

# THE WINDRUSH JUSTICE INQUIRY REPORT

Towards Justice: Truth, Accountability, and Repair  
JUNE 2025

Prepared by:

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Commissioned by:

**The University of Westminster**

Supported by:

**The Windrush Justice Clinic & Partner  
Universities**



Return to an Address of Birthmark of Africa Silverstream House, 45 Fitzroy Street,  
London, England, W1T 6EB dated 15th May 2025 for

# The Windrush Justice Inquiry Report

by Priscellia Pyhia Robinson – President of Birthmark of Africa  
& Chief Inquiry Officer of The Windrush Justice Inquiry

Commissioned by The University of Westminster to be printed on 22nd June 2025





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ISBN 978-1-0684000-0-1

Printed on paper containing 75% recycled fibre content minimum.



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# SYMPOSIUM:

## PRE-INQUIRY AND STAKEHOLDER CONSULTATION

This report serves as an essential briefing document for all attendees of the *Symposium: Pre-Inquiry and Stakeholder Consultation*, an event convened to critically explore whether the Windrush Justice Inquiry should advance to its next stage.

The Symposium will centre on eliciting informed contributions from stakeholders in relation to the following thematic areas:

### THEMATIC ISSUES

**A. The Windrush Compensation Scheme.**

**B. Gross Human Rights Violations.**

**C. Restitution & Redress.**

**D. Immigration & Status Issues.**

**E. Social & Psychological Belonging.**

**F. The Windrush Bill.**

**G. The Commonwealth.**

**H. Public Participation.**

**I. UK Democracy.**

During the symposium, attendees will critically examine the most effective strategies to address these issues, assess the most appropriate course of action, and determine whether this should be undertaken through a **“People’s Inquiry”** or an alternative framework, such as a Truth Commission. The following core questions will be posed, examined, and addressed throughout the Symposium:

**1. Did the Windrush Compensation Scandal contribute to or result in significant human rights violations?**

**2. Does the Windrush Compensation Scheme provide adequate restitution in accordance with international human rights law?**

**3. Is there a need for an independent cabinet-led compensation scheme that could address broader issues connected to the Windrush scandal?**

**4. Was LEAP (the Legal and Ethical Administrative Protocol) of UK governmental agencies breached under domestic law?**

**5. Are government agencies adequately equipped to present the information they need in order to effectively interface with the community?**

**6. How can we define belonging within each cohort group, and to what extent has this concept influenced social and psychological belonging?**

**7. Is there a need for a Windrush Bill that addresses historical, current, and future immigration disenfranchisement, and how could this contribute to improving UK democracy while also addressing statute issues for this cohort group?**



## Symposium Overview and Structure

The symposium will be organised around seven primary **sub-committees**, each tasked with addressing key thematic issues. These committees will provide expert insights and ensure that the symposium remains focused and relevant to all stakeholders involved. The symposium will be chaired by the **Windrush Justice Inquiry Committee**, ensuring oversight and strategic direction throughout the event.

- **The Affected Individuals Advisory Committee:** will ensure that the voices of Windrush survivors and their families are central to the symposium.
- **The Stakeholders Committee:** will present findings related to human rights violations, the compensation scheme, and restitution.
- **The Engagement Committee:** will discuss public participation, the Windrush Bill, and immigration status issues.
- **The Law Committee:** will present their analysis of the legal aspects surrounding the Windrush scandal.
- **The Politics & Home Office Committee:** will explore political implications and policy reform.
- **The Research Committee:** will provide data and research findings that support the inquiry's focus.
- **The Administrative and Governance Committee:** will discuss the logistics and governance structure of the inquiry.
- **The Experts Advisory Committee:** will offer expert insights into the broader social justice, human rights, and public policy issues.

## Symposium Programme

Throughout the symposium, a trauma-informed approach will guide all discussions, ensuring that the emotional and psychological impacts of the Windrush experience are central to the symposium process.

The two days event will follow the structure outlined below:

### Opening Session:

- Welcome and introduction to the symposium's objectives and goals.
- Overview of the key questions being explored and the role of each sub-committee in addressing them.

### Sub-Committee Presentations:

- Each sub-committee will present their findings and recommendations based on their area of focus. Presentations will be structured to provide in-depth analysis, and will set the stage for broader discussions.

### Interactive Discussions:

- After each presentation, there will be open forums for participants, including government agencies, community members, and stakeholders, to contribute their perspectives, make submissions, and engage in discussions.

### Vote on the Final Question:

- At the end of the symposium, attendees will vote on the pivotal question: ***Should a "People's Inquiry" be undertaken?***

### Closing Session:

- Final remarks from the Windrush Justice Inquiry Committee and setting the stage for next steps.



# EXECUTIVE SUMMARY

The Windrush Justice Inquiry is an independent, community-led initiative established to confront the enduring injustices experienced by the Windrush generation and their descendants. It aims to examine the systemic failures of the Windrush Compensation Scheme, investigate the root causes of these injustices within the UK's immigration and citizenship systems, and develop a roadmap for comprehensive reform, restitution, and the restoration of rights. This report presents the rationale, structure, and strategic direction for conducting a **“People’s Inquiry”** that centres the experiences of affected communities and seeks meaningful, lasting outcomes.

## **Purpose and Rationale**

The report begins by situating the Windrush scandal within a broader historical and socio-political context. It highlights the long-standing failures of the UK government in addressing the harm caused by wrongful detentions, deportations, denial of legal rights, and systemic racial discrimination. It critiques the Windrush Compensation Scheme, administered by the Home Office, for its lack of transparency, inaccessibility, and repeated failures to deliver justice. In response to these shortcomings, the inquiry asserts the necessity of an independent, trauma-informed, and community-focused process that can restore trust and hold institutions accountable.

## **Scope and Terms of Reference**

The inquiry will investigate the specific policy failures and administrative decisions that gave rise to the Windrush scandal, with a focus on the compensation scheme's effectiveness, patterns of racial injustice, and broader questions of citizenship, identity, and belonging. It will also explore the implications for UK democracy and the rule of law. Drawing on international human rights principles, the inquiry's terms of reference are designed to ensure a transparent and legally grounded process that upholds the dignity and rights of those most affected.



## **Inquiry Process**

Structured across three phases—pre-consultation, evidence gathering, and publication, the inquiry will employ a diverse range of methods. These include public hearings, stakeholder interviews, expert testimony, academic and legal analysis, and written submissions. This participatory methodology will enable a rich and multidimensional evidence base, grounded in lived experience as well as professional and scholarly insight.

## **Stakeholder Engagement**

Recognising that the Windrush generation comprises people from across the Commonwealth, including the Caribbean, Africa, South Asia, and other former colonies, the inquiry adopts a deliberately inclusive approach. Engagement will focus on affected individuals, advocacy organisations, legal experts, and community leaders. A comprehensive public engagement strategy, supported by Community Liaison Officers, will ensure access, transparency, and culturally sensitive outreach. Special attention will be given to those historically marginalised or excluded from previous official processes.

## **Expected Outcomes**

The inquiry will produce a series of interim and final reports, offering evidence-based findings and actionable recommendations for policy and legislative reform. These may include proposals for a Windrush Bill, the restructuring of compensation mechanisms, and reforms to immigration and citizenship frameworks. Although the inquiry's findings are not legally binding, they are designed to exert significant moral, public, and political pressure to catalyse systemic change.



## **Timeline and Milestones**

Key milestones in the inquiry include the launch of public hearings, stakeholder workshops, the release of interim findings, and the publication of the final report. These steps are planned within a defined timeline to maintain accountability and momentum, while allowing for flexibility to respond to community needs and emerging insights.

## **Challenges and Mitigation**

The report acknowledges the inquiry will face challenges, including limited trust in institutions, the non-binding nature of its recommendations, and potential resource limitations. To address these, the inquiry has adopted a trauma-informed, community-driven model that prioritises transparency, independence, and cultural competence. Strategic partnerships and careful planning will help mitigate these risks and ensure credibility and effectiveness.

## **Conclusion**

The Windrush Justice Inquiry represents a vital opportunity to address not only the failings of the compensation scheme but the broader systemic injustices that underpin the Windrush scandal. It calls upon government institutions, civil society, and the public to engage with and support a process that places affected communities at its centre. This inquiry is not merely a retrospective assessment of harm, it is a forward-looking effort to transform the relationship between the state and its citizens, guided by principles of justice, inclusion, and accountability.

Through its findings and recommendations, the inquiry seeks to build a foundation for a fairer immigration system and a more democratic society, ensuring that the rights, voices, and dignity of the Windrush generation and their descendants are fully recognised and protected.



# THE WINDRUSH JUSTICE INQUIRY

## INTRODUCTION

In January 2024, I was approached by Anna Steiner of the University of Westminster and Catherine Evans of London South Bank University to support an investigative process into the experiences of individuals affected by the Windrush Compensation Scheme. Recognising the legal and institutional barriers to securing justice through traditional mechanisms, I proposed the establishment of a more formal, independent process: a “People’s Inquiry.”

Early consultations with affected individuals and community representatives made it clear that the injustices experienced by the Windrush generation and their descendants, extend far beyond the scope of the compensation scheme. These are not isolated failures but part of a broader pattern of systemic neglect and racial injustice rooted in the legacies of British colonialism and African chattel enslavement. The impact has been particularly profound not only for the Caribbean community but also for individuals from other parts of the Commonwealth, including Africa, South Asia, and beyond, many of whom arrived in the UK as British subjects and have since been subjected to exclusion, surveillance, and erasure.

The Windrush Justice Inquiry was born out of this reality: a people-led effort to investigate these harms, elevate the voices of those most affected, and demand accountability. It is a formal inquiry in structure and spirit, grounded in the principles of truth, redress, and systemic reform.

I am deeply grateful to the Windrush Justice Inquiry Committee, its Sub-Committees, the Windrush Justice Clinic and its team, the University of Westminster, Birthmark of Africa, and all other partners and supporters. Their commitment and collaboration have made this initiative not only possible but powerful.

**Priscellia Pyhia Robinson,**

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President of Birthmark of Africa  
Chief Inquiry Officer of The Windrush Justice Inquiry



# PURPOSE AND RATIONALE

The Windrush Justice Inquiry, also known as the **“People’s Inquiry,”** is a crucial initiative dedicated to thoroughly investigating the ongoing failures of the Windrush Compensation Scheme. Its primary aim is to restore justice for those directly affected by the Windrush scandal, rebuild trust in the system, and, through its findings, urge the UK government to launch a comprehensive public inquiry.

The inquiry seeks to address deep-rooted systemic issues and create a more effective and equitable system for compensating victims of state-led injustices.

The Windrush scandal revealed significant, long-standing issues within the UK’s immigration system, including wrongful detention, denial of legal rights, and even deportations of individuals who had contributed to British society for decades. These failures disproportionately impacted not just the individuals directly involved but also their families and broader communities. The Windrush generation refers to a diverse group of people who arrived in the UK between 1948 and 1971 from former British colonies, primarily from the Caribbean but also from various Commonwealth nations, such as Africa, India, and other parts of the Commonwealth. While the Caribbean community makes up a large and significant subgroup within the Windrush cohort, it is important to recognise that this generation spans multiple ethnicities, backgrounds, and countries within the Commonwealth.

At the heart of the inquiry is the recognition that the Windrush generation and their descendants, as well as other impacted communities from the Commonwealth, are not just a demographic defined by their ethnicity but by shared experiences of systemic exclusion and disenfranchisement. These communities have faced repeated failures within the immigration system, reinforcing historical legacies of racial discrimination, exploitation, and the lasting impact of colonialism.



This inquiry is designed to explore these interconnected issues and to highlight how policies and practices have continued to disenfranchise individuals and groups over time, especially with regard to immigration, citizenship status, and cultural belonging.

The Windrush Justice Inquiry will also focus on the need for restorative justice through restitution and redress, both for those who were wrongfully impacted by the Windrush scandal and for the wider community affected by systemic injustices. Through a trauma-informed approach, the inquiry will engage affected individuals and communities, ensuring that their voices, experiences, and perspectives are central to the process. It will investigate whether the existing compensation scheme offers sufficient restitution and whether it aligns with international standards of justice and human rights. A critical component of the inquiry will also address the broader implications for UK democracy. This includes assessing how immigration and citizenship policies, past and present, continue to disenfranchise certain groups and undermine trust in democratic institutions.

The inquiry will not only look at the failures of the compensation scheme but also examine how the state has failed to communicate with and respect the rights of its diverse population, including those from the Caribbean, Commonwealth, and other historically marginalised communities. By exploring these issues, the inquiry aims to highlight the need for fundamental reforms that go beyond compensation, addressing issues of belonging, participation, and representation within the UK's democratic framework.

The Windrush Bill and its potential to address the historical and contemporary immigration issues faced by the Windrush generation and their descendants will also be a focal point. This legislation could help prevent future disenfranchisement by establishing clear legal protections and pathways for redress.



At the same time, the inquiry will explore the significance of public participation in shaping the policies that directly affect these communities. The goal is to ensure that the voices of affected individuals are not only heard but are central to shaping the future of UK immigration and citizenship law.

This report outlines the structure, process, and objectives of the Windrush Justice Inquiry, detailing the critical steps that will be taken to ensure a fair and inclusive investigation. The inquiry will be structured around several specialised sub-committees, each focusing on distinct themes such as human rights violations, immigration status issues, social and psychological belonging, and restitution. These sub-committees will draw on the expertise of affected communities, stakeholders, and specialists, ensuring that every relevant issue is comprehensively examined.

By incorporating co-production and collaboration with those most affected by the Windrush scandal, the inquiry will generate actionable recommendations for addressing the historical wrongs and preventing their recurrence. Ultimately, the Windrush Justice Inquiry is not only about reviewing past injustices but also about creating a future in which the government's relationship with its people is fundamentally transformed, leading to a more equitable, transparent, and democratic society.

This inquiry will provide a model for future government-led statutory inquiries, ensuring that their processes are genuinely inclusive, transparent, and responsive to the needs of affected communities. Should the government choose not to proceed with a statutory inquiry, the Windrush Justice Inquiry stands ready to fulfil this critical role. This report aims to be a comprehensive tool to guide such an inquiry, ensuring it meets the highest standards of justice and accountability, while offering a framework for long-term structural change in UK immigration and citizenship law.



# WHAT IS THE WINDRUSH JUSTICE INQUIRY?

The Windrush Justice Inquiry is an independent, evidence-based investigation established with the aim of addressing the enduring injustices faced by individuals of the Windrush generation and their descendants, particularly in relation to the UK's immigration and citizenship systems. The inquiry is primarily concerned with examining the failures of the Windrush Compensation Scheme, exploring the adequacy of the redress mechanisms in place, and identifying the systemic factors that led to widespread human rights violations within the UK immigration framework.

The scope of the inquiry is broad and inclusive, recognising that the Windrush generation comprises individuals not only from the Caribbean but also from across the Commonwealth, including Africa, South Asia, and other former British colonies. While the Caribbean community constitutes a significant subgroup, the inquiry acknowledges the diversity within this cohort, with emphasis placed on the intersectionality of race, nationality, and historical legacy. The inquiry therefore takes a multidimensional approach to examine the social, cultural, and political dimensions of the Windrush scandal, focusing on the legal, psychological, and social impacts of the injustices perpetrated.

At the core of the inquiry is the investigation into the Windrush Compensation Scheme, a scheme that has been widely critiqued for its inefficiencies, delays, and inadequacies in addressing the harm done to affected individuals. The inquiry will assess whether the scheme has provided adequate restitution in accordance with international human rights law.

In addition, it will consider whether the existing mechanisms sufficiently meet the needs of affected communities or if more robust, independent processes are required to secure justice for those impacted by systemic failures.



Furthermore, the inquiry's methodology is grounded in a trauma-informed approach, ensuring that the emotional, psychological, and social repercussions of the scandal are given due consideration. It is imperative that the lived experiences of affected individuals, particularly those who have endured loss, displacement, and marginalisation, form a critical part of the evidence base. As such, the inquiry is designed to be participatory in nature, facilitating collaboration and co-production with affected communities, stakeholders, experts, and policymakers. This inclusive approach ensures that the voices of those most impacted are at the centre of the investigation, providing a comprehensive understanding of the multifaceted harm caused by the scandal.

The inquiry also aims to explore the broader socio-political context, including the historical legacies of colonialism, racial discrimination, and immigration disenfranchisement. This examination will extend to considering the potential for the introduction of a Windrush Bill, which would address the historical and ongoing immigration issues faced by the Windrush generation and their descendants. The proposed Bill would provide a legal framework to address issues of citizenship, residency, and immigration status, ensuring that the lessons learned from the Windrush scandal are used to prevent future injustice and to rebuild public trust in the UK's immigration system.

By providing a comprehensive, evidence-based examination, the Windrush Justice Inquiry seeks not only to offer recommendations for restorative justice and reparative measures but also to guide future policymaking. In this regard, it will serve as a blueprint for any statutory government inquiry, providing clear guidance on how to investigate these issues in a way that is both fair and just. Should the government choose not to pursue an official inquiry, the Windrush Justice Inquiry remains committed to continuing its work independently, with the aim of securing justice and advancing necessary reforms in the UK's immigration policies.



Ultimately, the inquiry seeks to address the root causes of these systemic failures, foster cultural change in government practices, and create an immigration system that is equitable, inclusive, and respectful of the rights and dignity of all individuals, irrespective of their origin or heritage. Through this process, the Windrush Justice Inquiry will contribute to the broader effort to reform UK immigration policy, ensuring that the rights of marginalised groups are safeguarded and that the UK can move toward a more just and democratic future.



# WHY IS THE WINDRUSH JUSTICE INQUIRY DIFFERENT?

The Windrush Justice Inquiry stands apart from other traditional governmental inquiries due to its unique approach, structure, and commitment to centring the voices of those directly affected by the Windrush scandal. While conventional inquiries often rely heavily on institutional perspectives, this inquiry is firmly rooted in a community-driven, participatory model. It places the experiences, needs, and recommendations of the affected individuals at the heart of the investigation, ensuring that those who have borne the greatest impact from the scandal are not just considered but are actively shaping the process.

One of the most distinct features of the Windrush Justice Inquiry is its focus on the broader implications of the Windrush scandal across a wide range of cohort groups. Although the Caribbean community forms a significant portion of the affected population, the inquiry recognises the diversity within the Windrush generation and Commonwealth cohort, encompassing individuals from Africa, South Asia, and other parts of the Commonwealth. By focusing on the experiences of a variety of groups, the inquiry aims to provide a more holistic understanding of the injustices that occurred and the lasting effects they continue to have.

Unlike other inquiries, this one adopts a trauma-informed approach to ensure that the process of engagement, investigation, and resolution is done with the utmost sensitivity to the psychological and emotional toll that the scandal has inflicted on many individuals. This approach acknowledges that the harm caused is not just a legal or administrative issue but a deeply personal and communal experience that demands healing and justice on multiple levels. Another key difference is the inclusivity of the process. The Windrush Justice Inquiry has been designed as a co-produced, collaborative effort, with the involvement of a broad range of stakeholders, including affected communities, experts, advocacy groups, and policymakers.



This ensures that the findings and recommendations are not only comprehensive but also practical, reflecting a broad consensus and understanding of the issues. This collaboration creates a platform for genuine dialogue, where all voices, especially those from historically marginalised groups, are heard and taken seriously.

Furthermore, the Windrush Justice Inquiry is focused on accountability, restitution, and policy change. It does not merely aim to document the past but also to drive forward change by providing actionable recommendations for redress. This includes addressing the failures of the Windrush Compensation Scheme, advocating for more robust immigration policies, and suggesting long-term solutions such as a Windrush Bill to prevent future injustices and ensure the protection of immigration rights for future generations. By approaching the issue with a forward-looking mindset, the inquiry seeks to provide a blueprint for policy reform and to establish a new standard for justice and equity in the UK.

In essence, the Windrush Justice Inquiry is different because it is not just a formal investigation, it is a catalyst for change. It is a process led by the affected communities, driven by their needs and lived experiences, and designed to bring about lasting, systemic change in the UK's immigration system. It is a unique opportunity to rewrite the narrative, restore justice, and build a more inclusive and equitable future.



# SCOPE OF INQUIRY

The Windrush Justice Inquiry is a comprehensive, independent, community-led process designed to investigate the systemic failures that led to the injustices suffered by members of the Windrush generation, their descendants, and wider Commonwealth communities. This inquiry is not limited to the Caribbean diaspora but acknowledges that other Commonwealth nationals, regardless of race or ethnicity, have also been affected by hostile immigration policies and administrative failures. Within this broader framework, the Caribbean community is recognised as a core and significant sub-cohort whose experiences and perspectives are central.

## Timeframe

The Inquiry will consider historical, current, and future implications, with a primary focus on the period from 1948, marking the arrival of the first Empire Windrush passengers, through to the present day. It will examine how successive legislative changes, policy shifts, and administrative decisions (notably from the late 1990s onward) have led to the disenfranchisement of the Windrush generation and associated cohorts.

## Populations Affected

The primary focus will be on individuals of Caribbean origin who arrived in the UK between 1948 and 1988, as well as their descendants. However, the scope will also extend to include those from other Commonwealth nations, recognising the diverse experiences of all cohorts who have faced similar systemic discrimination and exclusion.



This will include a comprehensive examination of how ethnic minorities, including those of African, South Asian, and other Commonwealth backgrounds, have been affected by the UK's immigration policies. The inquiry will also seek to understand the wider societal impacts, exploring how these policies have shaped social, economic, and cultural dynamics in the UK, and the legacy of colonialism that underpins these issues.

### Specific Issues

In alignment with the thematic structure of the Inquiry, the following areas will be explored:

1. **Systemic Failures:** An examination of the policies and practices of government bodies, particularly the Home Office, that led to wrongful detention, deportation, denial of legal status, and deprivation of rights and entitlements.
2. **Human Rights Violations:** Whether the Windrush Compensation Scandal resulted in gross human rights violations, and whether the state has fulfilled its obligations under international and domestic law.
3. **Restitution and Redress:** An assessment of the adequacy of existing compensation schemes and consideration of whether alternative or independent mechanisms are necessary to deliver justice in line with international standards.
4. **Immigration and Status Issues:** Consideration of historical and current challenges faced by affected groups in securing legal status and the ongoing impact of disenfranchisement.



5. **Social and Psychological Belonging:** The impact of government policies and failures on the social cohesion, identity, and psychological well-being of affected individuals and communities.
6. **Legislative Reform:** Whether there is a need for a dedicated Windrush Bill to address systemic failures and safeguard against future injustices.
7. **Democratic Participation and Government Accountability:** How these failures have undermined trust in UK democratic institutions, and the need for changes in the way government communicates with and serves diverse communities.
8. **The Role of the Commonwealth:** Exploring the obligations of the UK towards Commonwealth citizens and whether these relationships have been honoured or neglected.
9. **Public Engagement:** Ensuring robust participation from affected individuals, community groups, experts, and public bodies in shaping both the Inquiry and future reforms.

## A Blueprint for Statutory Inquiry

While this is a People's Inquiry, it is structured to function as a blueprint for a statutory public inquiry should the government choose to adopt it. Every aspect of its methodology, evidence-gathering, and recommendations will be designed for scalability and transferability, ensuring that the work done here can inform and strengthen a formal government-led process if one is convened. At its core, the Inquiry aims to facilitate collaboration, co-design, and co-production. It will deliver not only findings but also robust, actionable proposals that promote fundamental systemic change, a fair and effective compensation scheme, and a cultural shift in how government engages with and serves its population.



# KEY QUESTIONS

The inquiry will seek to answer the following key questions:

Questions	Priority
<b>1 Did the Windrush Compensation Scandal contribute to or result in significant human rights violations?</b>	<b>HIGH</b>
<b>2 Does the Windrush Compensation Scheme provide adequate restitution in accordance with international human rights law?</b>	<b>HIGH</b>
<b>3 Is there a need for an independent cabinet-led compensation scheme that could address broader issues connected to the Windrush scandal?</b>	<b>HIGH</b>
<b>4 Was LEAP (the Legal and Ethical Administrative Protocol) of UK governmental agencies breached under domestic law?</b>	<b>HIGH</b>
<b>5 Are government agencies adequately equipped to present the information they need in order to effectively interface with the community?</b>	<b>HIGH</b>
<b>6 How can we define belonging within each cohort group, and to what extent has this concept influenced social and psychological belonging?</b>	<b>HIGH</b>
<b>7 Is there a need for a Windrush Bill that addresses historical, current, and future immigration disenfranchisement, and how could this contribute to improving UK democracy while also addressing statute issues for this cohort group?</b>	<b>HIGH</b>

# LEGAL FRAMEWORK

The Windrush Justice Inquiry operates as an independent, non-statutory **“People’s Inquiry.”** While it is not established under the Inquiries Act 2005, the Inquiry has been carefully structured to reflect the key principles, best practices, and procedural rigour that govern statutory public inquiries. This ensures that the Inquiry is conducted with integrity, fairness, independence, and transparency.

The Inquiries Act 2005 serves as a model for the Windrush Justice Inquiry’s approach. It guides how evidence will be gathered, how hearings and deliberations will be conducted, and how findings and recommendations will be developed. While the Inquiry is community-led, it seeks to meet the highest standards of procedural justice, with particular emphasis on inclusivity, the right of affected individuals to be heard, and thorough examination of both governmental and institutional practices.

Importantly, this Inquiry has been designed with the flexibility to support or evolve into a statutory process should the government decide to initiate a formal public inquiry under the Inquiries Act 2005. All documentation, evidence-gathering processes, and governance structures are therefore established in a way that allows for seamless transition or integration into a government-led inquiry.

The Inquiry also observes key principles derived from international human rights frameworks, including:

- **The right to restitution for gross human rights violations.**
- **The right to truth, and the state’s duty to investigate systemic injustices.**
- **The obligation to ensure non-repetition through structural reform.**



In addition, the Inquiry draws upon domestic legal standards, including the Human Rights Act 1998, the Equality Act 2010, and public sector duties regarding transparency, accountability, and engagement.

This combination of domestic and international legal principles ensures that the Windrush Justice Inquiry is not only robust in its approach but also capable of shaping systemic change and informing future legal and policy reform at the highest levels. The Inquiry is guided by:



### **Domestic Law and Administrative Standards:**

- Consideration of the Equality Act 2010 and the Public Sector Equality Duty, particularly regarding the treatment of ethnic minority and Commonwealth citizens.
- The principles of public law, including fairness, accountability, and transparency in government decision-making.
- Examination of potential breaches of LEAP (Legal and Ethical Administrative Protocol), which underpins lawful and ethical public administration.



### **International Human Rights Law:**

- The Inquiry is informed by the UK's obligations under the European Convention on Human Rights (ECHR), including the right to family life (Article 8), protection against discrimination (Article 14), and protection from inhuman or degrading treatment (Article 3).
- International instruments such as the UN International Covenant on Civil and Political Rights (ICCPR) and the UN Convention on the Elimination of All Forms of Racial Discrimination (CERD) provide additional frameworks for evaluating systemic failures.





### **Restorative Justice Principles:**

- The Inquiry is guided by international principles of restitution, compensation, rehabilitation, satisfaction, and guarantees of non-repetition, as outlined in the UN's Basic Principles and Guidelines on the Right to a Remedy and Reparation (2005).
- It also draws on broader frameworks for restorative justice connected to colonial legacies and the continuing impact of institutional racism.



### **Democratic Accountability and Good Governance:**

- The Inquiry embraces principles of participatory democracy, co-production, and public accountability.
- It aims to contribute to improving government structures, public participation, and communication with citizens, enhancing the democratic fabric of the UK.



### **Future-Readiness for Statutory Transition:**

- This Inquiry is designed to stand as a fully formed evidence base and procedural model for a statutory public inquiry, should the government initiate one. The legal and structural foundations laid here ensure that any future formal inquiry could build seamlessly on its work.



# TRAUMA-INFORMED APPROACH FOR THE WINDRUSH JUSTICE INQUIRY

To conduct the Windrush Justice inquiry in a way that is sensitive to the experiences and psychological well-being of those affected, a trauma-informed approach is essential.

This approach recognises the potential psychological impact of discussing traumatic events and focuses on creating a supportive environment that fosters healing, empowerment, and meaningful participation. By integrating trauma-informed practices, the inquiry can ensure that the voices of the members of the Windrush generation, their descendants, and wider Commonwealth communities are heard respectfully and compassionately.

➤ **Understanding Trauma:** A trauma-informed approach acknowledges that many individuals affected by the Windrush scandal may have experienced severe stress, anxiety, and emotional distress due to their personal experiences. This includes experiencing displacement, fear of deportation, loss of livelihood, and separation from family. Understanding the nature and impact of trauma is crucial for conducting the inquiry in a way that respects the emotional and psychological needs of the participants.

➤ **Creating a Safe and Supportive Environment:** To facilitate an effective inquiry, it is important to create a safe and supportive environment where individuals feel comfortable sharing their stories. This involves providing psychological support services, such as counseling, if needed, and ensuring that all participants are informed about their rights and the protections available to them. The inquiry can use trained facilitators who are equipped to handle sensitive topics and can intervene appropriately if individuals become distressed during proceedings. Private spaces for discussions can be made available to ensure confidentiality and dignity.



- **Respecting Individual Choice and Control:** A trauma-informed approach emphasises respecting the autonomy and choice of participants. This means allowing individuals to decide how much or how little they wish to share, and providing options for delivering testimonies, whether through written statements, verbal testimonies, or alternative methods that are less confrontational. It also involves providing clear information about the purpose and process of the inquiry, including what happens with the testimonies and how they will be used in the final report.
- **Incorporating Emotional and Psychological Support:** The inquiry should offer access to emotional and psychological support throughout the process. This can include having trained mental health professionals on hand to provide immediate support if participants become distressed or overwhelmed. It can also involve incorporating strategies to manage vicarious trauma for inquiry staff and facilitators, who may be exposed to distressing testimonies.
- **Building Trust and Empowerment:** A trauma-informed approach prioritises building trust and empowerment. This involves listening to individuals without judgement, validating their experiences, and ensuring they are active participants in the inquiry process. The inquiry can empower individuals by involving them in the development of the inquiry's findings and recommendations, allowing them to take part in decision-making processes, and giving them a voice in shaping outcomes that directly affect their lives.



➤ **Aligning with Community Needs and Perspectives:** The inquiry should be informed by the perspectives of the communities it serves. This means engaging with the wider community, sub-cohort groups, impacted persons and advocates to ensure the inquiry is responsive to their needs and priorities. It involves understanding the cultural and historical context of trauma for the Windrush generation and incorporating those insights into the inquiry's methodology and approach.

➤ **Outcome-Oriented Recommendations:** Recommendations made by the inquiry should be trauma-informed. This means they should not only focus on justice but also consider the long-term healing and support needed for the affected individuals and communities. This could include calls for restorative justice, policy reforms, and additional mental health resources, ensuring that the inquiry's findings contribute to genuine, sustainable recovery and support for the Windrush generation and their descendants.

By adopting a trauma-informed approach, the Windrush Justice Inquiry will address the emotional and psychological harm caused by the scandal with care and sensitivity. This will create a supportive environment and strengthen the voices of those giving testimony. The Inquiry defines the Windrush generation broadly, including individuals from Commonwealth countries who have faced injustices as a result of the Windrush Scandal.



# HOW WILL THE WINDRUSH JUSTICE INQUIRY BE STRUCTURED?

The Windrush Justice Inquiry will be structured to ensure a comprehensive, independent, and transparent investigation. Its framework has been carefully designed to establish clear leadership, defined responsibilities, and an inclusive process that enables the effective examination of complex issues and the delivery of robust findings.

## 1. Chairperson

At the helm of the Inquiry will be a Chairperson with substantial expertise in leading complex investigations and inquiries. The Chairperson will be responsible for steering the overall direction of the process, making key procedural and strategic decisions, and ensuring that the Inquiry is conducted with fairness, impartiality, and integrity. Additionally, the Chairperson will lead the development of the final report, including its conclusions and recommendations.

## 2. Inquiry Panel

Supporting the Chairperson may be an Inquiry Panel composed of individuals with diverse professional backgrounds, including law, human rights, public administration, social justice, and immigration policy. The panel will offer specialist insights, assist in the examination and interpretation of evidence, and contribute to the formulation of recommendations. Panel members may also participate in hearings, including questioning witnesses, to support a rigorous and well-rounded investigative process.



### 3. Legal Team

The Legal Team will play a vital role in upholding the integrity, transparency, and fairness of the Windrush Justice Inquiry.

It will support the Chairperson and Inquiry Panel by providing legal guidance, overseeing procedural matters, and helping to ensure that participants are treated with dignity and respect throughout the process.

The team will consist of:

- **Counsel to the Inquiry:** Senior legal professionals who will assist in presenting the evidence and ensuring the inquiry complies with all applicable legal standards. Importantly, they will also support individuals in articulating their experiences clearly and safely to the Panel, helping to ensure that all accounts are heard with care and respect.
- **Solicitors to the Inquiry:** These legal practitioners will be responsible for managing the legal logistics of the Inquiry. Their duties will include overseeing the collection and disclosure of documents, supporting the drafting of witness statements, and liaising with legal representatives of participants. They will work to create a secure environment in which participants feel supported in sharing their testimony.

The legal team's role will be grounded in principles of accessibility, trauma-informed practice, and procedural fairness, ensuring that all voices—particularly those of affected individuals, are central to the Inquiry.



#### **4. Core Participants:**

Core Participants will play a central role in the Windrush Justice Inquiry. These are individuals or groups who have a direct and significant interest in the matters under investigation. This includes those impacted by the Windrush Scandal, members of the Windrush generation, their descendants, their family members and wider Commonwealth communities, alongside government departments, advocacy organisations, legal professionals, and other key stakeholders.

Core Participants will be granted meaningful participation in the inquiry process. They will have the right to legal representation, access to relevant evidence, and the opportunity to contribute to the inquiry's direction by making opening and closing statements. They may also propose questions or areas of focus for witness sessions, ensuring their voices and concerns shape the Inquiry's outcomes.

#### **5. Witnesses:**

Witnesses will be called to provide oral or written testimony. This group will include those directly affected by the Windrush scandal, such as members of the Windrush generation, as well as government officials, civil servants, and experts who can provide insight into the policies and practices that contributed to the scandal. Some witnesses may be questioned during public hearings, and their testimonies will form a crucial part of the evidence base for the inquiry.



## 6. Support and Advisory Teams:

To ensure the smooth and effective operation of the Windrush Justice Inquiry, a number of dedicated support and advisory teams will be established. These teams will provide the necessary infrastructure, expertise, and coordination to assist the Chairperson, panel, and participants throughout the process.

**Research Team:** This team will be tasked with collecting, analysing, and synthesising data and documentation relevant to the Inquiry's scope. Their work will support evidence-based findings and may involve commissioning independent reports, consulting academic literature, and drawing on both qualitative and quantitative research methods. The team will play a critical role in contextualising the evidence presented and informing the Inquiry's recommendations.

**Administrative Support Team:** Responsible for the day-to-day logistical operations of the Inquiry, this team will coordinate schedules, manage hearings, maintain document systems, and liaise with all parties involved. Their work ensures that proceedings are conducted in a timely, organised, and efficient manner.

**Public Relations and Communications Team:** This team will manage external communications, working to keep the public, the media, and all stakeholders informed throughout the Inquiry. By maintaining transparency and accessibility—through updates, press releases, and the publication of hearing transcripts, they will ensure that the Inquiry remains open and accountable. This team will also play a key role in supporting outreach and engagement activities.

Together, these teams will form the operational backbone of the Inquiry, enabling a process that is not only rigorous and evidence-led.



## 7. Public Hearings

Public hearings will form the central platform for gathering evidence and testimonies in the Windrush Justice Inquiry. These hearings are essential to the Inquiry's process of uncovering the full scope of the issues and ensuring transparency in its proceedings. The hearings will be scheduled and structured by the Inquiry team, ensuring they are organised in a manner that allows for a thorough and effective examination of the evidence. They will be open to the public and media, promoting transparency and ensuring that the Inquiry remains accountable to the broader community.

Witnesses will be invited to present their accounts, contributing to the Inquiry's understanding of the impact of the Windrush scandal. Core Participants, including those directly affected by the scandal, will have the opportunity to engage with the process through their advocates. Advocates will assist in facilitating the participation of witnesses, helping them present their evidence and ensuring that their testimonies are heard clearly and accurately.

## 8. Final Report and Recommendations:

Following the conclusion of public hearings and the completion of evidence-gathering, the Chairperson and Inquiry Panel will undertake a comprehensive analysis of the material collected. Drawing on witness testimonies, documentary evidence, and expert analysis, they will produce a final report that outlines the Inquiry's key findings. The report will identify any systemic failures, assess individual and institutional accountability, and examine the broader impact of the scandal on the Windrush generation, their descendants, and wider Commonwealth communities. Informed by a trauma-informed and community-engaged approach, the report will also set out a series of evidence-based recommendations intended to drive meaningful and lasting reform. The final report will be submitted to the UK government and published in full to ensure transparency and public access.



# THE INQUIRY PROCESS & PHASES

The Windrush Justice Inquiry will be conducted in several distinct phases, each carefully designed to ensure a thorough and comprehensive investigation.

The phases are as follows:

## **Symposium Phase**

Objective:

To critically examine the necessity, structure, and approach of a formal inquiry into the Windrush scandal by engaging a broad spectrum of stakeholders in a structured, trauma-informed symposium. The aim is to assess whether the process should proceed through a “People’s Inquiry” or an alternative such as a Truth Commission.

Activities:

- Organisation of the Windrush Justice Symposium, chaired by the Windrush Justice Inquiry Committee and structured around seven expert-led sub-committees.
- Facilitation of sub-committee research and reporting, enabling in-depth analysis on key thematic issues relevant to the Windrush experience.
- Execution of participatory forums following each sub-committee presentation, allowing stakeholders, including affected individuals, community advocates, government representatives, and legal experts, to contribute, ask questions, and make formal submissions.
- Conduction of a plenary vote on the final day, in which attendees determine whether a formal “People’s Inquiry” should proceed and what structure it should take.



## **Pre-Consultation Phase**

### Objective:

To lay the foundational groundwork necessary for the effective and credible establishment of the Windrush Justice Inquiry. This phase is focused on fostering early engagement with key stakeholders, surfacing critical issues, and designing a robust inquiry framework. It will ensure that the inquiry process is transparent, inclusive, and responsive to the lived experiences of those directly impacted by the Windrush scandal.

### Activities:

- Formation of the Windrush Justice Inquiry Committee and its sub-committees. Sub-committees will focus on key themes such as legal redress, trauma, restitution and institutional accountability.
- Initial consultations held with Windrush-affected individuals, advocacy groups, legal experts, and government officials to identify key issues and shape the inquiry's structure and priorities.
- Development of the inquiry's terms of reference and scope. Drafting a terms of reference document outlining the inquiry's purpose, powers, themes, and participatory methods, grounded in stakeholder feedback and survivor experience.
- Establishment of communication channels for public engagement and submissions. Launching accessible platforms for public engagement, including a website, multilingual outreach materials, and secure channels for submissions and testimonies.



## **Evidence Gathering Phase**

### Objective:

To collect and analyse evidence on the treatment of the Windrush generation, including individuals from the Caribbean, the wider Commonwealth, and other historically marginalised communities, in order to understand the systemic failures behind the scandal.

### Key Activities:

- Gather immigration records, policy documents, and internal communications from key government departments, especially the Home Office.
- Engage with families of affected individuals, civil servants, legal experts, and community leaders to obtain diverse and informed perspectives.
- Interview affected individuals and their families, officials, and community leaders to capture diverse perspectives.
- Invite submissions from individuals and organisations, and hold community sessions to gather wider evidence.
- Investigate the impact of systemic racism, the “hostile environment” policy framework, and administrative shortcomings.
- Identify key themes and systemic patterns of discrimination, policy failure, and institutional harm.



## **Public Hearings Phase:**

### Objective:

To provide a transparent, respectful, and trauma-informed platform for the presentation and examination of evidence, and to ensure that the voices of those affected by the Windrush scandal are heard and acknowledged.

### Key Activities:

- Organise hearings where selected witnesses, including individuals affected by the scandal, subject matter experts, and government officials – can present oral testimony.
- Ensure hearings are conducted in a safe and supportive environment, with sensitivity to the trauma experienced by participants.
- Enable legal representatives and members of the inquiry to examine witnesses to clarify the facts, test the reliability of evidence, and address any inconsistencies.
- Use a respectful and trauma-informed approach to questioning, avoiding re-traumatisation.
- Share key findings from the evidence gathering phase with the public during hearings, providing context and transparency around emerging themes and patterns.
- Ensure that findings are communicated in accessible formats to reach a wide and diverse audience.



## **Analysis and Deliberation Phase:**

### Objective:

To thoroughly analyse the evidence collected and testimonies heard to draw conclusions and formulate recommendations.

### Activities:

- Review and synthesis of all evidence, testimonies, and research findings.
- Deliberation by the Windrush Justice Inquiry Committee and its sub-committees to identify systemic issues, policy failures, and areas for reform.
- Development of recommendations aimed at rectifying the injustices faced by the Windrush generation and preventing future occurrences.

## **Final Report Phase:**

### Objective:

To compile and publish the inquiry's findings, conclusions, and recommendations.

### Activities:

- Presentation of the final report to the government, Parliament, and the public.
- Dissemination of the report's findings to stakeholders, including affected communities and civil society organisations.
- Advocacy for the implementation of the inquiry's recommendations by the government and other relevant bodies.



# EVIDENCE & SUBMISSIONS

The Windrush Justice Inquiry will adopt a comprehensive and multi-faceted methodology to ensure that all relevant evidence is gathered, rigorously analysed, and transparently presented.

The approach will be rooted in impartiality, accountability, and trauma-informed principles. Key elements of the methodology include:

→ **Document Review:** The Inquiry will request and examine a wide range of documentation from relevant government departments, particularly the Home Office. This includes:

- Policy papers and internal communications
- Legal documents and immigration records
- Reviews and reports on the Windrush Compensation Scheme

This review aims to uncover how policies were developed and implemented, and how they contributed to the systemic mistreatment of the Windrush generation.

→ **Report Review:** The Inquiry will analyse major reports related to the Windrush scandal, including:

- Wendy Williams' Lessons Learned Review
- Evaluations of the Windrush Compensation Scheme
- Other relevant reviews and research on racial injustice and systemic discrimination

This analysis will involve cross-referencing and comparative review to identify inconsistencies, highlight gaps, and synthesise findings that illuminate the underlying causes and consequences of the scandal.



→ **Data Analysis:** Statistical data related to immigration enforcement, including detention, deportation, compensation claims, and application outcomes, will be examined to:

- Identify patterns and systemic trends
- Support qualitative findings with quantitative evidence
- Trace the operational impact of government policies on affected individuals

→ **Community Engagement:** Engaging directly with affected communities is central to the Inquiry's work. This includes:

- Outreach to community organisations and advocacy groups
- Hosting consultation events and listening sessions
- Ensuring that the voices of survivors and their families are heard, respected, and centred

This engagement will help shape the direction of the Inquiry and ensure findings are grounded in lived experience.

→ **Public Submissions:** To enable broad participation, the Inquiry will invite oral and written submissions from individuals and organisations. Submissions may include:

- Personal testimonies
- Evidence of systemic harm or policy impacts
- Expert or community perspectives

Submissions will be accepted both online and in person to ensure accessibility and inclusivity.



→ **Public Hearings:** Public hearings will be a central component of the Inquiry's work, offering a transparent forum for:

- Testimony from affected individuals, community leaders, officials, and experts
- Examination of key evidence in public view
- Engagement with the broader public and media

Hearings will take place in multiple locations across the UK and be streamed online to ensure national accessibility.



# THE INQUIRY PROGRAMME PROJECTION & STAGES

## Week 1-2:

- Formation of the Windrush Justice Inquiry Committee and thematic sub-committees.
- Initial stakeholder mapping and outreach to affected communities, advocacy groups, legal experts, and government bodies.
- Drafting of preliminary terms of reference to guide stakeholder discussions.

### Phase 1: Preliminary Preparations (Months 1-3)

## Week 3-4:

- Appointment of chairperson and panel members of the Windrush Justice Inquiry.
- Administrative Set Up: Establishment of inquiry offices, hiring of support staff, and setting up a public website for the inquiry.
- Finalisation and public announcement of the terms of reference based on consultation outcomes.

## Month 2:

- Two-Day Symposium: Pre-inquiry and stakeholder consultation held and led by the Inquiry committee and structured around sub-committee themes.
- Vote on Inquiry Pathway: Attendees assess whether to proceed with a People's Inquiry or alternative model (e.g., Truth Commission).

### Month 3:

- Call for Evidence Issued: Guidelines published for individuals and organisations to submit documentation, testimonies, and expert statements.
- Identification of core participants and coordination of legal representation where necessary. Further, the initial evidence Review and Preparation for Hearings, including scheduling, witness coordination, and procedural planning.

### Month 4-5:

#### Initial Inquiry Hearings:

- Opening statements from the Inquiry Panel, legal counsel, and Core Participants.
- Witness Testimonies: Hearing from key witnesses, including members of the Windrush generation, their families, and advocacy groups.
- Documentary Evidence: Presentation and examination of key documents, such as government policies, internal communications, and previous reports.

### Month 6-7:

- Testimonies from government officials, Home Office representatives, and civil servants. Focus on decision-making processes, policy implementation, and systemic failures.
- Expert Testimonies: Hearing from experts on immigration law, human rights, and institutional racism.

**Phase 2:  
Evidence  
Gathering and  
Public Hearings  
(Months 4-9)**



### Month 8–9:

- Additional hearings to cover any outstanding issues or areas requiring further investigation.
- Private Sessions: Conducting private sessions for sensitive testimonies if necessary.
- Closing Statements: Final statements from Core Participants and legal teams summarising their positions.

### Month 10–11:

- Evidence Review and Analysis: Comprehensive review and analysis of all evidence collected. Identification of key findings, systemic issues, and individual accountability.
- Drafting the Final Report: Chairperson and Inquiry Panel begin drafting the final report, including findings and recommendations.

### Month 12:

- Completion of the Final Report: Finalisation of the report's content, ensuring accuracy and thoroughness.
- Presentation of the final report to the government and publication for public access.
- Press Conference: The Chairperson holds a press conference to summarise the inquiry's findings and recommendations, answering questions from the media.

**Phase 3:  
Analysis and  
Reporting  
(Months 10–12)**



## Phase 4: Post- Inquiry Actions (Months 13 and beyond)

### Month 13 and Beyond:

- Ongoing Monitoring: Establishment of mechanisms to monitor the implementation of the inquiry's recommendations, with possible periodic follow-up reports.
- Government Response: The government is expected to provide a formal response to the inquiry's recommendations, detailing the steps it will take to address the issues raised.

***N.B. This example timetable provides a structured approach, allowing for a thorough investigation and ensuring that the inquiry's findings are robust and well-founded.***

***The schedule is designed to balance the need for comprehensive analysis with the urgency of delivering justice for the Windrush generation.***



# STAKEHOLDER MAPPING & CONSULTATION PROCESS

The Windrush Justice Inquiry is committed to a thorough and inclusive consultation process that ensures the voices of all relevant stakeholders are heard and considered.

This process will involve continuous dialogue with a diverse range of stakeholders, including those impacted by the Windrush scandal, advocacy groups, legal experts, community organisations, and government representatives. The consultation process will be structured as follows:

## Initial Stakeholder Mapping

The inquiry will begin by identifying key stakeholders who are directly or indirectly affected by the Windrush scandal. This includes individuals and communities impacted by the scandal, as well as organisations that have advocated on their behalf or have expertise in related areas.

## Targeted Consultations

The inquiry will hold targeted consultations with identified stakeholders through one-on-one meetings, focus groups, and roundtable discussions. These consultations will aim to gather in-depth insights into the experiences of those affected, as well as expert opinions on relevant legal, social, and policy issues. Special attention will be given to ensuring that marginalised voices are heard, particularly those who may not have had the opportunity to participate in previous consultations or inquiries.



## Stakeholder Workshops

A series of workshops will be organised to facilitate collaborative discussions among stakeholders. These workshops will focus on specific themes, such as the impact of immigration policies, the role of racial discrimination, and the effectiveness of compensation schemes. The workshops will provide a platform for stakeholders to share their experiences, challenges, and suggestions for reform. The insights gathered will be used to inform the inquiry's analysis and recommendations.

## Written Submissions

Stakeholders will be invited to provide written submissions on relevant issues. These submissions can include personal testimonies, expert analyses, policy recommendations, and any other relevant information. A dedicated online portal will be created to facilitate the submission process, ensuring that stakeholders can easily contribute their input. The inquiry will review all submissions and incorporate them into the evidence base.

## Ongoing Engagement

Throughout the inquiry, there will be regular updates and feedback loops with stakeholders to ensure transparency and to keep them informed about the progress of the inquiry. Stakeholders will be encouraged to provide ongoing feedback, which will be considered as the inquiry progresses. The inquiry will also establish advisory panels comprising representatives from key stakeholder groups. These panels will provide ongoing guidance and ensure that the inquiry remains aligned with the concerns and needs of affected communities.



## **Incorporating Stakeholder Input**

The input received from stakeholders will play a critical role in shaping the inquiry's findings and recommendations. The inquiry will systematically analyse and incorporate stakeholder contributions into its deliberations, ensuring that the final report reflects the lived experiences and expertise of those most affected by the Windrush scandal.

## **Public Engagement Strategy**

The Windrush Justice Inquiry recognises the importance of broad public engagement, particularly with those most affected by the Windrush scandal. The public engagement strategy will focus on ensuring accessibility, transparency, and inclusivity.

## **Outreach and Communication**

The inquiry will launch a comprehensive public communication campaign to raise awareness about its objectives, processes, and opportunities for public participation. This will include the use of traditional media, social media, and community networks to reach a wide audience. Information about the inquiry will be disseminated in multiple languages and formats to ensure accessibility for all communities, including those with limited English proficiency or digital access.



## Public Meetings and Forums

Public meetings and forums will be held in various locations across the UK, particularly in areas with significant populations affected by the Windrush scandal. These events will provide an opportunity for individuals to share their experiences, ask questions, and engage directly with the inquiry team. The inquiry will work closely with local community organisations to ensure that these events are well-publicised and accessible to those who may have been most impacted by the scandal.

## Online Engagement

An interactive website will be created to serve as the primary online hub for the inquiry. This website will provide updates on the inquiry's progress, access to relevant documents and reports, and opportunities for public participation. The website will feature tools for submitting written testimonies, participating in surveys, and engaging in online forums. It will also include resources and guidance on how individuals can get involved in the inquiry process.

## Community Liaison Officers

The inquiry will appoint Community Liaison Officers to work directly with affected communities. These officers will serve as a bridge between the inquiry and the public, helping to facilitate communication, provide support, and ensure that community concerns are effectively conveyed to the inquiry team. Community Liaison Officers will also play a key role in organising and coordinating local engagement activities, ensuring that they are culturally sensitive and responsive to community needs.



## Collaboration with Civil Society

The inquiry will collaborate closely with civil society organisations, including NGOs, advocacy groups, and community-based organisations, to enhance public engagement. These organisations will be key partners in reaching out to affected communities and encouraging participation in the inquiry. Regular briefings and coordination meetings will be held with civil society partners to ensure alignment and to share insights gathered from public engagement activities.

## Transparency and Accountability

To maintain public trust, the inquiry will operate with a high degree of transparency. Regular updates on the inquiry's progress will be made available to the public through multiple channels, including press releases, public statements, and the inquiry's website. The inquiry will also ensure accountability by providing clear timelines and milestones for its work, and by responding to inquiries and feedback in a timely manner.

## Targeted Outreach to Affected Groups

Recognising that the Windrush scandal disproportionately affected certain demographics, the inquiry will implement targeted outreach strategies to engage with these groups. This includes working with community leaders, faith-based organisations, and cultural groups to reach those who may be less likely to participate in traditional engagement methods. Special efforts will be made to engage with older individuals, who may have been directly impacted by the Windrush scandal, as well as their descendants. Through this comprehensive stakeholder engagement and public engagement strategy, the Windrush Justice Inquiry aims to create an inclusive and participatory process that ensures all voices are heard and considered in the pursuit of justice.



# THE WINDRUSH JUSTICE INQUIRY COMMITTEE

## Meet Our Committee Members

The pre-consultation phase of the Windrush Justice Inquiry will be crucial in shaping the scope, direction, and effectiveness of the overall inquiry. This phase will involve close collaboration with various committees under the Windrush Justice Inquiry Committee to ensure that all relevant perspectives, expertise, and stakeholder concerns are adequately addressed.

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### The Co-Chair of The Windrush Justice Inquiry Committee



#### Anna Steiner

Anna Steiner is a qualified and practising solicitor, senior lecturer and director of the University of Westminster Legal Advice Clinic . Anna is one of the Co-Founders of the Windrush Justice Clinic (WJC) and a WJC Advisory Group Member . She sits on the Research and Policy, Funding and Legal Advisors committees.

Anna set up the Windrush Justice Clinic in 2020 with a number of other partners in response to a request from the community. Anna's passion for and commitment to the work of the Windrush Justice Clinic stems from both a personal and professional perspective.

Anna is a co-author of The Windrush Compensation Scheme: Unmet Need For Legal Advice and was a member of the working group that produced the Justice report 'Reforming the Windrush Compensation Scheme'.



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## The Co-Chair of The Windrush Justice Inquiry Committee



### Catherine Evans

Since 2015 Catherine has worked at LSBU as a Senior Public and Human rights Law Lecturer in the School of Law and Social Sciences and Director of the University's Legal Advice Clinic. In the clinic, LSBU students provide free legal advice to the public in social welfare law and the Windrush Compensation Scheme under the supervision of experienced lawyers.

Catherine is a member of the Advisory Board of the Windrush Justice Clinic whose aim is to provide access to justice for the survivors of the Windrush scandal, advising on compensation claims for their unlawful treatment by the Home Office. Catherine worked on a research project into unmet needs for legal advice on claims to the Windrush Compensation Scheme. This research demonstrated the need for a fully funded legal aid scheme to cover these compensation claims.

Catherine is also a trustee of the Colombian Caravana, a charity which has built an international legal network to highlight and tackle the issues faced by lawyers, judges and human rights defenders. The aim of the Colombian Caravana is to improve access to justice in Colombia, a country where the violation of human rights is a systematic problem.



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## The Co-Vice Chair of The Windrush Justice Inquiry Committee



### Dr. Olayinka Lewis

Olayinka joined the University of Essex, School of Law and Human Rights Centre as a Lecturer in October 2021. He holds a PhD in law from the University of Aberdeen. He has strong interests in UK Immigration Law from both a theoretical and practical perspective and has over a decade's experience of advising clients on UK Immigration law. Olayinka has various research interests but his key areas are immigration, nationality & asylum law.

Outside of academia, Olayinka worked as a solicitor for several years in various areas of law including commercial law, family law and immigration & nationality law.

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## The Co-Vice Chair of The Windrush Justice Inquiry Committee



### Miranda Grell

Miranda is a Barrister after a varied career that included working as a Tribunal Advocate and Business Development Manager at the award-winning Hackney Community Law Centre; as a Senior Policy Advisor to the Advisory, Conciliation and Arbitration Service; as a trainee speechwriter to a European Commissioner in Brussels; and as a Political Advisor to the first Deputy Mayor of London.

Between 2019 and 2022, Miranda was instructed on a high-profile banking inquiry chaired by the former High Court Judge Dame Linda Dobbs DBE.



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## Chief Inquiry Officer of The Windrush Justice Inquiry & Member of The Windrush Justice Inquiry Committee

### Priscellia 'Pyhia' Robinson



Priscellia 'Pyhia' is a distinguished International Law Barrister, an academic and a United Nations Fellow recognised by the Office of the High Commissioner for Human Rights under the International Decade for People of African Descent. She chairs the Expert UN Fellows Working Group for People of African Descent (EFWGPAD) and coordinated the 2023 UK country visit of the United Nations Working Group of Experts on People of African Descent, mobilising civil society, stakeholders, and NGOs.

As President of Birthmark of Africa, a human rights and climate change research institute, her academic research encompasses reparatory justice, climate change, the Windrush Generation and their descendants, the Windrush Scandal and the ongoing legacy of African Chattel Enslavement.

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## Senior Policy Advisor of The Windrush Justice Inquiry & Member of The Windrush Justice Inquiry Committee



### Dr. Andreas Papamichail

Andreas Papamichail is a Senior Lecturer in Global Health at Queen Mary University of London. His research focuses on the politics of global health governance, most lately looking at the global racialised impacts of COVID-19. He has been involved in advocacy and activism on the Windrush Compensation Scheme since 2020 through Windrush Lives and the Windrush Justice Clinic's Research Group.



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## **Community Liaison Officer of The Windrush Justice Inquiry & Member of The Windrush Justice Inquiry Committee**



### **Subira Cameron-Goppy**

Subira is the Windrush Coordinator at the Claudia Jones Organisation, where she is deeply committed to supporting the Windrush generation and uplifting her community. With a passion for creating and strengthening support networks, she works to ensure that vital resources and provisions are available to those in need. Driven by a strong sense of justice and a desire to be on the right side of history, Subira continues her advocacy work as a researcher for the Windrush Justice Clinic, furthering her dedication to the cause.

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## **Trauma Response Liaison Officer of The Windrush Justice Inquiry & Member of The Windrush Justice Inquiry Committee**



### **Professor Rochelle Burgess**

Rochelle Burgess Rochelle is Professor of Global Mental Health and Social Justice and Director of Network for Mental Health and Child Marriage at the University College London (UCL). Her work explores how communities navigate and respond to the political economy of poor health, with a particular emphasis on community-led efforts to address the impacts of broader development issues such as poverty, gender, racialisation, systems of governance, and community mobilisation and activism. For the past decade she has focused largely on mental wellbeing and the experience of common mental disorders in contexts of adversity.



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## Head of Fundraising The Windrush Justice Inquiry & Member of The Windrush Justice Inquiry Committee



### Fezzan Ahmed

Fezzan is the Co-Founder of the Jigsaw House Society, responsible for developing Community Led Social Innovations such as the Windrush Justice Clinic. As a leader in Inclusive Philanthropy Fezzan has raised more than £20million from traditional and diverse communities for organisations such as Barnardo's, Palace for Life Foundation and Southwark Law Centre, whilst championing race equality in Fundraising.



# THE WINDRUSH JUSTICE INQUIRY SUB-COMMITTEE

## Meet Our Sub-Committees

The Sub-Committees will collaborate closely with the Windrush Justice Inquiry Committee, drawing on diverse perspectives, expertise, and stakeholder concerns to ensure all relevant issues are addressed. This collaborative approach will lay a strong foundation for a thorough and impactful inquiry.

### 1. The Stakeholders Committee

The Stakeholders Committee will lead the initial outreach efforts, ensuring that all relevant voices are included in the consultation process. They will organise meetings and workshops to gather input on the scope of the inquiry and ensure that stakeholder concerns are reflected in the inquiry's terms of reference.

**Objective:** Identify and engage key stakeholders, including those impacted by the Windrush Scandal, community leaders, advocacy groups, and legal experts.

### 2. The Engagement Committee

This committee will design and implement public awareness campaigns to inform the community about the inquiry and encourage participation. They will also gather feedback on the most effective ways to engage with different communities, particularly those directly impacted by the Windrush scandal.

**Objective:** Develop strategies for effective communication and public engagement throughout the inquiry process.



### 3. The Law Committee

The Law Committee will assess the legal framework within which the inquiry will operate and ensure that the terms of reference are legally sound. They will also consult with legal experts and stakeholders on potential legal challenges and how they can be addressed.

**Objective:** Review and provide legal guidance on issues related to the inquiry, including relevant legislation and legal precedents.

### 4. The Politics & Home Office Committee

This committee will engage with government officials and Home Office representatives to establish the inquiry's legitimacy and secure necessary support. They will also consult on how political considerations might impact the inquiry and how to navigate these challenges.

**Objective:** Liaise with political bodies and the Home Office to ensure cooperation and transparency throughout the inquiry.

### 5. The Research Committee

This committee will begin preliminary research to inform the inquiry's scope and focus. They will identify key areas requiring in-depth investigation and consult with academic and research institutions to establish research partnerships.

**Objective:** Coordinate research efforts to gather relevant data, historical context, and case studies.

## 6. The Administrative and Governance Committee

The Administrative and Governance Committee will ensure that the inquiry is set up with appropriate governance structures, including clear roles, responsibilities, and processes. They will consult on the establishment of the inquiry's administrative framework and ensure that all logistical needs are met for the pre-consultation phase.

**Objective:** Oversee the operational and governance aspects of the inquiry.

## 7. The Experts Advisory Committee

The Experts Advisory Committee will identify and consult with subject matter experts in areas such as immigration law, human rights, public policy, and racial justice. Their input will help to refine the inquiry's focus and ensure that it is informed by the latest research and best practices.

**Objective:** Provide specialised knowledge and expertise to guide the inquiry.

## 8. The Affected Individuals Advisory Committee

The Affected Individuals Advisory Committee will engage directly with individuals impacted by the Windrush scandal to ensure their experiences and perspectives are central to the inquiry. This committee will create a safe and supportive environment for survivors to share their stories, contribute to shaping the inquiry's focus, and help identify key areas of concern.

**Objective:** Amplify the voices of those affected by the scandal and ensure their lived experiences guide the inquiry's priorities and outcomes.



# COMMITTEE COORDINATION AND REPORTING

## Coordination and Reporting

To ensure coherence and effective communication throughout the pre-consultation phase, each sub-committee will convene regular meetings facilitated by two appointed co-chairs. These meetings will provide a structured space for members to share progress updates, exchange insights, and coordinate their activities. This process will foster alignment across committees, ensuring that all relevant information, perspectives, and developments are communicated in a timely and consistent manner.

The sub-committees will report their findings, observations, and preliminary recommendations directly to the overarching Windrush Justice Inquiry Committee. This central body will be responsible for synthesising the diverse input received from across the sub-committees into a unified and coherent plan. This process will ensure that the Inquiry's strategic direction reflects the breadth of expertise and experience drawn from the various thematic areas explored during the pre-consultation.

Guided by the evidence and insights gathered during this phase, the Windrush Justice Inquiry Committee will proceed to finalise the Inquiry's terms of reference and organisational structure. This will be undertaken with a clear commitment to ensuring that the Inquiry is comprehensive in scope, inclusive in process, and firmly oriented toward delivering justice for those affected by the Windrush scandal.

Through this structured and collaborative approach to coordination and reporting, the Inquiry will be well-positioned to respond to the complex and deeply rooted issues at the heart of the Windrush scandal. It will lay the foundation for an evidence-based, community-informed, and transparent process that prioritises accountability, healing, and systemic reform.



# THE WINDRUSH JUSTICE INQUIRY: EXPECTED OUTCOMES

The Windrush Justice Inquiry is committed to delivering a set of impactful, community-centred outcomes that document the truth, support restorative justice, and contribute to systemic reform. These outcomes are designed not only to address the immediate failings of the Windrush scandal but to ensure long-term accountability, public education, and the protection of fundamental rights. The key deliverables include:

- ✓ **Interim Reports:** Throughout the course of the inquiry, a series of interim reports will be published. These will provide timely updates on progress, highlight emerging findings, and address urgent issues requiring immediate attention. Interim reports may also contain early recommendations for remedial action. They will be shared with Parliament, government bodies, stakeholders, and the public to ensure transparency and to maintain momentum.
- ✓ **Thematic Analysis:** In-depth thematic reports will be produced on critical areas of concern identified during the inquiry. These will include analyses of the “Hostile Environment” policy, the systemic role of racial discrimination within immigration enforcement, and the operational and procedural failures of the Windrush Compensation Scheme. Each thematic report will offer detailed findings and targeted recommendations. These analyses will serve as valuable resources for lawmakers, advocates, and scholars seeking to understand and dismantle structural injustice.
- ✓ **Final Report:** The inquiry will culminate in a comprehensive final report that presents the full body of findings, conclusions, and recommendations. This report will offer a definitive account of the Windrush scandal, documenting systemic failures, outlining the long-term impacts on individuals and communities, and proposing practical reforms. It will include proposals for future prevention, legal and policy change, and institutional reform thus, become an authoritative reference for any future statutory inquiries or government action.



- Influence on Policy and Legal Reforms:** A central aim of the inquiry is to influence meaningful and lasting changes to the UK's immigration system, legal framework, and related public policies. The findings will highlight how legislative and institutional practices enabled the Windrush scandal and will recommend necessary reforms to ensure such injustices are never repeated. This may include calls for changes to immigration law, anti-discrimination protections, oversight mechanisms, and the potential adoption of a Windrush Bill.
  
- Redress for the Windrush Generation:** The inquiry will advocate for adequate redress for members of the Windrush generation and their descendants. This includes addressing the failings of the current compensation scheme, calling for public acknowledgements and apologies, and recommending measures aligned with principles of restorative justice. The inquiry's findings are expected to support a broader national conversation on how to provide meaningful restitution for the harm caused by systemic racism and state neglect.
  
- Public Awareness and Education:** A key outcome of the inquiry will be its contribution to national understanding of the Windrush scandal and the structural inequalities underpinning it. Through testimonies, reports, and public engagement activities, the inquiry will raise awareness about the lived experiences of those affected and their struggle for justice. These efforts will help educate future generations, inform anti-racism discourse, and ensure that the lessons of Windrush remain central to the UK's social and political conscience.



-  **Strengthening Community Trust:** By committing to a transparent, inclusive, and community-led process, the inquiry seeks to begin repairing the fractured trust between affected communities and the institutions that failed them. Through consistent dialogue, accountability, and visible responsiveness to public concerns, the inquiry aims to foster a renewed sense of justice and confidence in democratic processes.
  
-  **Legacy of the Inquiry:** The Windrush Justice Inquiry will leave a durable legacy rooted in truth-telling, healing, and reform. Its final report, testimonies, and thematic materials will serve as a permanent public record—preserving the voices and experiences of the Windrush generation and their descendants. Beyond documentation, its legacy will be measured by its influence on national policy, public understanding, and the broader movement for racial justice and human rights. The inquiry will stand as a model for future people-led processes seeking to hold power to account and ensure justice for marginalised communities.



# CHALLENGES AND RISKS

The Windrush Justice Inquiry, while crucial for addressing past injustices and shaping future policies, is likely to encounter several challenges and risks. Recognising and preparing for these potential obstacles is essential to ensure the inquiry's success and integrity.

## Complexity of Issues

The inquiry will address a wide range of complex issues, including historical injustices, systemic racism, immigration policy failures, and legal reforms. The depth and breadth of these topics may make it challenging to provide a comprehensive analysis within the given timeframe. Balancing the need for thorough investigation with the pressure to deliver timely findings will require careful planning and resource allocation.

Stakeholders, including affected individuals, advocacy groups, legal experts, and government entities, may have differing expectations regarding the scope, focus, and outcomes of the inquiry. Managing these diverse expectations and ensuring that all voices are heard and respected could be challenging, particularly when conflicting interests arise.

## Diverse Stakeholder Expectations

## Community Mistrust

Given the historical and ongoing mistrust between affected communities and government institutions, there may be scepticism about the inquiry's ability to deliver meaningful change. Engaging with communities that have experienced long-standing discrimination and injustice will require a sensitive and transparent approach to build trust and encourage participation.



### **Access to Evidence and Witnesses**

Obtaining accurate and comprehensive evidence, including testimonies from key witnesses, may be difficult due to various factors such as fear of retribution, legal constraints, or logistical challenges. Ensuring that all relevant information is collected and that witnesses feel safe and supported in providing their testimonies will be crucial for the inquiry's credibility.

The inquiry may face legal and political constraints that could limit its scope or impact. These could include restrictions on access to certain documents, limitations on the inquiry's powers, or political pressures that influence its proceedings. Navigating these constraints while maintaining the inquiry's independence and integrity will be a significant challenge.

### **Legal and Political Constraints**

### **Public Perception and Media Scrutiny**

The inquiry will be subject to intense public and media scrutiny, which can impact its credibility and effectiveness. Negative perceptions or sensationalised reporting could undermine public confidence in the inquiry's outcomes. Mitigating this risk will require clear communication, transparency, and proactive engagement with the media and the public.



## Operational Delays

Delays in any phase of the inquiry, such as evidence gathering, public hearings, or report drafting, could jeopardise the overall timeline and the timely delivery of findings and recommendations. To address this risk, the inquiry will need to maintain flexibility in its operations and have contingency plans in place for unforeseen delays. To address this risk, the inquiry will need to maintain flexibility in its operations and have contingency plans in place for unforeseen delays.

There is a risk that the inquiry's findings may be perceived as incomplete, biased, or insufficiently responsive to the concerns of affected communities. This could occur if certain voices are marginalised, or if the inquiry is unable to fully explore all relevant issues. Ensuring a balanced and inclusive approach throughout the inquiry will be key to mitigating this risk.

## Incomplete or Biased Findings

## Implementation of Recommendations

While the inquiry's recommendations are intended to guide significant reforms, there is a risk that they may not be fully implemented by the government or other relevant bodies. The lack of enforceability of these recommendations could limit their impact. Ongoing advocacy, monitoring, and engagement with stakeholders will be necessary to promote the adoption of the inquiry's recommendations.

# CHALLENGES AND RISKS: MITIGATION STRATEGIES

To address these challenges and risks, the inquiry will implement the following strategies:

## Clear Communication

Regular updates and transparent communication with the public and stakeholders to manage expectations and build trust.

## Stakeholder Involvement

Ensuring diverse and inclusive participation from all relevant groups to capture a wide range of perspectives.

## Flexible Planning

Maintaining a flexible approach to operations, allowing for adjustments in response to unforeseen challenges or delays.

## Robust Evidence-Gathering

Prioritising the safety and support of witnesses and ensuring comprehensive and unbiased evidence collection.

## Advocacy for Implementation

Working closely with advocacy groups and policymakers to promote the adoption of the inquiry's recommendations and to monitor their implementation.

By anticipating these challenges and risks and preparing appropriate responses, the Windrush Justice Inquiry aims to conduct a thorough, fair, and impactful investigation that will contribute to meaningful change and justice for those affected by the Windrush scandal.



# RESOURCES AND BUDGET

To effectively deliver on the objectives of the Windrush Justice Inquiry, adequate resources must be allocated and a comprehensive budget established. This is essential to ensure that the inquiry operates efficiently, maintains its independence, and delivers a high-quality, evidence-based outcome within a defined timeframe.

The inquiry's budget will need to cover a broad range of operational, administrative, and specialist functions, including but not limited to:

- 1. Inquiry Committee Members.**
- 2. Subcommittee Members.**
- 3. Administrative Staff.**
- 4. Legal and Research Experts.**
- 5. Facilities and Equipment.**
- 6. Conference Space.**
- 7. Technology Infrastructure.**
- 8. Consultation and Outreach.**
- 9. Stakeholder Engagement.**
- 10. Public Engagement.**
- 11. Legal and Financial Advisory.**
- 12. Legal Counsel.**
- 13. Financial Management.**
- 14. External Advisors and Specialist Consultants.**



# CONCLUSION

The Windrush Justice Inquiry stands as a pivotal moment in the pursuit of truth, accountability, and restorative justice for the Windrush generation and their descendants. More than a response to bureaucratic failure, this inquiry is a necessary reckoning with the legacies of institutional racism, colonial injustice, and systemic disenfranchisement that continue to shape the lives of many within Commonwealth communities in the UK.

This report has set out a clear and comprehensive roadmap for a “People’s Inquiry”, a process that places those most affected at its centre, guided by their lived experiences, their expertise, and their vision for justice. It details a robust framework for investigation, engagement, and reform that goes beyond the limitations of past responses. Through a trauma-informed, community-driven, and legally grounded approach, the inquiry will generate findings and recommendations capable of informing genuine structural change. However, the impact of this inquiry depends on collective commitment. To deliver real justice, we must move beyond acknowledgment and toward action.

We call on:

- **Government Bodies:** To engage transparently and proactively with the inquiry, granting it the necessary independence, access, and resources to succeed, and to demonstrate a genuine willingness to implement its recommendations. This is an opportunity to rebuild trust, not with rhetoric, but with results.
- **Civil Society Organisations:** To continue their critical role in advocacy, outreach, and accountability. Your leadership and collaboration are essential to ensuring that marginalised voices are heard, understood, and translated into systemic change.



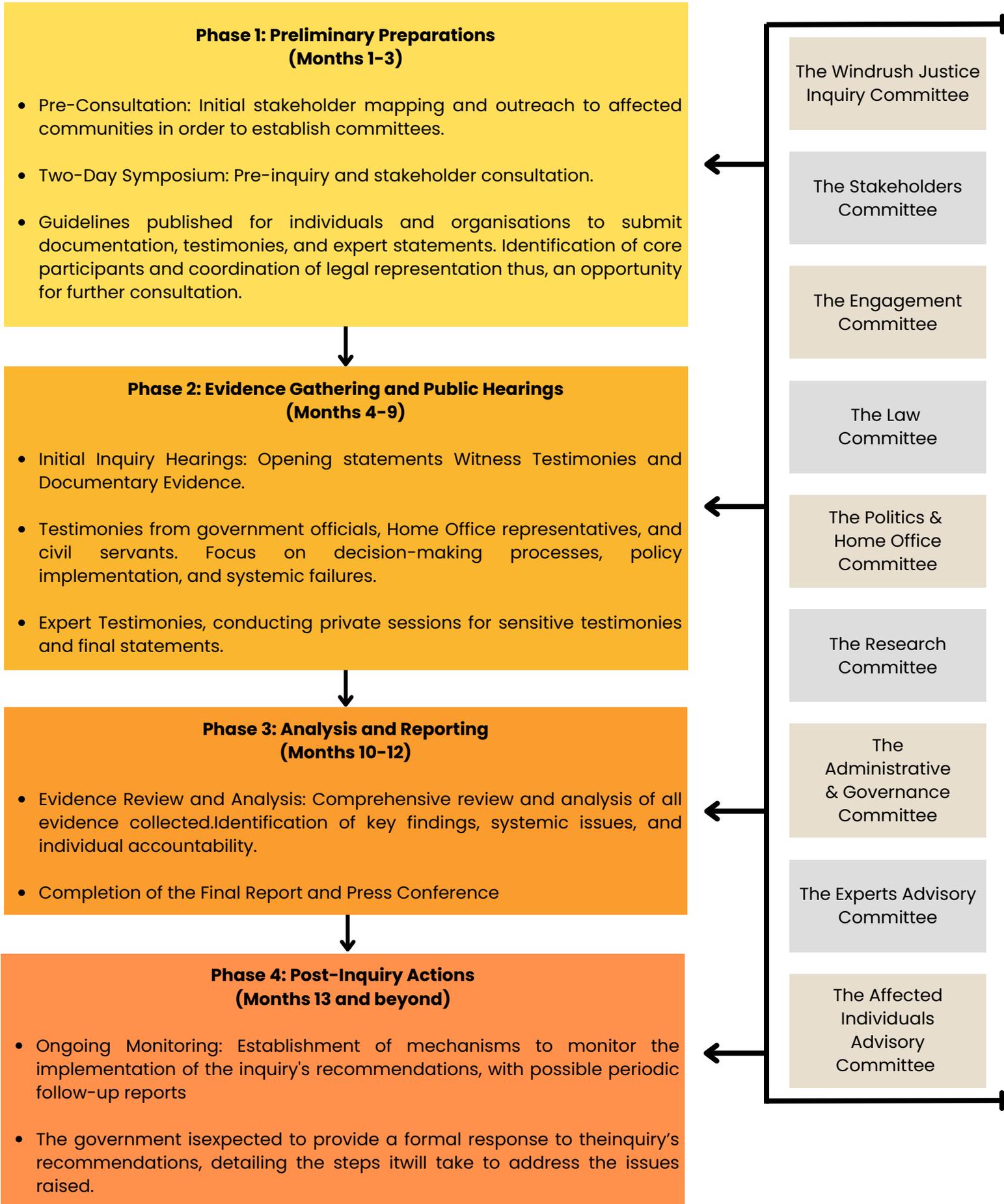
- **The Public:** To share your stories, submit evidence, attend public forums, and engage with the process. Your voices are not just important; they are central to everything this inquiry aims to achieve

The Windrush Justice Inquiry is not the end of the journey, it is the beginning of a broader movement for justice, dignity, and equity. Let us use this moment not only to confront the past but to shape a fairer future: one in which no individual is denied their rights, their identity, or their place in society. By standing together and holding institutions to account, we can ensure that the wrongs of the Windrush scandal are never repeated, and that those who suffered are never forgotten.



## THE WINDRUSH INQUIRY: GETTING THERE

FLOWCHART



Appendix A: 'Getting There Flowchart' created by Priscellia 'Pyhia' Robinson, Chief Inquiry Officer of The Windrush Justice Inquiry.



# LIST OF STAKEHOLDERS

1. University of Westminster.
2. Birthmark of Africa.
3. Windrush Justice Clinic.
4. London Southbank University.
5. University of Essex.
6. Queen Mary University of London.
7. Claudia Jones Organisation.
8. Jigsaw House Society.

## Disclaimer

The findings, views, and recommendations set out in this report are solely those of the Author and Windrush Justice Inquiry Committee. They do not represent the official positions or policies of any affiliated organisations, institutions or stakeholders referenced throughout the document. Notwithstanding this, the aforementioned bodies have indicated their support for the purpose, direction, and publication of this report.



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[86] *Ibid.*, 85.

[87] Appendix A: 'Getting There Flow Chart' created by Dr. Andreas Papamichail, Senior Policy Advisor of The Windrush Justice Inquiry.



# THE WINDRUSH JUSTICE INQUIRY REPORT

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Towards Justice: Truth, Accountability, and Repair  
JUNE 2025

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