

*'.....Working every day for the people of Scotland  
– dismantling Serious Organised Crime.....'*



**SCOTTISH CRIME AND DRUG ENFORCEMENT AGENCY**

**ANNUAL PLAN**

**2009–2010**

SCDEA is maintained by the  
SCOTTISH  
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# Our Vision, Mission and Values

## Our Vision

*To protect Scotland's communities from Serious Organised Crime*

## Our Mission

*Working every day for the people of Scotland – dismantling Serious Organised Crime*

## Our Values

### *Trust and Commitment*

- The Scottish Government's stated purpose is 'to focus both Government and public services on creating a more successful country with opportunities for all of Scotland to flourish, through increasing sustainable economic growth'.
- To achieve this purpose, the Scottish Government has set five Strategic Objectives including making Scotland Wealthier and Fairer, Healthier, Safer and Stronger, Smarter and Greener. We will play a vital role in making Scotland's communities safer, whilst contributing to all five Strategic Objectives.
- Under the provisions of the Police, Public Order and Criminal Justice (Scotland) Act 2006, the SCDEA is set a number of strategic priorities and this plan will outline those priorities and how we will measure our performance towards their delivery.
- The SCDEA will work with the Scottish Government and the Scottish Police Service towards a safer and stronger Scotland where citizens and communities are not blighted by the effects of Serious Organised Crime.

## Director General's Foreword



**Gordon Meldrum**  
Deputy Chief Constable  
Director General

*'...significant contribution made  
by the men and women of the  
SCDEA....'*

In accordance with the requirements of Section 14 of the Police, Public Order and Criminal Justice (Scotland) Act 2006, I have pleasure in submitting the Scottish Crime and Drug Enforcement Agency (SCDEA) Annual Plan for 2009-2010 to the Scottish Police Services Authority (SPSA) Board for approval.

This Plan describes our strategic priorities set by Scottish Government Ministers, together with the funding available to the Agency and the manner in which I propose to allocate this funding. For the first time, I have also included a set of corporate SCDEA objectives, key performance indicators and targets against which we will measure our performance and overall contribution towards making Scotland a safer and stronger place to live.

The world around us has changed in many ways during the previous 12 months. In last year's Plan I mentioned that economies were rapidly changing to accommodate new business practices. We are all too aware of just how 'rapidly' the global economic picture has changed recently and we are working hard to assess the opportunities this may present to Serious Organised Crime Groups as they seek to intimidate, corrupt and undermine legitimate structures.

I look forward to the next 12 months, the period this Plan covers, and the opportunities, fresh challenges and no doubt difficult decisions that come with it. The Government's Serious Organised Crime Taskforce is developing and will soon deliver the first Serious Organised Crime Strategy for Scotland. The Agency is leading on a significant piece of work on behalf of the Association of Chief Police Officers in Scotland to better understand the true nature and extent of the threat, risk and harm posed by Serious Organised Crime Groups to communities across Scotland. In addition, the Cabinet Secretary for Justice has instructed a Review of the SCDEA to ensure that we have the capacity and capability to meet the challenges of the future. All of these developments are of strategic significance to the future direction of the Agency and I welcome the current focus on Serious Organised Crime and the debate which surrounds it.

With the continued support of the SPSA and by working in partnership with the Scottish Police Service and many other private, public and third sector organisations, we will deliver the commitments set out in this Plan. In doing so, I am confident that the significant contribution made by the men and women of the SCDEA will continue to be recognised by all and that, in turn, we will continue to make Scotland a difficult and challenging operating environment for those involved in Serious Organised Crime.

# Introduction

## Protecting our Communities

The Scottish Crime and Drug Enforcement Agency exists to protect the 5.1 million people of Scotland through prevention and detection of Serious Organised Crime as it affects our communities at a national and international level.<sup>1</sup> Our evidence suggests that organised criminal groups will trade in any commodity wherever there are opportunities for profitability. These groups can and will change the commodity they are involved in for example, from drug trafficking to human trafficking to firearms trafficking to money laundering.

## Proven success in what we do

We have a proven track record of significant success in identifying, investigating and detecting those involved. Such criminals are generally motivated by two things – power and profit; power to influence and corrupt and profit through wealth created from their criminality. The outcomes from the imminent Scottish Serious Organised Crime Strategy, to be presented by the Serious Organised Crime Taskforce (SOCT) will shape the Agency's approach to how we support the strategy aims and objectives in the future.

## Partnership working to achieve results

As part of the Scottish Police Service, our aim is to reduce the threat, risk and harm posed by Serious Organised Crime. In pursuing that agenda, we rely on the continuing support of and work in partnership with the Association of Chief Police Officers in Scotland (ACPOS), the Scottish Police Forces, the Crown Office and Procurator Fiscal's Service (COPFS), our other law enforcement partners across the UK and beyond, the Scottish Government and most importantly the general public. We also work in partnership with local authorities and national bodies, using appropriate investigative and interventionist tactics to achieve a common goal making our communities safer.

<sup>1</sup> Under the provisions of the Police, Public Order and Criminal Justice (Scotland) Act 2006 Section 1(2)

# SCDEA Strategic Priorities – as set by Scottish Government

- Work with and in support of the Scottish Police Service and other law enforcement agencies to tackle, disrupt and dismantle Serious Organised Crime Groups with an emphasis on Class A drugs and money laundering through targeted intelligence, interventions and enforcement activity.
- Use the Proceeds of Crime Act 2002 to maximise the identification of assets for restraint and to support recovery of such assets through criminal confiscation and civil recovery.
- Mainstream organised crime mapping into daily business whilst working in partnership with Scottish Government, ACPOS and partner agencies, to use the product to inform policy and strategy and to drive tactical activity, at local and national levels, impacting on those crime groups and individuals that cause the greatest threat, risk and harm to our communities.
- Work with the Scottish Government and the Association of Chief Police Officers in Scotland (ACPOS) to support legitimate businesses by identifying and pursuing opportunities for innovative intervention tactics and techniques in the fight against Serious Organised Crime.

## Priorities that reflect our business year on year

The SCDEA strategic priorities have been set by Scottish Ministers in support of Scottish Government objectives, after a consultation with our partners and stakeholders. For 2009-2010, the strategic priorities are very similar to those of the previous year, reflecting the reality that SCDEA business remains constant and that we are committed to a long-term strategy to fully demonstrate our impact on Serious Organised Crime.

## Aligning our priorities

The priorities are aligned with the high level objectives outlined in the Scottish Policing Performance Framework (SPPF), demonstrating the continued commitment of SCDEA to assisting Forces in the fight against Serious Organised Crime.

## Linking our priorities

The strategic priorities have evolved from key areas identified by the Scottish Strategic Assessment, a document produced by ACPOS that gives a strategic picture of crime and disorder issues and makes recommendations on the way to tackle them through prevention, intelligence and enforcement.

## Enabling prioritisation

This information in turn enables the production of the SCDEA Strategic Assessment which gives a strategic picture of Serious Organised Crime in Scotland, together with the accompanying Control Strategy which is the mechanism that enables identification of priority areas to be tackled.

# Our Plan

Strategic Priorities			
Work with and in support of the Scottish Police Service and other law enforcement agencies to tackle, disrupt and dismantle Serious Organised Crime Groups with an emphasis on Class A drugs and money laundering through targeted intelligence, interventions and enforcement activity	Use the provisions in the Proceeds of Crime Act 2002 to maximise the identification of assets for restraint and to support recovery of such assets through criminal confiscation and civil recovery	Mainstream organised crime mapping into daily business whilst working in partnership with Scottish Government, ACPOS and partner agencies, to use the product to inform policy and strategy and to drive tactical activity at local and national levels, impacting on those crime groups and individuals that cause the greatest threat, risk and harm to our communities	Work with the Scottish Government and ACPOS to support legitimate businesses by identifying and pursuing opportunities for innovative intervention tactics and techniques in the fight against Serious Organised Crime
Agency Objectives			
Continually improve our results and evaluate their impact on Serious Organised Crime Groups Support SCDEA and law enforcement partners with appropriately skilled people Provide clear evidence, supported by analysis, that we have delivered our statutory function as defined in the Police, Public Order & Criminal Justice (Scotland) Act 2006	Develop the Scottish Money Laundering Unit as a centre of excellence in financial investigations which weakens Serious Organised Crime Groups and makes them vulnerable to criminal, civil and /or tax proceedings	Ensure Serious Organised Crime Group Mapping project outcomes are prioritised, owned and actively managed Develop a model for lifetime management and continuous improvement of the Scottish Serious Organised Crime Group Mapping Project	Develop interventions capability through enhanced collaborative working and knowledge transfer in support of legitimate business Support the Scottish Police Service and Partners through the role and remit of the National Drugs Co-ordinator
Key Performance Indicators (KPIs)			
Operate within budget and deliver 2% cashable efficiency savings Number, time and type of SCDEA assistance to Forces within agreed delivery dates Number, type and value of Commodity seizures Number of level 3 arrests Production of Strategic Assessment Implementation of new SCDEA Training Plan	Net value of assets reported for restraint Net value of assets reported for civil recovery Value of recovered productions in criminal investigations Net value of referrals to other partners	Key milestones achieved, enabling the change from mapping project to mainstream business Identification of an appropriate model to manage and improve mapping of Serious Organised Crime	Key project milestones achieved on time Delivery of three intervention events to support legitimate business Delivery of the Choices for Life event programme Production of the SCDEA Compendium – prevention, intelligence and enforcement tactical options document

# Delivering Our Strategic Objectives

Strategic Priority One	Our Objectives	Our Actions
Work with and in support of the Scottish Police Service and other law enforcement agencies to tackle, disrupt and dismantle Serious Organised Crime Groups with an emphasis on Class A drugs and money laundering through targeted intelligence, interventions and enforcement activity	<ul style="list-style-type: none"> <li>Continually improve our results and evaluate their impact on Serious Organised Crime Groups</li> <li>Support SCDEA and law enforcement partners with appropriately skilled people</li> <li>Provide clear evidence, supported by analysis, that we have delivered our statutory function as defined in the Police, Public Order &amp; Criminal Justice (Scotland) Act 2006</li> </ul>	<ul style="list-style-type: none"> <li>Operate within budget and evidence 2% cashable efficiency savings · <b>Target 2%</b></li> <li>Measure the level and type of SCDEA assistance to Forces within agreed delivery dates</li> <li>Evidence the number, type and value of Commodity seizures · <b>Target Class A 300kgs</b></li> <li>Collate the number of level 3 criminality arrests · <b>Target 45 arrests</b></li> <li>Produce the SCDEA Strategic Assessment · <b>Target November 2009</b></li> <li>Implement the new SCDEA Training Plan · <b>Target March 2010</b></li> </ul>

*‘Working with and in support of our law enforcement partners to disrupt and dismantle Serious Organised Crime’*

Strategic Priority Two	Our Objectives	Our Actions
Use the provision in the Proceeds of Crime Act 2002 to maximise the identification of assets for restraint and to support recovery of such assets through criminal confiscation and civil recovery	<ul style="list-style-type: none"> <li>Develop the Scottish Money Laundering Unit as a centre of excellence which weakens Serious Organised Crime groups and make them vulnerable to criminal, civil and/or tax proceedings</li> </ul>	<ul style="list-style-type: none"> <li>Measure the net value of assets reported for restraint · <b>Target £8.5m</b></li> <li>Measure the net value of assets reported for civil recovery</li> <li>Assess the value of recovered productions in criminal investigations</li> <li>Assess the net value of referrals to other partners</li> </ul>

*‘A centre of excellence using innovative techniques to weaken serious organised crime and recover assets’*

# Delivering Our Strategic Objectives

Strategic Priority Three	Our Objectives	Our Actions
Mainstream organised crime mapping into daily business whilst working in partnership with Scottish Government, ACPOS and partner agencies, to use the product to inform policy and strategy and to drive tactical activity at local and national levels, impacting on those crime groups and individual that cause greatest threat, risk and harm to our communities	<ul style="list-style-type: none"> <li>• Ensure Scottish Serious Organised Crime Group Mapping project outcomes are prioritised. Owned and actively managed</li> <li>• Develop a model for lifetime management and continuous improvement of the Scottish Serious Organised Crime Group Mapping project</li> </ul>	<ul style="list-style-type: none"> <li>• Key milestones achieved, enabling the change from Mapping project to mainstream business</li> <li>• Identification of an appropriate model to manage and improve mapping of Serious Organised Crime</li> </ul>

*‘Driving tactical activity to impact on crime groups that cause greatest threat, risk and harm to our communities’*

Strategic Priority Four	Our Objectives	Our Actions
Work with the Scottish Government and ACPOS to support legitimate businesses by identifying and pursuing opportunities for innovative interventions tactics and techniques in the fight against Serious Organised Crime	<ul style="list-style-type: none"> <li>• Develop interventions capability through enhanced collaborative working and knowledge transfer in support of legitimate business</li> <li>• Support the Scottish Police Service and partners through the role and remit of the National Drugs Co-ordinator</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure that key project milestones are achieved on time</li> <li>• Deliver three intervention events to support legitimate business · <b>Target by March 2010</b></li> <li>• Deliver the ‘Choices for Life’ event programme to Scottish schoolchildren · <b>Target by September 2009</b></li> <li>• Produce the SCDEA compendium – prevention, intelligence and enforcement tactical options document · <b>Target by June 2009</b></li> </ul>

*‘Bringing innovative interventions tactics and techniques in the fight against Serious Organised Crime’*

# Measuring Our Success • 2009-2010

## Our Key Performance Measurements for 2009-2010

Strategic Priorities	Key Performance Indicators & Targets
<p><b>Strategic Priority</b> <b>1</b></p>	<ul style="list-style-type: none"> <li>• <b>Operate within the budget set by Scottish Government and deliver 2% cash releasing efficiency savings</b> – this indicator will provide evidence of SCDEA programme efficiency and support the drive towards long-term sustainable efficiency.</li> <li>• <b>Number, time and type of SCDEA Assistance to Forces within agreed delivery dates</b> – this indicator will include measurement of assistance provided by all Operational and Intelligence units, e-crime, Interventions, Technical Support Unit and Witness Protection. This indicator will also evidence all presentations and training delivery, to demonstrate knowledge transfer.</li> <li>• <b>Commodity seizures</b> – this indicator will include all classes of drugs and any other commodity seized from a Serious Organised Crime Group that is being used to maintain and underpin criminality, for example, apparatus and mixing agents. The target set for 2009-2010 is 300kgs for Class A (this reflects the previous three year average seizure figure of 226kgs plus an aspirational increase to work towards).</li> <li>• <b>No of level 3 arrests</b> – this indicator will demonstrate SCDEA achievement in arresting criminals identified as being part of Serious Organised Crime Groups (level 3 means that individuals arrested have been flagged with the Serious Organised Crime Agency as Impacting on level 3 criminality at time of arrest). The target for 2009-2010 is 45, to reflect the previous three year average of 40 plus, an aspirational increase to work towards.</li> <li>• <b>Production of Strategic Assessment by November 2009</b> – this indicator supports the requirement for robust analysis to support all SCDEA activity. The timeline will ensure the content can inform SCDEA annual planning and Scottish Government thinking on future SCDEA strategic priorities.</li> <li>• <b>Development and Implementation of SCDEA Training Plan by March 2010</b> – this indicator will provide evidence that training and development requirements for our SCDEA people are being progressed in order to support our business objectives.</li> </ul>

## Measuring Our Success • 2009-2010

Strategic Priorities	Key Performance Indicators & Targets
<p><b>Strategic Priority 2</b></p>	<ul style="list-style-type: none"> <li>• <b>Net value of assets reported for restraint</b> – this indicator demonstrates that net value is more meaningful in relation to realisable assets. The target for 2009-2010 will be £8.5m, which includes the potential for ‘one-off’ seizures that have previously been identified.</li> <li>• <b>Net value of assets reported for civil recovery</b> – this indicator enables the SCDEA to evidence assets reported outwith the prosecution process.</li> <li>• <b>Value of recovered productions in criminal investigations</b> – this indicator enables the SCDEA to evidence items gained from the proceeds of criminal activity and to assess the importance of these productions in relation to the impact on future Serious Organised Crime Group activity.</li> <li>• <b>Net value of referrals to other partners</b> – this indicator enables demonstration of working in partnership with other agencies, for example, HMRC and SOCA.</li> </ul>
<p><b>Strategic Priority 3</b></p>	<ul style="list-style-type: none"> <li>• <b>Key milestones achieved, enabling the change from mapping project to mainstream business</b> – the indicator will demonstrate that the SCDEA has met key steps towards making Serious Organised Crime Mapping part of everyday business.</li> <li>• <b>Identification of an appropriate model to manage and improve mapping of Serious Organised Crime</b> – the indicator will provide evidence that there is a mechanism to progress mapping outcomes in the future, to facilitate mapping to become part of every law enforcement business.</li> </ul>
<p><b>Strategic Priority 4</b></p>	<ul style="list-style-type: none"> <li>• <b>Key project milestones achieved on time</b> – this indicator will demonstrate that Intervention project deliverables have been achieved, including new projects in relation to target-hardening areas.</li> <li>• <b>Delivery of three Intervention events to support legitimate business by March 2010</b> – this indicator will demonstrate the SCDEA strategic commitment to supporting legitimate businesses.</li> <li>• <b>Delivery of the Choices for Life event programme by September 2009</b> – this indicator will provide evidence that the SCDEA is working with the Scottish Government and ACPOS in support of the remit of the National Drugs Co-ordinator.</li> <li>• <b>Production of the SCDEA Compendium – prevention, intelligence and enforcement tactical options document by June 2009</b> – this indicator will provide evidence of SCDEA innovative tactics underpinning intervention aims and objectives.</li> </ul>

## Measuring Our Success • The Future

The SCDEA commissioned an academic review of our current Key Performance Indicators (KPIs) in early 2009, to enable close scrutiny of our existing performance measurement criteria and provide us with a direction of travel for the future.

Although the current system utilises robust targets and desired outcomes that our people work hard to achieve, it was felt that our performance measures could be improved to reflect the changing social context within which the SCDEA operates. We employ a flexible range of preventative tactics and intervention strategies on a daily basis to achieve significant impact on the Serious Organised Crime Groups that we target and we wanted to find a better way to demonstrate our success in this area.

Critically, our performance indicators should measure *what we do every day*. Simply put, they will tell our customers what we will do to achieve our objectives and thus support our strategic priorities.

The review analysed the issues raised by way of a comparative study of KPIs in other sectors. It addressed the major problem of how to measure harm in communities and considered realistic ways in which SCDEA activity might be judged against the short, medium and long-term goals which constitute the overall aim of reducing harm.

The review then proposed that a more appropriate performance management framework for the SCDEA would measure its impact on levels of harm in Scotland through its operational and preventative activities. From their review of performance management models, the authors concluded that the process of devising and refining KPIs for the SCDEA required a course of development and monitoring and they suggested a framework that incorporates three dimensions: programme logic; pathway models; and evaluation panels. They have proposed this three-dimensional model as a framework for developing and testing outcome-focused KPIs.

Our revised SCDEA KPIs for 2009-2010 reflect the move away from a purely quantitative measurement of performance towards a more meaningful and qualitative approach that will support development of the three-dimensional model proposed by the Review. They will be subject to assessment and development throughout 2009 so that by 2010 we will have a tried and tested method of performance measurement that will demonstrate more fully our impact on the criminal groups that threaten the people of Scotland.

# Our Resources

Scottish Ministers have set out the Grant-In-Aid to SPSA for 2009-2010, including the amount which is ring-fenced to maintain the SCDEA. After necessary adjustments, the funding that is available to the SCDEA is £23.7m.

The distribution of our budget is shown in the adjacent chart. It demonstrates the apportionment of resources to enable maintenance and development of the core business of SCDEA, as well as the range of support services that are critical to delivery of our priorities.

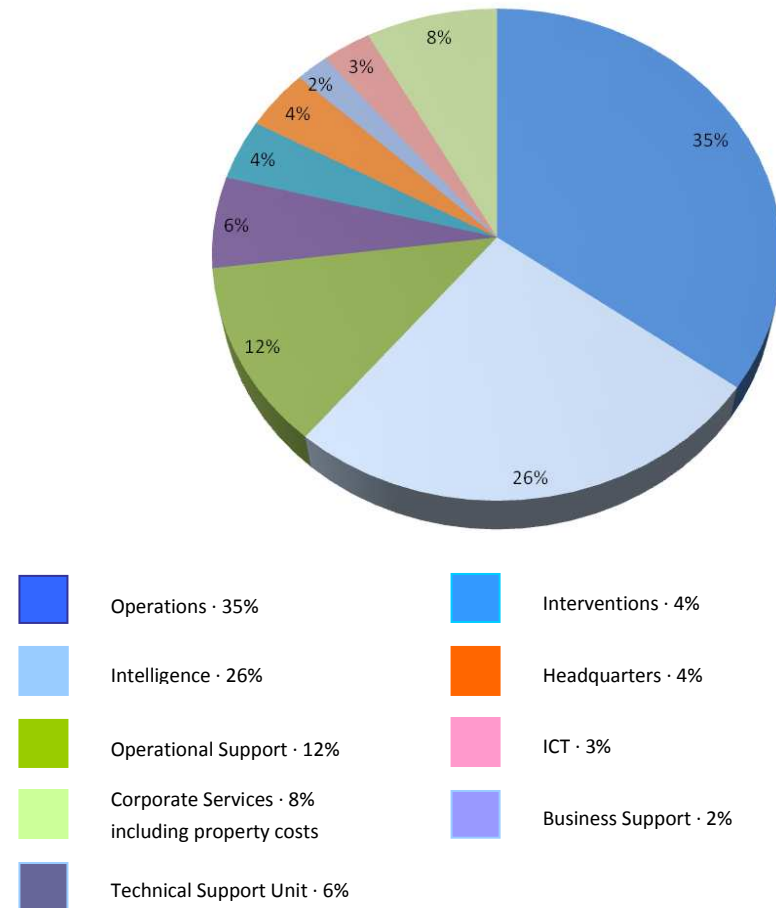
## Making the best use of our financial resources by improving ways of working

The SCDEA is committed to identifying efficiencies and continuous improvement across the entire organisation in order to support the Scottish Government goal “to improve public sector efficiency through the generation of 2% cash releasing efficiency savings per annum.”

We achieved this target in 2008-2009 through a variety of continuous improvement initiatives and effectively capturing ongoing savings. In 2009-2010 the SCDEA will continue to demonstrate a commitment to pursuing potential efficiencies in all business areas.

We are currently engaged in a process mapping exercise across all areas of our business with a view to streamlining ways of working and identifying any duplication of effort, as well as the potential for introducing technological solutions to existing processes which will aid a more efficient use of resources.

Distribution of SCDEA Budget 2008-2009



# Our Resources

## Realising the full potential of our people

In order to meet this challenge, whilst informing further resourcing options for the SCDEA, we are undergoing a significant internal review of our structure, skills and knowledge base to ensure that the SCDEA remains fit to fulfil its purpose in the years to come. Future recommendations from the completed review will be progressed within the SCDEA in the coming year.

The SCDEA aims to demonstrate our commitment to equality and diversity in all that we do and our recruitment policies support this goal. We continually strive for the appropriate balance of seconded police officers and permanent police staff, equipped with the relevant specialist skills and knowledge.

## Enabling evaluation of how effective we are

The Scottish Government provides a framework which enables all public sector bodies to be robustly and independently assessed on how efficient they are. To this end, the SCDEA will conduct a series of Best Value Reviews in 2009-2010 and self-assessment across all areas of business, in line with current HMICS<sup>2</sup> proposals to identify and evidence the effective and efficient use of resources.

As part of the HMICS self-inspection process, SCDEA developed an action plan detailing areas for appropriate improvement. Strategies to deliver against the action plan have been developed and will be implemented during 2009-2010. The European Framework for Quality Management (EFQM) provides the model upon which we will report our progress.

<sup>2</sup> HMICS – Her Majesty's Inspectorate of Constabulary in Scotland

# Managing Risk

We are alert to the ever-changing external environment within which the SCDEA operates and we seek to provide a level of assurance that we are equipped and ready to address any risks which threaten our priorities and objectives. However, given the nature of our business, there are a number of risks which cannot be described in a public-facing document.

Potential Risk	What Will We Do?
The specific skills required to conduct SCDEA business are not in place at the right time	We will ensure that our succession plans and recruitment practices reflect the skills required to maximise SCDEA capability
Increase in technological advances which have the potential to be exploited by Serious Organised criminals	We will continually monitor developments in the ICT community to identify, at an early stage, any potential impact on the operational effectiveness of the SCDEA
Financial constraints on the SCDEA impact on operational activity	We will ensure that there are prudent financial management systems in place to make the most effective and efficient use of available funding
There are changes in the markets within which Serious Organised Crime Groups operate, impacting upon our potential effectiveness	We will ensure that there are robust information and intelligence-gathering procedures in place that enable us to assess the activities of Serious Organised Crime Groups
A critical incident (for example a terrorist attack) results in a redeployment of SCDEA personnel that impacts upon our capacity to meet our strategic priorities and objectives	In the event of a critical incident taking place, we will conduct an assessment of the impact on our ability to deliver our strategic priorities and objectives

## Commitment to Sound Governance

The SCDEA has robust internal governance and reporting structures that facilitate the appropriate levels of scrutiny and evaluation of how well we are progressing towards our Strategic Priorities and Agency objectives.

SCDEA quarterly Governance and Performance Management meetings ensure regular, detailed reporting on how the Agency is progressing throughout the year.

Monthly Scottish Police Services Authority (SPSA) Board meetings provide an opportunity for the Director General to report to the Authority on all business areas within the SCDEA.

The SCDEA also share this information with many different partners, for example, ACPOS Council and the Serious Organised Crime Taskforce (SOCTF). This provides additional opportunities to discuss the Agency's performance in relation to the wider policing environment.

## In Conclusion

This document sets out our Plan for the forthcoming year, a year that will see many challenges both for the SCDEA as well as the people of Scotland, particularly with regard to our current economic climate.

We hope that it gives clarity to our mission and articulates how we will work hard every day to protect the people of Scotland from the threat, risk and harm posed by Serious Organised Crime Groups.

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