



Screening

Policy scoping

Information about the policy

Policy name	Definition of Troubles Policy
Existing/Revised/New policy	Existing
What is the policy trying to achieve?	In implementing a trauma and resiliency informed approach, the Commission will provide potential requesting individuals and families with as much information as possible, as early as possible, to enable them to make an informed decision as to whether making a request to the Commission for an investigation is right for them. As such, it is important that the Commission is able to provide clarity to potential requesting individuals as to whether it is likely that their request will be accepted by the Commission, particularly where a requesting individual is unsure as whether the incident in question would be considered to be Troubles/Conflict-related. An incident will be Troubles/ Conflict related if it falls within the parameters set out in s1 of The Northern Ireland Troubles (Legacy and Reconciliation) Act 2023, which defines “the Troubles” as the events and conduct that related to Northern Ireland affairs and occurred during the period— (a)beginning with 1 January 1966, and (b)ending with 10 April 1998. Whilst the Commission is bound by this timeframe, it acknowledges that there may be a small number of cases where discretion may need to be applied. For example, where the date of the incident occurred inside the relevant timeframe, but the death occurred afterwards.
Policy author	Establishment Programme Team
Policy owner	Operational Policy Assurance and Compliance

Are there any S75 categories which might be expected to benefit from the intended policy? If so, explain how.

Women and LGBTQ+ individuals might be expected to benefit from this policy. The policy states that particular sensitivity will be shown when considering incidents of sexual violence, including when assessing the perceived or real power dynamic between the victim and the active participant in the conflict status of the perpetrator, and subsequent perceptions of impunity; as well as the rights of women and LGBTQ+ individuals during the conflict, and contemporary attitudes towards sexual violence.

Implementation factors

Are there any factors which could contribute to/detract from the intended aim/outcome of the policy/decision?

A lack of records relating to incidents which means determining Troubles-related may be more challenging in cases of sexual violence or incidents which occurred in specific communities (where engagement with the police was potentially dangerous perpetrated by members of that community).

Main stakeholders affected

Who are the internal and external stakeholders (actual or potential) that the policy will impact upon?

Staff: Case Support Workers; IRT; Findings.	Actual
People who use our service: RIs	Actual
Other public sector organisations	Potential
Voluntary/community/trade unions (e.g. proxies)	Potential

Other policies with a bearing on this policy

Name	Who Owns
Safeguarding Policy	ICRIR

Handling a Request Policy	Commissioner for Investigations
Right to Review Policy	Commissioner for Investigations
Investigations Policy	Commissioner for Investigations

Available evidence

What evidence/information (both qualitative and quantitative) have you gathered to inform this policy? Specify details for each of the Section 75 categories.

Please note policy written before any staff employed so no internal information available.

Religious Belief

Northern Ireland is traditionally split between those identifying as Protestant (around 42%) and Catholic (about 41%), with increasing numbers identifying as having no religion or other religions.

On Census Day 2021, the breakdown for the main religions in Northern Ireland was as follows:

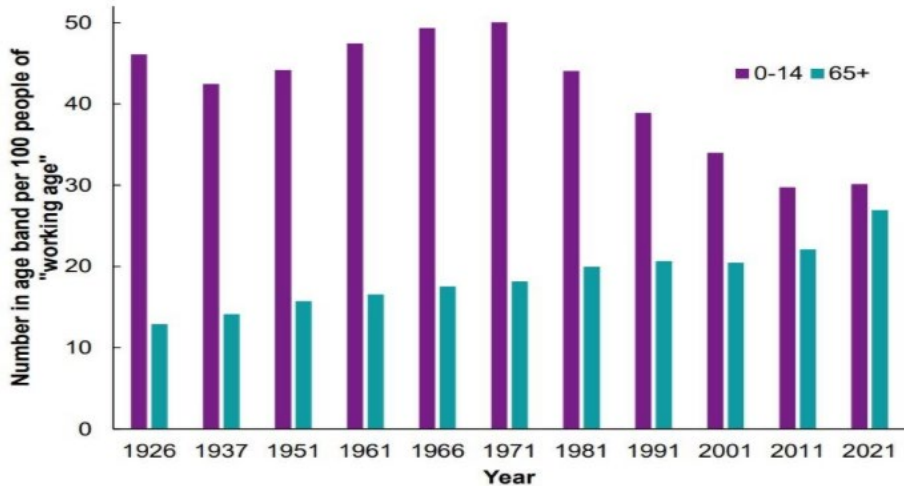
- Catholic 42.3%
- Protestant 37.36%
- Other 1.34%
- No Religion 17.39%
- Not stated 1.6%

[Census 2021 main statistics religion tables](#)

Cen sus year	All usual reside nts	Catho lic	Presbyt erian Church in Ireland	Chur ch of Irelan d	Metho dist Churc h in Irelan d	Other religio ns	None/ Not State d
1961	1,425, 042	34.91 %	28.99%	24.20 %	5.04 %	5.00 %	1.85 %
1971	1,519, 640	31.45 %	26.70%	22.00 %	4.69 %	5.79 %	9.38 %
1981	1,481, 959	27.97 %	22.93%	18.99 %	3.96 %	7.61 %	18.53 %
1991	1,577, 836	38.38 %	21.35%	17.70 %	3.77 %	7.76 %	11.03 %
2001	1,685, 267	40.26 %	20.69%	15.30 %	3.51 %	6.36 %	13.88 %

	<table><tr><td>2011</td><td>1,810,863</td><td>40.76%</td><td>19.06%</td><td>13.74%</td><td>3.00%</td><td>6.58%</td><td>16.87%</td></tr><tr><td>2021</td><td>1,903,178</td><td>42.31%</td><td>16.61%</td><td>11.55%</td><td>2.35%</td><td>8.19%</td><td>19.00%</td></tr></table> Source: Census 2021 main statistics for settlements and wards in Northern Ireland Northern Ireland Statistics and Research Agency (nisra.gov.uk) (Table MS-B22) Research found in the CAIN Archive identified that 1523 Catholics and 1287 Protestants died during the period spanning 14 July 1969 and 31 December 2001. CAIN Archive: An Index of Deaths from the Conflict in Ireland	2011	1,810,863	40.76%	19.06%	13.74%	3.00%	6.58%	16.87%	2021	1,903,178	42.31%	16.61%	11.55%	2.35%	8.19%	19.00%
2011	1,810,863	40.76%	19.06%	13.74%	3.00%	6.58%	16.87%										
2021	1,903,178	42.31%	16.61%	11.55%	2.35%	8.19%	19.00%										
Political Opinion	The political landscape in Northern Ireland is unique, with political opinions often aligning with religious or national identity. Political affiliations in Northern Ireland often correlate with religious and national identity, with Unionists (typically Protestant) and Nationalists (typically Catholic) making up the largest groups. However, no precise statistics on political opinions are routinely collected due to sensitivities surrounding this information.																
Racial Group	Around 98% of Northern Ireland’s population identifies as white, with 2% belonging to minority ethnic groups (e.g., Black, Asian, Mixed). The 2021 Census data also revealed growth in the minority ethnic population. Within the time period in which the deaths and serious harm which the ICRIR can investigate occurred, the percentage of the population which identifies as white was even higher. In 2021, 31.86% of “All Usual Residents” declared their national identity as British Only; 29.13% selected Irish Only; and 19.78% stated Northern Irish Only. Since 2011, those declaring themselves as British Only and Northern Irish Only has declined by approximately 8 percentage points and 2 percentage points respectively in their share of the national identity categories. Source: Census 2021 main statistics for settlements and wards in Northern Ireland Northern Ireland Statistics and Research Agency (nisra.gov.uk) (Table MS-B15)																
Age	Northern Ireland’s workforce generally reflects an aging population, with approximately 18% of the population being over 65 and about 20% under 15. In the public sector, the average age of employees is typically between 35–55. Age-related issues in employment could include older employees facing																

	challenges in adapting to new technologies or younger employees feeling underrepresented in leadership roles. Surveys from sources like the Northern Ireland Statistics and Research Agency (NISRA) show concerns about intergenerational fairness and age-based discrimination in the workplace, including opportunities for younger workers to access training and promotions, and challenges older workers may face when adapting to evolving work practices. ICRIR has the remit to investigate deaths and serious injuries related to the Troubles/Conflict in the period between 1 January 1966 and 10 April 1998 which caused serious physical or mental harm. A victim or survivor can request that the Commission investigates an incident involving a serious injury to them. A close family member of the deceased can ask the Commission to investigate an incident involving a death. Given the time period in which these deaths or serious crimes occurred, Requesting Individuals are likely to be older than the general population.
Marital Status	The most recent Northern Ireland Census shows a declining trend in marriage rates, with more people opting for civil partnerships or remaining single. Northern Ireland Census 2021 data shows a decline in marriage rates, with 42% of adults married, 11% divorced, and an increasing number of people opting for civil partnerships or remaining single.
Sexual Orientation	Sexual orientation data indicates around 2% of the population identifies as LGB (Lesbian, Gay, Bisexual) based on NISRA's Continuous Household Survey.
Men and Women Generally	The Northern Ireland Census 2021 produced the following demographic breakdown for Northern Ireland: • Female 50.81% • Male 49.19% Census 2021 main statistics demography tables – age and sex Research found in the CAIN Archive gives the following demographic breakdown of deaths during the period spanning 14 July 1969 and 31 December 2001: • Female: 322 • Male: 3210

	CAIN Archive: An Index of Deaths from the Conflict in Ireland
Disability	According to the NISRA, around 21% of Northern Ireland's population lives with a disability. This percentage increases with age. Requesting Individuals who have themselves suffered serious harm as a result of a serious injury related to the Troubles / Conflict will be more likely than the general public to be living with a disability.
Dependants	 Source: Census 2021 population and household estimates for Northern Ireland: Statistical bulletin (nisra.gov.uk) Census 2021 shows that there were 365,200 children (aged 0 to 14) or 19% of the population. While the population grows, household sizes continue to fall - the average household size has fallen from 2.54 in 2011 to 2.44 in 2021.
Gender Reassignment (required under Equality Act 2010):	Data on individuals who have undergone or are undergoing gender reassignment is scarce due to privacy concerns. However, estimates suggest that around 1% of the UK population identifies as transgender or non-binary. (Not required for section 75 but is required under the Equality Act)

Needs, experiences and priorities

Taking into account the information referred to above, what are the different needs, experiences and priorities of each of the following categories, in relation to the particular policy/decision?

Specify details of the needs, experiences and priorities for each of the Section 75 categories below:

Religious belief	More Catholics than Protestants were killed during the Troubles/ Conflict. The Commission has adopted a TRIM-centred approach and can refer individuals to support services relevant to their background and beliefs after they have approached the Commission to make request pertained to a Troubles-related incident. It is during such a request that a determination on whether the incident is Troubles-related will be made. The Commission operates within the strict parameters imposed upon it by the Northern Ireland Troubles (Legacy and Reconciliation) Act 2023 and can only respond to the needs of service users once they have approached the Commission. As such, it is incumbent upon the Commission to provide equal service to all service users until a s75 consideration becomes evident.
Political Opinion	More individuals from a Nationalist background than from a Unionist background were killed during the Troubles/ Conflict. The Commission has adopted a TRIM-centred approach and can refer individuals to support services relevant to their background and beliefs after they have approached the Commission to make request pertained to a Troubles-related incident. It is during such a request that a determination on whether the incident is Troubles-related will be made. The Commission operates within the strict parameters imposed upon it by the Northern Ireland Troubles (Legacy and Reconciliation) Act 2023 and can only respond to the needs of service users once they have approached the Commission. As such, it is incumbent upon the Commission to provide equal service to all service users until a s75 consideration becomes evident.

Racial Group	There is no evidence to suggest that this policy will impact individuals differently based on their racial group, nor that it will affect their needs, experiences, or priorities in a disproportionate way.
Age	Although more people who approach the Commission are likely to be old, there is no evidence to suggest that this policy will impact individuals differently based on age, nor that it will affect their needs, experiences, or priorities in a disproportionate way.
Marital status	There is no evidence to suggest that this policy will impact individuals differently based on marital status, nor that it will affect their needs, experiences, or priorities in a disproportionate way.
Sexual orientation	Prevailing contemporary attitudes towards LGBTQ+ individuals, and the lasting impact of these attitudes, might impact the proportion of these individuals who approach the Commission. The Commission has adopted a TRIM-centred approach and can refer individuals to support services relevant to their specific s75 characteristics after they have approached the Commission to make a request pertaining to a Troubles-related incident. It is during such a request that a determination on whether the incident is Troubles-related will be made. The Commission operates within the strict parameters imposed upon it by the Northern Ireland Troubles (Legacy and Reconciliation) Act 2023 and can only respond to the needs of service users once they have approached the Commission. As such, it is incumbent upon the Commission to provide equal service to all service users until a s75 consideration becomes evident.
Men and Women generally	Research has shown that conflict-related sexual violence occurred during the Troubles/ Conflict. To address the legacy of this, the Commission has adopted a TRIM-centred approach and can refer individuals to support services relevant to their specific s75 characteristics after they have approached the Commission to make request pertained to a Troubles-related incident. It is during such a request that a determination on whether the incident is Troubles-related will be made. The Commission operates within the strict parameters imposed upon it by the Northern Ireland Troubles (Legacy and Reconciliation) Act 2023 and can only respond to the needs of service users once they have approached the

	Commission. As such, it is incumbent upon the Commission to provide equal service to all service users until a s75 consideration becomes evident.
Disability	There is no evidence to suggest that this policy will impact Requesting Individuals who want an investigation into serious harm differently, based on any disability they may be living with as a result of serious harm they themselves have suffered as a result of a Troubles/ Conflict-related incident, nor that it will affect their needs, experiences, or priorities in a disproportionate way.
Dependants	There is no evidence to suggest that this policy will impact individuals differently based on whether or not they have dependants, nor that it will affect their needs, experiences, or priorities in a disproportionate way.

Part 2. Screening questions

Introduction

1. **What is the likely impact on equality of opportunity for those affected by this policy for each of the Section 75 equality categories?**

Details of the likely policy impacts on **Religious belief**:

Assessment: Minor potential impact.

Rationale: Research found in the CAIN Archive identified that 1523 Catholics and 1287 Protestants died during the period spanning 14 July 1969 and 31 December 2001, which may mean that more individuals from a Catholic background will approach the Commission to investigate a death.

[CAIN Archive: An Index of Deaths from the Conflict in Ireland](#)

Mitigations: The Commission is obliged to operate within the parameters of definition of the Troubles set out in s1 of The Northern Ireland Troubles (Legacy and Reconciliation) Act 2023. Research indicates that more Catholics than Protestants died as a result of Troubles-related incidents. However, the Commission is a reactive organisation, which can only respond to the needs of service users once they approach the Commission. The policy does not differentiate an approach to the question of Troubles/Conflict related on the basis of religious belief. However, the Commission recognises that there may be some cases where relevant records may not exist about an incident due to some communities' attitudes towards engagement with state authorities and will therefore take this into account during the decision making process.

Level of Impact	Major	Minor	None
		x	

Details of the likely policy impacts on **Political Opinion**:

Assessment: Minor potential impact.

Rationale:: Research found in the CAIN Archive identified that 1523 Catholics and 1287 Protestants died during the period spanning 14 July 1969 and 31 December 2001. As religion and political affiliation in Northern Ireland often correlate, this may mean that more individuals from a Nationalist background will approach the Commission to investigate a death

CAIN Archive: An Index of Deaths from the Conflict in Ireland

Mitigations: The Commission is obliged to operate within the parameters of definition of the Troubles set out in s1 of The Northern Ireland Troubles (Legacy and Reconciliation) Act 2023. The Commission is a reactive organisation, which can only respond to the needs of service users once they approach the Commission. The policy does not differentiate an approach to the question of Troubles/Conflict related on the basis of political opinion. However, the Commission recognises that there may be some cases where relevant records may not exist about an incident due to some communities' attitudes towards engagement with state authorities and will therefore take this into account during the decision making process.

Level of Impact	Major	Minor	None
		x	

Details of the likely policy impacts on **Racial Groups**:

=

Level of Impact	Major	Minor	None
			x

Details of the likely policy impacts on **age**:

Level of Impact	Major	Minor	None
			x

Details of the likely policy impacts on **Marital Status**:

Level of Impact	Major	Minor	None
			x

Details of the likely policy impacts on **Sexual Orientation**:

Assessment: Minor potential impact.

Rationale: Prevailing contemporary attitudes towards LGBTQ+ individuals might impact the proportion of these individuals who approach the Commission.

Mitigations: The Commission is obliged to operate within the parameters of definition of the Troubles set out in s1 of The Northern Ireland Troubles (Legacy and Reconciliation) Act 2023. However, the Commission is a reactive organisation, which can only respond to the needs of service users once they approach the Commission. The policy considers issues around the availability of records and contemporary attitudes towards sexuality which may impact the eligibility decision.

Level of Impact	Major	Minor	None
		x	

Details of the likely policy impacts on **Men and Women**:

Assessment: Minor potential impact.

Rationale: Research indicates that 322 females were killed during the period 1969-2001, compared to 3210 males. This may impact how many individuals from each of these demographic groups approach the Commission. Similarly, research indicates that there was conflict-related sexual violence towards women and girls, and men and boys during the Troubles ([State and Non-State Conflict-Related Sexual Violence Against Women and Girls During the Northern Irish 'Troubles': A Systematic Review](#)) The fear and vulnerability generated by this violence may prevent some Requesting Individuals from approaching the Commission.

Mitigations: The Commission is obliged to operate within the parameters of definition of the Troubles set out in s1 of The Northern Ireland Troubles (Legacy and Reconciliation) Act 2023. However, the Commission is a reactive organisation, which can only respond to the needs of service users once they approach the Commission. The policy recognises

that experiences of conflict may differ on the basis of gender, and therefore provides flexibility (for example, recognising the availability of records).

Level of Impact	Major	Minor	None
		x	

Details of the likely policy impacts on **disability**:

Level of Impact	Major	Minor	None
			x

Details of the likely policy impacts on **Dependants**:

Level of Impact	Major	Minor	None
			x

2. **Are there opportunities to better promote equality of opportunity for people within the Section 75 equalities categories?**

Detail opportunities of how this policy could promote equality of opportunity for people within each of the Section 75 Categories below:

Religious Belief - If Yes, provide details: None identified.

Political Opinion - If Yes, provide details: None identified.

Racial Group - If Yes, provide details: None identified.

Age - If Yes, provide details: None identified.

Marital Status - If Yes, provide details: None identified.

Sexual Orientation - If Yes, provide details: None identified.

Men and Women generally - If Yes, provide details: Yes, by recognising sensitivity in cases of sexual violence. The approach to such incidents can be informed by intersectional perspectives that consider the diverse experiences of victims, including those from marginalised or underrepresented groups.

Disability - If Yes, provide details: None identified.

Dependants - If Yes, provide details: None identified.

3. **To what extent is the policy likely to impact on good relations between people of different religious belief, political opinion or racial group?**

Please provide details of the likely policy impact and determine the level of impact for each of the categories below i.e. either minor, major or none.

Details of the likely policy impacts on **Religious belief**: (insert text here)
None identified.

What is the level of impact? None.

Details of the likely policy impacts on **Political Opinion**: (insert text here)
None identified.

What is the level of impact? None.

Details of the likely policy impacts on **Racial Group**:
None identified.

What is the level of impact? None.

4. Are there opportunities to better promote good relations between people of different religious belief, political opinion or racial group?

Detail opportunities of how this policy could better promote good relations for people within each of the Section 75 Categories below:

The Commission recognises that the background of victims and perpetrators may be similar, which is important for understanding the complexities of the conflict. The Commission can foster inclusivity and promote good relations by ensuring that their decisions are guided by an understanding of the diverse socio-political dynamics at play, including those related to identity and community affiliation. This policy demonstrates this understanding and informs the Commission's eligibility decision-making.

Additional considerations

Multiple identity

Generally speaking, people can fall into more than one Section 75 category. Taking this into consideration, are there any potential impacts of the policy/decision on people with multiple identities?

It is recognised that this policy may impact on people with multiple identities. The Commission acknowledges that individuals with multiple identities may experience unique impacts. We will ensure that these are fully considered, and accommodations are made where necessary.

The Commission recognises that those from different religious and community backgrounds, those with differing political opinions and women are statistically more likely to have been victims of violence during the Troubles/Conflict. The Commission also acknowledges that individuals with intersecting identities, such as Catholic women, may face compounded barriers. The Commission is committed to providing reasonable accommodations to ensure their full participation in the pre-request and investigative process and that any issues they raise are fully considered in the decisions taken

by the Commission. This is consistent with the Commission's values in relation to impartiality and openness.

The policy provides flexibility and discretion to capture the experiences of those with intersecting identities and recognises, for example, the particular challenges some groups may face in evidencing that the relevant incident is Troubles-related.

Further, the TRIM approach enables the Commission to take a tailored approach to each individual with whom it works and provides particular flexibility to accommodate the needs of those with multiple identities.

The burden of establishing whether a request is Conflict/Troubles related rests primarily with the Commission.

Part 3. Screening decision

Screening outcome: Screened out

Decision: The decision is not to conduct an equality impact assessment for the Definition of Troubles-related

Mitigation

The Commission should continue to monitor the impact of the policy, particularly as new cases arise, to ensure that all service users understand what constitutes a Troubles/ conflict related incident, the legislative parameters in which the Commission operates, and the tailored support and resources the Commission can provide to them.

Approval and authorisation

Screened by: Establishment Programme Team

Date: 2 April 2026

Screened by: Operational Policy Assurance and Compliance

Date: 8 April 2026

Approved by: Commissioner for Investigations

Date: 1 May 2026