Rating | Current | Previous

Programme Summary

The overall Programme status remains **AMBER/RED**. Completing Move to UC by 2024 is at increasing risk of delay given compressed timescales with no firebreaks or contingency. We have not, as yet, been able to publish plans and gainer analysis, and so remain inhibited in our ability to engage effectively with stakeholders and partners to intensify joint activity in supporting voluntary moves to UC. Content of the publication has now been broadly agreed with SoS, Ministers and, subject to No 10 approval, we plan to publish w/c 25th April alongside an announcement about the imminent restart of Move to UC. Update on progress and latest position will be provided at the Programme Board meeting.

Good progress continues with Discovery Phase and we remain on track to start testing the first version of the service to move claimants in May. SRO has updated Chief Executives of the plans to begin managed migration in their areas and they were very supportive, although there is an increasing risk to the timetable without the required Ministerial announcements on plans being made in sufficient time to begin work with claimants. The Social Security Advisory Committee (SSAC) have confirmed they are taking the proposed amendments to the UC Transitional Provisions Regulations on formal reference and have announced their consultation. SSAC expect to complete consultation by early May with the actual timetable for laying regulations dependent on when they complete their report. Whilst this delay does not immediately impact Discovery and starting to move claimants, any further delays will potentially slow down progress and impact learning. The insert leaflet providing details of the benefits of UC now included in Tax Credit customer renewal packs ahead of distribution later in April. In addition, agreement has been reached with HMRC to include similar details on their Tax Credit renewals internet landing page.

Latest Full Service releases deployed include: Changes to accommodate the revised definition of terminally ill where a claimant is now considered terminally ill if, due to their health condition, they have a life expectancy of less than 12 months; changes to support cross-Government response for individuals fleeing Ukraine; and, finalising the removal of gov.uk Verify as a service to verify Claimant identity. In addition to the usual performance and technical fixes work, PDE agreed on 23 March to change the UC release schedule from fortnightly to weekly for an initial trial period of 3 months. The change will not affect the volume of items/features that are released but enables a reduced wait time for individual items and supports smoother delivery of content.

The new 'Help to Claim' offer went live as planned on 1 April. This will see Citizens Advice (CA), in partnership with Citizens Advice Scotland (CAS), continue to provide practical support through telephony and digital channels to individuals to make a new claim to Universal Credit, with arrangements in place to monitor the impact of the removal of the CA face-to-face channel in Jobcentres. Discussions continue with Ministers and commercial colleagues on options from April 2023. The latest set of monthly themed stakeholder meetings were held w/c 11 April, where we provided an overview of the draft regulations, a progress update on Discovery and outlined the user research underway to test the managed migration notice. Work is also underway to coordinate all internal and external engagement and communications required to support the restart of managed migration in May. The marketing campaign continues to perform strongly with coverage across radio and digital channels. Since launch, adverts have been viewed nearly 40 million times through digital and search advertising and our animated videos viewed over 5.3 million times generating increased visits to Understanding Universal Credit and GOV.UK and over 58,000 referrals to Benefits Calculators and 3,947 clicks to the apply page on gov.uk.

Critical / Key Milestones

Programme		
Frontier workers - Provide service support for Frontier workers		30/03/22
GOV.UK Verify – End of life		31/03/22
Help to Claim (previously Future Support Offer) (Telephony/Digital) - go live		01/04/22
Treasury Drawdown		01/04/22
Health - Update definition of Terminal Illness in line with legislation changes		04/04/22
Annual uprating for 2022		11/04/22
Targeted Case Review Plan and Risks confirmed at PDE		20/04/22
Benefits Realisation Update at Programme Board		26/04/22
Social Rented Sector (SRS) - Annual SRS Rent Changes		30/04/22
Removal of Post Office Card Accounts (POCAs)		31/05/22
IPA Review in advance of Scaling		30/10/22
Treasury Drawdown		Dec 2022

Voluntary Phase (1)		
March monthly themed stakeholder meetings		11/03/22
April monthly themed stakeholder meetings		11/04/22
Tax Credit Renewal packs with UC insert issue commenced		26/04/22
Tax Credit Renewal - HMRC landing page Messaging live		29/04/22
National Stakeholder Event		29/04/22

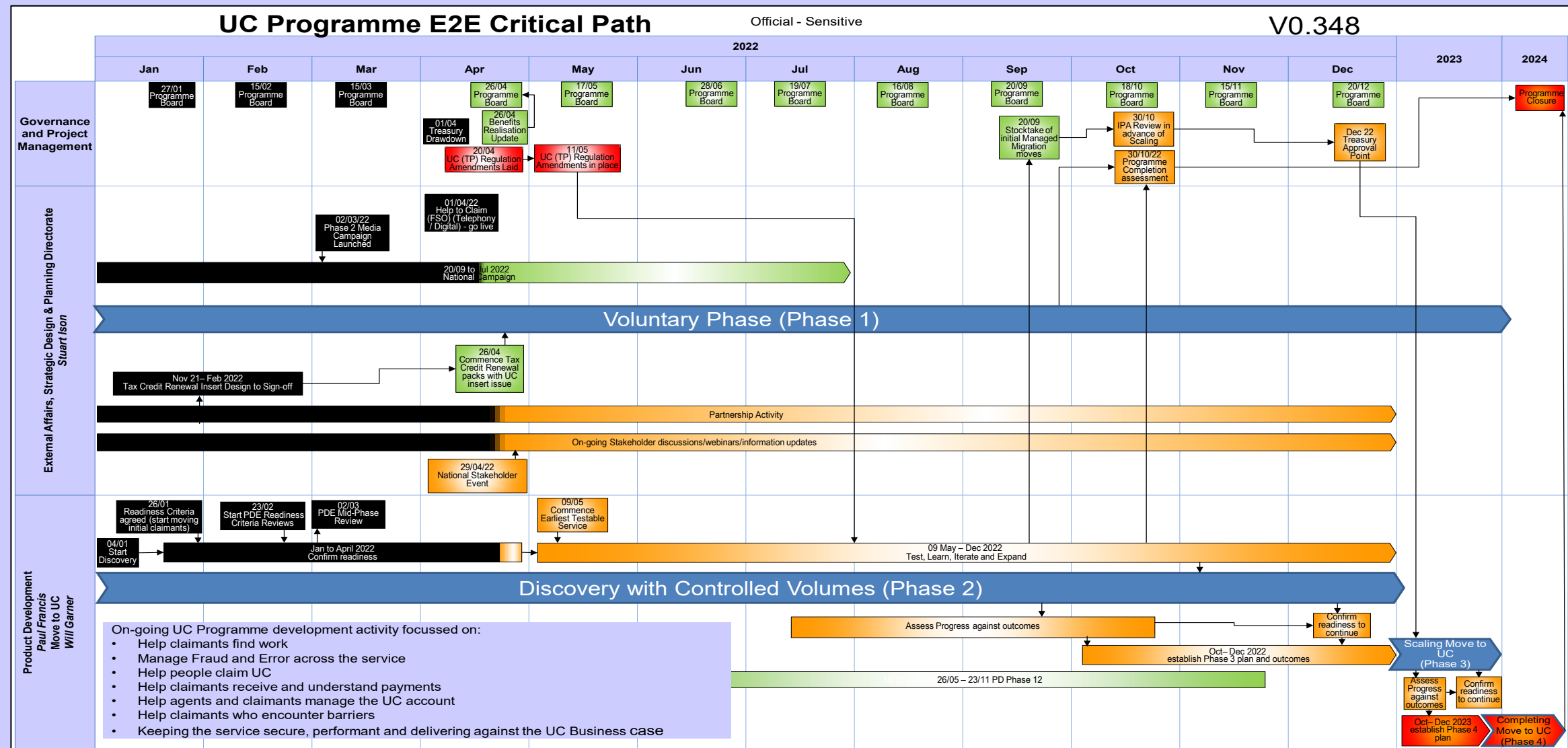| Discovery (with controlled volumes) Phase (2)		
UC (TP) Regulations Amendments: Parliamentary Handling Plan to Parliamentary Business & Legislation Committee		06/04/22
UC (TP) Regulations Amendments Laid		20/04/22
UC (TP) Regulation Amendments in place		11/05/22
Discovery Phase - commence earliest testable service **by:**		09/05/22
Stocktake of initial Managed Migration moves		20/09/22
Programme Assessment of completing migration by end of 2024		30/10/22

Scaling Move to UC Phase (3)		
Plan and outcomes established for Scaling Move to UC Phase		30/11/22
Scaling Move to UC Phase commences		21/01/23

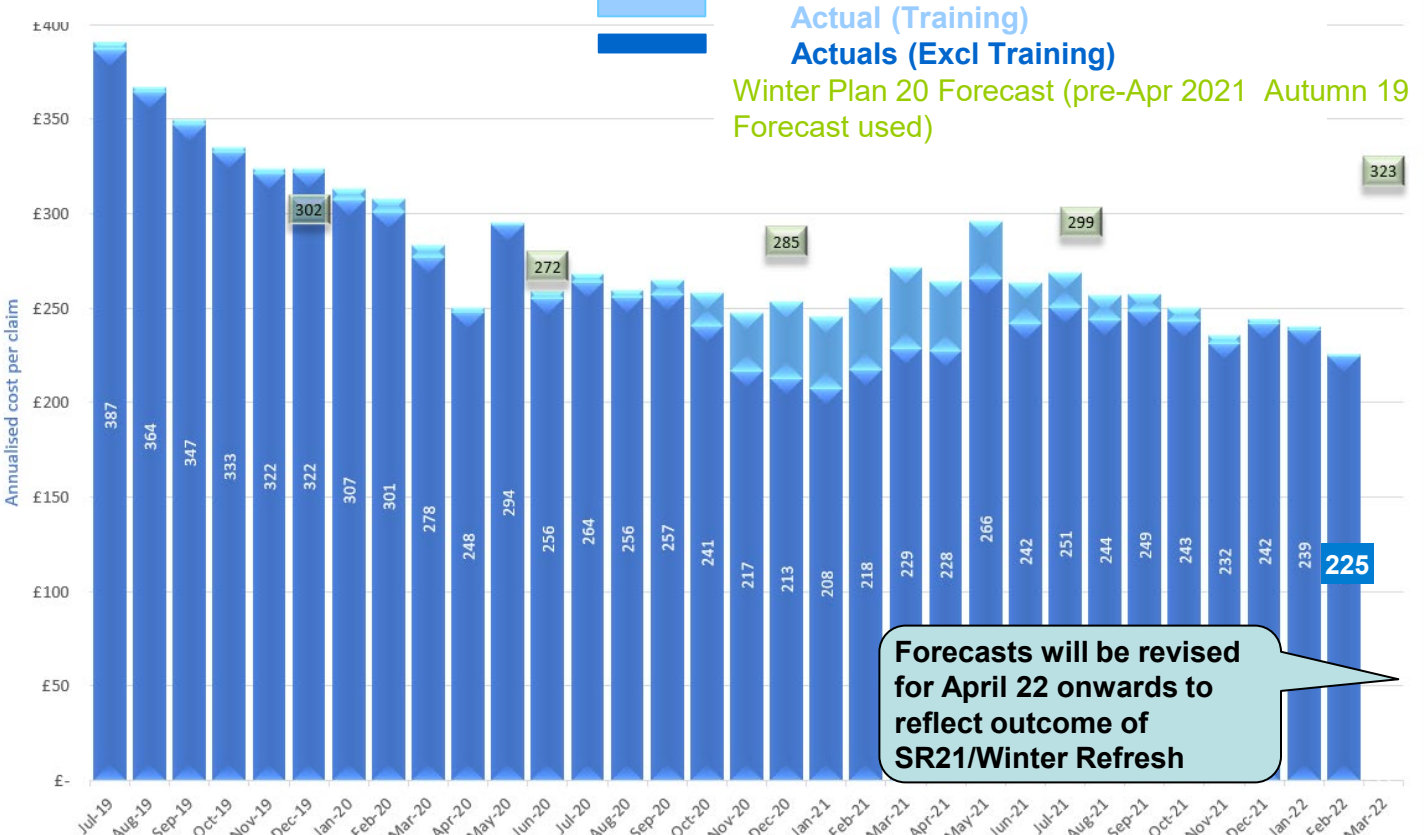| Completing Move to UC Phase (4)		
Plan and outcomes established for Completing Move to UC Phase		30/11/23
Completing Move to UC Phase commences		15/01/24
Move to UC Completed		31/12/24

UC Programme E2E Critical Path — Official - Sensitive — V0.348

Governance and Project Management
27/01 Programme Board; 15/02 Programme Board; 15/03 Programme Board; 26/04 Programme Board; 01/04 Treasury Drawdown; 26/04 Benefits Realisation Update; 20/04 UC (TP) Regulation Amendments Laid; 11/05 UC (TP) Regulation Amendments in place; 17/05 Programme Board; 28/06 Programme Board; 19/07 Programme Board; 16/08 Programme Board; 20/09 Programme Board; 20/09 Stocktake of initial Managed Migration moves; 30/10 IPA Review in advance of Scaling; 30/10/22 Programme Completion assessment; 18/10 Programme Board; 15/11 Programme Board; 20/12 Programme Board; Dec 22 Treasury Approval Point; Programme Closure

External Affairs, Strategic Design & Planning Directorate — Stuart Ison
02/03/22 Phase 2 Media Campaign Launched; 01/04/22 Help to Claim (FSO) (Telephony / Digital) - go live; 20/09 to Jul 2022 National Campaign; Voluntary Phase (Phase 1); Nov 21– Feb 2022 Tax Credit Renewal Insert Design to Sign-off; 26/04 Commence Tax Credit Renewal packs with UC insert issue; Partnership Activity; On-going Stakeholder discussions/webinars/information updates

Product Development — Paul Francis Move to UC — Will Garner
29/04/22 National Stakeholder Event; 26/01 Readiness Criteria agreed (start moving initial claimants); 23/02 Start PDE Readiness Criteria Reviews; 02/03 PDE Mid-Phase Review; 09/05 Commence Earliest Testable Service; 04/01 Start Discovery; Jan to April 2022 Confirm readiness; 09 May – Dec 2022 Test, Learn, Iterate and Expand; Discovery with Controlled Volumes (Phase 2); Assess Progress against outcomes; Confirm readiness to continue; Oct–Dec 2022 establish Phase 3 plan and outcomes; Scaling Move to UC (Phase 3); 26/05 – 23/11 PD Phase 12; Assess Progress against outcomes; Confirm readiness to continue; Oct– Dec 2023 establish Phase 4 plan; Completing Move to UC (Phase 4)

On-going UC Programme development activity focussed on:
- Help claimants find work
- Manage Fraud and Error across the service
- Help people claim UC
- Help claimants receive and understand payments
- Help agents and claimants manage the UC account
- Help claimants who encounter barriers
- Keeping the service secure, performant and delivering against the UC Business case
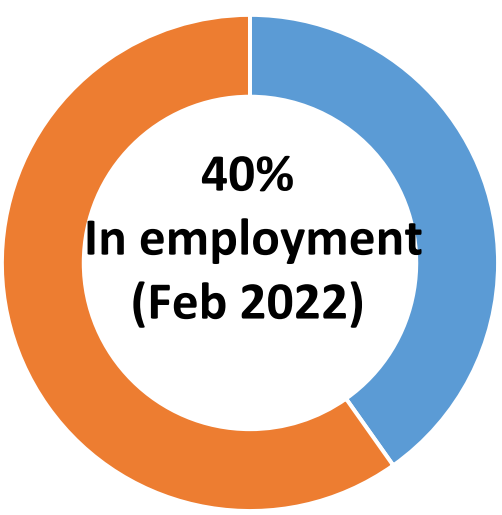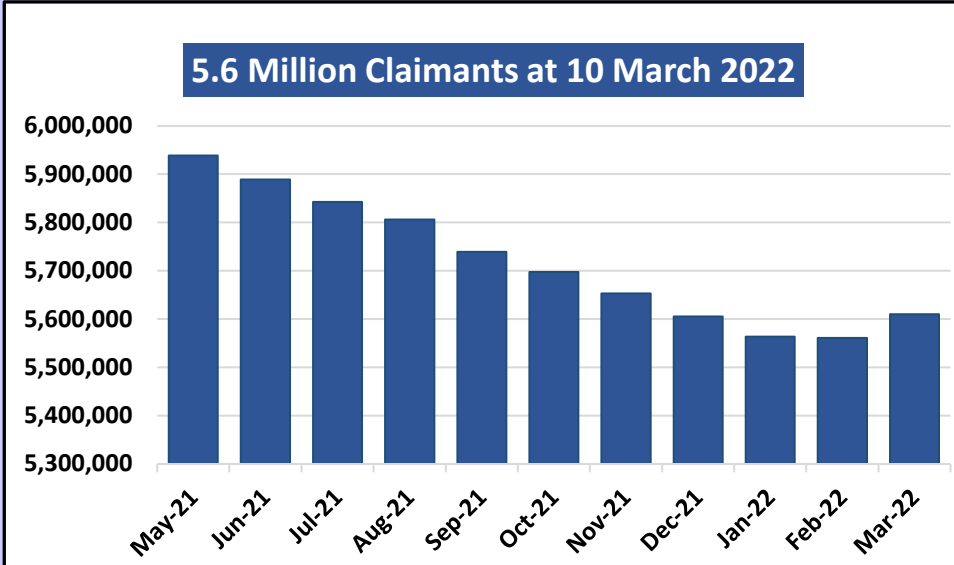
Affordability | Service can be effectively delivered within agreed tolerance of funds

- Unit Costs forecast with Winter Plan 2020 Volumes (pre-April 2021 Autumn 2019 Volumes used) v Actual Caseload (Households)
- Actual for February 2022 is £225 against target of £385

Unit Cost per Caseload (claims)

Legend:
- Actual (Training)
- Actuals (Excl Training)
- Winter Plan 20 Forecast (pre-Apr 2021 Autumn 19 Forecast used)

Bar values (Jul-19 to Mar-22): 387, 364, 347, 333, 322, 322, 307, 301, 278, 248, 294, 256, 264, 256, 257, 241, 217, 213, 208, 218, 229, 228, 266, 242, 251, 244, 249, 243, 232, 242, 239, 225

Forecast markers: 302, 272, 285, 299, 323

Forecasts will be revised for April 22 onwards to reflect outcome of SR21/Winter Refresh

Forecast: Winter Plan 2020 Volumes (pre-April 2021 Autumn 2019 Volumes used)

Apr 21	May 21	June 21	Jul 21	Aug 21	Sept 21	Oct 21	Nov 21	Dec 21	Jan 22	Feb 22	Mar 22
4,886,403	4,916,108	4,927,414	4,913,429	4,899,451	4,876,243	4,827,737	4,779,210	4,711,031	4,642,814	4,584,678	4,528,362

Actual Caseload (Households)

5,090,547	5,047,534	4,995,424	4,937,790	4,895,138	4,821,127	4,901,630	4,860,280	4,813,396	4,795,605	4,770,234	4,758,912

5.6 Million Claimants at 10 March 2022

40% In employment (Feb 2022)

Next statistics due 17th May 2022

P86 Move to UC – UC Programme completion by December 2024.

Risk

Description:
Compressed timescales with no capacity for planned firebreaks or contingencies, coupled with a lack of internal and external stakeholder alignment to the plan, may mean completing migration of all Legacy claimants and completing the UC Programme by the end of 2024 is unachievable.

Causes:
1. No capacity in the plan to allow for firebreaks or to implement contingency arrangements
2. Decision making outside of the Programme is not sufficiently quick enough to maintain momentum at the pace required.
3. Absence of absolute Ministerial and Internal and External Stakeholder commitment to support delivery of the UC plan and agreed UC priorities.
4. Absence of absolute Ministerial and Internal Stakeholder resistance to scope creep or significant Policy changes.
5. Absence of publication of the 'UC at Work' document including plan and gainer analysis, inhibiting our ability to engage effectively with Stakeholders/Partners.
6. A high volume of people do not make a claim to UC (Voluntarily/Natural migrations) therefore the migration success rate is less than predicted and larger volumes of claimants need to be moved in the final phase.

Consequences:
a) The UC Programme will not successfully deliver M2UC as planned by Dec 24
b) The benefits stated in the UC Business Case may not be realised resulting in excess cost and reduced savings
c) Significant reputational damage/serious Stakeholder/Partner concern

Risk Details

Risk Owner: Stuart Ison
Risk Action Manager: Mark Cousen & Louise Phillips
Risk Raised: 16/02/22
Current Risk Rating: R16 (Impact 4 x Likelihood 4)
Target Risk Rating: AG4 (Impact 4 x Likelihood 1)
Target Date: Jun 24
Impact Date: Jul 24

Expected Flight Path

Flight path values: 16, 16, 16, 12, 12, 12, 8, 8, 8, 4
(Feb-Mar 22, Apr-Jun 22, Jul-Sep 22, Oct-Dec 22, Jan-Mar 23, Apr-Jun 23, Jul-Sep 23, Oct-Dec 23, Jan-Mar 24, Apr-Jun 24, Jul-24)

Flight Path Rationale/Changes –
- **Oct 22:** Risk reduced to AR12 once the review of progress has concluded and it has been confirmed that Programme completion by Dec 24 appears achievable.
- **Oct 23:** Risk reduced to A8 once the review of progress has concluded and readiness to move into Completion Phase has been confirmed.
- **July 24:** Risk mitigated to AG4 when we are confident that we will complete by the end of Dec 24.

To Note: The flightpath may reduce sooner if the outcome of the progress review (Jun 22) of voluntary movers proves that sufficient numbers are migrating form legacy benefits to UC and 200k movers by Dec 24 appears achievable.

Mitigations Planned/Completed

Planned:
1. Publish 'UC at Work' document setting out M2UC plans and details of those who benefit from moving to UC (30/04/22 tbc)
2. Progress monitoring of M2UC plans and reporting to PDE and PB (ongoing)
3. Updates to M2UC regulations come into force (Summer 22 tbc)
4. Regular progress reviews undertaken against Scaling Entry Criteria at M2UC Board, PDE & PB (Feb to Oct 22)
5. Delivery plans established to complete by Dec 24 (Oct 22)
6. Review progress (including numbers of voluntary moves) at PDE to assess achievability of completing migration by Dec 24 (Oct 22)
7. IPA Gateway Review (Autumn 22)
8. Treasury Approval Point (Dec 22)
9. Review progress at PDE (to assess readiness to move into Completion Phase) (Oct 23)
10. Plan established for Completing M2UC Phase (Nov 23)
11. Review progress at PDE (to confirm on track to complete the final Phase) (Jun 24)
12. Secure Ministerial commitment to support agreed UC priorities and deliverables, avoiding any proposed Scope change or significant Policy changes (ongoing).
13. Ensure robust change impacting process controls remain effective to protect UC from wider service transformation activity, except where it aligns with UC priorities (ongoing)
14. Delivery plans and prioritisation will be managed alongside existing Governance protections at M2UC Oversight Board and UC PB/PDE (ongoing)
15. Ministerial communications/forward look through meetings to apprise Ministers of progress and next steps, building a supportive and collaborative working relationship (ongoing)
16. Working with Ministers, Stakeholders and Partners to create an enabling environment, increasing the pace of decision-making outside of the Programme (ongoing)

Completed:
a) SoS approved the 'UC at Work' document (Mar 22)

To Note: Whilst not a mitigation for this risk, it should be noted if there is an opportunity to begin the Scaling Phase sooner and/or run quicker during the Scaling Phase this may mitigate the Risk sooner.

P05 – UC Java Developer Recruitment & Retention

Issue Details

Issue Owner: Paul Francis
Issue Manager: Chris Thorn
Issue:
The recruitment of Java Developers (JDs) in a rapidly changing market has become problematic. Fierce competition, high demand and a limited supply of skilled resource is impacting our ability to recruit and retain enough JDs to change/maintain the UC digital service; and our capacity to migrate Legacy claimants through Move to UC.
Issue Since: 15/03/22
Objective Date: Undetermined due to the unpredictability of staff turnover.
Original Risk ref: N/A

Issue Priority Rating

Major

Impact

Background
The highly competitive market for skilled software engineers puts DWP at a disadvantage, due to the Civil Service pay framework constraints for permanent recruitment and other Cabinet Office controls, which also affects how we can engage with commercial suppliers. Because we have been unable to recruit permanent engineering staff, the programme relies heavily on contractors. Whilst recruitment of some contractors has been achievable, this has been outweighed by the number of contractors leaving the programme.
The key barriers are:
1. Civil service pay for Digital Data and Technology (DDaT) roles, including JDs is uncompetitive, demonstrated by salary benchmarks, impacting our ability to attract skilled contingent labour.
2. The combination of challenges to retain existing resource and the inability to recruit new JDs quickly enough means that we can't increase capacity as quickly as we need to meet the demands on the Programme
3. The highly competitive market is significantly impacting the JDs attrition rate with departures greater than our ability to recruit
4. DWP's office based/hybrid working approach unattractive to contingent labour

Consequential Impact
a) Without experienced JDs:
- The service cannot be updated, requests for new functionality cannot be delivered or may have to be deferred.
- Without contingent labour, UC cannot maintain the digital service in its current state.
- We will be unable to scale Move to UC.
- Deliver new functionality that the Programme has committed to.
- We may not be able to respond to changes in the external environment.
- Worst case scenario, we would be unable to maintain the system security.

Objective

The Primary aim is to secure and retain permanent JDs, reducing our reliance on contingent labour. Accepting that, rapidly changing work demands will always necessitate the use of some contingent labour.
The immediate ambition is to have sufficient JDs in situ so that:
- UC will be able to maintain the digital service in its current state.
- UC will be able to scale Move to UC.
- UC will be able to deliver new functionality that the Programme has committed to.
- Be able to maintain the security and availability of the UC service.

Planned Actions

1) Work at a Digital Group (DG) level on short, medium and long-term initiatives to address the digital resource issue, with a focus on UC. Including:
   - Exploring with CDDO whether adopting the DDaT framework would increase the competitiveness of our offer (tbc)
   - Preparing a business case for HMT to increase the Digital Allowance for JDs (tbc)
   - Exploring the scope for flexibility within our hybrid working approach (ongoing)
2) Pursuing all avenues and available commercial routes, including IBM, MadeTech and TCS. (ongoing)
3) Work at DG Level to re-benchmark roles and other strategic initiatives to address this digital resource issue. (ongoing)
4) Continual improvement to UC recruitment and on-boarding processes (ongoing)
5) Monitoring of the Workforce Planning Document to ensure sufficient resource numbers with the required skills and capability are retained as we progress through Discovery and Scaling Phase (ongoing)
6) Implementing a resourcing contract with CCS to give us access to a further 50 suppliers ie. Commercial colleagues are organising a supplier event on Lot 2 (provision of resource) to communicate the needs and working practices of UC (tbc)

Delivered Actions

a) Mid-phase stock take (02/03/22)
b) Two senior roles added to Java catalogue by PSR & CCS with increased daily pay rates.
c) DSP framework live (w/c 28/03/22)
d) Analysis to identify JDs in other Projects/Programmes to explore redeployment to UC as a short-term fix has completed, however it did not deliver any results.
e) Applying increased flexibilities on contractor day rates in specific Java roles.

Programme Overall Finance Forecast Summary (P12)

1

					Total Costs £m						
	Pre	**19/20**	**20/21**	**21/22**	**22/23**	**23/24**	**24/25**	**25/26**	**26/27**	**Total**	**FBC**
Programme Mgt	1,441	147	171	130	148	197	213	38	24	2,509	1,771
Move to UC	45	30	22	7	14	100	169	4	1	391	291
Investment	**1,486**	**176**	**193**	**137**	**162**	**297**	**381**	**42**	**24**	**2,899**	**2,062**
Running Costs	1,645	864	1,396	1,631	1,405	1,540	1,704	1,742	1,756	13,683	10,655
Savings	(842)	(670)	(1,996)	(1,631)	(1,683)	(1,864)	(2,163)	(2,272)	(2,278)	(15,400)	(9,806)
Depreciation	266	13	13	15	16	19	21	24	22	409	357
Total	**2,554**	**384**	**(394)**	**153**	**(100)**	**(9)**	**(56)**	**(465)**	**(476)**	**1,592**	**3,268**

1 Total Costs chart (£m) — Forecast and FBC lines, Pre to 26/27.

2 21/22 Forecast Movement and Budget chart — P12, P11, Budget bars for Programme Mgt, Move to UC, Investment, Running Costs, Savings, Depreciation (£m).
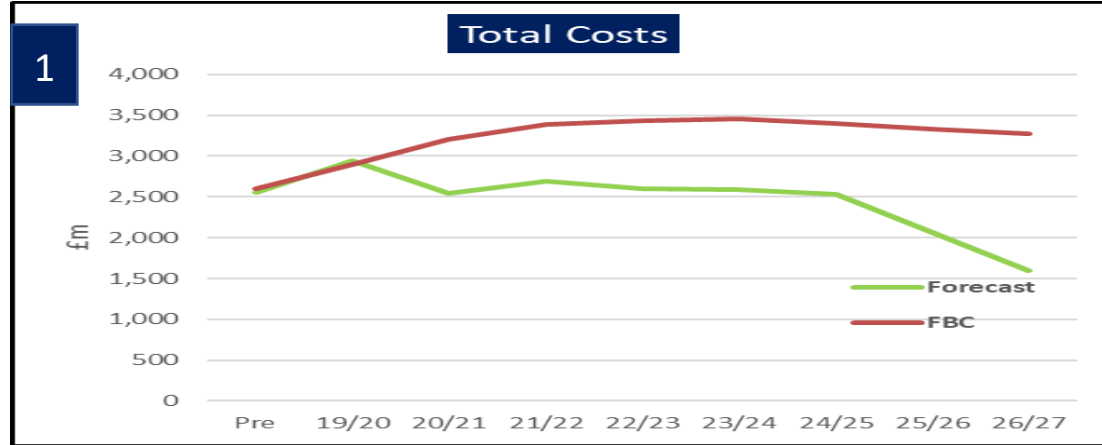
1. Total Costs
- Overall Forecast costs are £1.7bn lower than the 2018 FBC. This is due to the implementation of the revised Winter Planning 21 volumes, aligned to the SR21 submission, which has impacted the Move to UC investment costs, operational running costs, and operational savings.
- The savings methodology was revised initially in March'21 but had only previously been reported against 20/21 and 21/22 Financial years due to the economic uncertainty caused by Covid-19. Programme Board agreed in March'22 that a full refresh through the remaining life of the Programme aligned to Winter 21 volume refresh. As a consequence of the change to savings methodology the forecast cannot be compared to the original FBC.
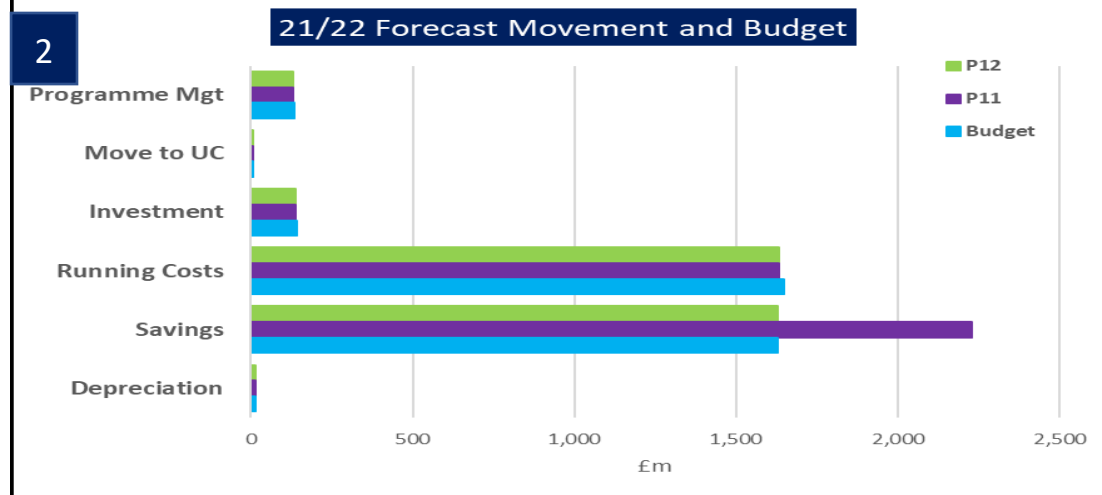
2. Forecast and Budget P11 v P12 21/22
- Operational Savings – updated to reflect actual caseload
- The outturn represents an overall underspend of £20m against budget.

3. HMT Drawdown Approval
- **2021/22** - Approval of the Programme's 21/22 drawdown of £145.5m was granted to end of March 2022. This drawdown excludes Operations Running Costs, depreciation and Move to UC. The Programme is within the HMT control total.
- **2022/23 –** Approval of the Programme's 22/23 drawdown of £182.6m (excluding depreciation) and £198.8m (including depreciation) has been agreed by HMT subject to regular HMT engagement and approval points.

2

	Forecast 21/22			Budget 21/22	
	P12	**P11**	**Var**	**Budget**	**Var**
Programme Mgt	130	130	(0)	136	6
Move to UC	7	7	0	7	(0)
Investment	**137**	**137**	**(0)**	**143**	**6**
Running Costs	1,631	1,631	(0)	1,647	16
Savings	(1,631)	(2,229)	(599)	(1,631)	(0)
Depreciation	15	15	(0)	14	(1)
Total	**153**	**(446)**	**(599)**	**173**	**20**

Current Status of UC Product Development Vacancies

Role	Remaining Vacancies*	On-boarding	Filled (Perms / Detached Duty)	Filled (Contractors)	Total Number of Positions
Software Engineer (Previously known as Java Dev / Tech Lead)	19	1	20	42	82
Service Manager (Previously known as Product Support)	2	0	76	0	78
Business Analyst	7	0	35	2	44
Test Engineer	3	0	6	26	35
DevOps Engineer	6	0	4	20	30
Product Manager	4	0	16	3	23
User Research	5	0	10	8	23
Agile Delivery Manager	3	0	10	7	20
Digital Project Manager	0	0	2	18	20
Security Fraud Risk Manager (Previously known as Secure Design)	2	0	6	9	17
Content Designer	3	0	10	2	15
Interaction Designer	3	0	3	8	14
Product Manager (Strategist)	2	0	8	0	10
Architect	1	0	1	5	7
Front End Dev	1	0	2	4	7
Infrastructure Engineer	0	0	0	7	7
Service Design	2	0	0	5	7
Total Number of Positions	63	1	209	166	439

- Recruitment of engineering roles (Java Developers in particular) remains our biggest area of concern - See Programme Issue.
- Currently 21 vacant Java Developer positions with attrition rates still high. Since Jan 2021 – we have lost 1 more Java Developer (26) than we have hired (25), however in the last 6 months, we have started to see a reverse in this trend having hired 15 and lost 11.
- We continue to monitor attrition rates closely and look to address any underlying issues. In recent exit surveys, no one particular issue stands out more than another – some have been natural ends to contracts, some have been terminations on our part and others because of ways of working / technology.
- We continue to pursue all avenues and commercial routes available to us and are working closely with commercial colleagues and hope the new Digital Specialists & Programmes framework will provide new opportunities to utilise.
- Workforce plans are continually reviewed and number of roles required / repurposed according to current priorities.

* Remaining Vacancies include those currently advertised and vacant roles not yet advertised (going through pre-advertised approvals etc.)

Current Status of Product Development vacancies Move To UC

Role	Remaining Vacancies*	Filled (Perms / Detached Duty)	Filled Temp (Contractors)	Total Number of Positions
Software Engineer (Previously known as Java Dev / Tech Lead)	4	0	6	10
Business Analyst	0	2	3	5
DevOps Engineer	2	0	2	4
Product Manager	0	3	1	4
Test Engineer	1	0	3	4
Agile Delivery Manager	0	3	0	3
Data Scientist	0	0	3	3
Service Manager (Previously known as Product Support)	0	5	0	5
User Research	1	1	1	3
Content Designer	0	0	2	2
Digital Project Manager	0	2	0	2
Interaction Designer	1	1	0	2
Product Manager (Strategist)	0	1	1	2
Security Fraud Risk Manager (Previously known as Secure Design)	0	0	2	2
Architect	0	0	1	1
Front End Dev	0	0	1	1
Service Design	0	1	0	1
Total Number of Positions	9	19	26	54