



PROGRAM CHARTER

FL WINS PROGRAM

***FLORIDA DEPARTMENT OF COMMERCE
REIMAGINE EDUCATION AND CAREER HELP (REACH) OFFICE
UPDATED: 11/27/23***

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1.0 EXECUTIVE SUMMARY

The REACH Act

In 2021, the Florida Legislature passed [House Bill 1507](#), establishing the Reimagining Education and Career Help (REACH) Act. Governor Ron DeSantis signed the REACH Act into law on June 24, 2021. This innovative, system-wide approach to workforce development and education in Florida will create opportunities for meaningful employment and economic freedom for Floridians. The Florida Department of Commerce (FloridaCommerce) is coordinating on this important initiative with the REACH Office (REACH), the Florida Department of Children and Families (DCF), the Florida Department of Education (DOE), CareerSource Florida (CSF), and Florida Digital Services (FL[DS]). As detailed in media coverage at the bill signing, its practical effect, if implemented successfully, will be to create a “more efficient pipeline from the classroom to the workplace.”

Currently, Floridians who may benefit from employment, training, and/or self-sufficiency programs must navigate through multiple locations (physical and digital) and complete applications for each program separately. There is no formal data sharing or referral system in place between partner entities, thus making it difficult for Floridians to seamlessly access programs and services offered by different partners.

The REACH Act will strategically align education and workforce initiatives across Florida agencies. This includes the development and implementation of a centralized online opportunity portal which will provide Floridians with broader access to education and training options, labor market information, career planning tools, workforce training, and education support, regardless of which “door” in the workforce development system they enter.

Collaboration

The “no-wrong-door-entry strategy” introduced by the REACH Act is intended to improve equity and access to state and federally funded programs for individuals needing workforce related programs. The FL WINS Program includes a series of projects that address the development and implementation of a consumer-first workforce system¹ required by the REACH Act.

Implementation of the FL WINS Program will require continuous collaboration among REACH, FloridaCommerce, DCF and DOE, CSF, and FL[DS] that are referred to as workforce partner agencies (or workforce partners). The workforce partners that house systems and programs that serve individuals Statewide are referenced as “core” workforce partners and include FloridaCommerce, DCF, and DOE.

The Program’s goals are to integrate existing core workforce partner departmental systems of record by creating a data integration solution and public facing consumer portal that allows

¹ Section 445.011, *Florida Statutes*

interoperability among multiple workforce partner agencies and to create an enhanced user experience for Floridians. This will result in streamlined processes and creation of a common intake form, which will minimize duplicative data entry from both individuals and workforce-related programs.

Implementation

To determine a path to successful implementation of the consumer-first workforce system, FloridaCommerce procured a vendor to provide a feasibility assessment of the current systems in use by core workforce partners. Specific areas of focus for aligning the workforce partners within the assessment included: business integration, policy and program management, customer service, and technical requirements. Recommendation areas in the feasibility assessment were streamlined services, empowered individuals, universal access, and increased accountability. As further elaborated below, the assessment identified a strategy that outlines both the business and technology related procurements that are fundamental for all workforce partners to achieve successful project completion.

A business framework will be established to guide the significant level of investment in both business and technical operations throughout the Program. Before work can begin on the transformation of business processes and technology portions of the FL WINS Program, program leadership must establish the overall governance structure and the data governance structures.

The overall Program governance structure was developed in December 2022. Utilizing a 3-tiered governance structure, the Program can focus on collaboration between partner staff at every level of the tiered structure. Tier 1 is where most of the Program work is completed among project teams, vendors/contractors, and workgroups. Tier 2 is where the Executive Program Sponsors and Workforce Partner Agencies' Business and Technology area leadership can provide input, guidance, and communicate with their Tier 1 staff on the Program's efforts. Tier 3 is reserved for the Program's Executive Steering Committee members, who hold senior leadership roles within their respective agencies. This committee will gather as needed every quarter for updates and decision making that requires their guidance.

FloridaCommerce is the budget authority for the Program with the fiduciary responsibility to procure vendors and monitor the requirements of the executed contracts, ensuring that deliverables and measures comply with Procurement of Personal Property and Services, Chapter 287, Florida Statutes (F.S.).

The REACH Office has responsibility for Program oversight, facilitation, and coordination of all workforce partner agencies engaged and actively participating in the FL WINS Program.²

The core workforce partner agencies are required to review their resource needs specific to the FL WINS Program and identify resources to contribute to project success throughout their programs. Each agency will determine whether existing agency staff are available to allocate to

² Section 14.36, *Florida Statutes*.

the FL WINS Program or if staff must be hired or procured to meet those needs. Program resources may fluctuate in the amount of time required on project activities throughout the life of the Program. Workforce partner agencies will need to identify resources available in each applicable legal, budget, contract, program area, and information technology (IT) office. In addition, each workforce partner agency may need to submit a legislative budget proposal to acquire additional staff to allocate to the Program.

Procurement

The procurement strategy will utilize a “best-of-breed” approach to vendor procurement due to the significant level of investments into transforming both business and technological options that will affect the core workforce partner agencies involved. The “best-of-breed” approach establishes a series of procurements, each geared to hire vendors with specific capabilities based on their individual specialties allowing for the maximum flexibility in selecting vendors that align to project priorities and preferred technical solutions. FloridaCommerce, as the budget authority, will procure vendor support to provide additional resources to assist in the successful completion of the project. The Program will require extensive participation from all workforce partner agencies.

The first phase of vendor procurements includes the following: Independent Verification and Validation (IV&V), Business Support and Technical Advisory (BSTA), and Business Process Reengineering and Transformational Change Management. These procurements are expected to be initiated no later than October 1, 2022. Note that these procurements have been completed as of the updating of this charter in 2023. The next phase of the procurement strategy will ensure that procurement obligations are met prior to December 31, 2024

Lastly, the governance structure for implementing the Program will require dedicated resources from each workforce partner agency, vendors, and stakeholders to carry out the necessary program tasks. Stakeholders for the Program are expected to engage in strategic objectives by providing experience, perspective, and an understanding of the impacts of the Program on their respective entity’s needs. Additionally, stakeholders will be responsible for providing input on functional requirements, program activities, user feedback, program documents, business requirements, and deliverables as necessary.

2.0 BUSINESS NEED AND OBJECTIVES

2.1 Business Need and Justification

Currently, Floridians who may benefit from employment, training, and/or self-sufficiency programs must navigate through multiple locations (physical and digital) and complete applications for each program separately. In the current format, there is no formal data sharing or referral system in place between core partner agencies, thus making it difficult for Floridians to obtain information. To address this problem, the Florida House of Representatives, under the leadership of Speaker Chris Sprowls, introduced legislation in the 2021 legislative session to advance the interoperability of entities that provide workforce development programs, both in

technology capabilities and business processes, to create a more efficient and streamlined “customer first” system for job seekers needing services.

[House Bill 1507](#), the Reimagining Education and Career Help (REACH) Act, passed unanimously and was signed into law by Governor DeSantis in June 2021. The intent of the REACH Act is to create a “no-wrong-door-entry strategy” to improve equity and access to the myriad of state and federally funded workforce related programs for Floridians.³ This effort will require collaboration between the workforce partners to streamline processes and minimize duplicative data entry from both individuals and workforce-related programs by creating and establishing a common intake form, public facing portal, and a data integration solution connecting the existing workforce related programs.⁴

Following up on the groundbreaking legislation, the vendor-procured feasibility study began the conceptualization of the Program through recommendations, the initial Schedule IV-B, a cost benefits analysis, and a risk assessment. This work marked the formal start to the Program’s Planning and Implementation phases in FY22-23 and FY23-24. A revised Schedule IV-B was approved in September 2023.

Identified in the original feasibility study and Schedule IV-B, the Program's focus remains on business integration, policy and program management, customer service, and technical requirements for streamlined services with the goals of empowered individuals, universal access, and increased accountability.

Previously identified in the feasibility study, the strategy that outlines both the business and technology project procurements recommended a Business Support and Technology Advisory vendor and a Systems Integrator vendor. The strategy has shifted to procuring a Program Management Office vendor and a Customer Portal. The Program Management Office will jointly (with FloridaCommerce and REACH Office) oversee the major project areas to achieve a successful project completion. The portal will be procured through the release of a problem statement to the vendor community soliciting innovative solutions.

These areas are separated into individual projects:

- Workforce Integration Management
- Business Planning and Communications
- IT Operations and Management
- Data Integration Solution
- Common Customer Portal

2.2 Business Objectives

The FL WINS Program includes a series of projects that address the development and implementation of a consumer-first workforce system, in support of the REACH Act. The Program’s goals are to integrate existing core workforce partner departmental systems of

³ Section 14.36(4), *Florida Statutes*.

⁴ Section 14.36(5), *Florida Statutes*.

record by creating a data integration solution and public facing consumer (opportunity) portal that allows interoperability among multiple workforce partner agencies and to create an enhanced user experience for Floridians.

First, the Program seeks to improve the fundamental customer experience of job seekers and employers by better aligning, coordinating, and integrating Workforce Innovation and Opportunity Act (WIOA) core programs with one another and with required American Job Center (AJC) partner programs. Second, the Program promotes the alignment of the workforce, education, and economic development systems in support of a comprehensive, accessible, and high-quality workforce development system. Third, the Program creates the opportunity to provide continual feedback that will support the implementing workforce partners in providing the best services possible.

The key focus areas are:

- **Streamlining services:** Florida’s workforce systems must be coordinated and consolidated to best serve participants.
- **Empowering individuals:** Individuals must be able to make informed decisions including all options to meet their workforce development needs through a “no-wrong-door-entry strategy” approach.
- **Universal access:** Services must be streamlined and consumer-friendly to ensure widespread accessibility to all Floridians.
- **Increased accountability:** Measurable results must be utilized to assess the return on investment for the public funds used to provide services to Floridians.

3.0 PROGRAM SUMMARY

3.1 Project Description

The FL WINS Program will be responsible for the development and implementation of a consumer-first workforce system⁵. To achieve the REACH Act’s goal of developing a “no-wrong-door-entry strategy” consumer-first workforce system, the Program will improve coordination among workforce partners which will, in turn, improve the delivery of workforce related services to Floridians. The Program will preserve existing core workforce partner’s case management systems and integrate them through a data integration solution which will be accessible by each workforce partner, creating a common intake form and a customer portal that is accessible by the public and workforce partner staff. This will streamline processes for both the customer and each core workforce partner by minimizing duplication of data entry and maximizing services provided. Additionally, integration will enable more comprehensive data in one place to enhance analytics and outcome performance measurement.

To move from the current state of the core workforce partner systems to the anticipated future integrated state, the Program will affect both business processes and technology capabilities at all workforce partner agencies. Separate from the FL WINS Program, each core workforce partner will be required to modernize their respective applications and systems to the

⁵ Section 445.01.1 Florida Statutes

minimum standards allowable to integrate with FL WINS. To meet this requirement, each core workforce partner agency will need to evaluate requirements for system changes to meet minimum standards required by the FL WINS Program and secure resources to achieve these updates according to the FL WINS Program timeline.

Identified project areas that will require individual project plans are:

- Workforce Integration Management
- Business Planning and Communications
- IT Operations and Management
- Data Integration Solution
- Common Customer Portal

3.2 Scope

Included below is a high-level project roadmap that defines the in-scope categories necessary to establish a business framework. The framework will guide the significant level of investment of both business and technical operations. Before the work can begin on the FL WINS Program, program leadership must establish the overall governance structure and the data governance structures. Due to the complexity of these changes and the level of effort they require, this project will need committed engagement and ongoing support from all workforce partners and a variety of vendors with a wide spectrum of specialties. Additionally, workforce partner stakeholders, both internal and external, will be needed for the transformation of both business and technology necessary for successful project completion.

Project Roadmap:

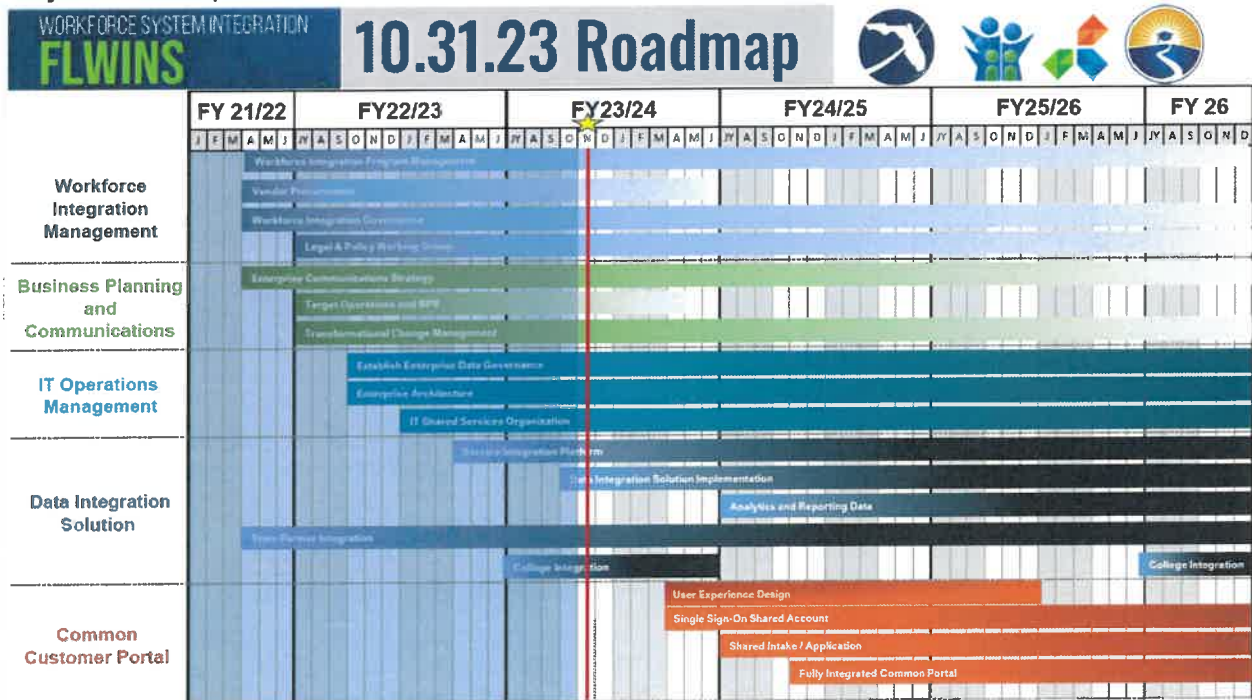


Figure 1 High-level Roadmap as updated on 10.31.23

This scope will remain high-level and include steps for managing the initial planning and initiation phase. Individual project scopes necessary to support the Program will be developed as the Program progresses. Separate individual project charters, scopes, and other requirements will be established.

3.3 Assumptions and Constraints and Risks

Assumptions are factors believed to be true, but not confirmed. Assumptions may affect all aspects of the Program and pose a certain degree of risk if they do not prove to be true.

The following are a list of FL WINS Program assumptions. Upon agreement and signature of this document, all parties acknowledge that these assumptions are true and correct.

Procurement Assumptions and Constraints:

- It is critical to the Program's success that procurement of the following vendors be completed or initiated no later than October 1, 2022 (note that this has been completed):
 - Independent Verification and Validation
 - Business Support and Technology Advisory
 - Business Process Redesign and Transformational Change Management
- It is critical to the Program's success that the procurement of a Program Management Office vendor has an executed contract and is onboarded before the end of Calendar Year 2023.
- It is critical to the Program's success that a Customer Portal and Integrated Data Solution vendor has an executed contract and is onboarded before the end of February 2024.

Governance Assumptions and Constraints:

- Sound governance and support from workforce partners' executive leadership involved with the Program is critical to the Program's success. The PMO will assist in executing and monitoring the governance model defined and approved for the Program.

Partnership Assumptions and Constraints:

- A known constraint is establishing and maintaining a shared vision among the workforce partners. This is a critical dependency for the long-term success of the Program, as different visions could arise among workforce partners that could hinder the success of the Program. It is crucial for workforce partners to agree on a shared vision from the start and sustain it throughout the life of the projects and the Program.
- Initial known constraints that could impact the Program's success include establishing a governance structure that is not well defined or implemented, changes in funding, and fluctuating position vacancies that could result in uneven levels of engagement among workforce partners and stakeholders.

- The PMO for the Program will establish and maintain the risk management and resources of the Program. The PMO will assist in establishing program change management requirements.
- A Communication and Business Plan within each workforce partner agency will be established to ensure that the goals and objectives are clearly defined and understood throughout the life of the Program. The Program's success is critically dependent on the level of engagement and effort from all workforce partner agencies, stakeholders, and other supporting vendors.
- Legal and policy experts representing the core workforce partners and agency programs are integral to the success of FL WINS. Establishing and maintaining the Legal Policy Workgroup is critical for the Program's initiation and success to ensure accurate, timely, and consistent interpretation of all new and existing laws, regulations, and policies relevant to system design and development throughout the Program initiative. The Legal Policy Workgroup will assist in other relevant activities as needed throughout the Program.

Technology Assumptions and Constraints:

- Based on the assessment of the current technology state in each core workforce partner system, some systems are operating on modern technology platforms while others are operating on aging technology platforms. To avoid potential constraints to the Program's success, some current business and technical systems within the core workforce partner agencies will need to be maintained/consolidated, retired/replaced, or improved.
- Establishing and developing Information Technology Shared Services Workgroup, that has multiple focal area workgroups, will ensure operations and management functionality includes the following subject areas: data governance, system architecture governance, Cyber-security, data privacy, data and analytics, networking, identity and access management, and technology recommendations. Work in these areas is to be coordinated and collaborated on among all workforce partners. The technology portions of the Program include several groups and teams responsible for many project tasks needed to achieve interoperability of shared data and services.

4.0 INITIAL PROGRAM PLAN

The initial Program Management Plan was developed by the Business Support and Technology Advisory vendor, as required in the procurement's contract deliverable. This vendor was onboarded to the Program in August 2022 and terminated from the Program in June 2023. As an unintended consequence of the termination, the Program Management Office duties are being absorbed by FL WINS program staff until a new Program Management Office vendor is on-boarded, which is expected to happen no later than December 2024.

4.1 Estimated Resource Requirements

The Project Sponsor, FloridaCommerce (serving as Administrative and Budget Authority), will be procuring vendor support to provide additional resources to assist in the successful completion

of the Program. The Program will require extensive participation from all workforce partner agencies.

Other workforce partners will be required to identify internal resources to contribute to project success throughout their program areas. Program resource requirements may fluctuate in the amount of agency staff time required on project activities throughout the life of the Program. Workforce partner agencies will need to identify resources available in each applicable legal, budget, contract, program area, and IT office. In addition, each workforce partner agency may need to submit a legislative budget proposal to acquire additional staff to allocate to the Program.

The Program will require specific resources from stakeholders at different points throughout the Program. The original assessment, feasibility study, and Schedule IV-B all broadly identified the required scope of resources from stakeholders. This has since been updated, with the assistance of the Business Process Re-engineering vendor and Program leadership, to reshape the individual projects within the Program. However, the previously defined resource involvement for specific project areas has not changed.

4.2 Funding Source(s)

FloridaCommerce was appropriated \$250 million in General Revenue funds that utilize the U.S. Treasury, State Fiscal Recovery Fund (SFRF), as authorized by the American Rescue Plan Act of 2021 (Pub. L. 117-2).

SFRF funds can be used to address the challenges and opportunities for Florida's workforce learned during the pandemic by improving employment opportunities and creating stronger linkages between workforce education and the state's continually expanding employment sectors.

SFRF funds may be used to cover eligible costs incurred during the period that began on March 3, 2021, and ends on December 31, 2024. All funds must be obligated by December 31, 2024, and must be expended by December 31, 2026.

4.3 Estimated Budget

The FL WINS Program is on a five-year schedule, with an anticipated completion date of December 2026. Currently, the FL WINS Program is in the second year, the program delivery stage.

Funds were appropriated as follows:

- \$100 million in Fiscal Year 2021-2022 (section 152, Ch. 2021-36, Laws of Florida)
- \$150 million in Fiscal Year 2022-2023 (section 197, Ch. 2022-156, Laws of Florida)
- \$10 million reduction for Fiscal Year 2022-23 (section 233, Ch. 2023-239, Laws of Florida)

As of November 2023, \$38 million of the \$240 million appropriated for the FL WINS Program has been contractually obligated, and \$7.5 million has been expended.

4.4 Procurement Strategy

The procurement strategy will utilize a “best-of-breed” approach to vendor procurement due to the significant level of investments into transformation of both business and technological options that will affect the workforce partner agencies involved. The “best-of-breed” model establishes a series of procurements, each geared to hire vendors with specific capabilities based on their individual specialties allowing for the maximum flexibility in selecting vendors that align to project priorities and preferred technical solutions. In the initial strategy, there are potentially up to six procurements that will be needed to fully execute the FL WINS Program, this may change as the requirements and specifications are more thoroughly developed. To date, this strategy has shifted to allow for an end-to-end solution(s) vendor who may partner with multiple solution vendor(s) to achieve a successful outcome, as long as the funds are obligated by December 31, 2024.

4.5 Project Schedule Estimate

The implementation of the overall FL WINS Program and the individual projects identified within is expected to take five years to complete. Phase 1 will focus on establishing the Program and the technical integration and is estimated to take three to five years to complete. This timeline will require all workforce partners and vendors to maintain clear plans and adhere to a strict schedule to meet project milestones established for successful completion of the Program.

5.0 PROGRAM AUTHORITY

FloridaCommerce is the budget authority for this project with the fiduciary responsibility to procure vendors and monitor the contractual requirements of the executed contracts ensuring that the project deliverables and measures are in compliance with Procurement of Personal Property and Services, Chapter 287, F.S.

The REACH Office is responsible for project oversight, facilitation, and coordination of all workforce partner agencies that need to be engaged and actively participating in the Program to implement the creation of a “no-wrong-door-entry strategy” to improve access to workforce development systems for all Floridians, by way of the REACH Act.⁶

In compliance with Chapter 60GG, F.A.C., because this Program (and projects) exceeds the threshold of \$10 million total cost for an IT project, it will require management oversight from DMS to ensure the project meets the Florida Information Technology Project Management and Oversight Standards.

5.1 Program Sponsor(s)

The project authority to provide a “no-wrong-door-entry strategy” to workforce related programs for Floridians and required objectives are joint responsibilities of FloridaCommerce and the REACH Office. While FloridaCommerce and the REACH Office are joint program

⁶ Section 14.36, *Florida Statutes*.

sponsors, FloridaCommerce is the primary budget authority sponsor, and the REACH Office is the primary sponsor for facilitating and coordinating collaboration among all workforce partner agencies and stakeholders throughout the life of the Program.

5.2 Program Managers

The FL WINS Program's objective to establish a unified system for providing workforce services, training, and access to public benefits among three State of Florida agencies will require extensive collaboration and facilitation beyond the capacity of one agency's scope. The complexity of the Program's assignments and tasks will require a high level of commitment, stakeholder buy-in, and executive support. Each workforce partner agency must share a continued vision of the Program's success and ensure their agency's long-term vision stays in alignment with the shared vision throughout the life of the Program.

Each workforce partner will be responsible for designating a Program Manager to represent their agency's strategic vision, goals, and priorities, and continuously working toward alignment on a shared vision to ensure a successful Program and project completion. Designated Program Managers will work on behalf of their agency to allocate or remove resources from the Program.

Program Directors, within REACH and FloridaCommerce will work collaboratively with the Program Management Office to ensure that core workforce partner agency Project Managers (and allocated resources) are working cohesively and collectively to keep the Program in scope, on time, and within budget.

5.3 Program Stakeholders

Program stakeholders for this complex Program will involve multiple internal and external groups. Stakeholders for the Program are expected to engage in strategic objectives by providing experience, perspective, and an understanding of the impacts of the Program on their respective entities' needs. Stakeholders will be responsible for providing input on functional requirements, project activities, user feedback, project documents, business requirements, and deliverables as necessary. Stakeholders will also be responsible for disseminating programmatic and project information and updates to local internal/external stakeholders.

Stakeholders are key in program's success by leading workforce partner agency buy-in, but each stakeholder's level of involvement may vary across individual project tasks and assignments. The level of impact and engagement will be detailed further in each individual project charter.

Known stakeholders are currently identified as workforce partner agencies, and as the Program progresses, additional stakeholders will be identified and added to the governance structure.

5.4 Program Organizational and Governance Structure

The FL WINS Program's goal is to implement a consumer-first workforce-system that integrates existing data systems by creating a data integration solution and public facing consumer portal that allows interoperability among multiple workforce partner agencies to better serve

Floridians. The expectation for achieving continuous progress and collaboration among workforce partner agencies is for the FL WINS Management Team to work through most program and project barriers in a timely manner. To ensure continuous and timely progress, transparency, and informed decision-making, the Program will have a 3-tiered governance structure for the purposes of facilitating, coordinating, and delegating responsibilities required for decision-making, planning, procuring, and implementing the FL WINS Program.

6.0 PROGRAM RISKS

6.1 Risk and Complexity Category

The initial and updated Schedule IV-B of the workforce partner systems' modernization requirements provided an initial Program risk assessment. The Program Initiation and Planning Risk and Complexity category is at a level 4 and will require compliance with Chapter 60GG, F.A.C.

The Planning and Event driven Risk and Complexity reports completed in July/August of 2023 remain at Category level 4 and will require compliance with Chapter 60GG, F.A.C.

6.2 Updated Program Risks

The overall risk for the Program is charted in the upper right quadrant of the Risk Assessment Summary chart and indicates an overall high risk with moderate-to-high strategic alignment. The Program is a multi-year project and requires significant financial and resource investments, development of a shared data integration solution and service platform, integration of multiple state agency systems (12 major systems identified with additional systems being considered) and will impact millions of Floridians. Extensive communication, change management, and project management efforts will be required to ensure stakeholders realize the FL WINS Program's proposed benefits. The complexity and timeline of the Program present multiple areas of high risk. The strategic significance of the Program to Florida's future workforce system objectives contributes to the overall high risk since these systems affect a large population.

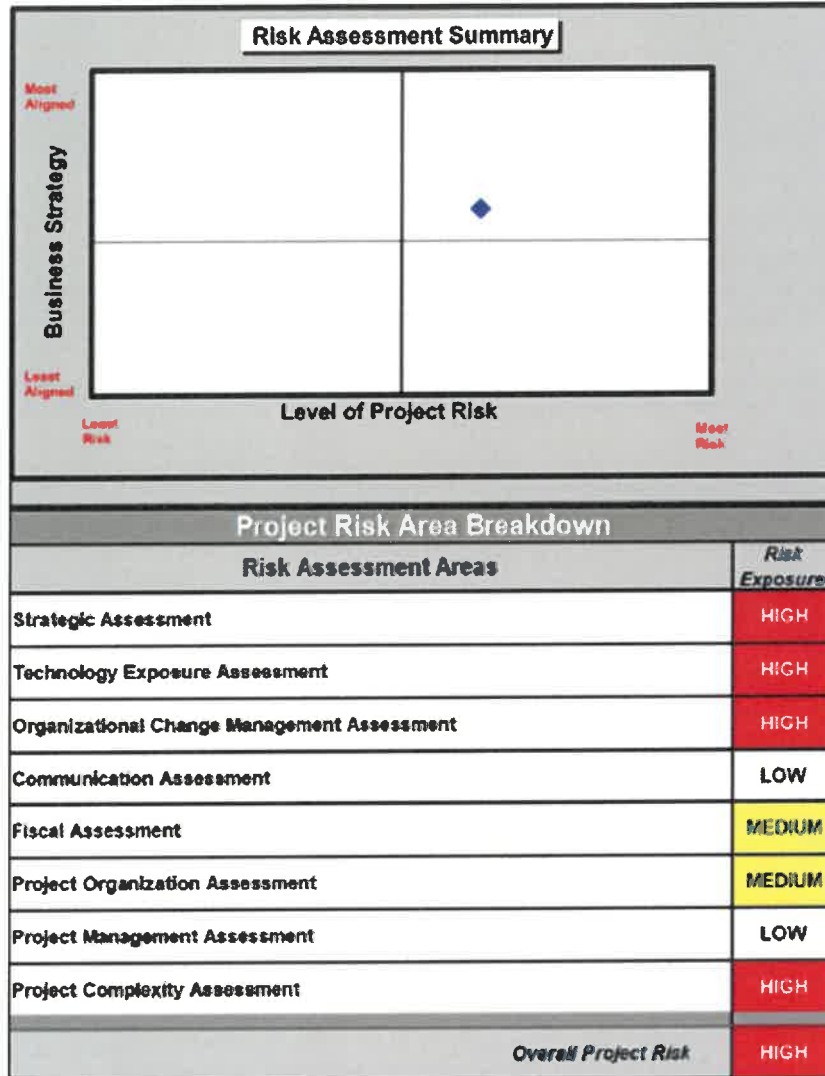




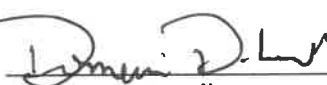
Figure 2 Risk Area Breakdown provided by updated Schedule IV-B

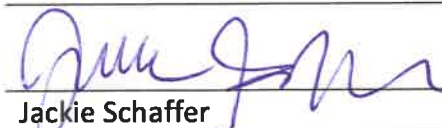
7.0 PROGRAM APPROVALS

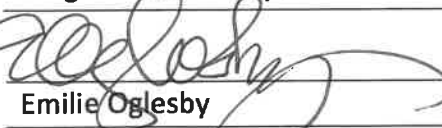
The undersigned acknowledge this Charter is being updated from the initial version executed on August 31, 2022, and updated on December 19, 2022, and have reviewed the FL WINS Program Charter and agree with the information contained herein. The undersigned hereby give their respective Project Manager the authority to apply the approved level of organizational resources to project activities. Changes to this Program Charter will be coordinated with and approved by the undersigned or their designated representatives.

Signature:  Date: 11/29/23
 Print Name: Lindsay Volpe
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 Agency: Florida Department of Commerce
 Role: Executive FloridaCommerce Program Sponsor

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