

Florida Health Care Connections (FX) S-1 FX Governance Plan

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Revision History

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Modifications to the approved baseline version (100) of this artifact must be made in accordance with the FX Artifact Management Standards.



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SECTION 1 INTRODUCTION TO FX

The Florida Agency for Health Care Administration (AHCA or Agency) is adapting to the changing landscape of healthcare administration and increased use of the Centers for Medicare and Medicaid Services (CMS) Medicaid Information Technology Architecture (MITA) to improve the administration and operation of the Florida Medicaid Enterprise. The current Florida Medicaid Enterprise is complex; it includes services, business processes, data management and processes, technical processes within the Agency, and interconnections and touchpoints with systems necessary for administration of the Florida Medicaid program that reside outside the Agency. The future of the Florida Medicaid Enterprise integration is to allow the Agency to secure services that can interoperate and communicate without relying on a common platform or technology.

The Florida Medicaid Management Information System (FMMIS) has historically been the central system within the Florida Medicaid Enterprise; functioning as the single, integrated system for claims processing and information retrieval. As the Medicaid program has grown more complex, the systems needed to support the Florida Medicaid Enterprise have grown in number and complexity.

The Medicaid Enterprise System (MES) Procurement Project was re-named Florida Health Care Connections (FX) in the summer of 2018. FX is a multi-year transformation to modernize the current Medicaid technology using a modular approach, while simultaneously improving overall Agency functionality and building better connections to other data sources and programs.

1.1 BACKGROUND ON THE SEAS VENDOR AND GOVERNANCE IMPLEMENTATION

The Agency contracted with North Highland Worldwide Consulting in 2017 to serve as the Strategic Enterprise Advisory Services (SEAS) Vendor to strategically guide FX and the Agency's transformation of the FMMIS to a modular environment. As part of this transformation the SEAS Vendor developed and implemented the initial FX Governance structure to facilitate this enterprise transformation and its intersecting information technology and business priorities, including people, processes, and operations.

In March of 2020, after piloting two initial iterations of the FX Governance structure, the SEAS Vendor transitioned operations and management of FX Governance to the Agency. This transition coincided with a second revision to the FX Governance structure and membership to continue to optimize and improve governance operations.

The Implementing Bill for Fiscal Year 2020-2021 required an update to the governance model, to include an Executive Steering Committee comprised of representation from inside and outside the Agency (See **Exhibit 2-8: FX Executive Steering Committee** below). This update was contingent to FX funding and necessitated an update to the *S-1: FX Governance Plan* in June 2020. The update to the *S-1: FX Governance Plan* in December 2020 includes an escalation path for topics not within the scope of the FX Executive Steering Committee (ESC).



1.2 PURPOSE AND SCOPE OF THIS PLAN

The purpose and scope of this *S-1: FX Governance Plan* is to develop the structure and processes, tools, and templates to facilitate the decision-making required for planning, procuring, and implementing FX solutions.

This *S-1: FX Governance Plan* articulates an enterprise governance framework for the Agency in two discrete tiers.

- **Tier 1** is the FX Implementation Team (FXIT) facilitated by the FX Director.
- **Tier 2** is *either* the Secretary or designee or the FX Executive Sponsor, supported, as needed, by the Project Sponsor Advisors or the ESC.

This tiered process enables effective decision-making based on two separate paths:

- **FX Program Execution** – The Secretary or the Secretary's designee(s) oversees program implementation and is the final decision maker for non-scoped ESC FX activities.
- **FX Program Oversight** – ESC oversight and collaboration across the Florida Health and Human Services (HHS) agencies as defined in the implementing bill for scoped ESC FX activities.

The iterative processes used to develop these revision themes in the *S-1: FX Governance Plan* help to ensure the plan's effectiveness, efficiency, and customization to the Agency. The *S-1: FX Governance Plan* will continue to evolve to best suit the needs of the transformation.

1.3 REFERENCED DOCUMENTS

The following documents were used as inputs for the development of this *S-1: FX Governance Plan* and provided valuable information to produce the procedures and processes:

- S-3: FX Strategic Plan available in the FX Projects Repository
- O-1: SEAS Management Plan available in the FX Projects Repository
- P-2: FX Project Management Standards available in the FX Projects Repository
- S-4: Strategic Project Portfolio Management Plan available in the FX Projects Repository
- FY 2020-21 Implementing Bill (establishing the FX Executive Steering Committee (ESC))
- FX Decision Memo #269 (related to the FX Governance being conducted in two tiers) and FX Decision Memo #270 (related to the FX Governance body membership for the FXIT and the ESC)



SECTION 2 FX GOVERNANCE STRUCTURE

The following key principles were factored into developing an effective FX Governance structure:

- Two-tiered governance structure to include FX Program Execution and FX Program Oversight
- Interagency participation alignment with the FY 2020-21 Implementing Bill and the creation of the ESC
- Simplicity, transparency, and open communication
- Visible executive and stakeholder involvement
- Breaking down silos within and between organizations
- Enterprise alignment around the FX strategy
- Limited number and size of required meetings
- Limited number of governance bodies
- Continuous improvement
- Compliance with Chapter 286, Florida Statutes (F.S.), Sunshine Law requirements

2.1 GOVERNANCE STRUCTURE APPROACH AND EXPLANATION

All decision-making authority for the execution of FX ultimately rests with the Secretary of the Agency or the Secretary's appointed designee(s), except for those specific items requiring ESC approval. Given the volume and subject matter diversity of the decision-needs originating from FX, the goal of the FX Governance structure, visualized below in **Exhibit 2-1: FX Governance Structure**, is to develop an organized flow of analysis and recommendations equipping the Secretary or a designee to make holistic and well-informed decisions in a timely manner or to appropriately direct recommendations to the ESC.

Exhibit 2-1: FX Governance Structure highlights the overall framework of the two distinct paths for escalated topics based on the Tier 1 and Tier 2 structure. The FX Director leads the FX Program Administration Team members. This team acts as cross-project support and subject matter experts for all FX projects and operates primarily at FX Program Execution.

The FX Director also acts as the central *director* between Tier 1 and Tier 2 based on topics coming from FX Program Execution and FX Program Oversight. The FX Director facilitates this escalation process by identifying which topics are appropriate for which path guided by the ESC requirements (scope) shown in **Exhibit 2-6: ESC Responsibilities & Compliance** per FY 2020–21 Implementing Bill.

Any items within the ESC scope follow the ESC escalation path (FX Program Oversight). This includes, for example, items such as the review and approval tasks for a solicitation before submission to CMS. Items not within the scope of the ESC, for example, such as hiring

decisions related to an enterprise-focused resource, would be routed via a *non-ESC* related Agency internal governance path (FX Program Execution). Non-ESC related topics needing final decisions are made by the Secretary or designee and the Secretary or designee may be advised by project sponsor advisors when applicable based on the subject presented.

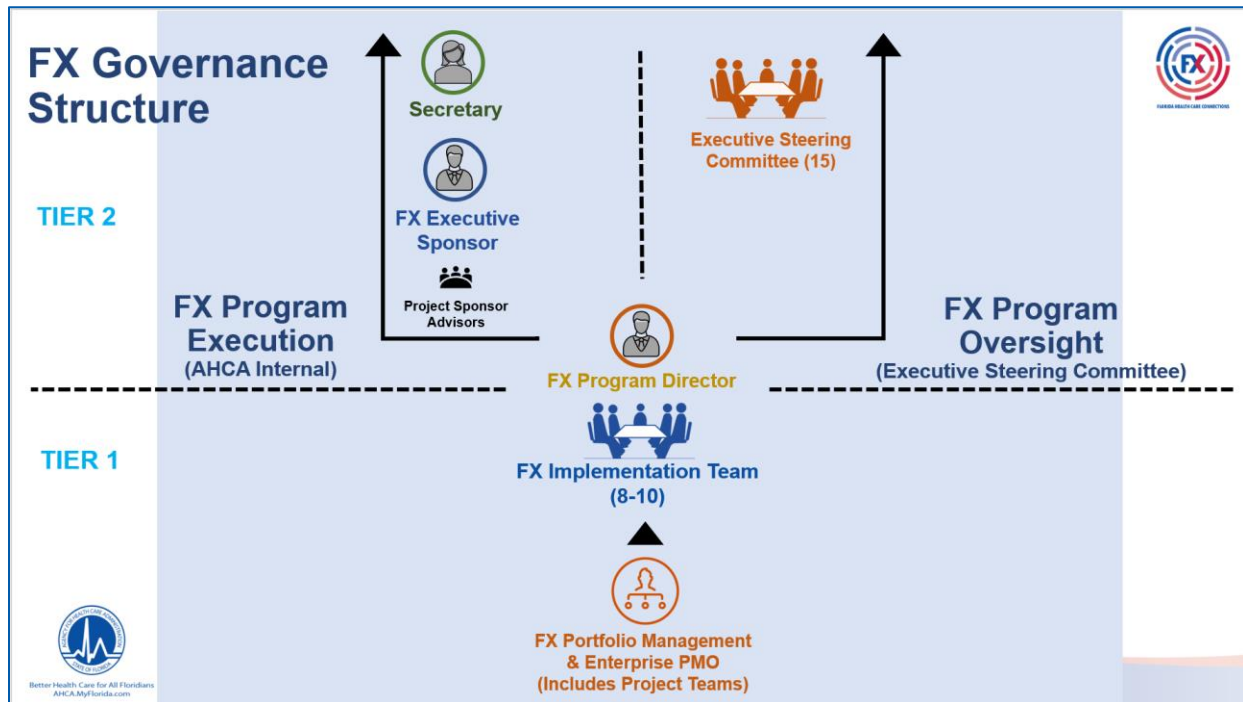


Exhibit 2-1: FX Governance Structure

2.1.1 FX PROGRAM EXECUTION

FX Program Execution, shown below in Exhibit 2-2: FX Governance: FX Program Execution, includes three components within Tier 1: (1) the FX Implementation Team (FXIT), which includes members that are appointed/updated periodically and consists of representation from active FX projects and highly impacted bureaus (the intent is also to avoid membership overlap with the ESC); (2) Project teams, which are approved by FXIT to work on those projects approved to fulfill the FX Strategic Roadmap (these project teams may include other agency membership for affected agencies); and (3) the FX Program Administration Team, which includes the office of the FX Director. FX Program Execution has the responsibility for coordination, analysis, and discussion on FX Governance topics and decisions appropriate for the program level. The FX Director sits as the Chair of FXIT and is the designated decision maker by the Secretary or designee for project-related topics appropriate for the program level.

Tier 2 of FX Program Execution is the escalation path for recommendations and decisions needed from the FX Executive Sponsor or the Secretary or designee. The Secretary or designee gives decision-making authority to the FX Executive Sponsor based on topics

deemed appropriate at the FX Executive Sponsor level allowing project-related topics to be resolved more quickly at the most appropriate level of management.

Decisions needed at the Secretary or designee level are elevated by the FX Executive Sponsor with or without advisement from the project sponsor advisors based on the subject at hand.

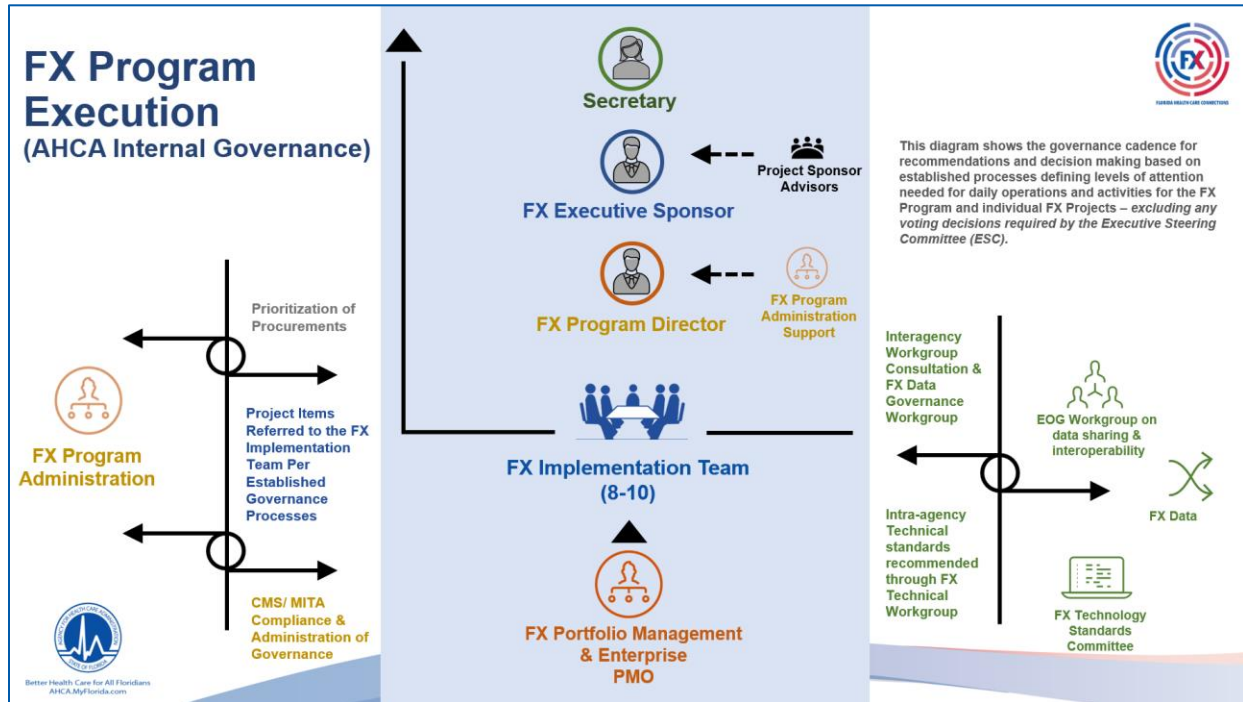


Exhibit 2-2: FX Governance: FX Program Execution

FX Program Execution includes multiple recurring, joint meetings between the Agency, SEAS Vendor, and IV&V Vendor as part of operational activities to support the implementation of executive direction.

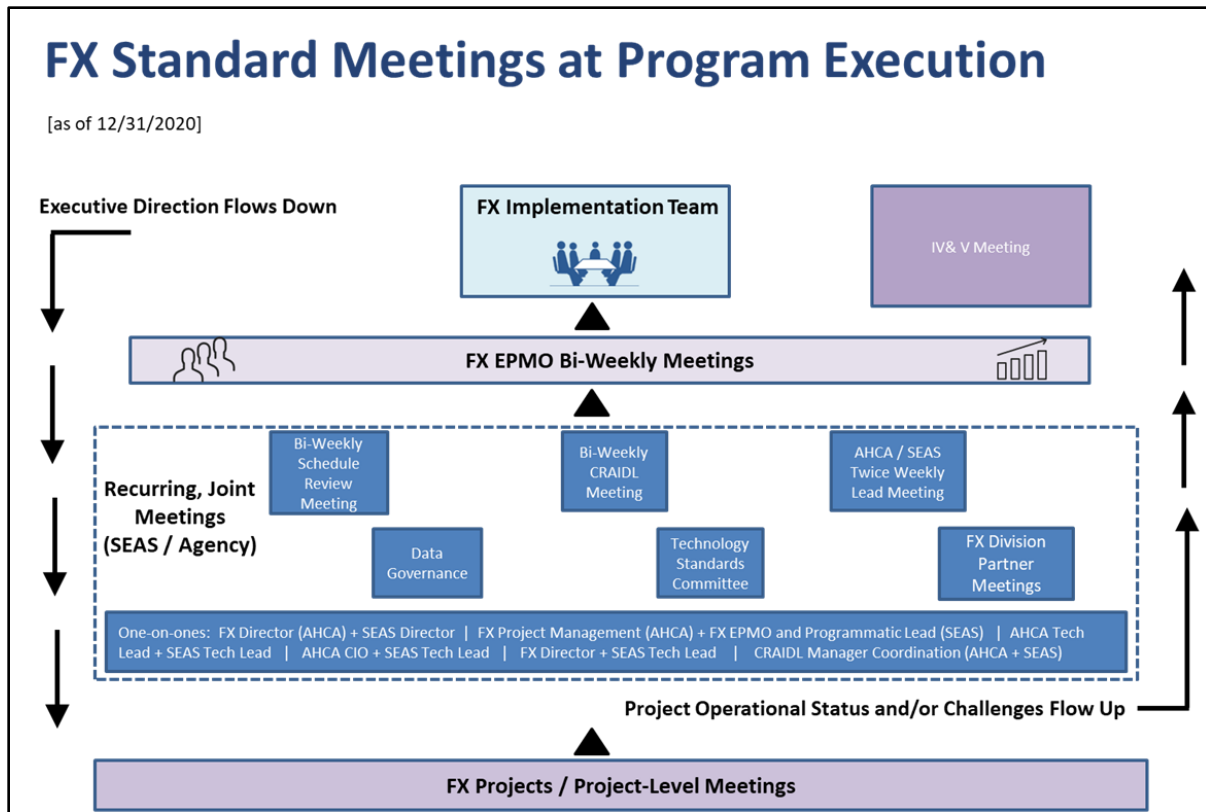


Exhibit 2-3: illustrates FX Program Execution and its components along with the FX Portfolio Management and Enterprise Program Management Office (EPMO), to support a disciplined approach to project initiation and execution.

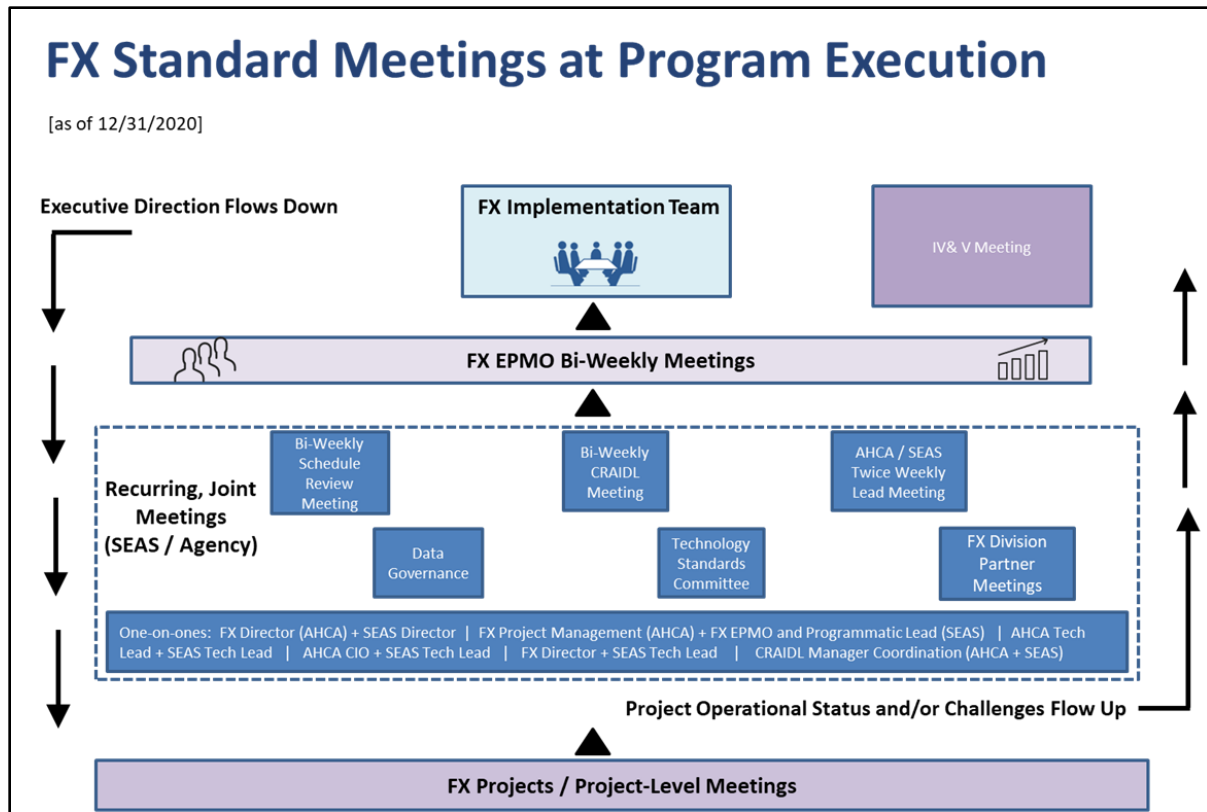


Exhibit 2-3: FX Standard Meetings - FX Program Execution

While exceptions exist, most decision-needs will be referred to FX Governance from two major sources. Individual project teams from within the EPMO will refer decision-needs escalated from ongoing projects to FXIT. The FX Portfolio maintains a master list of potential FX projects, and, as appropriate, will also refer decision-needs to FXIT related to Portfolio assessments, project initiation, and prioritization.

Several other groups are associated with FX Governance, as they may provide specialized input or analysis on specific topics that require subject matter expertise. As needed, FXIT can initiate work groups including Agency subject matter experts (SMEs) and stakeholders to direct research and analysis concerning any discrete decision or topic of relevance to the team. Two permanent work groups, FX Technology Standards Committee and FX Data, exist to establish and advise on FX enterprise-level technology and data standards.

As part of FX Program Execution, the Agency is complying with the requirements in the FY 2020-21 Implementing Bill and items a-g shown in **Exhibit 2-4: Agency FX Responsibilities & Compliance per FY 2020–21 Implementing Bill** below, which provides context around those requirements and how FX Program Execution complies with those requirements.



	REQUIREMENT	COMPLIANCE
(a)	Prioritize procurements for the replacement of the current functions of FMMIS and the responsibilities of the current Medicaid fiscal agent, to minimize the need to extend all or portions of the current fiscal agent contract.	Florida Health Care Connections (FX) will update and publish an FX Strategic Roadmap outlining the anticipated timeline for the implementation and transition of fiscal agent functionality to FX modules.
(b)	Comply with and not exceed the Centers for Medicare and Medicaid Services funding authorizations for the FX system.	FX will complete and maintain approved Advanced Planning Documents outlining federally approved funding; secure legislative approval of project funding through the Legislative Budget Request process; maintain and submit to the Legislature monthly reports regarding status of expenditures.
(c)	Ensure compliance and uniformity with published MITA framework and guidelines.	FX will maintain MITA status information and perform periodic State Self-Assessments (SS-A).
(d)	Ensure that all business requirements and technical specifications have been provided to all affected state agencies for their review and input, as well as approved by the executive steering committee.	Based on the FX Strategic Roadmap created by the Agency's FX Governance, an FX Project Team is established to develop the procurement. Within each procurement project schedule, there will be checkpoints to receive input from affected agencies and the EOG Interoperability Work Group. Business and technical specifications are then included in the solicitation and provided to the ESC prior to release.
(e)	Consult with the Executive Office of the Governor's (EOG) working group for interagency information technology integration for the development of competitive solicitations that provide for data interoperability and shared information technology services across the state's Health and Human Services agencies.	In addition to the response to (d) above, the FX Director will attend the HHS Data Interoperability Roadmap and Strategy work group meetings along with the Agency Chief Information Officer (CIO). FX updates will be provided at these meetings.
(f)	Implement a data governance structure for the project to coordinate data sharing and interoperability across state healthcare entities.	<p>FX established a project to conduct data modeling in FY 2019-20. FX will create a Data Governance body within the Agency and operationalize Data Governance through the Integration Services/Integration Platform Vendor and the Enterprise Data Warehouse Vendor.</p> <p>The Agency CIO will participate actively with the Executive Office of the Governor's working group for interagency information technology integration.</p>
(g)	Implement a project governance structure that includes an executive steering committee.	S-1: <i>FX Governance Plan</i> to incorporate the 15-member committee into the existing plan.

Exhibit 2-4: Agency FX Responsibilities & Compliance per FY 2020–21 Implementing Bill

2.1.2 FX PROGRAM OVERSIGHT

FX Program Oversight is represented by the ESC and includes specific responsibilities as described in the FY 2020–21 Implementing Bill. FX Program Oversight differs from FX Program Execution in that it is primarily focused on addressing the responsibilities associated with the Implementing Bill and the ESC. The ESC meets on a quarterly basis, or as required. **Exhibit 2-5: FX Governance: FX Program Oversight** below describes the path for those activities

required to be decided through the ESC. Tier 1 remains the same and conducts the same activities as described for FX Program Execution. Based on the specified requirements for the ESC, the FX Director, along with support from the FX Program Administration Team, prepares for and holds meetings with the ESC ensuring items required by the ESC are presented to the ESC.

Tier 2 for FX Program Oversight is the ESC. Decision-making based on requirements from the FY 2020-21 Implementing bill occur at Tier 2.

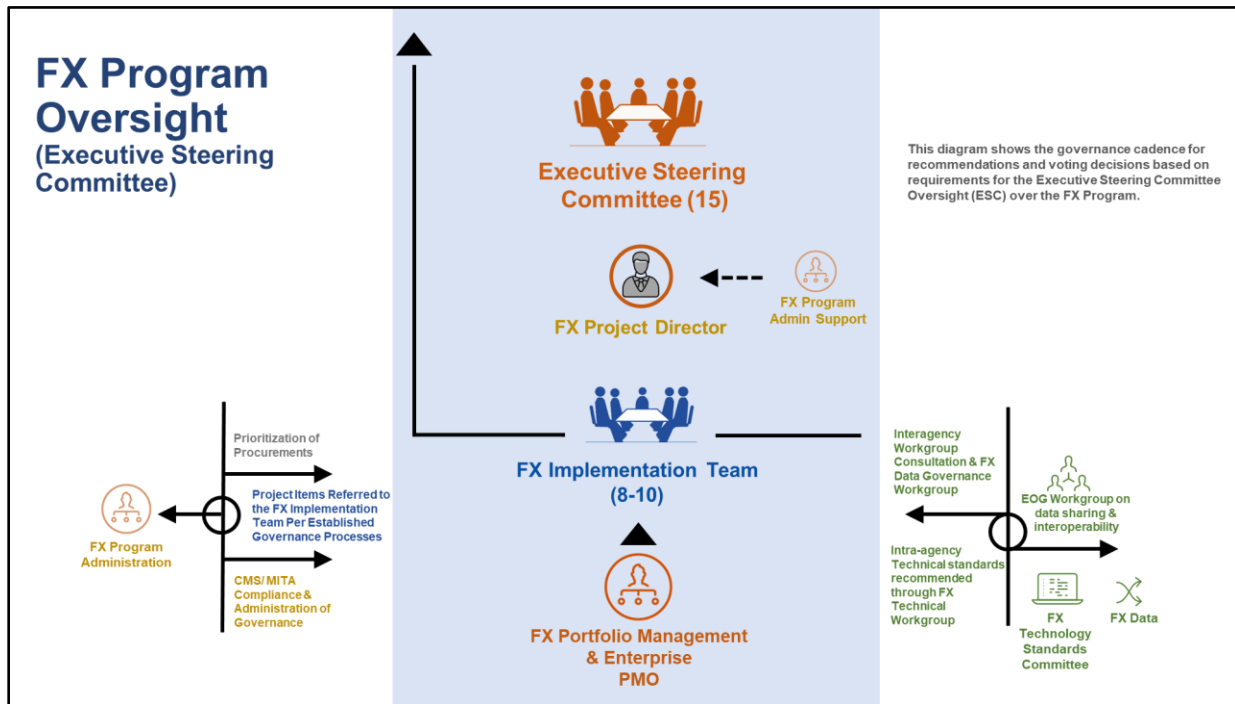


Exhibit 2-5: FX Governance: FX Program Oversight

As part of FX Program Oversight, the Agency is complying with the requirements in the FY 2020-21 Implementing Bill and items a-e shown in **Exhibit 2-4: Agency FX Responsibilities & Compliance per FY 2020–21 Implementing Bill** below provides context around those requirements and how FX Program Oversight complies with those requirements.



	REQUIREMENT	COMPLIANCE
(a)	Identify and recommend to the Executive Office of the Governor, the President of the Senate, and the Speaker of the House of Representatives any statutory changes needed to implement the modular replacement to standardize, to the fullest extent possible, the state's healthcare data and business processes.	<p>The Executive Office of the Governor's working group for interagency information technology integration will advise and inform the ESC on recommendations to standardize, to the fullest extent possible, the state's healthcare data and business processes.</p> <p>There will be representation from the Department of Management Services to bridge the coordination between these groups.</p>
(b)	Review and approve any changes to the project's scope, schedule, and budget, which do not conflict with the requirements of Subsections (1) and (2) of the Implementing Bill.	FX will present for ESC review any changes that impact the FX Strategic Roadmap to ensure the resolution of the fiscal agent contract. These would include any changes in the high-level scope of any module or shifts between modules, as well as any schedule shifts or delays. Budget changes will be addressed through the Agency's Legislative Budget Request and Quarterly Budget Amendment processes.
(c)	Ensure that adequate resources are provided throughout all phases of the project.	FX will, prior to each Legislative Session, provide to the ESC a review of the FX Strategic Roadmap, Operational Work Plan (including FX Organizational Structure), and Spending Plan, as well as a high-level timeline of all decisions coming before the ESC for the fiscal year.
(d)	Approve all major project deliverables.	FX will develop major project deliverables for inclusion in the solicitation document, which will be provided to the ESC for approval prior to release. The committee will receive updates on major deliverables included in periodic FX Program Dashboard and Project Briefs.
(e)	Approve all solicitation-related documents associated with the replacement of the current FMMIS and Medicaid fiscal agent.	<p>FX will provide a high-level overview of each solicitation for the purchase of modular solutions to the ESC for approval prior to the submission to CMS for its approval.</p> <p>Specific solicitations for review will be determined in the first ESC meeting of each fiscal year.</p>

Exhibit 2-6: ESC Responsibilities & Compliance per FY 2020–21 Implementing Bill

The FX ESC also coordinates with the FX Program Administration Team and the EOG Work Group on Data Sharing and Interoperability as part of supporting FX Program Oversight.

2.1.3 FX SOLICITATION AND PROCUREMENT ALIGNMENT

The tactical work for FX Solicitations occurs at FX Program Execution with leadership advisement and decisions coming from the FX Executive Sponsor, Project Sponsor Advisors, and the FX Director. As demonstrated in **Exhibit 2-7: FX Solicitation Review Process** below, FX Program Execution supports the completion of activities such as aligning and prioritizing procurements with the FX Strategic Roadmap, drafting solicitation requirements, working across other affected agencies to request input into the requirements, routing of the draft requirements, and engagement with the EOG working group and other working groups as needed. Once this work is finalized, the ESC, which includes the Secretary of the Agency, completes the final review and approval tasks for the solicitation before submission to CMS.

Delegating authority at FX Program Execution allows for the majority of required work items to be managed and completed ahead of the final review and approval tasks at FX Program Oversight.

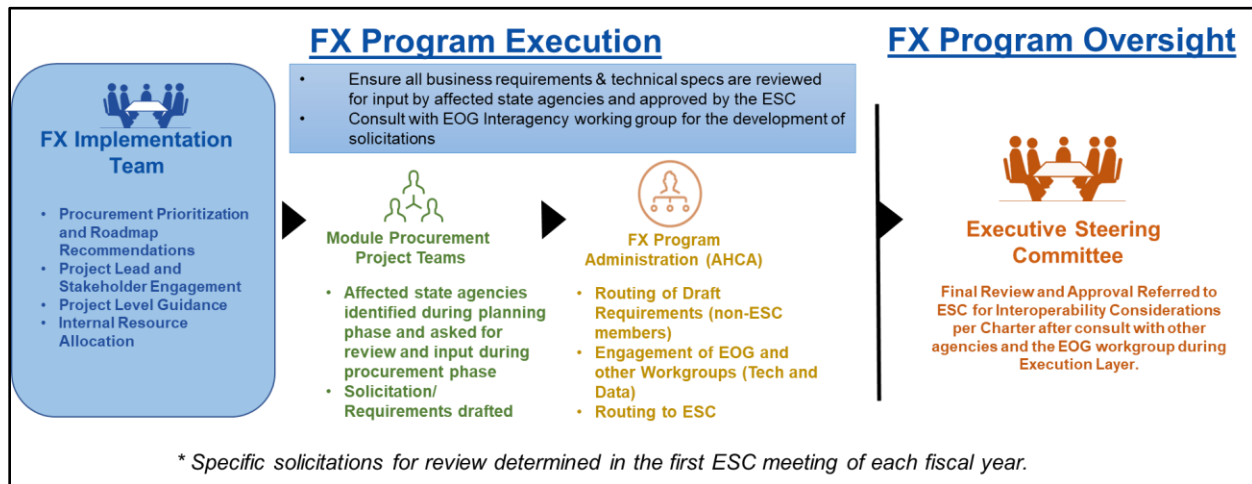


Exhibit 2-7: FX Solicitation Review Process

2.2 COMMITTEE OVERVIEWS

The following provides descriptions of those committees, teams, and work groups shown above.

2.2.1 FX EXECUTIVE STEERING COMMITTEE

GOVERNANCE COMMITTEE	FX EXECUTIVE STEERING COMMITTEE (ESC)
Responsibility	The ESC is responsible for (1) identifying and recommending to the Executive Office of the Governor, the President of the Senate, and the Speaker of the House of Representatives any statutory changes needed to implement the modular replacement to standardize, to the fullest extent possible, the state's healthcare data and business processes; (2) reviewing and approving any changes to the project's scope, schedule, and budget that do not conflict with the requirements of Subsections (1) and (2) of the Implementing Bill; (3) ensuring that adequate resources are provided throughout all phases of the project; (4) approving all major project deliverables; and (5) approving all solicitation-related documents associated with the replacement of the current FMMIS and Medicaid fiscal agent.



GOVERNANCE COMMITTEE	FX EXECUTIVE STEERING COMMITTEE (ESC)	
Membership	<p>Agency Membership:</p> <ul style="list-style-type: none"> ▪ The Secretary of Health Care Administration, or the executive sponsor of the project ▪ Two employees from the Division of Medicaid (Medicaid Director and Assistant Director of Medicaid Operations) ▪ A representative of the Division of Health Quality Assurance ▪ A representative of the Florida Center for Health Information and Transparency ▪ A representative of the Division of Operations ▪ The CIO or designee 	<p>External Agency Membership:</p> <ul style="list-style-type: none"> ▪ The Assistant Secretary for Child Welfare of the Department of Children and Families (DCF) or designee ▪ The Assistant Secretary for Economic Self-Sufficiency of DCF or designee ▪ The State CIO or designee ▪ Deputy Secretary for Children's Medical Services of DOH or designee ▪ Agency for Persons with Disabilities representative with waiver prep and submission experience ▪ A representative of Florida Healthy Kids Corporation ▪ A representative of the Department of Elder Affairs with Medicaid Program Experience ▪ A representative of the Department of Financial Services with state financial process and PALM experience
Meeting Frequency	Quarterly or as requested by the Chair	

Exhibit 2-8: FX Executive Steering Committee

2.2.2 FX IMPLEMENTATION TEAM

GOVERNANCE COMMITTEE	FX IMPLEMENTATION TEAM (FXIT)
Responsibility	<p>FXIT has discussion and analysis responsibility related to operational project decisions. The FX Director is the Chair of this committee and facilitates the decision-making process at this level. For those items that need additional input or escalation, the FX Director will escalate to the Secretary's designee, the FX Executive Sponsor, for decision at FX Program Execution or FX Program Oversight depending on the topic as described in Section 2.1.</p>



GOVERNANCE COMMITTEE	FX IMPLEMENTATION TEAM (FXIT)
Membership	<ul style="list-style-type: none"> ▪ FX Director (Chair) ▪ Assistant Dept Secretary Medicaid Operations ▪ Information Technology Representative ▪ Provider Management Sponsor ▪ Data Governance Representative ▪ Medicaid Fiscal Agent Operations Chief ▪ Unified Operations Center Sponsor ▪ Medicaid Program Analytics Bureau Chief ▪ HQA Director's Office Representative
Meeting Frequency	Bimonthly on the first and third Wednesday of each month. Meeting dates may change at the discretion of the FX Director. Delegates are allowed at the discretion of the FX Director.

Exhibit 2-9: FX Implementation Team

2.2.3 FX WORK GROUPS, FX TECHNOLOGY STANDARDS COMMITTEE, AND FX DATA

GOVERNANCE COMMITTEE	WORK GROUPS, FX TECHNOLOGY STANDARDS COMMITTEE, AND FX DATA
Responsibility	Decision-needs referred to FX Governance will occasionally require specialized subject matter expertise and a more robust time commitment to effectively analyze options and develop recommendations for the Secretary, or designee. On these occasions either Governance tier may refer these topics to an ad hoc work group, or to either one of the permanent work groups: FX Technology Standards Committee (TSC) or FX Data.
Membership	<p>The TSC work group is chaired by the Agency CIO and comprised of Agency and SEAS staff to advise on the eight documented FX Technical Standards.</p> <p>The FX Data work group consists of a chair, data stewards, and custodians representing the MES.</p> <p>Ad hoc work groups may be created upon request and staffed per Governance.</p>
Meeting Frequency	As necessary when topics are referred from FX Governance or the FX EPMD. If subject matter experts identify issues of relevance to FX Governance, they can raise these topics with the relevant FX Governance committee and request a work group referral.

Exhibit 2-10: FX Work Groups, FX Technology Standards Committee, and FX Data



SECTION 3 FX GOVERNANCE OPERATIONALIZATION

3.1 GOVERNANCE OPERATIONALIZATION RESPONSIBILITIES

Under the direction of the FX Director, the FX Program Administration Team plans, schedules, conducts, facilitates, and documents the necessary FXIT meetings as follows:

- Set the date, time, and room location at the Agency's headquarters (**Note:** If a virtual meeting is required, the Agency will coordinate the meeting logistics and related virtual meeting links)
- Coordinate room set up, as applicable
- Develop the meeting agenda
- Send the meeting invitation and agenda to FXIT members and other invited guests
- Source meeting materials from the project teams or other relevant SMEs and distribute the meeting materials electronically in advance of the meeting
- Document and upload meeting materials into the FX Projects Repository
- Print and distribute meeting discussion materials for review in the meeting
- Confirm the meeting objectives and agenda
- Facilitate the meeting
- Confirm and document Secretary or designee decisions and any action item resulting from the meeting discussion

Under the direction of the FX Director, the FX Program Administration Team plans, schedules, conducts, facilitates, and documents the recurring ESC meetings as follows:

- The FX Director, with the FX Executive Sponsor, will prepare the agenda
- The FX Executive Sponsor chairs the ESC; however, the FX Director shares responsibility for conducting the meeting as a non-voting participant
- The FX Director will update the ESC on matters related to the FX Program scope, schedule, and budget made by FX Program Execution and resources and other relevant program information
- The FX Director prepares and distributes the agenda, status reports, and other applicable documents for review prior to the meeting to ESC members
- A quorum of the ESC consists of at least 11 members present
- The ESC action shall be taken by a vote from at least 10 affirmative votes with the Chair voting on the prevailing side
- The ESC meetings will be scheduled at least two weeks in advance with ESC members, and publicly noticed at least one week prior to the meeting date



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- The FX Executive Sponsor will allow for public comment before any ESC actions are taken by vote
 - A meeting agenda will be provided when the meeting is noticed