OFFICIAL SENSITIVE

To: UC Programme Board

From: Will Garner

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Date: 19 January 2023

Scaling Universal Credit Managed Migration Entry Criteria update

This paper provides a readiness status report for scaling Tax Credit only Managed Migration from April based on previously agreed Readiness Criteria.

Recommendation / Decisions Required: Programme Board to note the status of the criteria

Timing: Routine – for information

Background

- 1. Programme Board have requested that we provide a monthly update on the status of our readiness to scale the Managed Migration service based on previously agreed Entry Criteria. For your information we have attached to this paper the latest status assessment.
- 2. Following the Programme Board decision in July to focus on the migration of Tax Credit claimants next year the criteria have been reviewed with HMRC and across the Programme to ensure they are fit for purpose.
- 3. In assessing readiness, we have employed the IPA rating standards appended to the paper for information. Discovery commenced with testing of the Earliest Testable Service in Bolton and Medway 9th May and subsequently extended to Cornwall, Harrow and Northumberland with learning continuing to be harnessed through ongoing testing.
- 4. Following agreement of the revised volume profile at Programme Board 20th December, alongside the high level readiness assessments undertaken to date, we have now commenced undertaking more detailed readiness assessments to assess our readiness to commence Tax Credits only scaling from April.
- 5. This is the process that we employed successfully in the national roll out of Universals Credit.

<u>Summary</u>

- 6. The Programme Board are asked to note the current readiness assessment, noting that:
 - a. Areas relating to capacity planning remain Amber. Following agreement to the high-level operating model design and the Implementation Approach implementation and resourcing planning work continues in order to secure agreement to the capacity model and roll-out schedule for April to June through governance in January.
 - b. Expansion to a second move to UC service centre based in Bristol remains on track for 24th January, with plans in place to expand into further postcodes in Cornwall supported by 11 Jobcentres from mid-February. This will help to support continued testing and learning, increasing the flow of migrations as we prepare to commence scaling from April.
 - c. Integration work with HMRC to support terminating tax credits and providing data for the Transitional Element calculation continues at pace with HMRC releases delivered on time.

Appendix – IPA Ratings



Successful delivery **appears to be unachievable**. There are major issues on definition, schedule, budget required quality or benefits delivery, which at this stage do not appear to be manageable or resolvable. There may need rebaselining and/or overall viability re-assessed



Successful delivery **is in doubt** with major risks or issues apparent in a number of key areas. Urgent action is needed to ensure these are addressed, and whether resolution is feasible



Successful delivery **appears feasible** but significant issues already exist requiring management attention. These appear resolvable at this stage and if addressed promptly, should not present a cost/schedule overrun



Successful delivery a**ppears probable** however constant attention will be needed to ensure risks do not materialise into major issues threatening delivery



Successful delivery **appears highly likely** and there are no major outstanding issues that at this stage appear to threaten delivery significantly

Move to UC programme monitoring

Discovery Ethos

The focus of the discovery with controlled volumes phase is to learn how to successfully move people to UC. Although we refer to this process as 'managed migration', each successful move requires an individual to make a claim. Whilst we have the legislative framework to mandate people to move, we do not know whether this alone will be enough to compel people to move, what additional support we need to provide to help people make a successful claim to UC, and what impact the process of moving to UC may have on people's circumstances.

Unlike typical digital Discovery phases, this involves operating a live Move to UC service with legacy claimants responding to a Migration Notice. Our approach to discovery is to test different aspects of the service with a wide variety of legacy claimants to give us depth and breadth of learning as rapidly as possible. Our goal is to learn what the service will need to look like in order to move people to UC safely and at scale. We will learn this by starting with the simplest end-to-end service in place and moving some people to UC. Through this approach we will learn what works, what doesn't work and what we need in place to move more people.

Specifically, we will focus on learning:

- What will motivate people to move and to what degree will different groups of claimants need support in order to successfully make their claim and safely move to UC.
- How successful we can be at identifying different groups of people to move to UC, and how accurately we can calculate and pay their award including the transitional element.
- What we would need to have in place in order to safely scale our ability to identify people, deliver support and calculate and pay the UC award including the transitional element.

In order to get the breadth of learning required to understand and complete Move, through Discovery we will not select claimants through benefit type, but will aim to encounter as many different circumstances as possible – starting initially in select areas and widening out as we stand to learn more.

This learning will inform the shape and direction of the scaling phase. The entry criteria below are designed to enable the UC Programme Board and others to understand progress against these learning objectives and to review and take decisions around our readiness to enter a scaling phase.

Draft Entry Criteria te	o commence scaling
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Test Theme	Outcome	Readiness Criteria	Assessment Criteria/Measures/Evidence	RAG	Status
1. End to end service maturity	We can confidently and safely operate an end to end service to migrate legacy claimants to UC	 We have learnt how we can correctly identify people to move and are ready to do this at increasing scale. 	 We have learnt how we can identify the people to move to UC and are ready to prove that we can do this at increasing scale, ensuring we have the right data, IT functionality and processes to do this. (N.B. the processes and supporting data needs will be defined during Discovery.) The mechanisms and processes by which we will identify claimants to move (or not to move at a given time) are sufficiently scalable for the anticipated volumes at the beginning of the scaling Phase. Criteria for postponements or exclusions are agreed. 	Amber /Green	 In scope – this learning continues to be informed through ongoing testing. Testing of the earliest testable service commenced as planned in Bolton and Medway 09/05 and expanded to Cornwall on 25 July, Harrow on 16 August and Northumberland 13 Sept. Since November further Migration Notices have been issued on a weekly basis with expansion into Bristol Service Centre on track for 24/01 and expansion to additional postcodes in Cornwall supported by 11 Jobcentres from mid-February. Deferral and exclusions have been agreed. Claimants who are part of a couple are currently being excluded and therefore have descoped Housing Benefit only claimants from the earliest testable service to ensure couples are not brought into the test. Approach established and guidance completed to manage the selection of claimants across legacy benefit combinations. Learning is being harnessed regarding data quality and the streamlining of processes for the selection of claimants to support learning, identifying improvements and risks, and prioritising work to deliver these processes at increasing scale. Tests to date have included using a different Migration Notice and varying the timing, type and number of reminders and testing with Tax Credit only cohorts. Work has been undertaken to improve the data mis-match rate between data sources to make selection simpler for agents. Match rate is now over 90% for most recent cohorts of single claimants. Options agreed with HMRC for supply of data for claimant selection at increasing scale with automation of the data provision due February.

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					• We have over 2060 claimants in the journey with current focus on stabilising the service and increasing efficiency. This will enable us to simultaneously bring more people into the journey and reduce error rates and is the first step in being able to scale. Key areas being addressed are;
					There are a number of process errors across the Move service, in part caused by manual processes supported by clerical tools
					 Claimant circumstances present challenges in how to apply the policy and regulations, particularly around the calculation of the transitional element
					The current no claims journey is incredibly complex to implement and operate, with processes spanning across multiple service delivery teams in the department.
					The focus through the first quarter of 2023 will support increasing the percentage of notified people that claim by their deadline date in preparation for scaling the service to more people from April.
		Claimants who trust online channels and can self-serve to make their claim on time	 We understand and can monitor response rates to migration notices We have processes for handling failed contact and where migration notices are not delivered or have not been received. We can identify and support those who require additional help to make their claim and throughout their UC journey 	Amber /Green	 In scope – this learning continues to be informed through ongoing testing with claimants. Testing of the Earliest Testable Service (ETS) commenced as planned which initially uses clerical processes to identify where claimants are in the journey. Over 2060 single claimants have been notified with 1557 having made a claim across all cohorts. Whilst the response rate for the ETS is positive and encouraging the rate for tax credit only claimants is lower and we have yet to test with claimants who are part of a couple. We are conducting research with people that have received their migration notice and are contacting claimants who have not claimed to understand their barriers and help them make a claim. Ipsos Mori have also provided insight to claimant attitudes.

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					 Significant design and planning work has taken place to ensure claimants, particularly those with identified support requirements, are afforded all relevant assistance to make a claim including arranging home visits where appropriate. Telephony helpline themes consistently about how to make a claim (including following termination of their legacy benefit entitlement), assistance with making a non-digital claim and from people who have circumstances that require additional support. Claim by phone rate for move to UC claimants is currently higher than UC average.
		 Claimants being paid the right amount on time 	 We can calculate the award correctly for all legacy claimants Quality checking processes are in place and we are able to calculate the Transitional Element to a known level of quality 	Amber /Green	 In scope - learning continues to be informed through testing with claimants to identify payment timeliness and accuracy for claimants who have been migrated. Earliest Testable Service processes for identifying whether a claimant is eligible for transitional protection in place. Initial testing was supported by largely clerical based processes with supporting agent instruction. Calculation of the transitional element is automated with manual data gather and manual assurance processes in place. Transitional Element calculations for the first claims have been completed by the end of first AP. Capability to erode the transitional element in place along with UC statement changes to include transitional element. Approaches for data gather from HMRC, DWP Legacy and LAs agreed. HMRC IT release to enable HMRC transfer of TE data was be delivered on 21st December enabling testing with DWP through early Jan. Current quality checking processes have identified improvements that are required to stabilise the service and reduce the level of clerical activity prior to scaling. These are now underway.

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		• Operational capability in place	 We have staff in the right locations trained and confident to deliver the service We have support functions in place for staff to raise issues where they arise and mechanisms to address them 		This learning has been informed through discovery with testing of the earliest testable service commencing as planned in Bolton and Medway 09/05 and successfully expanded to further JCPs in Truro & Falmouth 26/07, Harrow 16/08 and Northumberland 13/09. From 24 th Jan we will expand into a further Service Centre in Bristol. We also aim to expand to additional postcodes in Cornwall from mid-February supported by 11 Jobcentres to provide us with the required volumes up to April 2023 enabling us to continue to learn as we invite further claimants to move.
					• Move to UC Operating Model options were discussed at PDE 07/12. Agreement to the key Operating Model principles has helped inform the Implementation approach which was subsequently agreed at W&HET 20/12 and UC PDE 11/01.
				Amber	• Work is now well underway to identify available capacity to support scaling for Q1 based on the Implementation Approach. Resource availability discussed at the Area Directors Planning forum 13/01 is helping inform the Roll-out Schedule to enable site level preparations to commence in Feb.
					• Alongside this further resource planning is underway with this to be shared with Capacity Board 19/01 ahead of approvals to undertake recruitment to be secured in Feb in order to secure the required resources to support scaling for Q2.
					 HMRC communications have been issued to HMRC colleagues and lines to take in place to support contact.
					• Data being gathered as part of the process to identify the activities and knowledge needed and identify needs for agents supporting the service, such as being able to identify move to UC work and prioritise against other case management activity.
					 We are receiving call analysis now from calls to the helpline to help identify learning needs / skills for Move to UC case managers.
					 The current focus is to stabilise the service and improve efficiency through the targeted improvement and simplification of

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					complex processes which will support staff and reduce errors and key to being able to scale.
		 Processes in place to terminate legacy benefits when appropriate 	 We can terminate legacy benefits when claims are made to UC We have processes in place and the ability to extend and cancel migration notices where required. We have controls, processes, and the ability to terminate legacy benefits when claims are not made by the deadline date, where appropriate. We have a process for backdating claims and providing transitional protection where eligible 	Amber /Green	 In scope to ensure this continues to work as now as we test managed moves with claimants at increasing volumes including: Utilising existing stop notice functionality for claimants who successfully claim UC. Design for automated notification of a termination when no claim made between DWP & HMRC agreed. HMRC delivery of the updated stop notice functionality delivered on schedule 21st December enabling testing with DWP through early January 2023 to complete this work. We are contacting people that have not claimed to identify why they have not claimed and to provide support back onto the journey. We have terminated some legacy claims where claimants have contacted us and confirmed they will not be claiming UC. 174 claimants who have not made a claim to UC have now had their legacy benefit entitlement terminated. Enhanced support processes are in place as part of the no claim journey for those claimants with identified additional support requirements including arranging home visits for them. 238 Termination Letters have been sent of which 64 claimants have subsequently applied for UC. Development of the backdating process automation is in delivery roadmap ahead of scaling in April.
2. Stability	We can be assured that the existing live service can continue to operate satisfactorily at	• The existing UC service can withstand the increased demand that the Scaling Phase will bring.	• Existing UC service is able to withstand the anticipated increased volumes (adequate delivery capacity/resources and	Amber /Green	A robust approach to scaling and performance testing on UC means we can be confident in supporting the increase in volumes MtUC will bring. Monitoring and alerting is thorough and we can rely upon it to report on system health.

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	increased volumes as we test and iterate the Move to UC service design at increased volumes.		 IT resilience) and maintain acceptable service levels incl. Payment Timeliness Payment Accuracy Monitoring of the UC service against key metrics and measures is in place to ensure that we can reduce or slow Migration should service levels begin to deteriorate (either through actions taken in Move to UC or as a result of changes in the wider operational environment). We have command and control arrangements in place to support the increasing scale of Move to UC enabling the Programme to respond effectively to any impacts on the UC Service. UC has adequate product support in place as we increase demand on the service through increasing Migration volumes. System level monitoring remains in place and any recent outages and number of O/S incidents or defects are understood to inform scaling decisions. 		 Current predictions show a ~44% increase in volumes due to M2UC, which can be more than accommodated, based on recent performance tests. We believe any unforeseen bottlenecks should be easily resolvable due to our extensive use of Amazon Web Services, which allows a great deal of scalability. UC service measures monitoring in place, with thresholds and alarms, including payment timeliness & accuracy (per existing process). Ops MI is mature and available to the programme through weekly Buzz sessions (delivered by UC Planning and Optimisation) and access to dashboards. This will be reviewed by the ICC team and any concerns or deviation from KPI targets will be highlighted in case this is due to programme activity. UC service level monitoring is available through a range of data sources and assurance is provided into the ICC from digital teams. The addition of the new functionality to support MtUC will continue to evolve over coming months. Despite thorough testing, regular change will always come with a small risk of instability, hence we are not reporting as green until service development is complete and proven out in a live situation at scale.

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		The Move to UC service design and associated products can withstand the increased demand as we increase claimant volumes.	• As we enter the Scaling Phase the Move to UC service design and associated products will be able to withstand the anticipated increase in claimant volumes.	Amber /Green	 MUC service is by design architected to be horizontally scalable with the capability to scale service sub-components independently if required Performance testing is planned for but not yet scheduled Performance testing infrastructure is in place There is a high level of confidence that performance testing can prove the system's ability to withstand the anticipated peak data volumes and peak load as these are well understood Anticipated peak load does not represent a difficult target for the underlying technology and technical design
3. Legacy & People	We understand the impacts undertaking Move to UC at scale through to completion will have on UC Service Delivery, Legacy Service Lines and Delivery Partners.	 We have consulted with UC Service Delivery and Legacy Service Lines and understand the impacts our anticipated scaling will have on them and their people. 	• Both UC Service delivery and Legacy service lines have been consulted and the impacts of the continued increase in migration volumes are understood/prepared for (including any impacts on network and infrastructure such as face to face capacity in Job Centres).	Amber	Implementation activity has been undertaken at the locations and with the business units impacted by the commencement of testing. Local communications have been issued and we have continued engagement with Bolton, Medway, Truro & Falmouth, Harrow and Northumberland Local Authorities and will continue to work with impacted delivery units and partners, in particular HMRC, in preparation for the scaling of Tax Credit migrations in 2023. Preparations are on schedule to expand into Bristol Service Centre from 24 th January. Alongside this we aim to expand to further postcodes in Cornwall which will be supported by 11 Jobcentres from mid - Feb to provide us with the required volumes up to April 2023 enabling us to continue to learn as we invite further claimants to move. Move to UC Operating Model options were discussed at PDE 07/12. Agreement to the key Operating Model principles has helped inform the Implementation approach which was subsequently agreed at W&HET 20/12 and UC PDE 11/01. Work is now well underway to identify available capacity to support scaling for Q1 based on the Implementation Approach. Resource

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					availability discussed at the Area Directors Planning forum 13/01 which is helping inform the Roll-out Schedule to enable site level preparations to commence in Feb.
					Alongside this further resource planning is underway with this to be shared with Capacity Board 19/01 ahead of approvals to undertake recruitment to be secured in Feb in order to secure the required resources to support scaling for Q2.
					HMRC preparation incl. case cleanse, nil awards removal, notification of customers in scope.
					Further impacting on UC & non-UC job roles underway through January to ensure impact of volume and locations is understood and mitigated.
			 Appropriate communications are developed and ready to be 		Communications products are developed to support any increase in volumes in existing sites.
			employed to support the expansion of testing with increased claimant volumes.	Amber	 Communication strategy is being developed to ensure internal and external products are available to appropriate audiences at the right time. Operational Transformation Leads will be ensuring local communications are effective and timely. This will include; development of a UC Hub page where all latest comms / products can 'live'. utilise the local office communications networks to assure communications are landing is live areas. support with Service Innovation Leads surgeries where needed.
			• Leadership products and support are in place to support the increase in claimant volumes.		At Service Delivery site level, the Move to UC Plan for Change includes actions for Service Delivery and site level implementation plans to support Local leaders in preparation for Move to UC.
			• The early guidance and Universal Learning developed	Amber /Green	Guidance and learning products developed and signed off 21 st December, so are ready for first people in January. These

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			during the Discovery Phase are ready as we begin to increase volumes and we are prepared to iterate these as we continue.		will need to be rapidly iterated as more of the service is automated and the Operating Model decision to separate pre and post claim case management support with design enablers is ready to implement.
			• Any required Risk Assessment Assessments have been reviewed to ensure that these remain appropriate as we increase scale.	Amber /Green	At Service Delivery site level, the Move to UC Plan for Change includes actions for Service Delivery to impact site-level risk assessments and the 6-Point Plan as part of the site level implementation plan. Assurance with and from sites that this action has been completed is included in site-level checkpoints and managed through the Plan For Change site web-based plans.
			• We can harness the learning from customer experience of moving to UC, serving as an additional feedback loop into the service design to support continuous improvement and backlog prioritisation.	Amber	 Design and Implementation efforts continue to make use of a number of sources of insight including; UR UCAD Social Research Telephony call analysis Insight management Data & Analytics Stakeholder Input to prioritisation Product support improvements process SIL External stakeholder sessions
			• We can harness staff and stakeholder feedback to support continuous improvement and backlog prioritisation	Amber	As above
		 We have consulted with Delivery Partners and stakeholders and understand the impacts our anticipated 	• Our delivery partners have confirmed they are ready and able to discharge any duties they may have at increasing scale.	Amber	Our delivery partners, and in particular HMRC are involved in design & delivery of the Discovery phase and we will learn and plan together the impacts of future scaling plans. Transformation Leads in all AD areas in place. These G7 leaders will ensure local engagement activity takes place, working with sites & Partnership Managers to ensure smooth

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		scaling will have on them and their people.			landing for internal & external engagement when Move to UC goes to new places.
			• Appropriate communications are developed and ready to be employed to support the		Communications products are developed to support the increase in volumes in existing sites, working closely with our delivery partners including HMRC to do this.
			expansion of testing with increased claimant volumes.		There are a number of angles to our communications and engagement approach to consider – key aspects include: internal stakeholders (including senior leaders, jobcentres, partnership managers etc.), trade unions, external stakeholders (charities, welfare rights advisers, Local Authorities), the media and the public.
				Amber	We are at the initial stages of developing our plans for this engagement and comms activity to support scaling from April 2023. We anticipate sharing this with Move to UC Sub-Group by the end of January, with a view to refining it and taking it through PDE and Ministers for approval in February/March.
					In addition to the different stakeholder groups outlined above, as part of our communications and engagement approach we are also considering how and when to ensure Parliament and MPs have the information needed to support scaling in April. Specific plans are currently in development and this will be incorporated with the wider comms / engagement plan as outlined above with this area of our communications planning likely to have greater Ministerial interest and input.
			• There are appropriate external stakeholder and delivery partner engagement and management arrangements in place to support the continued expansion of testing in the scaling phase.	Amber	As above

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de ^v Cla suf as	he processes eveloped to Move laimants are ufficiently secure s we increase olumes.	• Move to UC service design, products and processes and the wider UC service will remain secure in line with Departmental Security Policies as we increase volume.	 The service design and associated products, as well as the UC service will remain secure in line with Departmental Security Policies as we increase volume We have reviewed service designs, processes and supporting products to ensure we remain compliant with GDPR/UK Data Protection Act regulations. Any required cyber security measures are in place to protect the service and mitigate the impact of external attacks (DN – may not be required as maybe no new claimant facing on-line service design elements outside of existing live service – Discovery will tell us this) 	Amber /Green	 Secure design is an embedded part of the product development teams for Universal Credit, supporting a secure by design approach to adherence to good practice and necessary DWP standards. The necessary compliance products have been provided for the ETS and will continue to be reviewed and updated throughout Discovery as the service iterates towards being ready to start scaling. UC RAC processes are being followed to identify and manage security risk alongside evolution of the service. UC Secure Design team are engaged for new/adhoc processes and data transfer requirements Technical Design Authority Working Group and Technical Design Authority provides governance for architectural design and standards assurance. Secure Design are embedded as part of the product development teams for M2UC, offering risk identification, security by design advice and guidance on relevant DWP security standards. The current use of spreadsheets and level of manual processing creates risks around access to personal data, claim integrity and data loss/corruption. Secure scaling is dependent on migration away from the current spreadsheet solution. We are confident the spreadsheet will not be required for April scaling but if it were used it would place the project above DWP security risk tolerance. There is no claimant facing services specific to M2UC so the attack surface and exposure to external threats is reduced. The hosting environment (HCL2) is undergoing security assessment against Digital Group's adopted industry controls standard ("The 18 CIS Critical Security Controls").

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					The assessment is being undertaken by DWP Enterprise Security and Risk Management team who are due to report in January 2023. The report will provide an independent view on the extent to which the underlying platform is sufficiently secure for M2UC scaling.
5. Affordable	The processes and service components developed are considered affordable at increasing volumes	We are ready to test the affordability of the Move to UC service design at increasing scale.	• We have learnt which elements of the Move to UC service design are not affordable at increasing scale and these are in the scaling phase development backlog to be addressed.	Amber	Digital cost model established, Migration model is currently based on Harrogate for financial forecasting (safe option), and a discovery migration model is being used for planning and resourcing purposes. When there is full confidence in the discovery model and all claimants types are captured e.g. self employed, this single migration model will be used for all purposes e.g. planning and financial.
					The Implementation Control Centre (ICC) now in place and will constantly review progress against digital cost model, migration model and Programme Plan to ensure that the right level of resourcing is in place.
					FBC Numbers refresh completed and approved at PB in November based on the DCM model, spring 22 demand volume forecasts. Whilst costs in the business case have increased, the same cost drivers also increase savings providing an increased level of savings and an improved value for money position.
					Expenditure closely monitored with financial forecasts monthly and reported to the Programme Board.
					Business Case volume refresh and introduction of ICC sets the Programme up for success ahead of scaling, however RAG stated Amber as we do not have a single migration model to use for forecasting plans and finances.
			• We have monitoring and an evaluation plan in place to assess affordability as we increase claimant volumes,	Amber	As above

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			enabling us to identify the key cost burners including consequential impacts on the existing UC service.		
			 We are able to monitor/measure unit costs per transaction/migration. 		
		• We will be able establish the resources needed to complete Move to UC by the end of the scaling Phase	• We have an evaluation plan ready to employ to establish the costs of moving claimants together with any impacts on wider UC service unit costs.	Amber /Green	Treasury Approval Point (TAP) held 15/12 following IPA Gate '0' Review (which provided a delivery confidence rating of Amber). HMT have subsequently provided funding approval for the calendar year (with some associated minor conditions).
			 The required funding drawdown is available to the programme. 		