



The Ministry of Defence

White Paper

for international security and defence



GUIDELINES

The preliminary analysis conducted by the Group of Experts appointed by the Minister of Defence, has made it possible to acquire a large amount of data and relevant information that will form a useful starting point for the next phase in developing the White Paper. The work also clarifies the “wider issues” underpinning security and national defence and the future of the Military Component, “wider issues” to which a precise response must be given. In light of the fact that the objective of the White Paper is to outline the strategy for evolution of the Armed Forces over the next fifteen years, as well as the "acquisition of awareness," it has been possible to accrue some precise terms of reference that will constitute the guidelines of the future work.

The global context

1. The legacy of the “short century” is characterized by two competing and concurrent geopolitical phenomena: the progressive globalization of phenomena and problems, which tends to transform the world into a "global village" through multi-level interconnections and, at least for part of the world, a high level of interdependence and a parallel process of fragmentation, which generates destabilization and structural weakening, especially in the identity of weaker states or of those that have recently been formed.
2. In the short term, a lack of open political-military juxtaposition between nations or alliances of equal standing decreases the possibility of a traditional military threat directly on national territory. This possibility, however, can be neither excluded nor neglected, especially considering present trends in the acquisition of new and more sophisticated military capabilities by multiple international actors.
3. Widespread and frequent instability appears to be the main phenomenon in places where conflicts are not always fomented by political, social, economic, environmental factors and creed. Such situations are more likely to arise in those areas that are characterized by socio-economic problems or in those where the post-Cold War global transformation process has deprived them of the traditional references of leadership and stability.
4. Furthermore it should not be ignored that some emerging countries, seeking better socio-economic conditions and new international status, tend to criticize the development patterns and international relationships proposed and pursued up to this point, thus creating further uncertainty and possible instability.
5. The possible situations of instability are not bound to remain confined to specific geographic areas, but they will tend to spread globally, thus affecting and involving most actors and causing repercussions and consequences even in areas that appear to be unrelated to the situation. This is due to the high interdependence and interrelation of the global economic, political and social factors.
6. The current global security context, therefore, seems to be strongly influenced by the ability to ensure widespread world stability, especially with regards to economic, social and political factors. The fact that the near future will continue to be characterized by a significant level of uncertainty about possible security risks and threats, when and how they will materialize, as well as which operational actions will be required to tackle them, cannot be ignored.
7. In the last twenty years, experience that has moreover been confirmed by recent situations, demonstrates how difficult it is to foresee where and when a set of different factors may combine to generate destabilizing phenomena and, as a consequence, the outbreak of crisis situations and conflicts. On the contrary, however, the possibility of identifying, in the medium term, the

characteristics of such situations, appears to be more and more predictable.

8. Apart from the political, economic and social repercussions of unstable areas and unstable situations in other Nations, the widespread and persistent episodes of international terrorism, which are de facto bellicose, but using non-military means and low cost technology, have demonstrated that it is possible to expect solid and substantial variations in the security environment, even in areas apparently immune to problems of structural instability.
9. The unequal availability of new technologies and science, the complexity and the interdependence of economic relations, the competition for natural resources and the increase in political and social factors such as mass emigration or illegal trafficking, as well as environmental concerns, could revolutionize political, economic and military competition, and contribute to destabilization, thus giving rise to potential conflicts which could take new and unpredictable forms.
10. Finally, the progressive process of creating a new world equilibrium on a polycentric base, or according to some on a non-centric and regional base, as a direct result of changing economic and political relations deriving from the emergence of new national or regional actors could, in the medium term, cause the outbreak of crisis situations, perhaps localized, but potentially significant enough to have a strong impact on the Nation.

National interests and the role of Italy in the international system

11. The role of Italy in the world is determined by our vital and strategic interests as a Nation and as a prominent member of the international community. In fact, these two

factors are thoroughly linked, as national interests inevitably have an international dimension. Such roles and interests, must also be seen in relation to the fact that the Nation is an integral part of the global system as it has a dual role as an active contributor and participant affected by the limits and constraints of the system itself.

12. Italy is one of the principal and most important European nations and a founding member the European Union. Our political, social and economic future is securely anchored to Europe and its future. Our security interests largely coincide with those of other European partners. It is therefore Italy's vital interest to preserve security and stability on the European continent and across the transatlantic areas by guaranteeing that the European Union and Atlantic Alliance are effective as a collective political and military instrument capable of protecting that interest.
13. Our national interests, however, are not confined within Europe's borders. Italy is mainly a manufacturing country: most of the opportunities for national development depend on the ability to attract foreign investments and international trade, where we are also tributaries to numerous primary resources, in particular with regards to energy: national support and economic development would be severely compromised without such resources. From this point of view it is in the national interest to be able to have unlimited use of spaces and common global resources without limitation, apart from those already collectively agreed upon. It is also in the national interest to achieve stability and progress in specific geographical areas outside the European continent based on their geographical proximity, where, in cases of particular necessity, Italy should be able to intervene autonomously to protect its particular interests. At this point appropriate attention will be paid to the EU's Eastern and Southern Neighborhoods, including the so-called "extended neighborhood" countries.

14. Our economic interests, our notably rich and complex history and our geopolitical position bestow upon us additional international responsibilities. Italy is a member of numerous international organizations and has developed many significant bonds of friendship and cooperation with many nations. More than 4 million Italians reside abroad, where there are more than 50 million individuals who consider Italy to be their place of birth. Finally, as an open society, Italy influences and is easily influenced by global events and trends.
15. Our freedom, the safety of our citizens and the future well-being of our Nation, are therefore dependent on widespread international stability, on the existence of an international system that protects the right to freedom and the other fundamental human rights as well as the global economic development. These conditions may not be separated from the national willingness and ability to know how to internalize such a system with authority and credibility, and as a consequence actively participate in its preservation and enhancement.
16. The network of international, political, economic, technological and cultural relations are, in fact, the Nation's heritage and cannot therefore be considered as a permanent gain, but must be constantly sustained with progressive and consistent choices over time.
17. As an important member of the international community, Italy is both capable and willing to exert an important role at an international level, acting according to available means and resources to ensure peace and progress. With this effort, Italy attributes fundamental importance to the role of the much wider international community, where the UN (which is the global organization of reference for conditions and decrees) provides the international community with the possibility of developing actions in conjunction with the existing multinational organizations. Italy is fully aware of the fact that only a shared action with other nations can realistically accomplish the desired goals of peace, stability and global progress.
18. As a result, Italy has developed a deep interconnection and interdependence with many countries over time, and in particular with those of the transatlantic alliance. This evolution is moreover unavoidable in light of the substantial flow of human, financial and material resources necessary to ensure modern progress, and it foresees the possibility of the development of our economy and technological and industrial capabilities, strongly related to the active participation in important community initiatives.
19. Italy strongly believes in strengthening the EU's Common Security and Defence Policy, and for this reason it actively promotes the evolution of Europe's role along lines which provide for a growing integration of resources and capabilities between Member States. The transatlantic link will be able to find new energy for a closer and more synergistic agreement between the European dimension of Defence and NATO, thus overcoming the influences that lead to privileged bilateral relations and leaving multilateral agreements to take second place.
20. Finally, it is worth noting that our Nation's place and role within the above-mentioned international system are closely connected with the concept of "international credibility", which, in turn, is based on the stability of choices made and a coherent approach adopted over time. In this perspective, the stability of our foreign and defence policy and choices made within this context reflect upon the quality and value of our international credibility.
21. Along with this condition, it is becoming clear that the Nation needs to prepare an overall strategy of national security, which would give unity of action to the various activities necessary for the protection of national interests in the international arena.

The uncertain future and the protection of national interests

22. Due to cultural values and constitutional law, as well as the rejection of war as an offensive tool against the freedom of other peoples and as a means to solve international disputes, Italy accepts and is fully aware of the sovereignty limitations necessary to enforce a legal international order aimed at ensuring peace and justice among Nations as well as promoting and enhancing international organizations which aim to achieve these objectives.
23. The promotion of international organizations and policies which pursue peace and stability involves a responsible and active contribution to the initiatives which the international community adopts in support of those goals, during both the decisional and executive phases.
24. The credibility which our Nation has gained on an international level is based on some of our society's specific qualities. Our cultural understanding, moderation, creativity, and ability to adapt to changing situations, as well as the competence of the Italian people working in international contexts, including of course our Armed Forces, are values which could be endorsed over time through consistent political decisions.
25. In the past twenty years, the participation in multinational military operations - many of which would not have been possible without the radical transformation of the Armed Forces into a modern instrument of action with interoperable capabilities on an international level - has strengthened Italy's role, consolidated our relations within the alliances and has created the conditions to develop new relations, including relations with emergent actors.
26. Nevertheless, Italy has not yet removed traditional weaknesses: insufficient awareness and attention toward the issue of international security, the inadequate elaboration of a thorough strategy in support of national interests, and the scarce attention given to the effectiveness of its means of intervention, starting with its Armed Forces.
27. In a modern State, "Defence" is conceived as a guarantee of freedom, as the indispensable instrument which ensures the implementation of full sovereign choices over time. This corresponds to the requirement to promote and protect the vital interests of the community and the objectives which the community pursues in the human, social, cultural and economic fields. "Defence" should not be considered as a theme of specific military interest but rather of interest to the entire Community, of which the Armed Forces are the instrument.
28. Unfortunately, our Nation lacks a full understanding of the price that must be paid to grant those rights established through the conquests of freedom.
29. Although there is no specific actor - neither state nor non-state - who may currently represent a credible conventional threat to the survival of the Nation, the future seems to be characterized by a high level of uncertainty and by security risks and threats which the Nation will necessarily have to cope with. Ignoring this international problem and its consequences - both directly and indirectly - would jeopardize the possibility of granting, in a context of freedom, the opportunities of growth, prosperity and welfare for present and future generations.
30. Traditionally, the Nation has managed this condition of uncertainty by creating a balanced military component with many valuable capabilities. However, it is evident that current financial resources are an inevitable obstacle to cope with. In consideration of the fact that Italy will not be able to provide an autonomous solution to all

future security and defence requirements, the White Paper will have to outline new and realistic objectives in order to give guidelines to the Ministry and to facilitate integration of the different resources provided by all the institutional actors. A new idea of national security and defence will undoubtedly be based on the three major pillars which traditionally constitute the foundation of Italy's international action.

31. European integration. The integration between local defence and that of other countries which will inevitably produce progressive interdependence and probably a certain degree of "role specialization", has to be pursued first of all with the EU partners. Greater integration in the security and defence area and the possibility of developing existing cultural/historical ties and a close and organized, but non-exclusive, cooperation with countries sharing our interests, is a political priority and a rational choice even if it may result in decreased freedom of action.
32. Transatlantic cohesion. The transatlantic community is the second and largest ring that guarantees the defence of a country. NATO, which has guaranteed peace in the Euro-Atlantic region for almost sixty years, is the reference organization for this community. NATO has assumed a broader and more diversified role, but it continues to play a central role in collective defence. In fact, only the Alliance between Europeans and North Americans can presently provide effective dissuasion, deterrence and military defence against all forms of aggression.
33. Global relations. Italy has an active role in the international community and participates in interrelational dynamics both bilaterally and multilaterally. It recognizes the UN as the primary and ineluctable Authority for legitimacy, especially for international security issues.
34. In this perspective and in the context of the above mentioned areas of action, it is necessary to provide a timely definition of the roles, the procedures, the quantity and

quality of planned participation as well as the human, social and financial costs that this participation entails and that the Nation will have to understand and support.

The tasks and the configuration of the Armed Forces

35. The tasks assigned to the Armed Forces derive directly from our Constitution, in which it is ratified that the defence of the Nation is a sacred duty of the citizen (Art. 52). The constitutional provisions are implemented by Art. 89 of the legislative decree number 66 of 2010, known as the "Code of the military organization - COM". This decree establishes as a priority task the defence of the State and also, with reference to Art. 11 of the Constitution, the achievement of peace and security in compliance with standards of international law and the determinations of the international organizations of which Italy is a member.
36. The military contribution to safeguarding institutions and the accomplishment of specific tasks in the event of a public calamity and in other emergencies are also defined. Art. 92 states that the Armed Forces, in addition to institutional tasks and the specific tasks undertaken in extraordinary circumstances, provide on request, if compatible with the technical capabilities of its manpower and means, its contribution in the fields of public utility and environmental protection.
37. In consideration of this specific international context and of the essential contribution which the Armed Forces have been able to provide so far to the security and defence of the Nation and its foreign policy, it is necessary to assess, not so much the tasks assigned to the Armed Forces, but rather how these tasks will be carried out and how the Military component will have to be configured to carry out these tasks to the best of its abilities in the future.

38. Taking into consideration the need to protect vital national interests, the resources that Italy will decide to invest for the protection of its future, the role it intends to play within the international community, and the process of progressive integration in European Defence, the White Paper will have to identify the correct position of our Armed Forces for the future.
39. This exercise will have to assess the risks Italy is ready to run and, based on the outcome of the analysis, it will have to identify goals: those that must be pursued through the General Planning process, those that are considered to be absolutely necessary, those that are desirable, and lastly, those that are not pursuable.
40. This exercise can only develop within the limits of a specific conceptual framework defined by four reference parameters: geostrategy, which defines breadth, mode, and the intensity of the effort in relation to the main focus of our national interests and priorities; quantity, linked to the numeric dimension of human and material resources; quality, meant to establish levels of modulation for the various components (technological, educational, training, and relative readiness), and, finally, capacity, that includes the overall capability of the product of the various parts in order to produce the necessary effects to accomplish the goals that were assigned.
41. The goal is to outline, in qualitative terms, a framework for a policy that could guide the reassessment of the Military component that will follow, therefore allowing an overall planning process to develop mid-to-long-term capabilities that would be perfectly consistent and aligned with the intended goals.
42. With this in mind, the cornerstones of the future configuration of the Military component will have as reference points some fundamental qualities that are considered essential and that can be effectively described with the acronym I3E3,

that is, Joint (“Interforze” in Italian), International, Interoperable system that is Effective, Efficient, and Economic (and therefore, economically sustainable).

Future employment and needs

43. The difficulty in defining rational ways in which the Armed Forces will be called to operate as an instrument to protect national interests and to contribute to international security, does not exclude the opportunity of regulating the development of the Military component and its employment options.
44. Previous experience of international operations and academic analysis lead to forecast the possible co-existence in the future of asymmetric hostilities with the more traditional and known forms of conventional and symmetric confrontation, including high-intensity ones .
45. Targeted studies made available by the International Organizations, as well as analyses conducted by Italy with friendly and allied nations, focus on underlining that the future will hold a series of risks and threats which will develop inside extensive and fragmented geographical areas, both close to our country and far away, often characterized by situations of institutional anarchy.
46. It is to be expected in the future that opposing forces will tend to resort to forms of non-conventional and asymmetric conflict, also by using new instruments, such as cybernetics. The exploitation of our vulnerabilities, the unpredictability of actions in non-operational areas, the direct and often passive, but sometimes active, involvement of civilian populations will create forms of confrontation for which we will have to be prepared, with a view to guaranteeing the maximum security possible for our Armed Forces and for the territory within our boundaries, by ensuring at the same time the possible growth and assertion of the local realities we support.

47. In the near future, therefore, the Armed Forces will be called to achieve increasingly complex and sophisticated goals, where threat deterrence and neutralization will be only part of the tasks requested. By operating with a multidimensional approach, the Armed Forces will operate for the protection of Italy's national interests, for the protection of populations, for the development and support of local authorities, and for the promotion of growing levels of security and stability in crisis areas, in close coordination with diplomatic personnel and with officials of other administrations, as well as officials of international organizations, both governmental and non-governmental.

48. These interventions will tend to be conducted with other nations and will, in any case, always be consistent with international law. Constant attention in maintaining a network of military relations with allied and friendly countries will therefore be fundamental in increasing the effectiveness of our interventions.

49. As mentioned above, even though possibilities for military threats brought directly within Italy's national boundaries appear to have decreased in the short term, this possibility can neither be excluded, nor neglected. A force that is balanced according to needs and is integrated, capable of representing a convincing element of conventional deterrence, will be an inalienable necessity also for the future, to assure our country's defence and to contribute, in accordance with current agreements, to the common defence of Europe, as well as to the integrated defence of NATO countries.

50. The participation and support of the Italian population in Italy's international commitments will be increasingly decisive. Therefore, the ability to communicate with public opinion will be vital, to share the purpose, breadth, and actions of the Armed Forces and guarantee transparency and democratic control.

51. Lastly, the growing interaction of security and defence domains raises the question of whether to develop more sophisticated and advanced doctrine in this area that could translate into a growing integration of efforts by all the state's administrations that are capable of contributing, while respecting their individual areas of expertise.

The future “operational model”

52. The White Paper will have to define the force and capabilities necessary to allow the Military component to assure:

- The defence of the territory and of vital national interests;
- The success of ongoing operations and eventual future needs in connection with participation in international operations;
- Functions of deterrence and prevention of future conflict within the context of established alliances;
- A contribution to the multidimensional response to national emergencies and international crises.

53. During the last ten years, thanks to important reforms, Italy has acquired credible capabilities for the protection of its vital interests, including in international assemblies. Now that the period of adjustment and transformation has come to an end, in order to guarantee, the capability of satisfying Italy's national needs in the future, the Armed Forces will have to adopt an operational model that will be able to provide a stable reference for planning activities and for the development of capabilities, whilst being consistent with the resources planned.

54. With reference to the four parameters previously-mentioned, i.e. quantity, quality, capacity, and geo-strategy, it is possible to devise a series of different operational model typologies, each with its own specific characteristics counter balanced by the first

- three parameters, and to then balance these models out with the fourth parameter.
55. The result of this analysis, within the limits of what it is possible to achieve, will allow the identification of an operational model that will be useful to balance two specific needs: the first is that of having a capable and effective instrument to be used both nationally and in other nearby nations of strategic interest, and to borrow more circumscribed capabilities from this for other interventions
56. The definition of an operational model in the terms described above obviously leads to political-military decisions. It becomes a strategic and conceptual reference rather than a specific solution that can be achieved. Furthermore, any operational model will have to correspond to key “counterbalancing” requirements; or rather maintain an equal expression of capacity among all of its operational components; to “flexibility” requirements, or rather allow future reassessments in line with changing needs; to “caution” requirements, or rather, consider the eventuality of rapid and unplanned changes in the international scenario.
57. The result is that the qualities of an operational model suitable for operating “nationally and in neighboring areas”, i.e. for the defence of vital, priority national interests, seem to be those of a wide-spectrum capacity instrument that is fully joint force and totally integratable in the multinational system.”. This means that the Armed Forces have diversified operational capabilities that can be employed at national level or in a coalition in each phase of a conflict and for a protracted length of time.
58. For other interventions, either in direct support of cogent and priority national interests, or as part of a joint effort by the international community, limited in time and modalities, the necessary capabilities will essentially be adapted from those that are available.
59. This model, which, when used, retains versatility and flexibility, necessarily requires a certain level of specialized skills that will have to be defined and will have to be based on overall resources and on the role the Nation intends to play, in particular within the context of the European Union’s Common Security and Defence Policy.
60. Two essential activities will have to be developed during the drafting of the White Paper.
- The first is connected to the full political understanding and sharing of the significance of the choice that will be pursued in terms of the international role to acquire and maintain, and, consequently, the needs that derive from structures, personnel, resources, and systems;
 - The second is connected to the evaluation of the necessity for the investment decisions to adhere to the operational model, and to ensure stable financial resources for it.
61. Lastly it is worthwhile pointing out that, whatever operational model may be chosen, the Military component insures and guarantees the future of the nation and it is not only a contingency management system. Therefore, regardless of the quantitative, qualitative, and capacitive levels that can be guaranteed in the current situation, its core essence must be preserved, i.e., institutions, professionalism, personnel motivation, values, and fundamental capabilities. These qualities, should they be called upon, cannot be acquired financially or in the short term, as the effort of generations is necessary to develop them, embrace them and for them to become the heritage of personnel in uniform. Once lost, they are lost forever.

The organizational structure

62. In every complex organization, the “organizational structure” is the operational

mode used to manage available resources based on the results that must be obtained. Changing goals or a change in available resources, make it necessary to change the organizational structure to prevent it from becoming inefficient, or, what is more serious when dealing with the Military component, ineffective. The large reduction in the size of our Armed Forces over the past twenty years makes it imperative to ask ourselves whether current organizational methods continue to meet requirements of cost-effectiveness and continue to be adequate for the needs of current operational employment, or operational employment in the foreseeable future.

63. The White Paper is tasked to identify specific requirements and general qualities that will have to inspire the future organization, as well as the most suitable general organizational model to which the Military component will have to conform. Nevertheless, non-negotiable requirements include overall rationality and cost-effectiveness, the elimination of all unnecessary duplications, a reduction of the hierarchical levels in the organization and the search for multinational solutions at European level wherever possible.
64. The organizational model will have to give priority to guaranteeing the effectiveness of its operational component, the unity of command, the cohesion of operational elements, and that the responsibilities assigned to the various functions coincide with availability of necessary resources. At Joint Staff level, within the context of full joint integration, decisions will have to allow more effective and united command capabilities and rationalize and streamline organizational processes and structures. Similarly, it will be necessary to identify organizational and procedural solutions to ensure wider participation and the full assumption of responsibility for major Defence decisions by the Political Authority.

Human resources

65. In relation to the possible use of the Military component in foreseeable future scenarios, and in respect of our Constitution and laws, it will be necessary to ask ourselves what will be required from military and civilian Defence personnel in terms of the indispensable human, cultural, and professional capabilities that will characterize their status, and their learning and training paths.
66. In the firm belief that the human element is, and will continue to be central to any solution that can be potentially identified and, to render the value-based and operational model that will be defined fully effective, it is absolutely necessary to question the coherence, the current events, and cost-effectiveness of the current set-up in the sectors of training, technical and logistical personnel administration, their underlying requirements, and the elements that will have to guide future operational solutions.
67. In addition, prospects for a progressive convergence of the Military component on a European level make it necessary to investigate the opportunity of developing shared or not exclusively national paths which will reinforce this vision. Answers will also have to be provided to contributions that the military training apparatus could give civil society, in particular to young people, their professional qualification needs, and their preparation for employment.
68. Even though constitutional constraints clearly define the limits of what is possible in terms of the status of military personnel, it is necessary to verify whether, in light of the new needs, there are special requirements that must be satisfied and what possible legal adjustments could derive from these requirements. It will be necessary to reflect upon if and how issues such as the “peculiarity of the military,” its protection and promotion, and the human and social constraints that govern it need to be addressed. It is therefore necessary to ask

ourselves whether the condition of belonging to the military and its peculiarities, in terms of employment and legal status, cannot be better guaranteed and be more useful for the Nation by recognizing that there is a distinct difference between that condition and the rest of public employment, which goes beyond the relationship of gender that has until now conditioned both dominions.

69. Similarly, also in view of convergence on a European level, the presumable needs for adjustment of the organizational and functional structure will surely have an impact on other personnel-related issues, such as the organizational structure, the “hierarchical pyramid” and career advancement, the breakdown between functions and hierarchical level of personnel, and last but not least, wage policies. It is necessary to verify whether the needs for operational use and effectiveness, that are essential to a professional model, also in view of integration on a European level, can be guaranteed by the current system of recruitment, duration-of-service, and career advancement that generates a high average age of personnel, less flexibility in the use and operability of Units, and high overall costs.
70. Finally, within the context of a future structure where civilian and military components will necessarily be more integrated and synergistic, the role of civilian Defence personnel and ways to guarantee meritocratic growth as well as cultural and professional development should be assessed.
71. The White Paper will therefore have to outline specific benchmarks for methodology and quality that will make it possible to fully implement the current professional model, in order to characterize it as a modern, effective, efficient, and economic (E3) system. If necessary even when it is not consistent with decisions that have already been made or consolidated.

Technological research, development and acquisition of

capabilities

72. Apart from a military component with the required capabilities, the need for a certain level of industrial and technological autonomy, capable of meeting these needs on a national level at least partially, cannot be disregarded.
73. Even if we establish models of close international cooperation, the need to develop and maintain solid technological and industrial foundations guarantees the protection of national interests. It allows us to master certain technologies to the best of our abilities, to use their potential to the full, and to adjust their use to specific national needs, keeping these technologies upgraded even in a context in which they will rapidly become obsolete.
74. Advanced technologies and adequate industrial capabilities could facilitate the joint development of new products on equal terms, thus reinforcing both integration with our European partners and our relationship with other friendly countries. Finally, this could advance Italy’s overall growth, considering that aerospace, naval construction, security and defense are among the few national areas of advanced technology that are still controlled by our Nation.
75. This requires that proper attention be given to the activities and dynamics necessary for the acquisition and modernization of equipment for the Armed Forces, as well as to those necessary for the maintenance of adequate national technological and productive capabilities (research and development, industrial defense policy, interministerial coordination, export support, and monitoring key strategic activities), so that they support modernization needs, at least partially, and in a logic of interdependence with our main partners.
76. Over the past twenty years, the defense technology market has radically changed, highlighting new trends that cannot be

overlooked or disregarded. For example, while "platforms" tend to extend their life cycle, technological innovation, and in particular the widespread diffusion of electronics in industrial products and processes, leads to the early obsolescence of "equipment". In theory, this implies the need for the continuous adaptation of systems and/or shorter program development times, including in infrastructure programs.

77. Moreover, technological innovation on the civilian markets, as well as on the related security markets, makes technologies, components and equipment available for application to military hardware, consequently allowing easier access to new suppliers. This implies that it is more difficult, but also more important, to monitor overall technological developments, not only in the strictly military field, and to take into account the "civilian" requirements potentially associated with the military needs. Consequently the Armed Forces must maintain adequate technological skills in order to accurately identify and define their own requirements.
78. The reduction in demand from Western Countries and the search for new opportunities on a globalized international market lead to a process of concentration and, for Europe, of trans-nationalization of large industrial groups. At the same time, the size of large industrial groups unbalances, especially in Europe, the ratio between national demand and transnational offer, and weakens the traditional ability to maintain control of States and Defences. In this context, in all European countries, the European and international dimension now prevail over the traditional national one: whereas the Armed Forces and acquisition processes still remain in the traditional national dimension, even in the face of significantly increased bilateral or multilateral European cooperation.
79. In this framework, the White Paper must try and solve one of the major problems of our acquisition process, that is to identify and keep up-to-date a "strategic plan" which can meet the above-described requirements. This strategic plan should indicate, first of all, how to meet the needs of the Armed Forces, prioritizing solutions in the following way: European, multilateral, bilateral, and national. Once this has been done guidelines and priorities for the distribution of resources can be decided. Secondly the strategic plan should indicate our areas of achievement or desirable technological excellence and these areas should be developed using all the available tools.
80. It is important, in fact, to remember, as previously mentioned, that the size and the total capacity of the domestic market are not sufficient to ensure the industrial productive capacity required for international competition. The same problem already exists and will arise more frequently, albeit on a lesser scale, for European programs, unless they are adopted at a continental level.
81. Ultimately, in the course of drafting the White Paper, it will be essential to reconcile the potential European and national technological benefits, as a security-guarantee factor for the future, given the prospect of a relatively limited future market. Moreover, in order to promote a new national approach to acquisitions, the managerial and organizational problems mentioned below will have to be addressed and solved.
82. The first problem concerns the relationship between the Techno-Operational and Techno-Administrative top institutions primarily regarding the definition of requirements. On the understanding that fulfilling the requirements of the Armed Forces must remain priority in a joint forces and European context, the relationship with the acquisition activities should become more interactive and, perhaps, more integrated in order to simultaneously verify the feasibility and efficiency of each possible solution, combining military, industrial, technological, and economic requirements, even from a strategic point of view.
83. The second problem concerns the relationship between Defense and industry.

An improved and shared strategic vision should push industry along an industrial and technological path which meets the requirements of the Armed Forces. However, since domestic industry is destined to concentrate on areas of actual or potential excellence, it will have to be prepared for and accept that the Armed Forces may make different choices in other fields, as well as for the fact that Defense support will be focused on those industrial and technological capabilities that must be maintained.

84. The third problem concerns the training of the personnel in the acquisition sector. Training and employment continuity in this area will have to be ensured to overcome the current limitations due to the advancement of operational careers. It will also be necessary to reconsider the training and employment of civilian personnel in order to have better qualified personnel at the management level.
85. The fourth problem concerns the possible greater use of European Agencies (primarily OCCAR) for the management of national programs as well. This would provide more administrative and financial flexibility, a greater guarantee of funding stability and it would potentially involve other European Member States interested in joining national programs.

Resource productivity and expenditure control

86. It is generally accepted that the real operational effectiveness of a Military component can only be verified when it is used operationally and that predisposed indicators have not historically provided any correct data for the reliable prediction of actual performance. On the contrary, it is possible and indispensable to gauge the quality of managerial functioning processes, especially those processes related to the supervision of the way allocated resources are managed over time, and to assess them according to precise criteria in terms of cost

effectiveness and efficiency. This is even more necessary to ensure public scrutiny of the actions of the Ministry of Defense which is an essential element of the project to create awareness and broad involvement with full transparency.

87. From this point of view, it seems appropriate to consider how to assure citizens that the Defense resources are used in the best possible way and how to find solutions which guarantee flexibility and the effective use of the military budget. To this end, the White Paper will have to identify operational tools and courses of action which will make the selection processes and the solutions more transparent, as well as finding objective instruments to ensure an efficient internal assessment of how to achieve the established objectives. Moreover, it will have to provide precise guidelines on how to consolidate the procedures for the planning, management and accounting of resources, as well as for the services provided in order to correlate the available resources with the spectrum of tasks assigned to the Military Forces.
88. The stability of the allocated resources over time is an essential factor in ensuring the proper planning of how to utilize the said resources. In this regard the White Paper will have to evaluate the possibility of a five-year budget law for the Ministry of Defense. This law could provide both the necessary funding stability and political supervision with regards to the most important strategic choices.
89. Finally, in budget planning it is necessary to question whether there is a need to overcome the existing expenditure format divided into three parts for personnel¹, management² and investment³, the last two being connected to the real effectiveness of the Military component. The acquisition of specific systems without ensuring the full realization of their capabilities through corresponding

¹ personnel expenses and pensions.

² operations, exercises and maintenance.

³ research, development and procurement.

personnel training and proper logistical support puts the investment at risk and generates a clear loss to the Nation. Similarly, infrastructure without timely and proper maintenance actually generates a net depreciation of its value, thereby decreasing the capitalization of the Nation's net worth.

90. Only a correct balance between acquisitions and their "operational development" transforms investments into a net gain. This

is possible only within a system that foresees the full implementation of investment models focused on the costs of the whole "life cycle" of equipment and systems. When planning the budget, it is important to note that these models require a single management of the investment and financial resources.

GLOSSARY

CAPACITY

Suitability/quality, attitude of the component when doing something. In military terms, with regards to the accumulation of a specific potentiality, both tangible (availability of means and systems) and intangible (attitude, training, preparation) without necessarily developing an effective action from these provisions.

HIGH INTENSITY CONFLICTS (OR CONVENTIONAL CONFLICTS)

Conflicts or armed confrontations between parties organized within a nation or between nations, with the aim of obtaining political or military objectives, often linked to strategic or vital interests. High intensity conflicts often take place over a prolonged period of time and can involve the use of all the resources available to a nation.

LOW INTENSITY CONFLICTS

Political and/or military conflict between organizations or States, at a level below the conventional conflict and above the pacific confrontation activities between organizations or States. Generally involving protracted conflicts between principles and/or ideologies in competition with each other. Low intensity conflicts range from so-called subversive activities to the use of the armed forces. They are conducted by a combination of means which imply the use of political, economic, informative and military instruments. Low intensity conflicts are often localized, but can have implications for regional or global security.

NATIONAL DEFENCE

Set of activities which aim to repel the offenses of others or to cancel the damaging effects of dangerous or disadvantageous conditions/situations, through the use of or the threat of using organized force, developed following the weakening of conditions of National Security.

EFFICACY

The relationship between the results and the predetermined objectives. Represents the ability to reach the predetermined objectives or to satisfy the expectations of the stakeholders.

EFFICIENCY

Relationship between the goods or services produced and the means used. Measures the ability to maximize the result using the same resources or to minimize the resources with the same result.

CRISIS MANAGEMENT

Activity conducted, with decision-making powers, to control/guide a disturbance or a sudden modification in the life of a community.

NATIONAL INTERESTS

“National interests” can be divided into three distinct levels on the basis of their importance for the community. We will therefore speak in decreasing order of importance of vital interests, then strategic interests and finally of contingent interests.

VITAL INTERESTS

Consist of a set of elements which are made up of primary needs and which cannot be derogated by the Nation, including self-preservation, integrity of the territory and economic safety. These interests are non-negotiable and, in order to protect them, the Nation is ready to draw upon all the available energy and use any means necessary, including the use of force or the threat of the use of force.

STRATEGIC INTERESTS

Consist of a set of utilities, advantages and interests of great importance for a Nation. The failure to protect a Strategic Interest, even if this does not compromise the existence of the Nation itself, undermines the social, economic, technological and future cultural development forecast for the Nation before the interest was compromised.

CONTINGENT INTERESTS

Consist of a set of utilities, advantages and interests established on the basis of a decision of the Political Authority, connected to a specific moment or to a specific situation, nevertheless aimed at protecting the general interests of the community represented by them.

THREAT

Expected and damaging event. The agent which presumably caused it, is also metonymically defined as a “threat”.

NATIONAL OBJECTIVES

The fundamental objectives, goals or intentions of a Nation with specific policies and to which effort and resources are applied.

RISK

The product of the gravity of the harmful event and the probability that the event will happen. It expresses the degree of importance of an expected damaging event.

NATIONAL SECURITY

Objective condition which allows the Nation to protect itself against the eventuality of danger. The pursuance of National Security includes a series of broad spectrum study, monitoring, prevention and intervention activities in which the Military Component is one of the fundamental components (Military Security), with the aim of ensuring the development of an environment suitable for pursuing National Interests.