

EMPLOYMENT AND TRAINING ADMINISTRATION ADVISORY SYSTEM U.S. DEPARTMENT OF LABOR Washington, D.C. 20210	CLASSIFICATION BRAC
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TRAINING AND EMPLOYMENT GUIDANCE LETTER NO. 2-05

TO: STATE WORKFORCE ADMINISTRATORS
 STATE AND LOCAL WORKFORCE INVESTMENT BOARD CHAIRS
 STATE WIA LIAISONS
 STATE DISLOCATED WORKER PROGRAM COORDINATORS
 STATE RAPID RESPONSE COORDINATORS
 STATE TRADE COORDINATORS
 STATE BUSINESS RELATIONS GROUP COORDINATORS

FROM: EMILY STOVER DeROCCO
 Assistant Secretary 

SUBJECT: Workforce Investment System Support of Actions of the 2005 Base Realignment and Closure Commission (BRAC)

1. **Purpose.** The purposes of this Training and Employment Guidance Letter (TEGL) are to:

- Inform the workforce investment system of the activities relevant to BRAC 2005;
- Delineate federal, state and local roles and responsibilities in providing support to the BRAC initiative;
- Describe expectations for a system-wide response that is quick, user-friendly, valuable and compassionate in assisting workers and businesses in BRAC-impacted communities;
- Assure that the system response is demand-driven and linked whenever possible to economic development;
- Encourage the use of available Workforce Investment Act funding resources to respond, as appropriate, to the needs of communities and the workers impacted by BRAC 2005; and
- Provide case studies of successful base conversions implemented by communities following previous BRAC rounds.

RESCISSIONS	EXPIRATION DATE Continuing
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2. **References.** The Defense Economic Adjustment, Diversification, Conversion, and Stabilization Act of 1990 as amended; The Workforce Investment Act (WIA), as amended; WIA Regulations 20 CFR Part 671; and Notice of Recommended Base Closures and Realignments (BRAC), Federal Register, Vol. 70, No. 93, pp. 28030-28061, May 16, 2005.
3. **Background.** The Base Realignment and Closure (BRAC) Commission was established by the President, pursuant to the Defense Base Closure and Realignment Act of 1990, as amended, to recommend military bases and installations that should be realigned or closed. In making its recommendations to the President, the Commission conducts an extensive evaluation and assessment of the base realignment and closure recommendations provided by the Secretary of Defense. The BRAC process is used by the Department of Defense (DOD) to reorganize its installation infrastructure to more efficiently and effectively support its forces, increase operational readiness and facilitate new ways of doing business. The Secretary of Defense has formally announced his recommendations of military bases and installations to be closed or realigned. His recommendations have been transmitted to the BRAC Commission and to Congress. While there is no certainty regarding the facilities that will ultimately be closed or realigned, it is known from prior BRAC rounds that roughly 85 to 95 percent of the recommendations presented to the BRAC Commission will be realized.

Since 1988 there have been four BRAC rounds. BRAC 2005 will be the fifth round. The Department of Labor (DOL), Employment and Training Administration (ETA) has been involved in all prior BRAC rounds. The level of DOL's involvement increased substantially under the 1993 and 1995 rounds, providing employment-transition assistance to over 100,000 DOD civilian and contractor employees.

By Executive Order, the President has mobilized the Federal government to plan, encourage, and carry out cost-effective strategies and actions to help BRAC-impacted communities, workers and businesses. In doing so, the President expects that assistance will be carried out through effective federal, state, regional, metropolitan, and community partnerships and with the concerted involvement of public interest groups and private sector organizations. The Executive Order establishes an Economic Adjustment Committee (EAC), which is chaired by the Secretary of Defense. The Secretaries of Labor and Commerce serve as vice chairs of the Committee, and its membership also includes the Attorney General and the Secretaries of Agriculture, Education, Energy, Health and Human Services, Housing and Urban Development, Interior, State and Transportation. Commensurate sub-groups at the Assistant Secretary and senior staff levels advise the EAC and work on community-based solutions.

Upcoming Critical Dates in the BRAC Timeline:

September 8, 2005: BRAC Commission's report due to the President.

September 23, 2005: President must approve or disapprove the Commission's recommendations and transmit decision to Congress (if the Commission's recommendations are approved, they are binding 45 days after Presidential transmission or adjournment sine die, unless Congress enacts a joint resolution of disapproval).

October 20, 2005: Deadline for the BRAC Commission to submit revised recommendations

- if the President disapproves the Commission's initial recommendations.
- November 7, 2005: Deadline for the President to approve revised recommendations submitted by the Commission and to transmit approval to Congress, or the process ends. (Recommendations are binding after Presidential transmission or adjournment sine die, unless Congress enacts joint resolution of disapproval.)
- December 2005: BRAC actions begin to be implemented if approved. This process unfolds over a 2-6 year time period.

It is important to note (since the May 13 release of DOD recommendations to the BRAC Commission) that the proposed BRAC 2005 is substantially different than BRAC initiatives of the past. The 2005 BRAC recommendations focus primarily upon realignment and redeployment as opposed to closure. This means that in addition to the traditional help necessary for dislocated workers from closing bases, there is likely to be a large need to assist some bases in finding and/or training new hires to meet increased responsibilities. In other cases where there is a large redeployment of non-civilian personnel, the focus will be on assisting disrupted military spouses.

4. **Roles and Responsibilities.** The BRAC Commission 2005 recommendations are final unless Congress disapproves. Implementation of the recommendations, if approved, starts around December 2005. The implementation process will unfold over approximately two years from the date the recommendations are approved. The roles and expectations discussed herein are anticipated to respond to the need for planning prior to finalization of the BRAC Commission process (Phase I) and implementation of effective service delivery strategies for impacted workers and communities once that process is complete (Phase II).
 - a. **Federal Agencies.** As stated previously, by Executive Order, the President has mobilized the resources of multiple Federal agencies to work together strategically to mitigate the impact of BRAC-related actions on communities and workers. The roles and responsibilities of the three primary Departments are discussed below.
 - (1) **Department of Defense.** The Department of Defense is the lead Federal agency concerning BRAC. More specifically, the Department's Office of Economic Adjustment Assistance (OEA) helps state and local governments plan and carry out community adjustment and diversification programs to respond to adverse DOD actions, including base closures or realignments. OEA accomplishes its mission by: (a) providing technical assistance through information and advice on developing and implementing projects that promote economic adjustment; and (b) providing financial assistance grants to help communities develop strategies and base reuse plans. OEA's financial assistance grants are made available to support community-based pre-planning strategies before the BRAC Commission submits its recommendations, to plan based upon the recommendations submitted by the BRAC Commission, and to support community strategic planning subsequent to finalization of the BRAC Commission recommendations. Other DOD components

such as the Civilian Manpower Policy Program and the Human Resources Officers attached to the local facilities will be critical as BRAC 2005 evolves. Also, OEA funds Local Readjustment Authorities (LRAs), which will be a critical on-the-ground link as local officials develop strategies to respond to the BRAC 2005 actions. It is also important to note that the separate branches of military service such as the army, navy and air force, may have specific instructions or protocols necessary at the state and local level depending on the impact of BRAC on their particular branch. The Department of Labor in cooperation with the Department of Defense will make such information available to the workforce investment system as it is received.

- (2) **Department of Commerce, Economic Development Agency (EDA).** Historically, EDA has been an important partner in assisting OEA and the Defense Economic Adjustment Program to help communities impacted by base closures, defense contractor reductions, and base expansions. Routinely, OEA provides initial planning and organizational assistance to an impacted community, enabling the community to develop a strategy for responding to the local economic impacts of BRAC. Critical follow-up EDA assistance is then used to implement the strategy by funding demolition, infrastructure development, technical assistance, revolving loan funds and other economic development efforts. EDA's funds are especially important because they leverage private sector and local public sector money for targeted investments that alleviate the sudden economic dislocation caused by base closures.

Through the previous BRAC rounds, EDA provided \$611 million in grants to BRAC communities to implement their adjustment strategies through its "Economic Adjustment" and "Public Works" programs. EDA's Economic Adjustment program has funded planning, technical assistance, construction of new infrastructure and revolving loan funds. EDA's Public Works infrastructure construction program has funded the revitalization, expansion, and upgrade of critical base infrastructure to support the next generation of industry or commerce. EDA's funding availability for BRAC 2005 is yet to be determined.

- (3) **Department of Labor (DOL).** DOL's role is: (1) to collaborate and coordinate with DOD/OEA on strategic plans to respond to workforce issues resulting from the BRAC Commission's actions; (2) to provide technical assistance, guidance and support to the workforce investment system in planning and developing worker adjustment strategies that will be effective in the changing demands of an economy affected by the BRAC Commission's actions; and (3) to ensure that available resources and services are leveraged to provide maximum use in meeting the employment needs of the affected worker populations impacted as a result of the actions of the 2005 BRAC Commission. The Department of Labor has been meeting with the Department of Defense since late in calendar year 2004. As a result of discussions with DOD, the Department has developed an ambitious plan of activities to be implemented as the BRAC 2005 process evolves. This plan provides for:

- Communications with and materials for state/local governments, the workforce

investment system, DOD partners at all levels, impacted communities, workers and businesses;

- Coordination of activities and enhancements related to electronic and Web-based tools and information on program services and activities;
- New planning resources; and
- Assistance available through the local One-Stop Career Centers that will be important in helping workers and businesses.

Many of the elements of this plan are described in subsequent sections of this TEGL. Others will be announced separately as they are completed.

- b. **Workforce Investment System.** The Department of Labor views activities under BRAC as an opportunity for the workforce investment system to utilize demand-driven strategies as modeled under the President's High Growth Job Training Initiative, including working in an economic development context; working in collaboration with strategic partners that include business and industry, education partners, and the workforce system; using a solutions based approach that leverages resources from as many partners as possible; and using the flexibility in the WIA system to craft innovative training strategies once BRAC 2005 recommendations are implemented. A number of "real life" case studies from past BRAC rounds are included as attachments to this issuance. The Department of Labor also views the workforce investment system's service provision to BRAC-impacted workers and their communities as an opportunity to clearly demonstrate the extent to which the system is becoming more demand-driven, and to demonstrate the "value added" the workforce system can provide in support of impacted workers and communities.

The state and local workforce investment system plays the critical role in BRAC 2005-related actions because it will have the principal responsibility for providing assistance to those workers who may be adversely impacted by the BRAC Commission's actions. The workforce investment system's role under BRAC 2005 is to work collaboratively with Federal partner agencies, other state and local partners and officials to conduct appropriate planning that will ultimately lead to economic stabilization for affected workers, businesses and communities and to ensure that resources at all levels are maximally and effectively utilized to accomplish this purpose. Between now and when the BRAC 2005 recommendations become final, the workforce investment system must be engaged in planning that should lead to a system-wide, community-based response that:

- Addresses the specific needs of the affected communities and workers;
- Recognizes the value of the transferable skills impacted workers possess;
- Uses strong economic analysis as the foundation for strategies and career guidance;
- Coordinates economic development efforts; and
- Works in collaboration with strategic partners including business and industry and education partners to develop and implement workforce solutions.

Coordinating planning and service delivery with newly emerging needs resulting from BRAC 2005 recommended closures or realignments and previously unknown areas of impact, presents an important challenge and will require that every component of the workforce investment system and the community demonstrate the ability to be flexible and to respond

quickly and appropriately. A few of the roles and expectations envisioned are:

State Grantees:

- Coordinate state-driven Rapid Response activities with Federal programs and services, community and faith-based organizations, business and industry groups and local elected officials to ensure that there are resources and staff in place to meet the individualized and specialized worker adjustment needs.
- Consider strategic use of statewide set-aside dollars.
- Engage business and industry in transition strategies.
- Coordinate workforce strategies with statewide economic development efforts in support of re-development.
- Provide workforce information tools and products to impacted communities.
- Identify the need for and seek WIA program waivers, when needed, to achieve more system response flexibility.

Local Workforce Investment Boards:

- Work collaboratively with One-Stop Career Centers and appropriate local military installation contacts to coordinate services for impacted workers.
- Engage business and industry to develop transitional strategies.
- Work collaboratively with DOD Local Redevelopment Authorities to integrate workforce strategies with base re-use initiatives.
- Work with One-Stop Career Centers to identify direct service delivery strategies targeted specifically to the needs of impacted workers.
- Reevaluate strategic funding strategies as necessary to support transition efforts.

One-Stop Career Centers:

- Ensure the full array of services will be available to transitioning workers once closure and realignment impact are known.
- Develop targeted service delivery strategies.
- **Support assessment of transferable skills.**
- Link workers with businesses that need workers.

Perhaps the most important feature of the workforce investment system's BRAC response is the coordination of resources and services with those available through the Federal partners, especially DOD, to assure non-duplication and the availability of the widest possible range of help to communities and individuals.

5. **Business, Education and Economic Development.** Workforce development is economic development, and building partnerships with existing economic development resources will leverage the reach of the workforce investment system.
 - a. **Implementing Demand-Driven Solutions.** Even in times when local economic conditions are relatively stable and predictable, the realities of today's global economy make it imperative that the public workforce investment system partner with business, economic

development, and educational institutions to be demand-driven. Involving economic development and business partners allows the workforce investment system to identify where the jobs are and will be, and the skills and competencies of the workforce needed to perform those jobs.

This understanding is even more important when a community is facing dislocations of hundreds or thousands of military civilians. In BRAC-affected communities, private sector demands for workers will need to supplant the established and relatively stable pattern of government employment. It is equally important in communities that may expect an influx of jobs as a result of the realignments contemplated by BRAC. Therefore, it is more critical than ever that the workforce investment system develop the infrastructure to understand the requirements of private employers and the trends affecting the local and regional economy.

This requires collection and analysis of workforce information, information from economic developers on locally projected growth, information collected by business organizations such as chambers of commerce and trade associations, and discussions with local businesses that make up the high-growth, high-demand and economically critical industries. It may also include information from local job vacancy surveys, transactional data from state and local job banks, or other sources.

In communities that have a large contingent of non-military employment, gaining a holistic understanding of local labor market conditions will promote community efforts to shift employment from the military to those civilian industries. Likewise, in areas where large military expenditures form the bulk of the local economy, this understanding is equally important to inform retraining decisions necessary to bring new industries into the community.

Data and analysis are essential for the operation of the overall public workforce system:

- (1) To identify target industries and occupations that are high-growth, high-demand, and economically vital for strategic investments in workforce solutions.
- (2) To understand the labor market context including where jobs are, the demographics of the labor pool, and the current and projected economic climate to support development of relevant service delivery strategies for both businesses and individuals.
- (3) To support career guidance for youth, adults, unemployed and/or dislocated workers, and every American student or worker that wants to understand their career opportunities.

Developing and implementing demand-driven strategies in the context of a fully integrated workforce investment system requires all levels of the system to align around a shared vision and develop and implement strategies that most effectively utilize resources at each level. It also requires working collaboratively in strategic partnerships that include business and industry, economic developers, the continuum of education including community colleges and four year institutions, the public workforce investment system, and others. Strategic partnerships offer the ability to identify and address workforce challenges in a comprehensive way and set the stage to effectively leverage a wide array of resources.

Funds and resources should be leveraged from key partners, such as businesses, faith-based and community organizations, foundations, the workforce investment system, educational institutions, the U.S. Department of Labor, and other governmental programs. Leveraging resources in the context of these strategic partnerships accomplishes three goals: (1) it allows for the pursuit of resources driven by the strategy; (2) it increases stakeholder investment in the project at all levels including design and implementation phases; and (3) it broadens the impact of the project itself. The key to being successful at leveraging funds and resources is to be entrepreneurial in finding, using, and sustaining these resources, whether they are in-kind or cash contributions. Examples of leveraged funds and resources include unclaimed indirect costs, donated space costs, or costs of equipment leases, and employee paid release time.

As an example of a demand-driven strategy for workforce development, Attachment G includes a case study of the comprehensive, multi-agency solutions that were implemented in response to mass layoffs by PillowTex, a textile manufacturer that closed its plant operations in 2002. Successful redevelopment efforts related to earlier rounds of BRAC are available in Attachments B-F.

- b. **Leveraging the Resources of Federal Grantees.** The President's High Growth Job Training Initiative, launched by the Department in 2002, demonstrates the power of a demand-driven workforce system that tailors local workforce investment activities to respond to the workforce needs of local employers. Recognizing the relationship between workforce development and economic development, ETA promotes partnerships between *education, employment, and economic development*. Through these partnerships, workers can gain the skills they need to succeed through training programs designed by local employers and delivered through community colleges and other education and training institutions. Effective partnerships must be driven by, and responsive to, the needs of employers. The President's High Growth Job Training Initiative models the power of this approach in 12 high-growth industries.

Attachment I is a list of the grants funded to date, indexed by location. More information on each grant can be found on the BRG's web site at www.doleta.gov/brg.

In addition to helping generate ideas of demand-driven workforce solutions, these grants may be directly helpful to the workforce investment system in two ways:

- (1) Certain grant projects involve direct training for individuals in communities that may also be experiencing BRAC-related dislocations. In some circumstances, it is possible that training slots may be available for referrals from the workforce investment system. The number of slots in these grant demonstration projects, however, is typically small when compared with the scope of dislocations imposed by BRAC actions.
- (2) The grantees and their partner organizations—which frequently involve educational institutions, industrial associations and consortia, workforce entities, and individual employers—may be resources in providing information on workforce development conditions, identifying potential employers that are hiring, accessing possible training opportunities, and broadening the workforce system's scope of partnerships.

These same organizations have also demonstrated their flexibility and willingness to collaborate on solving workforce challenges, making them potential candidates for entering into the extensive workforce and economic development partnerships that will be required to meet the challenges posed by major base closures and realignments.

6. **Information, Tools and Resources.** Several new resources and tools have been developed by DOL to help support various stakeholders in the BRAC process. These resources are listed below, organized by target audience.

a. **The Workforce System**

- (1) A special mapping of impacted BRAC bases against One-Stop Career Centers is available through America's Service Locator (www.servicelocator.org/brac).
- (2) An e-mail communications list has been compiled of One-Stop Career Centers that have potential BRAC-affected bases in their service delivery area to enable the provision of BRAC-related information directly to the front lines.
- (3) A new tool (www.brac-coach.org) is available for state and local planning staff to use in their BRAC service planning process. The tool presents users with scenarios they are likely to encounter in the BRAC planning process and then walks them through national electronic resources and other related BRAC information.

b. **The Workers**

- (1) A new Web-based feature is now available on America's Service Locator (www.servicelocator.org) allowing BRAC-affected workers to identify One-Stop Career Centers nearest affected bases, contacts for these centers, and maps to get there.
- (2) The Toll-Free Help Line (1-877-US2-JOBS) is available for BRAC-affected workers to call to get information on the workforce services (including special BRAC resources) available to help them.
- (3) Links to the CareerOneStop Web site (www.careeronestop.org) have been made available to DOD.
- (4) A new tool (www.brac-coach.org) is available for BRAC-affected workers that presents them with scenarios they are likely to be facing due to the closing of their base. After a scenario is chosen, the tool walks them through the resources available in the CareerOneStop web sites and other related BRAC information to help them find information to assist them with their reemployment needs and/or to help them solve their other specific issues/problems.

7. **Action Required.** The information in this issuance should be widely distributed throughout states affected by the BRAC initiative.

8. **Inquiries.** Inquiries should be addressed to appropriate ETA Regional Administrators. Contacts in the ETA National Office are Dennis Lieberman (202) 693-3375 and Jim Aaron (202) 693-2814.

9. Attachments.

- A. Introduction to Case Studies
- B. Case # 1 Fort Benjamin Harrison – Lawrence, Indiana
- C. Case # 2 Glenview Naval Air Station – Chicago, Illinois
- D. Case # 3 Grissom Air Force Base – Miami County, Indiana
- E. Case # 4 K.I. Sawyer Air Force Base – Marquette County, Michigan
- F. Case # 5 Lowry Air Force Base – Denver, Colorado
- G. The Pillowtex Experience – Kannapolis, North Carolina
- H. List of Business Relations Group State Liaisons
- I. List of President’s High Growth Initiative Grantees
(summarized by State, multi-State, Nationwide)
- J. List of DOL National Business Partners