

Chief Constables' Council

Title: Police Race Action Plan – Session 1

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1. Purpose

This paper is to provide an update to council members on the progress of the Race Action Plan.

2. Recommendations

2.1 Chief Constables are recommended to:

- i. **Note the update provided.**
- ii. **Consider the requests for ongoing support for the work of the PRAP namely:**
 - **Secure a volunteer Chief Officer to lead the PRAP portfolio.**
 - **Approve funding for Superintendent, Data Analyst, and Business Support Officer roles in either scenario to maintain national coordination, delivery, and assurance.**

3. Update on Progress

Chief Constables are advised that:

3.1 Independent scrutiny and advice

A major focus for PRAP is ensuring the plan continues to have ongoing independent scrutiny, advice and engagement with and from communities. Discussions are ongoing with leading civil society groups, within policing and with statutory partners to explore alternative models from next year.

Civil society groups are developing a proposal and we anticipate this will be finalised in mid-November. The Home Office is

engaged in this process and is continuing to have discussions with civil society groups as well as the PRAP team. ISOB and the NBPA have publicly expressed a preference for ongoing independent scrutiny for the plan to be based within the Home Office. We are also having discussions on this subject with the Cabinet Office's [Race Equality Engagement Group](#).

We have raised the prospect of a broader review of independent scrutiny and advice for policing nationally with several portfolios and programmes and those discussions remain ongoing. Other groups which provide independent advice and engagement have been identified across policing and the wider criminal justice system and we continue to explore collaboration opportunities.

The College of Policing through PRAP is leading on the creation of new guidance for local forces to carry out independent advice and scrutiny. This is expected to include a national position on vetting and payment of scrutiny panel and advisory group members. This guidance is expected to be published early in the new year alongside the new authorised professional practice for stop and search.

3.1.2 Knowledge sharing

Three forces – Avon and Somerset, Hertfordshire and North Yorkshire – have offered to host regional knowledge sharing events for PRAP in October, which PRAP SPOCs from every force have been invited to. Initiatives submitted by local forces in response to our PRAP call for practice will also be published in October. This will supplement our existing knowledge sharing materials on the PRAP's public facing website and the Knowledge Hub.

3.1.3 Force visits

To date, 37 visits to forces have been completed. Thank you to the forces who have already facilitated visits, this has been incredibly useful to assist with the identification of good practice and has allowed force leads to discuss gaps and seek advice. There is a schedule of further visits planned up to February 2026 at which point all forces will have been visited.

Please see appendix 1 for a summary of learning, the key themes from the most effective forces include:

- Clear governance and leadership accountability;
- Dedicated resource and analytical capacity;
- Strong internal and external engagement;
- A focus on lived experience and community trust;
- Transparent data use and willingness to confront disparity;
- A commitment to evaluation and learning.

3.2 Maturity Matrix

Work has taken place over the summer to finalise the rollout of the maturity matrix in the autumn. This includes piloting the maturity matrix with 10 forces and refining the metrics through a metrics working group, made up of performance leads from forces as well as national specialists in the NPCC, the College of Policing and the PMCC.

It remains on track for forces to begin compiling the data and evidence for their maturity matrix assessments in the coming weeks, with support from the PRAP central team. We will then support forces with compiling public facing versions of these reports as well as the consultation process with Black communities in and outside policing. A data pack for PRAP has been prepared to aid forces as a benchmark for the metrics, as well as a guide to help them prepare public facing local products. Please see appendix 3 for the link to the draft data pack.

3.3 Our Black Workforce Survey

The third phase of fieldwork was completed for the Our Black Workforce Survey earlier this year. Nearly 1,500 responses were submitted to the survey, the third time we have been able to achieve such a large sample size thanks to the efforts of SPOCs across forces. The latest results will be published later in the year and forces are encouraged to prepare action plans to address the findings and key themes identified in the national report.

3.4 Future considerations for forces to support transition

3.4.1 Leadership and Governance

Chief Officer Portfolio Lead Role

We anticipate securing a volunteer Chief Officer lead to become the national portfolio holder for PRAP but are mindful that the current delivery is managed by a central team and that delivering all the responsibilities below would be a significant request without additional support. Please see appendix 2 for a reminder of the role of Chief Officer lead.

Their responsibilities would include:

- Strategic leadership: Championing PRAP across policing, maintaining focus on anti racist practice, and advocating for continued progress at Chief Constables Council.
- Ownership of governance: Chairing relevant PRAP governance boards and overseeing the delivery of the maturity matrix.
- Coordination with NPCC and College: Ensuring the Plan aligns with wider NPCC structures and that College products support delivery.
- Force engagement: Acting as a liaison between the national infrastructure and forces, ensuring responsiveness to both operational need and lived experience feedback.
- Accountability: Providing leadership across all four PRAP workstreams and maintaining public confidence in progress through transparent reporting and independent oversight.

Proposed Delivery Model

In addition to the NPCC Portfolio lead, the following support is required for delivery:

There have been discussions with the committee chairs of the portfolios where activity would continue. There has been support in principle to this proposal by:

Chief Constable Jason Hogg – Workforce Coordination Committee Chair

Chief Constable Rachel Swann – DEI Committee Chair

Chief Constable Paul Sanford – Finance Committee Chair

Chief Constable Vanessa Jardine – International Committee Chair

Assistant Commissioner Louisa Rolfe - National Crime Coordination Committee Chair

Chief Constable BJ Harrington – Operations Coordination Committee Chair

Assistant Commissioner Laurence Taylor – Counter Terrorism Coordination Committee.

This funding would be until April 2027 with a review by the Chief Officer lead.

Role	Justification
Superintendent (PRAP Lead Coordinator)	National lead for PRAP delivery. Responsible for coordinating across portfolios, updating the maturity matrix, engaging forces, ensuring alignment with College products, and managing national communications. Acts as the day to day operational lead under the Chief Officer sponsor.
Data Analyst	Critical for progressing issues around ADR, improving quality and consistency of ethnicity data, and producing force level and national reports from the maturity matrix. Supports in ongoing review and development of analysis linked to areas such as lived experience, misconduct, and workforce data.
Business Support Officer	Manages administrative functions: coordination of governance meetings, data collation and publication, tracking actions, supporting force submissions, and maintaining the national repository of developing practice.
Stakeholder Engagement and Scrutiny Fund	In the absence of a centrally funded Independent Scrutiny and Oversight Board (ISOB), funding is required to deliver a rolling programme of stakeholder engagement events across the UK. This will ensure continued engagement with Black communities, key interest groups, and independent voices. Events will include consultations, regional

listening exercises, and scrutiny panels to maintain accountability and ensure the voices of those most affected remain central to delivery.

PRAP Delivery Model – Resource Costing (Indicative)

Role/Item	Indicative Cost (£ per annum)	Notes
Superintendent (PRAP Lead/Operational Coordinator)	£128,921.74	Including salary, on-costs, and national coordination responsibilities.
Data Analyst	£62,966	Supports data integrity, ADR, workforce data, and maturity matrix analysis.
Business Support Officer	£56,698.26	Covers governance administration, evidence collation, and publication duties.
Stakeholder Engagement and Scrutiny Fund	£30,000	Covers delivery of regional community engagement and scrutiny events.
Total	£278,568	

Collective Risk Statement and Case for Investment

This bid is submitted on behalf of Chief Constables who currently lead a number of committees across the NPCC and have been actively engaged in the integration of PRAP activity into existing structures. Collectively, they are clear that while they remain committed to progressing the aims of the Police Race Action Plan, they are already operating at full capacity with substantial responsibilities within their existing roles.

The transition of PRAP activity into existing NPCC workstreams will place significant additional pressure on committees and portfolios. Many of the actions are complex, long term, or sequential in nature and are unlikely to reach maturity before the PRAP central team concludes in March 2026. While the current team is working intensively to embed as much progress as possible before that point, there is a clear risk that momentum will stall without appropriate national support infrastructure to maintain coordination and delivery.

Without the roles proposed in this bid the capacity to support the future PRAP portfolio lead will not exist. More broadly, these roles are intended to act as a shared resource across multiple NPCC committees, enabling cross-cutting coordination, development, and delivery. Without this capacity, Chief Officers are concerned that many of the critical actions currently under development will not be deliverable, and there is a significant risk of reputational harm if policing is perceived to be claiming progress where activity has in fact stalled due to a lack of infrastructure and support.

In parallel, an outstanding bid remains with the Home Office seeking long term investment to support external scrutiny functions. While that is still under consideration, the funding proposed in this paper for stakeholder engagement offers an immediate and practical mechanism for maintaining scrutiny and engagement. Crucially, it also allows for a broader, collective approach that goes beyond the original Independent Scrutiny and Oversight Board (ISOB) model, enabling Chief Officers to embed Black voices and lived experience across a wider range of activity, not solely those within PRAP.

This paper therefore sets out a minimum viable structure to enable continued national leadership, coordination, and independent engagement, while ensuring the burden of delivery does not fall unsustainably on already overstretched portfolios.

Conclusion and Recommendation

Sustaining the PRAP beyond March 2026 requires deliberate investment in leadership and support infrastructure. The proposed model, based on a designated Chief Officer portfolio lead, provides the strategic credibility and national influence needed to maintain momentum and embed anti-racist practice across policing. To support this leadership, the identified roles of Superintendent, Data Analyst, and Business Support Officer are essential to ensuring effective coordination, delivery against the maturity matrix, and continued public confidence through transparent reporting and engagement.

4. Recommendations

Chief Constables are recommended to:

- iii. **Note the update provided.**
- iv. **Consider the requests for ongoing support for the work of the PRAP namely:**
 - **Secure a volunteer Chief Officer to lead the PRAP portfolio.**
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Dr Alison Heydari
Programme Director

Appendix 1

Review of Force Visits Police Race Action Plan
Governance and Approach

Forces have adopted one of two primary approaches to delivering the Police Race Action Plan:

1. As part of an intersectional strategy encompassing all communities from the global majority; or
2. With a specific focus on Black communities.

Governance arrangements vary significantly. In stronger forces, there is a clearly defined Chief Officer led structure, underpinned by an understanding of both quantitative and qualitative data relating to the lived experiences of Black communities. Where forces have taken an intersectional approach, the most effective examples still explicitly identify and address the needs of Black communities. In contrast, less developed forces often do not disaggregate data in relation to Black communities, and governance is frequently subsumed within wider diversity and inclusion structures, making it difficult to track progress against PRAP specific actions.

Force size also influences delivery. Some have assigned strategic owners to each workstream; others have delegated thematic responsibilities across various departments. Both models can be effective, but challenges arise when individuals without sufficient seniority or capacity are tasked with leading significant areas of work on top of their primary roles. This can lead to siloed working and limited organisational oversight.

Dedicated support for the delivery of PRAP is mixed. While some variation is due to resourcing constraints, particularly in smaller forces, many have relied heavily on Black Police Association (BPA) leads or underrepresented staff to lead delivery. This dual role, representing the lived experience of staff while also being tasked with designing and delivering solutions, places individuals in difficult and often unsustainable positions, particularly when they lack sufficient rank or institutional support.

In the most effective forces, there is clear and visible backing from Chief Officers, with dedicated resources and time allocated to PRAP leads. These forces do not rely on individuals to persuade reluctant colleagues but rather create supportive structures where responsibility for delivery is shared. Emerging good practice includes the provision of analytical support, such as strategic assessments that assess disparity, lived experience, and engagement across service delivery. This has enabled some forces to assess institutional racism transparently and communicate progress to their communities without waiting to be asked.

Engagement with community representatives and BPA chairs has been an important part of this review. While forces tend to select participants, they are confident will reflect positively, the review team has used additional channels to triangulate feedback, allowing for a more rounded picture to be presented during debriefs with Chief Officers and staff associations. Most forces presented their work via a workstream based approach, showcasing progress, challenges, and areas they wish to be recognised. In stronger forces, this has been a two way dialogue with openness about barriers and a clear understanding of where they are on their journey, including the limitations of their data.

Workstream 1

Ownership of Workstream 1 varies widely, from Assistant Chief Officers to positive action teams, with varying ranks and roles. Some collaborative functions have also taken a lead.

Stronger forces demonstrate a robust understanding of their workforce data and have built on uplift best practice. They offer bespoke Black history training, often co-produced with local communities, and actively engage in community outreach. In contrast, less developed forces often lack basic workforce data disaggregation (e.g., Black officers by rank or role), and deliver generic diversity training with limited content specific to Black communities.

Where progress has stalled, recruitment efforts have regressed post uplift, and community engagement is minimal. In contrast, effective forces take a longer term strategic approach, including youth engagement and outreach tailored to local Black communities.

Retention of Black officers and staff remains a concern across the service. While some forces are piloting retention initiatives, emerging practice in this area is still limited. Stronger forces are also exploring professional standards data, addressing potential bias, and considering the cultural competence of those involved in misconduct investigations. Representation in Professional Standards Departments remains low, but more diverse teams appear to correlate with stronger practice.

Workstream 2

Stronger forces demonstrate senior leadership ownership of this area, underpinned by robust data analysis and meaningful community engagement. Data is routinely published and presented to scrutiny panels and Independent Advisory Groups (IAGs), with mechanisms in place to act on their feedback. Training incorporates bias awareness and addresses microaggressions at all levels of operational delivery.

Developing forces often struggle with data quality, and internal scrutiny can lack cultural competence, reducing its effectiveness. Panels in these forces tend to operate inconsistently and without transparency.

Emerging practice includes use of officer-level data analysis to identify potential bias and mechanisms for early supervisory intervention. Some forces are applying Equality Impact Assessments to operational deployments (e.g., public order, firearms), demonstrating a maturity that goes beyond PRAP requirements.

Workstream 2 is generally the most advanced area of delivery across forces, due to the availability of use of powers data. However, the disparity in interpretation remains. Some forces adopt a compliance focused lens, while others are shifting to a trust and confidence led approach. Persistent myths such as attributing disparity to “mobile criminality” in areas with low Black populations highlight the need for national best practice sharing and myth-busting.

Workstream 3

Most forces have aligned this workstream with their neighbourhood policing strategy and tools such as Neighbourhood Alert. Outside metropolitan areas, forces often report difficulty in engaging with Black communities due to rural communities, particularly young people.

While IAGs and community reference groups are present in all forces, their composition and effectiveness vary. Few forces have groups specifically representing Black communities, and engagement with younger members is rare. Some forces have invested in youth specific outreach, although this has raised challenges around data handling and safeguarding.

Effective forces ensure that community representatives have broad access to policing functions and, in some cases, are remunerated for their contributions. In weaker forces, IAG engagement is more sporadic and reactive.

Where engagement is strongest, PRAP is embedded in both Police and Crime Plans and neighbourhood policing strategies. Innovative practices include addressing generational trauma through university partnerships and youth led initiatives.

Workstream 4

This workstream remains the most challenging for forces to deliver, with progress varying considerably. Forces with the most success have approached this through violence reduction or prevention models and undertaken strategic disparity assessments to prioritise action.

Some forces have considered missing persons and mental health disparity under this workstream, but these efforts are inconsistent. Stronger forces have aligned Workstream 4 with criminal justice processes and are working with partners, including the CPS, to understand disparity from arrest through to prosecution.

In less developed forces, activity tends to be fragmented, often with one or two isolated initiatives. However, there are positive examples where problem profiles have been developed to address specific concerns (e.g., use of force in mental health incidents or rape and serious sexual offences).

Emerging best practice includes mentoring and coaching led by senior Black officers, and community-based leadership programmes to enhance cultural competence among senior leaders. Evaluation of these initiatives is underway with academic partners.

Summary and Recommendations

Across the forces visited, delivery of the Police Race Action Plan is highly variable. The most effective forces demonstrate:

- Clear governance and leadership accountability;
- Dedicated resource and analytical capacity;
- Strong internal and external engagement;

- A focus on lived experience and community trust;
- Transparent data use and willingness to confront disparity;
- A commitment to evaluation and learning.

Emerging practice is promising but often lacks formal evaluation. To enable effective national sharing and scaling of what works, we recommend that all forces embed evaluation into the design stage of their initiatives and that the PRAP team continues to capture and disseminate learning as part of its ongoing best practice work into 2025/26.

Appendix 2

Chief Officer Lead for the Police Race Action Plan (PRAP)

The Police Race Action Plan (PRAP) sets out a shared commitment by policing to develop an anti-racist police

service that is trusted by Black communities. It is underpinned by a maturity framework, progress reports and scrutiny through the Independent Scrutiny and Oversight Board (ISOB), civil society and community representatives.

As the plan transitions beyond a centrally resourced team, Chief Officer leadership remains critical. This role provides national coordination, governance and oversight, ensuring that delivery of the plan is sustained across existing NPCC portfolios and policing bodies.

Vision

To support a police service that is actively anti-racist, one that proactively tackles racial disparities, is alive to issues of race and racism, and is trusted by Black communities. The plan prioritises improving experiences and outcomes for Black people working in or interacting with policing, including those of Black African, Black Caribbean, Black British, Black Other, and Mixed-Black heritage.

Role Purpose

The Chief Officer Lead for PRAP will provide visible leadership and coordination for the continued delivery of the plan at a national level, embedding it across the existing NPCC structure and wider policing system. The role will ensure that the Plan remains a strategic priority, aligns with cross-portfolio activity, and is supported by strong governance and evidence of progress.

Key Responsibilities

Provide national coordination and oversight of the Race Action Plan across NPCC portfolios, ensuring alignment with existing national strategies and operational priorities.

Champion and maintain ownership of the PRAP maturity framework, ensuring forces continue to deliver against expectations and that progress is monitored and reviewed.

Lead annual reporting on progress against the PRAP maturity framework, working with NPCC portfolios, police forces, scrutiny and community stakeholders to collate data and analyse delivery.

Engage and communicate with key internal and external stakeholders—including the ISOB, Home Office, College of Policing, APCC, and others—ensuring transparency, accountability and continued momentum.

Contribute to the strategic development of national policy and policing practice on race and inclusion, drawing on evidence, engagement and emerging insights from across the system.

Facilitate shared learning and identification of best practice across forces, using existing NPCC mechanisms and networks.

Support stakeholder assurance, enabling the ISOB and other bodies to discharge their scrutiny functions effectively.

Skills, Knowledge and Experience

Demonstrated leadership experience in a Chief Officer role or equivalent, with a strong understanding of national policing frameworks and governance.

Strategic awareness of the key challenges, disparities and public confidence issues relating to race and policing. Experience of engaging with or leading work that addresses inclusion, race equity or systemic disparities, ideally within or connected to policing.

A strong record of partnership working across sectors, particularly in high-profile or politically sensitive environments.

Excellent communication and influencing skills, with experience of engaging with senior stakeholders including government departments, oversight bodies and the media.

Familiarity with data-led approaches to driving cultural or organisational change, including use of frameworks, performance indicators and reporting.

Appendix 3

<https://npcc.pagetiger.com/bwphsit/1/?ptit=0650816E5D77DCE44ADB1>