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SUMMARY

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Reauthorization of the Perkins Act in the 115th Congress: The Strengthening Career and Technical Education for the 21st Century Act

The Carl D. Perkins Career and Technical Education Act (Perkins Act) is the primary federal law aimed at developing and supporting career and technical education (CTE) programs at the secondary and postsecondary educational levels. Prior to the 115th Congress, the Perkins Act had most recently been reauthorized in 2006 by the Carl D. Perkins Career and Technical Education Act of 2006 (Perkins IV; P.L. 109-270). In the 115th Congress, the Perkins Act was comprehensively reauthorized again, through the Strengthening Career and Technical Education for the 21st Century Act (Perkins V; P.L. 115-224). Perkins V was signed into law by President Trump in July 2018 and is to go into effect on July 1, 2019.

Under the Perkins Act, funds for the development and improvement of CTE programs are distributed to states by an allocation formula largely based on population and per capita income factors. States then distribute funds to local CTE providers at the secondary and postsecondary education levels according to within-state allocation formulas specified in statute. Recipients of Perkins funds are required to use them for a variety of purposes that help CTE students attain technical skills and earn an industry-recognized credential, a certificate, or a postsecondary degree. The accountability framework under the Perkins Act requires state and local recipients of Perkins funds to try to achieve target levels of performance on a series of core indicators of performance. The actual levels of performance on each core indicator are reported by the states and disaggregated by a number of special populations and subgroups. If a state fails to meet 90% of any of its target performance levels, it has to implement a program improvement plan for each of the core indicators of performance for which the target performance levels were not met.

Perkins V makes a number of changes to the Perkins Act. Some of the key changes include the following:

Fund Allocations:

- The state allocation formula is changed to give each state a base amount equal to its FY2018 allocation. Any additional funds are distributed among the states based on population and per capita income factors, with a greater share going to the states with the smallest initial allocation.
- Under Perkins V, states are allowed to reserve up to 15% of their allocation for CTE programs in rural areas or areas with high numbers of CTE students, or for innovative CTE programs, instead of 10%, which is the allowance under Perkins IV.

Recipient Activities:

- Provisions in Perkins V require state plans to contain information about how the state's CTE activities will be coordinated with state activities under the Workforce Innovation and Opportunity Act (WIOA) and the Elementary and Secondary Education Act (ESEA).
- Under Perkins V, local CTE providers are required to carry out a needs assessment to better align the offered CTE programs of study with local labor market needs and in-demand occupations.

Accountability Framework:

- Provisions in Perkins V consolidate and modify the secondary and postsecondary core indicators of performance.
- Under Perkins V, states are allowed to determine their own performance targets on the core indicators of performance, as long as certain minimum requirements are met.
- In addition to existing data reporting and disaggregation requirements, Perkins V requires states to disaggregate CTE student achievement data by the CTE program or program of study in which the concentrator is enrolled.

Program Eliminations:

- Provisions in Perkins V eliminate Title II of the Perkins Act, known as the Tech Prep program.

New Programs:

- Perkins V introduces a national competitive grant program aimed at identifying, supporting, and evaluating evidence-based and innovative strategies and activities to improve and modernize CTE and align workforce skills with labor market needs.

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Introduction

The Carl D. Perkins Career and Technical Education Act (Perkins Act) is the primary federal law aimed at developing and supporting career and technical education (CTE) programs at the secondary and postsecondary educational levels. Prior to the 115th Congress, the Perkins Act had most recently been reauthorized in 2006 by the Carl D. Perkins Career and Technical Education Act of 2006 (Perkins IV; P.L. 109-270). On July 31, 2018, President Trump signed into law the Strengthening Career and Technical Education for the 21st Century Act (Perkins V; P.L. 115-224), which comprehensively reauthorized the Perkins Act. Perkins V is the most recent in a series of acts that have reauthorized the main federal law authorizing support for the development of CTE programs aimed at students in secondary and postsecondary education.[1]

The provisions of Perkins V go into effect on July 1, 2019. The first year of implementation will be considered a *transition year* and states will be able to submit transition plans to cover requirements for the July 2019-June 2020 program year. Perkins V authorizes appropriations for CTE programs for FY2019 through FY2024. Following the transition plan, or in lieu of the transition plan, each state must submit a state plan for the period of authorization.

The reauthorization of the Perkins Act in the 115th Congress began in the House, which passed its version of the Strengthening Career and Technical Education for the 21st Century Act (H.R. 2353) by voice vote on June 22, 2017. The Senate passed its own version of the bill by voice vote on July 23, 2018. The House agreed to the Senate version of H.R. 2353 two days later, and the bill was signed into law by the President as P.L. 115-224.

This report does not attempt to provide a comprehensive analysis of Perkins V. Rather, it provides an overview of the primary differences between provisions in place under Perkins IV and those enacted in Perkins V.

Table 1 compares provisions in Perkins IV with new or revised provisions in Perkins V. It also contains a section that highlights selected definitions that are significantly revised or are introduced in Perkins V. **Table A-1** depicts the authorizations of appropriations for programs authorized under the Perkins Act as amended by Perkins V.

Comparison of Provisions in Place under Perkins IV to Those Enacted in Perkins V

Table 1 highlights the differences between provisions under Perkins IV and Perkins V as signed into law on July 31, 2018. The table is organized topically, focusing on the areas that will see the most significant changes under Perkins V. These areas include the following:

- overall structure and authorized funding levels,
- state and local funding formula provisions,
- state and local plan provisions,
- accountability and improvement plan provisions,
- state and local uses of funds,
- national activities,

[1] Before being named for Representative Perkins, the primary law authorizing such activities was entitled the Vocational Education Act of 1963.

- general provisions,
- selected revised definitions, and
- selected new definitions.

Table 1. Comparison of Selected Provisions in Place under Perkins IV and Perkins V

Provision	Perkins IV	Perkins V
Overall Structure and Authorized Funding Levels		
General structure	Perkins IV has three titles: Title I: Career and Technical Education Assistance to the States Title II: Tech Prep Education Title III: General Provisions	Perkins V has two titles: Title I: Career and Technical Education Assistance to the States Title II: General Provisions
Programs repealed (Perkins IV: Sections 201-206; Section 118)	Tech Prep[a] and Occupational and Employment Information (OEI).[b] Tech Prep has not been funded since FY2010, and OEI has not been funded under Perkins IV.	These two programs are repealed by Perkins V:
Authorization levels	Perkins IV contains five authorizations of appropriations: • Basic State Grants (BSG); • National Programs; • Tribally Controlled Postsecondary Career and Technical Institutions; • OEI; and • Tech Prep. Each of these authorizations provide "such sums as may be necessary" for FY2007-FY2012. All of these programs were automatically extended through FY2013 by the General Education Provisions Act (GEPA).	Perkins V includes authorizations of appropriations for FY2019-FY2024 for each of the three authorized programs that it does not repeal: • Basic State Grants; • National Programs; and • Tribally Controlled Postsecondary Career and Technical Institutions. The levels of authorized funding would increase each year for each of the programs, reaching a total of $1.34 billion in FY2024. The detailed authorizations of appropriations for each of the programs are shown in **Table A-1**.
Native American programs (Perkins IV and V: Section 116)	Section 116 of Perkins IV authorizes the use of BSG funds for career and technical education (CTE) programs serving Indian tribes, tribal organizations, and Alaska Native organizations and Native Hawaiian organizations. The funds may be used for any activities consistent with the purposes of the Perkins Act.	Perkins V provisions maintain the Native American programs, and expands the use of funds to include preparatory, remedial, and refresher services to prepare students for CTE programs or programs of study.

Provision	Perkins IV	Perkins V
State and Local Funding Formula Provisions		
Basic State Grants (BSG) state allocation formula (Perkins IV and V: Section 111)	Under Perkins IV, after a series of reservations for outlying areas and Native American and Native Hawaiian programs, BSG funds are awarded to the 50 states, the District of Columbia, Puerto Rico, and the U.S. Virgin Islands (hereinafter referred to as states) according to a formula that awards proportionally larger grants to states with larger populations in the age range traditionally enrolled in high school and within two years of high school graduation (15-19 years old) and to states with lower per capita incomes. Incorporated in the formula are certain features that guarantee minimum funding levels. The first is a FY1998 hold harmless provision, which ensures that states receive at least the amount they were awarded in FY1998. Another is a requirement that each state grant must be no less than a minimum equal to 0.5% of the total amount available for state grants, subject to a special rule adjustment. A different minimum state grant provision goes into effect if total funds available to the states for the BSG program exceed corresponding FY2006 levels. The "new money" above FY2006 BSG appropriations is allocated to the states based on their population and per capita income factors. Up to 33% of the new money is reserved for states whose allocation otherwise would be below 0.5% of the total amount available for state grants. These are referred to as the "small states." The small states receive a share of the new money that is proportional to how far their allocation otherwise is below 0.5% of the total amount available for state grants. The FY1998 hold harmless provision would still apply in this case.	Provisions in Perkins V make the following changes to the formula used to distribute BSG funds to the states: • The FY1998 hold harmless provision is removed and replaced with a provision that provides each state with a foundational grant amount equal to its FY2018 allocation. • The threshold for initiating the alternate grant allocation methodology that goes into effect under Perkins IV when the total appropriations available for the states for the BSG program for a given fiscal year exceed the appropriations for the BSG program in FY2006 is replaced with a threshold that goes into effect when the total appropriations available for state grants exceed the amount available for state grants at the FY2018 BSG appropriations level. Funding in excess of this level is referred to as "new money." • The new money above FY2018 BSG appropriations is allocated to the states based on their population and per capita income factors. Up to 33% of the new money is reserved for states whose initial new money allocations would be below 0.5% of the total available new money. These are referred to as the "small states." The small states receive a share of the new money that is proportional to how far their initial allocation of the new money is below 0.5%, up to a maximum of 0.5% of the new money.
Reservation of funds for rural areas or areas with high CTE participation (Perkins IV and V: Section 112)	Under Perkins IV, each state is allowed to reserve up to 10% of its BSG allocation for CTE activities in rural areas or areas with high numbers or proportions of CTE participants and concentrators.	Provisions in Perkins V allow states to reserve up to 15% of their BSG funds for the same uses as authorized under Perkins IV. However, the reserved funds have to be spent on fostering innovation or promoting the development of CTE programs of study aligned with in-demand occupations.

Provision	Perkins IV	Perkins V
Reservation of funds for correctional institutions and institutions serving individuals with disabilities (Perkins IV and V: Section 112(a)(2)(A))	Under Perkins IV, states are permitted to allocate up to 1% of their BSG funds for serving individuals in state correctional institutions and for institutions serving individuals with disabilities.	Provisions in Perkins V raise the maximum amount that states can reserve for these purposes to 2% of their BSG allocations.
Reservation of funds for recruitment of special populations to CTE programs (Perkins V: Section 112(a)(2)(C))	Not applicable.	A new provision enacted in Perkins V requires states to reserve at least the lesser of 0.1% of their state allocations or $50,000 for recruiting members of special populations to enroll in CTE programs.
State and Local Plan Provisions		
State plan duration (Perkins IV and V: Section 122(a))	In order to receive funds under Perkins IV, each state's eligible agency[c] must submit a six-year plan to the Secretary of Education (Secretary).	Under Perkins V, each state's eligible agency is required to submit a four-year plan to the Secretary. At the end of the period covered by the first four-year plan, a state may submit a subsequent four-year plan or submit for secretarial approval annual revisions to only the state-determined levels of performance.
State plan development (Perkins IV: Section 122(b); Perkins V: Section 122(c))	A state plan under Perkins IV must be developed through public hearings with stakeholders and in consultation with a number of stakeholder groups. These include CTE teachers, faculty, and administrators; career guidance and academic counselors; CTE providers; parents and students; institutions of higher education (IHEs) as defined in Section 102 of the Higher Education Act; representatives of business, industry, and labor; representatives of special populations; and others.	Provisions in Perkins V expand the list of entities that must be consulted during state plan development. Some of the added groups include representatives of two-year minority-serving IHEs and, where possible, historically Black and tribally controlled colleges and universities; representatives of the state workforce development board; representatives of industry and sector partnerships in the state; representatives of agencies serving out-of-school youth and homeless children; representatives of Indian tribes and tribal organizations that may be present in the state; individuals with disabilities; and others. Another added requirement is that the eligible agency must make the state plan available for public comment for at least 30 days prior to submission to the Secretary for approval.

Provision	Perkins IV	Perkins V
State plan contents (Perkins IV: Section 122(c); Perkins V: Section 122(d))	Under Perkins IV, the plan must contain information regarding the state's planned and supported CTE activities. Required state plan content includes descriptions of CTE activities to be offered and how these activities will be supported; CTE programs of study developed by the state; professional development activities for CTE teachers, faculty, administrators, and career and guidance counselors that will be provided; efforts by the state to improve the recruitment and retention of CTE teachers; how the state will involve stakeholders in the development, implementation, and evaluation of CTE programs; how the state's Perkins funds will be allocated among the secondary and postsecondary education levels; the state's strategies for special populations; the state's process for developing and negotiating adjusted levels of performance on the core indicators of performance; and other activities.	Under Perkins V, in addition to information regarding the state's planned and supported CTE activities, a state plan is required to contain the state's strategic vision and set of goals for preparing an educated and skilled workforce in order to coordinate CTE activities with workforce demands. The plan must include a summary of the state's workforce development activities, including • the degree to which state CTE programs and programs of study align with the state's workforce needs; • the state's strategic vision for meeting its workforce needs and how CTE is incorporated into that vision; • a strategy for coordinating with programs authorized under the Workforce Investment and Opportunity Act (WIOA)[d] and the Elementary and Secondary Education Act (ESEA)[e]; • a description of the CTE programs of study provided by the state; • a description of how the state will disseminate information about CTE programs of study, work-based learning opportunities, dual and concurrent enrollment opportunities, and other resources and opportunities to students and parents; • a description of how the state will make its CTE programs available to members of special populations and the steps the state will take to improve those students' academic achievement and close achievement gaps; • a description of how the state will recruit, retain, and provide professional development to CTE teachers; • a description of the state's procedure for developing state levels of performance on the core indicators of performance; and • other activities.

Provision	Perkins IV	Perkins V
State plan approval (Perkins IV: Section 122(e); Perkins V: Section 122(f))	Under Perkins IV, the Secretary of Education may disapprove a state plan if it does not meet the requirements of the act or if the state's performance goals on the core indicators of performance are not sufficiently rigorous. The Secretary has 90 days to review a state plan.	Under Perkins V, the Secretary may disapprove a state plan only if it does not meet the requirements of the act, including the minimum requirements for state levels of performance in Section 113(b)(3)(A)(i)(III), and only after giving the state agency notice and an opportunity for a hearing. The Secretary has 120 days to review a state plan.
Local plan (Perkins IV and V: Section 134)	Under Perkins IV, a local provider of CTE must submit a local plan to the state's eligible agency. The local plan contents must include descriptions of a number of aspects of the CTE activities that the local provider plans to carry out using its Perkins funds.	Provisions in Perkins V replace the local plan with a local application that must include information on the state-identified programs of study and course offerings that the local CTE provider plans to support; a description of career guidance and exploration activities that the local CTE provider plans to offer in conjunction with the local workforce development board; a description of strategies the local CTE provider will use to improve the technical and academic skills of program participants, including strategies for closing achievement gaps; a description of planned activities to prepare special populations for high-skill, high-wage, or in-demand occupations; a description of work-based learning opportunities and opportunities to gain postsecondary credit while in high school that the local CTE provider will make available; and a description of how the local CTE provider will recruit, retain, and provide professional development for CTE teachers. Additionally, each local provider is required to conduct a comprehensive local needs assessment that evaluates the progress being made by the local provider's CTE programs toward reaching its goals. The aim of the needs assessment is to better align the CTE programs of study that are offered by the local provider with the needs of local employers, especially those offering employment in in-demand occupations. The needs assessment must be included in the local CTE provider's application for Perkins funds.

Provision	Perkins IV	Perkins V
Accountability and Improvement Plan Provisions		

Core indicators of performance at the secondary education level
(Perkins IV and V: Section 113(b)(2)(A))
	Under Perkins IV, state and local CTE providers must meet goals or targets on a set of core indicators of performance. There are six core indicators at the secondary education level:
	• student attainment of proficiency as measured by state academic performance standards on the mathematics, language arts, and science assessments, as determined by the state in accordance with Title I of the ESEA;
	• student attainment of career and technical skill proficiencies;
	• rates of student attainment of secondary school diplomas; GED credentials or other state-recognized equivalents; and proficiency credentials, certificates, or degrees in conjunction with secondary school diplomas;
	• student graduation rates, as described in Title I of the ESEA;
	• student placement in postsecondary education or advanced training, military service, or employment; and
	• student participation in, and completion of, CTE programs that lead to nontraditional fields.[f]
		Provisions in Perkins V change the core indicators at the secondary education level to the following:
		• CTE concentrator proficiency as measured by state academic performance standards on the mathematics, language arts, and science assessments, as determined by the state in accordance with Title I of the ESEA;
		• the percentage of CTE concentrators who graduate high school;
		• CTE concentrator placement in postsecondary education or advanced training, national service programs, military service, or employment;
		• CTE concentrator participation in CTE programs that lead to nontraditional fields[f]; and
		• at least one of the following:
		  • the percentage of CTE concentrators graduating from high school having attained recognized postsecondary credentials,
		  • the percentage of CTE concentrators graduating from high school having attained postsecondary credits through dual and concurrent enrollment or another credit transfer agreement, or
		  • the percentage of CTE concentrators graduating from high school having participated in work-based learning.

Provision	Perkins IV	Perkins V
Core indicators of performance at the postsecondary education level (Perkins IV and V: Section 113(b)(2)(B))	Under Perkins IV, the core indicators of performance at the postsecondary education level are the following: • student attainment of career and technical skill proficiencies; • student attainment of an industry-recognized credential, a certificate, or a degree; • student retention in postsecondary education or transfer to a baccalaureate degree program; • student placement in military service, apprenticeship programs, or employment; and • student participation in, and completion of, CTE programs that lead to nontraditional fields.[f]	Provisions in Perkins V define the following set of core indicators of performance at the postsecondary education level: • CTE concentrator placement in education or training activities, advanced training, military service, national service activities, or employment; • the percentage of CTE concentrators who receive a recognized postsecondary credential during participation in a program or within one year of program completion; and • the percentage of CTE concentrators in CTE programs that lead to nontraditional fields.[f]
State levels of performance (Perkins IV and V: Section 113(b)(3))	Under Perkins IV, states have to establish annual targets for each of the core indicators of performance. These targets are called *adjusted levels of performance* and are established through negotiations between the state and the Secretary of Education with input from local providers.	Under Perkins V, states are allowed to establish their own goals for each of the core indicators of performance without input from the Secretary but with required input from local CTE providers. These goals are known as the *state determined levels of performance*. These levels of performance need to be developed in consultation with stakeholders and require the state to continually make meaningful progress toward improving the performance of all CTE concentrators. The state levels of performance developed under Perkins V go into effect for FY2020. A state may revise its levels of performance for years following the first two years of the state plan. When revising levels of performance, the state has to meet the same requirements as when setting original levels of performance and also has to take into account the performance levels set by other states. Additionally, the revised levels of performance must be higher than the state's average actual performance over the preceding two program years.

Provision	Perkins IV	Perkins V
Local levels of performance (Perkins IV and V: Section 113(b)(4))	Under Perkins IV, local CTE providers are required to either accept the state's adjusted levels of performance for each core indicator of performance, or to negotiate their own adjusted levels of performance.	Perkins V provisions do not change the process by which local CTE providers establish levels of performance for the core indicators of performance. Like state levels of performance, local indicators of performance need to be set in such a way as to ensure continual, meaningful progress toward improving the performance of all CTE concentrators. Under Perkins V, a local CTE provider may revise its levels of performance for any years following the first two years covered by the local application. When revising levels of performance, the provider has to meet the same requirements as when setting the original levels of performance and also take into account the performance levels set by other local CTE providers in the state. Additionally, the revised levels of performance must be higher than the provider's average actual performance over the preceding two program years.
Performance data reporting (Perkins IV: Section 113(c); Perkins V: Section 113(b)(3)(C))	Under Perkins IV, states are required to report student achievement on all core indicators of performance. The achievement data must be disaggregated by all special population groups identified in paragraph 3(29) of Perkins IV, as well as by all student subgroups identified in Section 1111(h)(1)(C)(i) of the ESEA. States are required to identify and quantify achievement gaps between any groups for which data are disaggregated. The same data reporting and disaggregation requirements apply to local CTE providers.	In addition to the data reporting and disaggregation requirements under Perkins IV, provisions in Perkins V require states to disaggregate CTE concentrator achievement data by the CTE program or program of study in which the concentrator is enrolled. Additionally, for the core indicators measuring CTE concentrator placement in education or training activities, advanced training, military service, national service activities, or employment, achievement data must be disaggregated by enrollment in postsecondary education, including credential/degree type; enrollment in advanced training; enrollment in military service or national service programs; and employment. The same data reporting and disaggregation requirements apply to local CTE providers.

Provision	Perkins IV	Perkins V
State improvement plans (Perkins IV and V: Section 123(a))	Under Perkins IV, states that do not meet 90% of a state adjusted level of performance for any of the core indicators of performance in a given year are required to develop and implement a program improvement plan during the following year. If a state fails to implement the plan or fails to show improvement after the plan has been implemented, the Secretary of Education may withhold all or some of the state's leadership or administrative funds. The withheld funds must then be used to provide technical assistance to the state.	Under Perkins V, existing provisions that require the development and implementation of a program improvement plan when a state does not meet 90% of its state levels of performance on at least one core indicator of performance are preserved. If a state fails to implement the improvement plan or fails to meet at least 90% of its level of performance for two consecutive years for any core indicator of performance within the scope of the improvement plan, then the Secretary may withhold all or some of the state's leadership or administrative funds. A state under an improvement plan is not eligible to adjust its state performance levels.
Local improvement plans (Perkins IV and V: Section 123(b))	Similar to Perkins IV state improvement plan provisions, a local provider that does not meet at least 90% of the adjusted performance level on at least one core indicator of performance must also develop a program improvement plan. If no improvement occurs, the state may take away some or all of the local provider's funding and use it to provide CTE services for the affected students through alternative means.	Under Perkins V, the existing requirement for developing and implementing a program improvement plan when a local CTE provider does not meet 90% of its state or locally negotiated level of performance on at least one core indicator of performance is preserved. If a local provider fails to implement the improvement plan or fails to meet at least 90% of its level of performance for two consecutive years for any core indicator of performance within the scope of the improvement plan, then the state may withhold all or some of the local provider's Perkins funds, and use them to provide CTE services for the affected students through alternative means. A local CTE provider under an improvement plan is not eligible to adjust its state or locally determined performance levels.

Provision	Perkins IV	Perkins V
State and Local Uses of Funds		
State leadership funds (Perkins IV and V: Section 124)	Provisions in Perkins IV delineate a list of nine required uses of state leadership funds, including assessment of CTE programs, integration of academics with CTE, professional development for CTE teachers and administrators, support for partnerships with employers, support for special populations and individuals in state institutions, and technical assistance to local providers. There is also a long list of permissible state leadership activities in Perkins IV.	Under Perkins V, state leadership funds must be spent on preparation of CTE students for non-traditional fields; support for programs for special populations; support for individuals in state institutions; recruiting, preparing, and retaining CTE teachers; technical assistance to local CTE providers; and reporting on the effectiveness of the state's Perkins-funded programs. Within the framework of these requirements, there is a large number of permissible uses of funds listed in Section 124(b) of Perkins V.
Local uses of funds (Perkins IV and V: Section 135)	Provisions in Perkins IV delineate a list of eight required activities for Perkins recipients at the local level. These include strengthening the academic skills of CTE students, linking CTE at the secondary and postsecondary levels, providing students with industry experience, expanding the role of technology in CTE, providing professional development activities for CTE teachers, program evaluation, and providing CTE activities for special populations. In addition to these, Perkins IV provisions present a long list of permissible activities at the local level.	Under Perkins V, local CTE providers are required to spend their Perkins funds on activities that fall into six categories: • providing career exploration and development activities for CTE students; • providing professional development for CTE teachers and school personnel; • providing CTE students the skills necessary to pursue careers in high-skill, high-wage, or in-demand industry sectors or occupations; • supporting the integration of academic skills into CTE programs; • supporting and implementing CTE programs and programs of study that result in increasing student achievement; and • evaluating activities carried out with Perkins funds. Several of these categories have a number of specified activities that may be supported using Perkins funds. Additionally, local providers of CTE are allowed to pool their funds with other local providers to carry out professional development activities.

Provision	Perkins IV	Perkins V
National Activities		
Single plan for research and evaluation at the federal level (Perkins IV and V: Section 114(c))	Under Perkins IV, the Secretary of Education is authorized to carry out research, development, dissemination, evaluation, and assessment of CTE programs. The Secretary is required to develop a single plan for these activities.	Under Perkins V, the Secretary is required to carry out (directly or through grants, contracts, or cooperative agreements) research, development, evaluation, and other activities. The Secretary is required to create a single plan for these activities in consultation with, or acting through, the Director of the U.S. Department of Education's Institute for Education Sciences (IES).
Evaluation (Perkins IV and V: Section 114(d)(2))	Provisions in Perkins IV direct the Secretary of Education to carry out an independent evaluation and assessment of CTE activities offered under the act. The Secretary is directed to appoint an Independent Advisory Panel to advise the Secretary on the implementation of these research and evaluation initiatives. The Secretary is required to submit to Congress interim and final reports on the independent assessment of CTE programs and activities.	Under Perkins V, the Secretary, acting through the director of the IES, is directed to carry out and disseminate annual research and evaluation initiatives aligned with the plan for research and evaluation. The Secretary is directed to appoint an Independent Advisory Panel to advise the Secretary on the implementation of these research and evaluation initiatives. These initiatives would have to include evaluations of topics such as integration of academic standards adopted under the ESEA into CTE programs; preparation of students for employment in high-skill, high-wage occupations; implementation of, and access to, programs of study; the impact made by changes to the Perkins Act programs introduced in Perkins V, including local needs assessments, coordination with other laws, and accountability provisions; innovative approaches to work-based learning; employer involvement in, benefit from, and satisfaction with CTE programs; and changes in student enrollment patterns. The Secretary is required to submit to Congress interim and final reports on the evaluation and research carried out under this section and to update the final report biennially.

Provision	Perkins IV	Perkins V
Research (Perkins IV and V: Section 114(d)(4))	Under Perkins IV, the Secretary of Education is directed to award a grant, contract, or cooperative agreement to an IHE, a nonprofit organization, or a consortium of one or more IHEs and one or more nonprofit organizations for the purposes of carrying out research on a number of topics within CTE. These topics include the integration of CTE and academic instruction; educational technology in CTE; the Perkins accountability system; professional development for CTE teachers; and others.	Under Perkins V, the Secretary, with input from the Director of IES, the Commissioner for Education Research, the states, and the Independent Advisory Panel, is directed to award a grant, contract, or cooperative agreement to an IHE or a consortium of one or more IHEs and one or more nonprofit organizations for carrying out research on a number of topics in CTE. These topics include increasing access to effective CTE learning and teaching; the impact of changes made to Perkins programs by Perkins V; longitudinal information on CTE programs and student achievement; and innovative approaches to CTE program implementation.
Innovation and modernization grant program (Perkins V: Section 114(e))	Not applicable.	Perkins V provisions introduce a competitive grant program aimed at identifying, supporting, and evaluating evidence-based and innovative strategies and activities to improve and modernize CTE and align workforce skills with labor market needs. The grant program is open to eligible entities, eligible institutions, and eligible recipients as defined in the act. The Secretary may use no more than 20% of the amount appropriated for Section 114 to carry out this program.
General Provisions		
Local control (Perkins IV and V: Section 8(a))	Perkins IV contains prohibitions that preclude the federal government from mandating or controlling state, local, or school curricula.	Perkins V provisions include the prohibitions from Perkins IV and introduce new prohibitions related to instructional content, academic standards and assessments, and the Common Core State Standards.
Congressional notice (Perkins V: Section 8(f))	Not applicable.	Provisions in Perkins V introduce a requirement of congressional notice. Under this requirement, the Secretary of Education must provide the congressional committees of jurisdiction with copies of any proposed regulations, as well as an explanation of the need, benefits, and burden created by such proposed regulations, at least 15 days before the corresponding *Federal Register* notice. Congress must then be given a 15-day comment period for any proposed rulemaking.

Provision	Perkins IV	Perkins V
Maintenance of Effort (MOE) (Perkins IV: Section 311; Perkins V: Section 211)	The MOE provision in Perkins IV states that in order to receive funds, a state's CTE expenditures per student or aggregate CTE expenditures for the preceding fiscal year must be equal to or greater than the corresponding expenditures from the fiscal year before that. However, if total appropriations for the Perkins Act decrease by a certain percentage, states may decrease their CTE expenditures by the same percentage. The Secretary of Education may reduce the MOE requirement by no more than 5% for one fiscal year in case of exceptional circumstances.	Provisions in Perkins V maintain a MOE requirement and definition, but allow states to establish a new baseline for measuring their efforts based on a state's fiscal effort per CTE student or aggregate CTE expenditures for the first full fiscal year following enactment. This baseline would have to be equal to at least 95% of the state's fiscal effort per student or aggregate CTE expenditures for the prior fiscal year. Under Perkins V, a state's allotment of Perkins funds for a given fiscal year is reduced by the same proportion by which the state failed to meet its MOE requirement for one or more of the five immediately preceding fiscal years. The Secretary could waive this provision under exceptional circumstances.
Limitations for certain students (Perkins IV: Section 315; Perkins V: Section 215)	Provisions in Perkins IV forbid the use of Perkins funds for the education of students prior to the seventh grade.	Provisions in Perkins V forbid the use of Perkins funds for the education of students prior to the middle grades. The term *middle grades* refers to grades five through eight, as defined in Section 8101 of the ESEA.
Study on programs of study aligned to high-skill, high-wage occupations (Perkins V: Section 219)	No related provision exists.	New provisions in Perkins V require the Comptroller General of the United States to conduct a study to evaluate the effectiveness of programs funded by Perkins in successfully helping students to pursue and complete programs of study aligned to high-skill, high-wage occupations. Upon completion of the study, the Comptroller General is required to submit the results to the committees of jurisdiction in the House and the Senate.
Selected Revised or Removed Definitions		
Area career and technical education school (Perkins IV and V: Section 3(3))	Under Perkins IV, the term *area CTE school* means a school that provides CTE courses in at least five different occupational fields.	Under Perkins V the requirement to provide CTE courses in a specific number of fields is lowered to at least three different occupational fields, especially in in-demand sectors or occupations.

Provision	Perkins IV	Perkins V
Career and technical education (CTE) (Perkins IV and V: Section 3(5))	In Perkins IV, the term *career and technical education* refers to organized educational activities that offer a sequence of courses that • provide individuals with technical skills and knowledge needed to prepare for further education and careers in current or emerging professions; • are aligned with challenging academic standards; • provide technical skill proficiency, an industry recognized credential, a certificate, or an associate's degree; • may include prerequisite courses; and • include competency-based applied learning that helps students develop technical and occupation-specific skills and knowledge of all aspects of an industry.	Provisions in Perkins V revise and expand this definition, requiring that the sequence of courses comprising a CTE program at the secondary education level be aligned with state-adopted academic standards under Section 1111(b)(1) of the ESEA. Such a sequence of courses has to provide students with technical skill proficiency or "a recognized postsecondary credential which may include an industry-recognized credential." The section on competency-based applied learning also includes *work-based learning*, as defined in the act. The definition of CTE in Perkins V contains two additional clauses. Under Perkins V, CTE activities • require coordination between secondary and postsecondary education programs, which may include early college programs with articulation agreements, dual or concurrent enrollment programs, or programs of study; and • may include career exploration at the middle and high school levels.
Career guidance and academic counseling (Perkins IV and V: Section 3(7))	Under Perkins IV, the definition of *career guidance and academic counseling* includes providing students and parents with information regarding career options, financial aid, and postsecondary options.	Under Perkins V, this definition is expanded to include providing students, parents, and out-of-school youth with information regarding career options, financial aid, job training, secondary and postsecondary options, work-based learning opportunities, dual and concurrent enrollment opportunities, and support services. This definition also includes providing assistance to members of special populations with respect to direct support services related to persistence and completion of CTE programs of study and career pathways.
Displaced homemaker and out-of-workforce individual (Perkins IV: Section 3(10))	In Perkins IV, a *displaced homemaker* is defined as an individual who has primarily relied on another person's income but is no longer supported by that income, and who is currently unemployed or underemployed.	Perkins V includes *displaced homemaker* as part of a new definition of an *out-of-workforce individual*. This definition includes a displaced homemaker, as defined in Section 3 of the WIOA, and additional classes of individuals who have become unemployed or underemployed after previously having relied on other family members for support.

Provision	Perkins IV	Perkins V
Eligible institution (Perkins IV: Section 3(13); Perkins V: Section 3(20))	Under Perkins IV, the definition of an *eligible institution* includes a public or nonprofit private IHE, as defined in HEA Section 102, offering CTE courses that lead to technical skill proficiency, an industry-recognized credential, a certificate, or a degree; an LEA or area CTE school that offers instruction at the postsecondary level; a tribally controlled IHE; an educational service agency; or a consortium of two or more of the institutions listed above.	Under Perkins V, this definition is revised to require that *eligible institutions* offer CTE courses that lead to technical skill proficiency, an industry-recognized credential, a certificate, or an associate's degree. It also adds Indian tribes, tribal organizations, and tribal education agencies that operate a school to the list of eligible institutions.
Special populations (Perkins IV: Section 3(29); Perkins V: Section 3(48))	Under Perkins IV, the definition of *special populations* includes the following groups: • individuals with disabilities; • individuals from economically disadvantaged families; • foster children; • individuals preparing for non-traditional fields; • single parents, including single pregnant women; • displaced homemakers; and • individuals with limited English proficiency.	Under Perkins V, the following groups are added to the definition: • youth who have aged out of the foster care system, • homeless individuals, and • youth with parents who are active-duty members of the Armed Forces. In the new definition, the term *individuals with limited English proficiency* is replaced with *English learners*, reflecting a corresponding change in terminology used in the ESEA. *Displaced homemakers* are replaced in the definition by *out-of-workforce individuals*, corresponding to the changed definition discussed above.
Selected New Definitions		
Career pathways (Perkins V: Section 3(8))	Not defined.	Under Perkins V, the term *career pathways* has the same definition found in Section 3 of the WIOA.
CTE concentrator (Perkins V: Section 3(12))	Under Perkins IV, the term *CTE concentrator* was not defined.[g]	Under Perkins V, a *CTE concentrator* is defined as "(A) at the secondary school level, a student served by an eligible recipient[h] who has completed at least two courses in a single CTE program or program of study; or (B) at the postsecondary level, a student enrolled in an eligible recipient who has— (i) earned at least 12 cumulative credits within a CTE program or program of study; or (ii) completed such a program if the program encompasses fewer than 12 credits or the equivalent in total."

Provision	Perkins IV	Perkins V
CTE participant (Perkins V: Section 3(13))	Under Perkins IV, the term *CTE participant* was not defined.[g]	In Perkins V, a *CTE participant* is defined as "an individual who completes not less than one course in a CTE program or program of study of an eligible recipient."
Dual or concurrent enrollment (Perkins V: Section 3(15))	Not defined, but used.	Under Perkins V, the term *dual or concurrent enrollment* has the same definition found in Section 8101 of the ESEA.
Early college high school (Perkins V: Section 3(16))	Not defined.	Under Perkins V, the term *early college high school* has the same definition found in Section 8101 of the ESEA.

Eligible entity[i] (Perkins V: Section 3(19))	Not defined.	In Perkins V the term *eligible entity* is defined as a consortium that includes "(A) representatives of not less than two of the following categories of entities, one of which shall serve as the fiscal agent for the consortium: (i) a local educational agency or a consortium of such agencies; (ii) an educational service agency[j] serving secondary school students; (iii) an area CTE school or a consortium of such schools; (iv) an Indian tribe, tribal organization, or tribal education agency; (v) an IHE whose most common degree awarded is an associate degree, or a consortium of such institutions; (vi) an IHE whose most common degree awarded is a bachelor's or higher degree, or a consortium of such institutions; (vii) a state educational agency. (B) One or more business or industry representative partners, which may include representatives of local or regional businesses or industries, including industry or sector partnerships in the local area, local workforce development boards, or labor organizations. (C) One or more stakeholders, which may include— (i) parents and students; (ii) representatives of local agencies serving out-of-school youth, homeless children and youth, and at-risk youth (as defined in section 1432 of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 6472)). (iii) representatives of Indian tribes and tribal organizations, where applicable; (iv) representatives of minority serving institutions (as described in paragraphs (1) through (7) of section 371(a) of the Higher Education Act of 1965 (20 U.S.C. 1067q(a)), where applicable; (v) representatives of special populations; (vi) representatives of adult CTE providers; or (vii) other relevant community stakeholders."

Provision	Perkins IV	Perkins V
In-demand industry sector or occupation (Perkins V: Section 3(26))	Not defined.	Under Perkins V, the term *in-demand industry sector or occupation* has the same definition found in Section 3 of the WIOA.
Industry or sector partnership (Perkins V: Section 3(29))	Not defined.	Under Perkins V, the term *industry or sector partnership* has the same definition found in Section 3 of the WIOA.
Local workforce development board (Perkins V: Section 3(32))	Not defined, but Perkins IV did have references to "local workforce investment boards."	Under Perkins V, the term *local workforce development board* has the same definition found in Section 107 of the WIOA.
Out-of-school youth (Perkins V: Section 3(35))	Not defined, but used.	Under Perkins V, the term *out-of-school youth* has the same definition found in Section 3 of the WIOA.
Pay for success initiative (Perkins V: Section 3(38))	Not defined, not used.	Under Perkins V, the term *pay for success initiative* means a performance-based grant, contract, or cooperative agreement awarded by a state or local public entity (such as a local educational agency) to a public or private nonprofit entity, in which a commitment is made to pay for improved outcomes that result in increased public value and social benefits to students and the public sector.
Professional development (Perkins V: Section 3(40))	Not defined, but used.	In Perkins V, *professional development* is defined in a manner that is based on the definition of that term in Section 8101(42) of the ESEA, but adapted for the purposes of CTE programs.

Provision	Perkins IV	Perkins V
Program of study (Perkins V: Section 3(41))	While Perkins IV did not contain a full definition of a program of study, it did include a description of what a program of study must include. Under the act, a program of study must incorporate secondary and postsecondary education elements; include rigorous CTE content aligned with challenging academic standards; and lead to an industry-recognized credential, an associate's or baccalaureate degree, or a certificate at the postsecondary level. It may also include opportunities for students to participate in dual or concurrent enrollment programs.	Perkins V introduces the following definition of *program of study*: "The term 'program of study' means a coordinated, sequence of academic and technical content at the secondary and postsecondary level that— (A) incorporates challenging state academic standards, including those adopted by a state under Section 1111(b)(1) of the ESEA (20 U.S.C. 6311(b)(1)), that— (B) addresses both academic and technical knowledge and skills, including employability skills; and (C) is aligned with the needs of industries in the economy of the state, region, or local area; (D) progresses in specificity (beginning with all aspects of an industry or career cluster and leading to more occupational specific instruction); (E) has multiple entry and exit points that incorporate credentialing; and (F) culminates in the attainment of a recognized postsecondary credential."
Recognized postsecondary credential (Perkins V: Section 3(43))	Not defined, but used.	Under Perkins V, the term *recognized postsecondary credential* has the same definition found in Section 3 of the WIOA.
Work-based learning (Perkins V: Section 3(55))	Not defined.	In Perkins V, *work-based learning* is defined as sustained interactions with industry or community professionals in real workplace settings, to the extent practicable, or simulated environments at an educational institution that foster in-depth, first-hand engagement with the tasks required of a given career field, that are aligned to curriculum and instruction.

Source: Prepared by CRS based on analysis of the Carl D. Perkins Career and Technical Education Act of 2006 (Perkins IV; P.L. 109-270) and the Strengthening Career and Technical Education for the 21st Century Act (Perkins V; P.L. 115-224).

a. Title II of Perkins IV.

b. Section 118 of Perkins IV.

c. An eligible agency is defined in Perkins IV as a state board that is the sole state agency responsible for the administration of CTE in the state. In most states, the state board of education currently acts as the eligible agency for Perkins IV purposes.

d. For more information on the WIOA, see CRS Report R44252, *The Workforce Innovation and Opportunity Act and the One-Stop Delivery System*.

e. For more information on the ESEA, see CRS Report R44297, *Reauthorization of the Elementary and Secondary Education Act: Highlights of the Every Student Succeeds Act*.

f. The term *nontraditional fields* is defined in Perkins IV as occupations for which individuals from one gender comprise less than 25% of practitioners.

g. Non-regulatory guidance for Perkins IV, issued May 13, 2007, provided suggested definitions of *CTE concentrator* and *CTE participant* that are similar to the definitions adopted under Perkins V. The guidance language is available at https://s3.amazonaws.com/PCRN/uploads/studentdef.pdf.

h. Perkins V defines *eligible recipient* (Section 3(21)) as "(A) an LEA (including a public charter school that operates as a local educational agency), an area CTE school, an educational service agency, an Indian Tribe, Tribal organization, or Tribal educational agency or a consortium, eligible to receive assistance under section 131; or (B) an eligible institution or consortium of eligible institutions eligible to receive assistance under section 132."

i. Under both Perkins IV and Perkins V, the term *eligible agency* refers to the state board administering a state's CTE programs, *eligible recipient* refers to a local CTE provider, and *eligible institution* refers to a provider of CTE at the postsecondary level. The term *eligible entity* is introduced in Perkins V for the purposes of the new innovation grant program in Section 114.

j. The term *educational service agency* is defined in Section 8101 of the ESEA as an "educational regional public multiservice agency authorized by State statute to develop, manage, and provide services or programs to local educational agencies."

Appendix. Authorization Levels in Perkins V

Table A-1. Actual Appropriations for the Perkins Act: FY2018; and Authorizations of Appropriations under P.L. 115-224 (Perkins V): FY2019-FY2024

(Dollars in thousands)

Fiscal Year	Basic State Grants (Title I)	National Programs (Section 114)	Tribally Controlled Postsecondary Career and Technical Institutions (Section 117)	Total
2018 (actual appropriations)	1,192,598	7,421	9,469	1,209,488
2019	1,229,569	7,651	9,763	1,246,983
2020	1,246,782	7,758	9,899	1,264,439
2021	1,264,237	7,867	10,038	1,282,142
2022	1,281,937	7,977	10,178	1,300,092
2023	1,299,884	8,089	10,321	1,318,294
2024	1,318,082	8,202	10,465	1,336,749

Source: U.S. Department of Education Budget Tables, http://www2.ed.gov/about/overview/budget/tables.html?src=ct (FY2018); and P.L. 115-224 (FY2019-FY2024).

Notes: Totals may not add due to rounding.

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