



**COUNCIL OF
THE EUROPEAN UNION**

Brussels, 13 January 2014

**6090/10
ADD 23 EXT 1**

**ENFOPOL 38
PROCIV 15**

PARTIAL DECLASSIFICATION

of document:	6090/10 ADD 23 RESTREINT UE
dated:	5 March 2010
new status:	Public
Subject:	Second Round of Peer Evaluation Preparedness and consequence management in the event of a terrorist attack

Delegations will find attached the partially declassified version of the above-mentioned document.



ANNEX

**COUNCIL OF
THE EUROPEAN UNION**

Brussels, 5 March 2010

**6090/10
ADD 23 EXT 1 (13.01.2014)**

**ENFOPOL 38
PROCIV 15**

ADDENDUM TO THE NOTE

from : The Council General Secretariat
to : Working Party on Terrorism

Subject : Second Round of Peer Evaluation
Preparedness and consequence management in the event of a terrorist attack

Delegations will find enclosed the report of the evaluation mission in **Italy** (23 - 25 September 2009) in the framework of the above-mentioned round of peer evaluation.

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1. EXECUTIVE SUMMARY

- In the framework of the second round of peer evaluation covering "Preparedness and consequence management in case of a terrorist attack" an evaluation visit was made to Italy from 23 to 25 September 2009.
- The peer evaluation of Italy was organised by the Office for Coordination and Planning of Police Forces within the Ministry of the Interior (MOI). As additional key players within the MOI, the Public Security Department, the General Headquarters of the Carabinieri, the Central Directorate of Criminal Police, the Central Directorate of Traffic, Railway and Telecommunications Police and of the Special Units of the Italian National Police (State Police) -Polizia di Stato- and the Postal Police Service presented their role.
- The General Headquarters of the Guardia di Finanza within the Ministry of Economy and Finance and the Civil Protection Department within the Prime Minister's Office also presented their role in crisis and consequence management.
- Italy's political structure is as follows, from bottom to top:
 - Approx. 8,100 Municipalities
 - 103 Provinces (*Prefetture*)
 - 19 Regions
 - National level
- The Italian anti-terrorist crisis management arrangements constitute a system based on inter-institutional arrangements, supported by 5 different police forces, with 3 of them playing a prominent role in case of a terrorist attack:
 - Polizia di Stato (Italian National Police or State Police),
 - Carabinieri and
 - Guardia di Finanza.

- The division of competences and areas of intervention is based on territorial criteria, the State Police being the main force in the urban centres and the Carabinieri focusing on the remaining territory. The Guardia di Finanza has a more specific competence, mainly directed to the control and protection of the borders and the national waters. The three forces have, in some areas, complementary competences sharing the role of law enforcement body.
- To reinforce this complementarity, Italy has established the Police Coordination Office (*L'ufficio di coordinamento di forze di polizia*) which provides strategic coordination of work among different police forces, and not only prevents any overlapping of activities but also coordinates of the available resources.
- The system is further defined by the relationship between the national, regional and provincial level, where a principle of subsidiarity exists, i.e. intervention on the national level is requested by the provincial authorities only in case of need (103 *questure* at the law enforcement/operational level and *prefetture* at the political level). Intervention at the national level is rare, and occurs as a consequence of the Prime Minister's or the Minister of Interior's decision in the event of an extremely serious situation.
- At provincial level, there are two key figures, the *Questore*, corresponding to the figure of the local Head of Police responsible to the provincial authority for public security, and the *Prefetto* who represents the provincial Minister of the Interior. The *Prefetto* presides over the Provincial Law and Order Committee. These provincial authorities for Public Security (i.e. the *Prefetto* and *Questore*) are responsible for emergency planning in relation to specific targets perceived as sensitive in the province.
- At national level), there are two appointed structures with different functions in the event of a terrorist attack:
 - The Crisis Unit at the Ministry of the Interior (Department of Public Security)
 - The Strategic Analysis Committee on Terrorism (C.A.S.A.) run by the Central Directorate of Prevention Police (the national structure of the State Police entrusted with counter-terrorism activity).

While the first is an *ad hoc* body that becomes operational in the event a crisis and is convened by the Minister of Interior, the second is a permanent structure enabling information to be exchanged between the different bodies involved in crisis management (all police forces, internal and external intelligence services, etc). CASA becomes part of the Crisis Unit (supports its work) if the latter is convened.

- Italy also has a number of national plans (it is important to point out that at provincial level, the *Prefettura* and *Questure* have corresponding local plans). Special attention was devoted to the:
 - (a) National plan for the management of terrorist events (Ministry of Interior)
 - (b) A specific plan against CBRN attacks (Prime Minister's Office)
 - (c) National plans for the security of flights and airports (Leonardo da Vinci)
 - (d) The National Plan for Maritime Security against possible international illicit actions.

- The main recommendations resulting from this evaluation mission focus on the following areas:

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2. ARRANGEMENTS IN THE EVENT OF A TERRORIST ATTACK

2.1. Structures and organisational framework of the National Crisis Centres

The Italian **Public Security System** was established by Law N. 121 in 1981. The national Authority for Public Security is the Minister of the Interior (MOI), responsible for public order and security as well as for the coordination of police forces.

A National Plan for the management of terrorist events was issued in 2004. This plan clarified, *inter alia*, the role of the crisis units and the committee for counter terrorism strategic analysis (C.A.S.A.). In 2005 another National Plan with a more developed approach was presented, entitled Emergency Management Guidelines. This emergency plan clarified not only practical issues such as the role of the "Prefetto" or the mechanisms through which it was possible to activate the Provincial Committee for Public Order and Security but also distinctions between for example investigations and public order.

It is important to note that Italy does not have one ministry responsible for the all aspects of crisis management. Crisis management is a multi-agency effort with two main structures playing a key role.

The first is the **Ministry of the Interior** which has a leading role in relation to counterterrorism policy, public order and security (preparing plans, coordination, exercise preparation). Within the Ministry the coordination role falls to the Public Security Department which consists of 13 Central Directorates, four offices and a secretariat including, *inter alia*, the Directorate of the Criminal Police and the Directorate for the Prevention Police.

Some of those have inter-agency status as they are staffed with personnel from the different law enforcement authorities.

The Directorate of the Criminal Police includes the Interpol Office, Europol Office and the Sirene Office, acting as the international contact point.

The Department is headed by the Chief of Police, who at the same time is the Director-General of Public Security.

Through one of its directorates, it acts as a secretariat for two key bodies within the Italian counterterrorism scheme:

1. The Ministers' of Interior Crisis Centre,
2. The Strategic Analysis Committee on Terrorism (C.A.S.A.).

It is relevant to point that Italy has five police forces:

- Polizia di Stato (PdS)
- Arma dei Carabinieri (AdC)
- Guardia di Finanza (GdF)
- Polizia Penitenziaria (Penitentiary Police)
- Corpo Forestale dello Stato (State Forest Police)

Within the Public Security Department Secretariat, the Centro Situazioni operates 24/7 and feeds the Minister and the subordinated agencies with periodic and extraordinary information of importance.

The Crisis Centre can be convened in two cases:

for threat assessment in the event of a terrorist act and possible initiation of other measures regarding intelligence gathering and sharing and

for the management of an emergency caused by a terrorist event. In the first case it is composed of the Chief of Police - Director General of the Public Security Department, the *Carabinieri* General Commander and the Director-General of the Internal Intelligence Service (AISI).

If need be, the representatives of the following bodies can be summoned : high-ranking representatives of the External Intelligence Service (AISE), the body for the coordination of the Intelligence Services (DIS), representatives of the other Police Forces and the Heads of all other Ministries possibly involved, including officials of public and private-sector organisations.

In the second case it is composed of the Chief of Police –Director General of the Public Security Department and the *Carabinieri* General Commander, the *Guardia di Finanza* General Commander, the chief of the Fire Department, Emergency Aid and Civil Defence and the Director General of AISI. Should it be necessary, the External Intelligence Service (AISE), the Defence Staff Headquarters and Civil Protection can be involved. Depending on the circumstances, the Chiefs of other ministries may be invited; representatives of public and private-sector organisations may attend as well.

The Directorate for the Prevention Police (D.C.P.P.), one of the previously-mentioned 13 central directorates, is the body within the Public Security Department tasked with counter terrorism activities. The D.C.P.P. includes the Nucleo Operativa Centrale die Sicurezza (N.O.C.S.), and a special intervention unit. At a decentralised level, the *Divisione Investigazioni Generali e Operazioni Speciali* (D.I.G.O.S) represents the D.C.P.P. The results of analyses are provided to the MOI and the Chief of Police. In addition, information is provided to the D.I.G.O.S. offices.

This Directorate acts a secretariat for C.A.S.A, and is also the national structure of the State Police entrusted with counterterrorism activity. It coordinates 103 field offices (*Digo*).

C.A.S.A (established in 2004) is a permanent structure within the Central Directorate of the Prevention Police (*Direzione Centrale della Polizia di Prevenzione*).

CASA systematically analyses information and assesses possible threats. Information is collected from Police Forces, Intelligence Services, international partners and open sources. CASA is composed of representatives of law enforcement centres and collateral offices of internal and external intelligence services. The co-operation among the different bodies takes place via a virtual private network. The senior representatives of the agencies represented in CASA meet at least once a week for the more important decisions.

C.A.S.A. is composed of senior representatives of Police counter-terrorism centres, of *Carabinieri* and offices of internal and external intelligence services and is chaired by the Director of the Public Security Department . It meets on a regular basis (weekly) or *ad hoc* depending on the need. When the Crisis Centre is convened C.A.S.A supports it in the sphere of threat assessment and planning coordination activities, but also examines different terrorist activities with a view to possible scenarios that might affect Italy . The Committee can engage outside experts and specialists.

The information which is assessed can come from multiple sources:

- Police and Intelligence authorities,
- Judicial authorities,
- Foreign law enforcement agencies,
- Liaison officers (Europol and Interpol),
- Public Administration bodies,
- Open source materials (web resources).

Its main tasks are preventive activities such as:

- Preventive Police operations (inspections of places),
- Identification of dangerous subjects,
- Monitoring of the Internet looking for information on extremists (Jihadist websites),
- Monitoring the Italian prison system,
- Monitoring the financing activities of possible terrorist organizations.

In 2008 C.A.S.A. held 52 meetings (including 1 extraordinary meeting concerning the US Presidential elections). It evaluated 367 issues and assessed over 200 threats of which 160 were threats to the Italian State.

The second agency with a substantial role in the crisis management system is the **Office of the Prime Minister**. Within the Office, the Civil Protection Department plays an important role at the national level in the field of prevention, preparedness and coordination of responses to both natural and man-made disasters. The National Civil Protection System consists of central, regional, provincial and local state administrations but also with assistance from voluntary organizations. The aim of the System is to first of all safeguard human life and health, but also to protect national heritage and the environment. The operative forces within the Civil Protection are, among others: the firefighters, army, navy, air force, National Police and *Carabinieri*.

The Italian Crisis Management system is based on the principle of subsidiarity. If the resources at the disposal of the local level are insufficient, then support is drawn from a higher level. The key level, from a security point of view, is the province, which is headed by the *Prefetto*, who represents the Minister of the Interior, while the Head of the Police is represented by the *Questore*. The Political responsibility and administrative role in the event of an emergency belongs to the *Prefetto*, while the technical aspects are dealt with by the *Questore*. The *Prefetto* is also responsible for giving information to the press.

Looking at a crisis situation from a territorial perspective, in the event of an emergency the *Prefetto* will convene his Crisis Centre, which is headed by the *Questore* and composed of all the main actors that play a key role in the province, both from the public administration as well as the private sector (i.e. heads of power plants, energy grid operators, representatives of water management bodies). If the crisis is of a significant scale, or it spills over into other provinces, then the Ministry of the Interior will step in and convene its Crisis Centre and, if necessary, convene C.A.S.A to evaluate the terrorist aspect of the crisis if it exists or could exist. At the same time, the Prime Minister's office will convene its Crisis Centre concerning the accident and coordinate the Civil Protection efforts and also does so in the event of a CBRN attack, which would fall under the jurisdiction of the Civil Protection Department. All of the information on the crisis management activities is presented to the Council of Ministers or to the President of the Council. The President of the Council of Ministers can convene it in the event of a crisis, as an advisory body, The Political-Strategic Committee, which is composed of:

- the President of the Council,
- the Minister of Defence,
- the Minister of Foreign Affairs and
- the Minister of Interior;
- Other Ministers and experts may be invited.

Besides the aforementioned Crisis Centres there also exists a system of operation rooms (functioning 24/7) within the appropriate Ministries and services which enables adequate exchange of information on a day-to-day basis and feeds information to the Crisis Centres. The Crisis Centres are equipped with teleconferencing capabilities ensuring rapid exchange of information and enabling them to link up with experts from other services, which ensures that expert opinions are available to the decision makers.

2.2. National arrangements in the event of a terrorist attack

The National Plan for terrorist events is drawn up by the Public Security Department. The Minister of the Interior, in his capacity as the National Authority for Public Security, is assisted by and receives support from the Crisis Unit and C.A.S.A. Other civil and military entities, which deal with civil protection, rescue services, security, military and civil defence are also involved.

The current plan was prepared in 2004, while the National Plan for Managing Terrorist Events guidelines were prepared in 2005. Based on the guidelines, the provincial Authorities for Public Security (i.e. the *Prefetto* and *Questore*) prepare the provincial plans, which also take into consideration the cross-border aspect in the case of border provinces. A specific plan for NCBR attacks is drawn up by the Office of the Prime Minister, while the provincial NCBR arrangements are part of the Provincial Plans for Civil Defence.

There are also exist specific plans for the:

- security of flights and airports and
- for sea transport security.

The security of flights and airports plan, called “The Leonardo da Vinci Plan” is drawn up and prepared by the Inter-ministerial Security Committee. The Committee is presided over by the Director General of the National Agency for Civil Aviation (E.N.A.C.) and is comprised of representatives from the Office of the Prime Minister, Ministry of Foreign Affairs, Ministry of Interior, Ministry of Transport and Infrastructures, Ministry of Defence, General Command of the *Guardia di Finanza*, Customs Office and others. This plan exists at the National and provincial levels. The Plans are composed of:

- Preventive measures,
- Security measures (e.g. CCTV),
- Emergency procedures.

The sea transport security plan, entitled the The National Plan for Maritime Security against possible international illicit actions, is prepared by the inter-ministerial Committee for the Security of Sea Transport and Ports (CISM).

The Committee is presided over by the Head of the Department for Navigation and Sea and Air Transport within the Ministry of Transport, and is comprised of representatives from the Ministry of Foreign Affairs, Ministry of the Interior, Department of Fire and Rescue Services, General Command of the *Guardia di Finanza*, Customs Office, Ministry of Communications and Ministry of Defence among others.

The operational management of a terrorist incident lies primarily at the provincial level under the coordination of the *Prefettura*. The local command centre (AdC or PdS) establishes an Advanced Command Post at the scene of the event. Although the geographical responsibilities of the AdC and PdS are specified in principle, overlaps cannot be excluded; these are resolved through close cooperation and the principle that the first to arrive assumes the command of the scene (“first come, first served”).

In the case of an “Alarm Status”, the *Prefetto* convenes the Provincial Law and Order Committee for an ad-hoc meeting in order to assess the situation and initiate appropriate measures, and activates his Crisis Room. Within each *Prefettura*, the PdS and AdC have their own command centres.

The command centre of the PdS and AdC in Rome were presented as an example. The PdS command centre is divided into three sections, one for Public Order and terrorism issues, one to handle calls from the emergency number 113, and one for the Preventive and Judicial Police.

The AdC command centre within each *Prefettura* operates the emergency number 112. Technical interconnection is guaranteed.

Additional emergency numbers are:

- 115 operated by the Fire Brigade
- 117 operated by the GdF
- 118 operated by the Emergency Red Cross

All command centres are technically interlinked.

Within the Italian system, another police force has a special role, also based on their historical past – the *Guardia di Finanza*. With a military structure, under the Minister for the Economy and Finance, it plays an important role in law enforcement and in the prevention and countering of terrorist activities and also contributes to the overall crisis management system.

The sea and the mountain borders, monitored with modern equipment, such as telecommunications capabilities (e.g. TETRA) and specialized personnel, give the *Guardia di Finanza* an important preventive role.

Communication facilities at the strategic level, from the command centres at provincial level to the national command centre (Unita di Crisi) are of a high standard and various secure communication channels are installed.

The same applies to communication amongst the operational forces and their headquarters at strategic level.

In addition, the coverage of encrypted digital radio communications technology (TETRA) extends to almost the whole country.

3. TRAINING/EXERCISES FOR TESTING THE NATIONAL CRISIS CENTRE AND COMMUNICATION SYSTEMS IN THE EVENT OF A TERRORIST ATTACK

Italy organises many training events and exercises on the national and regional level which usually involve the police forces, firefighters, civil protection, etc. The amount of training events and exercises can in itself constitute good practice.

3.1. Training/exercises for testing the National Crisis Centre and communication systems in the event of a terrorist attack.

Italy has developed several important exercises with numerous scenarios since 2004.

Among them, the following are worthy of mention, not only in view of their size but also because of the scenarios and the multiplicity of authorities and forces involved:

- Milan, 2004 based on a scenario very similar to the Atocha terrorist incident in Madrid.
- 2005, in Rome, a suicide bombing in the Coliseum, a metro train explosion and a backpack explosion in a bus in the centre of the city.
- 2005, in Naples, an abandoned backpack at the central station followed by three explosions on a bus, on a train and in the harbour.
- Also in 2005, in Turin, a subway explosion scenario.
- In 2006, a bomb explosion in a ferry terminal,
- In 2007 two main exercises: one in Olbia related to a biological attack, and another in Macerata involving an attack on a bus terminal.

This multiplicity of scenarios has enabled the available resources to be evaluated and established procedures aiming to improve the modus operandi of crisis management. Very concrete conclusions resulted from the exercises, namely the need for sharing video camera and surveillance systems, timely information exchange and the assessment of police forces' capabilities in the initial interventions.

4. SOFT TARGETS

Italy has identified more than 300.000 soft targets at national level (in fact the number is a combination of critical infrastructures and soft targets), which include e.g. churches, schools, etc.

No specific procedures or structures related to soft targets exist in Italy. As far as soft targets are concerned, any risk assessment or emergency management should abide by the procedures envisaged for other kinds of targets.

On the other hand, Italy has not identified potential cross-border targets. Nevertheless, a system of very good cooperation and also institutional arrangements with all neighbouring countries (e.g. mixed committees where the *Prefetti* and their cross-border counterparts are represented). Italy also has a number of bilateral agreements with neighbouring countries that take into consideration terrorist attacks, organised crime, natural disasters, etc. In addition, cross-border co-operation is also included in wider international arrangements such as Europol, Interpol, Sirene, etc.

5. GOOD PRACTICES

- While the crisis management structure in Italy is complex and based on a number of institutions that developed owing to historical circumstances, the exchange of information and coordination of these institutions (including the civil protection service, fire fighters, etc) seems to function well. In particular, **the crisis unit is marked by a high level of flexible arrangements which allow different institutions to be represented in the unit at different times (i.e. depending on the type of the crisis).**

- The practice implemented by **CASA** seems to be a particularly useful model of **exchanging information between all relevant actors** avoiding the duplication of efforts that could arise from such a complex crisis management system. The most important thing in any crisis situation, and especially in the event of a terrorist attack, is the need for a good information sharing mechanism: a mechanism that insures that information is quickly distributed to the appropriate organisation, enabling the appropriate actions to be undertaken. Such an institution is C.A.S.A., which enables the threat level to be assessed, based on a continuous flow of information into this mechanism.
- Outcome of the exercises with very concrete measures to be adopted. The Italian authorities avoided concluding that the exercises had necessarily had the positive results which are always wished for and focused rather on the "need for improvement" issues, which allowed them to improve the mechanisms and to clarify the role of each the institutions involved in the management of the situation.
- The establishment of the **Office for Coordination and Planning of Police Forces** provides a good instrument with which to optimise and harmonise the services and to plan the activities of the police forces.
- The “Computer Communication Command Control for Information (C4I)” Database, developed by the *Guardia di Finanza*, combining a kind of Vessel Tracking System (VTS) with additional analytical features, may be of interest to other Member States, at least those with an extensive coastline. All partners of the *Guardia di Finanza* have access to this database and can add data. The system can also be used as an operations planning tool.

6. RECOMMENDATIONS

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7. ANNEX

7.1. Presentations were made by the following institutions

Office for the Coordination and Planning of the Police forces (Perfetto Paola Basilone)

Civil Protection Department

Public Security Department

Fire Brigades

Rescue Department

Carabinieri

Guardia di Finanza

Criminal Police

Directorate of Immigration and Border Police

Postal Police Service

Police Special Units
Prime Minister Office
Fiumicino Airport
Committee for Strategic Counterterrorism Analysis

7.2. Expert Team

Council General Secretariat

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European Commission

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Europol

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Luxembourg

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Poland

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