

February 2025

## List of Issues

This List of Issues has been developed in order to provide guidance to stakeholders and the wider public about how the Inquiry has interpreted its Terms of Reference for Part 2, and to give an indication of the issues that will be examined by the Inquiry. It is not a prescriptive list and is not intended to cover all issues that will be investigated.

The Terms of Reference for Part 2 of the Inquiry were published, following a public consultation, on 11 May 2023. This List of Issues does not substitute for, provide an alternative to or amend in any way those Terms of Reference.

The List of Issues is a live document and may be added to or otherwise amended during the course of Part 2 of the Inquiry. Any amendments to the List of Issues will be published. Nothing in the List of Issues should be understood as prejudging the views of the Chair of the Inquiry on any of the matters set out in the Terms of Reference.

Appendix A to this List of Issues provides the Inquiry's definitions for certain terms used in the Terms of Reference.

### The Issues

Below, the Inquiry sets out the issues it will seek to explore under each of the limbs of its Terms of Reference for Part 2.

In carrying out its work, the Inquiry will draw on the findings set out in its Part 1 Report, as well as other existing relevant reports. This will include His Majesty's Inspectorate of Constabulary and Fire & Rescue Services' reports on vetting, misconduct and misogyny in the police service and on the police response to violence against women and girls, and Baroness Casey's reports on culture and standards in the Metropolitan Police Service.

The Inquiry will also take into account the views of those most affected by these issues. That will include those who work in policing and those who have been the victim of relevant crimes. The Inquiry will also invite views and contributions from families of women murdered in public spaces.

## **Pillar 1: Police recruitment and vetting**

The extent to which systems, policies and processes for the recruitment, vetting and transfer of police officers are fit for purpose and help to identify those who display misogynistic and/or predatory attitudes and behaviours, including:

1. **(a) ability of forces to attract candidates who intend to uphold fundamental policing values, which will include examining:**
  - 1.1. What the fundamental policing values are, whether these are the right ones and how well they are understood and modelled by all police officers and staff., ~~whether these are the right values.~~
  - 1.2. Whether there are preferred characteristics for roles in policing and whether policing has defined these and if they are the right characteristics to attract candidates that demonstrate fundamental policing values.
  - 1.3. The methods (including formal recruitment campaigns and outreach activities) currently used to attract suitable, and exclude unsuitable, candidates, including the understanding and application of positive action and what impact this has in improving the diversity of those applying.
  - 1.4. The evaluation of methods for attracting suitable candidates to determine effectiveness. ~~impact of policing recruitment models on who is attracted to a role in policing.~~
2. **(b) attractiveness of policing careers for women and other candidates from diverse backgrounds, to include:**
  - 2.1. The gender balance across policing, generally, ~~and~~ by rank and within specialist units.
  - 2.2. Factors that make a career in policing attractive or unattractive to women and other candidates from diverse backgrounds, their perceptions of a policing career, any barriers to entering/remaining in the profession, and measures in place to address these.
    - 2.2.1. The extent to which promotions, temporary promotions and opportunities within specialist units are advertised and awarded in an open, transparent and fair way.
    - 2.2.2. The extent to which equality, diversity and inclusion is embedded within policing practices to ensure that individual needs of female officers are met including in relation to equipment, uniform and wellbeing.
3. **(c) application and assessment processes, including for specialist firearms roles and force transfers. The Inquiry will look at:**
  - 3.1. Whether current application and assessment processes, including for promotion and transfer are:
    - 3.1.1. Targeting the right knowledge, skills, and behaviours,

### 3.1.2. Fair and transparent

- 3.2. The extent to which quality control measures are in place throughout the current application and assessment processes and are effective in removing potential bias and/or unfairness, as well as promoting opportunities for women and other candidates from diverse backgrounds.
- 3.3. The Police Uplift Programme, as well as subsequent national initiatives and their impact on recruitment processes and outcomes.
4. **(d) adequacy of recruitment, selection and vetting processes to identify misogynistic, predatory and abusive attitudes and behaviours, as well as the adequacy of further supervision related to risk management, to include examining:**
- 4.1. How policing defines and understands misogynistic, predatory and abusive attitudes and behaviours.
- 4.2. Whether current recruitment, selection and vetting processes for police officers are designed to or capable of identifying misogynistic, predatory and abusive attitudes and behaviours, including the extent to which the processes and policies test and risk assess information such as previous allegations of sexual assault and domestic abuse, as well as relevant adverse judicial findings or protective orders, including from the Family Court.
- 4.3. Any governance and oversight controls which affect these current recruitment, selection and vetting processes.
- 4.4. The adequacy of decision making, and supervision of the decision-making process to manage risks including the balance of focus between those being refused and those securing vetting clearance. ~~impact of any information barriers, either internal or external, on the adequacy of processes.~~
- 4.5. The extent to which disproportionality in decision making is monitored, understood and used to train vetting officers and improve vetting decisions. ~~adequacy of line management supervision with respect to risk mitigation of potential misogynistic, predatory and abusive attitudes and behaviours, including how risk management is understood, whether the risks identified are the right ones and if/how this information is shared.~~
- 4.6. The impact of any information barriers, either internal or external, on the adequacy of the processes.
- 4.7. The adequacy of line management supervision with respect to risk mitigation of potential misogynistic, predatory, and abusive attitudes and behaviours, including how risk management is understood, whether the risks identified are the right ones and if/how this information is shared.
- 4.7.1. The adequacy of processes and training for supervisors to risk assess the potential threats to alleged victims and the wider public, posed where there is an allegation of violence against women and girls related misconduct (including Police Perpetrated Domestic Abuse)

- 4.7.2. The extent which relevant data and information is shared within policing by relevant Departments (including, but not limited to Human Resources, Vetting, Counter Corruption, Professional Standards, or their equivalents) to ensure those with the responsibility within police forces, including line managers, can make thorough assessment of the risk posed by an individual and take robust action where appropriate.
- 4.8. The extent to which ongoing personnel security checks (known as vetting 'aftercare') are successfully delivered and/or managed, including the extent to which risk is identified, monitored and effective mitigations and decisions are put in place including, where appropriate, police force's ability to dismiss those who fail vetting.
- 4.9. The resourcing of vetting units and whether it is commensurate with demand.
5. **(e) interplay between force and National Security Vetting, including:**
- 5.1. How information gathered during the force vetting and National Security Vetting processes is sought, verified and shared and whether there is any overlap between these processes.
- 5.2. How effectively decision-makers in policing use information gathered through force vetting and National Security Vetting processes to manage risk
- 5.3. Any circumstances (including transfers) which trigger force re-vetting, including if force vetting is refused the impact on National Security Vetting, and vice versa.
6. **(f) information-sharing and record keeping, which will include looking at:**
- 6.1. Requirements on forces to share, retain and destroy information, including applications, complaints and reports of potential misconduct.
- 6.2. The adequacy and effectiveness of any information-sharing and retention protocols within and between forces.
- 6.3. The impact of any silo-ed working on the assessment of risk and making of appropriate recruitment and vetting decisions including where disproportionality exists.
- 6.4. Whether any limitations on information-sharing imposed by data protection legislation are properly understood.
7. **(g) the development of perpetrator profiles for recent cases of femicide in public spaces (where the perpetrator was unknown to the victim) in order to inform vetting and recruitment practice. In particular, the Inquiry will look at:**
- 7.1. The extent to which perpetrator profiles have been/are being developed and used following recent cases of femicide in public spaces by perpetrators unknown to victims.

- 7.2. Any characteristics identified as part of that work that might help to identify risk factors that could inform police vetting and recruitment processes.
- 7.3. The effectiveness of perpetrator profiles as a tool, and any other tools which improve the rigour of recruitment and vetting practices in forces.

## Pillar 2: Police culture and standards

**The extent to which aspects of police culture observed across police forces enable misogynistic and/or predatory attitudes and behaviours, and what the role of standards is, including:**

8. **(a) how the culture and behaviours affect the police response to reports of crime – the Inquiry will consider this through the lens of the police response to a sample of sexually motivated crimes committed against women in public spaces where the perpetrator was unknown to the victim, including indecent exposure. In particular, using a sample of cases, the Inquiry will look at:**
  - 8.1. The prioritisation and level of investigation of reports of sexually motivated crimes<sup>1</sup> committed against women by strangers in a public space.
  - 8.2. Compliance with standards/guidance, including the effective application of the Victims' Code of Practice, concerning the handling and investigation of sexually motivated crimes.
  - 8.3. Whether forces implement a strategy that incorporates a trauma-informed, victim-centred, evidence-led and perpetrator-focused approach to investigations (as recommended in 'Operation Soteria' principles and accepted by policing).
  - 8.4. How well forces adopt a culture of learning and continuous improvement to their investigations, including through victim and witness feedback on their experiences when reporting sexually motivated crimes, and from disengagement from the policing process before an outcome.
  - 8.5. The extent of supervisory oversight and scrutiny on the use of outcome codes, where no further action is taken. The experience of those reporting sexually motivated crimes and the reasons they may disengage from the policing process before an outcome.
9. **(b) the role/effectiveness of police initiatives to make women and girls feel safer when interacting with the police. The Inquiry will examine:**
  - 9.1. Existing Any police initiatives for making women and girls feel safer when interacting with the police, including how the needs of women and girls were considered when developing them. ~~y were developed and how the needs of women and girls were taken into account.~~

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<sup>1</sup> For the purposes of the Part 2 Terms of Reference, the sample of sexually motivated crimes will include the offences of rape, sexual assault and indecent exposure.

- 9.2. Levels of resourcing committed by forces to training officers and staff in how to interact with women and girls.
- 9.3. The monitoring and assessment, [and evaluation](#) by forces or [at a national level](#) of initiatives for making women and girls feel safer when interacting with the police.
- 9.4. The experience of women and girls interacting with the police.
10. **(c) the extent to which police culture creates barriers to reporting crimes of indecent exposure (including call handling response, perceived and real failures to investigate reports, and recording). The Inquiry will look at:**
  - 10.1. Criminal justice statistics in relation to indecent exposure.
  - 10.2. The training provided to police officers and staff in relation to the handling, prioritisation and investigation of reports of indecent exposure.
  - 10.3. The public perception of how police will deal with reports of indecent exposure, and the extent to which it impacts on reporting of such crimes.
  - 10.4. Compliance with applicable standards/guidance in handling reports and investigations of indecent exposure.
  - 10.5. The experiences of those reporting indecent exposure offences, including any factors which cause victims/witnesses not to pursue a report made, or to disengage from a police investigation.
11. **(d) role of group dynamics and microcultures. This will include examining:**
  - 11.1. The existence and features of any group dynamics and microcultures in the police.
  - 11.2. [Any disparity within forces about the existence of those microcultures, why they exist and how they can be dismantled when they conflict with policing values and the Code of Ethics.](#)
  - 11.3. The extent to which any group dynamics and microcultures enable misogynistic and predatory attitudes and behaviours, both in the workplace and in interactions between police officers and members of the public they serve.
  - 11.4. The extent to which forces monitor the existence of misogynistic and predatory attitudes and behaviours both in the workplace and in interactions between police officers and the public they serve. [This includes the extent to which forces use lawful business monitoring to detect misogynistic and predatory attitudes and/or behaviour \(e.g. via misuse of force IT systems, breaches of social media policies etc\) and the effectiveness of such monitoring.](#)
  - 11.5. Any action taken by leaders in police forces to prevent negative group dynamics and/or negative microcultures forming.

- 11.6. Any police standards, training and/or guidance that specifically addresses the issue of group dynamics/ microcultures and raises awareness of it.
- 11.7. The level of empowerment police officers and staff feel to report or challenge behaviours of concern about another officer/staff member as well as the corresponding protections and support offered to those raising it.
12. **(e) adequacy of processes for dealing with misconduct and performance issues. This will include looking at:**

### Resources, Training and Learning

- 12.1. How, when and by whom complaints, misconduct and performance issues relating to violence against women and girls are recorded, and the retention and sharing, where appropriate, of those records.
- 12.2. The expertise and preparedness of Professional Standards and other relevant Departments to respond to complaints of VAWG-related grievances and misconduct matters. How the adequacy and effectiveness of current processes (including recording, timing and outcomes for those involved) are monitored and assessed, including considering relevant statistics.  
Treatment of those raising a grievance or conduct matter, and of the subjects of investigations, during investigations.
- 12.3. The guidance, training and support available for those in policing responsible for misconduct and performance issues.
- 12.4. How the adequacy and effectiveness of current processes (including recording, timing, and outcomes for those involved) are monitored and assessed, including considering relevant statistics, and if, and how, this data includes demographic data of individuals and whether any disproportionality is considered and acted upon where appropriate.

### Reporting

- 12.5. Consideration of how female officers and staff are treated when reporting a VAWG offence or police perpetrate domestic abuse, including the safeguards, protections and support put in place during the investigation, including:
  - 12.5.1. Where a female officer or staff reports VAWG related misconduct against another police officer within the force, what if any measures are used to support a female officer to afford them similar rights as if they were a member of the public.
  - 12.5.2. The extent to which women working within the police face barriers to reporting and accessing support, and victimisation when they experience sexually motivated crimes or police perpetrated domestic abuse.
  - 12.5.3. The availability of independent support and guidance (such as from the staff associations or independent advocates throughout the misconduct process for police officers and staff who are victims of VAWG-related misconduct.

- 12.5.4. The treatment of those raising a grievance or conduct matter, and those that are the subjects of investigations including the extent to which forces ensure the confidentiality of victims throughout the misconduct process and maintain independence and integrity of internal misconduct investigations.

### Case-management

- 12.6. The consistency of how VAWG-related grievances and misconduct matters are handled across forces and the internal structures which are designed to respond to these. The extent to which misconduct issues are dealt with by management action (reflective practice) as opposed to a more formal route, and the level of discretion supervisors have to choose the route.
- 12.7. Any incentives/disincentives to deal with conduct and performance issues in the most effective and efficient way, including at the probationary stage.
- 12.8. The extent to which misconduct issues are dealt with by management action (reflective practice) as opposed to a more formal route, and the level of discretion supervisors have to choose this route.
- 12.9. The adequacy of restrictions, risk management measures and supervision measures imposed on individuals under investigation for VAWG-related misconduct.
- 12.10. The extent to which forces deal with reports of internal and external factors that can act as enablers to perpetrator behaviour such as counter-grievances and family court proceedings.
- 12.11. The extent to which forces monitor counter-allegations made against those who have made reports.
13. **(f) adequacy of counter-corruption measures to identify and manage the risk of Violence Against Women and Girls-related misconduct, (including police-perpetrated domestic abuse) including an exploration of perpetrator profiles to identify any common trends or similarities that might help with prevention. This will include considering:**
- 13.1. National and force level counter-corruption measures in place to identify and manage risk of VAWG-related misconduct, and particularly police perpetrated domestic abuse.
- 13.2. The nature and frequency of training given to police to recognise what behaviours constitute Violence Against Women and Girls-related misconduct.
- 13.3. The extent to which forces understand the behaviours associated with perpetrator behaviours and the additional risk of them being in roles such as that of tutor constable or working with vulnerable persons.
- 13.4. Any review/assessment mechanisms in place to consider the effectiveness of training/measures.
- 13.5. Relevant data and any trends/patterns/common features in relation to reports by police officers/staff of Violence Against Women and Girls-related

misconduct against other police officers/staff, including whether policing is using or developing perpetrator profiles to help with prevention.

14. **(g) adequacy of induction and continuous training related to ethics, standards of behaviour, and vulnerability. In particular, the Inquiry will look at:**

14.1. Existing training available on ethics, standards of behaviour and vulnerability for all officers throughout their policing career (induction, refreshers, training for supervisors/leaders), how it is assessed, evaluated and tracked, and the extent to which it is mandatory.

14.2. The extent to which training addresses and encourages being an “active bystander” by challenging misogynistic and predatory behaviours.

15. **(h) effectiveness of whistleblowing and complaints processes. This will include looking at:**

15.1. The existence of whistleblowing policies, their fitness for purpose and the frequency of policy reviews.

15.2. The level of familiarity and accessibility to staff and officers of the whistleblowing policy.

15.3. Any methods (including information campaigns and tools) used by forces to ensure both police officers/staff and the public are aware of how to make a complaint or raise a grievance.

15.4. Any action by policing that empowers/encourages officers to raise concerns and if/how learning from the experiences of those that have reported a complaint/concern is used to improve the process.

15.5. The experiences of those who have reported complaints/concerns.

15.6. The level of confidence of officers, staff, and members of the public in the whistleblowing and complaints processes.

15.7. The extent to which ‘Practice Requiring Improvement’ or conduct processes are used to address failures by police officers to report misconduct which they witness

16. **(i) role of supervision and leadership, to include examining:**

16.1. Ratios of supervisors to supervisees and their corresponding levels of experience.

16.2. The role and adequacy of supervision and leadership in identifying, reporting and correcting poor behaviours and culture in the police, and the existence and adequacy of any training given.

### Pillar 3: Women’s safety in public spaces

**The extent to which existing measures prevent sexually motivated crimes against women in public spaces, including:**

17. **Producing a summary of relevant existing measures that have been in place or have been introduced since March 2021, including:**
  - 17.1. Primary, Secondary and Tertiary measures; Policing measures;
  - 17.2. Measures specifically focused on addressing, and preventing, perpetrator behaviour; Other criminal justice measures;
  - 17.3. Exploring how statutory and non-statutory organisations work together to deliver these measures; Wider public safety measures; and
  - 17.4. Any learning from measures related to other crime types that could benefit measures linked to 17.1 and 17.2. Measures to educate and empower individuals and communities to take action to improve women's safety in public spaces.
18. **Reviewing:**
  - 18.1. The data used when designing and targeting these measures;
  - 18.2. The level of engagement with women during design, implementation and evaluation of these measures.
  - 18.3. The tools that evaluate the effectiveness of these measures.
19. **Throughout, examining quantitative and qualitative data in relation to sexually motivated crime against women in public spaces.**
20. **Identifying barriers to/opportunities for the more effective use of existing measures to prevent sexually motivated crimes against women in public spaces, including consideration of:**
  - 20.1. Local and national governance models in place to develop, implement and evaluate these measures.
  - 20.2. Local and national funding mechanisms, including funding life cycles and bidding processes.
  - 20.3. How the learning and evidence base from these measures are shared across Government, national policing bodies, local partnerships, and other relevant organisations.
  - 20.4. Ways in which innovation and technology can support improvements in the development, implementation, and evaluation of these measures to improve understanding and accountability at local and national levels.

## **Appendix A - Definitions**

**Fundamental policing values:** The values the Inquiry will have reference to during its work are Transparency, Impartiality, Integrity and Public Service, which are set by the College of Policing in the Competency and Values Framework. These values are underpinned by principles of policing by consent (“Peelian Principles”) and link to the principles contained within the College of Policing’s Code of Ethics.

**Femicide:** The intentional murder of women because they are women, usually perpetrated by men.

**Public spaces:** For the purposes of the Inquiry’s work, public spaces are registered common land, streets, open public spaces, unregulated outside space such as publicly accessible sports grounds, public areas outside buildings, and public transport.

**Perpetrator profiles:** Detailed descriptions and/or characteristics of individuals who engage in harmful or criminal behaviour. These profiles are often created for investigative purposes, risk assessment, and targeted intervention.

**Practice Requiring Improvement:** A regular practice of reflecting on actions and decisions and using that reflection to improve practice.

**Primary Prevention:** preventing the emergence of a problem. This may include tackling of root causes. Typically, at population level.

**Group dynamics:** The interactions, attitudes, and behaviours of a group of people who are working together.

**Micro-cultures:** Distinct groups within a larger group that share some sort of common trait, activity or language that ties them together and/or differentiates them from the larger group, and which may have their own values/norms of behaviour to an extent differing from those of the general culture.

**Operation Soteria:** a programme to transform how the police handle the investigation of rape and other serious sexual offences.

**Counter-corruption measures:** Measures to address the threat of corrupt activity by police officers, staff, partners and volunteers to the security of information and operational activity within law enforcement agencies.

**VAWG-related grievance:** Violence against women and girls (VAWG) is an umbrella term used to describe any form of abuse directed at women and girls, whether

occurring in public or in private life, that results in, or is likely to result in, physical, sexual or economic harm. A VAWG- related grievance is a problem or complaint raised by an employee to an employer.

**VAWG-related misconduct:** Violence against women and girls (VAWG) is an umbrella term used to describe any form of abuse directed at women and girls, whether occurring in public or in private life, that results in, or is likely to result in, physical, sexual, mental or economic harm. VAWG-related misconduct is any breach of the Standards of Professional Behaviour that is so serious as to justify disciplinary action against a member of the police service for behaviour of that nature.

**VAWG-related offence:** Violence against women and girls (VAWG) is an umbrella term used to describe any form of abuse directed at women and girls, whether occurring in public or in private life, that results in, or is likely to result in, physical, sexual or economic harm. A VAWG-related offence is a breach of a law or rule related to a crime type involving abuse that disproportionately impacts women and girls.

**Secondary Intervention:** Typically for individuals at risk of offending.

**Sexually motivated crime:** Where the crime is a sexual offence as defined by the Sexual Offences Act 2003, or where it is not defined as a sexual offence but is for the sexual gratification/fulfilment of the perpetrator.

**Tertiary Intervention:** preventing an established problem from worsening and minimising consequences.

**Whistleblowing:** Where a worker reports certain types of wrongdoing – usually but not always something they have seen at work – and is protected by law. The report can relate to an incident that happened in the past, is happening now, or will happen in the near future. The report of wrongdoing must be made in the public interest, i.e. it must affect others as well as the person reporting it.