



MEMORANDUM

TO: The Honorable William E. Brady, Senate Minority Leader
The Honorable John J. Cullerton, Senate President
The Honorable Jim Durkin, House Minority Leader
The Honorable Michael J. Madigan, Speaker of the House
Jesse Ruiz, Chair, P-20 Council

FROM: Dr. Carmen I. Ayala, State Superintendent of Education, Illinois State Board of Education *Carmen Ayala*
Dr. Brian L. Durham, Executive Director, Illinois Community College Board *Brian L. Durham*
Mr. John Rico, Co-Chair, Illinois Workforce Innovation Board *John D. Rico*

DATE: November 27, 2019

SUBJECT: Perkins and WIOA Alignment Report

Pursuant to House Resolution 371 (HR 371), the State Board of Education, Community College Board, and State Workforce Innovation Board respectfully submit the Perkins and WIOA Alignment Report to the General Assembly and P-20 Council.

If you have any questions about this report, please contact Amanda Elliott at (217) 782-6510 or Matt Berry at (217) 785-7411.

cc: Secretary of the Senate
Clerk of the House
Legislative Research Unit
State Government Report Center

Alignment and Strength of Illinois' Perkins V and Workforce Innovation and Opportunity Act
(WIOA) Unified State Plans:
Response to Illinois General Assembly House Resolution 371



**Illinois
State Board of
Education**



Executive Summary

Pursuant to House Resolution 371 of the 101st Illinois General Assembly, the Illinois State Board of Education (ISBE), the Illinois Community College Board (ICCB), and the Illinois Workforce Innovation Board (IWIB) must report to the General Assembly and the P-20 Council on or before Dec. 1, 2019, about how the state's draft versions of the Strengthening Career and Technical Education Act (Perkins V) and the Workforce Innovation and Opportunity Act (WIOA) plans address the following recommendations as set forth by the General Assembly:

1. The Perkins Plan is inclusive of a funding methodology that incentivizes completion of aligned course sequences, early college credit, and work-based learning as part of college and career pathway systems extending from high school into postsecondary;
2. The Perkins Plan promotes the expansion of equitable access to high-quality career pathway systems to students across Illinois;
3. The Perkins Plan includes secondary program quality indicators that address both dual credit and work-based learning;
4. The Perkins Plan incentivizes innovative regional career pathway models incorporating the Postsecondary and Workforce Readiness Act's College and Career Pathways Endorsements through Perkins Reserve funding;
5. The Perkins Plan includes the alignment of definitions and systems between the Postsecondary and Workforce Readiness (PWR) Act and the state's career pathways definitions;
6. ISBE, ICCB, and the IWIB shall work collaboratively with each other and with school districts, community colleges, business and industry, and other organizations to ensure alignment among the Perkins and WIOA plans and priority occupational areas; and,
7. The Perkins and WIOA Plans incorporate funding or structural mechanisms to support the following:
 - a. Improvements to the allocation of Perkins and WIOA funding,
 - b. Appropriate administrative capacity to effectively support local programs,
 - c. Maintenance of accurate and accessible data, and
 - d. Modernization of course coding frameworks and other administrative structures to better enable local innovation.

The P-20 Council shall subsequently review the draft Perkins V and WIOA plans, as well as the responses to the recommendations, as documented in this report and provide feedback to ISBE, ICCB, IWIB, and the General Assembly by February 29, 2020. In the summer of 2019, the P-20 Council's College and Career Readiness Committee created a subcommittee responsible for providing feedback and recommendations on the Perkins V plan drafts. This committee's engagement and feedback were instrumental in the revisions of the first draft of the Perkins V plan¹. The second draft of the state's Perkins V Plan will be available for review by the P-20 Council and the public on January 24, 2020. The Perkins V Plan is due to the U.S. Department of Education on or before April 15, 2020. The draft of the WIOA Unified Plan will be available for public comment in January 2020 and must be submitted to the Department of Labor on or before March 15, 2020.

¹ The plan can be accessed on ISBE and ICCB's websites <https://www.isbe.net/perkins> | <http://www.iccb.org/cte/perkins/>

Report to the General Assembly and the P-20 Council on the Strength and Alignment of the Perkins and WIOA Plans

1. The Perkins Plan is inclusive of a funding methodology that incentivizes completion of aligned course sequences, early college credit, and work-based learning as part of college and career pathway systems extending from high school into postsecondary.

The Illinois State Perkins V Plan addresses the foregoing recommendation under the local funding formula by requiring all programs supported by Perkins V funding to meet or be working towards the size, scope, and quality indicators of a program of study effective July 1, 2020. These indicators include strategic early college credit and work-based learning opportunities, as well as multiple entry and exit points within and between secondary and postsecondary institutions that afford students the opportunity to complete a quality career pathway. This is a new requirement within the State Plan and an improvement to current practice. Illinois' State Plan under Perkins IV (state fiscal years 2006-19) allowed Career and Technical Education (CTE) courses or programs at secondary schools and community colleges to be supported by federal Perkins funding without requiring these additional quality elements.

Within the State Plan, ISBE and ICCB have established priorities and strategies for expending Leadership and Reserve funds in state fiscal years 2021-24. These strategies include, but are not limited to:

- Enhancing and expanding strategic early college credit including access for students with IEPs and English Learners;
- Incentivizing program of study and career pathway development inclusive of quality work-based learning opportunities such as internships, career development experience, youth/pre-apprenticeship, integrated education and training programs, and registered apprenticeships;
- Incentivizing the development and implementation of the college and career pathway endorsements while connecting secondary and postsecondary CTE programs.

2. Both the Perkins V Plan and the WIOA Unified Plan promote the expansion of equitable access to high-quality career pathway systems to students across Illinois.

ISBE, ICCB, and the IWIB through the Perkins V and WIOA Unified State Plans support data-driven, equity-guided strategies. To promote and expand equitable access to high-quality CTE pathways for each and every student, including those with Individualized Education Programs (IEPs) and English Learners, equity is incorporated within each goal and strategy of the Perkins V Plan. For example, the Perkins V Plan adopts the definitions and guiding principles of the Career Pathway Dictionary², which provides a common language and framework for comprehensive and equitable career pathways. In addition, ISBE and ICCB will promote the following program-

² The Career Pathways Dictionary was created in 2018. ISBE, ICCB, and the IWIB were part of a consortium of agencies and partners that engaged in creating and adopting a statewide common definition for career pathways in Illinois. http://www.iccb.org/cte/wp-content/docs/CP_Dictionary_111318_FINAL.pdf

specific strategies to promote the equitable expansion of career pathway systems. ISBE and ICCB will:

- Provide seamless connections from secondary to postsecondary education by increasing foundational early college credit opportunities where offerings are limited;
- Increase quality and paid work-based learning opportunities, as well as other meaningful connections to employers;
- Expand Integrated Education and Training Opportunities³ to accelerate education and career attainment among adults lacking a high school diploma;
- Support multiple entry and exit points and innovative program delivery (competency-based education, prior learning assessment, online, etc.) to accelerate the attainment of stackable, postsecondary recognized credentials for working adults including single parents, veterans, out-of-workforce individuals, among others.
- Assist students in overcoming barriers to successful participation in a CTE program by empowering secondary and postsecondary recipients of Perkins funding to provide transportation, childcare, tutoring, textbooks, supplies, etc.

One of the IWIB's priorities is to create strategies that provide economic advancement for all populations through career pathways. To that end, WIOA funds will be leveraged to support the implementation of the strategies mentioned above. Finally, to ensure alignment in establishing equitable access, the IWIB is working with ICCB and ISBE to develop equity goals.

3. The Perkins Plan includes secondary program quality indicators that address both dual credit and work-based learning.

ISBE tentatively selected the program quality indicator:

The percentage of CTE concentrators graduating from high school having attained postsecondary credits in relevant career and technical education programs or program of study earned through a dual or concurrent enrollment program or another credit transfer agreement.

ISBE currently collects data on concurrent enrollment and therefore can set a data-informed, state-determined performance target. In addition to the aforementioned indicator, beginning in state fiscal year 2020, ISBE will collect indicator data for recognized postsecondary credentials and work-based learning but will not be submitting these data to the U.S. Department of Education as one of Illinois' secondary accountability measures. These are new data collections for Illinois and currently, do not have a baseline to determine targets.

The ICCB supports ISBE's selection of "early college credit" as the program quality indicator as this aligns directly to one of the shared goals of the Perkins V Plan. ICCB will work with ISBE to

³ Integrated Education and Training is defined as a service approach that provides adult education and literacy activities concurrently and contextually with workforce preparation activities and workforce training for a specific occupation or occupational cluster for the purpose of educational and career advancement. For more information visit: <https://www.icapsillinois.com>.

enhance early college credit across the state and will match data to track dual credit related performance over the implementation of the Plan.

4. The Perkins Plan incentivizes innovative regional career pathway models incorporating the Postsecondary and Workforce Readiness Act's College and Career Pathway Endorsements through Perkins Reserve funding.

ISBE and ICCB are already supporting the creation of model programs of study for prioritized high-skill, high wage, in-demand careers and will expand this work to all federal career clusters. These model pathways will be adopted and tailored at the local level. The models will incorporate the College and Career Pathway Endorsements at the secondary level, will align to offerings at the postsecondary level, and will be embedded within a larger career pathway. While programs of study are specific, a localized curriculum that starts in the high school and progresses through the community college, foundational courses within a program of study may be applicable across high school districts.

The Comprehensive Local Needs Assessment (CLNA) is the central lever that will support regional collaboration among a variety of partners as well as encourage equity-guided decision making. The CLNA is the first step in the Perkins process in evaluating the education and workforce needs of the region, which will serve as the basis for prioritizing CTE program development, implementation, and funding. This regional collaboration extends beyond secondary and postsecondary education partners and includes local workforce boards, employers, labor unions, community-based organizations, adult education providers, parents, and students.

Both Leadership and Reserve funding will be used to support statewide priorities, as mentioned in Recommendation #1. This Leadership and Reserve Funding will support the development and implementation of the College and Career Pathway Endorsements and allow for other innovations, such as the regional career pathway models.

5. The Perkins Plan includes the alignment of definitions and systems between the Postsecondary and Workforce Readiness Act and the state's career pathways definitions.

The Perkins V Plan includes the alignment of definitions and systems with the Postsecondary and Workforce Readiness Act (PWR) Act, WIOA, Every Student Succeeds Act (ESSA), other federal and statewide laws, and frameworks, such as the Career Pathways Dictionary. Alignment and coordination is detailed in Section B.1.c. of the draft Perkins V Plan. The adoption of common definitions and common language is critical to effectively communicate and provide sustainable support structures for career pathway systems. The education and workforce agencies in Illinois have approved career pathway-related definitions and guidance to ensure common language is used with all programs and recipients. These common definitions include, but are not limited to:

- Career Pathways
- College and Career Pathway Endorsements
- Employability Skills and Competencies
- In-demand

- High-skill
- High-wage
- Priority Sectors and Occupations
- Programs of Study
- Work-based Learning Opportunities (across the continuum)

The Perkins Act calls for alignment of CTE programs of study with in-demand sectors that are identified in the WIOA Unified State Plan. Additionally, the IWIB requires that the Career Pathways definitions be integrated as appropriate into program funding opportunities and strategies outlined within the WIOA Unified State Plan.

6. ISBE, ICCB, and the IWIB shall work collaboratively with each other and with school districts, community colleges, business and industry, and other organizations to ensure alignment among the Perkins and WIOA plans and priority occupational areas.

In collaboration with ISBE and ICCB, IWIB will develop a methodology for establishing priority state and regional-level industry sector and occupational career clusters. Additionally, through regional and local guidelines, ISBE, ICCB, and the Department of Commerce and Economic Opportunity (DCEO) require and promote local collaboration and alignment. During state fiscal year 2020, ISBE, ICCB, and WIOA Core Partners collaborated to provide resources and professional development to foster collaboration in these local communities. Specifically, state fiscal year 2021 marks a unique opportunity for collaborative planning in regions and local communities around the state. Secondary CTE, community colleges, and local workforce innovation areas (LWIAs) will begin implementation of their four-year local plans under WIOA and Perkins V. Professional development and technical assistance, in support of this collaboration, will continue throughout the administration of this State Plan.

The CLNA serves as the lever to facilitate this collaboration. The CLNA will incorporate local, regional, and state labor market information, and will drive the development, implementation, and revision of program of study offerings, strengthening alignment and engagement between local education and workforce entities. This process provides an opportunity to build stronger relationships between secondary and postsecondary institutions with industry and business partners, specifically for priority occupational areas; to further develop and expand career pathways; and to provide greater opportunities for all students, including members of special populations such as students with IEPs, English learners, students from low income communities, etc.

7. The Perkins and WIOA Plans incorporate funding or structural mechanisms to support the following:

- a. Improvements to the allocation of Perkins and WIOA funding,**
- b. Appropriate administrative capacity to effectively support local programs,**
- c. Maintenance of accurate and accessible data, and**
- d. Modernization of course coding frameworks and other administrative structures to better enable local innovation.**

- a. ISBE, ICCB, and the IWIB continuously explore ways to improve allocations under Perkins and WIOA. Particularly, ISBE is investigating the possibility of pursuing a more equitable methodology for CTE funding, including addressing the recommendations of the P-20 Council. IWIB is working with ISBE and ICCB to identify strategies for leveraging funding from WIOA to support strategies such as:
 - Exposing more high school students, particularly young women and minorities to careers in STEM fields through opportunities such as mentoring;
 - Incentivizing school districts, community colleges, and local workforce areas to work collaboratively to create strategies that address at-risk youth.
- b. ISBE increased staffing from three in state fiscal year 2019 to eight in state fiscal year 2020 to more effectively monitor grants and to provide additional technical assistance and resources. ICCB has expanded capacity and collaborates with CTE content experts at several centers within our public higher education institutions to ensure community college technical assistance needs and grant oversight requirements are met.
- c. The CTE and Innovation Department within ISBE is working with its Data Strategies and Analytics Department to increase public access to CTE data through a public-facing, interactive dashboard. Similarly, ICCB will implement a CTE Dashboard in Spring 2020 and continues to maintain reliable, comprehensive data through its comprehensive community college data system.
- d. ISBE continues to review all state-approved CTE programs and course codes to align them to the national course codes. ISBE is simultaneously reviewing their programs to align them to in-demand sectors. Based on these reviews, there will be new programs of study developed and those that no longer align will be phased out. ISBE will perform labor market analysis annually to determine additional changes.