WORK-BASED LEARNING

SYSTEM DEVELOPMENT GUIDE

A Guide for K-12 Districts from the Work-Based Learning Demonstration Project

September 2017

JOBS FOR THE FUTURE
ACKNOWLEDGEMENTS

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This guide was authored by the Work-Based Learning Demonstration Project team: Francene Kennedy, Matthew A. Poland, and Randall Wilson of JFF, and Theron Cosgrave and Michelle Swanson of Swanson and Cosgrave Consulting. In addition, reviews and substantive edits were provided by Charlotte Cahill and Kyle Hartung. JFF also recognizes the generous support of the James Irvine Foundation for funding this project as part of the Linked Learning Hubs of Excellence initiative.
INTRODUCTION

There is a growing recognition that workplace experiences are essential to learning for all students. At its best, work-based learning in K-12 districts integrates academic learning with the workplace to provide paths to educational and career advancement for students. Realizing this vision requires more than arranging an internship or having an employer visit the classroom, though these are valuable in and of themselves. It demands a deep commitment on the part of faculty, school leadership, work-based learning coordinators, and industry partners to achieve full integration of the world of work and the learning process, and to advance work-based learning systems sufficiently to serve every student.

Advancing this work also likely requires the use of intermediaries, which are local or regional linking organizations (e.g., chambers of commerce, workforce development boards, and community-based organizations) that serve as conveners, brokers, and technical assistance providers to schools, community colleges, and employers engaged in building and sustaining career pathways.

The Work-Based Learning Demonstration Project was a multistep initiative conducted by Jobs for the Future (JFF) to analyze and enhance work-based learning delivery systems for K-12 school districts. This guide offers an assessment process and tools to assess and support the development of a work-based learning system—drawing on the analysis of three California school districts: Cutler-Orosi Joint Unified School District, San Lorenzo Unified School District, and Yucaipa-Calimesa Joint Unified School District. Participating districts worked with JFF to assess their capacity for advancing work-based learning, as well as the capacities of their intermediary and business partners. The districts applied the results of these assessments, delivered via a District Work-Based Learning System Report, to develop action plans to direct system changes in support of high-quality work-based learning opportunities for more of their students. The project scope included these initial steps toward systems change, with full implementation to continue afterward.

The Work-Based Learning System Development Guide is organized in two parts: Part I documents the Work-Based Learning Demonstration Project, and offers key themes and lessons about the hurdles to advancing work-based learning systems and potential ways to overcome them. It uses brief case studies on the three districts to illustrate these themes, summarizing the results of JFF’s reports on each site’s assets and challenges. It traces the districts’ processes of planning to improve and expand their work-based learning systems, and describes the benefits of the process. Part II of the guide walks the user through the process of assessing their own work-based learning system and building upon it, using a set of tools developed by JFF. It provides links to these tools, including the Work-Based Learning System Assessment Tool, Work-Based Learning Goals Tool, Work-Based Learning Ideas Bank, Workplace Portfolio, and Work-Based Learning Experiences Inventory. For the purposes of this guide, “work-based learning experiences” are defined as activities that appear on the Work-Based Learning Continuum and include involvement by industry professionals.
**Career Awareness** - Learning About Work  
Build awareness of the variety of careers available and the role of postsecondary education; broaden student options.

**Sample Student Learning Outcome**  
Student can articulate the type of postsecondary education and training required in the career field and its importance to success in that field.

**Experience Defined by:**  
- One-time interaction with partner(s), often for a group of students  
- Designed primarily by adults to broaden student’s awareness of a wide variety of careers and occupations

**Experiences might include:**  
- Workplace tour  
- Guest speaker  
- Career fair  
- Visit parents at work

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**Career Exploration** - Learning About Work  
Explore career options and postsecondary for the purpose of motivating students and to inform their decision making in high school and postsecondary education.

**Sample Student Learning Outcome**  
Student can give at least two examples of how the student’s individual skills and interests relate to the career field and/or occupations.

**Experience Defined by:**  
- One-time interaction with partner(s) for a single student or small group  
- Personalized to connect to emerging student interests.  
- Student takes an active role in selecting and shaping the experience  
- Depth in particular career fields.  
- Builds skills necessary for in-depth work-based learning

**Experiences might include:**  
- Informational interview  
- Job shadow  
- Virtual exchange with a partner

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**Career Preparation** - Learning Through Work  
Apply learning through practical experience that develops knowledge and skills necessary for success in careers and postsecondary education.

**Sample Student Learning Outcome**  
Student builds effective collaborative working relationships with colleagues and customers; is able to work with diverse teams, contributing appropriately to the team effort.

**Experience Defined by:**  
- Direct interaction with partners over time  
- Application of skills transferable to a variety of careers  
- Activities have consequences and value beyond success in the classroom.  
- Learning for student and benefit to partner are equally valued

**Experiences might include:**  
- Integrated project with multiple interactions with professionals  
- Student-run enterprise with partner involvement  
- Virtual enterprise or other extended online interactions with partners  
- Projects with partners through industry student organizations  
- Service learning and social enterprises with partners  
- Compensated internship connected to curriculum

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**Career Training** - Learning For Work  
Train for employment and/or postsecondary education in a specific range of occupations.

**Sample Student Learning Outcome**  
Student demonstrates knowledge and skills specific to employment in a range of occupations in a career field.

**Experience Defined by:**  
- Interaction with partners over extended period of time  
- Benefit to the partner is primary and learning for student is secondary  
- Develop mastery of occupation specific skills  
- Complete certifications or other requirements of a specific range of occupations

**Experiences might include:**  
- Internship required for credential or entry to occupation  
- Apprenticeship  
- Clinical experience  
- On-the-job training  
- Work experience
This guide is directed to a range of participants and stakeholders engaged in building work-based learning systems at a school or district level: work-based learning specialists; teacher-leaders, including pathway and academy coordinators; school and/or district leadership; work-based learning intermediary organizations; and industry/employer partners. There is a much broader field of practice when it comes to work-based learning and work-based learning systems, including how work-based learning is implemented for postsecondary students and adults, as well as how these systems connect regionally through intermediaries, but these concepts were outside of the scope of this current project and thus not part of this guide. See Work-Based Learning at JFF below for additional resources on the topic.

It is our hope that K-12 work-based learning system stakeholders working with and within districts will learn from the experiences of the Work-Based Learning Demonstration Project, apply the processes and tools provided here to their own systems; and share new ideas online via the Work-Based Learning Ideas Bank for the benefit of other practitioners committed to realizing the vision of fully integrating academic and work-based learning for all students.

**Work-Based Learning at JFF**

JFF provides ongoing thought leadership and direct support to education and workforce systems for work-based learning design and delivery nationally. A recommended overview of JFF’s perspective and learning to date about work-based learning as a concept can be found in *Making Work-Based Learning Work*. In addition, *Not As Hard As You Think* provides useful considerations for overcoming implementation challenges for work-based learning, such as labor laws and liability issues. The *Work-Based Courses Toolkit* focuses on implementation of work-based learning curriculum at community colleges. Finally, JFF launched the Center for Apprenticeship and Work-Based Learning to bring together national resources, proven and promising practices, and technical assistance in a central place to support the development of successful apprenticeship and other work-based learning strategies.

**Overview of the Work-Based Learning Demonstration Project**

The Work-Based Learning Demonstration Project was part of the James L. Irvine Foundation’s *Linked Learning Regional Hubs of Excellence* initiative, managed by JFF. The Hubs of Excellence are regional networks designed to accelerate the demand for and number of graduates from pathways that blend high school, college, and career at a substantial and sustainable scale. Work-based learning in actual workplaces, as well as career-based learning in the classroom, is integral to the Linked Learning approach. To expand system capacity for the delivery of work-based learning on a district level, JFF initiated the Work-Based Learning Demonstration Program in spring 2016. Partners in each of the Hubs were invited to select a single school district to participate in the project.

Applicants were asked to demonstrate a baseline of district capacity and commitment to implementing work-based learning in their organizations, as well as partnerships with businesses and intermediaries, and data and technology infrastructure. Demonstration grants used for dedicating staff to the project and implementation of new work-based learning approaches were awarded to the following districts and their corresponding hubs:

- San Lorenzo Unified School District (East Bay Hub)
- Yucaipa-Calimesa Joint Unified School District (San Bernardino Hub)
- Cutler-Orosi Joint Unified School District (Tulare-Kings Hub)
JFF designed a set of tools to provide technical support to the three demonstration sites. A key tool in the process was the Work-Based Learning System Assessment, designed to measure the capacity of school districts and their business and intermediary partners to advance the delivery of work-based learning. Part II of this guide describes this and other tools from the demonstration in greater detail, and explains how users can apply them to enhance their own work-based learning systems. The three participating districts used the tool to assess their level of development in these dimensions of work-based learning:

DIMENSIONS OF WORK-BASED LEARNING

| Vision and Goals: How districts define their “north star” for work-based learning and set goals toward it |
| Governance and Decision Making: The structures and processes for guiding the work |
| Systems and Personnel: Key components of the system and how it is staffed |
| Curriculum and Experiences: How experiences are designed and how well they align with curriculum |
| Funding and Sustainability: The strategies for resource development that supports long-term operation |
| Communication and Engagement: The tactics for engaging, building, and maintaining key stakeholder relationships |
| Metrics and Reporting: How progress is tracked and shared with stakeholders |

The districts also conducted an inventory of work-based learning experiences, using the Work-Based Learning Experiences Inventory to report data on the implementation of work-based learning in the prior school year.

In summer and fall 2016, JFF reviewed documents and carried out two site visits with each of the demonstration sites, meeting with work-based learning specialists, school and district leadership, instructors, counselors, students, business partners, and regional and work-based learning intermediary staff. JFF used these visits, organized around the seven dimensions above, to analyze each demonstration site’s assets and challenges for advancing its work-based learning delivery system—ultimately providing each district with an in-depth, customized district work-based learning report with recommended steps for addressing work-based learning challenges and building on assets. The three districts used the reports as springboards for discussing work-based learning systems development with various stakeholders, and created action plans with short and long-term targets and action steps. The districts have subsequently worked to refine these plans with their stakeholders and begin the process of implementing specific action steps, with full-scale system development to follow.

Part I presents case studies for each district and lessons from the Demonstration Project. Part II is the Work-Based Learning System Assessment Guide, which outlines a process for first assessing a K-12 district’s work-based learning system and then continuing to develop it using a set of new tools designed by JFF.
San Lorenzo Unified School District

Located in California’s East Bay region between Oakland and Hayward, the San Lorenzo Unified School District is the largest and most urban of the project’s three districts. An active community in the heart of the Bay Area, the district serves:

- 10,401 students at nine elementary schools
- Three middle schools
- Four high schools (two comprehensive schools
- One small arts-themed school, and one small continuation school)
- Two associated charter schools

Over half of the student population (56 percent) is Hispanic/Latino, with Asian (13 percent), African American (12 percent), white (9 percent), Filipino (8 percent), and other (2 percent) ethnicities rounding out the total. Two-thirds of San Lorenzo’s students qualify for free and reduced lunch.

San Lorenzo began reorganizing its high schools in 2004 with the assistance of a U.S. Department of Education Smaller Learning Communities Grant. Implementation of the model has been challenging, and today, while all of San Lorenzo’s high schools use portions of the small learning community (SLC) approach, fully functioning career academy programs exist in some places while other programs are SLCs in name only—more akin to “traditional high schools with a smattering of pathway courses” in the words of one district observer. With the growth of Linked Learning in California over the past several years, San Lorenzo has worked to align its SLCs with the core components of the Linked Learning approach, including an effort to provide work-based learning for students.

Two district-level staff are spearheading the district’s work-based learning efforts: a college and career coordinator and a teacher on special assignment serving as a work-based learning specialist. In addition, lead teachers for each of the district’s eight SLCs direct academy-specific work-based learning events and opportunities at the school level, and the district recently hired career specialists at each comprehensive school to operate a career center and ideally provide another level of work-based learning support.

Work-Based Learning System Report Results

The JFF team’s district work-based learning system report for San Lorenzo identified several assets to build upon as they grow work-based learning across the district, including their SLC infrastructure, committed and skilled district-level work-based learning leaders, some promising work-based learning offering in a few of the SLCs, and a district Graduate Profile that highlights college and career readiness.

“It’s important to put work-based learning in context. Where does it fit and why is it there? When I talk to people, I need to clarify that I’m not bringing in something new, we’re just putting a laser focus on it.”

Barbara Billich
Teacher on Special Assignment, Work-Based Learning Specialist
A notable innovation in work-based learning took place in the Bay Area Digital Arts (BADA) academy. BADA provides students with rigorous, hands-on experiences through an innovative “school-based enterprise” model where students run all aspects of a digital media production company. By essentially turning the school into a professional-level workplace—complete with guest artists, industry-standard equipment, and real-world production values—students learn what it’s like to work in the digital media industry without ever leaving the school campus. In addition, private production companies also use the facilities and are charged a reduced rate by the school if they offer work-based learning experiences to students during their production. The school enterprise model is an approach that other academies can implement to broaden their work-based learning offerings, while avoiding typical challenges such as transportation, scheduling, and internship procurement.

Challenges in San Lorenzo were also identified. These included the limited level of career academy implementation, a business engagement system that does not fully meet the needs of the district, the lack of explicit work-based learning goals, few advanced work-based learning options for students, and the lack of a work-based learning data system.

Based on the analysis of assets and challenges, seven specific recommendations were offered. They were:

### RECOMMENDATIONS

1. **Develop and adopt** clear, specific work-based learning goals for all students
2. **Establish** a work-based learning advisory committee
3. **Fully implement** the career academy model with fidelity
4. **Streamline** the business engagement system
5. **Work with schools and academies** to increase their engagement with work-based learning
6. **Increase the breadth and reach** of work-based learning experiences
7. **Develop and implement** a strategic communications plan

### Action Planning and Implementation

After reviewing the report, district officials decided to initially focus their efforts on four goals:

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<th>VISION AND GOALS</th>
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<tr>
<td>• Develop and adopt clear, specific student and system-level work-based learning goals</td>
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<th>COMMUNICATION AND ENGAGEMENT</th>
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<td>• Increase teacher understanding of the scope of work-based learning and support sites to embed work-based learning into SLC curriculum</td>
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District leaders worked to address these areas in the spring. Teacher leaders, principals, and district work-based learning staff held a full-day retreat to analyze and discuss findings from the district’s work-based learning System Report, and to develop tangible goals for students. Small learning academy curricula were mapped to work-based learning activities. The district continued to explore ways to increase work-based learning staffing and support across multiple school sites, and to collect data on work-based learning experiences and college and career indicators to make the case for it.

The business engagement process was discussed during a facilitated meeting between district staff, intermediary staff, and their chamber liaison partners. The group discussed ways that they could be more successful in advancing their work-based learning efforts and creating a more sustainable system. One idea they plan to pursue is to ensure that industry-themed events yield follow-up work-based learning experiences with the participating businesses. There was also agreement that the current communication and workflow processes for securing work-based learning needed to be streamlined to reach more students and improve the system. Finally, this group decided that they needed ongoing meetings of this larger group in order to continue making progress.

Benefits of Participation

Leaders from San Lorenzo acknowledged that participation in the Work-Based Learning Demonstration Project benefited the district. Some of the specific benefits included:

The project helped spread communication and understanding about work-based learning across the district in very tangible ways. JFF’s district work-based learning system report was shared broadly across multiple levels of the organization, including with the superintendent, director of secondary education, and SLC teacher leaders, sparking productive conversations that have boosted understanding and ownership of the district’s work-based learning efforts, and facilitated “everyone speaking the same language” about work-based learning.

More staff know what work-based learning is, more teachers are taking ownership of linking classroom instruction to work-based learning opportunities, and site principals are more convinced than ever of the importance of the work. In the words of a regional intermediary official, this represents a cultural shift: the understanding that “work-based learning is more than field trips” and must be aligned with what is occurring in the classroom. For San Lorenzo, realizing this shift required communicating to teachers that they aren’t taking on something new—just “putting a laser focus on something we’re already doing,” as the work-based learning specialist explains.

The quality of work-based learning experiences taking place in district classrooms seems to be improving. For example, an engineering-themed SLC recently held a new guest speaker career fair event and a medical academy had a record number of internship applications submitted. San Lorenzo High School, a comprehensive high school with three SLCs, held two school-wide career days with speakers representing a variety of fields, but mostly focused on the three SLC career pathways.

“Now we see the importance of work-based learning, more teacher leaders are trying to embed work-based learning for their students within the classroom. This has been really positive.”

Olga Pineda

By focusing on specific aspects of the district work-based learning delivery system, the project helped the district work-based learning specialist identify and focus strategically on new elements of her work and on the communication process with various actors in the district. The project helped them “see where they stand,” according to the college and career coordinator, putting them in a position where “they can go faster” in pursuing change.
PART I:  
LESSONS FROM THE WORK-BASED LEARNING DEMONSTRATION PROJECT  
Demonstration Site Case Studies

Cutler-Orosi Joint Unified School District

Cutler-Orosi Joint Unified School District is the most rural of this project’s districts. It serves over 4,100 students from two small, unincorporated rural communities in Tulare County surrounded by beautiful citrus orchards southeast of Fresno. The district operates:

- Three elementary schools
- One middle school
- A single comprehensive high school
- A continuation school
- A community day school
- An adult school
- An independent study school

Nearly 92 percent of district students are Hispanic/Latino, with roughly equal percentages of white, Filipino, and Asian students filling out the remaining enrollment.

Orosi High School, the only high school and main focus in the project, began a major transformation back in 2010 with a renewed focus on academic rigor. The Career Pathway Academy of Engineering and Green Technology was implemented in 2012-13, the Career Pathway Academy of Health Science in 2013-14, and the Career Pathway Academy of Sustainable Agriculture in 2015-16. All were launched with assistance from state funding and the establishment of the Tulare Kings Linked Learning Consortium, along with their partnership with Linked Learning and the National Academy Foundation. Today, most students at the school are enrolled in either a career pathway academy, a career pathway, AVID programming, or some combination of these. Career pathway academy students receive a sequence of three to four career and technical education elective courses.

Work-based learning is a collaborative school-wide effort of staff, administration, and two key leaders in Cutler-Orosi: a district director of college and career and a work-based learning facilitator at Orosi High School.

Work-Based Learning System Report Results

JFF’s analysis of the district’s program identified several factors as potential assets for growing work-based learning: an existing academy infrastructure, strong support for work-based learning by committed district leaders and support staff, model partnerships and work-based learning offerings, and a strong partnership with the regional intermediary, Innovate Tulare-Kings (ITK).

Of note, Orosi High School’s partnership with Indoor Environmental Services is both a model internship experience and an exemplar for a “win-win” business relationship. Several students were selected to participate in conducting an energy audit for the district, guided by IES staff. Given that IES’s clients are primarily school districts, the partnership offers IES an opportunity to deepen its relationship with its client while offering great internships to students. In fact, IES has added staff to conduct work-based learning in other school districts. Working with vendors and contractors of a school district to provide work-based learning is a strategy that any district can consider pursuing—many already include it in their procurement and/or contracting processes.

In addition, the Alta Family Health Clinic in Dinuba
partners with the Academy of Health Sciences to offer unique work-based learning experiences working closely with doctors in the clinic.

Several challenges were identified as well. The local economy is dominated by agriculture and agribusiness—and the community lacks a diversity of large firms across industries. Geographic isolation makes transporting students to work-based learning opportunities a constant challenge. Within the district, work-based learning had yet to gain traction as a key area of focus, and it was unclear how non-academy students could access work-based learning. Finally, the system of engaging business partners needed clarifying and streamlining.

Based on the JFF analysis of assets and challenges, five specific recommendations were offered. These included:

**RECOMMENDATIONS**

1. **Make** work-based learning goals and supports a district-wide priority
2. **Develop** a coordinated business engagement strategy
3. **Explore** innovative approaches to work-based learning for all students
4. **Expand** work-based learning for non-academy students
5. **Build** a strategic continuum of work-based learning for all grades

**Action Planning and Implementation**

Cutler-Orosi officials embraced the district work-based learning system report and were energized by the opportunity to receive the detailed and thoughtful outside perspective of their program.

The report sparked discussions throughout the district, including among site and district leadership and with Orosi High School’s industry partner advisory board. In early 2017, district leaders developed an action plan that included the following elements:

- Clarify the roles and responsibilities of their intermediary organizations
- Develop a shared understanding of work-based learning among school and district stakeholders
- Convert student part-time jobs into true work-based learning internship experiences
- Establish a district work-based learning committee to ensure sustainability of the work

“This [project] gave us the tools to implement, expand, and intensify our efforts.”

Annaly Alvarado
Work-Based Learning Facilitator
As of late spring, tangible progress had been made on the first two of these initiatives. Meetings with intermediary partners ITK and Community Services Employment Training (CSET) resulted in a clarification of roles and supports. As a regional convening intermediary, ITK is working on supporting the ongoing improvements to the district’s work-based learning system, which includes more day-to-day coordination with CSET, the local work-based learning intermediary.

More district and school staff were reporting familiarity with work-based learning, largely due to explicit communications and leadership discussions on the topic. The district is also exploring adding work-based learning-specific language to its graduate profile. Finally, planning is underway to create a district work-based learning subcommittee—an initiative that the district sees as a key leverage point in developing ongoing momentum and sustainability.

Benefits of Participation

As the project drew to a close near the end of the school year, the Cutler-Orosi team highlighted several tangible benefits from their participation in the Work-Based Learning Demonstration Project:

- Funding from the project allowed the district to produce marketing materials to showcase academy work-based learning efforts and to fund transportation for approximately 17 students total in work-based learning job-shadowing opportunities: A spring 2017 internship program at Kaweah-Delta District Hospital rotating 7 departments, and a summer internship with Edison Energy Education Center focusing on programmable logic controller automation and heating, ventilation, and air conditioning (HVAC) systems.

- Work-based learning tools, in-person interactions with the JFF team, and facilitated conversations with intermediary partners all contributed to significant learning and professional growth of the district’s new work-based learning coordinator.

- The Work-Based Learning Systems Report gave district leaders many “aha” moments. Leaders took the findings seriously and, as a result, learned a great deal from the process.

- Cutler-Orosi’s regional intermediary (ITK) changed the way they interact with smaller districts as a result of learning from this project. Instead of waiting for districts to request services, they now use regularly scheduled check-ins each month to keep abreast of developments and to keep communication flowing.

- Leaders report that site administrators and faculty at the K-12 schools are more aware of work-based learning as a result of this project.

“The JFF report really shifted things for us. The new look at our situation, context, and issues through an external, highly focused lens was really valuable. And this has impacted planning in all of our programs.”

Yolanda Valdez
Superintendent
Located 10 miles east of San Bernardino, the cities of Yucaipa and Calimesa are part of San Bernardino County—the nation’s largest county in square miles. Commuters to the larger Los Angeles basin find this district to be a welcoming suburban community nestled against the foothills. Over 9,800 students attend the district’s schools, which include:

- Six elementary schools
- Two middle schools
- One comprehensive high school
- Three alternative programs

The district’s main high school—Yucaipa High School—is in the process of implementing three career-themed academies: an Engineering Academy, Health and Biomedical Sciences Academy, and Law and Public Safety Academy. It is in these academies that the district has focused its initial work-based learning efforts. A strong partnership with Crafton Hills College provides students with many opportunities for dual enrollment and career pathway alignment.

Two individuals coordinate much of the work-based learning efforts in Yucaipa: a site-based Linked Learning coordinator, and a district-level director of secondary curriculum. In addition, lead teachers in each of the three academies manage some of the work-based learning opportunities within their programs.

“We see that work-based learning is good not just for academies, but for our whole student population.”

Heather Aguilar
Linked Learning Coordinator

Work-Based learning System Report Results

JFF’s analysis of the Yucaipa-Calimesa work-based learning system highlighted several assets that can be built upon, including their career academy infrastructure, model work-based learning offerings (particularly in engineering and public safety), opportunities to grow their partnership with the City of Yucaipa, and committed leaders at the site and district level.

A unique work-based learning experience in Yucaipa is the Law and Public Safety Academy, which offers a public safety pathway featuring a physical education course that imbeds CPR training and conducts regular visits to Yucaipa Fire Station 552. Dual enrollment courses and articulation with the Crafton Hills College fire science program and Fire Academy are also components of the academy. Teachers in this academy continue to add real-world connections for students as the program grows each year. In addition, the district is working to build relationships with the city manager’s office for a public service-related internship. Local leaders in this and the other districts often emerged as key champions for work-based learning.

Students in the Engineering Academy benefit from a robust partnership with Sorenson Engineering, a local firm that designs and manufactures tiny precision parts for a variety of clients in high-tech industries. This growing partnership has seen Sorenson partner in a number of ways. Sorenson engineers visit the classroom to share about their work, employees
mentor student project teams, a work experience program offers interviews and paid workplace internships, and Sorenson staff sit on the academy advisory board.

Challenges to work-based learning growth were identified as well. The district’s limited focus on work-based learning, a nascent business engagement system, the lack of work-based learning opportunities for non-academy students, the lack of data systems to collect information on work-based learning experiences, and the limited breadth and reach of work-based learning experiences were all highlighted.

Based on our analysis of the current assets and challenges, six specific recommendations were offered. These included:

**RECOMMENDATIONS**

1. **Develop and adopt** clear, specific work-based learning goals for all
2. **Establish** a work-based learning advisory committee
3. **Create** work-based learning opportunities for non-academy students
4. **Leverage** intermediary to build regional business partnerships
5. **Expand** breadth and reach of work-based learning experiences
6. **Develop and implement** a strategic communications plan

**Action Planning and Implementation**

Yuciapa-Calimesa leaders crafted a four-point action plan in response to their work-based learning systems report. Their plans included:

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<th>SYSTEMS AND PERSONNEL</th>
<th>• Create a Work-Based Learning Task Force to grow and sustain current efforts</th>
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<tr>
<td>CURRICULUM AND EXPERIENCES</td>
<td>• Develop and define work-based learning goals and experiences for academy students</td>
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<tr>
<td>FUNDING AND SUSTAINABILITY</td>
<td>• Develop a system and structure to expand work-based learning to all secondary students</td>
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<tr>
<td>COMMUNICATION AND ENGAGEMENT</td>
<td>• Create and implement a district and community communications plan for work-based learning.</td>
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Near the close of the project, planning for the Work-Based Learning Task Force had taken place, a chairperson had been identified, and the district was ready to begin recruiting members. In addition, the district is drafting an agreement with Inland Health Professions Coalition, an intermediary that they will contract with to provide work-based learning for the Health and Biomedical Sciences Academy.
The Yucaipa-Calimesa team identified many positive outcomes from the Work-Based Learning Demonstration Project. Some of these outcomes included:

- Prior to working with the JFF team, district and site leaders were unfamiliar with the work-based learning continuum, which outlines a clear sequence of work-based learning activities that grow in depth and intensity over time. This tool provided Yucaipa-Calimesa with a framework and enabled them to be more strategic in developing work-based learning opportunities that vary in depth and intensity.

- District officials emerged from the project with a new understanding of the importance of providing a robust menu of work-based learning opportunities for all students—even those who are not enrolled in career academy programs. While the immediate focus of the district will be to build out work-based learning within their academies, additional experiences for non-academy students will be added in the future.

- Top-level district officials have a new appreciation for the depth and breadth of this work, and the need for additional resources and staffing to support high-quality work-based learning for all students.

- Compiling, listing, and reporting work-based learning data (a task required early in the project) helped district officials to better understand the depth and breadth of their current work-based learning offerings. This helped them during the year to target gaps as they add new work-based learning opportunities.

- Teachers in Yucaipa High School academies are sharing in a common language around work-based learning, and are looking for more natural opportunities to build work-based learning into their existing lessons and projects.

- JFF’s technical assistance has helped the district better understand how to recruit for, facilitate, and leverage a work-based learning Task Force to provide advice and oversight as the program grows.

“Our district is somewhat isolated, so this project was an eye-opener. It was good to get different perspectives and bring light to what we’re working on.”

Heather Aguilar
Linked Learning Coordinator
While the three districts participating in this project differed significantly in their socioeconomic profile, geographic setting, and work-based learning development history, it was illustrative to note that they faced many common implementation challenges, including:

**Limited work-based learning focus:** All three districts lacked work-based learning goals and explicit mention of work-based learning in their graduate profile and key Local Controls Accountability Plan (LCAP) targets.\(^1\) Staff across the districts had varying levels of understanding and support for work-based learning.

**Insufficient intermediary support:** While all three districts had identifiable intermediaries to partner with them on their work-based learning efforts, and varied in the level of involvement with their intermediary, in each case this relationship needed clarification and expansion.

**Narrow business engagement and limited work-based learning experience types:** Each district had a few solid employer partners; all needed to broaden and deepen the reach of their employer partner networks. In addition, all needed support in thinking about new ways to provide work-based learning.

**Logistical challenges:** Insufficient funding, limited staffing, scheduling issues, and transportation hurdles were common logistical problems that each district faced.

**Lack of work-based learning data tools and systems:** The districts had difficulty in collecting and managing data related to work-based learning in order to analyze it, look for trends, make improvements, etc.\(^2\)

**Competing Initiatives**

At several junctures over the course of the initiative, it became clear that individuals—particularly site leaders and mid-level district officials—struggle to grow work-based learning due to the competing demands of the many initiatives at play in their districts. These leaders, who are conscientious and genuinely want what is best for students, are often faced with decisions that pit work-based learning against other programs valued in the district. For example, in one school a well-planned offsite work-based learning experience was cancelled at the last minute because site leaders determined it was more important for students to take the practice version of a standardized test. At another school, work-based learning thrives in career academies but leaders are hesitant to expand academy enrollment because it would threaten AVID and Advanced Placement courses.\(^3\)

While some of these trade-offs can be averted through thoughtful program alignment, the reality for many leaders is that they are challenged by the sheer magnitude of mandates placed on their schools, and work-based learning can seem like one more program with insufficient resources for expansion.

Even communication is a challenge. Each district reported that more could be done to educate teachers on what work-based learning is and how it can be integrated into coursework. Work-based learning struggles to

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1. The LCAP is required by the State of California’s Department of Education and details school districts’ budget priorities. More information can be found here: [http://www.cde.ca.gov/re/lc/](http://www.cde.ca.gov/re/lc/)
2. Examples of data for work-based learning are number of students participating in work-based learning experiences, how experiences are categorized on the work-based learning continuum, number of students participating by grade and academy, percent of academy students receiving work-based learning experiences, information on specific experiences, etc.
3. Advancement Via Individual Determination (AVID) is an educational approach for enhancing student achievement: [http://www.avid.org/what-is-avid.ashx](http://www.avid.org/what-is-avid.ashx)
gain traction in the crowded marketplace of school-based initiatives. Progress will be limited until policymakers and superintendents make work-based learning a priority and support teachers in prioritizing and/or eliminating some of the competing mandates they face in the trenches.

The Need for Intermediaries to Build Capacity

While not all three districts had strong relationships with an intermediary in the beginning, by the end it was clear that intermediaries of various types are important components of a work-based learning system. In all three cases, either a local or regional intermediary (sometimes both) was working with the district to build their system and offer more work-based learning experiences to students. The intermediaries also varied in their function—some were specific to work-based learning and others play more of a regional convening role. One district had a close relationship and a very active local intermediary, another had a highly supportive regional intermediary that had brought work-based learning to the district with a less active local intermediary, and the third formed a new relationship with a local intermediary during the project to increase their work-based learning for one of their academies.

School district staff don’t usually have the time or resources to spend the required time to build relationships with the business community in order to secure new work-based learning experiences, maintain business contacts, and understand their target industries well. The business community often voices concerns about being approached by too many education and workforce agencies. An intermediary can help both sides by understanding the needs of both and brokering work-based learning experiences. Many different types of organizations play intermediary roles, including workforce development boards, nonprofits, and even education entities themselves. However, more research is needed to better understand best practices in their operation and relationship to education and workforce providers.

Work-Based Learning and the Change Process

The complex task of growing work-based learning can be better understood through the change framework of scholar and theorist Ron Heifetz, founder of Harvard’s Center for Public Leadership. Heifetz suggests that organizations seeking change face two main types of issues: technical problems and adaptive challenges.4 Technical problems are issues that can be solved through quick fixes, often suggested by outside experts or accomplished through administrative orders. People are usually receptive to these solutions. Adaptive challenges, on the other hand, are difficult to identify, slow to fix, and often require changes in values, beliefs, roles, and relationships.

On the surface, it appears that building a systematic work-based learning program is primarily a technical problem. Districts need to establish goals, provide staffing, and develop systems to identify opportunities and connect them to students. These tasks do require resources, but the solutions are relatively straightforward and successful models exist in other schools, districts, or regions. At times during this project, the JFF team played the role of outside expert, suggesting technical answers to problems facing the participating districts. And thus far, the districts have made much of their work-based learning progress through technical solutions of this sort.

However, this project also showed that for work-based learning to become a systemic approach, impact all students, be integrated and aligned to classroom instruction, and become widely understood and valued by employer partners and parents, much deeper change is needed in district cultures as well as for the other stakeholders that work with them. In

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this sense, growing work-based learning practice is an adaptive challenge demanding substantial new learning and change by numerous stakeholders. Some of the most encouraging progress from this project was of this “adaptive” sort: Leaders engaged in dialogue over their district’s work-based learning report and, as a result, gained greater understanding and ownership of work-based learning; teachers attended a retreat to write work-based learning goals and explore the implications for their teaching; and support staff new to the work-based learning arena embraced the project as a rich professional growth opportunity.

Work-based learning is a shift in how schools teach students. This adaptive, “hearts and minds” change will require the prolonged commitment of a broad range of individuals and organizations within and beyond the school. In the final analysis, it is absolutely the work needed to prepare today’s students for tomorrow’s world.
This tool is designed to help school districts and their partners conduct an in-depth evaluation of their work-based learning system. You may be using this guide for a number of different reasons—perhaps you would like to know how to better coordinate the partners that are part of your district’s work-based learning system or to develop new types of work-based learning opportunities for your students. Or, you may be a work-based learning intermediary and interested in how to better understand your role or that of business partners. Finally, you may be ready for a full assessment of your work-based learning system. This guide can assist you in all of these endeavors.

Developed from findings from the Work-Based Learning Demonstration Project described in Part I, this guide can offer deeper insight into the various parts of your system—broadly this includes the district, the intermediary partner(s), and business partners. You may choose to go through a complete assessment or only particular sections that fit your district’s needs. The tools offered can be used as part of the assessment, in the implementation phase, or in a standalone fashion. A recommended approach is to conduct the complete assessment in order to address the system as a whole to bring about full systemic change.

There are also multiple ways to conduct the assessment. One way, as was done in the Work-Based Learning Demonstration Project, is to have a third party complete the assessment for you. This guide, however, was developed to help a district and its partners conduct the assessment themselves. It also assumes that you intend to conduct the full assessment (i.e., all three sections of the Work-Based Learning System Assessment Tool), although you may choose to conduct the assessment in one or two of the three areas. This guide makes heavy use of the Work-Based Learning System Assessment Tool, which you may want to reference as you read on.

There are four key sections to this guide:

**FOUR KEY SECTIONS**

1. Preparing for the assessment
2. Conducting the assessment
3. Reviewing the results
4. Building your new work-based learning system

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Please note—the process and tools offered here have been utilized with the three school districts featured in Part I and would benefit from additional testing and feedback from the broader education community. JFF welcomes your feedback in using this guide and the associated tools at info@jff.org.
PREPARING FOR THE ASSESSMENT

TOOLS FOR THIS SECTION:

☐ Work-Based Learning System Assessment Tool

Step 1: Assemble the Assessment Team

A full assessment of your district’s work-based learning system would include interaction and interviews with all levels of staff within the district, intermediary partners, service providers, business partners and possibly other key stakeholders such as local government agencies, community leaders, etc. Within the district, it is ideal to include students, teachers, counselors, principals, work-based learning coordinators, pathway or academy coordinators, district leadership, and others with important insights into work-based learning. The exact staff from business, intermediary, and other organizations may vary but will likely include their leadership in some cases, as well as staff that interact with the work-based learning system on a more regular basis. From these various partners, you should aim to recruit assessment team representation from multiple places in the district and at least three to four others from the intermediary, business community, and other partners for a total of seven to eight individuals. These should primarily be staff who are familiar with the work-based learning system, interact with the district or intermediary regularly, and are willing to engage in the assessment process on behalf of the district. To provide impartial views as well, consider recruiting one to two individuals familiar with work-based learning, but not responsible for managing your programs.

Step 2: Make a Plan and Schedule

Working with the assessment team, set an overall timeline for conducting the assessment—up to six months for a full assessment, beginning mid-summer, if possible, extending until early December. In the summer, the portions of the assessment that address intermediary and business partners can be conducted while the district is on summer break. The district portion of the assessment can then be conducted during the early part of the school year with findings and an action plan created by December or January. This way, new strategies can be put into action the second half of the school year, and successes noted for leadership and the community by the end of the school year or in the summer. The assessment team should set a schedule of meetings and a work plan that addresses the assessment and steps in this guide. Team members may choose to lead particular parts of the assessment process based on their roles (e.g., business partners assessing Section C: Business Partner Capacity) or the team may decide to tackle all parts of the assessment together.

Your plan should also include key goals for the process, a list of people you want to interview during the assessment process, and desired outcomes of the process.
Step 3: Announce Your Plans

Let key partners know about the assessment goals, process, and timeline, and ensure your district leadership has given feedback and consent to conduct the assessment. You may want to notify the potential interviewees and collaborators about the timeline and when they can be expected to participate, what questions they may be asked, or how they can contribute materials and artifacts to support the process. You may consider hosting a webinar or conference call with your audience for an increased level of engagement.

Step 4: Gather and Analyze Artifacts

Using the Work-Based Learning System Assessment Tool as a guide, gather relevant artifacts to assist you in the assessment process (see the “Review” column throughout the tool). The artifacts gathered should help you answer the “Guiding Questions” in each page of the tool. If the documents do not exist or need to be updated, take note of this for the action planning portion of this assessment process. Your district may not need all of the artifacts listed in order to have an effective work-based learning system, but consider this list of indicators for how a work-based learning system can be documented and sustained.

CONDUCTING THE ASSESSMENT

TOOLS FOR THIS SECTION:

- Work-Based Learning System Assessment Tool
- Work-Based Learning Experiences Inventory

You will now be using the Work-Based Learning System Assessment Tool to conduct your assessment. The tool is divided into three sections: Section A: District Capacity, Section B: Intermediary Partner Capacity, and Section C: Business Partner Capacity. Each section is further divided into seven dimensions of the work-based learning system:

DIMENSIONS OF WORK-BASED LEARNING

- Vision and Goals
- Governance and Decision Making
- Systems and Personnel
- Curriculum and Experiences
- Funding and Sustainability
- Communication and Engagement
- Metrics and Reporting
Step 1: Conduct Assessment Interviews

Using the list of interviewees you developed in your work plan in Section 1 above, meet with key staff at your district, the intermediary, business partners, and other partner organizations to learn more about how they view their role and their capacity to help develop the work-based learning system. Depending on whether you are interviewing district, intermediary, or business partner staff, you will use the “Guiding Questions” from each of the seven dimensions. Of course, you can generate your own questions as well, based on the context of your district and your assessment goals, perhaps drawing from the artifacts analyzed in Section 1.

You may want to interview in a team of two—one to facilitate the conversation and one to take detailed notes. Key staff who have detailed knowledge of the work-based learning system individually—such as work-based learning coordinators, pathway coordinators, key intermediary staff, etc.—should be interviewed individually in order to gather rich feedback. See Part I for more ideas on which staff you may consider interviewing. Interviews that include people who may be more distant from the inner workings of the work-based learning system such as administrators, board members, students, etc., can be conducted in small groups.

Step 2: Complete the Work-Based Learning Experiences Inventory

Gathering data on individual student work-based learning experiences may be time-consuming and difficult, but it is essential to identifying and filling gaps. While you may find the Inventory Tool a useful starting point, consider using your own template or formats for data collection if you have them.

Following the instructions on the leftmost “Instructions” tab of the “Work-Based Learning Experiences Inventory” Excel document, fill in the “1) District Information” and then “2) Work-Based Learning Event Data” for the year to date (or prior year). For each event, you will need to enter the approximate or exact number of students who participated by grade, as well as where the experience falls on the Work-Based Learning Continuum as an event type: career awareness, career exploration, career preparation, or career training. Definitions for each of these parts of the continuum are provided in the tab labeled “4) Definitions.”

You may also use the “Business Partners” tab to list your business partners and the types of experiences they offer, to get a sense of how many partners you have and their capacity for expanding their work-based learning. If you already collect detailed work-based learning information in another way, you may not need to complete this step and can analyze your existing data source for trends and opportunities to improve upon your work-based learning offerings to students. If you don’t already have a way to track and analyze data, consider using the Work-Based Learning Experiences Inventory on an ongoing basis.
REVIEWING THE RESULTS

TOOLS FOR THIS SECTION:

- Work-Based Learning System Assessment Tool (completed)
- Work-Based Learning Experiences Inventory (completed)

Step 1: Score the Work-Based Learning System Assessment

Based on the artifacts gathered and the interviews conducted, score the Work-Based Learning System Assessment Tool with your team. You may choose to work through this as a team in an extended meeting or separately, and then come back together to compare notes. Looking at the criteria under each category: Initiating, Developing, and Demonstrating, highlight or mark each criterion that best describes your district’s work-based learning system. Select the category that has the most criteria highlighted under “Our Level for This Dimension.” In some cases, your district may fall between Initiating and Developing, or between Developing and Demonstrating. Do this for all seven dimensions in each of the three sections.

Note which dimensions show the strengths of the work-based learning system and which ones may need more work—are there patterns? Is one section easier to assess than others? Why? Where might the focus of your system-building efforts be directed?

Step 2: Analyze the Work-Based Learning Experiences Inventory Results

As you fill in the work-based learning event data, the “Data Analysis” tab will automatically calculate several data points for you:

- Number of pathway-student work-based learning engagements (by grade and event type)
- Number of non-pathway-student work-based learning engagements (by grade and event type)
- Percent of total enrollment of pathway students participating in work-based learning engagements (by grade and event type)
- Percent of total enrollment of non-pathway students participating in work-based learning engagements (by grade and event type)
- Number of total events by event type
- Number of total events and average cost of events by type
Your assessment team may want to look at both how many students across pathways and in the district as a whole are accessing work-based learning experiences.

- How many of your pathway students and overall student body are participating in work-based learning?
- Are they skewed toward one grade or another?
- Are there more opportunities offered in one type of work-based learning experience than in others?
- Are work-based learning experiences distributed across the continuum?

Note that, because students may be duplicated across multiple work-based learning events, the percentage calculations won’t be exact and serve only as a proxy for the participation levels.

In addition, you and your assessment team may be interested in how much work-based learning experiences cost for budgeting purposes. While some types of work-based learning experiences may be more costly, particularly in career preparation and training (such as internships), they also may have more learning value for the student.

- Are you getting the return on investment that you are looking for in these experiences?
- Can this data help make the case to stakeholders that some experiences might be worth more investment?

You can also take a look at the “3) Business Partners” tab to evaluate your current business partners and prospect new ones. See the “Instructions” tab for a link to data sources for businesses in your state for prospecting new business or finding the businesses you currently work with. Finding a proxy for the size of the business, such as annual revenue or number of employees, may help you in thinking about their capacity. If they only have 10 to 15 employees, then maybe they can only manage a few work-based learning experiences a year and possibly one internship. However, if they have 500 employees and are currently only participating in a few work-based learning experiences, perhaps you can increase the number of experiences they offer.

**BUILDING YOUR NEW WORK-BASED LEARNING SYSTEM**

**TOOLS FOR THIS STEP:**

- Work-Based Learning Goals Tool
- Work-Based Learning Ideas Bank
- Workplace Portfolio
- Work-Based Learning Experiences Inventory
Step 1: Develop an Action Plan

Based on the results of your assessment and Work-Based Learning Inventory, develop an action plan to make changes to your work-based learning system. Ideally, it should include at least two to three short-term goals, two to three long-term goals along with a timeline, individual steps required, and a person from your team who is responsible for making these changes. Your team may choose to set goals for all three sections of the Work-Based Learning System Assessment Tool (District Capacity, Intermediary Partner Capacity, and Business Partner Capacity) or just one.

Step 2: Set Work-Based Learning System- and Student-Level Goals

As part of your action plan, you will likely set goals for the work-based learning system. In addition, you may want to set work-based learning goals for your students as well. System-level goals address what the staff and administrators are going to do, and student-level goals address what students are going to accomplish. The Creating and Using Work-Based Learning Goals Tool can assist you in this process and contains examples of work-based learning goals such as those presented below.

An example of a system-level goal is:

“The Central School District will develop a work-based learning system that features a written K-12 progression of experiences that grows from career awareness, to career exploration, to career preparation and training.”

An example of a student-level goal is:

“Complete and annually update a four-year course plan that includes quarterly work-based learning benchmarks”

Step 3: Develop New Strategies

Building your work-based learning system will likely call for innovative strategies, new ways of delivering work-based learning to students, and a change in culture at your district that puts work-based learning at the center. Expanding work-based learning systems to reach more students will require multiple approaches, depending on the characteristics of your district. For example, if you are in a rural district and business partners are limited, you may need to create more virtual work-based learning experiences. If you have a large district, you may be able to develop work-based learning within district offices and among vendors of the district. In many different situations, developing a school-based enterprise (such as the one described in Part I, in the San Lorenzo case study) may offer ongoing work-based learning experiences to students. Finally, in all cases, you will want to ensure you are maximizing the capacity of your business partners. Refer to Section 3, Step 2, above for using the “Business Partners” tab of the Work-Based Learning Inventory Tool for this purpose.

In the Work-Based Learning Demonstration Project, the JFF team documented unique approaches to work-based learning in each of the three districts, such as creating a school-based enterprise, working with public agencies, and coordinating work-based learning with district vendors. The Work-Based Learning Ideas Bank is an online resource developed by JFF that offers districts new concepts for their work-based learning experiences and allows them to share their ideas as well. Expanding upon one of the ideas in the Ideas Bank, JFF developed a tool for turning part-time employment into work-based learning—the Workplace Portfolio. Students in the district may already have employment that could be tapped for work-based learning with support from the employer and involvement of their teachers, and the Portfolio offers a practical guide for accomplishing this.
Step 4: Track Success and Learning

As you implement your new strategies, be sure to document how well they meet your goals. Discuss progress with either your assessment team or another work-based learning-focused entity, and make course corrections where necessary throughout the school year. A good starting place for a work-based learning committee would be the assessment team itself. You may find that the work-based learning Inventory is a handy tool for documenting work-based learning events as they happen, to continue to track experiences across the district. As noted earlier, it will likely take multiple strategies through some trial and error in order to develop and grow your work-based learning system. The JFF team encourages you to share strategies that work with other districts through the online Work-Based Learning Ideas Bank as well.

WORK-BASED LEARNING IDEAS BANK

GROWING AND DEEPENING WORK-BASED LEARNING

As part of this guide, we developed an online hub intended to help districts build and develop their work-based learning systems. Find and submit ideas at www.jff.org/wblideasbank. Use these ideas, if they have not yet been considered, when navigating the challenging aspects of implementation. Some examples of the types of ideas you’ll see in the bank are listed below. We look forward to hearing yours!

Visit www.jff.org/wblideasbank for more ideas and to submit yours!

Experience Ideas

Example: Turning Community Service Into Work-Based Learning

Community service programs can serve as a foundation for building work-based learning for all. Instead of simply counting hours and collecting signatures, look at developing pre- and post-experience assignments where students research, reflect, interview community leaders about service work, etc. Students can also partner with local nonprofit organizations to create their own service options.

Instruction Ideas

Example: Turning a Senior Project Into Work-Based Learning

If your seniors already complete a multi-stage project or “senior defense” where they publicly defend their pathway work, look for ways to incorporate strong elements of career exploration, preparation, and training into the assignment. Seniors should be asked to demonstrate tangible evidence of their work-ready skills and knowledge.

Planning Ideas

Example: Using Work-Based Learning In Vendor Agreements

There are plenty of firms that show up at your district’s doorstep as they provide goods and services to the schools. Why not ask these vendors to supply work-based learning opportunities for students? Whether required or optional, consider building work-based learning into your district’s next bidding and/or contracting process.
Final Thoughts

Work-based learning has long been recognized as a critical element for successful career pathway programs. JFF and its partners are now starting to better understand the systems and processes that can make it happen for students within school districts. The staff at JFF hope this Work-Based Learning System Development Guide is a useful resource for your district as you plan to build out your work-based learning system to better serve your students and communities. More research, analysis, and testing of new ideas for work-based learning and work-based learning systems will be necessary to define the critical elements of high-functioning and scalable work-based learning systems. The JFF team looks forward to working with education and workforce systems to continue to expand upon the ideas presented here.

Please visit our website at www.jff.org for more resources related to career pathway development, and contact us at info@jff.org if you have any questions, suggestions, or feedback. Your feedback and partnership is critical to our work.