



Rt Hon Dame Diana Johnson MP
Chair of the Home Affairs Committee
House of Commons
London
SW1A 0AA

BY EMAIL ONLY

26 January 2023

Dear Dame Diana,

**Progress Update on the Windrush Lessons Learned Review (WLLR)
Recommendations**

I am writing to the committee to provide an update on the progress the Home Office has made against the Windrush recommendations.

Since my appointment as Home Secretary, I have made a commitment to resolve the outstanding issues related to Windrush and have met with members of the Windrush Working Group both to hear their feedback and more formally at the most recent Cross Government Windrush Working Group where I was honoured to co-chair with Bishop Derek Webley.

Since publication of the Windrush Lessons Learned Review (WLLR) report in 2020, the department has made further progress in delivering against Wendy Williams' recommendations. In her report last year, Wendy Williams concluded that 21 of her recommendations have been met or partially met. She acknowledged that the scale of the challenge she set the department was significant and that change on this scale takes time. Recent progress since the committee's last update includes:

- Recommendation 12 (Deliver Equality Act and Human Rights Act Training): The department is committed to delivering improvements via a dedicated, continuing programme of work which has delivered training to nearly 3000 staff and 70% of Senior Civil Servants. The Public Sector Equality Duty is considered when designing all new policy and operational changes within the department.
- Recommendation 15 (Implement a programme of major cultural change): The One Home Office (OHO) programme is now well established, with work underway delivering against the strategic objectives, with one OHO session seeing a turnout of 5,000.
- Recommendation 20 (Commission a review of the Border Immigration and Citizenship System complaints procedure): The Home Office established the

Office for the Independent Examiner of Complaints on 17 October 2022, and Moiram Ali was appointed as the Independent Examiner, following a public appointment recruitment process.

- Recommendation 24 (Invest in training for senior officials on advising Ministers) and 29 (Review diversity and inclusion and unconscious bias training): In June 2022, the 'Serving Diverse Communities – Acting on Our Values' learning package launched across the Home Office. The Home Office continues to invest in all colleagues so that policy development is well-informed by history, the experiences of the department and its staff.
- We are making sustained progress with the Windrush Compensation Scheme. As of December 2022, the Home Office paid out or offered £64.08m in compensation to Windrush victims across 1,417 claims. £53.98m of this has been paid and 59% of claims (3,025) have received a final decision.

The final WLLR Steering Group meeting was held on 12 December, a further six recommendations were moved into One Home Office Transformation Programme monitoring phase, taking the total to 25 of the 30 Windrush recommendations. This denotes the movement of a project from active monitoring, support and challenge from the Steering Group to central monitoring by the One Home Office Transformation Programme. Recommendations that are in this monitoring phase also have a clear route of escalation should delivery face challenges, including quarterly presentations at the Home Office Executive Committee. This continuation of monitoring after the transfer of a recommendation ensures the Windrush recommendations continue to be fully embedded into the DNA of the department.

The Home Office regularly reviews the best way to deliver against the intent of Wendy Williams' Windrush Lessons Learned review. As such, after considering officials advice, I have decided not to proceed with Recommendations 3 (Run Reconciliation Events), 9 (Introduce Migrants' Commissioner) and 10 (Review the remit and role of the Independent Chief Inspector of Borders and Immigration (ICIBI)) in their original format.

Extensive consideration has been given to how to deliver these recommendations in appropriate and meaningful ways: ensuring that individuals have opportunities to tell their stories; amplifying the voices of individuals engaging with the immigration system; and driving scrutiny of the department.

On reconciliation events specifically, on the balance of expert advice received on how to approach this incredibly sensitive subject, I am persuaded that there are more effective ways of engaging with those impacted.

The department has undertaken a significant programme of face-to-face engagement with the communities impacted by the Windrush scandal since 2018. Surgeries were held in community halls and places such as churches, mosques and care homes, as and where the need was identified. The engagement events were held in most major cities across the UK and including regions such as the West Midlands, London and South West. The events were hosted by senior members of the Windrush Programme and provided individuals with the opportunity to speak to

them about the impact the scandal had had on their and their family's lives. Over 3000 people were reached through these events. This engagement with communities is further supported by the £500,000 Windrush Community Fund which was launched in 2020 and provided funding to grassroots organisations and charities with grants of up to £25,000 each to promote the Windrush Schemes in innovative ways. Regular dialogue hosted by senior officials are held in forums with external stakeholders from Windrush communities who provide feedback and scrutiny of our engagement and communication efforts.

This type of engagement will remain an important part of our work. Further, I look forward to celebrating the contribution that the Windrush community has made to our country in the upcoming 75th anniversary celebrations.

Recommendations 9 and 10 relate to the establishment of a Migrants Commissioner and a review of the role of the Independent Chief Inspector of Borders and Immigration. As Home Secretary, I remain committed to the importance of scrutiny, both internal and external. There are a number of ways in which we are inviting this challenge and scrutiny in a more efficient way. In October 2022, the department established the Independent Examiner for Complaints (IEC). This office will ensure that customers who are not satisfied with the final response to their complaints have an opportunity to have their case reviewed independently by the IEC, helping the Home Office to identify learning and wider lessons from complaints to improve its service.

The IEC provides scrutiny of the department's complaints procedure. Beyond this, I remain committed to the importance of scrutiny. I welcome the insight and challenge that I and the wider department have received from our colleagues in the Windrush Working Group. Professor Martin Levermore, in his role as Independent Advisor, has been constructively challenging and very supportive in the development of the Windrush Compensation Scheme. This has included proactively providing suggestions on improvements to the Scheme, such as enhancing linkages between the Compensation Scheme and the Windrush Status Scheme, which the department is now actively working on delivering.

External bodies are not the only source of scrutiny. As Wendy Williams identified, the very culture of the department needed a fundamental shift, bringing policy development and service delivery into contact with those who are impacted by it, including those who might not agree with it. This is how we shift culture and subject ourselves to scrutiny and this is how we are changing.

The department remains committed to delivering the Windrush Lessons Learned Recommendations and will endeavour to keep the committee updated on progress.

Yours sincerely,



Rt Hon Suella Braverman KC MP

Annex A: Windrush Recommendation Update

| Rec Number | Rec Title | Wendy Williams' Progress Update Assessment | Recommendation Update | Current Status |
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| Rec 1 & 2: | Publish a sincere apology & publish a comprehensive improvement plan | Partially Met & Met | The Department does not monitor these recommendations due to the nature of the 'one-off' actions required that have been fully completed and enacted by the government. | Monitoring |
| Rec 3: | Run reconciliation events | Not Met | The department understands the importance and value of engaging with communities impacted by the Windrush scandal through face-to-face engagement. The Home Office has held over 200 public engagement and outreach events across the country to raise awareness of the Windrush Schemes, including 120 one-to-one surgeries attended by Windrush Help teams, to support people applying for documentation. Regular forums with external stakeholders are held via the Community Engagement Forum and Windrush Working Group (WWG). | Discontinued |
| Rec 4: | Continue Windrush Scheme and outreach | Partially Met | <p>Since April 2018 more than 15,700 people have been given documentation confirming their lawful status in the UK or British Citizenship through the Windrush Scheme.</p> <p>Since the launch of the Windrush Compensation Scheme in April 2019, the Home Office has paid or offered over £62.42 million in compensation. This includes £52.76 million paid across 1,377 claims. The statistics also show that 58% of claims have had a final decision.</p> <p>The department has committed to keep the Windrush Schemes open indefinitely and we remain committed to reaching out to members of the Windrush generation, their families and communities as we seek to rebuild trust. The Windrush Community Fund has given funding to 27 organisations to support us in our outreach.</p> | Monitoring |
| Rec 5: | Be more proactive in identifying people affected | Partially Met | We are using data and insights obtained from analysis completed by the Home Office to ensure those affected are aware of the schemes. We have run two national communications campaigns targeting all nationalities to ensure those affected are aware of the support available, which have reached 15 million people. | Monitoring |

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| | | | Engagement with wider Commonwealth nations is ongoing, including through working with British High Commissions and outreach through organisations funded by the Windrush Community Fund and other trusted stakeholders. | |
| Rec 6: | Implement a learning programme on UK history. | Not Met | All Home Office staff will shortly be given the opportunity to participate in a training package on the history of the UK and its relationship with the rest of the world. | In development |
| Rec 7: | Review the compliant environment | Not Met | <p>The Compliant Environment is a suite of measures designed to ensure that only those who are entitled can access work, benefits, and services. The department will shortly be publishing the following four documents as a package on gov.uk:</p> <ul style="list-style-type: none"> • Equality Impact Assessment of the Compliant Environment. • An evaluation of the Right to Rent scheme • A review of internal data and a long-term plan for research on the impact of the Compliant Environment measures • Review of External Evidence of the Compliant Environment | In development |
| Rec 8: | Improving external understanding and engagement | Partially Met | <p>The Community and Stakeholder Engagement Hub has supported colleagues across the Department to deliver on improvements to engagement, including in terms of accessibility and involving stakeholders in innovative ways. The aim to keep improving our engagement practices is being embedded into the Department's transformation programme. We have completed independently run research with key external stakeholders from across the department to understand their perceptions of Home Office engagement and inform improvement initiatives.</p> <p>Since the Engagement Practitioner Network's successful first in-person/ hybrid event in September, the department have delivered a series of events on areas such as Ukraine outreach, the stakeholder survey findings and national community engagement. The Community and Stakeholder Engagement Hub (CSEH) has supported the CONTEST unit to deliver a consultation on the counter-terrorism strategy refresh with a range of public sector practitioners, victims and survivors, and community groups. CSEH has also worked with colleagues in asylum, protection and resettlement to review external engagement on contingency hotels.</p> | Monitoring |
| Rec 9: | Introduce Migrants' Commissioner | Not Met | The Department believes that there are opportunities to effectively fulfil the spirit of this recommendation through continued review of our external stakeholder management. This will be aided by the work of our Community and Stakeholder Engagement Hub, who | Discontinued |

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| | | | work tirelessly to improve how the department engages with its stakeholders. | |
| Rec 10: | Review the remit and role of the Independent Chief Inspector of Borders and Immigration (ICIBI) | Not Met | This recommendation will not be taken forward. The department are considering other ways to fulfil the spirit of this recommendation. | Discontinued |
| Rec 11: | Improve historical understanding of legislation | Partially Met | We have developed training which provides an overview of key developments in nationality and immigration legislation. We have received positive feedback on the training sessions delivered so far and cleared the training materials with the Equality and Human Rights Commission. The material focuses the context and rationale for legislative changes over time and explains why it's important knowledge for policy and decision makers, with references to Windrush. All Home Office policymakers in the immigration and nationality field have been trained and 40% of Immigration Enforcement staff have also been trained. The team continue to run a regular training course in every staff induction session within the M&B group and we will roll out further training during 2023. | Monitoring |
| Rec 12: | Deliver Equality Act and Human Rights Act Training | Partially Met | The department is committed to delivering improvements via a dedicated, continuing programme of work which is delivering training to nearly 3,000 staff and 70% of Senior Civil Servants. The Public Sector Equality Duty is considered when designing all new policy and operational changes within the department. | Monitoring |
| Rec 13: | Improve impact assessments (IA) | Partially Met | We have launched a new impact assessment template with a mandatory summary of Public Sector Equality Duty findings, issued new guidance, and delivered impact assessment training to over 1,200 (40%) policy officials and 600 (80%) analysts. The Central Economics Unit and Home Office Better Regulation Unit offer direct support to policy and analytical teams in the developments of impact assessments. We now ensure that there is more consistent, effective and meaningful consultation with rigorous analysis. Training progress has continued for analysts, economists and new starters in HOAI. Currently all Impact Assessments are Windrush compliant. | Monitoring |
| Rec 14: | Set a clear purpose, mission and values statement | Met | The purpose, mission and values statement has been set. | Monitoring |

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| Rec 15: | Implement a programme of major cultural change | Partially Met | The One Home Office (OHO) programme was developed with a strong vision that 'Together we will create One Home Office, which is trusted by the public, where every one of our people can fulfil their potential, and where all of us can be proud, not just of the work we do, but of the organisation to which we belong. The One Home Office (OHO) programme is now well established, with work underway delivering against the strategic objectives, with one OHO session seeing a turnout of 5,000. | Monitoring |
| Rec 16: | Establish a repository to track progress on recommendations | Met | We have introduced a new Home Office-wide tool to track recommendations that are made by sources of scrutiny that either audit or oversee the Home Office. Recommendations from over eleven different sources are now tracked on the system, with its data being used by internal boards and committees and assurance leads in order to oversee the Home Office's response. | Monitoring |
| Rec 17: | Develop a set of ethical standards and a decision-making model | Partially Met | We have developed an Ethical Decision-making Model, a tool to support staff to articulate concerns about the potential impact of decisions and to identify the unintended consequences of policy. A programme of awareness raising for this model has been conducted as well as a recent 'speak up' campaign within the Department, which went live in November 2022. A Director General has taken on the role of Ethics Advisor to the Home Office Board. They champion ethical behaviour and systems, advise on ethical considerations, challenge the department's commitment, and spearhead the roll-out of the model | Monitoring |
| Rec 18: | Improve guidance on the burden and standard of proof | Partially Met | The team are continuing to simplify rules with a view to completing simplification and consolidation of all rules by end 2023. | Monitoring |
| Rec 19: | Improve UK Visas and Immigration (UKVI) customer contact, service, performance and assurance | Partially Met | We have made several improvements to how we identify and escalate risk, such as the establishment of the Early Warning Team and system. This team previously only covered immigration issues but has become Home Office-wide with the aim to spot emerging issues and remedy them at the source. We have also launched a mechanism for staff to speak up, contacting the team directly, when something does not feel right. We now also have a centralised risk log as well as a monthly risk and assurance forum to review current issues. A Risk Management Framework to support the business in identifying and managing risks has recently been approved by ExCo and is awaiting publication. | Monitoring |

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| Rec 20: | Commission a review of the BICS complaints procedure | Not Met | The Home Office established the Office for the Independent Examiner of Complaints on the 17 October 2022, and Moiram Ali was appointed as the Independent Examiner, following a public appointment recruitment process. | Monitoring |
| Rec 21: | Consolidate immigration statute law | Not Met | The department has agreed with the Law Commission to undertake the consolidation of Immigration legislation (Statute law) project with Home Office support. This aims to consolidate the existing 16 Immigration Acts. The Law Commission started the work on the consolidation of immigration law in January 2022 and is ongoing. It is expected to conclude in late 2023. The consolidating Act will provide clarity and accessibility of the law and a better foundation for future legislation. | Monitoring |
| Rec 22 | Better spot trends and improve records and knowledge management | Partially Met | <p>We have introduced a new approach to managing early warning data which includes an enhanced central Early Warning Team with new Text Analytics software, supported by enhanced information from sources including the Chief Caseworker unit and staff safety valves.</p> <p>We have reviewed the early warning capability for each Migration and Borders command and strengthened our assurance systems, so we are better placed to spot unintended impacts of policy/projects and operations.</p> <p>We have developed a distinct Knowledge Management Strategy and revised our Information strategy to drive advances in knowledge management and record keeping.</p> | Monitoring |
| Rec 23: | Revise and clarify risk management framework | Met | We have wholly revised our risk management policy, process and training so that everyone in the Home Office understands and can exercise their obligation to think about and manage risk. | Monitoring |
| Rec 24: | Invest in training for senior officials on advising ministers | Not Met | <p>We have developed multiple learning packages to ensure the lessons from Windrush are at the forefront of decisions and policy making.</p> <p>In June 2022, the 'Serving Diverse Communities – Acting on Our Values' learning package (formerly Windrush Learning) was launched across the Home Office. The learning consists of a core package of workshops, online content and reflective materials.</p> <p>We continue to invest in all our colleagues so that policy development is well-informed by history, the experiences of the department and the staff who work in it.</p> | Monitoring |
| Rec 25: | Improve submissions | Partially Met | Wendy advised that all policy submissions and advice to Ministers should have mandatory sections on: a) | Monitoring |

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| | for ministers and Permanent Secretaries | | risks to vulnerable individuals and groups and b) equalities, requiring officials to consider the effect of their proposals in these terms. Training is provided to senior members of the department where they are advised to consider vulnerabilities. | |
| Rec 26: | Create a central archive to record submissions and minutes | Met | We have rolled out SharePoint and Teams to create a single repository for information, to Private Office and Home Office teams. The team continue to promote the Knowledge Management work and have started a consultancy service which will further promote the use of the Knowledge Management tools. | Monitoring |
| Rec 27: | Establish a Strategic Race Advisory Board | Met | The Strategic Race Board is now well established and regularly work on key Race priorities for the Home Office, including designing and implementing initiatives and monitoring progress against critical success factors for increasing black, Asian and minority ethnic representation. The Strategic Race Board ensures that Home Office Race initiatives are clearly aligned to the departmental transformation agenda. The most recent Strategic Race Board meetings were held on 29th September and 30th November and chaired by the Permanent Secretary. | Monitoring |
| Rec 28: | Revise the diversity and inclusion strategy | Met | We are working hard to achieve our 2025 D&I targets. These are published in the Home Office Annual Reports and Accounts. We have produced a race commitments plan, setting out the work we are doing to increase representation of senior black, Asian and minority ethnic leaders in the Department. We have delivered an award-winning development scheme called Access, to support the development of under-represented groups in middle management roles. Most recently, over 30 events were successfully held as part of National Inclusion Week. | Monitoring |
| Rec 29: | Review diversity and inclusion and unconscious bias training | Not Met | In June 2022, the 'Serving Diverse Communities – Acting on Our Values' learning package (formerly Windrush Learning) was launched across the Home Office. The learning consists of a core package of workshops, online content and reflective materials. Our objective is to support staff to respect and value difference and to achieve the best outcomes for our people and the public we serve. | Monitoring |
| Rec 30: | Review successful employment tribunal claims | Met | We have gone beyond the requirements of the recommendation, our intention being that we wanted everyone in the Home Office to understand that there is no room for discrimination – direct or indirect – in our interactions with each other and the wider public. Interpreting the spirit of this recommendation as broadly as possible also meant we could identify more learning opportunities to improve the lived experience for colleagues, particularly those from protected groups | Monitoring |

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