

# One-Stop System Design

**Effective Date: 7/01/2020**

**Duration: Indefinite**

**PURPOSE:** This policy provides Local Workforce Development Boards (LWDBs), One-Stop Operators (OSO), and other workforce system sub-recipients guidance concerning the continued development of a seamless, statewide One-Stop service delivery system design that is quality-focused, employer-driven, customer-centered, and tailored to meet the needs of regional economies. Finally, this policy addresses the functional alignment of staff and services to eliminate inefficient practices and prevent duplication of services.

**BACKGROUND:** The vision for Tennessee's One-Stop service delivery system is to align a wide range of publicly and privately-funded education, employment, and training programs to provide high-quality workforce development services to job seekers, workers, and businesses, as outlined in TEG 04-15. The Workforce Innovation and Opportunity Act (WIOA) recognizes the value of workforce development and provides resources to enhance the quality of its One-Stop Centers.

WIOA strengthens the ability of states, regions, and local areas to align investments—in categories such as workforce, education, and economic development—to target regionally in-demand jobs and individuals with barriers to employment. WIOA also reinforces the partnerships and strategies necessary for AJCs to provide job seekers—and those already employed—with the high-quality career development services, education and training, and supportive services they need to obtain jobs and remain employed.

The Governor of Tennessee has assigned the role of State Administrative Entity to the Workforce Services Division (WFS Division) of the Tennessee Department of Labor and Workforce Development (TDLWD). Additionally, the Governor appointed the State Workforce Development Board (SWDB)—according to WIOA Section 101—to oversee and guide the activities of the WFS Division. Together the TDLWD and SWDB guide the integrated, statewide One-Stop service delivery system known as the American Job Center (AJC) system.

The AJC system enhances the range and quality of workforce development services available to job seekers and businesses through a coordinated regional and local approach among partner agencies representing labor, education, and social support organizations. Furthermore, the AJC system provides high-quality education, employment, and training across both Tennessee and the United States.

## I. Tennessee’s Workforce Development System:

Tennessee’s workforce development system is divided into nine (9) Local Workforce Development Areas (LWDAs): across three (3) regions:

East Region	Middle Region	West Region
Northeast LWDA	Northern Middle LWDA	Northwest LWDA
East LWDA	Southern Middle LWDA	Southeast LWDA
Southeast LWDA	Upper Cumberland LWDA	Greater Memphis LWDA

The LWDAs are represented by a consortium of county mayors, known as Local Elected Officials (LEOs), who select a Chief Local Elected Official (CLEO) to act as the signatory for the LWDA.

WIOA requires the establishment of a Local Workforce Development Board (LWDB)—which must be certified by the Governor—to guide workforce development initiatives within each of LWDA.

The NETLWDB must collaborate with the CLEO (and LEOs) to govern workforce development initiatives within the NETLWDA, such as:

- Development of the Local Plan, as outlined in WIOA Section 107(d)(1);
- Selection of the One-Stop Operator and Career Service Provider, WIOA Section 107(d)(10); and,
- Oversight of accessibility for individuals with disabilities, WIOA Section 107(d)(13).

## **II. Service Delivery within the American Job Center System:**

The AJC system must include at least one (1) comprehensive center that is physically located within the NETLWDA. The NETLWDB may choose to establish additional comprehensive centers, affiliate sites, or access points within the LWDA.

## **III. Comprehensive American Job Centers:**

The comprehensive center must provide career services, outlined in WIOA Section 134(c)(2) and 20 CFR 678.430, and ensure job seekers and employers have access to programs, services, and activities of all required One-Stop partners.

### **A. Comprehensive Center Access:**

A comprehensive center must be physically and programmatically accessible to individuals with disabilities and provide:

- Assistance from at least one (1) WIOA Title I staff person who is physically present at the center during all operational hours;
- Assistance from at least one (1) Title III program staff person who is physically present at the center during all operational hours; and
- Direct links to One-Stop Partner staff who can provide program information or services to the customer.

### **B. A Comprehensive Center Must Provide:**

- Provide basic career services (such as eligibility determination, initial assessment of skills, job search placement assistance, and labor market information);
- Provide access to training services (such as occupational skills training, on-the-job training, incumbent worker training, skills upgrading and retraining, and job readiness training);
- Provide access to any employment and training activities under WIOA Section 134(d); and
- Provide access to employment and training activities carried out by One-Stop Partners;
- Workforce and labor market information; and
- Phone use for job seekers, fax machine use to transmit documents, or access to a computer in the resource room.

## **IV. American Job Center Affiliate Sites:**

Affiliate sites are created to supplement and enhance customer access to AJC services in support of comprehensive centers. Unlike a comprehensive center, an affiliate site does not need to provide access to every required One-Stop Partner program. An affiliate site must be physically and programmatically accessible to individuals with disabilities, as required by WIOA Section 188 and its implementing regulations at 29 CFR Part 38. At least one (1) WIOA Title I staff who is physically present during all office hours.

The frequency of One-Stop Partner program staffs physical presence in an affiliate site will be determined through partner memorandum of understanding (MOU) negotiations conducted at the local level, within the parameters of the Federal regulations at 20 CFR 678.310 through 678.320,

34 CFR 361.310 through 361.320, and 34 CFR 463.310 through 463.320. (TEGL 16-16)

Stand-alone Wagner-Peyser centers are not permitted. The partner program administering Local Veterans' Employment Representatives (LVERs), Disabled Veterans' Outreach Program Specialists (DVOP Specialists), or unemployment compensation programs would not count as the other partner for purposes of this requirement.

#### **V. American Job Center Access Points:**

Access points are created to supplement and enhance customer access to AJC services in support of comprehensive centers and affiliate sites. These sites make one (1) or more of the One-Stop partners' programs, services, and activities available to job seekers and employers. Libraries are recognized as important providers of Federally-supported training and employment for adult education and literacy.

#### **VI. Specialized Centers:**

Specialized centers address the specific needs of key industry sectors, or clusters. Based on specific needs within a LWDA, the LWDB—in conjunction with the partners and OSO—may determine that a specialized center is more appropriate to serve a particular population and may choose to operate a specialized center.

A specialized center may be established to serve a specific group of dislocated workers affected by a regional lay-off. In this example, the specialized center would provide a variety of services tailored to the needs of the dislocated workers, to include: career coaching, networking opportunities, comprehensive assessment, and employer meetings.

A Specialized American Job Center Must:

- Be physically and programmatically accessible to individuals with disabilities;
- Be established to serve a specific group (youth, veterans, key industry sectors, or other specified groups as determined by the LWDB);
- Provide a variety of services tailored to the needs of the specific group, including career coaching, networking opportunities, comprehensive assessment, and employer meetings; and,
- Provide flexible office hours, such as evenings and weekends, set by the LWDB.

#### **VII. Branding of American Job Centers:**

Branding is a responsibility of the LWDB and LWDB staff, but the OSO is responsible for ensuring that branding reflects TDLWD standards. Furthermore, the OSO must report to the LWDB quarterly on any problems that they are experiencing with maintenance of branding standards. The AJCs' branding must be used to ensure recognition of the statewide seamless workforce system. Brochures, flyers, advertising media and announcements, stationery, business cards, and name tags used by the center staff must reflect the AJC. Signage outside and inside all comprehensive and affiliate centers must reflect the AJC branding.

More information can be found in the AJC Style Guide. Please note that all products must adhere to the AJC branding guide requirements. All products must be procured according to proper standards; publications intended for the general public must be approved by the LWDB.

#### **VIII. American Job Center Business Hours:**

AJCs are required to be open during statewide core hours at a minimum of 8:00 a.m. to 4:30 p.m. during weekdays. The LWDB may establish service hours at other times to accommodate schedules of individuals who work during regular business hours or who are not able to access the AJCs during regular business hours.

The TDLWD WFS Division encourages access to services outside of regular business hours (such as nights and weekends) when doing so is possible and best serves the needs of the AJC customers.

**IX. American Job Center Holiday Closures:**

Holiday closures must conform to TDLWD recognized holidays. AJCs must adhere to these holidays, regardless whether they are observed by other agencies involved in the operation of the AJC. The hours of operation for the AJC located within a community college must adhere to the TDLWD hours and holidays, rather than the hours set by the community college. LWDBs must advise entities bidding or contracting to serve as OSO and/or service provider that they must adhere to these scheduling guidelines.

**X. Entities that Oversee the American Job Center System:**

A single entity cannot perform the functions of Fiscal Agent, LWDB staff, OSO, and Career Service Provider (CSP). However, the LWDB staff may serve as the Fiscal Agent. More information regarding each entity’s responsibilities within the AJC system are included below:

**A. Local Workforce Development Board Staff:**

In general, the LWDB staff serves a supportive role to ensure that all roles and responsibilities in WIOA Section 107(d) are fulfilled by the LWDB. The LWDB staff assists to competitively procure the OSO and CSP.

The LWDB staff (or the LWDB itself), may not serve as the OSO and/or CSP (except for Youth Services). LWDB staff—under the direction and subject to the approval of the LWDB—must competitively procure the OSO and CSP. The LWDB enters into a MOU and IFA with the OSO. This agreement establishes shared success indicators, operating strategies and procedures, and customer flow to promote effective, seamless service delivery.

**B. Fiscal Agent:**

In general, a Fiscal Agent may be appointed by the CLEO to oversee expenditure of WIOA funds, document procurement of materials necessary to operate an AJC, and monitor fiscal operations within the AJCs as they relate to administrative expenses and service provision. Alliance for Business & Training (AB&T) has been designated as the Fiscal Agent for NETLWDA WIOA funding. An entity designated by the CLEO as Fiscal Agent (AB&T) may not serve as the OSO or CSP. This prohibition is in place to ensure fiscal integrity with monitoring, performance, and procurement requirements. However, a single entity may serve as fiscal agent and LWDB staff or separate entities may be used for each function. A LWDB may also opt to form as a 501(c)(3) and hire direct staff to carry out LWDB functions.

**C. Regional Planning Council:**

**1. Membership:**

The Regional Planning Council (RPC) is comprised of its core WIOA partners:

- Title I-Workforce Development Activities
- Title II-Adult Education and Literacy
- Title III-Amendments to the Wagner-Peyser Act
- Title IV-Amendments to the Rehabilitation Act of 1973

**2. Additional WIOA Partners:**

The RPC should also include other WIOA partners, such as:

- Career and Technical Education
- Post-secondary Representatives
- Department of Human Services
  - Temporary Assistance for Needy Families (TANF)

- Supplemental Nutrition Assistance Program (SNAP)
- Economic and Community Development
- Department of Corrections
- Other partners required to meet the State Vision, Goals, and Objectives

### **3. Roles and Responsibilities:**

- Meet quarterly to advise and recommend action plans for the Local Workforce Development Areas (LWDAs);
- Meet monthly during Regional Plan development
- Ensure the WIOA regional plan streamlines regional workforce systems by focusing on key State goals and objectives provided in the Regional and Local Plan policy;
- Foster a culture of achievement within the region;
- Set WIOA implementation schedules and meetings with stakeholders; and

### **D. One-Stop Operator:**

The OSO is competitively procured to monitor all operations within the AJC system of a LWDA.

The following entities can serve as an OSO:

- A public, private, or non-profit organization
- A consortium, which must include at least three (3) required WIOA partners
- An institution of higher education
- A State Wagner-Peyser Employment Agency
- A community based, non-profit organization
- Interested Organizations such as local Chamber of Commerce, business or labor organization

At a minimum the OSO must coordinate service delivery of required AJC partners. The following items are the other required duties of the OSO:

#### **1. Manage Daily AJC Operations:**

To ensure that all AJCs are operating in an effective and efficient manner, the OSO must:

- Manage daily operations in coordination with WIOA fiscal agent for the lease, utilities and other activities to support the center;
- Manage AJC hours of operation; and
- Ensure that every AJC in the LWDA is physically and programmatically accessible to individuals with disabilities.

#### **2. Ensure Coordination of Partner Programs within the AJC System:**

To ensure all required services are provided in the AJC system the OSO must:

- Maintain a list of all partner programs, to include a brief description of services available by each partner within each AJC;
- Monitor partner adherence to the MOU and report MOU changes to the LWDB;
- Provide integration of services in the center under the direction of the Regional Planning Council;
- Disseminate and implement state and local policy and procedural changes to all applicable program staff within the AJC;
- Ensure compliance with all federal, state and local regulations and policies;
- Make core services available, as directed by the Regional Planning Council;
- Schedule regular meetings with partners to address areas of concern, best practices, and technical assistance; and
- Design an integrated system to coordinate referrals across the AJC system.

#### **3. Evaluate the Customer Experience:**

To ensure seamless service delivery within the AJC system, the OSO must:

- Hire and supervise “shared” staff in the welcome function, if applicable;
- Develop a plan to ensure adequate staffing within the AJC, to include cross-training of partner program staff;

- Ensure priority of service is given to targeted populations;
- Ensure that basic services are available (orientations, labor market information, resource room);
- Improve AJC operations by analyzing:
  - Traffic counts;
  - Customer sign-ins to according to each partner program;
  - Registration of job seekers;
  - Compliance with data validation; and
  - Evaluation of equal opportunity and customer complaints;
- Market OSO services in coordination with the LWDB; and
- Assure appropriate AJC branding and logos are included in all marketing materials and presentations.

#### **4. Evaluate Negotiated Performance Measures:**

To report on how well the AJC system is meeting negotiated performance measures the OSO must:

- Write a plan to address how the AJC system will support the Local and Regional Plans;
- Facilitate maintenance and sharing of data within Jobs4TN;
- Report monitoring and compliance using Jobs4TN on topics such as performance metrics and cost per participant;
- Reporting to LWDB on operations, performance and continuous improvement recommendations; and
- Make available other activities and programs carried out under their program direction or authorizing law.

#### **5. Functional Leader**

The OSO must perform the following functions along with functional team leads.

- Create staffing plans that provide adequate office coverage at all times, including in a manner that allows fair and equitable opportunity for time off;
- Coordinate staff vacations/leave with formal supervisors to ensure adequate coverage by AJC staff;
- Coordinate with Team Leads to ensure staff are cross-functionally trained
- Design a room-scheduling system for workshops and meetings;
- Approve posted informational signs;
- Ensure that all staff members present a professional and positive image; and
- Ensure that consistent communication procedures are followed

The OSO must not perform the following functions:

- Assist in the development, preparation and submission of the Local Plan;
- Develop or submit a budget for activities of the LWDB;
- Manage or participate in the competitive selection process of the OSO;
- Select or terminate the OSO, CSP, or partner providers;
- Negotiate local performance accountability measures or the LWDB budget; or
- Be responsible for oversight of itself.

### **XI. Supervision Under the Memorandum of Understanding:**

In order to ensure seamless service delivery to workforce system customers, all individuals working in a comprehensive or affiliate will experience two (2) levels of supervision:

#### **A. Formal Supervision:**

The formal leader has responsibilities as the employer of record. A Partner Staff Manager is an example of formal supervision. The partner staff manager retains authority over all actions that may affect the current base pay, status, or tenure of classified State employees. The partner

retains the sole discretion to determine which partner employees shall occupy partner positions throughout the State. The partner staff supervisor must:

- Approve vacations, sick leave, and personal leave, in conjunction with Team Lead and OSO
- Approve travel and travel expenses, in conjunction with Team Lead and OSO
- Maintain direct supervision over their respective staff and volunteers that support their program;
- Ensure staff is adequately trained on their respective program rules and regulations; and
- Ensure staff is capable of effectively delivering program services and activities within a seamless service delivery environment.
- Take responsibility for-and retain sole discretion for-anything that may affect the current base pay, status, and tenure of their respective staff, or any of the following employee actions such as:
  - Hiring;
  - Promotion;
  - Termination;
  - Corrective or disciplinary action;
  - Grievances;
  - Permanent assignments (functional supervisors may temporarily assign staff to ensure coverage and promote integrated service delivery);
  - Permanent transfer (functional supervisors may temporarily assign staff to ensure coverage);
  - Performance evaluations (with input from the functional supervisor);
  - Timesheets and leave approval; and
  - Approval of costs not addressed.

**B. Functional Supervision:**

A functional leader may have the authority to organize and supervise staff, without regard to the program that funds an individual staff member and will focus on day-to-day supervision of service delivery efforts. The OSO is an example of functional supervision.

Each comprehensive AJC must have a group of Team Leads who operate under the direction of the OSO. Team Leads provide functional supervision and must be chosen from partner program staff operating within the AJC. Team Leads must collaborate as a group with the OSO to:

- Create staffing plans that provide adequate office coverage at all times, including in a manner that allows fair and equitable opportunity for time off;
- Create a permanent work schedule, including lunches and breaks
- Ensure all staff members are adequately trained;
- Ensure that all staff members adhere to LWDB policies and procedures;
- Ensure that all staff members present a professional and positive image;
- Ensure that consistent communication procedures are followed;
- Ensure that internal policy and procedures are followed;
- Ensure that the environment is professional; and
- Participate in cross-training of staff as determined necessary by the OSO.

Individual partner program staff will be supervised by their respective Partner Staff Manager and will have supervisory authority over staff providing partner services within the respective LWDA. Each comprehensive center shall have Team Leads, as approved by the Regional Planning Council.

## **XII. Establishment of Functional Teams:**

The following functional teams are monitored and overseen primarily by the OSO, with assistance from the Team Leads.

### **A. Welcome Function:**

The welcome function must be shared between all AJC partners located in the Comprehensive AJC. Each welcome function must include the Virtual One-Stop greeter (VOS greeter) kiosk as part of the point of entry. Participants must be checked in via the VOS greeter to determine priority of service, reasons for the visit, service needs, and to track customer flow.

The welcome function may be performed by an independent staff person paid for through the Infrastructure Funding Agreement (IFA).

Every job seeker must have access to basic career services through the welcome process.

Services associated with the welcome function must include the following:

- Outreach, intake, and orientation to inform applicants and participants of all One-Stop services;
- Initial assessment to assess participants needs;
- Access to the resource room and information concerning other programs and services;
- Labor market information about eligible providers; and
- Labor market information about the LWDA.

The welcome function also includes the resource room, self-directed activities, and staff-assisted services with few staff members involved. Job seekers must be encouraged to register in Jobs4TN.

### **B. Individual Career Services:**

The LWDB competitively procures the service provider(s) to case manage participants receiving services within the AJC system. At a minimum, the service provider(s) must provide the following services:

#### **1. Basic Career Services:**

These services include, but are not limited to:

- Determinations of eligibility;
- Initial assessment of skills such as literacy, numeracy, and English language proficiencies;
- Referrals to partner programs provided within the AJC system; and
- Labor exchange information such as unemployment levels and in-demand occupations.

#### **2. Individualized Career Services:**

- Development of an individual employment plan (IEP) to identify employment goals and objectives;
- Determines support service needs;
- Pre-vocational services such as soft skills training, interview skills, and professional conduct skills;
- Short-term training opportunities;
- Internships and work experiences that are linked to careers; and
- Group and individual counseling.

#### **3. Follow-Up Services:**

Follow-up services, such as counseling regarding the workplace, must be provided to Adult and Dislocated Worker program participants who obtain unsubsidized employment. Follow-up services must last for up to twelve (12) months following the first day of employment.

### **C. Business Services:**

In order to effectively serve business to connect employees to jobs, the business services team must:

1. Enhance relationships with employers through local AJC's via Labor Exchange, Veterans' Programs, Trade Act, RESEA, Unemployment Insurance, and Local Workforce Development Areas.

2. Work with Tennessee Economic and Community Development (TNECD) to promote job expansion and attract new businesses.
3. Establish a process to deliver employer services through a functionally aligned, seamless delivery system.
4. Provide and track training to Workforce System partners to build the capacity to serve employers and to help them better understand labor market information data.
5. Establish policies and procedures to support meeting the skills needs of employers.
6. Use the AJC brand to market at consistent message and image to employers and job seekers.
7. Develop opportunities for the supply side of the Workforce System by demonstrating the values and benefits of participation to employers.
8. Assist with and train employers on listing job openings using the Jobs4TN system.
9. Pursue high-demand, sector based workforce collaborative that includes employer engagement.
10. Assist employers with recruiting skilled workers.
11. Act as a resource for business customers; to answer questions, address concerns, and provide resources.
12. Develop a plan to manage participation in community events and promote services available through the American Job Centers.

### **XIII. Tennessee Department of Labor and Workforce Development Responsibilities:**

The TDLWD is responsible for establishing and overseeing the workforce system and ensuring workforce development services are provided to businesses and job-seekers. The TDLWD responsibilities, in regard to establishing and overseeing the statewide seamless service delivery system include the following:

- Develop statewide policies and directives
- Ensure each LWDB develops and maintains a single umbrella or individual partner MOU(s), to include working IFA(s) and Cost Allocation Plan(s). The TDLWD Grants and Budgets Unit will provide a template for establishing the IFA.
- Negotiate statewide performance measures with the U.S. Department of Labor (USDOL)
- Negotiate local performance measures with LWDBs
- Prepare the Tennessee State Plan and submit it to the USDOL
- Review and approve Regional and Local Plans and ensure alignment with the State Plan
- Prepare an annual report on the workforce system
- Prepare and initiate contracts between the LWDBs and the TDLWD
- Monitor and evaluate the local workforce systems to ensure compliance with federal and state policies and directives.
- Provide or contract for technical assistance and training to ensure that performance measures are met, and that opportunities for continuous improvement are identified
- Require corrective action or impose sanctions on a LWDB, or other WIOA sub-recipient, for significant inability or failure to perform as required by the TDLWD (consistent with Workforce Services Incentives and Sanction Policy).
- Evaluate the effectiveness of the statewide workforce system, including a qualitative and quantitative program analysis of program goals, performance, success indicators, outcomes, cost efficiencies, partner collaboration, and customer satisfaction.
- Compile and submit data and reports on partner program outcomes and performance as required by the USDOL and TDLWD.

### **XIV. Workforce System Communication Protocol:**

To promote better coordination of the delivery of workforce services, all communication regarding workforce system policy, guidance, and information will flow from the TDLWD to the LWDBs, and RPCs. The RPCs must inform the OSO, AJC staff, and required partners. Communications regarding partner program policy, guidance, and information will be communicated from WFS

Division program staff to appropriate AJC staff responsible for program administration. This procedure ensures the local administrative entity and the Regional Planning Councils are simultaneously copied.

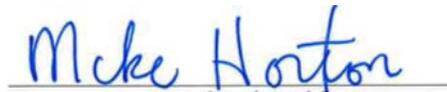
**XV. Relocation or Closure of an American Job Center:**

Any plan for potential comprehensive or affiliate center closure or relocation requires LWDBs to immediately notify the TDLWD Commissioner by email (Workforce.Board@tn.gov). Notification must be provided 90 days prior to the potential closure or relocation. Furthermore, any relocation or closure requires notification of all LEOs and state officials affected by the action. The LWDB and the Commissioner will work together to evaluate the potential AJC closure or relocation and seek alternative means to continue services in the affected area. The final decision to close or relocate a comprehensive or affiliate AJC will be a joint decision between the TDLWD Commissioner and the LWDB.

**CONTACT:** Questions concerning the above may be addressed to Kathy Pierce, Executive Director of the NETLWDB at [kpierce@ab-t.org](mailto:kpierce@ab-t.org).

This policy will remain in effect until amended, modified, or set aside by the Northeast Tennessee Local Workforce Development Board.

APPROVED:

A handwritten signature in blue ink that reads "Mike Horton". The signature is written in a cursive style and is positioned above a horizontal line.

Mike Horton  
NETLWDB Chair