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The Minister of Defence

White Paper

for international security and defence

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The preliminary analysis conducted by the group of experts designated by the Minister of Defence, made it possible to acquire a large amount of data and cognitive elements which will constitute a useful starting point for the subsequent phase of elaboration of the White Paper. The work also made it possible to highlight the "big questions" that underlie national security and defense and the future of the Armed Forces, which will need to be given a precise answer. In the light of the fact that the objective of the White Paper is to outline the evolution strategy of the military instrument over the next fifteen years, alongside the action of "acquiring awareness" it has also been possible to develop some precise reference elements which will constitute guidelines for subsequent works.

The global context

1. The legacy of the "short century" which has just ended is characterized by a scenario marked by two competing and concomitant geopolitical phenomena: a progressive globalization of phenomena and problems which tends to transform the world into a high-level "global village" of interconnection and, at least for a part of the world, highly interdependent, and a parallel process of fragmentation, which generates destabilization and structural weakening especially of less strong or more recently established state identities.

2. In the short term, the lack of a manifest political-military opposition between nations or alliances of equal rank decreases the possibility of a traditional military threat brought directly to the national territory. This eventuality, however, cannot be excluded or neglected. This, in consideration of the current trends in terms of acquisition of new and sophisticated military capabilities by multiple international actors.

3. The main phenomenon that appears to be more probable is that of a widespread and frequent instability, a harbinger of conflicts that are not always limited and catalysed by political, social, economic, environmental or faith-based factors. These situations appear more probable in those areas that are characterized by economic and social problems or that the post-Cold War global transformation process has deprived of traditional references for guidance and stability.

4. Furthermore, it should not be overlooked that some emerging countries, seeking better socio-economic conditions and a new status international, tend to question the models of development and international relations proposed and pursued up to now, generating further uncertainty and possible instability.

5. Due to the now high global interdependence and interpenetration of economic, political and social phenomena, possible situations of instability are destined not to remain confined to specific geographical areas, but tend to extend globally, influencing and involving a plurality of actors and provoking reflections and consequences even in areas and realities apparently extraneous to the originating situations.

6. The current global security context, therefore, appears to be strongly conditioned by the possibility of guaranteeing a general situation of widespread stability worldwide - above all in relation to economic, political and social factors - and cannot disregard the observation that, in the next future, there will remain a considerable level of uncertainty about the potential risks or threats to security, the form that these risks and threats could take, the times in which they could materialize, as well as the needs and methods of intervention that could prove indispensable.

7. Twenty years of experience, also confirmed by of the last recent cases, suggests the extreme difficulty of predicting exactly where and when the combined set of factors will generate destabilization phenomena and, consequently, the onset of crisis and conflict situations, while, on the contrary, the possibility of identifying the specific characteristics of such situations in the medium term appears more predictable.

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8. Beyond the effects of a political, economic and social nature that are induced by areas and situations of instability in other nations, the widespread and persistent episodes of international terrorism, the use, in de facto through warfare, of non-military means and technologies low cost, have shown that it is possible to expect concrete and substantial changes in the reference security context even in areas apparently immune from the aforementioned structural instability problems.

9. The unequal availability of new technologies And knowledge, there complexity And the interdependence of economic relations, the competition for natural resources and the recrudescence of phenomena of a political and social nature - such as, for example, mass emigration or illegal trafficking - or of an environmental nature, could revolutionize the forms of competition political, economic and military, also representing factors of destabilization and potential conflict which may also take on new and unpredictable forms.

10. Finally, the process of the progressive affirmation of a new global equilibrium on a polycentric basis or, according to some, on an a-centric and regional basis, as a direct evolution of the changes in economic and political relations deriving from the affirmation of new national or emerging regions, could lead to the emergence of crisis situations in the medium term, perhaps localised, but potentially of significant proportions and of significant impact for the country.

National interests and role of Italy in the system international

11. Italy's role in the world is determined by our vital and strategic interests as a nation and as a prominent member of the international community. In reality, these two factors are intimately linked, as the national interests have a necessarily international dimension. Furthermore, these roles and interests must be seen in relation to the fact that the country is an integral part of the global system in its dual meaning of active contributor and receiver of the limits and constraints that the system itself imposes.

12. Italy is one of the main and most relevant European countries and a founding member of the European Union. Our political, social and economic future is certainly anchored in Europe and its future. Our security interests overlap to a large extent with those of other European partners. It is, therefore, a vital interest of Italy to preserve the security and stability of the European continent and of the transatlantic spaces, which can be pursued by guaranteeing the effectiveness of the European Union and the Atlantic Alliance as collective, political and military instruments, capable of protecting such interest.

13. National interests, however, are not confined within Europe: as a primarily transformational economy, a large part of the possibilities for national development depend on the ability to attract foreign investment and on international trade, to which we are in parallel dependent on numerous resources primary ones - with particular reference to energy ones - without which the possibility of national sustenance and economic development would be severely compromised. From this point of view, both the possibility of using global common spaces and resources without limitations, beyond those collectively agreed, and the stability and progress of specific geographical areas outside the European continent are of national interest, also in relation to the their geographical proximity, where in cases of particular necessity, Italy will have to be able to operate autonomously to safeguard specific interests. To this end, particular attention should be paid to the eastern and southern neighborhoods of the European Union, up to the countries of the so-called "extended neighbourhood".

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14. Our economic interests, our particularly rich and complex history and our geopolitical position also assign us other international responsibilities. Italy is a member of numerous international organizations and has developed many significant ties of friendship and cooperation with many nations. Over 4 million Italians live abroad, where there are also more than 50 million individuals who look to Italy as their homeland to which to pay attention. Finally, as an open society, Italy influences and is easily influenced by global events and trends.

15. Our freedom, the security of our citizens and the future well-being of our country are therefore dependent on widespread international stability, on the existence of an international system which safeguards respect for the freedoms and fundamental rights of people and on the development global economy. These conditions cannot be separated from the national will and ability to know how to place themselves within this system with authority and credibility, and from a consequent active participation in its preservation and strengthening.

16. The network of international political, economic, technological and cultural relations constitutes, in fact, a patrimony of the country which cannot be given as definitively acquired, but which must be constantly nourished with farsighted and consistent choices over time.

17. As an important member of the international community, Italy is both capable and willing to play a prominent role at the international level, acting according to its possibilities to ensure peace and progress. In this effort, Italy attaches fundamental importance to the role of the wider international community, which finds in the UN the global organization of reference and in its conditions and dictates the possibility of developing actions jointly with existing multinational organizations. Italy is fully aware that only shared action and partnership with other nations can realistically lead to the desired goals of global peace, stability and progress.

18. As a consequence, Italy has over time developed a profound interconnection and interdependence with many countries, especially with those of the transatlantic area. This evolution, however unavoidable in the light of the enormous amount of human, financial and material resources necessary to guarantee modern progress, sees the possibility of developing our economy and technological and industrial capabilities, strongly correlated to active participation in major common initiatives.

19. Italy firmly believes in strengthening the Common Security and Defense Policy and for this reason it actively promotes an evolution of Europe's role according to dynamics that provide for a growing integration of resources and capabilities among the member countries. The transatlantic link will be able to find new energy from a closer and more synergistic understanding between the European dimension of defense and NATO, overcoming the suggestions that still lead to privilege bi multilateral.

20. Finally, it should be noted that the rank and role of the country in this international system are intimately related to the concept of "international credibility", which, in turn, is based on the stability of choices and behaviors over time.
In this perspective, the stability of foreign and defense policy and the choices that are made in this context, themselves assume the quality and value of our international credibility.

21. Alongside this condition, the need for the country to prepare an overall national security strategy emerges clearly, which can give unity of action to the multiform activities necessary for the protection of national interests in the international scenario.

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The uncertain future and the protection of National interests

22. By culture and constitutional precept, alongside the repudiation of war as an instrument of offense against the freedom of other peoples and as a means of resolving international disputes, accept with Italy is aware of the limitations of sovereignty necessary for an order that ensures peace and justice among the Nations and promotes and favors international organizations aimed at this purpose.

23. The promotion of international organizations and of choices aimed at peace implies a responsible and active contribution to the initiatives that the international community adopts for these ends, both in their decision-making moments and in the executive phases.

24. The credibility that the country has been able to gain on an international level is certainly based on certain qualities specific to our society. Cultural understanding, moderation, creativity and adaptability to changing situations, the professionalism of Italians who operate in international contexts, certainly including our Armed Forces, are a heritage that can be enhanced through the consistency of choices over time policies.

25. In the last twenty years, participation in multinational military operations, many of which would not have been possible without the radical transformation of the Armed Forces into a modern and internationally interoperable instrument of action, has strengthened Italy's role, to consolidate our relationships in the context of alliances and to develop new ones, also with emerging players.

26. However, a traditional weakness of Italy has not been completely removed from the awareness insufficient and attention shown towards the issue of international security, from the inadequate elaboration of an overall strategy for the protection of national interests, and from the modest attention paid to keeping the intervention tools in full efficiency, starting with the Armed Forces.

27. In a modern State, "Defense" was born as a guarantee of freedom, or rather as the indispensable tool for guaranteeing the development over time of the full sovereignty of choices. This translates into the need to protect the legitimate vital interests of the community and the objectives it wishes to achieve in the human, social, cultural and economic fields. "Defense", therefore, cannot be considered a topic of interest essentially to the military, but rather to the whole Community, of which the Armed Forces represent the instrument.

28. Unfortunately, in our country there is a lack of a full and widespread understanding of what the cost is to pay in order to guarantee those rights to which everyone constantly refers and which find their basis precisely in our conquered freedom.

29. In this context, while it appears clear that there is currently no specific actor, state or non-state, possessing both the will and the capabilities necessary to pose a credible conventional threat to the survival of the nation, it is also clear that the next future will undoubtedly be characterized by a considerable level of uncertainty and by the presence of risks and threats to security that the country will necessarily have to face. Ignoring this picture of the situation at international level and its direct and indirect consequences would have a negative impact on the possibility of guaranteeing, in a context of freedom, opportunities for growth, prosperity and well-being for today's and tomorrow's citizens.

30. Traditionally, the country has managed this condition of uncertainty by creating a balanced military instrument, characterized by a plurality of particularly valuable capabilities. Today, it is clear that financial resources constitute an inescapable constraint to proceeding along this path. Having therefore assessed the fact that Italy will not be able to give an autonomous response to all future security and defense needs, the Wh

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it will have to outline new and realistic objectives, in order to direct the action of the Dicastery and to favor an integration of the resources put in place by all the institutional actors. A new idea of national security and defense will certainly rest on the three pillars, which have always been the foundation of Italy's international action.

31. European integration. The interpenetration of national defense with that of other countries, which will inevitably produce progressive interdependence and probably a certain degree of role specialization, must be sought *primarily* with the partners of the European Union. Greater integration in the security and defense sector and the possibility of developing more structured and deep cooperation - although not exclusive - with the countries closest to us in terms of interests, historical-cultural ties and reference values - represents a political priority and a choice rational, even if it were to involve a diminished freedom of action.

32. Transatlantic cohesion. The transatlantic community constitutes the second and largest circle of guarantees of the country's defense; NATO, which has guaranteed peace in the Euro-Atlantic region for almost sixty years, is the reference organization for this community. Over time, NATO has evolved, assuming a broader and more diversified role, but it is in the dimension of collective defense that it finds its enduring centrality. In fact, at present, only the Alliance between Europe and North America can exercise dissuasion, deterrence and military defense against any kind of aggression.

33. Global Relations. Italy is an active part of the international community and participates in the dynamics of interrelationships that develop both bilaterally and multilaterally in this area. It recognizes in the UN the main and inescapable reference of legitimacy, in particular as regards international security issues.

Of

34. In this perspective and within the domains of action illustrated, a precise response must be given not only to the roles, methods and quantitative and qualitative dimensions with which one intends to participate, but also to the human, social and financial costs that such participation entails and that the country must be able to understand and support.

The tasks and configuration of the Armed Forces

35. The tasks assigned to the Armed Forces derive from our Constitution, which establishes the defense of the homeland as a sacred duty of the citizen (Article 52), and are explained and updated in article 89 of legislative decree n. 66 of 2010, known as the "Code of military regulations - COM". In it, these tasks are configured in three points: as a priority, the defense of the State, but also, with reference to article 11 of the Constitution, to operate for the purpose of achieving peace and security, in accordance with the rules of international law and the determinations of the international organizations of which Italy is a member.

36. Furthermore, the contribution to the safeguarding of free institutions and the performance of specific tasks in circumstances of public calamity and in other cases of extraordinary necessity and urgency are envisaged. Finally, in the context of article 92 of the same COM, the Armed Forces, in addition to their own institutional tasks and without prejudice to the intervention provided in the event of natural disasters and in other cases of extraordinary necessity and urgency, provide, upon request and compatibly with the technical skills of the staff and the means supplied, their contribution in the fields of public utility and environmental protection.

37. As a direct consequence of the international reference context examined, and in relation to the decisive contribution that the Armed Forces have been able to guarantee up to now to the security and defense of the country and to its foreign policy, it is therefore necessary to ask ourselves

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not so much on the tasks assigned to the Armed Forces, but rather on how they can be fulfilled and how the military instrument will have to be configured in order to be able to fulfill them, in the best possible way, also in the future.

38. Depending on the vital national interests to be safeguarded, on the resources that the country intends to invest to protect its future, on the role that Italy intends to play within the international community and in the process of progressive integration of European defence, the White Paper will therefore be asked to identify the correct future posture of our Armed Forces.

39. This exercise will have to evaluate which risks one is willing to run and, on this basis, identify the objectives, to be pursued through planning activities, considered absolutely indispensable, desirable and, finally, not achievable.

40. The exercise can only be developed within a precise conceptual perimeter delimited by four reference parameters: the "geostrategic" one, aimed at defining the extent, modality and intensity of the efforts according to the gravitational interests and national priorities; the quantitative one, correlated to the numerical dimension of the various human and material resources; the qualitative one, intended to establish the different technological modulation, level of education, training and relative readiness of the various components; finally, the capacitive one, as a synthesis of the overall ability of the product of the various parts to produce the effect necessary to achieve the assigned objectives.

41. The objective is to outline, in qualitative terms, a reference framework and political direction that can guide the subsequent work of reviewing the military instrument, allowing for the elaboration of a general capability development planning that is medium- long-term and perfectly consequent and responsive to the objectives to be achieved.

42. From this point of view, the cornerstones of the future configuration of the instrument will be found precise reference elements in some fundamental qualities that are considered indispensable and that can be effectively described by the acronym I 3E 3 , i.e. a tool Joint, International, Interoperable, which is Effective, Efficient and Economical (and therefore economically sustainable).

Future employment and needs

43. The difficulty in defining a priori the ways in which the Armed Forces could be called upon to operate, as an instrument for protecting national interests and contributing to international security, does not exclude the opportunity to calibrate the development of the military instrument and its options for use.

44. The experiences gained during international operations and the studies conducted at an academic, doctrinal and reference concept level lead us to predict the possible future coexistence of asymmetrical hostilities and more traditional and well-known forms of conventional and symmetrical confrontation, also at high intensity.

45. The targeted insights, acquired by the international organizations of reference and also the result of insights that Italy has carried out over time with friendly and allied nations, converge in highlighting that the future will be marked by a series of risks and threats that will develop within extensive and fragmented geographical areas, both near and far from the national territory, often characterized by situations of institutional anarchy.

46. It is to be expected for the future that any opposing forces will tend to resort to unconventional and non-symmetrical forms of contrast, also exploiting new domains such as the cybernetic one. The exploitation of our vulnerabilities, the unpredictability of the actions taken even in non-operational areas, the direct involvement - often passive, but sometimes also active - of the civilian populations, will constitute forms of

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contrast to which we will have to be prepared in a perspective that guarantees the maximum possible security for our forces and for our territory, while guaranteeing the possibility of growth and affirmation of the local realities to which we bring support.

47. In the near future, therefore, the Armed Forces will be called upon to work towards the achievement of increasingly complex and sophisticated objectives, in which deterrence and threat neutralization will be just some of the required tasks. Operating within the framework of a multidimensional approach, they will work for the safeguarding of national interests, for the protection and safeguarding of populations, for the development and support of local authorities and for the promotion of increasing levels of security and stability in crisis areas, in close coordination with diplomatic staff and other departments, but also with governmental and non-governmental international organizations.

48. Basically, these interventions will be conducted in line with the international law. The constant nourishment of a network of military relations with allied and friendly countries will therefore be essential to increase the effectiveness of our interventions.

49. As mentioned, although the possibilities of a traditional military threat brought directly to national territory appear to be diminished in the short term, this eventuality cannot be excluded or overlooked. A balanced and integrated force with respect to needs, capable of representing a convincing element of conventional deterrence, will also constitute an indispensable necessity for the future in order to be able to ensure the defense of the homeland and contribute, according to the provisions of the agreements in force, to the common European defense and to the integrated defense of NATO territories.

50. The participation and support of Italian citizens in the international commitments undertaken by Italy will be increasingly decisive. Therefore, the ability to communicate with public opinion will be vital to sharing the purpose, scope and actions of the Armed Forces, in order to ensure transparency and democratic control.

51. Finally, the growing interaction of the security and defense domains requires us to ask ourselves about the opportunity to develop a more sophisticated and advanced thought in this field, which could translate into an ever greater integration of the efforts of all the institutional realities capable to contribute to this end, while respecting the main competences.

The future “operating model”

52. The White Paper should define the strength and capabilities needed to enable the Military Facility to ensure:

- ÿ the defense of the territory and of vital national interests;
- ÿ the success of ongoing operations and any future needs for international participation;
- ÿ the function of deterrence and the prevention of future conflicts within the alliances established;
- contribution multidimensional
- a response at the national and international crises.

53. Over the last decade, thanks to important reforms, Italy has acquired the credible capacity to protect its vital interests also in international fora.

Having reached the end of a process of adaptation and transformation, in order to be able to guarantee the ability to meet national needs also in the future, the Armed Forces will now have to adopt an operating model which can, in line with the resources provided, provide a stable reference for the planning activities and capacity building.

54. In direct relation to the four reference parameters previously stated, i.e. quantitative, qualitative, capacitive and geostrategic, it is

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It is possible to develop a series of types of operating models, each with its own precise characterization which is represented by a different balance of the first three parameters, and to then relate these models to the fourth reference.

55. The result of this analysis, developed as far as possible, will make it possible to identify an operating model useful for balancing two precise needs: that of having a more capable and effective tool in case of use in the national and near foreign space and of strategic interest and that of borrowing from it more limited capacities for other interventions.

56. The definition of an operating model in the The terms set out evidently call for cause, choices of a military-political nature, constituting a strategic and planning reference and not an explicit implementation solution. Moreover, any operating model must meet the key requirements of "balancing", i.e. safeguarding a fair expression of capacity between its operating components, of "flexibility", i.e. allowing future redefinitions as needs change, and of "caution", i.e. considering the 'possibility of rapid changes in the international scenario that cannot be planned.

57. It follows that the qualities of an operational model capable of operating in the "national space and in the near abroad", i.e. for the defense of priority vital national interests, appear to be those of an "instrument with a broad range of capabilities, fully joint and integrable in multinational devices", i.e. to Armed Forces with diversified operational capabilities, which can be employed at national level or in coalition in each phase of a conflict and for a protracted period of time.

58. As regards other interventions, in direct support of binding and priority national interests or as part of a joint effort by the international community, limited in terms of times and methods, the necessary capabilities will essentially be borrowed from those available.

59. This model, while retaining versatility and flexibility of use, necessarily introduces a certain specialization of capabilities, which will be defined according to the overall availability and the role that the country intends to play, in particular in the context of the Common Security Policy and Defense of the European Union.

60. Essential will therefore be two activities that will have to be developed during the definition of the White Paper:

- ÿ the first, related to the full understanding and political sharing of the meaning of the choice that one intends to pursue at the level of the international role to be acquired and, consequently, of the derived needs of maintain structures, personnel, means and systems; ÿ the second, connected to the assessment of the necessary adherence of the investment choices - with associated stable financial resources - to the operating model.

61. Lastly, it should be remembered that whatever the operational model towards which one is moving, the military instrument represents for the country an insurance and a guarantee for its own future and not just a device for managing contingent situations. Therefore, regardless of the quantitative, qualitative and capacity levels that can be guaranteed in the current situation, its essence must be preserved, i.e. in its institutions, in its professionalism, in the motivation of personnel, in its values and in its fundamental capabilities. These qualities, if necessary, cannot be acquired only financially and in the short term, as they require the effort of generations to be developed, made their own and become the assets of staff with stars. Once lost, they are forever.

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The organizational structure

62. In every complex organization, the "organizational structure" is the operating method with which the available resources are managed according to the results to be achieved. Changing the objectives or available resources makes a change in the organizational structure unavoidable, on pain of its inefficiency or, more serious in the case of the military instrument, its ineffectiveness. The strong quantitative contraction that our Armed Forces have gone through over the last twenty years makes it unavoidable to ask whether the current organizational methods still meet the requirements of cost effectiveness and adequacy for current and foreseeable future operational needs.

63. The White Paper is asked to identify precise general requirements and qualities, which the future organization will have to inspire, and the most suitable general organizational model, with which the Instrument will have to comply.

Nonetheless, non-negotiable requirements and qualities are rationality and overall cost-effectiveness, the elimination of any necessary duplication, minimization of the number of hierarchical levels of the organization and the search for multinational solutions at a European level where they are feasible.

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64. With regard to the organizational model, it will have to guarantee as a priority the effectiveness of the operational instrument, the unity of command, the cohesion of the operational components and the full coincidence between the responsibilities assigned to the various functions and the availability of the necessary resources. At the level of top military bodies and in the context of full integration of a joint nature, the choices will have to allow for a more effective capacity for unitary management and a rationalization and simplification of processes and organizational structures. Similarly, organizational and procedural solutions will have to be identified in order to ensure wider participation and full acceptance of responsibility of the political authority to the great choices in terms of defence.

Human resources

65. In relation to the possible use of the military instrument in the context of possible futures and in close relationship with the provisions of the constitutional and regulatory provisions, the need emerges to question what will be the indispensable human, cultural and professional skills that will be required of the personnel military and civilian Defense and which will characterize the status and training and training courses.

66. In the firm belief that the human element is and will remain central to every potentially identifiable solution and in order to make the value and operational model that will be defined fully effective, it seems inescapable to question the coherence, topicality and cost-effectiveness of the current training approach , technical, administrative and logistics related to personnel, on the requirements that underlie it and on the reference elements that will have to guide future operational solutions.

67. Furthermore, the prospect of a path of progressive convergence of military instruments at the European level requires investigating the opportunity to develop shared or not exclusively national paths, through which to strengthen the aforementioned vision. Finally, answers will have to be given to the contribution that the military training world could give to civil society, in particular to the world of youth and their needs for professional qualification and preparation for the world of work.

68. Although constitutional constraints clearly delimit the perimeter of what is possible in terms of the status of military personnel, it is nevertheless necessary to verify whether, in the light of the new needs, there are particular needs to be met and what possible regulatory adjustments could derive from these needs. From this point of view, it seems central to ask whether and how they should be addressed

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topics such as those of the "military peculiarity", its protection and enhancement and the human and social constraints that underlie it. It is therefore necessary to ask oneself whether the military condition and the relative absolute peculiarities, including employment and legal status, cannot be better guaranteed and made more useful for the country by recognizing in this condition such a marked difference from the public service as to overcome the ratio of genus and species which, until now, has conditioned both domains.

69. Similarly, the presumable need to adapt the organizational and functional structure, also with a view to European convergence, will certainly have an impact on other issues relating to personnel, such as the organizational structure, the "hierarchical pyramid" and the related progressions of career, the division between the various functions and hierarchical levels of personnel and, last but not least, salary policies. Furthermore, it is necessary to verify whether the usability and operational effectiveness requirements, essential to a professional model and in a perspective of European integration, can be guaranteed by the current system of recruitment, permanence in service and career progression, which generates a high age average number of personnel, less flexibility in the use and operation of the Departments and high overall costs.

70. Finally, in the context of a future structure in which the civilian and military components will necessarily be more integrated and synergistic, it is necessary to evaluate which roles to envisage for civilian defense personnel and how to guarantee the possibility of meritocratic growth and cultural and professional enhancement .

71. The White Paper will therefore be asked to outline precise methodological and qualitative reference elements within which and through which it is possible to fully implement the existing professional model, and this in order to characterize it as a modern, effective, efficient system and economic (E3), operating, if necessary, even in discontinuity with choices already matured or consolidated.

Technological research, development and acquisition of capabilities

72. Alongside a military instrument capable of being able to express the correct and necessary capabilities, our defense system cannot disregard a certain level of industrial and technological autonomy that can satisfy at least part of these needs at the national level.

73. Even from the perspective of strong international collaboration, the need to develop and maintain a solid technological and industrial base is a guarantee factor for the protection of national interests. In fact, it allows you to better master certain technologies, to fully use their potential and to adapt applications to specific national needs, keeping them updated in a context characterized by their rapid obsolescence.

74. Advanced technologies and adequate industrial capabilities can also facilitate the collaborative development of new products on an equal footing, strengthening integration with our European partners and ties with other friendly countries. Finally, they can contribute to the country's overall growth, considering that aerospace, shipbuilding, security and defense represent one of the few advanced technology national areas still controlled by our country.

75. This requires that correct attention be given to the activities and dynamics necessary to meet the needs of acquisition and modernization of the equipment of the Armed Forces, but also to those aimed at ensuring the maintenance of adequate national technological and production capacities (research and development , defense industrial policy, inter-ministerial coordination, export support, monitoring of key strategic activities) that support, at least in part and in a logic of

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interdependence with our main partners, modernization needs.

76. Over the last twenty years, the defense tools market has undergone a profound transformation, with the emergence of new trends that cannot be overlooked or overlooked. While, for example, "platforms" tend to extend their life cycle, technological innovation, and in particular the pervasive diffusion of electronics at the level of products and industrial processes, leads to an early aging of "equipment". This implies, in principle, the need for a continuous adaptation of the systems and/or the need to shorten the development times of the programmes, including the infrastructural ones.

77. Technological innovation in the civilian market and in the neighboring security market also makes available technologies, components and devices that can also be used in military equipment, consequently lowering entry barriers for new suppliers. This implies that it is more difficult, but also more important, to monitor the overall technological development and not only the strictly military one and consider the "civilian" needs potentially associated with the military ones. It also follows that the Armed Forces must maintain adequate technological skills in order to be able to precisely identify and define their own needs.

78. The reduction in demand from Western countries and the search for new outlets on an international market that is becoming global, lead to a process of concentration and, for Europe, transnationalization of large industrial groups. At the same time, the size of the large industrial groups unbalances the relationship between national demand and transnational supply, especially in Europe, and weakens the traditional control capacity of states and defences. In this context, the European and international dimension now prevails in all European countries over the national one, but the Armed Forces and acquisitions remain, however, based on the second, even if European cooperation programs on a bilateral or multilateral basis have significantly increased.

79. In this context, the White Paper is asked to ask itself how to solve one of the main problems of our acquisition process, namely that of defining and keeping up to date a "strategic plan" with which to meet the needs indicated above.

This strategic plan should indicate, first of all, how to meet the needs of the Armed Forces, pursuing, in descending order, European, multilateral, bilateral, national solutions and from which derive orientations and priorities in the distribution of resources. Secondly, the strategic plan should indicate our areas of achieved or desirable technological excellence to be privileged through all available tools.

80. In fact, it must be borne in mind, as already illustrated above, that the dimensions and overall capacities of the national market are not sufficient to guarantee the maintenance of the production capacities required by international competition and, albeit in lower terms, a similar problem already arises and will increasingly arise also for European programmes, unless they are adopted at the continental level.

81. Ultimately, during the development of the White Paper it will be necessary to verify how to reconcile the maintenance of a national and European technological advantage, as a factor guaranteeing safety for the future, with the prospect of a relatively limited future market. Furthermore, to encourage a new national approach to acquisitions, the organizational and management aspects illustrated below will have to be addressed and resolved.

82. The first concerns the relationship between the Technical-Operational and Technical-Administrative Top Management, especially in relation to the definition of the requirements. Assuming that the satisfaction of the needs of the Armed Forces must be a priority, always from an inter-force and more European point of view, the relationship with the activities of

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acquisition should become more interactive and, perhaps, more integrated so as to simultaneously verify the feasibility and efficiency of each conceivable solution, reconciling military, economic, technological and industrial needs also in a strategic perspective.

83. The second concerns the relationship between defense and industry. A more correct and shared strategic vision should push industry to move according to technological and industrial trajectories that can respond to the needs of the Armed Forces. Since, however, the national industry is destined to have to concentrate on its areas of actual or potential excellence, the industry will have to accept and prepare for different choices by the Armed Forces in other fields and for the fact that Defense support will go primarily to technological and industrial that you want to keep.

84. The third concerns the training of personnel assigned to the acquisition activity. It will be necessary to consider the need to prepare and then ensure the continuity of employment of personnel for this function, overcoming the current limitations due to the progress of operational careers and reconsidering the training and employment of the civilian component, in order to be able to have more qualified personnel at the management level.

85. The fourth concerns the possibility of greater use of the European agencies (OCCAR in primis) also for the management of national programmes. This would allow greater administrative financial flexibility, a greater guarantee of funding stability and the potential involvement of other European Member States interested in joining national programmes.

Resource productivity e spending control

86. It is generally shared idea that the real measure of one's operational effectiveness Military instrument can only be known at the time of its operational use and that any predisposed indicators have not historically provided correct indications. On the contrary, it is possible and necessary to measure the quality of the management functioning processes, in particular those which supervise the management of the resources assigned over time and evaluate them against precise criteria of cost-effectiveness and efficiency. This eventuality appears even more necessary to guarantee that public scrutiny of the Defense department's action which is an indispensable element of the project launched to create, through transparency, awareness and broad involvement.

87. From this point of view, it seems appropriate to ask ourselves how to ensure citizens that defense resources are spent in the best possible way and what solutions to adopt to ensure flexibility and effectiveness of military spending. To this end, the White Paper will have to identify operational tools and methodologies of action able to make the processes of choice and the solutions identified more transparent, as well as objective tools to guarantee an effective action of internal evaluation for the achievement of the objectives set. Furthermore, he will have to give precise indications on how to consolidate the planning, management of resources and reporting procedures and of the in order to correlate services performed, harmoniously the available resources with the spectrum of tasks assigned to the Milita

88. Since the stability of the resources allocated over time is an essential factor to ensure correct planning of their use, the White Paper will also have to assess whether a rolling five-year budget law is feasible for the major Defense investments, the which could provide both the indispensable stability of resources and the necessary political supervision of the most relevant choices.

89. Finally, in the context of budget planning, the need to question the need to overcome the existing tripartite division between expenditure for

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personnel, for operation and for investment, the latter two being intimately connected to the real operation of the Instrument. Acquiring specific means and then not guaranteeing their full transformation into "capacity" through adequate staff training and correct logistical support, puts the investment made at risk and generates net damage for the country. Similarly, a property without proper maintenance only generates a net depreciation over time its value, decreasing the capitalization of the country's assets.

90. Only a correct balance between acquisitions and their "operational valorisation" makes it possible to translate the investments made into net profits and this appears possible only within the context of a system that provides for the full implementation of investment models centered on the costs of the entire "life cycle" of vehicles and systems. These models require, at the level of budget planning, the unitary management of investment and operating resources.

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Glossary

CAPACITY.

Suitability/quality, the instrument's own ability to do something. In military terms, it refers to the accumulation of a particular potential, both material (availability of means and systems) and immaterial (aptitude, training, preparation) to do something, without the development of an effective action necessarily deriving from this predisposition.

HIGH INTENSITY CONFLICTS (or CONVENTIONAL CONFLICTS)

Struggles 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 are often protracted and can involve the use of all of a nation's resources.

LOW INTENSITY CONFLICTS

Political and/or military confrontation between organizations or states below conventional conflict and above peaceful confrontation activities between organizations or states. They generally involve protracted struggles between competing principles and/or ideologies. Low-intensity conflicts range from so-called subversive activities to the use of armed forces. They are conducted by a combination of means involving the use of political, economic, informational and military tools. Low-intensity conflicts are often localized, but can have regional or global security implications.

NATIONAL DEFENSE:

Complex of activities aimed at rejecting the offense of others or nullifying the harmful effects of disadvantageous or dangerous conditions/situations, through the use or threat of use of organized force, developed following the compromise of conditions of National Security.

EFFECTIVENESS

Relationship between results and set goals. It represents the ability to achieve set goals or meet stakeholder expectations.

EFFICIENCY

Relationship between goods or services produced and means used. It measures the ability to maximize the result with the same resources employed, or to minimize the resources employed with the same result.

CRISIS MANAGEMENT

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

NATIONAL INTERESTS

When we speak of "national interests", it is possible to distinguish three distinct levels, characterized by their relevance for the community that expresses them. We will therefore speak, at the top level, of vital interests and, subsequently, of strategic interests and finally, of contingent interests.

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VITAL INTERESTS

Consisting of that set of elements that constitute the country's primary and non-derogable needs, including self-preservation, territorial integrity, and economic security. It cannot be negotiated and, to safeguard it, the country is ready to resort to all available energies and all necessary means, including the use of force or the threat of its use.

STRATEGIC INTERESTS

Represented by the set of utilities, advantages, conveniences of great importance for a nation. The failure to protect a Strategic Interest, while not compromising the very existence of the Nation, undermines future social, economic, technological and cultural development, as expected to be if the interest were not compromised.

CONTINGENT INTERESTS

Represented by the set of utilities, advantages, conveniences established on the basis of a decision of the Political Authority linked to a given moment or a given situation, in any case intended to protect the general interests of the community they represent.

THREAT

Expected and harmful event. By metonymy, the agent that is presumed to cause it is also frequently referred to as a "threat".

NATIONAL GOALS

Those fundamental objectives, goals or intentions of a nation towards which a policy is directed and efforts and resources are applied.

RISK

Product of the seriousness of the harmful event and the probability that it will occur. Expresses the degree of relevance of an expected harmful event.

NATIONAL SECURITY:

Objective condition of the nation in order to guarantee itself against possible dangers. The pursuit of National Security includes a series of broad spectrum study, monitoring, prevention and intervention activities, in which the military instrument is one of the fundamental components (Military Security), in order to guarantee the creation of a suitable environment for pursuing the National interests.