



Independent Commission for Reconciliation and Information Recovery

Annual Report for the year to 31 March 2025



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Annual Report 2024–25

For the year to 31 March 2025

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Introduction

In accordance with Section 2 (9) and (10) of the Northern Ireland Troubles (Legacy and Reconciliation) Act 2023 (the Act) the Independent Commission for Reconciliation and Information Recovery (the Commission) presents this report for the year to 31 March 2025.

The report contains information pertaining to the Commission's operational activities, including the number of requests, the volume of information received, findings reports and the historical record. It also contains information about the Commission's finances, administration and other matters the Commission considers to be appropriate. Provisions within the Act relating to conditional immunity are not in force and are therefore not included within this report.

Each year the Commission is also required to prepare an Annual Report and Accounts, pursuant to para 6 (4) of Schedule 1 of the Northern Ireland Troubles (Legacy and Reconciliation) Act 2023. Following completion of the annual audit process, the Commission will publish its Annual Report and Accounts for 2024–25.

Our purpose

The Commission was established to provide answers for those impacted by deaths and serious injuries related to the Troubles/Conflict. The Act enables the Commission to carry out investigations into deaths and other harmful conduct that formed part of the Troubles/Conflict and produce a report on the findings of each investigation. The Commission also has powers to refer deaths and other harmful conduct to prosecutors and is required to produce a record of deaths that were caused by conduct forming part of the Troubles/Conflict. The Act confines the scope of the Commission's remit to events and conduct that related to Northern Ireland affairs and occurred during the period beginning 1 January 1966 and ending with 10 April 1998.

Since it was established in December 2023, the Commission has embraced an approach that places victims, survivors and families at the centre of our work, ensuring that their needs are recognised and understood.

Our commitment to three core principles is embedded at all levels of the organisation:

- Compliance with the European Convention on Human Rights (ECHR): ensuring that all investigations and operations adhere to the standards set by the ECHR. This includes those that pre-date 1990.
- Respect for the principles of the 1998 Belfast/Good Friday Agreement: upholding the agreements and understandings established in this crucial document.

- Focus on providing useful information to those affected by the Troubles/Conflict: prioritising delivering meaningful and relevant information to victims, survivors, and their families.

The Commission became operational on 1 May 2024, and began its work with integrity, care, and dedication to seeking the unvarnished truth. This is what victims, survivors, and families rightly expect and deserve.

Our vision and mission

Vision

A society that is more reconciled because the Commission has provided greater information to the public about deaths and serious injuries during the Troubles/Conflict.

Mission

An independent Commission committed to serving victims, families, and survivors by thoroughly investigating and establishing the facts of past events, to provide an acknowledgement of the wrongdoing, in a way that is sensitive to the trauma experienced and assists with the promotion of reconciliation.

Our values

The Commission's Code of Conduct was published in December 2023 and sets out the values the Commission has adopted to guide its work—integrity, impartiality, openness, accountability, and respect. They are the standards of behaviour that can be expected of Commissioners, officers, and others working on behalf of the Commission. These values, and how they should be interpreted by those that the Code of Conduct applies to, are outlined below.

Integrity

Putting the obligations of public service above your own personal interests. Acting in line with other applicable professional obligations and standards.

Impartiality

Behaving in a fair and objective manner, treating all equally, remaining open minded and taking decisions based on evidence.

Openness

Being truthful and straightforward in your communications and your engagement while respecting confidences and keeping information safe.

Accountability

Operating within legal requirements, including the European Convention on Human Rights, the Equality Act 2010 and equivalent equality legislation in Northern Ireland, the requirements of the Northern Ireland Troubles (Legacy and Reconciliation) Act 2023, and within the objectives and policies of the Commission. Being willing to justify decisions, actions and omissions.

Respect

Treating everyone with whom you interact with courtesy, irrespective of their background or beliefs. Engaging in constructive, respectful and professional dialogue even in the case of differing opinions.

Strategic objectives 2024–25

The Board of Commissioners agreed four strategic objectives for 2024–25:

1. Improving wider public understanding of what the Commission can do and building credibility and trust with the wider public.
2. Obtaining certainty about the framework for the Commission's work adhering to the ECHR (and obtaining changes if needed to meet this principle).
3. Beginning operations (case support, information recovery, findings) and improving them through learning and feedback, and using this work to demonstrate the validity and efficacy of this new approach.
4. Undertaking preliminary policy development and cross community engagement as a foundation for the Commission's historical record function and wider reconciliation work.

Our strategic objectives are underpinned by our principal statutory objective: to promote reconciliation. The activity that we have undertaken to deliver against these strategic objectives is detailed below and throughout the report.

Summary of activities in 2024–25

The Commission developed at pace during 2024–25, building on the strong foundations established in the previous year. The Commission's annual work plan 2024–25 included a set of milestones, with progress against these reported in the table on page 22.

This was the first work plan for the Commission. It contained a broad range of work aimed at ensuring the Commission operates effectively as an independent organisation rooted in our values.

Work throughout the period also focused on the mitigation of the most significant strategic risks faced by the Commission, including the uncertain legislative context impacting on the Commission's ability to build public confidence, ensuring

appropriate budgetary provision within a tight fiscal environment, and the requirement to ensure appropriate resource across the organisation to meet demand from Requesting Individuals for investigations.

Throughout the reporting period, a comprehensive programme of communications and engagement continued with a broad range of stakeholders, in addition to victims, families and survivors. Our approach utilised insight gathered from public surveys and focus groups which assessed levels of awareness and enabled us to understand public opinion.

In line with our commitment to openness, the Commission published regular updates on our public-facing website. We also undertook two briefings of the Northern Ireland Assembly Committee for the Executive Office and provided written evidence to the House of Commons Northern Ireland Affairs Committee as part of its inquiry into “The Government’s new approach to addressing the legacy of the past in Northern Ireland.”

Four public consultations were completed, with the responses received used to iterate our frameworks, policies and strategies.

The Commission continued to engage with international stakeholders including the UN Human Rights Office and the Council of Europe, to explore best practice in relation to compliance with the provisions of the European Convention on Human Rights (ECHR).

From 1 May 2024, Requesting Individuals were able to begin their journey with the Commission, through the three stages of investigations (Support, Information Recovery, and Findings). Whilst the volume has fluctuated during the year, the Commission is now receiving a steady level of requests.

By 31 March 2025, a total of 153 Requesting Individuals had approached the Commission, 159 cases had been registered, and 50 investigations had been opened. Work is ongoing to prepare the Commission’s first Findings reports for publication.

Strong operational processes have been developed and initiated to support our investigative work. These include introduction of the Operational Design Framework and the Trauma and Resiliency Informed Model (TRIM), Information Disclosure Protocols, and independent oversight arrangements for the use of police powers.

The operational capability of the Commission also increased significantly during 2024–25. 169 members of staff were employed by 31 March 2025 across the Belfast and London sites. Operational sites in London and Northern Ireland were established and the headquarters in central Belfast opened to the public.

Due to the projected growth in the number of Requesting Individuals approaching the Commission and resulting investigations, the number of investigative staff and office accommodation required will increase further during 2025–26.

The Commission has sought to create organisational conditions for encouraging the promotion of reconciliation in the exercise of its functions. Alongside this, exploratory work continued during 2024–25 around the requirement to prepare and publish the historical record on the Troubles/Conflict.

In light of the recent announcement of the joint framework on the legacy of the Troubles/Conflict between the British and Irish governments, the Commission will work to enable a seamless transition for our Requesting Individuals into a reformed Commission. There will be no pause in our vital work.

Operational development and activity

During 2024–25, strong processes were developed and put in place to enable the Commission to fulfil its statutory function to provide information to victims, survivors and their families about deaths and serious injuries related to the Troubles/Conflict.

As the Commission's operations developed, key policies and procedures were produced to guide employee conduct, ensure operational efficiency, and promote a positive workplace. These included developing key policies on handling requests for investigation, safeguarding information, implementing the Operational Design Framework, embedding the Trauma and Resiliency Informed Model (TRIM), agreeing Information Disclosure Protocols with relevant authorities, and agreeing independent oversight arrangements for the use of police powers by designated Commission officers.

From 1 May 2024, Requesting Individuals were able to begin their journey with the Commission, through the three stages of investigations (Support, Information Recovery, and Findings).

There are three types of investigation that the Commission may carry out: focused, culpability and liability. More information about each type of investigation is available on the Commission's website.¹ The Commissioner for Investigations, informed by the Information Recovery Team, decides which type of investigation is most appropriate for each case.

Three stages of an investigation

Stage one: Support

This is the start of an individual's journey with the Commission.

Dedicated Case Support Workers help individuals and families better understand how the Commission may be able help them (and what it will not be able to do), the different options available to them, and the information the Commission will need to move to the next stage.

While this is the first stage of the journey, that support is available throughout the entire process. The Case Support team provides a single point of contact and consistent, objective support for the Requesting Individual and family throughout their time with the Commission.

The team will respond to any questions and provide people with the space, time and information to make decisions that are right for them and the information recovery outcomes they seek.

¹ <https://icrir.independent-inquiry.uk/our-investigations/>

Stage two: Information Recovery

In this next stage, a team of investigators gathers information and evidence and seeks to answer the questions the Requesting Individual and family have raised.

The team needs a range of skill sets, to comb through archives, interview witnesses, and secure evidence. Investigators work across a range of different cases at any one time to maximise progress and efficiency.

Each investigation is overseen by a Senior Investigative Officer. Investigators are able to require access to all material from any previous fact-finding and determination processes, as well as all material held by the state, no matter how sensitive.

They may also undertake new investigative work. The Investigations team follow defined terms of reference for each investigation, which start with a scoping exercise, based on an approach to cold case reviews that follows internationally recognised best practice. This will inform the Commissioner for Investigations' decision on which of three investigative routes will be most appropriate for the case.

All three routes will embed the features required for an ECHR compliant investigation.

Stage three: Findings

The Chief Commissioner is responsible for the production of reports at the conclusion of investigations. In this work, they are supported by the Findings team. A Findings Officer from the unit is assigned to each investigation from an early stage and will independently challenge the direction of investigative work. As the investigation nears its conclusion, the Commissioner for Investigations and his team will present their evidence to the Chief Commissioner who will assess and evaluate it to determine findings.

Further investigative work may be requested. Reports will be produced to record the findings that have been made and to seek to address the Requesting Individual's questions.

The Chief Commissioner will provide the opportunity for an eligible person to make a personal statement to be published alongside the final report. Personal statements can be made by individuals to share how Troubles/Conflict-related events have affected and continue to affect them or any other relevant persons.

Requests

From 1 May 2024, Requesting Individuals were able to begin their journey with the Commission through the three stages of investigations (Support, Information Recovery, and Findings). Within the Commission's first four months of operation (1

May to 31 August), 85 separate substantive enquiries from victims, survivors or families about whether the Commission can investigate their injury or the death of their loved one were received and registered. Monthly numbers have continued to grow and the Commission is now receiving a steady level of requests, averaging between eight and nine new cases per month.

We can accept Requesting Individuals affected by the Troubles/Conflict, from any jurisdiction. A number of Requesting Individuals have made more than one request. Some individuals' requests have been withdrawn or closed, for example if an individual decided not to proceed. Nevertheless, numbers continue to grow.

In July 2024, the first investigations were opened, with the number of cases moving through to this second stage of the investigations process gradually increasing in the last six months. The average is now nine new investigations being opened per month.

As a result, by 31 March 2025, a total of 153 Requesting Individuals had approached the Commission, 159 cases had been registered, and 50 investigations had been opened. These 50 investigations relate to a global total of 97 deaths.

Information received

The information sought and received by the Commission in relation our investigations is extensive and varied. In the course of a Commission investigation, information from existing records and archives will be gathered by Investigators. This can include, for example, previous investigation files, witness statements, crime scene images and forensic information. The Commission may also generate investigative materials through new lines of inquiry.

The volume of available information is different in every case and therefore numerical values pertaining to documentation do not necessarily present the full picture.

However, by way of example, the Commission can report that as of 31 March 2025 17,683 files had been created on our case management system.

Powers

The Commission was established with a range of powers to obtain information as part of its information recovery process, and it is using these powers that we seek information from other organisations.

- **Section 5 request for disclosure**—A relevant authority must make available to the Commission such information, documents and other material as the Commissioner for Investigations may reasonably require for the purposes of, or in connection with, the exercise of the review function.
- **Section 14 notices**—The Commissioner for Investigations may, by notice require, a person to attend at a time and place stated in the notice to provide

information; to produce any documents in the person's custody or under the person's control; to produce any other thing in the person's custody or under the person's control for inspection, examination or testing. In addition, the Commissioner for Investigations may by notice require a person, within such period as appears to that Commissioner to be reasonable to provide evidence in the form of a written statement; to provide any documents in the person's custody or under the person's control; to produce any other thing in the person's custody or under the person's control for inspection, examination or testing.

Information Disclosure Protocols

The information we receive is derived from multiple sources and relevant authorities. In handling information, the Commission is subject to requirements set out in regulations made by the Secretary of State under Section 34 of the Northern Ireland (Legacy and Reconciliation) Act 2023 and any other requirements by operation of law, as well as its own internal handling protocols, policies and procedures.

During 2024–25, the Commission engaged with relevant authorities to establish appropriate Information Disclosure Protocols.² The purpose of these protocols is to support the timely and full provision of all information that the Commissioner for Investigations reasonably requires for the purposes of, or in connection with, the exercise of the review function (including carrying out investigations). The protocols seek to achieve this by setting out the Commission's procedures for requesting, receiving and handling information, including onward disclosure of information.

Trauma and Resiliency Informed Model (TRIM)

Throughout 2024–25, the Commission developed its Trauma and Resiliency Informed Model (TRIM). The model acknowledges that those engaging with the Commission may experience stress or even re-traumatisation. In developing the TRIM, the Commission engaged and continues to collaborate with organisations experienced in this area such as the Commission for Victims and Survivors (CVS) and the Victims and Survivors Service (VSS), and with people with lived experience.

Key steps undertaken to embed the TRIM across the Commission included:

- Developing and implementing staff training to raise awareness of the impact of trauma, and the role of resiliency factors in reducing re-traumatisation. Case Support Workers and Investigators receive further bespoke training in trauma and resiliency to support their work with Requesting Individuals, families and witnesses.

² [ICRIR Information Disclosure Protocol Template - Independent Commission for Reconciliation & Information Recovery](#)

- The establishment of an independent emotional support service for Requesting Individuals and witnesses.
- Implementing listening conversations for both individual staff members and groups of staff. Listening conversations assist in reducing stress, enhancing resiliency and self-care and cultivating learning and reflection which will inform the ongoing development and evolution of the Commission's TRIM.

Independent oversight

In April 2024, the Commission agreed arrangements with the Police Ombudsman of Northern Ireland (PONI) to provide independent oversight of the use of police powers by designated Commission officers in Northern Ireland. Parallel arrangements were agreed with the Police Investigations and Review Commissioners (PIRC) in February 2025 to provide independent oversight in Scotland, and with the Independent Office for Police Conduct (IOPC) in May 2025 to provide independent oversight in England and Wales.

External Advisory Group

The External Advisory Group (EAG) was formed in February 2024 and held its first meeting in May 2024. The group was established by the Board to advise the Commissioner for Investigations (and the wider Commission) on operating policies and practices including providing expert insight to assist the Commissioner for Investigations to discharge their duties. The EAG has an important role to play in providing expert advice and professional challenge to the Commission, with an international membership of the highest calibre in law enforcement, criminal justice, and legal and trauma-informed practice.

Conflict of Interest policy

On 14 May 2024, the Commission published a document outlining our approach to handling possible conflicts of interest within investigations. In line with this policy, all staff involved in investigations in a decision-making or supervisory capacity are required to complete a Conflict of Interest declaration. Where a conflict, actual, potential, or perceived, is identified, the individual must submit the declaration to their line manager and refrain from engaging in the case until a decision is made.

Findings reports

Throughout the reporting period, work has been undertaken to consider the design of the Commission's first Findings reports. This has sought to ensure that they are comprehensive, clear, accessible, accurate and consistent, as well as seeking to answer the questions asked by Requesting Individuals. Work is ongoing to prepare the Commission's first Findings reports for publication.

Historical record

Under the Legacy Act, the Commission is required to prepare and publish the historical record on the Troubles/Conflict. In 2024–25 the Commission started to develop its initial thinking on how to deliver this objective. Early exploratory work will continue into 2025–26.

Promotion of reconciliation

The Commission's principal objective in exercising its functions is to promote reconciliation. The Commission's aim is to try and create organisational conditions for procedurally encouraging the promotion of reconciliation in the exercise of its functions by:

- Building mutual respect and trust.
- Protection of fundamental rights.
- Rapprochement between cultural, political and national identities.
- Due regard to the need to promote equality of opportunity.
- Regard for the desirability of promoting good relations.
- Promoting a culture of tolerance at all levels and all aspects of society.
- Acknowledgement of the suffering of victims and survivors.
- Delivering justice, accountability and information about the past.
- Striving for the achievement of a peaceful and just society.

Consultation on the principal statutory objective, including the possibility of establishing an Advisory Group on Reconciliation, formed part of the Operational Design Framework consultation in spring 2024. The important views of consultees and other stakeholders on promoting reconciliation continue to be considered in the ongoing policy development process, which will take account of further engagement.

The Act does not define reconciliation, and the Commission is clear that it cannot impose a definition. However, it is the case that each Requesting Individual has their own perspective on reconciliation. In practical and operational terms, the Commission's three core organisational principles, the embedding of a victim-centred TRIM approach, and the rigorous adherence to Section 75 of the Northern Ireland Act 1998 provide a foundation upon which the Commission seeks to implement its statutory duty. Taking account of these factors, the Commission is endeavouring to build a culture of conscientious consideration to the promotion of reconciliation across all business areas.

Communications and engagement

Engagement and consultation

In July 2024, we published the results from focus groups and baseline polling surveys. The independent research was conducted between November 2023 and March 2024. It aimed to establish the level of public awareness and understanding of the Commission's functions and capture opinions on the Commission's proposed work.

The results provided insight into levels of awareness and understanding of the Commission, and how this changed over time. For example, the results demonstrated an increase in public awareness of the Commission and found that sharing information with families, regarding their cases, and the public, about the work of the Commission, would assist it in achieving its overall aims and aid the promotion of reconciliation.

During 2024–25, the Commission conducted and completed four public consultations. These included the Commission's operational design, the implementation of a trauma-informed approach, the Disability Action Plan, and the Equality Scheme. The responses and suggestions received supported the development of Commission frameworks, policies and strategies.

This activity sought to inform and connect with victims, survivors, families, and stakeholders, and ensure the Commission's services are transparent and well-understood. This approach to listening and engagement will continue into the next year. Through consultation and collation of feedback we will continue to assess perceptions of the Commission in Northern Ireland and Great Britain, and how we can work to improve our operational delivery based on the experience of our Requesting Individuals.

Throughout 2024–25 we met with a range of stakeholders including victims and survivors, representative groups, community groups, elected representatives and statutory bodies. The Commission disseminated stakeholder newsletters, including updates on key areas of work and relevant developments. We also sought to raise awareness of the Commission through print, digital and broadcast media activity.

The Commission presented evidence to the Committee for the Executive Office on its work in both September 2024 and February 2025.

Publications

Ahead of the Commission's operational launch on 1 May 2024 we developed and published documents explaining the Commission's role, services and how to request an investigation.

Towards the end of the reporting period, further online and hard copy materials were produced. A pack was developed for Requesting Individuals providing 15 leaflets of

additional guidance on the Commission's process and the support available. An accessible Easy Read guide was also created, entitled 'What we can do for you'.

In line with our commitment to openness, the Commission published information on operations at regular intervals. The Commission published two Accountability Updates over the course of the reporting period. The first covered the period 1 May 2024–31 August 2024 and the second from 1 September 2024–31 March 2025. These updates detailed the number of Requesting Individuals, the number of investigations, and associated developments in organisational capability, engagement and independence.

Operational Design Framework

Compliance with Articles 2 and 3 of the European Convention on Human Rights (ECHR) is one of the three essential principles that apply to the work of the Commission. During 2024–25, the Commission continued to engage with stakeholders including the UN Human Rights Office and the Council of Europe to explore how it can best comply with the ECHR provisions.

In March 2024, the proposed operational design for the Commission was published for an eight-week consultation. The responses and suggestions received from the public and stakeholders were used to develop the Operational Design Framework, which was officially launched in July 2024.

Some of the adaptations made to the operational design following the consultation included the creation of two Charter of Commitments documents which outline what a victim, survivor, family member or witness can expect from their journey with the Commission; allowing individuals engaging with the Commission to be accompanied by a chosen representative; and increased flexibility around changing the nature of a request if new information comes to light during an investigative process.

The importance of supporting individuals throughout the process and explaining how the principles of ECHR compliant investigations will be applied, was also reinforced.

The Chief Commissioner presented the Operational Design Framework to officials at the UN Office of the High Commissioner for Human Rights in July 2024, as part of a continuing dialogue to receive input from experts in the field.

Legislative changes

The Commission has welcomed the UK Government's proposals to reform and strengthen our independence, to aid our work to find the unvarnished truth for victims, survivors and their families, which they have sought for decades. Reform and strengthening will also, in our view, increase confidence among victims, survivors, families and the wider community to approach the Commission. To this end, in February 2025 the Commission provided written evidence to the Northern

Ireland Affairs Committee as part of its inquiry into ‘The Government’s new approach to addressing the legacy of the past in Northern Ireland.’ This included an overview of the Commission’s work, in addition to indicative considerations on how the UK Government might reform the Commission to enhance its established independence.

This work was informed by the Court of Appeal judgment in Dillon and others in September 2024, when the Court recognised the independence, transparency, and the wide powers of the Commission. In particular, that we have unfettered access to all information, documents, and material that we require. The Court of Appeal further found that there was insufficient victim involvement to the extent necessary to protect their legitimate interests, and that the sensitive disclosure provisions in the Act, notably the power of the Secretary of State for Northern Ireland to refuse the disclosure of sensitive information, offended the proper aims of the Commission and was ultimately incompatible with Article 2 of the European Convention on Human Rights in circumstances where an investigation by the Commission purports to replace inquests. The Commission is cognisant that the appeal of these findings will be determined by the UK Supreme Court imminently and we welcome the further clarity that will emerge from the judgment of that court.

Infrastructure

During 2024–25, operational sites in London and Northern Ireland were established and equipped, with appropriate IT and security capabilities installed. The Commission’s headquarters office in central Belfast is open to the public, with additional bespoke-designed space available to host meetings with victims, survivors and families in a secure and sensitive environment. Due to the projected growth of the Commission’s investigative workload, additional operational accommodation will be required before the end of 2025–26.

Finances

The Commission obtained, via its sponsor department the Northern Ireland Office, Parliamentary approval for its 2024–25 budget. The then Secretary of State for Northern Ireland wrote to the Commission, on foundation, setting out its funding mechanism, including the use of Annually Managed Expenditure to fund investigative work undertaken by the Commission³.

Financial Allocation 2024-25

	Budget	Outturn
Resource departmental expenditure limits	£11.507m	£10.194m
Annually Managed Expenditure	£6.200m	£4.244m
Total	£17.707m	£14.438m
Capital DEL	£11.595m	£11.507m
Capital AME	£1.425m	£0.918m

These figures are unaudited. Following completion of the audit, the Commission will publish its Annual Report and Accounts for 2024–25, pursuant to para 6 of Schedule 1 to the Northern Ireland Troubles (Legacy and Reconciliation) Act 2023.

³ <https://icrir.independent-inquiry.uk/document/icrir-funding-letter>

Administration

Statutory background

The Commission is established as a body corporate under the Northern Ireland Troubles (Legacy and Reconciliation) Act 2023 (the Act). The principal objective of the Commission in exercising its functions is to promote reconciliation.

It has been administratively classified by the Cabinet Office as a non-departmental public body (NDPB) sponsored by the NIO. The NIO ICRIR Framework document agreed on 14 December 2023, sets out the broad governance framework within which the Commission and NIO operate.

The Commission operates independently of the UK Government, the Northern Ireland Executive, and all other public authorities.

Structure

The Commission is governed by statutory provisions to ensure accountability and independence.

Our Board of Commissioners is our primary governing body, chaired by the Chief Commissioner, Sir Declan Morgan. The Board has collective responsibility for setting the strategic direction of the Commission to enable it to deliver its statutory functions. The Board is supported by its sub-committees, the Remuneration and Nomination Committee, Investigative Oversight Committee, and Audit and Risk Committee.

The Commission's Executive Leadership Team (ELT) provides strategic advice to the Board and is responsible for delivering the Commission's vision by overseeing the organisation's overall performance and delivery.

Our operational delivery is undertaken by our Investigations and Findings functions. This work is enabled by colleagues comprising our corporate operations, human resources, Commission secretariat, General Counsel and strategic communications teams.

As the Commission's work progresses, we are focused on strengthening our ability to deliver. We are committed to continuous improvement by enhancing our processes and governance.

As detailed in our 2024-25 work plan, our organisational culture is centred on demonstrating our competence and care in our delivery for victims, survivors, and families. This will require us to be responsive and adaptable in a changing environment.

Staff

During 2024–25, the headcount and capability of the Commission increased significantly through the delivery of several recruitment campaigns.

At 31 March 2025, the Commission employed 169 members of staff, 60% of whom were based in Belfast and 40% were based in London. 56% of Commission staff were female and 44% were male. The workforce of ICRIR is made up of those directly employed by ICRIR, those on temporary loan or secondment from other organisations and agency and contracted workers supporting short term projects.

During 2024–25, the pace of staff recruitment continued to be affected by the time taken to obtain security clearances. This has resulted in some successful candidates having to wait for an extended period before joining the Commission and has also led to some candidate attrition. Ongoing engagement with the relevant stakeholders was continually undertaken to attempt to minimise delays.

The Commission is committed, both organisationally and legally, to monitoring the composition of staff backgrounds and demographics. Our ability to represent the society that we serve is important.

When employing/seconding officers, the Commission is required by the Act to ensure, as far as it is reasonably practicable, that these individuals include: a) persons who have experience of conducting criminal investigations in Northern Ireland, and b) persons who do not have that experience but have experience of conducting criminal investigations outside Northern Ireland.

To support staff, a Learning and Development Strategy 2024–26 was launched in April 2024. Three of the four main areas of work have started—foundational learning, learner pathways and continuous professional development—with the fourth area of leadership and management currently being explored. An updated Learning and Development policy for the Commission was launched in April 2025.

Commission leadership

The Commission is led by a Board of seven Commissioners, chaired by the Chief Commissioner, Sir Declan Morgan.

The Board consists of the Chief Commissioner, Commissioner for Investigations and the Chief Executive Officer who are executive members of the Board and four Non-Executive Commissioners. Lindsay Todd is the Lead Non-Executive Commissioner and Chair of the Audit and Risk Committee.

The Chief Executive Officer is also the designated Accounting Officer for the Commission, with direct accountability to Parliament for the use of public funds. The Chief Executive Officer, Louise Warde Hunter, took up post in August 2024 and was formally appointed as a Commissioner and Accounting Officer in September 2024.

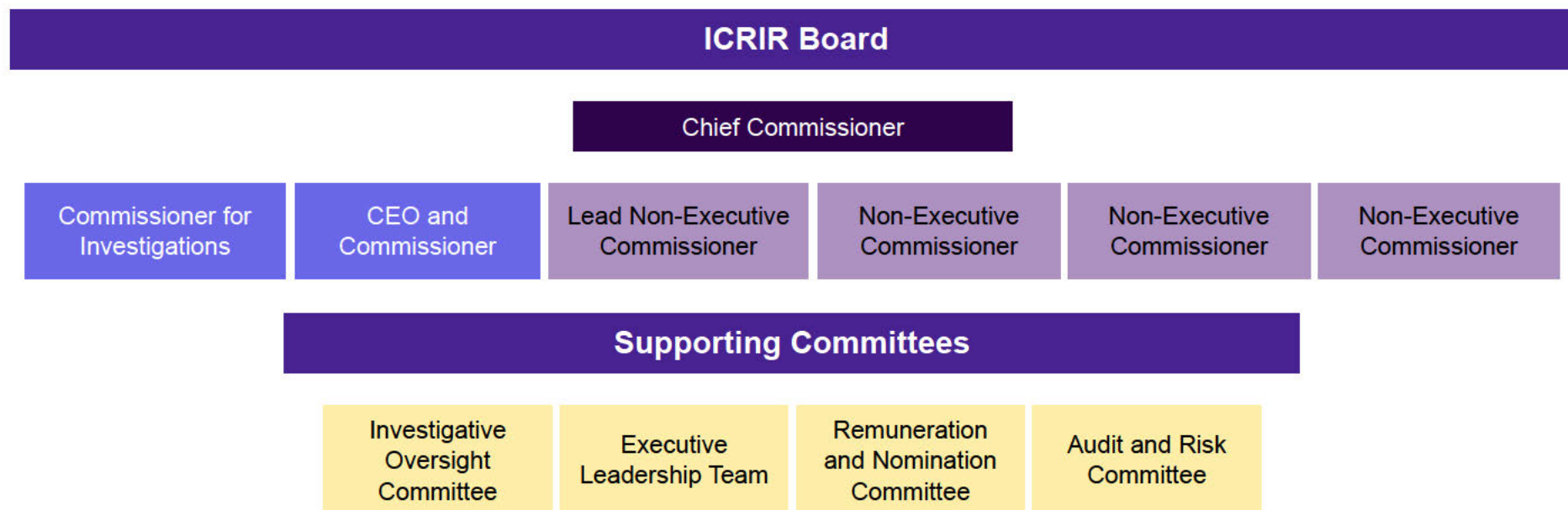
Board membership 2024–25

Members of the ICRIIR Board from 1 April 2024 to 31 March 2025

Name	Position	Appointed as Commissioner
Sir Declan Morgan	Chief Commissioner	14 December 2023 for five-year term
Peter Sheridan	Commissioner for Investigations	14 December 2023 for five-year term
Tristan Pedelty (until 6 September 2024)	Chief Executive Officer and Commissioner	14 December 2023 for a six-month term extended until 6 September 2024
Louise Warde Hunter (from 7 September 2024)	Chief Executive Officer and Commissioner	7 September 2024 for a five-year term
Lindsay Todd	Lead Non-Executive Commissioner	14 December 2023 for a four-year term
Rogelio Alonso	Non-Executive Commissioner	14 December 2023 for a three-year term
Brice Dickson	Non-Executive Commissioner	14 December 2023 for a three-year term
Kathleen Russ	Non-Executive Commissioner	14 December 2023 for a four-year term

Governance structure

The following diagram details the Commission's governance structure throughout the reporting period.



Executive Leadership Team

The Chief Executive Officer is supported by the Executive Leadership Team (ELT). The ELT oversees the Commission's operational performance and delivery. These meetings focus on strategic leadership, management and direction, ensuring the most effective prioritisation of resources and makes recommendations to the Board as necessary.

Audit and Risk Committee

The Audit and Risk Committee (ARC) operates independently under delegated authority of the ICRIR Board. The committee's role is to support the Board and Accounting Officer in discharging their responsibilities for issues of risk, control and governance. The committee supports the Board and the Accounting Officer in these responsibilities by reviewing the comprehensiveness of assurances and assessing the reliability and integrity of these assurances.

Remuneration and Nomination Committee

The Remuneration and Nomination Committee (REMC) was established to support and advise the Board in discharging its responsibilities on any matters relating to executive remuneration and the appointment of the Chief Executive and Commissioner for Investigations.

Investigative Oversight Committee

The Investigative Oversight Committee (IOC) is a committee of the Board established to monitor active investigations and ensure they are carried out in line with the requirements of the legislation and the Commission's policies and procedures.

Progress against milestones in annual work plan 2024–25

The table below outlines the progress achieved against the milestones set out in our annual work plan 2024–25.

Milestone	Update
Completion of TRIM consultation and development of TRIM definitions.	The consultation on Implementing a Trauma Informed Approach completed on 11 April 2024, with the response published on 9 October 2024. Feedback received was used to develop the Framework for Implementing the Trauma and Resiliency Informed Model (TRIM), published on 22 October 2024.
Publication of information on how to make a request to the Commission.	<p>A suite of documents was published on the ICRIR website on 27 April 2024. This included:</p> <ul style="list-style-type: none"> • A leaflet explaining what we do and how to contact the Commission • Fact sheets about the investigative process and what to expect when you contact the Commission • An Easy Read guide to the Commission services and how to access them <p>Additional documents have since been added including the Commission's policy on handling requests for investigations.</p>
ICRIR becomes operational.	The ICRIR became operational on 1 May 2024.
Completion of Disability Action Plan consultation and publication of responses.	The consultation on the Disability Action Plan completed on 7 May 2024. The consultation response and the finalised Disability Action Plan were published on 5 July 2024.
Completion of Equality Scheme consultation.	The consultation on the Equality Scheme completed on 30 May 2024. The scheme was submitted to the Equality Commission for Northern Ireland (ECNI) in June 2024 for review and was approved in May 2025.

Milestone	Update
Completion of phase 1 recruitment and start of phase 2.	Phase 1 recruitment completed in September 2024 and successful candidates continue to be onboarded. Phase 2 recruitment commenced in September 2024.
Meeting of External Advisory Group (EAG) to provide independent view of operating policies.	The EAG was established in February 2024 and had its inaugural meeting in May 2024. The EAG comprises nine members who are based in Northern Ireland, Great Britain, and the USA, and are drawn from a range of relevant backgrounds and expertise.
Completion of audit of groups representing disabled peoples' interests.	Groups representing disabled peoples' interests have been included in our Section 75 consultee list.
Start of audit of inequalities.	The ICRIE Equality Scheme has been approved by the Equality Commission for Northern Ireland. An audit of inequalities will subsequently commence, to identify inequalities that exist for those who interact with the Commission and those affected by our policies. An action plan will then be developed following the completion of the audit.
Appointment of new CEO.	Our CEO, Louise Warde Hunter, took up post in August 2024.
Publication of Annual Report and Accounts.	The Annual Report and Accounts for 2023–24 were published on 12 December 2024.
Start preparatory work for three-year business plan and funding requirements.	The development of the three-year business plan has been paused until more certainty can be achieved regarding the legislative context that the Commission will be operating in.
Completion of handover of operating policies and processes from programme establishment team.	The programme to establish the Commission was formally concluded on 30 September 2024, with the final meeting of the Programme Board taking place on that date.
Progression of phase 2 recruitment.	Phase 2 recruitment completed in March 2025 and successful candidates continue to be onboarded.

Milestone	Update
Improvement of Board reporting metrics.	Performance staff joined the Commission in late 2024 and have been working on establishing a performance framework and reporting metrics for 2025–26.
Completion of programme establishment team work and lessons learned.	Following the conclusion of the Establishment Programme in September 2024, all activities were subsequently mainstreamed into business-as-usual Commission delivery. Reports on each of the workstreams were produced for ELT and several programme team members remained in post working on outstanding activities until 31 October 2024.
Development of three-year business plan.	The development of the three-year business plan has been paused until more certainty emerges regarding the future legislative context affecting the Commission.
Publication of 2025–26 annual work plan.	The 2025–26 annual work plan was published on 7 January 2025.



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