



# *Ministry of Defence*

*Ministerial Directive  
on the military policy  
for the year 2013*

## TABLE OF CONTENTS

### **The Political and Strategic Framework**

The International Security Context

The Multilateral Reference Contexts

The Economic and Financial Framework

Italy's Role in the International Relations' System

### **The Role of Defence within the Context of Public Choice**

The Military Instrument

The International Dimension

The *Whole-of-Government* Dimension

Defence Activities Fostering Economic and Technological Development

### **A Constantly Changing Instrument**

Guidelines for a Sustainable Balance

Specific Guidelines Strengthening the Conduct of Operations

Specific Guidelines for the Technical-Administrative Area

A Continued Transformation

# I

## The Political and Strategic Framework

### The International Security Context

1. We are living in an ever-changing international system. Political dynamics, together with rapidly expanding cultural changes, overcome the traditional linguistic or religious barriers and shape new social orders from within.
2. Europe remains prosperous and highly developed, capable of exerting strong influence on global dynamics. The European Union, along its entire evolution, made an extraordinary contribution to peace and democracy. Thanks to the farsightedness of the Founding Fathers as well as to the determination of those who, during the past six decades, contributed to the European constitution, reconciliation between the peoples of Europe has come true; principles of democracy and respect for human rights are commonly supported all over the Continent. The European enlargement process which brought within the Union a growing number of countries, resulted in a deep cultural, political and legal change, with a peaceful change of the European continent and effects over all the neighboring regions. This process is still ongoing, because significant portions of the European continent have not yet fulfilled all the requirements to integrate the Union.
3. At the same time, North America continues to be a major pole for development, because of the effectiveness of its political organization, its excellence in many technological fields and its continued capability of influencing social and cultural models all over the world.
4. For decades the Euro-Atlantic area has been the cradle of new principles, capable of identifying new mechanisms for the functioning of the international system, to the point that they were accepted at global level. Furthermore, its effectiveness is proved by the development of the “Responsibility to Protect” doctrine that, after an initial careful approach, is progressively affirming itself as a new set of regulations for a shared management of modern intrastate conflicts.
5. Nevertheless, global dynamics are no longer mainly originated from western-born innovations. Changes in the economic balances, having important effects on political balances, are mainly linked to the fast growth of Euro-Asian, Latin American and African economies. At regional level, and

more and more often at global level, new stakeholders are eager to play a role within decision-making structures, bringing new resources into the international system but also causing, inexorably, existing balances to become obsolete.

6. Rises in disposable income, and welfare in general terms, in addition to fostering the emergence of a new middle class in many emerging countries, emphasizes the pressure on available resources, primarily energy, water and food. Over the past several years the global consumption in natural resources has been growing faster than financial means. For some of the above-cited resources it has implied a change from abundance to shortage.
7. As for energy, this implies the exploitation of new energy sources, often located in areas that are not traditionally associated with energy production. This is causing major geo-economic transformations having effect also at political level.
8. Food security, in turn, is threatened by a sharp increase in prices of agricultural and zoo-technical products and this phenomenon is particularly relevant to lower-income groups. Some international actors, in order to protect themselves from the risk of a high dependency on food imports, try to change unilaterally the market dynamics of agricultural products or look for new lands to be exploited.
9. Migratory phenomena are another important aspect of the above-mentioned changes. The traditional South-to-North migration adds up to the movements of people within a single area or a single country, caused by natural resources depletion as well as by the lack of security in areas of conflict or characterized by the absence of a government. More and more often, migrations are activated by the expectations induced by the prevailing social models, spread by the global means of communications.
10. Climatic changes, characterized by increasingly extreme weather events and, therefore, by a growing number of natural disasters, are dramatically increasing the gap between developed and developing countries.
11. A common feature of the various on-going dynamics is speed: the changing process is so fast that it amplifies problems. Very often, it happens that private citizens or non-state actors appear to be better informed about ongoing trends and more rapid in adopting their decisions. Traditional

actors, conditioned by the political decision-making process, are often forced to react to events, instead of trying to direct them toward a common goal.

12. The sum of all these trends results in a **marked instability**. The number of patent or hidden conflicts between states remains substantially low while various internal crises are affecting different states, with the potential to destabilize the entire area.
13. The Euro-Atlantic region seems to be essentially a stable area. On the other hand, strong elements of instability still exist in neighboring regions, whose effect may also threaten NATO or EU countries.
14. In North-Africa, Near and Middle East, as well as in the Sahel, Caucasian and Central Asia regions, political dynamics – generally associated to ruling class turnover or to actual civil wars – depict a situation of enduring uncertainty. This fact makes it more difficult to initiate and maintain political, diplomatic, economic and military relations, at bilateral level as well as within multilateral initiatives.
15. Both the European Union and the Atlantic Alliance pursue the common goal of stabilizing these regions, by means of a variety of tools and measures aimed at reinforcing the democratization processes and the governance effectiveness of legitimate actors, thus reducing uncertainty factors and associated risks.
16. In the Balkans, the long conflict period is not over yet. Factors of hidden hostility that still persist might renew the conflict, although at local level and on specific bases. At the moment, the situation in the Balkans does not pose a direct threat to the security of the Euro-Atlantic area but in order to normalize the area, the commitment of the International Community is still necessary.
17. Both the European Union and NATO have a special relationship with Russia, an international actor of paramount importance for regional and global stability. However, dialogue is currently suffering a slowdown due to disagreements on some elements of strategic importance such as energy security and defence posture – in particular on the missile defence system.
18. In addition to the region of specific interest, a particular attention is to be paid to Asian dynamics, especially originated by the rapid economic growth of some countries as well as by the even faster growth of their military capabilities. This trend has already brought about a partial change in US strategic priorities, currently more focused on the Pacific area.

19. **European Union countries should not overlook these developments**, otherwise they will be progressively marginalized and their influence on the world scenario will decline while they will become **increasingly permeable to destabilizing factors originated within other world regions**.

## **The Multilateral Reference Contexts**

20. EU is experiencing a new and further evolutionary phase, launched by the Lisbon Treaty, potentially capable of creating, in some years, a more integrated and efficient reality, both in terms of economic and financial stability and in terms of a trenchant role on the international level. The number of international missions led under the aegis of the EU, the vastness of the covered geographic area as well as the various civil and military instruments adopted testify of the growing level of ambition. Nevertheless, in order for the Union to provide an international crisis managing capability consistent with the scope of its global and the dimension of its economic interests, Member states should further improve their relationships in the defence and security field.
21. The Atlantic Alliance remains a pillar of international security for the entire Euro-Atlantic region. The founding principle of collective defense is still valid, although in the medium and long term scenario causes for uncertainty seem to prevail. At the same time, NATO is rapidly evolving, in order to increase the effectiveness of its action. Its commitment to international security is also proved by its capability to make unique – and therefore invaluable – planning and command assets available to other institutional entities. The Alliance has indeed firmly adopted the principle of shared international security, deepening the dialogue and establishing a solid network of relationships with many partners all over the world, or with those countries which, even if they do not have the status of full members, are close to the Alliance and to its values.
22. For the entire International Community the United Nations remain a fundamental reference entity, mainly as the context within which legitimacy and consensus are to be searched in order to support the actions aimed at safeguarding the international order and security. At the same time, within the United Nations themselves, the conduct of peace-keeping or peace support operations is increasingly entrusted to regional organizations. The issue of consensus is still open, due to the fact that although Security Council mechanisms are still suitable for maintaining consolidated political balances, they are less suitable as regards the need of identifying a shared governance for ongoing dynamics.

## **The Economic and Financial Framework**

23. In addition to the effects of the fast economic growth in some countries, international balances are also deeply conditioned by the persisting problems weighting on the economies of many Western countries that, after a severe recession, are unable to bring the rate of economic growth back to pre-crisis levels. A major factor of past years' economic crisis and of many persisting points of concerns, that are especially apparent within the European Union, is the unbalance of public finances in many Western countries.
24. The European countries within the Euro area, in addition to identifying specific mechanisms for addressing extremely critical situations that may occur in countries with severe budgetary imbalances, have decided to introduce a major structural reform to ensure a durable correction of situations that might jeopardize the existence of the single currency. In March 2012, therefore, the "Treaty on Stability, Coordination and Governance in the Economic and Monetary Union" (so called "fiscal compact") was signed, establishing a set of new and binding rules intended to foster budgetary discipline. The Treaty, that has been ratified by national parliaments, provides for the Contracting Parties to balance their budgetary positions in the short term, and to ensure convergence toward reducing their general government debt to gross domestic product ratio to below 60% in the medium term, according to criteria that may, although, be mitigated on the basis of "exceptional circumstances". In line with these requests, the Italian Government is deeply committed in pursuing the European Union's objectives for integrity, strengthening the coordination of EU economic policies and reinforcing financial stability.

## **Italy's Role in the International Relations' System**

25. For its cultural model and reference values, its economic interests and geographic position, Italy is deeply rooted in the Euro-Atlantic security system. At the same time, it is also an active and responsible member of the International community as a whole, as well as one of the UN's main contributors.
26. In view of the extremely complex International security picture, **Italy, in concurring to the actions implemented by the European Union, NATO and other International Organizations, must maintain a high level of commitment in the field of crisis**

**management**, operating concurrently in various theatres and different contexts, tackling each of their peculiar elements of risk.

27. All political, economic and cultural resources of our Country can contribute, in various ways, to international crisis management, security re-establishment and peacekeeping activities. Pursuing these objectives requires, therefore, a proactive involvement on the part of the complex national institutional framework as well as those non-governmental bodies that, even where not directly subordinate to our political authorities, effectively cooperate in reaching said objectives.
28. Within this context, the commitment deriving from Italy being a part of an international system in which **security is a shared goal** cannot be eschewed. Such commitment is implemented by both taking responsibility in participating to current international missions and remaining available, in principle, to take part in new initiatives that may prove necessary.
29. Due to the constantly changing international situation, **Italy must be able to participate in multinational initiatives characterized by a major military commitment** to tackle, quickly and in a definitive way, crises that may emerge in areas or contexts of critical importance for the national security and International stability.
30. In the meantime, depending on national requests, the Armed Forces must be ready to guarantee technical and organizational support, whose importance is critical to solve national emergencies according to procedures and timing determined by the relevant emergency management authorities.
31. Finally, we cannot ignore the possibility, even if extremely remote, that our country and the system of alliance of which it is a part, be involved in a large-scale military confrontation of the “hybrid” type, i.e. involving both conventional military operations and information and cyber-domain operations. In the first place, this possibility must be avoided by resorting to all available conflict prevention management tools and mutual trust-building measures.
32. Absolute compliance with our EU commitments is also a fundamental element of our national policy. Such commitments aim at ensuring the stability of the European common currency in the long term and, concurrently, of the whole EU economic system. Said stability must be considered essential to pursue our final goal, i.e. the security of the International system and of the political and economic relationships established within said system.

33. Italy, therefore, must take decisive steps to slash its budget deficit and restructure its public debt within the limits established at European level and the set timetable. **Maintaining a responsible budgetary discipline in the long term will therefore be an essential condition to define the options that the Defence will implement** in the years to come.

## II

### The Role of Defence within the Context of Public Choice

#### The Military Instrument

34. The Armed Forces remain an essential component to ensure that Italy's security and the exercise of national sovereignty prerogatives are safeguarded, especially at a time when, due to continuous European integration, we can envisage scenarios of gradual sovereignty sharing. The reason for the existence of the Armed Forces coincides with their operational capability. Undermining said capability, besides impinging on national security, nullifies the streamlining of investments dedicated to Defence, with regard to both the human and technical and technologic components. Therefore, **the effectiveness of whichever choice we make in the field of military policy must be verified in terms of the effects produced on the operational capabilities that the Armed Forces will be able to deploy.**
35. Decisions on which military capabilities must be available for the Country result from the above-illustrated International security framework. Italy and its Armed Force's participation in missions aimed at re-establishing or maintaining peace and the international order implies the need that operational capabilities be:
- fully able to pursue the established military goals and, therefore, **effective even in highly complex and sophisticated contexts;**
  - fully able to ensure the **personnel's highest survival level**, being nevertheless aware that it is impossible to avoid all risks involved in the military profession;
  - **fully integrable** in the allied military instrument, **connected and interoperable.**
36. **High quality must be pursued** in the fields of both personnel readiness and training and state-of-the-art equipment and systems, **even if this entails sacrificing, when necessary, the quantitative dimension of the Force.**
37. As regards operational tools, a robust capability in acquiring, elaborating and enhancing information at a tactical, operational and strategic level is a must.

38. All operational capabilities must be consistent with the specific requirements of the Atlantic and European contexts. They must, therefore, be characterized by an appropriate level of **deployability, sustainability and agility**, and be **technologically advanced** so they can effectively contribute to safeguarding collective interests, when the latter are under threat. Furthermore, their design must allow them to gradually dismiss obsolete capabilities from envisaged theatres of employment (*legacy capabilities*).
39. In consideration of the plurality of envisaged Defence commitments and prospective continued restriction of resources, Italy, similarly to other European countries, will not be able to pursue its political goals in the field of defence policy on a strictly national plan. On the contrary, **closer and closer cooperation with NATO allies and European partners must become a fundamental element of our national policy.**
40. The European will to “*pool & share*” available national resources combines effectively with the “*Smart Defence*” initiative implemented at NATO level. The “*Pooling & Sharing*” and “*Smart Defence*” initiatives, characterized by a *bottom-up* approach which fosters the development and sharing of existing resources and programs, will not be able to produce significant effects by themselves; therefore we must connect these efforts with a strong *top-down* approach, focusing on the critical capacities that European countries’ Armed Forces must acquire. At the same time, the “*Connected Forces Initiative*” is a fundamental requirement to avoid wasting the interoperability experience accumulated in the past years, as well as the best tool to enhance national capabilities and headquarters within the NATO framework. **Italy must use this opportunity at European and Atlantic level for a smart management of the transformation process of its military forces.**
41. The final goal must be the integration of the defence policies of the European countries, to be implemented through the gradual harmonization of their Force planning processes and military requirements. The capability development process enacted within the framework of NATO and the EU must also be harmonized concurrently. Italy, a member of both institutions from their very beginning, must concretely boost synergies between them. European countries will not be able to make significant steps forward in terms of operational capabilities and autonomy of action **without a clear synergic commitment that can function as the basis for future integration in the field of security and defence policy.**

42. Italy will continue to contribute in those military operations, conducted under the aegis of multinational organizations or on the basis of bilateral agreements, which foster the maintenance and re-establishment of peace and of the international order. It must therefore be prepared to accept new commitments, when this is deemed necessary and consistent with our traditional interests and values. Thus, it is still necessary to maintain the appropriate operational capabilities and logistic supplies in full efficiency in order to cope, even in the short term, with possible additional commitments that may prove necessary to solve unforeseen crises in highly critical areas or contexts, and to implement dissuasion and deterrence activities and, only in extreme cases, actively contrast direct aggressions.

### **The International Dimension**

43. Within the frame work of International relationships, synergy with the Ministry of Foreign Affairs will have to be nurtured with ever greater commitment. The national security and international policy, in order to be productive and foster relationships within the framework of European and International contexts in general, can only benefit from a **joint effort** where military, and, broadly speaking, defence elements, will find appropriate responses and enhancement.

44. A defence policy key factor is the promotion of and participation in relevant International initiatives aimed at strengthening relationships, share experiences and standardize operational procedures between allied and partner countries. Within this context, national participation in existing initiatives must be safeguarded and fine-tuned, and proposals of new initiatives encouraged, when appropriate. In accordance with this commitment, participation in land, naval and air forces with those allies and partners whose goals are closer to ours, would be a great stimulus toward a higher degree of integration and modernization. **Priorities connected with our participation in international initiatives and forces must be constantly re-assessed in terms of effectiveness, in order to avoid wasting valuable human and financial resources.**

45. Cooperation projects between the Italian Armed Forces and partner countries will continue to be a formidable instrument that Italy can use to strengthen mutual trust and support, foster the development of security and defence institutions and operational and industrial synergies, also in view of multinational forces joint operations in crisis areas.

## **The *Whole-of-Government* Dimension**

46. Without prejudice to the tasks and competence of each Ministry, the Defence will have to share, and indeed promote, a whole-of-government approach to tackle challenges in the field of security and defence. It is therefore crucial to ensure our participation at the appropriate level in all inter-ministerial bodies where guidelines regarding national security are developed, instruments that Italy intends to acquire to support its interests at international level and crisis-management procedures defined, and information elements integrated.
47. The Defence cooperation activity will continue to be very important, especially in view of the increasing number of different emergency situations which occur in metropolitan areas and waters. Employment in support of emergency situations or domestic security management also fosters a better understanding of the military by the public opinion, even if this type of employment must not divert our attention from priority military capabilities to be developed during the planning process.
48. Defence institutional activities cannot be implemented without a fruitful and balanced relationship with other bodies (non-governmental organizations, associations etc.) whose activities run parallel with ours in the various domains relevant to Defence. It is important that a constructive relationship be nurtured and developed in a continued way, not just when we are both present in operational theatres, also in order to enhance our respective experience and characteristics starting from the operation-planning stages.
49. In line with national and allied doctrine guidelines, we must prioritize the synergic employment of all national resources that can be useful in supporting crisis management activities. To this purpose, we must foster the integration within all Operational Headquarters, joint or single service, of representatives of institutional and non-institutional agencies or organizations with which we may cooperate.
50. The complexity of issues regarding national security and the role played by Defence in this context imply the need of an effective, thorough, diversified and above all long-term strategy for political communication. This should be an action aimed at illustrating the current geo-political context and the potential crisis scenarios, helping create a real “defense culture” among the public opinion and young people in particular. Understanding these issues and generating consensus by the public

regarding the major choices of national defence will entail a development along different communications channels in a governmental and inter-ministerial perspective, with the contribution of several actors having different approaches and timelines. Political choices concerning defence issues will need to be pursued along with a Strategic Communication activity involving all actors operating within the decision-making process.

## **Defence Activities Fostering Economic and Technological Development**

51. The optimization of national industrial capabilities in the defence and aerospace sector is mainly, although not exclusively, possible within the European Union. This process is based on the strengthening of European Defence Technological and Industrial Base (EDTIB), which is crucial to ensure that the European industry achieves the level of efficiency and competitiveness required to adequately meet the challenges posed by technological development and the progressive internationalization and globalization of the defence market. Therefore, speeding up the building process of a European defence market is an indisputable requirement in order to guarantee the availability of advanced equipment at the lowest possible price on a continent-wide market, even if this entailed stronger competition on national markets.
52. **The development of European capabilities should not be interpreted as antithetical to the Atlantic Alliance, but as an opportunity to defend and increase its effectiveness.** In view of the current unbalance between the European and the US markets, it will be necessary to adequately select national and EU activities to be pursued as well as activities where adequate functional exchange with the United States should be developed so as to start cooperation on specific weapon programs.
53. In this context, it is necessary to define the capabilities to be fully or partially maintained in Italy, analyzing pragmatically the single industrial competencies required to ensure the continuity of productive chains at both the national and international level. Strategic technologies help maintain **current national excellence** by promoting competitiveness and defending the independence of the sectors that are considered to be priorities.
54. Sharing this vision with the Ministry of Economic Development is the fundamental premise to seek cooperation and/or integration with other industrial players not only in Europe but also in the US. In view of the constant evolution in the sector and considering an existing trend to develop dual capabilities, this process shall have a structural nature. The Minister of Economic

Development aims to help the national industry start or continue aerospace research projects in the civilian and military sectors (Law n. 808/85) and projects for developing/manufacturing strategic weapon systems (Law n. 421/96) in order to spur companies to invest in the development of new systems. In light of the need to combine Defence and export requirements, a roadmap shall be pursued aiming to develop product lines that, while fully meeting the national technical operational requirements, are designed to meet export needs, which is an inescapable condition for Italy to make systems competitive and, in conclusion, to secure adequate returns on investments.

55. Available resources shall be concentrated on developing systems that combine **high operational efficiency, adequate cost-effectiveness, and a development/growth margin that allows them to be integrated into complex and net-centric systems.**
56. Keeping Italian Defence industry competitive requires increasing the amount of exports within a consistent legal framework, in compliance with the overall national security requirements, as well as a cooperative approach aimed at sharing the economic burden and maximizing returns on investments. Besides providing institutional support that combines, when necessary, **transfer of materiel and technologies on the one hand and forms of assistance in terms of education, training, and technical-logistic support on the other in order to develop the capabilities of countries of interest to national foreign policy,** it seems crucial to focus investments on technological products and developments within national priority domains, while taking into account market opportunities.
57. A modern cooperation-based relationship with partner countries cannot but entail a Government-to-Government approach (G2G). Agreements to be developed in accordance with the foreign policy action of the Minister of Foreign Affairs can include the authorization to use and/or transfer technology developed thanks to the Italian government's funding and intended to develop new versions of materiel to meet buyers' needs. Agreements can provide for the creation of local production chains and sale-related cooperation, such as education and training of crews, logistic support, as well as testing and validation activities. Thus, closer and closer synergy between relevant divisions within the Defence General Staff, National Armaments Directorate and Service Staffs – which leads to generating and delivering complete packages – becomes crucial.
58. Scientific research, along with ensuing technological innovation, can define the level of social and economic progress of the whole country as a “system”, and impacts significantly on the welfare and quality of life of the entire national community. For this reason, Defence shall strive to work in synergy with all (state and private) actors that operate in the field of technological innovation both in Italy and in the context of bilateral and multilateral agreements in force. The technological

capital earned in the field of applied research and systems development constitutes the most relevant factor in the Defence industry. Further resources are allotted by the other Ministries involved, such as the Ministry of Economic Development and the Ministry of Education, University and Research, in addition to research investments provided by companies to guarantee their market prospects.

59. Technological modernization and upgrade programs - meant as the whole of technical and managerial activities aimed at developing and/or procuring a system, sub-subsystem and equipment, as completely defined in terms of their operational requirements – certainly constitute the main sector of technological investments. Similar support shall be provided to technological research programs, meant as the whole of technical and managerial activities aimed at developing the required know-how and that could, in the medium run, lead to considerable savings and operational advantages.
60. Adequate distribution of funds across the two above-mentioned areas shall secure the progression of activities aimed at procuring new systems and the development of future ones. Networking with the national and international industry, universities, state and private research centers, as well as other relevant ministries should be boosted in order to both monitor technological opportunities and explore funding opportunities for technological research programs and weapon systems and equipment procurement programs, especially as regards key strategic activities.

### III

## A Constantly Changing Instrument

### Guidelines for a Sustainable Balance

61. Considering the high-quality standards that must characterize the Armed Forces, in the medium and long run every effort should be made to guarantee that the military instrument has an adequate “capitalization rate”, meant as the ratio between overall expenditure for the Defence function and the number of military and civilian personnel belonging to the Administration. Considering the resources historically available for the Defence function, amounting to approximately 0.9% of GDP over the last years, and in view of the unavoidable commitments undertaken by Italy to cut public debt, decisive steps will still be necessary to **adjust the overall number of military and civilian personnel, as well as the organizational structures of Defence, to the constraints dictated by actually available resources.**
62. The goal to be pursued should still consist in the progressive downsizing by 50% of the total amount of available resources assigned to the sector, namely military personnel belonging to the Armed Forces – with the exception of the Carabinieri Corps and the Harbour Master’s Offices – and civilian personnel of the Ministry of Defence. The remaining resources shall be distributed so as to increase allocations to Operations & Maintenance, namely all activities directly related to the ordinary running of Divisions and Offices, as well as to the requirements associated with the preservation of operational efficiency (including training, among others). The overall balance between Operations & Maintenance and Investments – i.e. the general allocation of about 25% of the total amount for the Defence function to each of these items - is vital in order to optimize available resources. In fact, a shortage of allocations to Operations & Maintenance - namely a figure considerably lower than 25% of the total amount - might jeopardize both the operational readiness of the Armed Forces and the efficiency of the most sophisticated systems that, as is known, require substantial resources even for ordinary maintenance.
63. The first measure to downsize personnel across all state administrations, including Defence, was included in the provision concerning the redefinition of public expenditure, the so-called spending review. As a consequence, personnel of the Ministry of Defence shall be downsized to 170,000 military personnel by 31<sup>st</sup> December 2015. A 20% reduction as regards Generals (and equivalent

ranks), and a 10% reduction as regards Colonels and the number of selective promotions for officers of each service has already been provided for. Concerning civilian staff, the number of general executive ( and non-executive) officials and of I and II level executives shall be reduced by no less than 20%; non-executive personnel shall be downsized so as to achieve a cutback in relevant overall expenditure by no less than 10%.

64. The delegated act passed by the Parliament and concerning the review of the military instrument sets a maximum of 150,000 military personnel and 20,000 civilian personnel as the goal to be broadly achieved by 2024, provided there are no delays due to unforeseeable events.
65. As regards military personnel above colonel ranking, and especially top levels, a more substantial cutback shall be applied: 30% for three-star generals. The other ranks above colonel shall be fine-tuned accordingly.
66. The top priority continues to consists in **redefining expenditure to ensure the operational efficiency of the instrument**, both by increasing the level of resources which will gradually be made available thanks to savings made in the Personnel sector, and by concentrating expenditure on a downsized and streamlined instrument structure. Hence, central and peripheral structures shall be significantly reduced, in conjunction with a structural downsizing of no less than 30%. The said objective shall have to be pursued with the greatest possible consistency within the medium term (tentatively five to six years) by reducing the number of sites at the national level, significantly concentrating, integrating and streamlining the different functions (operational, territorial, logistic, educational, training), which are currently separated and scattered over the territory. The number of commands, bases/bodies and the organizational elements of all the instrument components (land, sea and air) shall continue to be the object of specific actions. A **streamlining of the Armed Forces central organisms in a joint perspective and with a view to employing the human resources available in the best possible manner shall be undertaken**.
67. The reduction in military personnel shall require, first and foremost, a review of the process adopted to cover the various positions, in a downsizing perspective. In order to manage the above-mentioned redundancies, the following measures shall be adopted:
  - with reference to officers above Colonel ranking, a reduction in promotions by a further 10%;
  - the extension of ARQ (*Aspettativa per Riduzione dei Quadri* – Leave of absence for higher-ranking officer reduction) to officers below Colonel ranking, to the necessary extent.

68. With reference to NCOs and officers up to the Lieutenant Colonel ranking , in order to reabsorb redundancies, recourse shall continue to be made to transfers to the functional areas of the civilian personnel of the Ministry of Defence or other public administrations, to reserved positions in state competitions for employment in the Public Administration, to forms of exemption from service upon request, and to the strengthening of measures for outplacement and reintegration in the job market.
69. Along the lines of increasing complementariness with the Armed Forces, civilian staff has undergone great and significant changes, from the quantitative, and qualitative/professional as well as cultural standpoint. In reorganizing its staff, the Administration shall take action **systematically by implementing the cuts established by the law while taking into account the longer-term objective of reviewing the military instrument**; a systematic approach is necessary in order to carry out an action aimed at achieving specific structural results and not only temporary ones.
70. Staff reorganization resulting from instrument review provisions shall be effected by adopting gradual reduction plans, consistent with the review of the structure and organization of the Ministry, and based on the principle of the qualitative enhancement of professional skills. **The process shall be aimed at promoting personnel enhancement.** The actions carried out by the top structures in the various Administration areas shall be focused on reaching the said objectives, also by issuing the necessary guidelines on the adoption of individual upgrading plans.
71. Within this framework, considering that training shall continue to represent one of the pillars of the reform, civilian personnel shall acquire new and more complex skills, take active part in training cycles, and work in synergy with military personnel. The principle of civilian personnel development shall, for all purposes, continue to underlie the measures aimed at limiting as much as possible the adverse effects of staff reduction on personnel by promoting internal mobility, switching from full to part-time contracts, recourse to telework and transfer to other public administrations.
72. In this context, despite said personnel reduction policies, the **Administration's requirements for continuity and functionality, with special reference to the priorities and specific needs of arsenals and military bases, shall have to be met.** The underscored enhancement of the civilian personnel shall be concretely achieved also by expanding employment sectors, in order to optimize their potential.

73. Last but not least, specific reference should be made to the **Military Health Service**. It is **essential to reorganize it as soon as possible in a joint perspective**, in compliance with the already mentioned transformation guidelines, and in accordance with the deadlines set, if necessary, in agreement, with other relevant Ministries.

### **Specific Guidelines for Strengthening the Conduct of Operations**

74. Considerable results have been achieved in the field of a smart joint-force integration; however, a lot remains to be done, always with the aim of promoting the effectiveness of the military instrument, while safeguarding valuable peculiarities.

75. The command function represents an element of critical importance for the success of operations and the best allocation of resources. The vast experience gained in the past few years thanks to the conduct of operations, both at domestic and NATO level, represents the fundamental background to further improve the organization of the operational Commands, both at joint and component level. The effectiveness of the operational chain of command shall be increased by streamlining and reorganizing the COI (the Italian Joint Operations Headquarters), and by enhancing the COI/Component Commands relation, and the latter's functions in a "Supporting/Supported Commands" relation.

76. Hence, COI shall have to be **fully** attributed the qualification of Joint Operational Headquarters, capable of carrying out effectively and with continuity the functions typically associated with an allied Joint Operational Command, i.e. operational planning, conduct of operations and logistic-operational support in favour of Commanders (Force Commanders) engaged in Theatres. In other terms, COI shall have to take on, as soon as possible, a structure and an organization similar to that taken on – or about to be taken – by the NATO Joint Forces Commands of Naples and Brunsum.

77. The establishment of Component Commands may prove necessary as a consequence of the specific needs resulting from the conduct of each operation. Component Commands' tasks may also be assigned to existing Armed Force Commands/Operations Centres. The latter shall anyhow be actively involved in the operation planning phase. To this end, the permanent relation between COI and the Armed Forces Commands/Operations Centres shall be strengthened, with the establishment of dedicated coordination cells.

78. Consistently with the efforts made in the field of transformation and capacity building, operational management capabilities in the cyber spectrum, as well as the wider range of activities falling within the *comprehensive approach* context, must be strengthened by assigning COI the task to acquire and employ in a synergic way the necessary specialized personnel unavailable at present.
79. Similar attention shall be devoted to the further strengthening of the COFS (Joint Special Forces Operational Command), with a view to granting it a fully-fledged role in driving and integrating the development of the national Special Forces.

### **Specific Guidelines for the Technical-Administrative Area**

80. In consideration of the continuing scarcity of resources and of the unavoidable need to rapidly streamline all the components in the Administration which are not directly associated with the conduct of military operations, an in-depth reorganization of the technical-administrative area shall be carried out through:

- the unification of the Personnel Directorates (*Persomil – General Directorate of Military Personnel; Persociv – General Directorate for Civilian Personnel; Previmil – General Directorate for Military Pensions, Employment of Former Volunteers and Draft*), to be headed by a civilian executive, as well as a review and simplification of the procedures adopted in executing their respective tasks;
- the streamlining and downsizing of COMMISERVIZI<sup>1</sup>, to be carried out also thanks to a greater recourse to CONSIP<sup>2</sup> as the contracting authority, without prejudice to the Defence's competence in the field of technical requirements and product evaluation;
- the streamlining and downsizing of GENIODIFE<sup>3</sup>, which in general shall carry out policy and control tasks, increasing at the same time the involvement of Universities, by means of agreements, in project development tasks;
- a review of the functions of the Technical Directorates, by uniting similar functions and better integrating marketing activities.

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1 COMMISERVIZI: General Directorate of Supply and General Services. (*Translator's Note*)

2 CONSIP is a joint-stock company owned by the Italian Ministry of Economy and Finance, its sole shareholder, operating in accordance with the latter's strategic guidelines and working exclusively for the public administrations. CONSIP's responsibilities include, on the one hand the provision of project, organizational and technological advisory and assistance services to promote innovation in the Ministry of Economy and Finance, and on the other the management of the Programme for the rationalization of supplies in the P. A. (*TN*)

3 GENIODIFE: General Directorate of Military Works and State Property. (*TN*)

81. Greater efficiency of the Technical-Administrative area shall also be sought by a further, definitive rationalization of existing infrastructures, by rapidly completing the new facility in Rome-Centocelle, by unifying the entire personnel sector at the existing facility at Rome-Cecchignola, and disposing of no-longer needed facilities.
82. Last but not least, a greater effectiveness may be achieved by pursuing a long-term strategy in the training of military and civilian personnel for the purpose of developing specific skills and, as a consequence, adopting best practices in the procurement sector, also by means of a systematic comparison with international benchmarks.

## **A Continued Transformation**

83. All the guidelines proposed in this Directive outline the pathway that the Italian Defence shall pursue to continue to be a point of reference for the security of our Country, fully in line and in synergy with our membership in Euro-Atlantic organizations. However, by nature, transformation can never be finalized once and for all, nor can it be confined within the scope of an exhaustive set of guidelines, because it is the result of an action aimed at adapting the system to changed conditions.
84. No organization may declare itself satisfied with the implementation of a reform. Therefore, also in the case of the Italian Defence, the transformation initiated with the reform of the military instrument shall continue with great concreteness, attention to available resources and fully respect of the indications that the Italian people shall express through their representatives.
85. Most importantly, it shall remain open and available to new security and defence requirements, particularly along the pathway heading towards an integrated European Defence Policy, because only in this way shall Italy be able to count on an effective “Defence System”, worthy of the effort the Nation has been called upon to make.