



STATE OF TENNESSEE
DEPARTMENT OF LABOR AND WORKFORCE DEVELOPMENT
WORKFORCE SERVICES DIVISION
220 French Landing Drive
Nashville, TN 37243-1002
(615) 741-1031

WORKFORCE SERVICES POLICY #8.0

Subject: ONE-STOP DELIVERY SYSTEM

Topic: This policy provides Local Boards and other Workforce System Sub-Recipients with instruction and guidance on the American Job Center delivery system and emphasizes, encourages and supports the continued development of a seamless statewide one-stop delivery system that is demand-driven, skills-based, and accessible. This policy ensures the statewide system focuses on quality and seamless services to business and job seeker customers through coordination and non-duplication among the programs and activities carried out by Workforce System Partners. This policy provides role clarification and a framework from which the Workforce System entities may work collaboratively. This policy builds upon and enhances the Tennessee Department of Labor and Workforce Development's 5-Year Integrated Strategic Plan. This policy clarifies the brand name associated with the Tennessee Career Center delivery system.

Scope: Tennessee Department of Labor and Workforce Development (TDLWD), State Workforce Development Board (State Board), One-Stop Operator (Operator) as defined in 662.220; Local Workforce Investment Boards (LWIB), Local Workforce Investment Areas (LWIA), other Workforce System Sub-Recipients (Sub-Recipients), and Workforce System Partners (Partners). Comprehensive Career Center (Center); Affiliate Career Center (Affiliate Career Center); Workforce Services Division (WSD); American Job Centers (Workforce System)

References: Title I of the WIA of 1998, as amended (29 U.S.C. 2801 et seq.); WIA Regulations, 20 CFR Part 652 et al, 29 CFR Part 95-97; Office of Management and Budget (OMB) cost principles codified in 2 CFR Part 220, Part 225 and Part 230; Tennessee Workforce Development Act of 1999, Tenn. Code Ann. Title 4, Chapter 3, Part 14, §4-3-1401 et. seq. One-Stop Comprehensive Financial Management Technical Assistance Guide (Chapters I-1 through I-6); Workforce Services Policy # 7, Workforce Service Integration.

Definitions:

- A. One-Stop Centers in Tennessee are called American Job Centers.

- B. Local Workforce Investment Boards referenced in the WIA are called Local Workforce Investment Boards (LWIBs) in Tennessee.
- C. One-Stop Operators are called Workforce System Operators (Operators) in Tennessee
- D. The term seamless refers to a service delivery system that maintains individual agency identities and formal supervision lines of authority behind the scene, however, provides an integrated approach to serving job seeker and business customers through a focus on functions rather than agencies and funding streams.

Background: Title I of the WIA assigns responsibilities at the local, state, and federal levels for the creation and maintenance of a one-stop delivery system. The one-stop delivery system is charged with enhancing the range and quality of workforce development services available to job seekers and businesses through a coordinated approach among partner agencies. The Governor of Tennessee has assigned the role of State Administrative Entity to the TDLWD. A State Board was appointed by the Governor according to WIA alternate entity requirements. The State Board and the TDLWD are responsible for guiding the establishment of a statewide seamless one-stop delivery system, called the American Job Center (Workforce System). This system is a collaborative effort among education, business, public agencies, and community-based organizations to provide services to job seekers and employers in a seamless manner. Participating entities are called Workforce System Partners (Partners). Services are provided through a variety of access points. Each LWIA is required to have at least one comprehensive center that includes at a minimum three Partners: WIA Adult and Dislocated Worker services, Wagner-Peyser labor exchange, and access to Unemployment Insurance services. Additional access points may include Affiliate Centers as well as Partner agency locations.

LOCAL BOARD RESPONSIBILITIES: The WIA requires a LWIB be established in each LWIA of a State, and be certified by the Governor of the state to set the policy for the LWIA. Overall guidance on the designation of LWIBs and their roles, responsibilities and authority is provided in Tennessee Workforce Development Act of 1999, Tenn. Code Ann. Title 4, Chapter 3, Part 14, §4-3-1401 et. seq. The following is specific guidance related to the roles and responsibilities of LWIBs in regard to the Workforce System. Please see Workforce Services Policy # 6.0, Local Governance and Certification, for additional LWIB guidance.

- A. **Service Delivery.** The Workforce System must include at least one comprehensive physical Center in each LWIA. The LWIB may choose to establish additional comprehensive and affiliate Centers.
 - (1) **Comprehensive Centers.** The comprehensive Center must provide core services specified in Section 134(d)(2) of the WIA, and provide job seekers and employers access to Partner services specified in Section 121(b)(1). Each comprehensive Center must have on-site WIA Adult and Dislocated Worker services, Wagner-Peyser labor exchange services, and access to Unemployment Insurance services. WIA and Wagner-Peyser services must be present and available full-time during posted work hours with access to information regarding Unemployment Insurance and partner services.

Information regarding Unemployment Insurance may include providing written instructions or may be technology-based support such as a phone for job seekers to use to contact the Unemployment Insurance Call Center, use of a fax machine to transmit paperwork to the Unemployment Insurance Call Center, or access to a computer in the resource room. Required Partners must be available on-site or through electronic or referral means. Partners are encouraged to co-locate in Centers either full-time or on an itinerant basis and will be given priority over other tenants when space is assigned. Center hours may vary; however Centers are required to be open during statewide core hours at a minimum of 8:00 a.m. to 4:30 p.m. Local Boards are encouraged to have extended hours that provide access to job seekers and employers during times they are available such as evenings or Saturdays. Extended hours may provide targeted access to specific services such as job search and resume writing. These services may also be available through Partner locations, such as libraries or adult education centers.

- (2) **Affiliate Career Centers.** An affiliate Career Center must, at a minimum, include the full-time physical presence of WIA Adult and Dislocated Worker services during posted work hours. In addition, an affiliate Career Center may make one or more Partner services and activities available through scheduled on-site presence, via technology, cross-training of staff, or referral.
- (3) **Stand-Alone Wagner-Peyser Services.** An office that provides stand-alone Wagner-Peyser services will not be considered an affiliate Career Center and will not be the responsibility of the respective LWIB or Operator.
- (4) **Itinerant Services.** LWIBs may authorize itinerant services defined as WIA Adult and Dislocated Worker services offered on a part-time basis. The respective LWIB and Operator are responsible for the itinerant services provided; however any location offering only itinerant services is not considered an affiliate Center and will not be the responsibility of the respective LWIB or Operator.
- (5) **LWIB Relocation or Closure of a Center.** LWIBs must notify the Commissioner of any plan for potential affiliate or comprehensive Center closure or relocation. The LWIB and the Commissioner will work together to evaluate the potential Career Center closure or relocation and seek alternative means to continue services in the affected area. The final decision to close or relocate an affiliate or comprehensive Career Center will be a joint decision between the LWIB and the Commissioner. LWIBs must comply with the federal requirement of having at least one comprehensive Career Center in each LWIA. Any relocation or closure requires immediate notification of all CEOs and State Officials affected by the action.

- B. Local Workforce System Supervision.** In order to ensure seamless service delivery to workforce system customers, all individuals working in an affiliate or comprehensive Center or providing WIA Adult and Dislocated Worker itinerant services will experience two levels of supervision: direct and functional.

- (1) Direct supervision requires that individuals be formally supervised by their respective program manager. See #7 WS Service Integration policy.
- (2) Functional supervision requires individuals physically located in a Center be organized by functional unit and supervised by the Partner Consortium in their LWIA. Work will be coordinated and assigned by function rather than by funding source. See #7 WS Service Integration policy.

C. Operator. LWIBs, in consultation with the Chief Elected Official, are responsible for the oversight and selection of the Operator of the local Workforce System. This is accomplished in part through the designation of the Partner Consortium. LWIBs must designate a Partner Consortium for their LWIA that will ensure seamless service delivery within each Center. In Tennessee, the Partner Consortium must be made up of three partner agencies including a WIA Adult and Dislocated Worker service provider, Wagner-Peyser agency, and a third required Partner chosen by the LWIB.

(1) **Designation.** Individual consortium partners will be supervised by their respective agency, must work in the LWIA, and have supervisory authority over staff within the respective LWIA. Each Comprehensive Center shall have a team based group of Site Leads as approved by the Partner Consortium.

(2) **Partner Consortium Agreement.** LWIBs must enter into an agreement with the three consortium partner agencies that, at a minimum, must include the following sections:

(a) **Site Leads.** The agreement must include a description of how the Leads will be determined among the participating partner agencies that comprise the Partner Consortium, what the specific role of the Leads will be, and how the Leads will encourage consensus building among the team.

(b) **Center Service Delivery Design.** The agreement must describe in detail how the following will be accomplished and maintained:

- (i) Organization and coordination by function for all Partner staff physically located within an affiliate or comprehensive Center;
- (ii) Ensure seamless service delivery is implemented and managed in all affiliate and comprehensive Centers to include details of the day-to-day functional supervision that may take the form of a Site Director or other means as determined effective;
- (iii) Work with Partners to establish a customer flowchart that includes access to and services available for core, intensive and training activities;
- (iv) The purpose and activities of the seamless functional units incorporating individual partner activities, at a minimum, in accordance with personnel rules and collective bargaining agreements;

- (v) Schedule and participate in meetings to be held at least quarterly between the Partner Consortium and other required Partners to discuss services, customer flow, partner referrals, and performance outcomes;
- (vi) Develop operational procedures and protocols that promote effective seamless service delivery for all Partners and do not negatively impact the performance or outcomes of any individual partner program;
- (vii) Communicate workforce system policy, guidance and information to affiliate and comprehensive Center staff and required Partners; and
- (viii) Ensure success indicators established by the TDLWD are met and recommend additional measures to the Local Board that support seamless service delivery and apply across Partner services and activities.

(c) Assurances.

- (i) Assist in the resolution of problems and concerns as requested by individual Partners;
- (ii) Direct supervision of individuals working in the Centers resides with their respective programs;
- (iii) The Partner Consortium shall have direct functional supervision over the daily activities of staff providing WIA Adult and Dislocated Worker itinerant services and staff located in affiliate and comprehensive Centers;
- (iv) Acknowledge the prohibition against the LWIB directly delivering services to include a statement that the LWIB shall ensure that the LWIB, its members, and its employees do not directly control or supervise the daily activities of its workforce service providers, and,
- (v) LWIB members or their organizations may receive services as customers.

D. Memorandum of Understanding (MOU). The purpose of the MOU is to improve the accessibility and quality of services made available to a shared customer pool. LWIBs are responsible for the development, execution, and maintenance of a MOU with all Partners physically located in each of their comprehensive and affiliate Centers and all required Partners who may provide services through technological or referral basis. The MOU must include:

- (1) Description of the services to be provided through the American Job Centers.
- (2) Description of the functional organization, customer flow and service delivery
- (3) Methods for referral of individuals to Workforce System Partners
- (4) Duration of the MOU and the procedures for amending the MOU;
- (5) RSA addendum outlining how services and operating costs of the system will be funded; methodology for cost sharing; and invoicing and payment processes;
- (6) Other provisions consistent with the requirements of the Workforce Investment Act and agreed to by the partners.

E. Resource Sharing Agreement (RSA) as an addendum to the MOU. The RSA is a fiscal document that provides the details necessary to allocate the shared costs and track the resources provided by each partner agency. By design, the RSA is a document that will change as the actual costs incurred by the partners become known. At a minimum, the following elements should be included:

- (1) List of all partners participating in the shared costs of the One-Stop
- (2) List of all shared costs including a function and benefit statement that describes how the respective shared costs are of benefit to multiple partners
- (3) Shared Costs budget (includes all the costs associated with the shared cost list)
- (4) Cost Allocation Plan outlining partner cost based on allocation methodologies that will be used to distribute the costs to each partner
- (5) Shared costs (by partner)
- (6) Resources provided by each partner to pay for its fair share of the costs
- (7) Reconciliation and modification describing the process used by partners to reconcile the proposed budget costs to the actual costs incurred by the partners in providing resources.

PARTNER RESPONSIBILITIES: All WIA required or LWIB-approved Partners who wish to be physically co-located within a Center must be willing to provide their services within the following parameters:

- A. Make their core services available and seamless as directed by the Partner Consortium;
- B. Make available through a seamless process other activities and programs carried out under their program direction or authorizing law;
- C. Ensure their staff is adequately trained on their respective program rules and regulations and capable of effectively delivering program services and activities within a seamless service delivery environment;
- D. Enter into a MOU and RSA with the LWIB establishing shared success indicators, operating strategies and procedures, and customer flow for an effective seamless service delivery; and must agree to the provision for shared cost budgets as established in the RSA.
- E. Participate in Center functional unit cross-training of staff as determined necessary by the Operator;
- F. Provide seamless services in the Center under the direction of the Partner Consortium;
- G. Ensure adequate staff coverage at all times by coordinating leave requests with the Partner Consortium;
- H. Maintain direct supervision over their respective staff and volunteers that support their program; and,
- I. 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:
 - (1) Hiring;
 - (2) Termination;
 - (3) Discipline;

- (4) Promotion;
- (5) Permanent assignments (functional supervisors may temporarily assign staff to ensure coverage and positively impact service and a seamless service delivery);
- (6) Permanent transfer (functional supervisors may temporarily assign staff to ensure coverage);
- (7) Performance evaluations - with input from the functional supervisor;
- (8) Grievances;
- (9) Corrective action;
- (10) Disciplinary action;
- (11) Timesheet and leave approval; and,
- (12) Approval of costs not addressed in the MOU with the Local Board related to the operation of the Center.

TDLWD RESPONSIBILITIES: The TDLWD is responsible for establishing and overseeing the Workforce System and ensuring a business and job seeker focused seamless service delivery. The TDLWD responsibilities in regard to establishing and overseeing the statewide seamless service delivery system include, but are not limited to, the following:

- A. Develop statewide policies;
- B. Establish and disseminate directives;
- C. Ensure each LWIB develops and maintains a single umbrella or individual partner MOU(s) that includes a working RSA(s) and Cost Allocation Plan(s); and the TDLWD will provide the template for establishing resource sharing agreements as outlined in the One-Stop Comprehensive Financial Management Technical Assistance Guide.
- D. Negotiate statewide performance measures with the U.S. Department of Labor followed by negotiating with LWIBs for LWIA performance measures;
- E. Review and approve LWIA Plans;
- F. Prepare Tennessee's State Plan and submit it to the U.S. Department of Labor;
- G. Prepare an Annual Report on the Workforce System;
- H. Prepare and initiate contracts between the LWIBs and the TDLWD;
- I. Monitor and evaluate the local Workforce Systems to ensure compliance with state and federal policies and directives;
- J. Provide or contract for technical assistance and training to ensure performance measures are met, a seamless delivery system is operational, and opportunities for continuous improvement are identified;
- K. Require corrective action or impose sanctions on a LWIB or other WIA Sub-Recipient for significant inability or failure to perform as required by the TDLWD, consistent with Workforce Services Policy on Incentives, Sanction, and Technical Assistance, and make incentive awards available to LWIBs;
- L. Evaluate the effectiveness of the statewide Workforce System, including a qualitative and quantitative program analysis of program goals, performance, success indicators, outcomes, cost efficiencies, seamless delivery, partner collaboration, and customer satisfaction; and,
- M. Compile and submit data and reports on partner program outcomes and performance as required by the State of Tennessee and U.S. Department of Labor.

COMMON MANAGEMENT INFORMATION SYSTEM. The Centers will utilize common management information systems, including the Consolidated Management and Activity Tracking System (eCMATS), and after the on-going transition to a new case management system, the GeoSol system. These systems are used for all data collection and reporting for all required Partners located in comprehensive or affiliate Career Centers. Shared information and data agreements will be utilized to support access to information and information sharing between the Partners as allowed by authorizing law and regulations.

OUTREACH AND BRANDING. The Workforce System outreach and branding is a shared WSD and LWIB responsibility. The American Job Centers branding will 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 will reflect the American Job Center branding only. Signage outside and inside all affiliate and comprehensive Career Centers will reflect the American Job Center branding. No single partner or other tenants' signage will be combined or incorporated on the Center signage.

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 LWIBs, LWIAs and Partner Consortium. The Partner Consortium must inform affiliate and comprehensive Center staff and required Partners. Communications regarding Partner program policy, guidance and information will be communicated from the program authority at the state level to appropriate Career Center staff responsible for program administration ensuring the Local Administrative Entity and the Partner Consortium are simultaneously copied.

Contact: For questions regarding this policy, please contact Susie Bourque, Director of Policy and Special Projects, at 615-741-1031 or Susie.Bourque@tn.gov .

Effective Date: July 1, 2014

Duration: Indefinite



Dan Holton
Assistant Administrator