Out of Court Resolutions Panel Annual Report November 2026

Data range June 2025 to April 2026

Prepared for the Ethics and Transparency Panel

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1. Purpose of report

As an advisory body to the Police and Crime Commissioner (PCC), the Ethics and Transparency Panel is required to provide assurance that ethics and integrity are embedded within Leicestershire Police, and that high standards of professional conduct and policing service delivery are maintained.

In the absence of a Chair at the time of writing, the OPCC Assurance Officer submits this report to outline the key findings, notable practice and areas for improvement identified by the Out of Court Resolutions (OOCR) Panel. The report covers scrutiny undertaken between June 2025 and April 2026 and is intended to support the Ethics and Transparency Panel in identifying matters to include in its annual report for scrutiny between the PCC and Chief Constable.

2. Request of the Ethics and Transparency Panel

The Assurance Officer, on behalf of the OOCR Panel, asks the Ethics and Transparency Panel to consider the contents of this report and provide a view on the following questions:

- Does the Ethics and Transparency Panel agree with the OOCR Panel's identified areas for improvement?
- Would the Ethics and Transparency Panel be willing to present the recommendations from this report in its annual report to the PCC?

3. Summary of findings

The tables below summarise the panel's scoring across the meetings held in September 2025, December 2025 and March 2026.

Meeting	Category 1: appropiate	Category 2: appropriate with observations	Category 3: inappropriate/inconsistent	Category 4: no conclusion	Total
Adult, September 2025	4	4	7	0	15
Youth, September 2025	10	4	1	0	15
Youth, December 2025	4	6	5	0	15
Adult, March 2026	4	5	6	0	15
Adult total	8	9	13	0	30
Youth total	14	10	6	0	30
Overall total	22	19	19	0	60

From September 2025 onward, adult and youth meetings were separated. Adult cases are now considered in March and September, while youth cases are considered in June and December. Each meeting reviews 15 cases, with approximately 30% relating to domestic incidents.

4. Meetings and case outcomes

4.1 Adult cases

Of the 30 adult cases reviewed during the year, 17 were deemed appropriate or appropriate with observation. This is a positive outcome as it demonstrates that for more often than not, the Force are making correct choices with the use of Out of Court Resolutions. Positive feedback includes good investigation processes, supervisor rationale and correct procedures followed around keeping victims updated and offering victim support.

The remaining cases were judged to be inappropriate or inconsistent. This is a minor improvement on the previous year, when 7 of 15 adult cases were judged inappropriate or inconsistent.

The 13 inappropriate and inconsistent adult cases related to the following offences:

- Common assault (CC issued)
- Common assault (CR issued)
- Assault of a police officer (CC issued)
- Actual bodily harm (CC issued)
- Actual bodily harm, domestic abuse (outcome 22)
- ABH, non-intimate domestic abuse (CR issued)
- Theft (CC issued)
- Theft (CR issued)
- Stalking and harassment (CR issued)
- Harassment, intimate domestic abuse (CC issued)
- Possession of class A drugs (CR issued)
- Possession of an offensive weapon (CC issued)

Throughout the year, Insp Crisp provided feedback to officers and their sergeants. Feedback was given both where improvements were required and where cases were deemed appropriate and handled well, to support positive learning.

Insp Crisp also completed actions for individual cases of concern where further investigation was required, including checks on the submission of safeguarding reports for victims.

4.2 Youth cases

Of the 30 youth cases reviewed during the year, an impressive 24 were considered appropriate or appropriate with observations. 6 were judged to be inappropriate or inconsistent. This is a really encouraging find and is a similar proportion as the previous year, indicating more consistently positive handling of youth OOCRs compared with adult cases.

The difference between adult and youth outcomes appears to reflect the greater wrap-around care and multidisciplinary involvement available for children and young people. Youth cases are considered by a panel focused on the needs of the child. At the time of this report, there is no equivalent vulnerable adult panel for adult cases where wellbeing or vulnerability may be a factor in offending. This scrutiny panel has nonetheless identified some repeat issues in the Force's handling of OOCRs with youths that require further scrutiny.

The 6 inappropriate and inconsistent youth cases related to the following offences:

- Harassment (CR issued)
- Possession of a firework in a public place (CR issued)
- Domestic-related ABH (CR issued)
- Possession of an offensive weapon (CR issued)

- ABH (outcome 22)
- Theft (CR issued)

5. Areas of notable practice

Officers were receptive to the panel's comments and, in more than one case, shared their reflections on standards of practice. Capturing this feedback through a monitoring system has helped the panel understand how feedback is presented to the Force and how themes from individual feedback are identified.

Across the year, 41 of the 60 cases reviewed were judged to have been handled appropriately or appropriately with observations, a respectable figure given the complexities with issuing Out of Court Resolutions. Positive themes included a good investigative footprint, strong conditions attached to conditional cautions and considered referrals to diversionary and preventative programmes.

For example, in one of the adult cases from March 2026 in relation to an incident of ABH, the panel noted that: *'the outcome was appropriate and authorised appropriately. Strong evidence was collected, and an additional safeguarding report was submitted for the victim.'*

In a seperate adult case from the same panel, relating to theft from a store, the panel observed that *'The police engaged in thorough checks on the offender which highlighted this person as being of interest to immigration.'*

The integrity and dedication of the Force's Out of Court Resolution Team headed by Insp Marc Crisp remains an area of strength for this panel. The team has clearly been aware of the existing challenges and shortfalls of the application of OOCRs and have planned intensive work to remedy and overhaul this (see section 9). A substantial programme of improvement is scheduled for early September 2026 which will inevitably evidence improvements in the application of Out of Court Resolutions locally.

6. Causes for concern identified

Several themes from the previous annual report remain evident. The panel's findings suggest organisational-level issues in the use of OOCRs, particularly in adult cases.

Adult	24-25	25-26
Adult	Cases being dealt with via OOCRs when they appeared serious enough for court.	Insufficiently robust outcomes, including conditional cautions for serious domestic violence incidents.
Adult	Lack of inspector sign-off, or sign-off of inappropriate OOCR use.	Conditional cautions issued to offenders with significant offending histories; conditional cautions issued without full and frank admissions; non-compliance with conditions not always followed up; gravity matrix not used.
Adult	Offenders not referred to appropriate support to address behaviour.	Limited or inappropriate conditions; missed opportunities to refer offenders to intervention programmes to address root causes.
Adult	Safeguarding concerns not properly risk-assessed, leaving victims at risk.	Incorrect crime recording, under-use of social services, and insufficient safeguarding for victims of stalking, harassment and domestic abuse.
Adult	Evidence gathering concerns.	Insufficient evidence obtained in several cases, including missed checks

		for previous incidents, missed CCTV opportunities and missed biometrics.
Youth	Missed referral opportunities for wider assessment, support and intervention.	Missed opportunities to refer young people to intervention programmes to address root causes.
Youth	CPS involvement should have been sought where OOCR did not address offending history.	More serious outcomes were required in some cases given the nature of the offending.
Youth	A lack of curiosity from officers around the child or young person's wellbeing.	Insufficient investigative work to understand context, including no interview in some cases, limited wider family work and no supervisor rationale.

6.1 Adult OOCRs

Although 17 of the 30 adult cases were judged appropriate or appropriate with observations, the number and seriousness of category 3 findings indicate that fundamental improvement is required before adult OOCRs can be said to be used consistently to a high standard across Leicester, Leicestershire and Rutland.

The panel identified four instances where conditional cautions were issued to offenders with significant offending histories. OOCRs should generally be reserved for low-level offending and for first or second-time offenders. The panel also identified three instances where OOCRs were issued without full and frank admissions. A full and frank admission must be obtained before an OOCR can be issued; without this, the offender does not qualify and the outcome is inappropriate.

In one case, a crime was recorded as harassment when the circumstances of the offender/victim's extensive previous history suggested stalking. This created a risk that the victim was not adequately protected. The offender also did not fully admit the offence, which should have removed the conditional caution option. Further to this, the panel also found that insufficient safeguarding was put in place for the victim.

A separate case was recorded as ABH intimate domestic abuse when the circumstances suggested controlling and coercive behaviour. This again raised concerns about victim protection and whether officers are sufficiently trained to identify offences relating to violence against women and girls.

In another case involving ABH in a non-intimate domestic abuse context, children were witnesses and no safeguarding reports were submitted. The panel also identified two cases where adult offenders were not referred to appropriate diversionary or intervention programmes to address the root causes of offending behaviour.

Taken together, the repeated concerns around rationale, investigation and supervisory footprint suggest that urgent review is required to improve the effectiveness and consistency of adult OOCR use. The Prevention Directorate have provided context in section 9 of this report, a number of measures which aim to improve the use of OOCRs in Leicester, Leicestershire and Rutland, and this does provide some assurance that the use of OOCRs are moving in the right direction locally.

The Force's openness to constructive criticism, including voluntarily highlighting concerns, remains a strength of the panel process.The challenge for the Force is striking the balance between improving quality without creating fear of using OOCRs where they are appropriate, however improvement must be the priority. This should be done with clear structure, purpose and transparency.

6.2 Youth OOCRs

Youth cases scored more positively overall: 14 cases were scored category 1, 10 were scored category 2 and 6 were scored category 3. In September 2025, only one youth case was scored category 3. In December 2025, this increased to five of the 15 cases reviewed.

One case involved a community resolution for a hate-related offence, which is not appropriate Force practice. Hate-related offences should not be dealt with by community resolution. This was fed back to the officer and supervisor by Insp Crisp.

Further themes included the absence of decision-maker rationale in a domestic-related ABH case where inspector oversight should have been sought, and a possession of an offensive weapon case where the panel noted limited consideration of the wider context, safeguarding and the weak nature of conditions attached to the community resolution.

7. Challenges faced by the panel

7.1 Attendance and partnership representation

For the panel to be fully effective, a partnership approach is critical, with key agencies represented consistently. Attendance at the adult OOCR panel continues to be challenging. The youth panel has maintained sufficient attendance from the Force, CPS, Youth Justice, the magistrates' bench and diversion/intervention partners. The adult panel has struggled to maintain consistent attendance from partners including CPS, prevention and criminal justice. Repeated efforts have been made by the OPCC to invite attendees, explain the importance of the panel and emphasise the value of organisational input, with limited success. Proposed mitigations are:

- Send a formal letter on behalf of the PCC requesting representation from appropriate organisations, explaining the value of the panel and its impact on OOCR practice.
- Promote the work and outcomes of the OOCR scrutiny panel internally and externally.
- Consider incentives for attendees, such as invitations to volunteer celebration events.

In August 2026, two additional Ethics and Transparency Panel members, Frances and Denis, have been appointed to the Out of Court Resolutions Panel. This now totals 3 members including Louise, increasing overall attendance at each youth and adult panel and creating a greater opportunity for critical review and advice.

7.2 Absence of a Chair

The panel's long-term Chair stepped down unexpectedly in early 2026, leaving the panel without a stable and consistent Chair. Requests for a new Chair were made to panel members at the March 2026 and June 2026 meetings, but the response has been minimal.

As an interim solution, the panel has agreed that the OPCC representative may chair meetings as a neutral party and not take part in discussion. Invitations for a new Chair will continue.

7.3 Unclear scoring guidance

In reviewing the adult OOCR scrutiny panel minutes, scoring inconsistencies have been identified. Panel members understand that they are being asked to determine ultimately whether the outcome given was reasonable and proportionate, but are unsure on how to score a case if the outcome was correct but the handling of case/victim and/or the process of investigation was not appropriate or demonstrative of extremely poor service.

In response, the OPCC and Force are redrafting guidance to give members greater clarity. Members should primarily determine whether the use of an Out of Court Resolution was appropriate for the offence. Additional observations may then be recorded on the investigative process or other concerns.

8. Key successes of the panel

The panel has:

- Reviewed 60 cases and provided comprehensive feedback to the Force, of which 41 were deemed appropriately handled.
- Clearly identified areas where OOCR use requires development.
- Held the Force to account on the management and implementation of OOCRs.
- Maintained open and transparent two-way dialogue, with evidence that the Force is open to feedback and willing to make changes.
- Implemented a new process to reduce meeting length and pressure on the presenting officer.
- Recognised Force capacity challenges and made adjustments to support the lead officer.
- Continued to use a partnership approach when reviewing cases across the sector.

9. Force Summary

The findings identified by the OOCR Scrutiny Panel are welcomed and provide valuable insight into areas where further improvement is required. Many of the themes highlighted had already been identified by Diversion & Youth Justice going back to mid-2024 and process amendments were made which delivered some improvement but did not address the underlying structural challenges. This directly informed the development of a comprehensive business case, starting in late 2024, led by Inspector Marc Crisp and Grace Strong, Director of Prevention, which was approved in January 2026.

The business case secured significant investment in both workforce growth and technological innovation to strengthen the governance, consistency and effectiveness of Out of Court Resolutions across Leicestershire Police. This includes the implementation of the Diversion Hub, supported by a new Team Leader, a second OOCR Coordinator and six Diversion Navigator Police Constable posts.

Many of the concerns identified within Category 3 adult and youth outcomes, including decision rationale, safeguarding, intervention opportunities, offending history considerations and inconsistent application of eligibility criteria, are precisely the issues the new model has been designed to address.

The introduction of the Make Time Count digital OOCR platform and i-Decide decision-support framework will provide officers with a structured decision-making and policy-aligned decision process. This will reduce variation in decision-making, improve consistency and officer confidence and strengthen governance and oversight across all OOCR pathways.

Whilst the concerns identified by the Panel are acknowledged, they should be viewed in the context of a Force that has proactively recognised many of these challenges and has already secured significant investment to address them. The implementation phase now underway, with a launch date of 1st September 2026, represents the most significant enhancement to OOCR governance, decision-making and diversionary capability undertaken by Leicestershire Police and provides a comprehensive response to the recurring themes highlighted through scrutiny. Further, the Hub will be transformational in its approach, not just within Leicestershire but has significant potential to be seen nationally as leading practice.

10. Summary

It is the opinion of the OPCC that the panel has fulfilled the responsibilities set out in its terms of reference. The panel has effectively reviewed criminal cases concluded by way of an OOCR and identified learning to support continuous improvement.

The panel has identified some areas of concern which continue from previous years and need addressing with urgency at an organisational level. The Force has provided assurances that changes are imminent and expected to evidence improvement and this change is expected from as early as September 2026.

There is further work to be done from an administrative perspective to refresh documents and guidance to enable the panel to fulfil its duties effectively.

The OPCC will work with the local prevention directorate to support and oversee improvements made and provide assurance to the Ethics and Transparency Panel.

10. Recommendations

The OOCR Panel makes the following recommendations to the Ethics and Transparency Panel to put to the PCC:

No.	Theme	Recommendation
1	Positive learning	Present to the PCC a proposal for a significant increase in positive news stories across the Force on successful OOCR use. Positive learning and visible examples of good practice can support organisational change.
2	Partnership representation	Continue the partnership approach to the panel and make further efforts to secure consistent representation where possible.
3	Chairing arrangements	Appoint a permanent Chair or seek agreement from the Ethics and Transparency Panel for the OPCC to chair the panel permanently as an independent organisation.
4	Resourcing	Request the PCC propose to the Chief Constable that sufficient resource is allocated to the OOCR team within the Prevention Directorate to allow an adequate response to the concerns identified through scrutiny.
5	Safeguarding	Ask the OPCC and Force to review how safeguarding issues are addressed in the OOCR process, particularly for victims of harassment, stalking and coercive control.