

## Combine Joint Planning Exercise “Machiavelli 2020”.

The Italian Joint Service Staff Institute conducted an experiment on the application of Stability Policing principles within the Crisis Response Operations planning process.

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([https://www.difesa.it/InformazioniDellaDifesa/periodico/Periodico\\_2020/Documents/numero\\_4/12\\_Operazione\\_Machiavelli.pdf](https://www.difesa.it/InformazioniDellaDifesa/periodico/Periodico_2020/Documents/numero_4/12_Operazione_Machiavelli.pdf)).

**F**rom May 4<sup>th</sup> to 14<sup>th</sup>, 2020, the students of the 22<sup>nd</sup> Course of the “Istituto di Stato Maggiore Interforze (ISSMI)” were engaged in the Combined Joint Planning Exercise "Machiavelli".

“Machiavelli” is the final annual exercise of the **Operational Planning course**. This course is part of the study curriculum that leads to the achievement of the ISSMI title (the Italian equivalent of the US Joint Service Staff College).

For ten days, approximately 150 students, Officers of the Italian Armed Forces and of 21 friendly and allied countries (including the US) as well as civilians participating in the master connected to the course, played the role of planners of an International Crisis Response Operation. During the exercise, they analyzed the causes of instability of a fictional geographic area in crisis, designing the intervention, under mandate of the United Nations, of a multinational military contingent.

The 2020 edition of the "Machiavelli" was conducted virtually due to the restrictions imposed by the containment measures of the COVID-19 pandemic. It was also enriched by the adoption of an additional internal security complex scenario related to the "public security / public order" domain. The aim was to expose ISSMI students to an additional level of difficulty and realism, by encouraging the adoption of a

**comprehensive approach** to the crisis, as well as by experimenting the application of the principles of the **NATO Stability Policing doctrine** to planning at the operational level.

This evolution required an adaptation of the entire exercise scheme, with reference to both the organization and contents. This renewal of the exercise was started by the ISSMI Education Department in October 2019, under the name of "**Machiavelli 4.0 Project**".

### The *Machiavelli 4.0* project.

**ELEMENTI SULLA POLIZIA DI STABILITA'  
DOTTRINA E APPLICAZIONI PRATICHE**

**3.9**

**POLICE CORRUPTION AND ABUSES CAN JEOPARDIZE THE OPERATION. THEY MUST BE ADDRESSED FROM THE VERY BEGINNING**

AFGHANISTAN

- SIGAR (Special Inspector General for Afghanistan Reconstruction) «Corruption in conflict: Lessons from the U.S. experience in Afghanistan»:
  - «Our analysis reveals that **corruption substantially undermined the U.S. mission in Afghanistan from the very beginning** of Operation Enduring Freedom»
  - «...the U.S. government **did not place a high priority on the threat of corruption**»
  - «From 2010 onward, US agencies saw corruption as a **serious threat...**» but despite all the efforts to prevent it «they were **not unified by any overarching strategy** and wee largely tactical»

IRAQ

- UK Joint Intelligence Committee Assessment 12 Oct 2005 repeated its warnings about the IPS, judging:
  - “Elements of the ISF, primarily those under Ministry of Interior (MOI) control, are involved in sectarian violence. **This is fuelling broader tensions across Iraq.**
  - “The **Iraqi police are a particular concern.** They often suffer from **divided loyalties** and a significant number are involved in **criminality for financial gain.**
- On 29 July 2005, an official from the UK MOD submitted a briefing to the Private Office of a Parliamentary Under Secretary for Defence. The official wrote:
  - “Although instances of abuse by the IPS are ultimately a matter for the Iraqi Government, **our involvement in the training of the IPS ... means that we may be judged by the media and others to be culpable.** Legally, we may also be at risk if **our involvement could be judged as directly assisting units that systematically torture detainees.**”

The first phase of the project related to the design and implementation of an additional scenario that contained sufficient information on the state and the main actors of internal security in the crisis area that was compatible with the base scenario.

In order to allow its harmonization with the overall information framework, and at the same time to facilitate the evaluation of the exercise results, all the additional contents of the internal security scenario were organized into the below progressive layers of complexity:

- elementary situational elements;
- relationships between the host nation's security forces and the causes of the crisis and potential triggers;
- detection and analysis of centers of informal power established within the internal security architecture context.

At the same time, the structure of the Joint Operational Planning Groups (JOPG) was modified to include specialized cells called "J5-Police" in the "J5-Plans" Divisions of each JOPG.

A Police Component Command was then included in the structure of the fictional Multinational Force to highlight the tasks assigned to the Stability Policing Units and to experiment having an innovative configuration of the forces. This structure had been proposed, but only partially accepted, in June 2017, in the context of the Force Generation Conference of the Operation Inherent Resolve in Iraq). This Command, set up alongside the Land, Maritime and Air component Commands, would have been responsible for the Stability Policing Units deployed in the theater of operations (three Battalion-level SPU, made available by NATO).

The next step was providing basic Stability Policing skills to the students designated to compose the "J5-Police" cells.

For this role, the ISSMI selected the students with a policing/internal security background (also academic) like Carabinieri, Guardia di Finanza and Coast Guard Officers, as well as an Officer of the Military Police of the North-Macedonian Army.

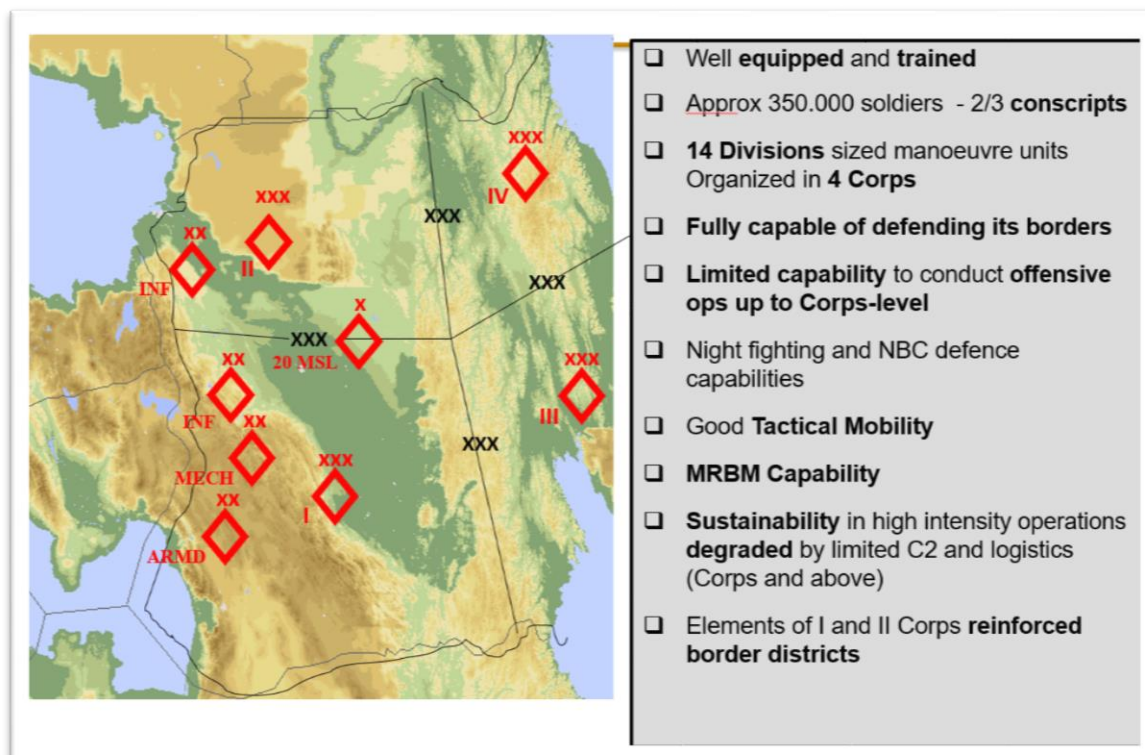
The officer selected to play the role of "Police Subject Matter Experts" within the J5-Police Cells participated to a series of meetings on Stability Policing, organized by ISSMI.

These meetings were primarily focused on the NATO doctrine (summarized in the A.J.P. 3.22 "Allied Joint Doctrine for Stability Policing") and on the lessons learned in the various theaters of operations, collected over time by the NATO Stability Policing Center of Excellence of Vicenza.

In order to provide the students adequate conceptual tools for the exercise, these meetings were mostly concentrated on practical planning aspects. The participants were able to examine and discuss, with reference to the internal security piece, the various reports published by the US Special Inspector General for Afghanistan Reconstruction (SIGAR), the "Hard Lessons" report of the US Special Inspector General for Iraq Reconstruction (SIGIR) and the findings of the British Commission of Inquiry on the mission to Iraq (the so-called "Chilcot Report").

A more general presentation on Stability Policing was conducted for the entire ISSMI course in order to prepare the rest of the JOPGs to properly engage in the additional scenario and interact with the Police SMEs.

Lastly, in order to facilitate the activities of the "J5-Police" cells, the Carabinieri Corps, Lead Service in the field of Stability Policing, made available a "Stability Policing Subject Matter Expert" from the NATO Center of Excellence in Vicenza that supported the students during the exercise conduct phase.



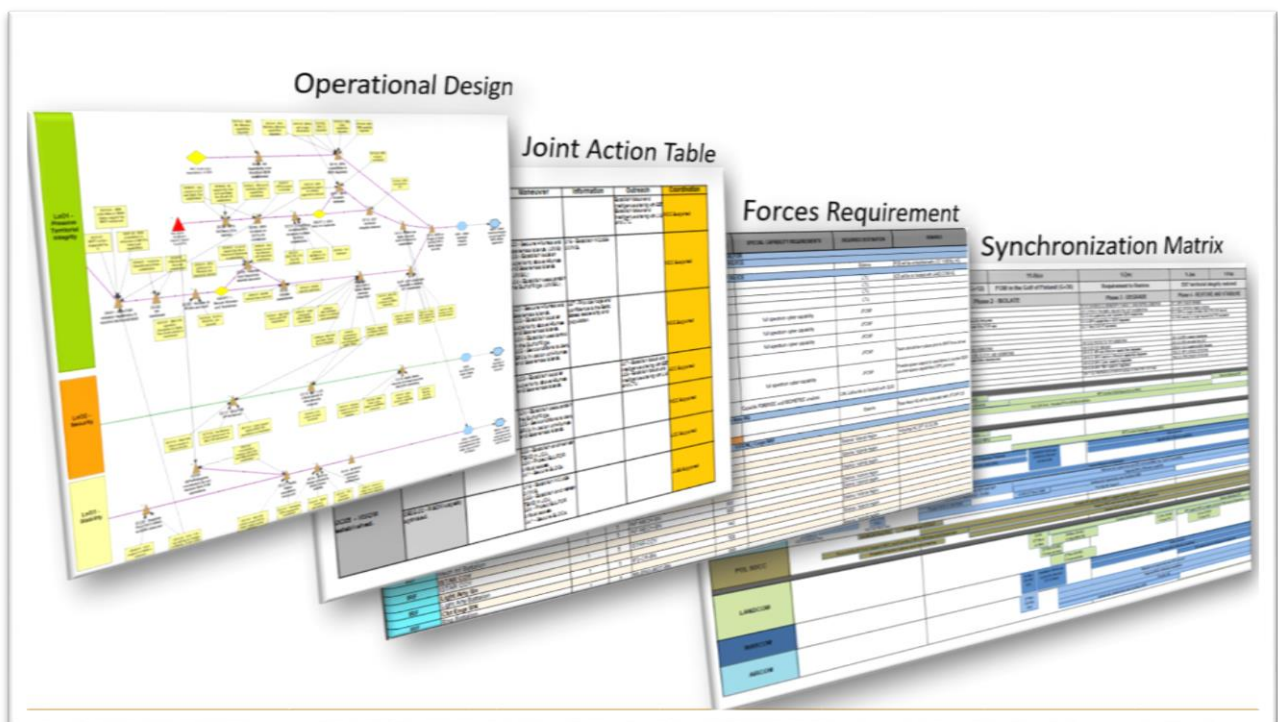
### The Exercise scenario.

The "Machiavelli" base-scenario describes a typical post-colonial environment, where the discovery of natural resources and the activism of terrorist and criminal organizations are the cause of regional instability and characterized by internal conflicts of ethnic origin at risk of international escalation.

The additional scenario was created by using existing police models in sensitive geographical areas (e.g., sub-Saharan Africa) as a reference. In addition to providing the general structure of internal security and the justice system, information was provided on cultural and ethnic aspects related to the police model in force in the area of operations. Information was also provided on the role of internal security forces in the relevant social environment connected with the root causes of the crisis.

In order to increase the realism of the simulation, all the information were fragmented into various documents (e.g., press articles, research, reports, etc.). The dispersion of the information also enhanced the synthesis and in-depth analysis capabilities of the various planning groups.

## Results.



The students' response to the challenges of the Machiavelli exercise, and of its new contents, was very positive.

A particularly positive response was demonstrated in the analysis performed by the students. The students showed aptitude and interest in expanding the field of analysis beyond the limits of the typical range of conventional military operations. The additional analysis increased the complexity of the exercise. This additional complexity also more effectively represented the difficulty, and the indispensability, of adopting a comprehensive approach in stabilization operations where the enrichment of the conceptual tools available for the crisis response is matched by a wider set of factors and variables to be considered.

From the point of view of Stability Policing, the officers appointed as Subject Matter Expert "Police" were able to experience the difficulty of guiding their colleagues towards domains unfamiliar to them. They also experienced the satisfaction to contribute in a significant way to the analysis conducted by their respective working groups, playing a central role in the achievement of a substantially broader and more multidisciplinary understanding of the causes of instability.

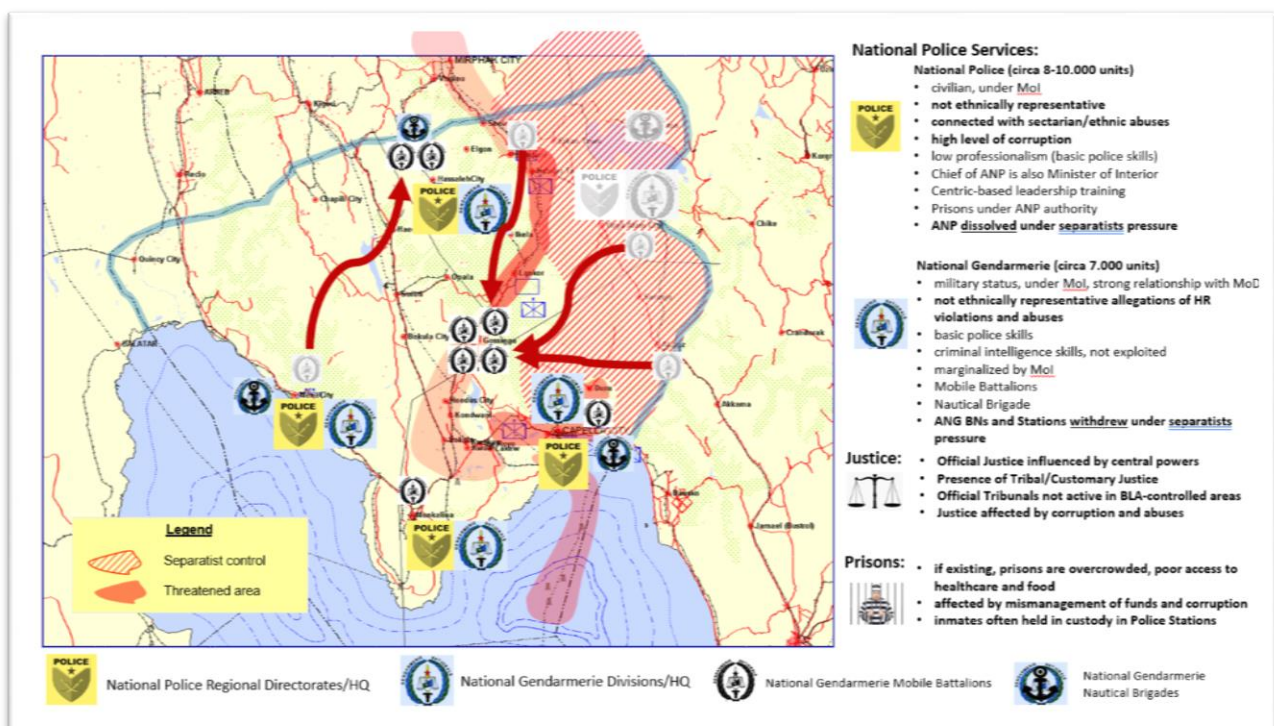
At the same time, all the students were able to appreciate the validity of the "SME Police" contribution, both for the additional analysis tools they made available to the groups, and for the conceptual contributions to the solution of the operational problem.



In general, the ISSMI students were able to acknowledge the importance of the restoration of efficient and reliable police forces within the Area of Operations for the purposes of stabilization. The students were able to understand that gaps in the security sector tend to be filled by alternative centers of power that usually are an obstacle to the achievement of a Safe and Secure Environment. This consideration led to the students giving the appropriate level of priority to the problem of restoring internal security and was perceived as fundamental to the solution of the crisis. This also led to a general change in the perspective of mission planning, defined by an innovative set of Decisive Conditions, taking into consideration the relevance of the internal security sector for the achievement of the operational objectives.

The students also understood the connection between the short-medium term perspective of the mission and the long-term developments of the stabilization operation. In fact, this crucial transition between the short-medium term and long-term tasks was managed through specific Decisive Conditions that enabled the following phases of the stabilization operation instead of simply referring to a generic intervention to be carried on by international organizations.

In addition, the creation of a Police Component Command proved beneficial. The conceptual and chain of command division between Land and Stability Policing facilitated the clear division of tasks and responsibilities in the respective sectors, with the subsequent clear definition of the supported / supporting relationships between the Components. This structural clarity contributed to the elimination of overlaps and redundancies in the task assignment. It could also facilitate the issuing of subsequent directives (for example CONOPS or OPLAN), avoiding conflicts of competences during the conduct phase of the operation.



## Conclusions.

The enhancement of the Machiavelli exercise is part of the broader initiative to conceptually modernize the Italian Defense and its highest educational center, the Centro Alti Studi della Difesa-CASD (Center for Advanced Defense Studies), in which the ISSMI is based. This was an important opportunity for ISSMI to test the practical application of Stability Policing in the context of its Operational Planning course considering the increasingly widespread recognition of the relevance of the Security Sector Reform in Crisis Response Management and stabilization operations, as confirmed by the recent launch of the approval process of a NATO Concept on Stability Policing.

The observed results of the Stability Policing initiatives went far beyond expectations. The ISSMI, as the first Defense Institute to adopt a thematic scenario regarding Internal Security in an Operational Planning exercise, will be able to assume the role of promoter between the European and Allied Defense Colleges in the application of a truly comprehensive approach to Operational Planning. As an example, with the sharing of the Internal Security scenario, it will be possible to test the respective planning capabilities and to find a common ground on which to discuss and confront.

In addition, the fact that this analysis in the principles of Stability Policing took place at the same time as the approval process of the aforementioned NATO Concept, provides the "Machiavelli" evolution further value. The Allied study centers will be able to leverage it to test the validity of the doctrine, potentially having the opportunity to observe its practical application and to measure its benefits, thus triggering a sharing mechanism that could facilitate a positive evaluation of the Italian initiative in support of the Concept.

\* **Luigi Bramati** is an Italian Carabinieri Colonel with previous experience in international stabilization operations in Kosovo (2000) and in Iraq (in 2003 and 2006). He also served as Assistant Defense and Defense Cooperation Attaché in Washington, DC, in the period 2016-2019. He has a degree in Law (1999), Political Science (2003), Internal and External Security (2005), and a Master Degree in International and Strategic-Military Studies (2015). In 2015, he also graduated as a Legal Advisor of the Armed Forces. During the Academic Year 2019/2020 he served as the Tutor of the 22<sup>nd</sup> ISSMI Course.