever possible also have clear benefits for civilian applications to increase the effectiveness of investments. We also raise the concern that the modernisation requirements may result in strenuous costs for the industry actors, which should be carefully weighed against their potential benefit.

Lastly, we call on the Commission to be mindful of the risk of potential regulatory friction which the Proposal may present unless proper clarity is provided. For one, it is vital that these new procedures do not conflict with NATO regulations, and if any such overlaps should arise then the standing NATO legislation should take priority over any new EU policies. For another, an increase in cross-border transfers also give rise to greater cybersecurity and conventional



threats, and maintaining Europe's high standard for managing sensitive information or securing supply chains could mean that the Regulation indirectly causes further administrative burdens. Finally, the current lack of clarity surrounding the soon-to-be harmonised road transport criteria is a substantial concern for defence actors who, unless given ample time to ensure their transports can meet these requirements, may see their competitiveness suffer consequently.

In summary, ZPP finds the proposed Military Mobility Regulation to be a promising first step, though one that needs to be implemented carefully to prevent the imposing of unnecessary costs or administrative burdens. Additional actions should also be taken within the framework of this Regulation to ensure all elements that go into military transport can function smoothly, for a well-rounded and consistent defence system. We urge policymakers to maintain a strong line of communication with voices of industry to ensure that the Regulation can live up to its full potential.