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**COUNTER  
TERRORISM  
POLICING**

.....  
**NORTH WEST**

**Prevent**

**Historic Case Review  
Chief Inspector Twiss (D/RPC)**

02/06/2025

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CTPNW000088\_0001

## 1. Executive Summary

As a result of the July 2024 murders in Southport, SRO Wells commissioned a review of CTPNW Prevent cases recorded between 30<sup>th</sup> July 2023 and 29<sup>th</sup> July 2024 which had been closed as either School Massacre or Fascination with Extreme Violence.

27 such cases existed:

- 13 in Greater Manchester
- 7 in Lancashire
- 0 in Cumbria
- 4 in Merseyside
- 3 in Cheshire

The review set out to identify 4 key questions in each case:

1. Was the case compliant with National Policy?
2. Was the case closed correctly?
3. Were the 6/12-month reviews completed where required?
4. Does the case need re-opening in light of new policy expectations?

As some of the cases were linked to multiple referrals, the review spanned 33 cases in total.

It should be noted that a lot of good practice was observed within these cases, the cases were mostly well written and easy to follow, with good decision making and rationales recorded.

17 (51.5%) were found not to be compliant with National Policy, mostly relating to III checks not having been conducted.

5 (15.2%) were found to have not been closed correctly.

6 Month reviews were required for 5 of the cases. 3 had been completed, 2 had been missed, however 1 of those did have a 12-month review.

12 Month reviews were required for 2 of the cases. Both had been completed as required.

2 (6%) were reopened / had actions set for CTCO's.

The policy issues identified have already been designed out due to changes to National policy and changes to local ways of working.

No changes pertaining to policy are recommended in this review.

Four learning recommendations, however, have been documented and will be briefed to Supervisors at the June Tactical Case Governance Meeting.

## 2. National Policy

National Policy covering Prevent activity within the time frame of this review includes:

- CTP-Prevent Policy (Policy for Police PREVENT Practitioners) V3.6 – Published 10<sup>th</sup> November 2021



CTP-Prevent-Policy-  
2020-CTNET 3.6.pdf

- National Prevent Internet Intelligence and Investigation Policy V1.4 – Published 21<sup>st</sup> October 2022



Prevent III research  
policy - v1.4 - final.p

- Multiple referrals: Risks, Supervision & Accountability in PCM V1.3 – Published 17<sup>th</sup> January 2023



MULTIPLE-PCM-REF  
ERRALS-Policy-Adde

- Counter-Terrorism Case Officer (CTCO) Guide V3.8 – Published 10<sup>th</sup> May 2024



CTCO-Guide-3.8-20  
24-1.pdf

National Policy implemented after the time frame of this review includes:

- Multiple referrals: Risks, Supervision & Accountability in PCM V3.0 – Published 31<sup>st</sup> March 2025



MULTIPLE  
REFERRALS POLICY -

- Fascination with Extreme Violence or Mass-Casualty Attacks, Interim Policy V3.0 – Published 31<sup>st</sup> March 2025\*

\*Thresholds further clarified with CTPHQ 20<sup>th</sup> May 2025



Fascination with  
Extreme Violence an

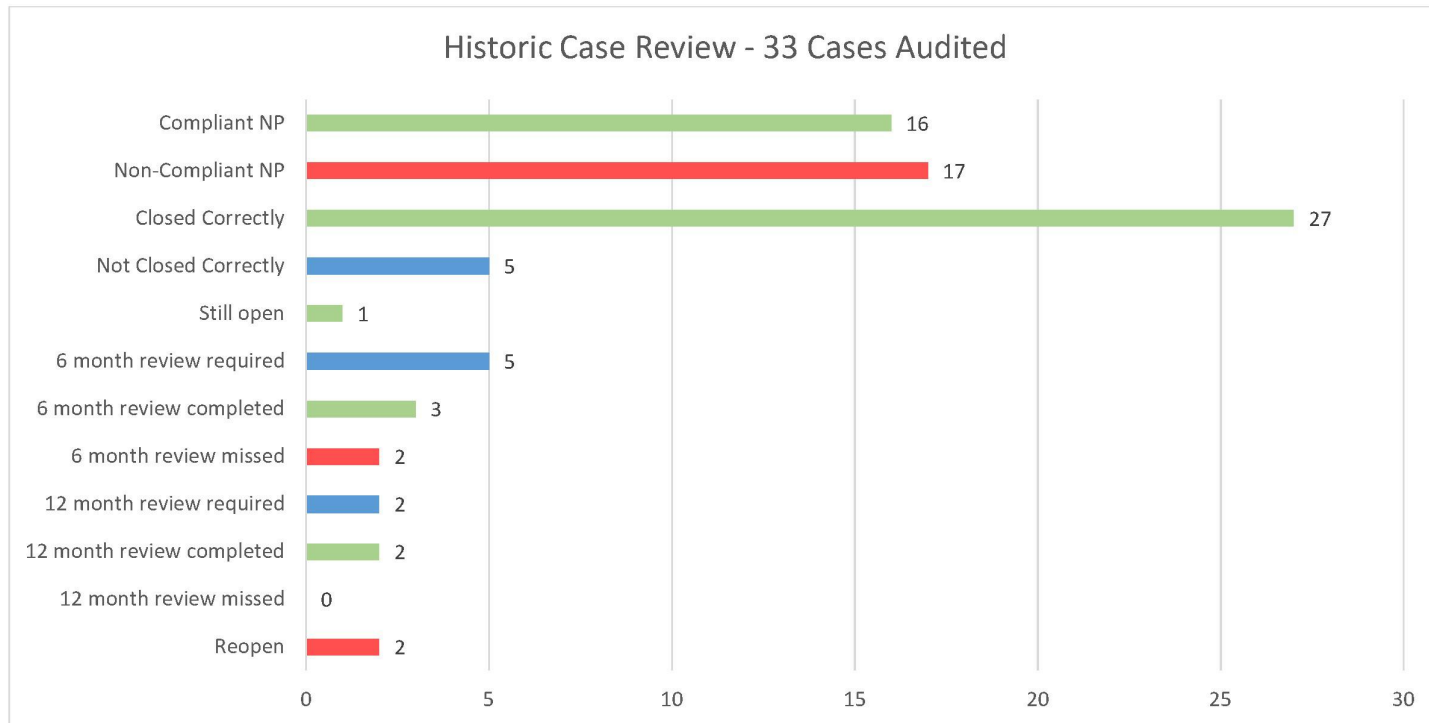
### 3. Metrics and High-Level Assessment

The review set out to audit 27 historic cases closed as one of two Ideologies identified as being potential indicators of heightened risk post the July 2024 Murders.

- School Massacre
- Fascination with Extreme Violence

As several of these cases were linked to other cases due to the subject having been referred to Prevent on more than one occasion, the reviewer included all linked cases, taking the total cases audited to 33.

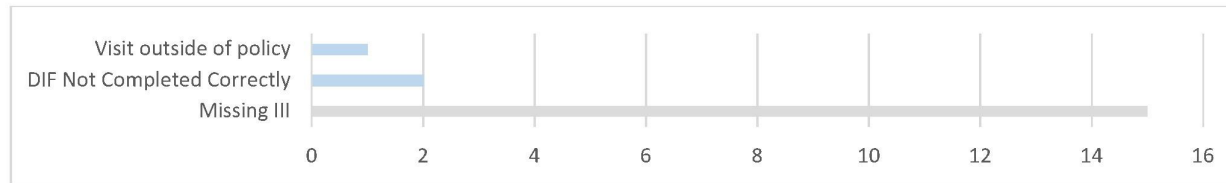
The below chart depicts the qualitative findings from the audit:



### Was the case compliant with National Policy?

16 (48.5%) of cases were found to have complied with National Policy.  
17 (51.5%) were found not to have complied with National Policy.

Of those 17, the below chart depicts the root cause of non-compliance:



Missing III accounted for the majority of these cases, being present in 15 of the 17. The III policy was officially published on 21<sup>st</sup> October 2022, but its distribution was limited to an email to RPC's. CTPHQ have accepted that the policy was not then integrated into National Prevent Policy or Guidance, nor any of the mandatory Prevent training courses. As a result, CTPNW were not aware of its existence until CTPHQ conducted a business assurance visit in November 2024, finding III missing in their reviews. It was fully expected, therefore, that this review would find the same.

After legal assurances, CTPNW created a small team of three officers to conduct all Prevent III requirements. This team started on 18<sup>th</sup> April 2025, looking at all open cases which had already passed Information Gathering, and all new cases as they reach Information Gathering. I am satisfied therefore that this issue has already been addressed and is unlikely to feature in an audit focussed on cases post April 2025.

The DIF not having been completed correctly featured in 2 of the cases. In both permissions had been given to not complete the DIF but the circumstances of the cases did not justify such permission to be granted. Justification, however, was not found in either of these 2 cases to reopen them. Since these cases the DIF was replaced with the PAF, which was then built into PCMTe. PCMTe does not allow the case to progress without the PAF having been completed so this issue has already been designed out. The PAF is much more succinct than the DIF too, which has removed the need for us to consider whether a full DIF is required or not... A decision which was adopted locally under unique circumstances of elevated workload and a high number of staff vacancies. I am confident, therefore, that this issue would not be found in cases audited outside of that window (May-Aug 2024).

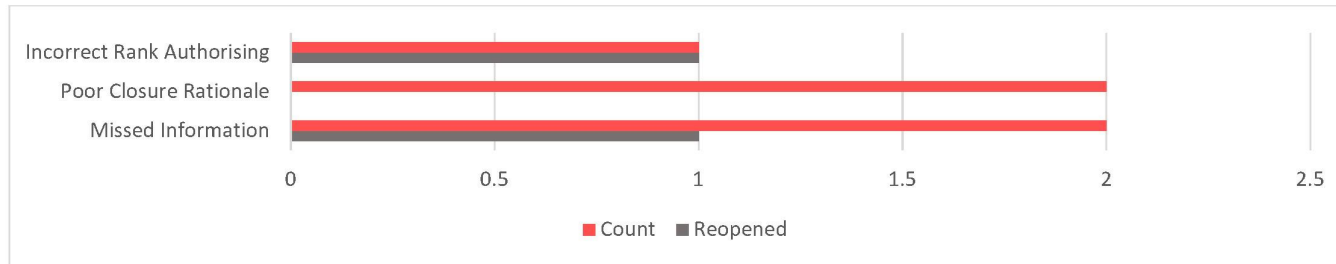
In one case, post S36 decision, a visit is conducted to the subject and the case then written off. No rationale is recorded for the visit, nor is it explained why it was decided a visit was required prior to the case being heard at Channel as per policy (unless exceptional circumstances exist).

**Learning Recommendation 1** – Supervisors must risk assess all visits, and as part of that must assess whether the visit is within policy or not. Where exceptional circumstances apply, these must be recorded on the case notes.

### Was the case closed correctly?

28 (84.8%) of cases were found to have been closed correctly.  
5 (15.2%) were found not to have been closed correctly.

Of those 5, the below chart depicts the root causes:



In 1 case a Sgt had authorised closure, but due to non-consent the risk had not been mitigated, therefore the case attracted the need for RPC/DRPC authority to close. That case had questions to answer and thus the reviewer has set actions for the CTCO to complete and return for a decision on whether to reopen fully or not.

In 2 cases poor closure rationale had been recorded. Neither contained information to justify re-opening, as the reviewer ultimately agreed with the decision to close, but better rationale should have been applied. Feedback has been sent to the closing supervisors.

In 2 cases information within the case had seemingly been overlooked within the closure write-up. One related to intelligence received between the case being sent for closure and it being written up for such. That intelligence may have changed the decision making in that case and thus the reviewer as set actions for a supervisor to complete and return for a decision on whether to reopen fully or not. The other had a closure rationale which without context (added by the reviewer) should have progressed to Information Gathering. The missing information in the case somewhat negated the concerns entirely and thus would have made the closure write up much easier.

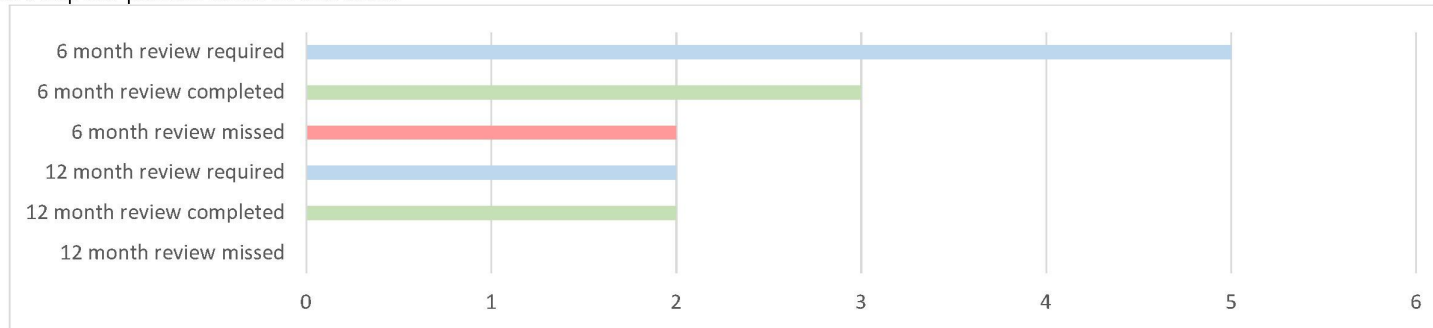
**Learning Recommendation 2** – Supervisors must ensure systems checks are completed if there is a long gap between the request for closure and the write up for such.

**Were the 6/12-month reviews completed where required?**

6- and 12-month reviews are only required for cases which have been adopted at Channel.

Of the 33 cases audited just 5 met the requirement for a 6-month review, and 2 met the requirement for a 12-month review.

The below chart depicts performance in this area:



Of the 5 requiring a 6-month review, 3 had been completed on time and thus 2 were missing, albeit one of those had its 12-month review attached, and the other has since been retrospectively applied, having been completed at the correct time but missed off the case updates.

Of the 2 requiring a 12-month review, both had reviews completed at the correct time and both were recorded on the case.

PCMTe flags cases due for review as and when required, thus there are no changes required in that respect.

**Learning Recommendation 3** – CTCO's must ensure all reviews are updated on the case when completed.

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**Does the case need re-opening in light of new policy expectations?**

Of the 33 cases reviewed, 2 (6%) had actions created for staff to complete and return for a decision on whether to reopen fully or not.

1 related to intelligence received between the request to close and the closure authority being given. The intelligence linked the subject to a prominent suicide bomber, which when taken into context of this subject having been referred in 3 times left questions to be answered.

This case was therefore counted as having been reopened for the context of this report. It should be noted that the reopening was due to potential missed intelligence at the time of the case and not new policy expectations.

*Learning Recommendation 2 applies to the above.*

1 related to a subject who had not been seen by any professionals since being removed from school by his parents. All correspondence had been by phone or email with the subject's mother, and thus the reviewer was concerned that the subject had never been seen by Police or anyone present at the Channel Panel. This case was therefore counted as having been reopened for the context of this report. Again, it should be noted that the reopening was due to potential missed safeguarding opportunities at the time of the case and not new policy expectations.

**Learning Recommendation 4** – CTCO's and all supervisors must be alive to risk within cases where no professionals have seen the subject. Cases such as this are rare, but where no other agency has had contact with the subject throughout the life of the case which has progressed past S36, a CTCO must visit the subject.

31 of the cases reviewed (94%) were therefore assessed as having no justification to reopen, and none of the cases were reopened as a result of new policy expectations.

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#### 4. Detailed Assessment

The following pages contain the reviewer's assessment of each case, a copy of which has been attached to its corresponding case on PCMTe notes.

Five minor learning recommendations outside of the scope of this review were identified:

- In two cases it was apparent that Schools had sat on Prevent relevant information for some time before making a referral. The author has brought these cases to the attention of the Department of Education Prevent Lead.
- If supervisors change the primary ideology they must record their rationale on the case notes too.
- If a mainstream ideology (Islamist Extremism, Extreme Right Wing, LASIT) exists, and the case meets the Fascination with Extreme Violence threshold, the mainstream ideology must be recorded as the primary ideology, but the case must still attract enhanced scrutiny as per the FWEV policy.
- If documents or images etc. are detailed in a referral, staff should make efforts to obtain and upload a copy to the case... albeit I accept that this has only been possible since the implementation of PCMTe. If it has not been possible to obtain a copy, that must be recorded on the case.
- If new information has come to light since the case has been closed, such as late replies to Information Gathering, these must be brought to the attention of a supervisor who must record on the case notes that they have assessed the new information as relevant/irrelevant to their original decision.



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# HISTORIC CASE REVIEW - GREATER MANCHESTER

PCM Ref + Ideology	CTCO/Supervisor	Findings	COM NP	Y
PCM-54184 School Massacre	Triage Bradley, CTCO Smithers, PS Cooper, PS Howarth	<h1>I&amp;S</h1>	CC	Y
			6	N/A
			12	N/A
			REOPEN?	N
PCM-54230 School Massacre	Triage Lewis, PS Howarth		COM NP	Y
			CC	Y
			6	N/A
			12	N/A
			REOPEN?	N

COM NP - Compliant with National Policy (at time)?, CC - Closed Correctly?, 6 - Six-month review conducted?, 12 - Twelve-month review conducted?, Reopen - Has action been set as a result of audit to reopen this case?

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# HISTORIC CASE REVIEW - GREATER MANCHESTER

PCM Ref + Ideology	CTCO/Supervisor	Findings	COM NP	N	(III)
PCM-54401 School Massacre	DC Locke / PC McCrory / PS Howarth / DI Donaghy	<h1>I&amp;S</h1>	COM NP	N	(III)
			CC	Y	
	6		Y		
	12		Y		
			REOPEN?	N	
PCM-57722 School Massacre	Triage Jones (as officer) / PS Dad / Triage Supervisor Holland / PS Cooper		COM NP	N	(III)
		CC	Y		
	6	N/A			
	12	N/A			
			REOPEN?	N	

COM NP - Compliant with National Policy (at time)?, CC - Closed Correctly?, 6 - Six-month review conducted?, 12 - Twelve-month review conducted?, Reopen - Has action been set as a result of audit to reopen this case?

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# HISTORIC CASE REVIEW - GREATER MANCHESTER

PCM Ref + Ideology	CTCO/Supervisor	Findings	COM NP	Y
PCM-58122 School Massacre	Triage O'Rourke / PS Howarth / PC E Maguire	<h1>I&amp;S</h1>	COM NP	Y
			CC	Y
			6	N/A
			12	N/A
			REOPEN?	N
PCM-58476 School Massacre	Triage Jones (as Officer) / PS Dad / PS Howarth / PC McCrory / PC Locke		COM NP	N (III)
			CC	Y
			6	N/A
			12	N/A
			REOPEN?	N

COM NP - Compliant with National Policy (at time)?, CC - Closed Correctly?, 6 - Six-month review conducted?, 12 - Twelve-month review conducted?, Reopen - Has action been set as a result of audit to reopen this case?

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# HISTORIC CASE REVIEW - GREATER MANCHESTER

PCM Ref + Ideology	CTCO/Supervisor	Findings	COM NP	N	(III)
PCM-58504 Fascination	Triage O'Rourke / PS Howarth /	<h1>I&amp;S</h1>	CC	Y	
			6	N/A	
			12	N/A	
			REOPEN?	N	
PCM-58759 Fascination	Triage O'Rourke / PS Cooper / PC Patel	<h1>I&amp;S</h1>	COM NP	N	(III)
			CC	Y	
			6	N	
			12	N/A	
			REOPEN?	N	

COM NP - Compliant with National Policy (at time)?, CC - Closed Correctly?, 6 - Six-month review conducted?, 12 - Twelve-month review conducted?, Reopen - Has action been set as a result of audit to reopen this case?

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# HISTORIC CASE REVIEW - GREATER MANCHESTER

PCM Ref + Ideology	CTCO/Supervisor	Findings	COM NP	N	(III + Visit)
PCM-57995 School Massacre	Triage Jones (as officer) / PS Howarth / PC Lord	<h1>I&amp;S</h1>	COM NP	N	
			CC	Y	
			6	N/A	
			12	N/A	
			REOPEN?	N	
PCM-59053 Fascination	Triage Holland / PS Howarth / CTCO E Maguire / CTCO L Maguire		COM NP	Y	
			CC	Y	
			6	Y	
			12	N/A	
			REOPEN?	N	

COM NP - Compliant with National Policy (at time)?, CC - Closed Correctly?, 6 - Six-month review conducted?, 12 - Twelve-month review conducted?, Reopen - Has action been set as a result of audit to reopen this case?

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# HISTORIC CASE REVIEW - GREATER MANCHESTER

PCM Ref + Ideology	CTCO/Supervisor	Findings	COM NP	Y
PCM-59342 School Massacre	Triage O'Rourke / Triage Supervisor Holland	<h1>I&amp;S</h1>	CC	Y
			6	N/A
			12	N/A
			REOPEN?	N
PCM-59879 Fascination	CTCO Whalley / PS Howarth / CTCO Locke		COM NP	N (III)
			CC	Y
			6	N/A
			12	N/A
			REOPEN?	N

COM NP - Compliant with National Policy (at time)?, CC - Closed Correctly?, 6 - Six-month review conducted?, 12 - Twelve-month review conducted?, Reopen - Has action been set as a result of audit to reopen this case?

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HISTORIC CASE REVIEW - GREATER MANCHESTER

PCM Ref + Ideology	CTCO/Supervisor	Findings	
PCM-60532 Fascination	Triage U/K 06060451 returns no name on system / PS Howarth	<h1>I&amp;S</h1>	PCM-22087
COM NP			N (III)
CC			Y
6			N/A
12			N/A
REOPEN?			Y
PCM-36487			
COM NP			N (III)
CC			Y
6			N
12			Y
REOPEN?			
PCM-60532			
COM NP	N (III)		
CC	N (Missed Intel)		
6	N/A		
12	N/A		
REOPEN?	Y		

COM NP - Compliant with National Policy (at time)?, CC - Closed Correctly?, 6 - Six-month review conducted?, 12 - Twelve-month review conducted?, Reopen - Has action been set as a result of audit to reopen this case?

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# HISTORIC CASE REVIEW - LANCASHIRE

PCM Ref + Ideology	CTCO/Supervisor	Findings	COM NP	Y
PCM-56864 School Massacre	Triage Kempster / PS Ainsley / DS Dawson / PC Gibbons	<h1>I&amp;S</h1>	CC	Y
			6	N/A
			12	N/A
			REOPEN?	N
PCM-58021 School Massacre	Triage Kempster / DS Dawson		COM NP	Y
			CC	Y
			6	N/A
			12	N/A
			REOPEN?	N

COM NP - Compliant with National Policy (at time)?, CC - Closed Correctly?, 6 - Six-month review conducted?, 12 - Twelve-month review conducted?, Reopen - Has action been set as a result of audit to reopen this case?

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# HISTORIC CASE REVIEW - LANCASHIRE

PCM Ref + Ideology	CTCO/Supervisor	Findings	COM NP	Y
PCM-58168 School Massacre	Triage Kempster / CTCO Waterhouse / Sgt Ainsley	<h1>I&amp;S</h1>	CC	Y
			6	N/A
			12	N/A
			REOPEN?	N
PCM-59941 Fascination - Changed to No Ideology	Triage Kempster / Sgt Dad		COM NP	Y
			CC	Y
			6	N/A
			12	N/A
			REOPEN?	N


COM NP - Compliant with National Policy (at time)?, CC - Closed Correctly?, 6 - Six-month review conducted?, 12 - Twelve-month review conducted?, Reopen - Has action been set as a result of audit to reopen this case?

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**HISTORIC CASE REVIEW - LANCASHIRE**

PCM Ref + Ideology	CTCO/Supervisor	Findings	COM NP	N	(DIF)
PCM-58169 School Massacre			CC	Y	
 LINKED CASE 1/3	Triage Welch / DS Dawson	<h1>I&amp;S</h1>	6	N/A	
			12	N/A	
			REOPEN?	N	


COM NP - Compliant with National Policy (at time)?, CC - Closed Correctly?, 6 - Six-month review conducted?, 12 - Twelve-month review conducted?, Reopen - Has action been set as a result of audit to reopen this case?

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# HISTORIC CASE REVIEW - LANCASHIRE

PCM Ref + Ideology	CTCO/Supervisor	Findings	COM NP	Y
PCM-59970 School Massacre	Triage Welch / Sgt Ainsley / CTCO Waterhouse	<h1>I&amp;S</h1>	CC	Y
 LINKED CASE 2/3			6	N/A
			12	N/A
			REOPEN?	N


COM NP - Compliant with National Policy (at time)?, CC - Closed Correctly?, 6 - Six-month review conducted?, 12 - Twelve-month review conducted?, Reopen - Has action been set as a result of audit to reopen this case?

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# HISTORIC CASE REVIEW - LANCASHIRE

PCM Ref + Ideology	CTCO/Supervisor	Findings	COM NP	Y
PCM-65479 School Massacre - Changed to ERW	CTCO Davies / Sgt Ainsley	<h1>I&amp;S</h1>	CC	N/A
 LINKED CASE 3/3			6	N/A
			12	N/A
			REOPEN?	N/A

COM NP - Compliant with National Policy (at time)?, CC - Closed Correctly?, 6 - Six-month review conducted?, 12 - Twelve-month review conducted?, Reopen - Has action been set as a result of audit to reopen this case?

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**HISTORIC CASE REVIEW - LANCASHIRE**

PCM Ref + Ideology	CTCO/Supervisor	Findings	
PCM-60627 Fascination	CTCO Butterworth / Sgt Ainsley / Sgt Dawson	<b>I&amp;S</b>	PCM-60223
			COM NP Y
			CC N (IG)
			6 N/A
			12 N/A
			REOPEN? N
			PCM-60627
			COM NP N (III)
			CC Y
			6 N/A
			12 N/A
			REOPEN? N

COM NP - Compliant with National Policy (at time)?, CC - Closed Correctly?, 6 - Six-month review conducted?, 12 - Twelve-month review conducted?, Reopen - Has action been set as a result of audit to reopen this case?

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# HISTORIC CASE REVIEW - MERSEYSIDE

PCM Ref + Ideology	CTCO/Supervisor	Findings	COM NP	N
PCM-57212 School Massacre	Triage Yates / Sgt Dad / CTCO Seddon / Sgt Ainsley	<h1>I&amp;S</h1>	CC	Y
			6	N/A
			12	N/A
			REOPEN?	N
PCM-57743 School Massacre	Triage Yates / Sgt Dad / DI Sime	<h1>I&amp;S</h1>	COM NP	N (11)
			CC	Y
			6	N/A
			12	N/A
			REOPEN?	N

COM NP - Compliant with National Policy (at time)?, CC - Closed Correctly?, 6 - Six-month review conducted?, 12 - Twelve-month review conducted?, Reopen - Has action been set as a result of audit to reopen this case?

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# HISTORIC CASE REVIEW - MERSEYSIDE

PCM Ref + Ideology	CTCO/Supervisor	Findings												
PCM-60886 Fascination		<h1>I&amp;S</h1>	<table border="1"> <tr><td>PCM-40479</td></tr> <tr><td>COM NP</td><td>N</td></tr> <tr><td>CC</td><td>Y</td></tr> <tr><td>6</td><td>N/A</td></tr> <tr><td>12</td><td>N/A</td></tr> <tr><td>REOPEN?</td><td>N</td></tr> </table>	PCM-40479	COM NP	N	CC	Y	6	N/A	12	N/A	REOPEN?	N
PCM-40479														
COM NP	N													
CC	Y													
6	N/A													
12	N/A													
REOPEN?	N													
	PCM-40479 CTCO Ward / Sgt Leyland  PCM-60886 Triage Yates / DI Sime		<table border="1"> <tr><td>PCM-60886</td></tr> <tr><td>COM NP</td><td>Y</td></tr> <tr><td>CC</td><td>N</td></tr> <tr><td>6</td><td>N/A</td></tr> <tr><td>12</td><td>N/A</td></tr> <tr><td>REOPEN?</td><td>N</td></tr> </table>	PCM-60886	COM NP	Y	CC	N	6	N/A	12	N/A	REOPEN?	N
PCM-60886														
COM NP	Y													
CC	N													
6	N/A													
12	N/A													
REOPEN?	N													

(III)

(Write up)

COM NP - Compliant with National Policy (at time)?, CC - Closed Correctly?, 6 - Six-month review conducted?, 12 - Twelve-month review conducted?, Reopen - Has action been set as a result of audit to reopen this case?

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# HISTORIC CASE REVIEW - CHESHIRE

PCM Ref + Ideology	CTCO/Supervisor	Findings	COM NP	Y
PCM-56820 School Massacre	Triage Holland / DI Sime	<h1>I&amp;S</h1>	COM NP	Y
			CC	Y
			6	N/A
			12	N/A
			REOPEN?	N
PCM-59481 Fascination - Changed to ERW	CTCO McIntyre / DI Sime / Sgt Howarth	<h1>I&amp;S</h1>	COM NP	N (Ill and Closure)
			CC	N (Wrong rank)
			6	Y
			12	N/A
			REOPEN?	Y

COM NP - Compliant with National Policy (at time)?, CC - Closed Correctly?, 6 - Six-month review conducted?, 12 - Twelve-month review conducted?, Reopen - Has action been set as a result of audit to reopen this case?

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# HISTORIC CASE REVIEW - CHESHIRE

PCM Ref + Ideology	CTCO/Supervisor	Findings	COM NP	N	(DIF)
PCM-61097 Fascination - Changed to No Ideology	Triage Yates / DI Mangan / DI Sime	<h1>I&amp;S</h1>	CC	N	(Write up)
			6	N/A	
			12	N/A	
			REOPEN?	N	
PCM-60951 Fascination - Changed to No Ideology	PCM-60951 CTCO Dowell / Sgt Ainsley / DI Sime		COM NP	Y	
			CC	Y	
			6	N/A	
			12	N/A	
			REOPEN?	N	
	PCM-62061 Triage Jones / DI Sime		COM NP	Y	
			CC	Y	
			6	N/A	
			12	N/A	
			REOPEN?	N	

COM NP - Compliant with National Policy (at time)?, CC - Closed Correctly?, 6 - Six-month review conducted?, 12 - Twelve-month review conducted?, Reopen - Has action been set as a result of audit to reopen this case?

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