

# Virginia Employment Commission STATE MOU

## Draft Policy Statement

As a party to the State Partner Memorandum of Instruction and Understandings for Comprehensive One Stop Workforce Centers the Virginia Employment Commission has provided this policy and procedures statement to be effective July 1, 2008, and to be implemented statewide in Virginia's workforce centers.

This policy is established in adherence to the Governor's Plan for Workforce Development and mission to create and support a statewide workforce development system across the Commonwealth that operates effectively in a one-stop environment. The purpose is to help Virginia's citizens to increase education attainment and obtain employment that leads to self-sufficiency.

### Partner Program Responsibilities

As a partner in the Virginia Workforce Network, the Virginia Employment Commission will be a partner to MOUs for local workforce centers. At a minimum, the VEC will be party to the development of and participation in the comprehensive one stop center cost allocation plan for funding the comprehensive one stop center, based on the fair share of benefit received. VEC understands that all mandatory partner participants and any additional partners that wish to participate in providing services through the comprehensive one stop **center** must contribute to the fair share of the benefit received. Program partner services are to be delivered in an integrated service environment with cost sharing for common services and common operations for which benefit is received.

As a partner program provider, The Virginia Employment Commission will participate in a management team for center operations led by the one stop center operator.

As a mandatory federal program provider, the Virginia Employment Commission will be responsible for the provision of WIA Title III Wagner-Peyser, Trade Adjustment Assistance (TAA), Veterans Employment Services, and Unemployment Insurance in at least one comprehensive one stop center in each local workforce investment area. Unemployment Insurance Benefits services will be provided by Internet and telephone in adherence to DOL's move to provide UIS in a self service environment. Services will be accessible to the disabled as available in the comprehensive centers.

As an anchor one-stop partner program with *the Department of Rehabilitative Services (DRS), the Virginia Community College System (VCCS)* and the WIB/One Stop Operator (WIA Title 1/Adult and Dislocated Worker Programs) and other one stop partners, VEC will collaborate with other one stop partners to develop comprehensive one stop center plans in cooperation with the WIB.

### Clearly defined Roles for Comprehensive One Stop Partner Programs from the State MOU

The WIB, in cooperation with the local WIA grant recipient or other workforce area local government is responsible for developing the consolidated space requirements for the comprehensive One Stop Center and is the party responsible for all phases of the local One Stop site leasing activity. The VEC as a partner in the local One-Stop will provide input as to the amount of space needed for its programs and expects to be informed as to the space requirements of other partners and the common area in the One-Stop. The VEC's programs may only participate in the common area to the extent its programs benefit from the use of common area, as such the VEC requires full disclosure of the common area allocation methodology and outcome. **The Governor's Senior Advisor for Workforce** assists the WIB in initial space planning and the *Department of Real Estate Services (DRES)* assists in regard to state agency location in the Centers. The WIB and the One Stop Operator develop the comprehensive One Stop Center local MOU. The roles of the partner programs must be delineated in the local MOU. The relationship between the One Stop Operator and the One Stop partner programs are described in the MOU, including the role of

the One Stop Operator as the point person at the Center. The team management of the comprehensive One Stop Center must be clear, including problem resolution and an understanding of what constitutes a well functioning team.

Partner programs share responsibility for the management, problem resolution, safety and security of the comprehensive One Stop Center site. The local MOU includes this information. Partner programs also share administrative responsibilities, communication support and management of common space. This includes an understanding among program partners about the technology information infrastructure, problem resolution and the ability to provide electronic connectivity (virtual private network) capacity to home bases for itinerant staff *in accordance with the criteria mandated by the Virginia Information Technologies Agency (VITA) and Northrop Grumman.*

## **Service Delivery in the Comprehensive One Stop**

### **Intake:**

The Virginia Employment Commission (VEC) is fully committed to a collaborative partner team effort in ensuring that all Intake activities performed in Comprehensive One Stop Workforce Centers are reflective of seamless integration of service delivery, and a systematic referral of services. The VEC will also participate in and abide by partner agency's federal and state confidentiality agreements.

VEC core intake procedures for Wagner-Peyser (WP) and Workforce Investment Act (WIA) activities involve the utilization of the *Virginia Workforce Connection (VWC)*, a virtual one-stop system (VOS) which includes and combines WP activities, WIA services, Veteran services, Labor Market Information (LMI) and other core program services into a single comprehensive data site. The standard operating procedure or method of record for registration into VWC shall be electronic. Hard copy registration forms are available but may only be utilized in the following situations:

- An emergency situation such as, but not limited to: power is lost, the Internet is not working or computers are not functioning properly.
- An off-site activity where computers with Internet connections are not available.
- Any situation that calls for direct staff assistance as deemed necessary by the Center Manager such as but not limited to requirements to meet Equal Opportunity and Equal Access requirements.

Any hard copy registration forms used in the situations described above will be required to be entered into VWC within three business days.

There is no "partial" or "short-form" application either hard copy or electronically available in VWC. Complete and sufficient information must be entered into the system to allow for job matching, referral to employment, to meet Unemployment Compensation JS registration requirements, for economic development presentations, and other employment and training requirements.

### **Front Desk Customer Service:**

The Virginia Employment Commission (VEC) is fully committed to participate in a collaborative, rotational arrangement with other partners to insure a seamless integration of service is provided to clients at the front desk or entry point into the Comprehensive One-Stop Workforce Centers. VEC understands that the front desk services will be integrated whereby partner agencies will contribute their fair share of time at that location assisting customers as outlined in the one-stop model. VEC also understands that partners may train volunteers who will assist customers at this service location, allowing agency mandated partner staff to provide services in other center service points. During the time allocated for Wagner-Peyser staff to be the front desk customer service provider, they will:

- Provide to customers, *information* on and access to VEC services, which may be limited staff assisted services and primarily electronic, self service in nature;
- Become knowledgeable of partner services and make referrals to partner agency staff as warranted; time devoted to this activity will be tracked and billed back to the local WIB for allocation to partner programs.
- Provide orientation for other one-stop partner staff and volunteers on VEC services and how to access such services;
- Become knowledgeable of Workforce Center activities/services to disseminate information as appropriate to customers;
- Be committed to collaborate with other partner staff as a customer flow team member to insure this common point of interaction is responsive to and is accessible to customers regardless of their needs, respectful of diverse cultures and comprehensive in the services rendered; *and*
- Participate in ongoing or refresher training as authorized by VEC management to insure the delivery of quality services to customers.

### **Virginia Employment Commission (VEC) Services:**

The VEC will provide basic core **employment and business services** applicable to Wagner-Peyser core services in the Comprehensive One Stop Workforce Centers utilizing the Virginia Workforce Connection's (VWC's) virtual one-stop system (VOS). VOS provides comprehensive job matching between job seekers and employers, extensive labor market information, training information and many other valuable tools for both employers and job seekers. VOS provides a systematic approach to seamless referral to partner services regardless of the service provider and allows documentation of any such service provisions. Although the VEC must promote self-service activities for customers where feasible due to dwindling resources, the system will allow for both self-service and staff assisted functions. Referral to other partners for more in-depth and intensive services will be made on a case-by-case basis as determined by customer need. VEC management according to staff resources available will decide the extent of staff assisted functions performed by Wagner Peyser staff. VEC will also provide:

**Unemployment Insurance (UI) Services:** Services will be primarily delivered through Internet and the Customer Contact Centers. In-person claims filing will only be available in special circumstances as deemed appropriate by VEC management, and in line with Department of Labor's move toward self-service via Internet and Customer Contact Centers. VEC will educate and train other partner staff on how customers may access this service.

**Trade Act Services:** Services will be provided in accordance with federal and state policies and guidelines. To insure and support integration of service delivery the statewide co-enrollment policy with WIA will remain in effect.

**Veteran Services:** Services will be provided in accordance with public law, federal and state policies and guidelines. Also a Virginia Workforce Network (VWN) Policy bulletin dated August 14<sup>th</sup>, 2007 is still in effect and addresses proper policy and procedures on providing federally required priority of service for U.S. military veterans. A VOS policy bulletin 5-07 is also in effect, which describes how the Virginia Workforce Connection provides for veterans preference in the electronic arena. In keeping with the spirit of service delivery integration *all* partners within the system must provide a priority of service for U.S. veterans.

### **Referral to Services:**

The Virginia Employment Commission (VEC) is committed to a systematic method of referral to other one-stop center partners and programs. One-Stop Center management staff will develop local MOU's describing:

- All local partners and programs/services offered.
- The referral method used interchangeably between the One-Stop Center partners.
- Follow-up and feedback procedures between partners.
- Procedures for referral of services and follow-up to any partners/programs/services provided off-site of the One-Stop Center.

Although it is presumed that the Virtual One-stop System (VOS) would be the primary method of referral and follow-up, One-Stop Center partners may agree upon alternative methods as long as required DOL reporting information is not compromised. No staff will publish, disclose, use, permit or cause to be published, disclosed or used, any confidential information pertaining to One-Stop System customers, participants or applicants. The VEC agrees to share among partners *to the extent permitted by law and regulation*.

### **Cost Allocation and Space Management**

The Virginia Employment Commission will collaborate with one-stop partners to determine the VEC's fair share of one-stop costs based upon VEC staff space utilization and FTEs as provided in DOL guidelines for cost allocation methodology. Common space cost allocation will be based upon VEC actual use of common areas such as the resource room, bathrooms, conference rooms waiting areas, hallways, etc., as defined by detailed proportionate use by and cost to all partners. Cost allocation should be agreed upon after all partners provide full disclosure of all elements of cost and how programs benefit. Costs allocations must be based upon DOL regulations, OMB Circular A-87 Revised, Cost Principles for state and local Governments, and 29 CFR Part 97, Uniform Administrative Requirements for Grants and Cooperative Agreements to States and Local Governments, which stipulate use of UI and Wagner-Peyser and other federal grants.

### **Communications**

The Virginia Employment Commission workforce center management and staff will participate in the development of a center communications plan with other partners. Communications concerning automated equipment, copiers, faxes, and telephones must continue to be channeled through the appropriate Virginia Employment Commission Field Operations, Facilities/General Services and IT staff. Communications concerning program performance and operations must continue through appropriate VEC local management, regional, and central office Field Operations staff.

### **Workforce Center Staffing**

The Virginia Employment Commission will provide program staff in at least one comprehensive one-stop center in each workforce investment area. The staffing levels will be decided by VEC management based upon the amount of program administrative funding allocated to the agency for UI, Wagner-Peyser, and related program activities and the statewide demands placed upon the agency for those services

### **State MOU Document Reference Documents and Commitment Statements**

Each partner program to this State MOU adheres to the following:

Fund, and provide all core and intensive services that are applicable to each partner's program.  
Fund and provide all supportive and follow-up services that are applicable to each partner's program;

Use a portion of funds available to the partner's program, to the extent consistent with the Federal law authorizing the program, for the comprehensive One Stop Center; and

Each partner must contribute a fair share of the operating costs of the comprehensive One Stop Center proportionate to the use of the Center by the partner's program (benefit received). Although, federal regulations and circulars do not specify a method to determine applicable costs or the fair share for participating programs, the general guidance is to allocate costs based on benefit received provided that the cost is allowable under program regulations and statute and that method is applied consistently. Benefit received may be defined by a combination of factors including the number of individuals served, the number of computers used and /or the amount of space used in a facility. The methodology used depends on the character of the cost; intake of individuals, utilities, telecommunications, etc.

The Department of Labor issues guidance through the publication of the One Stop Comprehensive Financial Management Technical Assistance Guide. The following are excerpts from the Guide:

- Partner programs providing the services through the comprehensive One Stop Center identify shared costs. Shared costs are defined as those costs of the comprehensive One Stop Center that benefit multiple partners and are incurred in support of the services delivered through the Center.
- **The WIA regulations require each partner to contribute a fair share of the operating costs of a One Stop Center proportionate to the use of the Center by customers who are attributable to the partner's program. [20 CFR 662.270] While this requirement is intended to ensure that partners establish standards for whether or not each partner program is required to share in a particular cost, it does not prescribe the exact methodology to be used to allocate shared costs nor determine each partner's proportionate share. In fact, the regulations make it clear that partner programs may choose from any number of methods, provided they are consistent with the OMB circulars.**
- Any method that initially uses estimated numbers, whether participants, data elements, space use, or other costs that must use pre-budgeted amounts, must be adjusted to actual data when it is available. Partners determine the proportionate shares attributable to the specific partner programs in the preliminary phase in the process. In this preliminary stage, the partners review the shared costs budgets, determine which methodologies are acceptable, and, from the acceptable methodologies, which method should be applied to the shared costs. **This is the selection by the program partners of the appropriate allocation base for the shared costs.** One simple method that may be employed to determine proportionate share is based on participation by eligible customers. Under this method, in its most basic form, the proportionate share is determined by comparing the number of individuals either eligible for or receiving services from a partner to the total number of participants served.

The following Federal Circulars must be adhered to as they apply to each partner program.

**OMB Circular A-21**, Cost Principles for Educational Institutions.

**OMB Circular A-87**, Cost Principles for State, Local and Indian Tribal Governments.

**OMB Circular A-122**, Cost Principles for Non-Profit Organizations.

**OMB Circular A-110**, Uniform Administrative Requirements for Grants and Agreements With Institutions of Higher Education, Hospitals, and Other Non-Profit Organizations.

**OMB Circular A-133**, Audits of States, Local Governments, and Non-Profit Organizations.

This section includes an explanation of how electronic One Stop services are expected to contribute in the One Stop Center operating costs. Program partners who provide program services electronically through a comprehensive One Stop Center, such as program services available on a partner organization's website, must participate in funding costs that are appropriately associated with making the services available. Such costs may be associated with computer equipment or communication line costs. The partners are to agree on a methodology to use to identify and allocate these costs to the benefiting programs.

## **Comprehensive One Stop Center and Staff Performance**

Performance and accountability are integral parts of comprehensive One Stop Center operations. State program partners will develop performance measures for employees located at comprehensive One Stop centers that reflect a high standard of customer service and teamwork. Furthermore, state employees located at comprehensive One Stop Centers will have customer service, teamwork and change-management training as appropriate to the position. The State Department of Human Resources Management provides assistance as needed in the development of consistent performance measures for employees in the comprehensive One Stop Centers.

Comprehensive One Stop Center staff are to take advantage of statewide workforce credentialing and other staff capacity development opportunities offered by the state or the Virginia Workforce Council or their respective organizations. Comprehensive One Stop Center staff participate in technical assistance opportunities provided by the Senior Advisor and/or the WIA grant recipient.

Comprehensive One Stop Center partner programs which share common program performance goals will develop methods for achieving shared program performance outcomes.

### **Summary List of State MOU Commitments**

Each party to the state MOU enforces the following commitments on agencies that are a party to the MOU:  
At the local level, agencies shall:

- Be a party to the local MOU.
- Share responsibility for developing the local MOU.
- Contribute a “fair share” for operation of the comprehensive One Stop Center.
- Participate in a management team at the comprehensive One Stop Center.
- Develop plans for the comprehensive One Stop Center with the WIB. As the anchors, the WIB, One Stop Operator, VEC, DRS and VCCS initiate the first meeting.
- Share responsibility for management, problem resolution, safety and security of the comprehensive One Stop Center site.
- Share responsibility for communication support, administrative duties and management of common space.
- Collaborate with one-stop operator.
- Describe services to be provided at the comprehensive One Stop Center and off-site in the local MOU.
- Commit to a referral process and describe it in the local MOU.
- Fund applicable programs.
- Use a portion of funds available to partner’s program to support the comprehensive one stop center according to the Financing and Allocating Cost section of this MOU.
- Contribute a “fair share” to the operating costs of the comprehensive one stop center.
- Agree on a methodology to be used to identify and allocate costs for electronic services offered through the comprehensive one stop center.

- Develop and use performance measures that address customer satisfaction and service delivery for state employees working at the comprehensive One Stop Center.