



Information mission on the assessment of the 2019-2025 military programming law

Summary of the report



President et rapporteurs

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A military programming law is a singular law. It is not only an indispensable financial planning tool for our defense system, but also embodies the pact between the Nation and its army. It symbolizes, more than any other law, the place that our country wishes to hold within the concert of nations. It is also and above all the translation of a strategic ambition.

In a context where, in previous decades, the defense budget had been sacrificed on the altar of the "peace dividend" and was characterized by chronic under-investment in human resources, capabilities and operations, for the first time since the 1980s, a military programming law has been respected regarding its financial trajectory. Taking full account of the increase in threats, the renewal of strategic competition and the hardening of conflict on a global scale, the 2019-2025 military programming law has made it possible to repair our armed forces, damaged by decades of budgetary deflation, and to initiate the rebuilding of our defense system. This is the general observation that the rapporteurs were able to make at the end of their work as part of their fact-finding mission.

However, despite the overall positive assessment of the implementation of the 2019-2025 military programming law, the rapporteurs have identified several areas of effort for the future military programming law. While these mainly concern human resources and infrastructure, other sectors will also require special attention, including cyber, intelligence and European cooperation, to name a few.

Thus, at the end of their work, the rapporteurs have formulated 41 proposals which, if taken into account in the future military programming law, would allow us to pursue the strategy of increasing the power of our armed forces.



RAPPORTEURS' PROPOSALS

On the financial execution of the military programming law

1. Secure the financial resources of the next military programming law :

- by setting up a mechanism for adjusting appropriations according to the evolution of inflation or, at the very least, an automatic review clause beyond a certain inflation threshold;
- and by setting up a compensatory mechanism for topping up appropriations in the event that exceptional revenue forecasts are not met.

2. Strengthen the role of Parliament in annual updates and adjustments:

- by including in the future military programming law the fact that updates must necessarily be voted on in Parliament;
- and by involving a delegation of parliamentarians from the committees responsible for national defense and the armed forces in the work relating to the annual adjustments of the program.

3. Guarantee interdepartmental financing of the additional costs of OPEX (overseas operations)-MISSINT (operations on the national territory) :

- by including in the OPEX-MISSINT provision the costs envisaged for the commitments of our armed forces that do not legally fall under OPEX and MISSINT, such as the current commitments on the Eastern flank of Europe;
- and by systematizing the interdepartmental financing of net additional costs for OPEX-MISSINT.

On capability modernization

4. Continue the renewal and homogenization of fleets within the armed forces, in particular by respecting the Ambition 2030 targets for the Scorpion, Rafale and offshore patrol vessels boat-programs.

5. Meet the needs generated by the acquisition of new capabilities in terms of training and operational infrastructure, which implies reinforcing the coherence between, on the one hand, the new capabilities and, on the other hand, the tools and infrastructure for operational preparation and maintenance required by the arrival of this new equipment.

6. Continue efforts to adapt the capabilities of our armed forces to take into account the evolution of the strategic context, such as that resulting from the war in Ukraine, in key areas such as munitions, ground-to-air defence system, in-depth strike capabilities, capabilities to destroy enemy air capabilities, underwater combat, as well as drones and remotely operated munitions.

7. Make the reduction of standards, the simplification of weapons programs and the mobilization of public and private actors for the financing of DTIB companies the priorities of the roadmap for the war economy.

On European cooperation

8. Introduce in the future military programming law decision-making milestones allowing for regular reviews of the progress of cooperation programs at the European level, in order to determine whether or not they should be continued.

9. Ensure that the control of exports of equipment resulting from European cooperation remains a national prerogative

10. Guarantee that European financing mechanisms are focused solely on the capability needs of European armies and not on a logic that aims to promote competition.



RAPPORTEURS' PROPOSALS

On intelligence

11. Give the Military Intelligence Directorate the means to meet the challenges it faces:

- in terms of human resources, by continuing the recruitment efforts included in the 2019-2025 military programming law ;
- by ensuring the smooth running of the ARCHANGE program, linked to the compensation for the withdrawal of the C160 Transall "Gabriel" aircraft needed for signals intelligence;
- by ensuring the ramp-up of the ARTEMIS tool, which is essential for processing and using mass data;
- and by perpetuating its new organization into platforms.

12. Continue efforts to retain the loyalty of the agents of the General Directorate for External Security, particularly in the cyber domain and in terms of infrastructure with the project for a new headquarters at Fort Neuf de Vincennes, and ensure that the essential balance between adaptation to technological progress and human intelligence is respected.

13. Increase the budget of the Directorate of Defense Intelligence and Security and ensure that its militarity is maintained to enable it to carry out all its missions.

On cyber

14. Retain cyber agents through better compensation and significant training efforts.

15. Enhance the role of reservists by strengthening their missions and providing additional resources to improve their working environment and conditions.

16. Rethink the modalities of computer warfare by reinforcing the strategic level of action of defensive computer warfare and by providing more support to the armies in the field in terms of offensive computer warfare and computer warfare of influence.

17. Further develop partnerships on a national scale with other government services in the cyber domain (ANSSI, intelligence services, DGA, Ministry of Europe and Foreign Affairs...) and with European and international partners.

In space

18. Continue the renewal of the satellite segment by consolidating the CELESTE program for electromagnetic intelligence and IRIS for image intelligence.

19. Continue the development of satellite protection and space action capabilities, in particular through the expansion of the ARES program in the framework of the future military programming law.

20. Consider the opportunity for our armed forces to rely on certain civilian capabilities developed within the framework of the New Space program, particularly in the field of low-altitude constellations.



RAPPORTEURS' PROPOSALS

On defense innovation

21. Continue the financial effort beyond the one billion euros when additional financing needs are necessary.
22. Strengthen the staff of the Defense Innovation Agency.
23. Invest more in priority areas such as quantum technology.

On operational activity

24. Strengthen our military presence in the Indo-Pacific.
25. Reassess Operation Sentinel.
26. Promote measures to strengthen the responsiveness of our armed forces, particularly in terms of advance notice for deployments.
27. Gain in depth to reinforce the operational readiness of our armies by making the replenishment of ammunition stocks and mission equipment a strong axis of the future military programming law.
28. Ensure that the use of simulation for operational readiness is not to the detriment of real training, which, given the current state of technology, remains essential.
29. Significantly increase stocks of critical spare parts and simplify maintenance plans to support the rise of vertical contracts.
30. Control the costs of operational maintenance and prepare the MCO (maintain operational condition) for a high-intensity conflict.
31. Implement specific measures to retain mechanics, in particular agreements with DTIB companies to limit the early and uncoordinated poaching of human resources from the armed forces.

On the "human level" axis

32. Make a significant effort to improve the salary component of military personnel to meet the challenge of attracting and retaining human resources.
33. Increase retention by recruiting as early as possible through apprenticeships and the development of innovative training offers.
34. Remove constraints on employment patterns by strengthening the multi-year dimension of recruitment management.
35. Strengthen the role of reservists by making recruitment rules more flexible, by making employers more responsible and by resizing recruitment, training and supervision systems.
36. Amplify the financial effort in the area of infrastructure to reduce the grey debt, both in the area of technical-operational infrastructure and in the areas of housing and accommodation.
38. Accelerate the elimination of the "black spots" identified in the "Condipers" plan in the area of accommodation, work and catering facilities.
39. To perpetuate and renew annually the "Doorknobs" operation.
40. Alleviate civilian standards for defense infrastructure.
41. Give more leeway to corps commanders to carry out minor works by granting a discretionary financial envelope.