

119TH CONGRESS  
1ST SESSION

# S. 2914

To strengthen strategic defense cooperation between the United States and NATO allies on the Eastern Flank, and for other purposes.

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## IN THE SENATE OF THE UNITED STATES

SEPTEMBER 19 (legislative day, SEPTEMBER 16), 2025

Mr. WICKER (for himself and Mrs. SHAHEEN) introduced the following bill; which was read twice and referred to the Committee on Foreign Relations

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## A BILL

To strengthen strategic defense cooperation between the United States and NATO allies on the Eastern Flank, and for other purposes.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*

3       **SECTION 1. SHORT TITLE.**

4       This Act may be cited as the “Eastern Flank Stra-  
5       tegic Partnership Act of 2025”.

6       **SEC. 2. FINDINGS.**

7       Congress makes the following findings:

8               (1) The frontline North Atlantic Treaty Organi-  
9       zation (NATO) allies of Bulgaria, Estonia, Finland,  
10       Hungary, Latvia, Lithuania, Poland, Romania, and

1 Slovakia play a critical role in regional and trans-  
2 atlantic security.

3 (2) Those NATO allies have demonstrated con-  
4 sistent commitments to NATO defense spending tar-  
5 gets, support for Ukraine, and forward deployments  
6 to deter Russian aggression.

7 (3) Those NATO allies are on the front line of  
8 deterring and defending against threats from Russia  
9 and Belarus, and require continued United States  
10 coordination, defense cooperation, and security as-  
11 sistance.

12 (4) Ukraine is on the front line of United  
13 States and NATO security, fighting to defend itself  
14 against Russian aggression that could also be turned  
15 upon those same NATO allies.

16 (5) The United States possesses existing au-  
17 thorities and tools, including assistance under the  
18 Foreign Military Financing program under section  
19 23 of the Arms Export Control Act (22 U.S.C.  
20 2763), assistance under section 333 of title 10,  
21 United States Code, transfer of excess defense arti-  
22 cles under section 516 of the Foreign Assistance Act  
23 of 1961 (22 U.S.C. 2321j), and the War Reserve  
24 Stocks for Allies program administered under sec-  
25 tion 514 of the Foreign Assistance Act of 1961 (22

1 U.S.C. 2321h), that can be used to enhance resil-  
2 ience, logistics, and interoperability with those  
3 NATO allies.

4 **SEC. 3. DEFINITIONS.**

5 In this Act:

6 (1) APPROPRIATE CONGRESSIONAL COMMIT-  
7 TEES.—The term “appropriate congressional com-  
8 mittees” means—

9 (A) the Committee on Armed Services of  
10 the Senate; and

11 (B) the Committee on Foreign Relations of  
12 the Senate.

13 (2) EASTERN FLANK STRATEGIC DEFENSE  
14 PARTNER.—The term “Eastern Flank strategic de-  
15 fense partner”—

16 (A) means a NATO member state that—

17 (i) shares a border with, or is in di-  
18 rect geographic proximity to, the Russian  
19 Federation, the Republic of Belarus, or  
20 Ukraine, and plays a role in the defense of  
21 NATO’s Eastern Flank due to its geo-  
22 graphic proximity to those countries;

23 (ii) has committed to allocating 5 per-  
24 cent of its gross domestic product annually  
25 to defense by 2035, including at least 3.5

percent for meeting core defense requirements and NATO capability targets and 1.5 percent for other defense- and security-related investments;

(iii) hosts or supports the forward deployment of NATO military forces, including rotational deployments; and

(iv) faces persistent threats from hostile state actors; and

(B) includes Bulgaria, Estonia, Finland, Hungary, Latvia, Lithuania, Poland, Romania, and Slovakia.

**SEC. 4. POLICY AND PRIORITY FOR STRATEGIC DEFENSE COOPERATION.**

(a) STATEMENT OF POLICY.—It is the policy of the United States—

(1) to recognize the critical role of Eastern Flank strategic defense partners in defending NATO’s Eastern Flank, deterring aggression from hostile state actors, and advancing transatlantic security;

(2) to prioritize cooperation with Eastern Flank strategic defense partners in the implementation of defense cooperation authorities;

1           (3) to treat Eastern Flank strategic defense  
2       partners as priority recipients of security assistance  
3       under security assistance authorities; and

4           (4) to support Ukraine, including with the secu-  
5       rity assistance necessary to deter Russian aggression  
6       against allies along NATO's Eastern Flank.

7       (b) PRIORITY.—The Secretary of State and the Sec-  
8       retary of Defense shall, as appropriate and consistent with  
9       law, give priority to Eastern Flank strategic defense part-  
10      ners for the following:

11           (1) Assistance under the Foreign Military Fi-  
12      nancing program under section 23 of the Arms Ex-  
13      port Control Act (22 U.S.C. 2763).

14           (2) Assistance under section 333 of title 10,  
15      United States Code (relating to authority to build  
16      the capacity of foreign security forces).

17           (3) Transfer of excess defense articles under  
18      section 516 of the Foreign Assistance Act of 1961  
19      (22 U.S.C. 2321j).

20           (4) Participation in bilateral and multilateral  
21      military exercises, interoperability training, logistics,  
22      and forward mobility planning.

23       (c) IMPLEMENTATION.—The policy established by  
24      subsection (a) and the priority established by subsection  
25      (b) shall be implemented to reinforce bilateral defense co-

1 operation arrangements, including defense cooperation  
 2 agreements, status of forces agreements, and other bilat-  
 3 eral or multilateral agreements.

4 **SEC. 5. STOCKPILING AND PRE-POSITIONING OF DEFENSE**  
 5 **ARTICLES.**

6 Consistent with operational requirements and in con-  
 7 sultation with NATO allies, and with the goal of increas-  
 8 ing regional deterrence and reducing strategic response  
 9 time, the Secretary of Defense shall—

10 (1) prioritize Eastern Flank strategic defense  
 11 partners under the War Reserve Stocks for Allies  
 12 program administered under section 514 of the For-  
 13 eign Assistance Act of 1961 (22 U.S.C. 2321h); and

14 (2) consider expanding stockpiles under such  
 15 program in additional Eastern Flank strategic de-  
 16 fense partner countries, as appropriate.

17 **SEC. 6. CONGRESSIONAL BRIEFING.**

18 Not later than 180 days after the date of the enact-  
 19 ment of this Act, the Secretary of Defense, in coordination  
 20 with the Secretary of State, shall brief the appropriate  
 21 congressional committees on the implementation of sec-  
 22 tions 3 and 4, including timelines, goals, and cooperative  
 23 mechanisms.

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