



**State of Tennessee
State Workforce Development Board**

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State Workforce Development Board Policy: One-Stop System Design

Effective Date: February 28, 2025

Expiration Date: Automatic Annual Renewal

I. Purpose

This policy establishes Local Workforce Development Areas (LWDAs) and communicates the minimum standards and expectations of the One-Stop System Network operating within those LWDAs. To ensure quality customer service to Tennessee's job seekers and employers, this policy outlines the following:

- Clear expectations to Local Workforce Development Boards and one-stop partners on fulfilling essential functions to support a comprehensive approach to service delivery
- Framework for implementing a modernized and innovative one-stop center network that effectively addresses the evolving needs of workforce and business communities
- Agile and adaptive workforce system that extends beyond traditional brick and mortar one-stop centers to include community outreach, the one-stop center network will deliver enhanced customer service to both job seekers and employers.

I. Background

The vision of the Workforce Innovation and Opportunity Act (WIOA) is for the public workforce system to be quality-focused, employer-driven, and customer-centered. In that pursuit, Tennessee envisions a workforce reimaged that utilizes innovative partnerships and agile service structures. Forward-thinking and data supported workforce strategies are utilized to increase access to, and provide opportunities for, the employment, education, training, and support services that individuals need to succeed in the labor market. This is achieved by providing job seekers and employers access, physically or virtually, to high-quality One-Stop

Centers that leverage partnerships to provide the high-quality career training and supportive services needed to obtain and maintain good jobs.¹ Under WIOA, One-Stop Centers and partner staff should:

- Provide job seekers with the skills and credentials necessary to secure and advance in employment with wages that sustain themselves and their families.
- Provide access and opportunities to job seekers, including individuals with barriers to employment² such as individuals with disabilities, English language learners, and individuals with low levels of literacy, to prepare for, obtain, retain, and advance in high-quality jobs and high-demand careers.
- Enable employers to easily identify and hire skilled workers and access other human resource assistance, including education and training for their current workforce. This may include assistance with pre-screening applicants, writing job descriptions, offering rooms for interviewing, and consultation services on topics like succession planning and career ladder development.
- Participate in rigorous evaluations that support continuous improvement of one-stop centers by identifying which strategies work better for different populations; and
- Ensure that high-quality integrated data informs decisions made by employers and job seekers.

Tennessee strives to ensure these services are effectively and efficiently delivered with consistent excellence. This requires full integration and coordination of partners and centers within the One-Stop System.

II. Establishment of Regions and LWDAs

Tennessee’s workforce development system is divided into nine (9) Local Workforce Development Areas (LWDAs) across three (3) Grand Planning Regions.

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

The LWDAs align the State’s workforce and economic development regions. Each LWDA is with an agreement amongst all Local Elected Officials (LEOs), also referred to as County Mayors, who select a Chief Local Elected Official (CLEO) to act as the signatory for the LWDA. An agreement between the elected CLEO and Local Workforce Development Board (LWDB) Chairperson must confirm the establishment of the LWDA and how it will operate.

¹ The Departments of Commerce and Labor have partnered to identify eight (8) principles that comprise good jobs. <https://www.dol.gov/sites/dolgov/files/goodjobs/Good-Jobs-Summit-Principles-Factsheet.pdf>

² WIOA Sec. 3(24)

III. Entities and Partners of the One-Stop System

Under WIOA, managing the one-stop center network is a responsibility shared by the State Workforce Development Board, Local Workforce Development Boards, Regional Planning Councils, elected officials, the six WIOA core program partners (Title I Adult, Dislocated Worker, and Youth programs; Title II Adult Education and Literacy programs; Title III Wagner-Peyser program; and Title IV Vocational Rehabilitation program), required³ one-stop partners, other additional⁴ one-stop partners, American Job Center operators, and service providers. An integrated, job-driven, public workforce system achieves better outcomes for customers, both job seekers and employers.

A. Entities and their role:

- **County Mayor/ Local Elected Official (LEO)/ Chief Local Elected Official (CLEO)**- Establishes the Local Workforce Development Board and serves as Recipient of and responsible for WIOA Title I funds for their LWDA.
- **Local Workforce Development Board/Chairperson**- This entity consists of local business leaders, workforce representatives, education administrators, core WIOA partners, and other leaders designated by the CLEO. It is responsible for carrying out all functions of WIOA sec. 107(d) and may utilize staff to complete these daily functions.
- **Regional Planning Council**- Regionally collaborative entity consisting of stakeholders from all three LWDA's within the Grand Planning Region working to create regional workforce system solutions. In addition to the LWDBs, the Regional Planning Council must consist of regional representation from each of the local One-Stop System required partners and should also consist of One-Stop System additional partners under the local Memorandum of Understanding. The role of the Regional Planning Council includes the following:
 - Conduct regional strategic planning and set regional goals supporting State plan priorities
 - Facilitate industry-led regional sector strategies and initiatives
 - Align regional LWDA business outreach and services
 - Meet quarterly to advise and recommend action plans for LWDA performance and track progress towards regional plan goals
- **One-Stop Operator**- The oversight for this agency is with the LWDB. The entity's role includes the following:
 - Manage physical and virtual infrastructure and operations in the local area
 - Facilitate coordination among partners as the primary functional leader of the local AJC system
 - Evaluate customer experience
 - Evaluate negotiated performance measures
 - Serve as the primary functional leader

³ See WIOA sec. 121(b)(1)(B) and 20 CFR 678.400 for detail on required one-stop partners.

⁴ See 20 CFR 678.410 for detail on other entities that may serve as one-stop partners.

B. One-Stop System Partners:

Along with the above entities, the local one-stop system includes required and additional partners supporting the local workforce ecosystem.

- **Required Partners-** These entities are required partners of each local One-Stop Delivery System:
 - Title I- Workforce Development Activities
 - Title II- Adult Education and Literacy
 - Title III- Amendments to the Wagner-Peyser Act
 - Title IV- Amendments to the Vocational Rehabilitation Act of 1973
- **Additional Partners-** Additional partnerships should exist within the local one-stop system and are added to the Partners MOU upon the approval of the local board and CLEO, or by Tennessee Department of Labor and Workforce Development (TDLWD) at the direction of the Governor. TDLWD directs LWDBs to include the following partners:
 - 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 necessary to meet the State vision, goals, and objectives

Each LWDA is required to maintain a Partners Memorandum of Understanding outlining service delivery agreements between local partners. For more information on required partners and their responsibilities within the one-stop system, see [TDLWD Workforce Services Guidance: WIOA Memorandum of Understanding \(MOU\)/One-Stop Delivery and Infrastructure Funding Agreement \(IFA\)](#).

IV. One-Stop Delivery System Structure

Each LWDB should view this policy as a framework for designing their local one-stop delivery system based upon LWDA need, funding resources, and local plan priorities. WIOA requires at least one physical, comprehensive one-stop center in each local area to provide customers with all required and any additional one-stop partner programs, services, and activities. As part of the local system design, a LWDB may also operate Affiliate or Specialized Centers to provide increased access to AJC services. These additional connections to AJC services should be agile and are encouraged to utilize technology for maximizing resources while increasing access to job seekers. Affiliate and Specialized Centers do not need to provide access to every required one-stop partner program but must be connected to the Comprehensive One-Stop Center and any other centers in the local network. Staff at these sites must be knowledgeable about, and have processes in place, to make referrals to the Comprehensive Center and the partner programs located within. Partner services provided through Affiliate and Specialized Centers must be determined based upon site and community need, determined through partner negotiations at the local level, and incorporated in the Partners MOU.

Some career services may be provided through access to one-stop partner programs and activities which may be delivered by any of the following: on-site and in-person by program staff, on-site and in-person by a staff member from a different partner program cross-trained on other programs, or direct linkage⁵ to a program staff member via technology. Providing services via electronic means must improve the timeliness and quality of the one-stop partner services.

LWDBs must ensure information on all career services is available at all one-stop center locations, including electronic access points. The design of the one-stop delivery system must be detailed in the Memorandum of Understanding (MOU)⁶ between the Local Board and all one-stop partners.⁷

A. Comprehensive Centers

A comprehensive one-stop center is a physical location where job seekers and employers can access the programs, services, and activities of all required one-stop partners. A comprehensive center must⁸:

- Have at least one (1) Title I staff person physically present
- Have at least one (1) non-Title I staff member physically present
- Provide career services as defined in 20 CFR 678.430⁹
- Provide access to training services¹⁰ and access to any employment and training activities carried out under sec. 134(d) of WIOA
- Provide access to programs and activities carried out by one-stop partners,¹¹ including the Employment Service program authorized under the Wagner-Peyser Act, as amended by WIOA Title III (Wagner-Peyser Act Employment Service program)
- Provide workforce and labor market information
- Be physically and programmatically accessible to individuals with disabilities and limited English language proficiency
- Be certified by the LWDB to utilize infrastructure funding.
- Comprehensive Centers must be certified by the LWDB as outlined in the *State Workforce Development Board Policy: One-Stop Certification Policy*.

B. Affiliate Centers

Affiliate Centers provide access points to services in addition to Comprehensive Centers. Affiliate Centers extend the one-stop reach by supplementing and enhancing customer access to one-stop services and allow for more flexibility in terms of service provision, location, and hours of operation. Affiliate centers offer a variety of delivery

⁵ For definition of direct linkage see 20 CFR 678.305(d)(3), 34 CFR 361.305(d)(3), 34 CFR 463.305(d)(3).

⁶ See Workforce Services Guidance – WIOA Memorandum of Understanding (MOU)/One-Stop Service Delivery and Infrastructure Funding Agreement (IFA)

⁷ See WIOA sec. 121(c)(2).

⁸ 20 CFR 678.305

⁹ 20 CFR 678.430

¹⁰ 20 CFR 680.200

¹¹ 20 CFR 678.400 – 678.410

models, such as brick and mortar sites, co-location partnerships, mobile units, etc. These sites make one or more of the one-stop partners' programs, services, and activities available to job seekers and employers.

- For affiliate sites using a co-location non infrastructure funding model, locations of Affiliate Centers should be selected based upon potential to serve priority populations and should result from community partnerships where the partnering agency serves as the host location for the Affiliate site. MOUs should be in place between the LWDB and the partnering agency acting as a host location.
- Sites should be implemented in a manner that supplements and enhances customer access to services and strives to provide flexible office hours, such as nights and weekends or select days of the week.
- Sites do not need to provide access to every required one-stop partner program, but should be knowledgeable about, and prepared to make referrals to, one-stop center partners.
- Wagner-Peyser employment services cannot be stand-alone sites. Affiliate Centers offering Wagner-Peyser employment services must include at least one or more other partners with a physical presence of combined staff more than 50 percent of the time the center is open. Additionally, the other partner must not be the partner administering local veterans' employment representatives, disabled veterans' outreach program specialists, or unemployment compensation programs. If Wagner-Peyser Act employment services and any of these 3 programs are provided at an affiliated site, an additional partner or partners must have a presence of combined staff in the center more than 50 percent of the time the center is open.¹²
- The frequency of program staff presence at an affiliate site must be determined through partner negotiations at the local level and incorporated into the MOU.
- All sites must be physically and programmatically accessible to individuals with disabilities and limited English language proficiency
- Affiliate Centers not utilizing infrastructure costs do not need to be certified by the LWDB. However, LWDBs are required to follow MOU and operational notice requirements set forth by TDLWD Workforce Services Guidance.

C. Specialized Centers

Based upon local workforce needs, LWDBs, in conjunction with the partners and one-stop operator, may determine that a specialized Center is more appropriate to serve a particular population. Specialized Centers focus on addressing specific needs of a particular population, including those of dislocated workers, youth, or key industry sectors or clusters.⁴³

¹² 20 CFR 678.315

- LWDBs operating a Specialized Center must identify the specific need(s) and support the designation through labor market data.
- Specialized Centers offering Wagner-Peyser employment services must include at least one or more other partners with a physical presence of combined staff more than 50 percent of the time the center is open.⁴⁴
- Partner services provided must be determined through partner negotiations at the local level and incorporated into the MOU.
- All sites must be physically and programmatically accessible to individuals with disabilities and limited English language proficiency.
- Specialized Centers not utilizing infrastructure costs do not need to be certified by the LWDB.

D. **Electronic Access Points**

Electronic Access Points may be established in conjunction with non-traditional partners, such as non-profit agencies, as locations wanting to provide an electronic connection to the workforce system. The agencies are assessed to serve as electronic access points that connect individuals to the workforce system by providing public access to the Jobs 4 TN system via an electronic connection.

- Electronic Access Points may not utilize infrastructure funding and are not certified by the LWDB.
- The LWDB should have a Memorandum of Understanding in place with the Access Point host regarding use of the electronic connection. The MOU should include information on how connections provided will be tracked for measuring return on investment.

E. **Virtual American Job Center**

LWDBs should utilize the Virtual American Job Center (VAJC) as an integral part of their service delivery strategy. The VAJC provides twenty-four hour, seven-days-a-week access to individuals from a phone or computer. The VAJC serves as a key entry point to the One-Stop Center network and should be used to supplement the local service strategy and outreach efforts.

V. **One-Stop Center Requirements**

A. **High-Quality One-Stop Centers**

All Centers should display high-quality characteristics of a customer-centered approach to serving job seekers and business customers. Tennessee AJCs will reflect an openness to help, build, and guide every customer for a seamless connection to all programs and services. After engaging with an AJC, Tennesseans should leave in a better position than when they came. In partnership with the TDLWD and State Workforce Development Board, LWDBs are required to maintain a local system culture that builds and values:

- **Dynamic Staff** - Local Boards must train and equip one-stop center staff via an ongoing learning process with the knowledge and skills to provide superior service to job seekers, including those with disabilities, and employers in an integrated,

regionally focused framework of service delivery. Staff from differing programs are cross-trained, as appropriate, to increase staff capacity, expertise, and efficiency.

- **Customer Service** - Local Boards ensure one-stop center staff provide excellent customer service to job seekers, workers, and employers. All staff are courteous, polite, responsive, and helpful to job seekers, employers, and others who visit the one-stop centers, either in person or virtually. Staff are sensitive to the needs of individuals with disabilities and are prepared to provide necessary accommodations.
- **Tools & Resource Mastery** - To make the most efficient use of a customer's time, staff will reference customer flows to streamline the intake process. Staff will leverage tools such as the Virtual American Job Center to maximize the potential to serve each customer.
- **Dress Code** - Local Boards will maintain professional standards of dress policies for all those working within the one-stop center, both in-person and virtually.

B. **AJC Hours of Operation**

Comprehensive centers must be open to the public during regular business days¹³ and adhere to all State of Tennessee observed holidays. All Comprehensive AJCs must be open during statewide core hours at a minimum of 8:00 a.m. to 4:30 p.m. during the weekdays. The Local Board may establish additional service hours at the Comprehensive Center to accommodate the schedules of individuals who are not able to access on regular business days.

The days and hours of operation for Affiliate Sites or Specialized Centers should be determined at the local level and based upon service needs. These additional access points are flexible, agile, and tailored to meet the site and community need. Therefore, the service schedule designed by the LWDB should maintain these characteristics.

Additionally, Affiliate Sites should be designed to provide mobility and increased service provision. Creative service schedules can be utilized to rotate staff between multiple different locations. For example, staff assigned to an Affiliate Center may operate several hours each week from a public library, community college, public housing, courthouse, or multiple other locations on a continual rotating basis. LWDBs are required to post service schedules on their website and ensure the public and stakeholders can access service hours and locations.

C. **Branding of AJCs**

Each one-stop delivery system must utilize common identifiers on all projects, programs, activities, services, electronic resources, facilities, and related property and new materials.¹⁴ The one-stop delivery system must use either "American Job Center" or use the tag line phrase "a proud partner of the American Job Center network." It is

¹³ 20 CFR 678.305(c)

¹⁴ WIOA Section 121(e)(4)

the responsibility of the LWDBs to oversee the branding of AJCs by following branding guidelines¹⁵ established by the SWDB and ensuring usage of the common identifier in all communications.

VI. Firewall¹⁶

If any entity is serving multiple roles within the system, such as a Local Workforce Development Board (LWDB) also serving as a One-Stop Operator (OSO) and/or Title I Service Provider, then they must have a written agreement between the CLEO and LWDB Chairman clarifying how those roles will be carried out while remaining in compliance with WIOA regulations.

VII. References

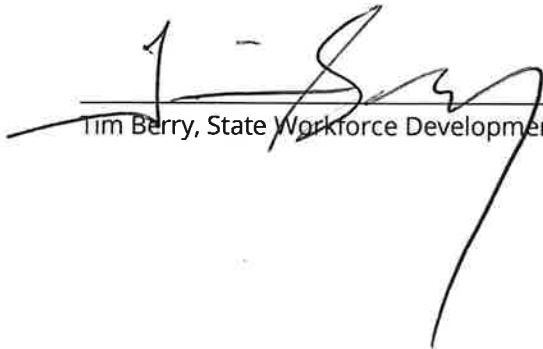
TEGL 16-16; WFS Manual- American Job Center (AJC); WFS Guidance- WIOA Memorandum of Understanding (MOU)/ One Stop Service Delivery and Infrastructure Funding Agreement (IFA).

VIII. Automatic Annual Renewal

All policies approved by the State Workforce Development Board will automatically renew, annually, on July 1. A list of policies that will automatically renew are submitted to the State Workforce Development Board during the meeting preceding July 1. If a policy requires any type of substantial change, the policy will be resubmitted to the State Workforce Development Board for a new approval and will not be subject to the annual renewal process.

Contact

For any questions related to this policy, please contact State Workforce Development Board at Workforce.Board@tn.gov.



Tim Berry, State Workforce Development Board Chair

¹⁵ Workforce Services Manual – AJC Style Guide

¹⁶ 20 CFR 679.430