



**PROGRAM CHARTER**

***FL WINS PROGRAM***

***FLORIDA DEPARTMENT OF ECONOMIC OPPORTUNITY  
RE-IMAGINE EDUCATION AND CAREER HELP (REACH) OFFICE***

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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 Economic Opportunity (DEO) 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 system<sup>1</sup> required by the REACH Act.

Implementation of the FL WINS program will require continuous collaboration among REACH, DEO, 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 DEO, DCF, and DOE.

The program’s goals are to integrate existing core workforce partner departmental systems of record by creating a data hub and public facing consumer portal that allows interoperability among multiple workforce partner agencies and to create an enhanced user experience for

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<sup>1</sup> Section 445.011, *Florida Statutes*

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, DEO engaged KPMG, Inc. to provide an 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 KPMG 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.

DEO is the budget authority for this program with the fiduciary responsibility to procure vendors and monitor the requirements of the executed contracts, ensuring that deliverables and measures are in compliance 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 that need to be engaged and actively participating in the FL WINS program.<sup>2</sup>

The core workforce partner agencies will be 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 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 this 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

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<sup>2</sup> Section 14.36, *Florida Statutes*.

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. DEO, as the budget authority, will procure vendor support to provide additional resources to assist in the successful completion of the project. The overall program will require extensive participation from all workforce partner agencies.

The first phase of vendor procurement includes an Independent Verification and Validation (IV&V) procurement, Business Support and Technical Advisory (BSTA) procurement, and a Business Process Reengineering and Transformational Change Management procurement. These procurements are expected to be initiated no later than October 1, 2022.

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 this 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.<sup>3</sup> 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 hub connecting the existing workforce related programs.<sup>4</sup>

<sup>3</sup> Section 14.36(4), *Florida Statutes*.

<sup>4</sup> Section 14.36(5), *Florida Statutes*.

To determine a viable plan for successful implementation of the consumer-first workforce system, DEO engaged KPMG, Inc. to provide an assessment of the current systems in use by core workforce partners. This assessment examined not only current functional capabilities, technical environments, applicable state and federal rules and laws, and program requirements across all core workforce partners and systems, it evaluated the current systems' technical architecture for a baseline of functional and technical requirements. KPMG's assessment included a feasibility study with recommendations, including the initial Schedule IV-B of the identified core workforce partner systems modernization, cost benefits analysis with transitional operation and maintenance, and risk assessment.

Specific areas of focus for aligning the core workforce partners within the assessment include business integration, policy and program management, customer service, and technical requirements. Recommendation areas in the KPMG assessment are streamlined services, empowered individuals, universal access, and increased accountability.

The assessment identified a strategy that outlines both the business and technology project procurements that are fundamental for all workforce partners to achieve a successful project completion. A Business Support and Technology Advisory vendor, as well as a Systems Integrator vendor, were recommended to assist with overseeing the major project areas.

These areas are separated into individual projects:

- Project Management and Governance Support
- Planning and Communications
- IT Operations, Data, and Architecture
- Systems Integration
- Data Integration Hub
- Analytics and Reporting
- Customer Portal
- Core Technologies

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

First, this 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, this 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 system. 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 hub 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 and 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 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.

KPMG's feasibility study identified known individual projects that will require a plan, and those recommendations will be taken into consideration as the FL WINS program progresses.

Identified project areas that will require individual project plans are:

- Project Management and Governance Support
- Project Planning and Communication Strategy
- Business Process and Organizational Transformation Change Management



- Systems Integration, Data Integration Hub, and Customer Portal<sup>5</sup>
- Core Technologies, IT Operations, and Data Governance and Architecture<sup>6</sup>
- Analytics and Reporting

### 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:

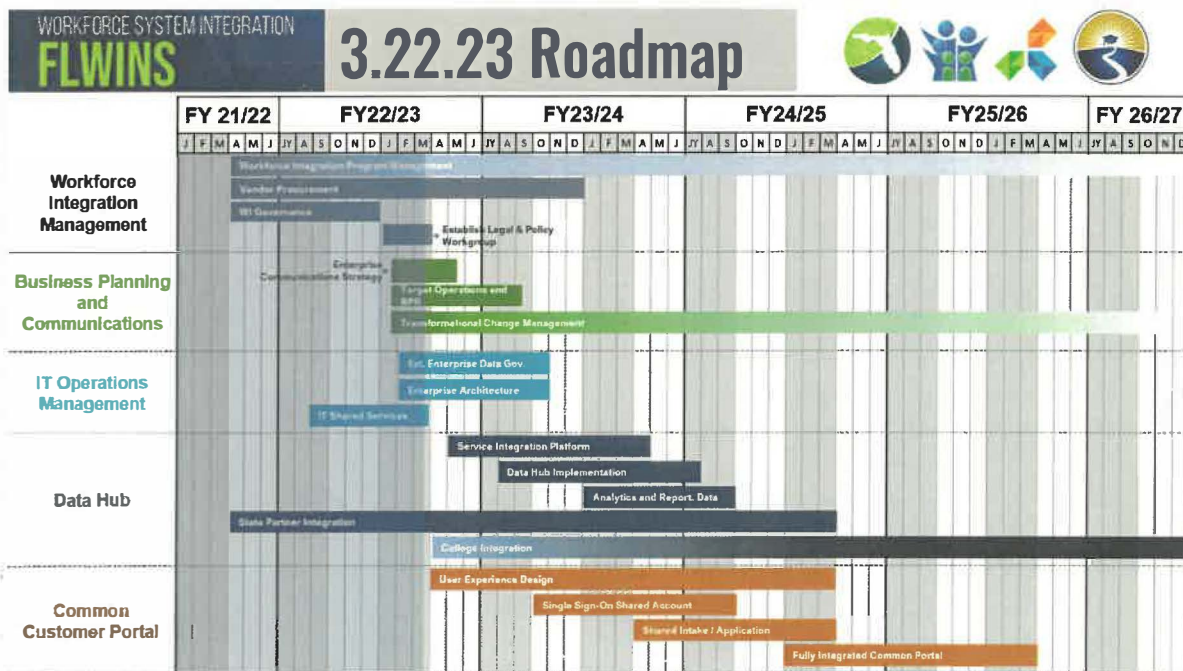


Figure 1 High-level Roadmap as updated on 3/22/2023

This scope will remain high-level and include steps for managing the initial planning and initiation phase. Individual project scopes necessary to support the overall program will be

<sup>5</sup> Systems Integration, Data Integration Hub, and Customer Portal may be separated into individual project plans once requirements are clearly identified with the assistance of the Business Support and Technology Advisory vendor and other Workforce Partner Agencies are actively engaged.

<sup>6</sup> Core Technologies, IT Operations, and Data Governance and Architecture may be separated into individual project plans once requirements are clearly identified with the assistance of the Business Support and Technology Advisory vendor and other Workforce Partner Agencies are actively engaged.

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 program success that procurement of the following vendors be completed or initiated no later than October 1, 2022:
  - Independent Verification and Validation
  - Business Support and Technology Advisory
  - Business Process Redesign and Transformational Change Management

#### **Governance Assumptions and Constraints:**

- Governance establishment, execution, and support from workforce partners' executive leadership on the overall program is critical to program success. The procured Business Support and Technical Advisory vendor brought on to establish and run the Project Management Office (PMO) for the program will assist in executing and monitoring the governance model defined and approved for the overall 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 program.
- Initial known constraints that could impact overall program 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.
- PMO for the program will establish and maintain the risk management and resources of the program. PMO will assist in establishing overall 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. Program 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 programs are integral to the success of FL WINS. Establishing and maintaining the Legal Policy Workgroup is critical for program 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 program 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 IT Operations and Management functionality includes aspects for data governance, system architecture governance, and IT shared services. 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 will be developed by the Business Support and Technology Advisory vendor, as required in the procurement's contract deliverable. This vendor is expected to be selected and on-boarded to the project no later than August 2022. The vendor will then have 20 business days to present an initial program management plan for adoption.

### **4.1 Estimated Resource Requirements**

The Project Sponsor, DEO (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 overall 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 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 IT office. In addition, each workforce partner agency may need to submit a legislative budget proposal to acquire additional staff to allocate to this program.

This program will require specific resources from stakeholders at different points in the overall program. The assessment, feasibility study, and Schedule IV-B have broadly identified the required scope of resources from stakeholders. Individual projects within the overall program

will define resource involvement more specifically in relation to the specific project areas and level of involvement.

#### **4.2 Estimated Budget**

The initial budget of \$100 million for the FL WINS program was appropriated during the 2021 legislative session through the General Appropriations Act (Ch. 2021-36, section 152), which was signed on June 2, 2021. The funding for the feasibility study was provided as a supplemental appropriation pursuant to HB 1507 (Ch. 2021-164), \$2 million effective July 1, 2021. The Fiscal Year 2022-23 General Appropriations Act provides revert and re-appropriate language for the budget authority remaining from FY 2021-22 (section 195) and provides an additional \$150 million for the FL WINS program (section 197).

#### **4.3 Funding Source(s)**

##### **FY 2021-22:**

FL WINS program – Initial Budget: \$100 million State Fiscal Recovery Funds (ARPA), appropriated as General Revenue. Feasibility Study: \$2 million General Revenue

##### **FY 2022-23:**

FL WINS Project – Additional Budget: \$150 million State Fiscal Recovery Funds (ARPA), appropriated as General Revenue.

#### **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.

#### **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 program establishment and technical integration and is estimated to take three 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 a successful program completion.

## **5.0 PROGRAM AUTHORITY**

DEO 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 this 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.<sup>7</sup>

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 program objectives are joint responsibilities of DEO and the REACH Office. While DEO and the REACH Office are joint program sponsors, DEO 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 Project Managers**

The FL WINS program’s objective to establish a more unified system for providing workforce services, training, and access to public benefits among three State of Florida entities will require extensive collaboration and facilitation beyond the capacity of one entity’s scope. The complexity of this program’s assignments and tasks will require a high level of commitment, stakeholder buy-in, and executive support. Each workforce partner entity must share a continued vision of program success and ensure their entity’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 Project Manager to represent their agency’s strategic vision, goals, and priorities, and continuously working toward alignment on a shared program vision to ensure successful program and project completion. Designated Project Managers will work on behalf of their agency to allocate or remove resources from the program.

Project Directors, within REACH and DEO will work collaboratively with the Project 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.

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<sup>7</sup> Section 14.36, *Florida Statutes*.

### 5.3 Program Stakeholders

Program stakeholders for this complex program will involve multiple internal and external groups. Stakeholders for this 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 program and project information and updates to local internal/external stakeholders.

Stakeholders are key in program buy-in and success, 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 hub 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, a two-tiered governance structure is proposed 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 Schedule IV-B of the workforce partner systems' modernization requirements provided an initial overall program risk assessment. The overall program Initiation and Planning Risk and Complexity category is at a level 4 and will require compliance with Chapter 60GG, F.A.C.

### 6.2 Initial Program Risks

The overall risk for this 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 multi-year and requires significant financial and resource investments, development of a shared data hub and service platform, integration of multiple state agency systems (15 major systems identified with additional systems considered), and will impact millions of Floridians. Extensive communication, change management, and project


management efforts will be required to ensure the FL WINS program realizes the 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.


Project Risk Area Breakdown	
Risk Assessment Areas	Risk Exposure
Strategic Assessment	HIGH
Technology Exposure Assessment	HIGH
Organizational Change Management Assessment	HIGH
Communication Assessment	MEDIUM
Fiscal Assessment	HIGH
Project Organization Assessment	MEDIUM
Project Management Assessment	MEDIUM
Project Complexity Assessment	HIGH
<b>Overall Project Risk</b>	<b>HIGH</b>


Figure 2 Risk Area Breakdown provided by KPMG, Inc. 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.

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 Agency: Florida Department of Economic Opportunity  
 Role: Executive DEO Program Sponsor

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