



Council of the  
European Union

010338/EU XXVI. GP  
Eingelangt am 06/02/18

Brussels, 5 February 2018  
(OR. en)

5952/01  
DCL 1

CRIMORG 15

## DECLASSIFICATION

---

of document: ST 5952/01 RESTREINT UE/EU RESTRICTED  
dated: 6 February 2001  
new status: Public

---

Subject: EVALUATION REPORT ON  
SECOND ROUND OF MUTUAL EVALUATIONS  
"LAW ENFORCEMENT AND ITS ROLE  
IN THE FIGHT AGAINST DRUG TRAFFICKING"  
REPORT ON ITALY

---

Delegations will find attached the declassified version of the above document.

The text of this document is identical to the previous version.

---



**COUNCIL OF  
THE EUROPEAN UNION**

**Brussels, 6 February 2001**

**5952/01**

**RESTREINT**

**CRIMORG 15**

**EVALUATION REPORT ON**  
**SECOND ROUND OF MUTUAL EVALUATIONS**  
**"LAW ENFORCEMENT AND ITS ROLE**  
**IN THE FIGHT AGAINST DRUG TRAFFICKING"**  
**REPORT ON ITALY**

DECLASSIFIED

## TABLE OF CONTENTS

### PART 1

1. INTRODUCTION .....	4
-----------------------	---

### PART 2

2. GENERAL INFORMATION AND STRUCTURES .....	6
2.1. Competent Authorities – General Comments.....	6
2.2. Prosecution Services and Judges .....	8
2.3. Police Authorities .....	9
2.4. Customs Authorities .....	13
2.5. Training .....	13
2.6. Monitoring .....	15

### PART 3

3. INTELLIGENCE.....	16
3.1. Data Banks and the Use and Sharing of Information .....	16

### PART 4

4. SPECIAL INVESTIGATION TECHNIQUES .....	18
4.1. Financial Investigations – Legislation and Guidelines.....	18
4.2. Financial Investigations – Competent Authorities .....	19
4.3. Controlled Deliveries.....	19
4.4. Other Specialist Investigation Techniques .....	20

### PART 5

5. CO-ORDINATION AND CO-OPERATION .....	22
5.1. Co-operation at National Level .....	22

5.2. Co-operation at International Level.....	22
5.3. Liaison Officers .....	22

## PART 6

6. EVALUATION OF THE EFFECTIVENESS OF SYSTEMS IN ITALY RELATING TO THE FIGHT AGAINST DRUG TRAFFICKING: STRUCTURE, INTELLIGENCE, SPECIAL INVESTIGATION TECHNIQUES AND CO- ORDINATION AND CO-OPERATION .....	24
6.1. General Comments .....	24
6.2. Possible Improvements.....	28
6.2.2. Structure .....	29
6.2.3. Intelligence .....	30
6.2.4. Special Investigation Techniques– Financial Investigations.....	31
6.2.5. Special Investigation Techniques – Controlled deliveries .....	31
6.2.6. Other Specialist Investigation Techniques .....	31
6.2.7. Co-ordination and Co-operation at National Level .....	32
6.2.8. Co-ordination and Co-operation at International Level .....	32

## PART 7

7. GENERAL CONCLUSIONS AND RECOMMENDATIONS TO ITALY, AND, WHERE APPROPRIATE TO OTHER MEMBERS OF THE EUROPEAN UNION.....	34
--	----

## ANNEXES

ANNEX A	VISITING PROGRAMME AND LIST OF PERSONS SEEN .....	38
ANNEX B	GLOSSARY OF TERMS.....	39

## PART 1

### 1. INTRODUCTION

1.1. Following the adoption of the Joint Action of 5 December 1997, a mechanism for evaluating the application and implementation at national level of undertakings in the fight against organised crime has been established.

1.2. Italy was the sixth Member State to be evaluated as part of the second round of mutual evaluations concerning law enforcement and its role in the fight against drug trafficking.

1.3. The examiners for the evaluation were Mr. Charles Hamen (Luxembourg), Mr. Jose Andres Perez Lopez (Spain) and Mr. David Wolstenholme (United Kingdom). This team accompanied by two members from the General Secretariat and one member from the Commission visited Italy for five days from 11 December 2000 to 15 December 2000.

1.4. The programme for the visit and the list of the persons seen during the evaluation visit, and from whom information was received, is at Annex A. Furthermore, a 'Glossary of Terms' used in the report is attached for guidance at Annex B.

1.5. Following these meetings, the evaluation team prepared this report, with the assistance of the General Secretariat, based on the observations and conclusions of the experts in the team together with the answers to the Questionnaire (doc. 12972/99 CRIMORG 171 Rev 1) which the Italian authorities had provided. The principle purpose of this report is to evaluate the application and implementation at national level of instruments dealing with law enforcement and drug trafficking, of the resulting legislation and practices at national level and of international co-operation in the fight against drug trafficking. The evaluation seeks in particular to assess co-operation and co-ordination between different law enforcement structures and operational practices in them. The main focus of the evaluation is the practical day to day co-operation between different units both at national and international level.

**1.6.** The report first describes the organisational structures, intelligence systems, special investigation techniques and methods of co-ordination and co-operation utilised in Italy in the fight against drug trafficking. The report then evaluates the effectiveness of these systems and finally, the experts draw conclusions and make recommendations.

**DECLASSIFIED**

## PART 2

### 2. GENERAL INFORMATION AND STRUCTURES<sup>1</sup>

#### 2.1. Competent Authorities - General Comments

**2.1.1.** In Italy, the Department of Social Affairs (Dipartimento degli Affari Sociali) is responsible for the co-ordination of national policy in drugs matters. Guidelines and policies relating to prevention, treatment and rehabilitation are formulated by the 'Office for Co-ordination of Drug Addiction Prevention and Recovery'. Guidelines and policies relating to combating the illicit production, distribution and trafficking of drugs are formulated by the 'National Drug Control Co-ordination Committee'

**2.1.2.** All policies are formulated in conjunction with working committees and experts from a range of other Government bodies including the Ministry of Health, and the Ministry of Education. Experts also include representatives from law enforcement bodies whose activities underpin the health and social aspects of policy. Use is also made of the 'Permanent Monitoring Centre' which maintains data on drug consumption, drug prevention and detoxification and rehabilitation of drug addicts. This Centre also collects data on the activities of the police in the area of combating illicit trafficking, on the number of criminal proceedings for drug-related crimes, and on the sources and flows of illicit traffic in narcotic or psychotropic substances.

**2.1.3.** The Department of Social Affairs publishes the agreed strategic aims and objectives, which are then monitored and formally reviewed every three years.

**2.1.4.** The key Ministries concerned with the law enforcement effort of combating drug trafficking are the Ministry of Justice, the Ministry of the Interior, the Ministry of Defence and the Ministry of Finance.

**2.1.5.** The Ministry of Justice is responsible for all Prosecutors and the Judiciary. In Italy, there are 130 Public Prosecution districts of which 26 focus solely on tackling organised crime. Prosecution work in these 26 districts is carried out by 'District Anti-Mafia Prosecutors' (or 'DDA'). The work of the DDA's is co-ordinated on a national basis by the 'National Anti-Mafia Public Prosecutors Office (Direzione Nazionale Antimafia or 'DNA').

---

<sup>1</sup> this part of the report is essentially based on the answers Italy provided to the Questionnaire.

**2.1.6.** The three main police forces tasked with combating drugs crimes are the Carabinieri which is the responsibility of the Ministry of Defence, the State Police (Polizia di Stato), which is the responsibility of the Ministry of the Interior and the Guardia di Finanza which is the responsibility of the Ministry of Finance. The Ministry of Finance is additionally responsible for the Customs service.

**2.1.7.** In Italy, the central body for the co-ordination of law enforcement efforts in the fight against drug trafficking is located in the Ministry of the Interior and is known as the Central Directorate for Drugs Control (Direzione Centrale per i Servizi Antidroga or 'DCSA').

**2.1.8.** The DCSA is responsible at both national and international levels for co-ordinating the activities of the main police services and customs in combating drug trafficking.

**2.1.9.** Another key police organisation with responsibility for tackling drug trafficking is the Anti-Mafia Investigation Directorate (Direzione Investigativa Antimafia or 'DIA') which is also located within the Ministry of the Interior. The DIA is the operational arm of the DNA and will investigate drug trafficking if a case involves major organised crime. In such instances, close consultation is undertaken with the DCSA.

**2.1.10.** Legislation relating to the illicit production, distribution and trafficking of drugs is set out in the Law of 26 June 1990 No.162 and Presidential Order 309 of 9 October 1990 which is the Consolidating Act of the laws regulating drugs. Following a referendum in 1993, the possession of drugs for personal use was decriminalised.

**2.1.11.** Chemical industries are enjoined by law to inform the DCSA if products containing precursor chemicals are manufactured and also the use to which products are put.

**2.1.12.** In the wider context of health and social aspects of drug abuse, the Ministry of Health contains a 'Central Office' for dealing with addiction to alcohol and narcotic or psychotropic substances, and directs and co-ordinates policies and programmes on the treatment of such forms of addiction throughout Italy. The Minister for Health also promotes studies and research work on the pharmacological, toxicological, medical, psychological, rehabilitation, social, educational, preventive and legal aspects of drugs, alcohol and tobacco. This work is carried out jointly with the Minister for Universities and Scientific and Technological Research and the Minister for Justice.



**2.1.13.** The Minister for Education promotes and co-ordinates activities relating to health education and information on the damage caused by alcoholism, smoking and the use of narcotic or psychotropic substances and on associated illnesses. The Ministry for Education also approves annual programmes of varying kinds of initiatives and related methods of application for the promotion of activities to be carried out in schools. Such initiatives are undertaken on the basis of proposals made by a technical/scientific committee set up for the purpose and made up of 25 members including representatives of government departments concerned with prevention, enforcement and rehabilitation. The Committee also co-ordinates initiatives launched by public administrative bodies aimed at primary prevention.

**2.1.14.** Additionally, Local Health Boards supervise programmes that are carried out by a range of different organisations, social security co-operatives and voluntary associations with regard to the treatment, recovery and rehabilitation of drug addicts.

**2.1.15.** Memorandums of Understanding (MOU's) have been entered into between the Ministry of the Interior and 'discotheques' throughout Italy with regard to co-operation on tackling drug abuse amongst young people.

## **2.2. Prosecution Services and Judges**

**2.2.1.** As already stated (see 2.1.5.) the Ministry of Justice is responsible for all Prosecutors and the Judiciary. There are 130 Public Prosecution districts and 26 special units, which focus solely on tackling organised crime. Prosecution work in these 26 districts is carried out by the DDA and their work is co-ordinated on a national basis by the DNA, which employs 20 public prosecutors.

**2.2.2.** Italian legislation provides for a range of different drugs crimes or offences. For offences involving dealing in drugs, all Public Prosecution Offices in all of the Public Prosecution districts are competent to deal with such cases. For more serious offences such as drug trafficking by organised crime syndicates, the DNA and DDA co-ordinate and prosecute as appropriate.

**2.2.3.** To facilitate co-ordination, guidelines are issued by the DNA to law enforcement bodies to promote a uniform approach. However, there is no legal provision allowing for the co-ordination between local prosecution districts and those districts covered by the DDA. In practice, the Chief of the DNA holds regular meetings with local Public Prosecutors to ensure consistency.

**2.2.4.** Unless the DNA considers differently, the conduct of specific investigations is usually a matter for each prosecution district, headed by its Chief Prosecutor. In Italy, Criminal Investigation Judges (GIP) are responsible for preliminary investigations and for preliminary hearings.

**2.2.5.** DDA prosecutions are carried out in the administrative centre of the district in which the competent court is based.

**2.2.6.** The relevant prosecution service or judge may delay detention; arrest or seizure as appropriate, in order to identify and capture individuals suspected of drug trafficking. In such cases which are urgent, the relevant investigating police or customs body may also delay detention, arrest or seizure but must notify the judicial authorities as soon as possible.

**2.2.7.** The maximum sentence for persons convicted of being involved in a drugs trafficking conspiracy is 15 years and 30 years for those convicted of arranging and promoting the crime.

### **2.3. Police Authorities**

**2.3.1.** The DCSA is the central body both nationally and internationally for the co-ordination of law enforcement efforts in the fight against drug trafficking. On a national basis it co-ordinates the activities of the three main police services, namely the State Police, the Guardia di Finanza and the Carabinieri. Officers from these police forces all have judicial police status and share common competencies for carrying out drugs investigations under judicial authority. Additionally, the DCSA maintains close links with the DIA, which has specific competencies for tackling organised crime. The structure and framework of the DCSA, the three police services it represents and the DIA, are briefly as follows in parts 2.3.2. to 2.3.6.

#### **2.3.2. The DCSA**

2.3.2 (1). The organisation is made up of three departments. Department 1 contains 'General and Internal Affairs', department II contains 'Enquiries, Investigation and Information' and department III contains 'Drug Control Operations'. The DCSA employs over 300 staff drawn in equal numbers from personnel from the three main police services. Administrative support is provided by the Ministry of the Interior.

2.3.2.(2). The DCSA is managed on a rotating basis with a maximum term of office of three years, by a Director-General of the State Police, a Major General of the Guardia di Finanza and a Major General of the Carabinieri. All three departments of the DCSA and subdivisions of the departments contain mixed command structures.

2.3.2.(3). The main task of the DCSA is to provide co-ordination in intelligence and operational matters to the three police services directly tasked with tackling drugs. An inter-ministerial decree of 1991 defines the full powers and authority of the DCSA and enables it to determine the guidelines for the police services to follow.

2.3.2.(4). Officers from all police organisations in Italy are obliged by law to pass on intelligence to the DCSA. When intelligence from any source is received, the DCSA processes the information and 'adds value' by linking it to other information, if held. If the intelligence relates to a suspect or suspects already under investigation then the case is allocated to the appropriate police body. If the intelligence relates to a new case then it is allocated by computer to a local unit in any of one of the three police services. The computer simply does this on a numerical basis so that casework is evenly assigned. After cases are allocated, the DCSA is available to offer operational support such as funding, or the provision of technical equipment or undercover officers if appropriate.

2.3.2.(5). Only rarely and in exceptional cases will the DCSA adopt responsibility for the investigation of casework.

### **2.3.3. The State Police**

2.3.3.(1). The State Police are essentially a civilian organisation based in the Department of Public Security, which comes under the authority of the Ministry of the Interior.

2.3.3.(2). Officers from the State Police are based in all the main Italian cities and are organised geographically along regional lines so that their jurisdiction extends to the limits of regional Provinces.

2.3.3(3). State Police offices in each city contain mobile squads ('Squadra Mobile'), also known as 'flying squads' which have separate drug and organised crime sections. The work of these squads is co-ordinated nationally by the 'Central Operational Office of State Police' (or 'SCOP') in conjunction with the DCSA.

2.3.3(4). The drug sections of the 'flying squads' have the main responsibility for investigating drug related crimes but some cases will be referred to the organised crime sections if appropriate.

2.3.3(5). The drug sections are 'generalist' in nature, in that they not segregated into specialist teams focusing on particular types of drugs.

#### **2.3.4. The Guardia di Finanza**

2.3.4(1). The Guardia di Finanza is located within the Ministry of Finance but for law enforcement purposes adheres to guidelines set by the Ministry of the Interior. The organisation has a military structure and like the State Police, personnel from the Guardia di Finanza are located in all the main Italian cities.

2.3.4(2). The Tax Police Department of the Guardia di Finanza, contains a body called the 'Operational Anti-Drugs Group' (Gruppo Operativa Anti -Droga or 'GOA'). The GOA have offices throughout Italy, and operate on the basis of regional jurisdiction.

2.3.4(3). Specialist groups with the GOA focus on financial investigations relating to drugs trafficking and deal with money laundering cases as well as forfeitures and confiscations.

2.3.4(4). The Guardia di Finanza is also responsible for other key activities with regard to combating drugs such as the enforcement of customs border controls and postal importations. Additionally, it is the central office for telephone flows and intercepts from other countries.

### **2.3.5. The Carabinieri**

2.3.5.(1). As one of the four armed services (the others being the army, navy and air force), the Carabinieri is located in the Ministry of Defence. However, for law enforcement purposes, the Carabinieri adheres to guidelines set by the Ministry of the Interior. Personnel from the Carabinieri are concentrated in about 5000 Italian Municipalities (out of an overall total of about 8000) and operate like the two other police services on a regional or provincial basis.

2.3.5.(2). Each provincial area contains an 'anti-crime section' (Raggruppamento Operativo Speciale Carabinieri, or 'ROS'). The main tasks of the ROS are to combat terrorism and assist in the fight against organised crime, which includes drugs trafficking.

### **2.3.6. The DIA**

2.3.6.(1). The DIA was formed as a result of law number 410 of 1991 and is specifically concerned with combating organised crime which is defined in Article 416 of the Italian penal code. Work undertaken can include the investigation of drug trafficking and money laundering if organised crime is involved.

2.3.6.(2). Situated in the Department of Public Security, the DIA is the responsibility of the Ministry of the Interior but in practical terms, the DIA is the operational arm of the DNA.

2.3.6.(3). The organisation employs 500 staff in 12 regional offices located in areas where Mafia activity is concentrated. The headquarters office is in Rome.

2.3.6.(4). The DIA is divided into three branches, which are dedicated respectively, to 'Intelligence Analysis', 'Investigation' and 'International Liaison'.

2.3.6.(5). Close co-ordination of activity is maintained between the DIA, the DNA and the DCSA. Indeed, there are plans for the DIA and DCSA to be co-located in the near future.

2.3.6.(6). The Border Police form part of the State Police. Although primarily concerned with immigration controls, they are also competent for drugs matters if they detect drugs during the course of their duties.

## **2.4. Customs Authorities**

**2.4.1.** The 'Customs Anti-Fraud Surveillance Service' (Servizi di Vigilanza Antifrode Doganale or 'SVAD') is specifically responsible within the Customs Department for combating all types of illicit trafficking.

**2.4.2.** To facilitate co-ordination of activities and the exchange of information, customs personnel are seconded to the DCSA.

**2.4.3.** The SVAD operate in 49 customs districts, 100 main customs offices, 50 secondary customs offices and 246 customs sections.

**2.4.4.** The district level SVAD are under the direction of the 'Regional Fraud Services' (Servizi Compartimentali Antifrode, or 'SCA') established in 14 customs regions, and they are answerable in all types of activity to the General Directorate of the Customs Department.

**2.4.5.** The SVAD has about 350 personnel operating within customs areas as agents of the criminal investigation and revenue branches of the police and are authorised to investigate offences which are in breach of customs laws or other laws which the Customs are required to enforce.

**2.4.6.** The district level SVAD are equipped with endoscopes incorporating fibre-optic illumination and with portable radiology systems. They also have drugs dog units, which are used in joint operations with the police services.

## **2.5. Training**

**2.5.1.** The DCSA is responsible for providing specialist training for police personnel engaged in drug enforcement.

**2.5.2.** Specific courses are organised with regard to undercover working. These include courses for agents and trainers as well as for those in command or operationally responsible for undercover agents.

**2.5.3.** Training courses and seminars are also available on: the handling of informants; crimes associated with the internet; the technology of drug investigations; the use and deployment of drugs dogs and risk analysis with regard to cross border traffic and intelligence.

**2.5.4.** Seminars are also organised by the DCSA on crime analysis and include the following topics: definition of intelligence; the process of intelligence gathering; the process of analysis; investigation; collation and classification of data and sources; relational matrix; graphic representation; inductive and deductive logic; schematic representation of the flow of goods; schematic representation of events; schematic representation of activities ('programme evaluation and review technique', or PERT); methods of presenting analysis results; feedback; public sources; explanation of computerised charting of relationships and telephone flow charts.

**2.5.5.** Many courses and seminars are open to foreign participants. For instance, in December 1999 under the framework of the OISIN Programme, the DCSA hosted a seminar on "Synthetic drugs: co-operation between police and customs services". This was attended by senior police and customs officers from EU countries and from Bulgaria, Estonia, Latvia, Lithuania, Poland, Czech Republic, Romania, Slovakia, Slovenia, Hungary and Mexico.

**2.5.6.** Specialist training on financial investigations and money laundering is available to officers from the DIA and from the Guardia di Finanza.

**2.5.7.** For specialised staff in the DCSA, awareness seminars are organised on precursor chemicals, which may be used for the production of narcotic or psychotropic substances .

**2.5.8.** The Customs Department arranges drugs awareness training for its own personnel but also benefits from the training opportunities available from the DCSA.

**2.5.9.** Prosecutors receive drugs awareness training but Judges do not because they are not specialised or concentrated purely on drugs trafficking offences.

## 2.6. Monitoring

2.6.1. As previously outlined in more detail (see 2.1.1. to 2.1.3. ), the Department of Social Affairs is responsible for the co-ordination of national policy in drugs matters and publishes the agreed strategic aims and objectives which are then monitored and formally reviewed every three years.

2.6.2. All law enforcement bodies and the prosecution services also employ mechanisms for reviewing their own individual progress and produce reports showing results achieved.

DECLASSIFIED



## PART 3

### 3. INTELLIGENCE

#### 3.1. Data Banks and the Use and Sharing of Information

**3.1.1.** The two main law enforcement databases with regard to drug trafficking are the DADE ('Direzione Antidrogo Data Entry'), and the TAI ('Tratamento Automatico di Informazioni').

**3.1.2.** The DADE is a computerised archive, which is located in the DCSA and is accessible only to authorised DCSA personnel. Most information is gleaned from the operating sections of the three main Italian police forces. They are legally obliged to communicate information to the DCSA 'in real time' and at all stages of an operation so that the DCSA can carry out its own statutory task of co-ordinating investigations. Types of information stored include, electoral rolls, vehicle index, registry of births and suspect telephone details. Information is also obtained from foreign sources including parallel bodies in other countries and from the Italian DLO network. The DCSA process the information and provide co-ordination to assist the appropriate operational teams. This is particularly beneficial where large numbers of associated operations and investigating bodies are involved.

**3.1.3.** Other non-operational use is also made of the information gathered by the DADE system at both national and international levels. At a national level, the Permanent Monitoring Centre (see 2.1.2.) utilises the statistics gathered to detect trends and support the direction of policies and strategies. At an international level, statistics are provided to organisations such as Europol and Interpol.

**3.1.4.** The TAI database is located in the Department of Public Security and is accessible to the three main police forces in Italy. It consists of a series of databases, which include : criminal and police records; stolen cars; driving licences and suspect banknotes. Information is mainly supplied by the police forces but other institutions also contribute such as the Ministry of Finance and the Appeal Court.

**3.1.5.** The Customs Department also has responsibility for a number of databases . Through the Customs Central Fraud Unit (UCA), the SVAD's operate the Community SCENT project (Customs Enforcement Network System), the CIS (Customs Information System), the Centralised Information System of the World Customs Organisation and the SIS (Schengen Information System) for the exchange of confidential information for the purposes of combating fraud within the framework of mutual assistance between countries of the European Union.

**3.1.6.** Other information systems are used by the Customs Department for the various transport sectors such as the 'Balkan-Info' system for road traffic, the 'Mar/Yacht Info' system for sea traffic and the Cargo-Info system for air traffic. Thirty states participate in each of these information systems which provide up-to-date information about smuggling methods and seizures. Information is also made available to other law enforcement agencies.

**3.1.7.** The Customs Department also have their own Revenue Register (Anagrafe Tributaria or 'AT'), which provides intelligence and direction for the daily work of the SVAD's in combating illicit activities.

**3.1.8.** The DNA and DDA both maintain their own case control data bases which are respectively called , 'Sistema Informativo Direzione Nazionale Antimafia' (SIDNA) and 'Sistema Informativo Direzione Distrettuale Antimafia' (SIDDA) which facilitate co-ordination and limit the danger of duplication . The data bases can be accessed by all DNA or DDA personnel and contains a number of search fields, which include suspect names , addresses and dates of birth..

## PART 4

### 4. SPECIAL INVESTIGATION TECHNIQUES

#### 4.1. Financial Investigations - Legislation and Guidelines

4.1.1. In general, Italian law does not provide specific rules for the conduct of financial investigations relating exclusively to the proceeds of drug trafficking. Article 648a of the Penal Code lays down the legal provisions concerning the offences of money laundering, without distinguishing between proceeds of drug trafficking or of other predicate offences.

4.1.2. Typically, criminal proceedings in which financial investigations are conducted regarding the origin and destination of the proceeds of drug trafficking are those concerned with establishing responsibility for money laundering offences (Article 648a of the Penal Code). The legal provisions for launching investigations are as follows:

4.1.2.(1). It is believed that the money laundering activity was carried out by individuals who were not involved in the drug trafficking activity (predicate offence).

4.1.2.(2). An offence of illicit drug trafficking has been committed. However, the latest case law does not necessarily require that there should already have been any conviction for this offence and lower levels of legal certainty are acceptable.

4.1.3. During criminal proceedings, the judicial authority may make use of all the provisional measures generally provided for in the Code of Criminal Procedure. However, Italian law permits the opening of non-criminal proceedings under administrative law which allow the use of measures placing restrictions on persons or on assets even (and usually) in the absence of any criminal conviction (Law No. 1423 of 1956, as subsequently amended). Such restrictive measures are applied where, on the basis of factual evidence (and thus not necessarily on conviction), it is believed that an individual is regularly engaged in criminal trafficking or that, judging by the individual's standard of living he or she regularly lives (even partially) from the proceeds of criminal activity.

## **4.2. Financial Investigations - Competent Authorities**

**4.2.1.** All police forces are authorised to carry out financial investigations in cases of drug trafficking. The judicial authority decides which investigating body is allocated such investigations.

**4.2.2.** The judicial authority can opt to allocate financial investigations to those police bodies who have already investigated or are currently investigating the predicate offence. Alternatively, in more complex cases, investigations are allocated to those agencies who specialise in combating money laundering such as the GOA and for cases in which there is thought to be involvement of Mafia organisations, the DIA.

**4.2.3.** In Italy, there is one centralised Financial Intelligence Unit (FIU) within the 'Ufficio di Cambio' for dealing with suspicious transactions. All informations from this office are transmitted to the GOA and the DIA who both in turn co-ordinate their activities with the DNA. In March 1998 both the DIA and the Guardia di Finanza (responsible body for the GOA) signed a working agreement which set out guidelines to limit the possibility of duplication.

**4.2.4.** The Italian FIU is staffed by civilian personnel.

**4.2.5.** The tax authorities in Italy are required to pass on information acquired in the course of their work to the competent judicial authority, for the purpose of implementing the special legislation on organised crime.

**4.2.6.** Assets, which are seized and later forfeited, can be appropriated by police bodies and used by them in the fight against drug trafficking.

## **4.3. Controlled Deliveries**

**4.3.1.** The Europol Manual on Controlled Deliveries gives a full description of Italy's commitment to and implementation of policies in this specialist area.

**4.3.2.** Controlled deliveries in Italy, are regulated by Article 25(1) of the Law of 26 June 1990 (Article 98 of the Consolidating Act on the regulation of narcotics and psychotropic substances, Presidential Decree 309/90).

**4.3.3.** Co-ordination of controlled deliveries at both national and international levels is by law the exclusive responsibility of the DCSA, who are available on a 24 hour basis to offer help and advice.

**4.3.4.** Requests for authorisation to carry out a controlled delivery in Italy must be sent to the DCSA via the intermediary of Interpol or the Customs Co-operation Council in Brussels, or within the framework of bilateral co-operation arrangements. Such requests must include the following details: the type of drugs involved; the origin and destination of the drugs; the manner of concealment; the means of transport; the probable place and date of arrival in Italy, the probable place and date of exportation from Italy and any operational instructions. This same procedure applies to requests for deliveries of drugs in transit through Italy as well as for deliveries of drugs destined for Italy.

**4.3.5.** Although the DCSA is responsible for co-ordinating controlled deliveries, judicial authority is required to enable the drugs to be transported on Italian soil.

**4.3.6.** Police officers of the requesting country have no authority once within Italian borders but may cross Italian borders in order to accompany the controlled delivery if their presence is notified in advance. Technical monitoring assistance from other countries is also permitted.

**4.3.7.** The technological team of the DCSA is comprised of 12 personnel divided into 3 sections incorporating the use of video, audio and satellite/internet equipment.

**4.3.8.** To the end of October 2000, 10 controlled deliveries were made from other countries to Italy and 33 were made by Italian authorities within Italy. In the same period, 1 controlled delivery was carried out from Italy to another country.

#### **4.4. Other Specialist Investigation Techniques**

**4.4.1.** Other specialist investigation techniques, which are deployed, include the use of 'simulated drug buys' and undercover officers. Law 309 is the main governing authority but activities must be carried out under the co-ordination of the DCSA.

**4.4.2.** Informants are also used but the main priority is to use them to dismantle criminal organisations and not just to secure large drug seizures. No national database exists for informants.

4.4.3. Italy has an extensive witness protection programme and the numbers of co-operating defendants has significantly undermined the activities of the Mafia. Reports on the programme are made to Parliament every six months.

**4.4.3.** Italy has an extensive witness protection programme and the numbers of co-operating defendants has significantly undermined the activities of the Mafia. Reports on the programme are made to Parliament every six months.

DECLASSIFIED

## PART 5

### 5. CO-ORDINATION AND CO-OPERATION

#### 5.1. Co-operation at National Level

**5.1.1.** The main responsibility for the co-ordination and co-operation of law enforcement units in Italy concerning drugs matters lies with the DCSA. A detailed description of police authorities and how they relate to the DCSA has already been given in part 2.3 of this report.

**5.1.2.** To facilitate co-ordination of activities and the exchange of information, customs personnel are seconded to the DCSA.

#### 5.2. Co-operation at International Level

**5.2.1.** The DCSA is not confined to national matters but is also responsible for international co-operation in preventing and countering illegal traffic in drugs. In this regard, the DCSA is the central point of contact for overseas agencies.

**5.2.2.** Italy has concluded co-operation agreements with a number of different countries. The main aim of these agreements is to exchange operational information concerning the activities of organised crime. Countries with which agreements have been signed include: Albania, Algeria, Argentine, Austria, Belarus, Brazil, Bulgaria, Chile, Colombia, Croatia, Cuba, Cyprus, the Czech Republic, Egypt, France, Germany, Greece, Hungary, India, Iran, Israel, Malta, Mexico, Montenegro, Morocco, the Netherlands, Peru, Poland, Romania, Russian Federation, Slovenia, Spain, Switzerland, Tunisia, Turkey, Ukraine, the United Kingdom and Venezuela.

#### 5.3. Liaison Officers

**5.3.1.** Five Member States have DLO's posted in Italy, namely, Belgium, France, Germany, the UK and Spain.

**5.3.2.** Italy has deployed sixteen DLO's abroad and all are employed by the DCSA. Countries to which the DLO's are posted are as follows: Argentina, Bolivia, Colombia, the Dominican Republic, Lebanon, Morocco, Peru, Russia, Poland, Spain, Thailand, Turkey (2), Hungary, the United States and Venezuela. They are tasked by the Ministry of the Interior in conjunction with the Ministry for Foreign Affairs.

**5.3.3.** DLO's are not authorised to take official action in their country of posting. Their duties are limited specifically to information gathering and information exchange between the DCSA and the corresponding authorities abroad. Where special investigation techniques are used, they can act as a connecting link, providing support and co-ordination.

**5.3.4.** Other liaison channels such as Europol and Interpol are used. There are a number of examples where the involvement of Europol has facilitated joint investigation guidelines between the DSCA and law enforcement bodies from other countries, which have led to successful conclusions.

DECLASSIFIED



## PART 6

### **6. EVALUATION OF THE EFFECTIVENESS OF SYSTEMS IN ITALY RELATING TO THE FIGHT AGAINST DRUG TRAFFICKING: STRUCTURE, INTELLIGENCE, SPECIAL INVESTIGATION TECHNIQUES AND CO-ORDINATION AND CO-OPERATION.**

#### **6.1. General Comments**

**6.1.1.** The experts were impressed with the very positive approach of the Italian authorities to combating drug trafficking and other related drug problems. It was evident to the evaluation team that all of the practitioners seen take a pride in their work and that they carry out their tasks with commitment and professionalism.

**6.1.2.** Government policy on drugs is spearheaded by the Department of Social Affairs which sends a clear signal to the high priority given to health and social issues. However, this approach is accompanied and supported by the twin aim of maintaining a strong and effective law enforcement capability.

**6.1.3.** At central Government level, the evaluation team found a structured and systematic approach to the formulation of policy and strategy. All key stakeholders are consulted and a comprehensive and integrated strategy document is published which contains preventive as well as repressive measures. Facilities are in place to constantly assess trends and developments and the strategy is formally evaluated and reviewed every three years.

**6.1.4.** In Italy, the possession of drugs for personal use was decriminalised in 1993. The evaluation team heard that the lack of definition or agreement on the amount or quantity of drugs that constituted possession, still caused practical as well as legal difficulties.

**6.1.5.** It was evident that individually, law enforcement and prosecution bodies maintain their own strategies which are regularly monitored and which compliment the central approach. The experts noted that MOU's have been entered into between the Ministry of the Interior and 'discotheques' throughout Italy with regard to co-operation on tackling drug abuse amongst young people. However, the experts were surprised to learn that MOU's have not been extended to other Non-Governmental Organisations.

**6.1.6.** During the visits made, evidence was found of good planning and use of resources in areas of greatest operational risk, particularly by the DNA and the DIA. However, the evaluation team found that it was not usual practice for law enforcement bodies to maintain business plans, which incorporate expected levels of achievement, performance indicators, and resources available to achieve priorities.

**6.1.7.** One area where the law materially benefits the fight against drug trafficking is that assets seized and later forfeited can be appropriated by law enforcement agencies for their own operational purposes. The Ministry of Interior also maintains a fund from the sale of assets, which is utilised by law enforcement bodies.

**6.1.8.** In Italy, at least five law enforcement agencies can investigate drugs crimes to one degree or another, under the authority of the appropriate prosecution service (see parts 2.3. and 2.4. of this report regarding the three main police services, the DIA and the Customs). Historically, involvement by so many diverse bodies did lead to problems in co-ordination and of duplication of effort. However, the introduction of Law 309 of 1990 led the way to radical changes in the way that drugs as well as organised crime are tackled. With regard to drugs, the DCSA was created in 1991 to specifically provide co-ordination in intelligence and operational matters to law enforcement bodies. During their evaluation visit the experts found an abundance of evidence to show that this centralised structure under the auspices of the DCSA works very effectively. Clear guidelines, underpinned by clear laws and experience of working with the system has engendered a spirit of institutionalised co-operation between all agencies concerned with tackling drugs and at all levels.

**6.1.9.** Of course, problems in co-ordination between agencies and of duplication can and still do occur but the experts found evidence of systems available to deal and cope with such difficulties should they arise.

**6.1.10.** One gap in co-ordination, which was readily volunteered by the DNA, was the absence of legislation facilitating co-ordination between the DDA and the general Public Prosecutor Districts.

**6.1.11.** Another gap in co-ordination relates to the lack of defined or agreed terms of reference between the Guardia di Finanza and the Customs authorities. It was volunteered that an earlier law called for such a codified arrangement but this has still not been achieved.

**6.1.12.** Plans have been advanced for the co-location of the DCSA, the DIA and other central units such as Europol and Interpol, which should enhance the good level of co-operation, which already exists.

**6.1.13.** Despite the successes of the centralised co-ordination system, the experts considered that communication and reporting procedures are too slow in certain operational situations. For instance, under current arrangements, it can take up to 24 hours or longer to notify foreign law enforcement bodies of persons intercepted in transit with drugs. This can lead to lost opportunities in other countries to intercept or gather intelligence on other possible offenders. This is particularly true in airports where there are extremely fast ‘turnarounds’.

**6.1.14.** It was noted that most drug sections of police forces located in provincial regions are ‘generalist’ in nature and that they do not segregate into specialist teams focusing on particular types of drugs. Furthermore, there appeared to be little or no form of asset sharing between the various law enforcement bodies in terms of sharing or pooling of resources.

**6.1.15.** Prosecution, police and customs authorities in Italy appear to enjoy well structured training events centred on their technical needs. The evaluation team observed that this did not extend to judges for whom no drugs awareness events are available.

**6.1.16.** The evaluation team was told that a new intelligence system is being considered. The potential of such future investment shows the level of commitment by the Italian authorities to combating drug trafficking. In terms of current information data bases, very comprehensive systems are maintained and are utilised to good effect. For example, the DCSA ‘DADE’ system is vital to the co-ordination and direction of investigations. However, the experts found little evidence of systems in place for developing information into intelligence. Moreover, they found little evidence that intelligence is disseminated to the operational levels.

**6.1.17.** It was also noted that the types of information available does not appear to include so called 'soft data' and extends only to matters of public record such as electoral rolls or historic records such as previous convictions.

**6.1.18.** Information from informants is of course a very important intelligence tool. However, no national database of informants is held and records are limited to paper files at local stations. On a more positive note, Italy maintains a very advanced witness protection scheme, which is closely and carefully monitored and reported on to parliament every 6 months.

**6.1.19.** With regard to specialist investigation techniques and financial investigations, problems can occur with the exchange of information between the FIU in Italy (which employs civilian staff) and those of foreign FIU's, which employ police personnel. Some countries forbid the exchange of information with FIU'S employing civilian personnel.

**6.1.20.** There is also no provision under Italian law for the prosecution of an individual for money laundering when it is as a result of a drug crime for which he or she has committed without the involvement of another party.

**6.1.21.** With regard to specialist investigation techniques concerning the deployment of undercover officers and the practice of 'simulated buys' very clear legislation is in place. That said, the team considered that the laws have some notable omissions including: the lack of provision for foreign under cover officers working in Italy; the lack of protection for undercover officers and the lack of provision for informants to undertake 'simulated buys'.

**6.1.22.** With regard to specialist investigation techniques concerning controlled deliveries the evaluation team was surprised to learn that only one controlled delivery to another Member State had occurred in the 12 months to the end of October 2000. The team was told that there are good reasons for this low figure, the main one being that the main Italian airports are not drug transit points as is the case in some other Member States.

**6.1.23.** Still in an international context, the team noted that the numbers of completed ST2 forms ('Stupefians 2') submitted to Interpol were quite low and did not reflect the true volume of activity.

**6.1.24.** At practitioner levels, there appeared to be a limited awareness as to what practical help Europol can provide to assist intelligence or operational efforts. Similarly, there appeared to be a limited awareness of the European Judicial Network (EJN) including contact points and services available.

**6.1.25.** On a wider International level, a number of views were expressed by practitioners at all levels concerning possible improvements and these are included in part 6.2.7 of this report.

**6.1.26.** All questions asked by the experts during the evaluation were related to one degree or another to various international instruments relating to co-operation between law enforcement authorities on a national and international level with regard to drug trafficking. Unless specifically commented upon within this report, the experts were assured that all actions concerning the following related instruments have or are in the process of being adopted:

- The Action Plan to combat organised crime of 28 April 1997.
- The Joint Action of 14 October 1996 (concerning liaison officers).
- The Joint Action of 29 November 1996 (concerning co-operation between customs authorities and business organisations).
- The Council Resolution of 29 November 1996 (concerning drug tourism).
- The Joint Action of 17 December 1996 (concerning approximation of laws and practices).
- The Joint Action of 9 June 1997 (concerning targeting criteria and collection of customs and police information).
- The Joint Action of 16 June 1997 (concerning synthetic drugs).
- The Joint Action of 3 December 1998 (concerning money laundering).
- The United Nations Conventions of 1968, 1978 and 1998.

## **6.2. Possible Improvements**

**6.2.1.** All of the suggestions made in this part are based on the evidence found by the experts and on the input received from persons seen during the evaluation visit to Italy. The evaluation team realises that some of the suggestions are based on experiences with other legal systems and traditions and that all of them might not fit into the Italian system. Several of the suggestions made are of a minor nature, but some may be considered to be more fundamental. The experts have of course not considered resource implications in making these suggestions.

## 6.2.2. Structure

6.2.2.(A). The evaluation team heard that practical and legal difficulties occur because of the lack of agreement over what quantity of drugs constitutes possession. The evaluation team was told of one case, which caused difficulties involving a substantial amount of drugs, which was claimed to be for personal use. Problems would ease considerably, if this issue was addressed and guidelines issued.

6.2.2.(B). In Italy, there is a very visible integrated approach to the drugs problem. At a high level, policy is led by the Department of Social Affairs and health and social issues are underpinned by effective law enforcement measures. At local community levels, many different agencies work together to tackle drugs. However, apart from one example of an MOU with 'discotheques', no formal MOU arrangements exist between law enforcement agencies and other Non-Governmental Organisations. The evaluation team considers that the introduction of MOU's with trade bodies such as shipping and transport companies would further enhance the effectiveness of the fight against drug trafficking.

6.2.2.(C). The experts were impressed by the impact that law enforcement bodies have had in combating those responsible for the perpetration of drugs crimes. The experts believe that there is the potential for even better results to be achieved by the introduction at local levels of modern management planning systems which help to focus on key activities. Such systems link the setting of operational objectives to performance measurement systems and to resource management techniques. Other secondary but important benefits, are that such techniques enable easier and effective evaluation and make managers more accountable.

6.2.2.(D). During the evaluation, the experts visited Rome 'Fiumicino' airport. There, at least four agencies have the competency and opportunity to deal with drug detections, namely the Border Police (part of the State Police), Customs, Guardia di Finanza and the Carabinieri. A code of conduct has been signed between these agencies. However, the experts believe that where law enforcement agencies are located at key drugs risk points, one joint multi-agency team may be in a better position to combat drugs trafficking. Such a team would create opportunities and benefits for resource sharing, faster communication and co-operation.

6.2.2.(E). Most drug sections of police forces located in provincial regions are 'generalist' in nature and do not segregate into specialist teams focusing on particular types of drugs. The use and deployment of specialist teams is an option that could be explored with possible benefits in the pooling of expertise and resource savings.

6.2.2.(F). On a day to day basis, there appeared to be little or no form of 'asset' sharing between various law enforcement bodies in terms of pooling or sharing of resources. The evaluation team considers this to be an area, which would greatly enhance operational activity.

6.2.2.(G). The training needs of prosecution, police and customs authorities appear to be well catered for. However, the evaluation team observed that there is no drugs awareness training available for judges and that a basic awareness of key issues could assist their understanding and legal deliberations.

6.2.2.(H). In Italy, assets seized as a result of drugs trafficking and later forfeited can be appropriated by law enforcement agencies for their own operational purposes. The experts thought this to be a practical measure worthy of consideration by other Member States.

### **6.2.3. Intelligence**

6.2.3.(A). There is no doubt that the information databases maintained are very comprehensive and utilised to good effect. There is an obligation on all law enforcement officers to report information via their local systems to the DCSA who co-ordinate and direct investigations. However, the experts found little evidence of systems in place to develop information into intelligence or that intelligence is being disseminated to the operational levels. The experts consider that a more flexible intelligence system should be developed which retains the central role of the DCSA but which allows better local direct access.

6.2.3.(B). Italian legislation provides for the storage of so called 'soft data' but the evaluation team found that information databases were limited to matters of public record such as electoral rolls or historic records such as previous convictions. This is an issue, which should be addressed.

6.2.3.(C). Though more of a case control database than an intelligence database, the experts consider that the SIDDA/SIDNA systems operated by the DNA have potential resource saving benefits and are worthy of consideration by other Member States.

#### **6.2.4. Special Investigation Techniques - Financial Investigations**

6.2.4.(A). Problems can occur with foreign FIU's where police personnel are employed and whose laws forbid the exchange of information with FIU's employing civilian personnel (like Italy). This is a matter, which could present obvious difficulties to the effectiveness of investigations, and steps should be taken to review and improve the situation.

6.2.4.(B). Italian law contains no provision for the prosecution of a money laundering offence for an individual who has committed a related drug crime without the involvement of another party. This anomaly is another legal issue, which should be reviewed.

#### **6.2.5. Special Investigation Techniques - Controlled Deliveries**

6.2.5.(A). Only one controlled delivery from Italy to another Member State occurred in the 12 months to the end of October 2000. The team was told that there are good reasons for this low figure, the main one being that the main Italian airports are not drug transit points as is the case in some other Member States. However, the experts believe that slow communication and reporting procedures may be a contributory factor. For instance, under current arrangements, it can take up to 24 hours or longer in Italy to notify foreign law enforcement bodies of persons intercepted in transit with drugs. Such delays, can lead to lost opportunities in other countries to intercept or gather intelligence on other possible offenders. The experts consider that a more flexible and 'fast track' approach should be developed for the communication and reporting procedures when foreign nationals are intercepted for drugs offences.

#### **6.2.6. Other Specialist Investigation Techniques**

6.2.6.(A). One area where there are very clear and practical guidelines concerns the protection of witnesses. The evaluation team considers that these guidelines are worthy of wider circulation to other Member States to facilitate and sponsor good practice.



6.2.6.(B). Other specialist investigation techniques discussed for possible improvements, were informants and the laws relating to the deployment of undercover officers and the practice of ‘simulated buys’. On the subject of informants, there was general agreement to the idea of introducing a national informants database. On the subject of undercover officers and ‘simulated buys’, the team considered that gaps in legislation needed to be addressed concerning : the lack of provision for foreign undercover officers working in Italy; the lack of protection for undercover officers and the lack of provision for informants to undertake ‘simulated buys’.

### **6.2.7. Co-ordination and Co-operation at National Level**

6.2.7.(A). In Italy, there is no legislation to enable co-ordination between the DDA and the general Public Prosecutor Districts. Currently, the Chief of the DNA ensures that good communication is maintained by holding regular meetings with General Public Prosecutors. However, there was general agreement that the situation would be improved if the relationship had a formal legal basis.

6.2.7.(B). The experts learnt of a formal gap in co-ordination the Guardia di Finanza and the Customs authorities. Existing Italian law requires such a codified arrangement but to date this has not been achieved. Relationships between the two bodies are good but the experts consider that co-ordination and co-operation would be enhanced and strengthened if underpinned by formal arrangement.

6.2.7.(C). The evaluation experts support the plans, which have been advanced for the co-location of the DCSA, the DIA and other central units. Such a move has the potential to improve upon the high level of co-operation, which already exists. The experts also consider that the secondment of officers between the two services would assist understanding and facilitate more effective communication.

### **6.2.8. Co-ordination and Co-operation at International Level**

6.2.8.(A). It was noted by the evaluation team that the numbers of completed ST2 forms submitted to Interpol were quite low and did not reflect the true volume of activity. This problem needs to be addressed by the Italian authorities and rectified.

6.2.8.(B). At practitioner levels, there appeared to be a limited awareness as to what practical help Europol can provide to assist operational and intelligence efforts. Similarly, there appeared to be a limited awareness of the European Judicial Network (EJN) including contact points and services available. These issues need to be resolved by the Italian authorities in conjunction with Europol and their EJN contact point respectively.

6.2.8.(C). During the visit, the initiative to set up a computerised records system for customs purposes in the European Union was discussed. The team believes that the results from this project should be monitored with a view to assessing the potential for expanding the network to all law enforcement disciplines.

6.2.8.(D). A discussion also took place during the evaluation visit on the United Nations Convention of 1988. A view was put forward that the schedules relating to the definitions of drugs were too rigid. It was said that this impeded effective law enforcement measures because amendments to the schedules took a great deal of time and were always far behind the constant expansion of and introduction of new drug products.

DECLASSIFIED

## PART 7

### **7. GENERAL CONCLUSIONS AND RECOMMENDATIONS TO ITALY, AND, WHERE APPROPRIATE TO OTHER MEMBER STATES OF THE EUROPEAN UNION:**

**7.1.** The evaluation team found it appropriate to make a number of recommendations to the Italian authorities. This should not detract from the fact that Italy has an excellent record with regard to the combating of drug trafficking and the suggestions made by the evaluation team are only intended to add value to what is already an effective and structured system.

**7.2.** The experts would like to summarise their suggestions in the form of the following recommendations:

**a) to Italy:**

- should consider the introduction of guidelines to determine what quantity of drugs constitutes personal possession (see 6.2.2.A).
- should consider extending the use of MOU's between law enforcement agencies and trade bodies to enhance the effectiveness of the fight against drug trafficking (see 6.2.2.B).
- should consider the introduction of management planning systems at local levels for all law enforcement agencies so that operational targets, performance measures and resource management techniques are linked (see 6.2.2.C).
- should consider piloting a trial to replace different law enforcement agencies with one joint multi-agency team where they are co-located at key drugs risk points such as significant airports and sea ports (see 6.2.2.D).
- should consider piloting a trial to deploy specialist drug teams in place of those of a generalist nature (see 6.2.2.E).

- should consider the sharing or pooling of resource assets between law enforcement bodies in order to enhance operational effectiveness and efficiency (see 6.2.2.F).
- should ensure that an analysis of drugs awareness training needs is carried out for judges and that appropriate training is introduced and evaluated (see 6.2.2.G).
- should circulate for the consideration and information of other Member States details of the scheme, which utilises seized assets for law enforcement purposes (see 6.2.2.H).
- should research and implement systems for the development of information into intelligence and ensure that the intelligence is disseminated to the operational levels (see 6.2.3. A).
- should review the definitions and classifications used for storing intelligence on databases containing so called 'soft data' (see 6.2.3.B).
- should circulate for the consideration and information of other Member States details of the SIDDA/SIDNA case control systems (see 6.2.3.C).
- should review and consider the amendment of legislation which does not provide for the prosecution of a money laundering offence where an individual has committed a related drug crime without the involvement of another party (see 6.2.4.B).
- should review communication and reporting procedures when foreign nationals are intercepted for drugs offences, to ensure a flexible and expedite approach (see 6.2.5.A).
- should circulate for the consideration and information of other Member States details of witness protection guidelines (see 6.2.6.A).
- should research the need and introduction of a national informants database (see 6.2.6.B).
- should review legislation to consider the introduction of amendments allowing for the provision of foreign undercover officers to work in Italy (see 6.2.6.B).

- should review legislation allowing for the provision of informants to undertake 'simulated buys' (see 6.2.5.B).
- should introduce legislation to enable formal co-ordination between the DDA and the general Public Prosecutors (see 6.2.7.A).
- should determine formal guidelines and terms of reference between the Guardia di Finanza and the Customs authorities (see 6.2.7.B).
- should implement plans to co-locate the DCSA, the DIA and other central units to enhance co-operation (see 6.2.7.C)
- should consider the secondment of officers between the DCSA and the DIA to assist understanding and more effective communication (see 6.2.7.C).
- should ensure that completed ST2 forms are submitted promptly to Interpol (see 6.2.8.A).
- should work with Europol to raise awareness amongst law enforcement personnel, of the services Europol can provide (see 6.2.8.B).
- should promote greater awareness of the EJM including contact points and services available (see 6.2.8.B).

**b) To Other Member States and the European Union**

- should monitor the results from the initiative to set up a computerised records system for Customs purposes in the European Union with a view to assessing the potential for expanding the network to all law enforcement agencies (see 6.2.8.C).
- should discuss the need and possibility of approaching the United Nations in order to review the schedules of the UN Convention of 1988, so that more flexible definitions of drugs can be used to aid the effectiveness of law enforcement measures (see 6.2.8.D).

- should review and consider the amendment of legislation which prevents the exchange of information between FIU's employing police personnel and those employing civilian personnel (see 6.2.4.A).

---

DECLASSIFIED

## **VISITING PROGRAMME AND LIST OF PERSONS SEEN**

### **Monday, 11 December**

#### **Visit to DCSA, Rome**

Dr. Innocenti  
R. Petrachi  
R. Pietroni  
G. Cedola  
Mrs. Dramissino  
F. Spano

### **Tuesday, 12 December**

#### **a) Visit to DIA, Rome**

A. Capuano  
Mr. Mantini  
Mr. Tomassali

#### **b) Visit to Rome "Leonardo da Vinci" Airport**

Meeting with members of the Police and Customs services.

### **Wednesday, 13 December**

#### **Visit to State Police, Carabinieri and Guardia di Finanza, in Florence**

Meeting with Directors of the Provincial Operational Services of all Police Forces.

### **Thursday, 14 December**

#### **Visit to DNA, Rome**

Meeting with the participation of Judges of the General Directorate for Criminal Affairs of the Ministry of Justice.

### **Friday, 15 December**

#### **Visit to DSA, Rome**

Meeting at the DSA with persons seen on Monday 11 December.

## GLOSSARY OF TERMS

AT .....	Customs Revenue Register
CIS .....	Customs Information System
DADE.....	Law Enforcement data base of the DSCA
DCSA.....	Central Directorate for Drugs Control
DDA.....	District Anti-Mafia Prosecutors
DIA.....	Anti-Mafia Investigation Directorate
DLO .....	Drug Liaison Officer
DNA.....	National Anti-Mafia Public Prosecutors Office
EJN.....	European Judicial Network
FIU .....	Financial Intelligence Unit
GIP .....	Criminal Investigation Judges
GOA.....	Operational Anti-Drugs Group
MOU's .....	Memorandums of Understanding
OISIN.....	EU Programme for Police/Law enforcement Co-operation and Training
PERT .....	Programme Evaluation and Review Technique
ROS.....	Carabinieri Special Operational Anti-Crime Section
SCA.....	Customs Regional Fraud Services
SCENT.....	Customs Enforcement Network System
SCOP.....	Central Operational Office of State Police
SIDDA .....	DDA Case Control data base
SIDNA .....	DNA Case Control data base
SIS.....	Schengen Information System
ST2.....	Stupefians 2
SVAD.....	Customs Anti-Fraud Surveillance Service
TAI.....	Law enforcement data base
UCA .....	Customs Central Fraud Unit