Navigating Choice: How High-Touch Supports Can Address Educational Inequity

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Executive Summary

Parents continuously face decisions that impact the experiences, skills, and knowledge their children will acquire. They choose schools—by moving, staying put or enrolling in a non-assigned option—manage teacher demands, and personalize learning by enrolling their children in electives and afterschool programs.

But when families make decisions about school, those with more time, more money, and better-informed social networks face fewer barriers than less affluent, non-English speaking, and historically marginalized families.¹ Decision-making about curricular pathways, class projects, and out-of-school programs also favors families with greater resources.²

A handful of organizations across the country are trying to change this reality. They connect under-resourced families to information and resources in an effort to level the playing field in the school choice process (see inset). In 2019, CRPE interviewed directors at 10 of these "navigator" organizations to understand their motivations, range of services, and organizational models.

Alongside one-on-one support, we found that these organizations attempt to address systemic inequities by using parent training, advocacy, and research to improve the quality and accessibility of school options. But they do more than help families enroll in a new school. They improve the educational experience of families in their current school by troubleshooting challenges. During the spring of 2020, the organizations in our study pivoted to connect families with needed resources and support them through the difficulties of remote learning.

^{2.} Researcher Jal Mehta and writer Matt Barnum discuss the possibility of tracking in deeper learning and out-of-school-learning, respectively. CRPE conducted a study of access to out-of-school learning in Denver, finding that white families lived closer to these opportunities than Hispanic and black families. A preliminary analysis into "new career and technical education," which prepares students for college and living-wage careers, also finds that these programs may favor students who do better academically and come from families with more financial resources.



^{1.} For example, see: Bruce Fuller, Richard F. Elmore, and Gary Orfield, *Who Chooses? Who Loses? Culture, Institutions and the Unequal Effects of School Choice* (New York, NY: Teachers College Press, 1996); Mary Pattillo, "Everyday Politics of School Choice in the Black Community," *Du Bois Review: Social Science Research on Race* 12, no. 1 (2015): 41-71; Ashley Jochim et al., *How Parents Experience Public School Choice* (Seattle WA: Center on Reinventing Public Education, 2014).

Organizations with Navigator Services

Children at Risk: Houston and Dallas / Fort Worth, TX

Cleveland Transformation Alliance: Cleveland, OH

DC School Reform Now (DCSRN): Washington, D.C.

EdNavigator: New Orleans, LA, and Boston, MA

Families Empowered: Houston, San Antonio, and Austin, TX

Kids First Chicago: Chicago, IL

Parents for Great Camden Schools: Camden, NJ

Parent Revolution: Los Angeles, CA

The Memphis LIFT: Memphis, TN

The Oakland REACH: Oakland, CA

How School Navigators Work

The organizations profiled in this brief offer important lessons for addressing inequitable access in education choice. We found that all organizations engaged in three common activities to reach families furthest from opportunity and improve their access to a quality, good-fit education.

- Develop relationships with families furthest from opportunity by identifying families who are most in need of services through surveys, data, and/or conversations with other organizations. They balance direct outreach and partnerships with schools, daycare centers, homeless shelters, businesses, and community centers that connect them with families.
- Help families make sense of their options by clarifying academic data and connecting them to information about school culture and instructional models. By working with navigators one on one, families can ask questions, articulate their needs, and receive ongoing, personalized support.
- Address systemic inequities by supporting policy and practice to improve the quality of schools in a city.
 School choice is a frustrating process for families who may not gain access to one of the few open seats in a highly rated school, or for families who might have to travel long distances if they do. Some navigator organizations offer parent advocacy training so families can advocate for changes in schools and systems.

Similar Services, Different Models

We found that organizations with navigator services use different models to organize and sustain those services. Some organizations focus entirely on supporting families in the school choice process, which gives them the opportunity to deeply engage families. For others, their work also includes research, policy, and community organizing. A third group of organizations are parent-led with a small number of paid staff. Navigators in these organizations are in a unique position to identify and communicate family concerns to districts and policymakers.



Funding is a key barrier to offering and maintaining navigator services. All organizations are at least partially grant funded, which makes them vulnerable to the priorities of their grantors and limits sustainability and scale. Some organizations offset fundraising and grants with paid services to schools or districts. One organization partners with businesses that offer free navigation services to their employees.

How Could Navigation Services Fit into the Future of Education?

Families face more choice than ever in education, in the form of district magnets, charter schools, new graduation pathways, curricular options, and out-of-school learning options. But supports for families have not kept pace, especially for those who historically have not had access to quality learning experiences. School navigation services are one option for changing this reality. To offer these services, organizations must:

Families benefit when they have someone who can show them the path through the murky waters of education choice.

- 1. Balance tradeoffs to reach families and sustain contact. When launching navigation services for underresourced families, organizations should partner with others to reach families and sustain relationships. Every partnership strategy has tradeoffs, and organizations must decide to what extent they will work with schools, community organizations, and businesses.
- 2. Participate in conversations to address systemic inequities. Navigator organizations have developed a wealth of information about how families furthest from opportunity experience education in their cities. But to play a role in informing policy, they must strike a balance between independence and proximity to the education system. Some form close relationships with schools or districts, while others form coalitions with other community-based organizations.
- 3. Develop services or seek public funds to financially sustain themselves. All the organizations we profile are nonprofits that receive grants, but some offset these funds with paid services. While we do not have a proof point, we believe it is possible for a school district department, unified enrollment organization, or city agency to offer navigation services with its own resources. This would resolve issues related to financial sustainability, but government agencies would have to ensure that navigator organizations could maintain their independence and their authentic relationships with the parents they serve.

The experience of these organizations suggests that it is not enough to simply provide options or information about educational opportunities. Families benefit when they have someone who can show them the path through the murky waters of education choice. City and school system leaders must look for ways to ensure families have access to this support.



Introduction

A handful of organizations across the country connect under-resourced families to information and resources in an effort to level the playing field in the school choice process (see inset). Like a ship's navigator, they offer advice while families and students maintain the helm. Alongside one-on-one support, these organizations attempt to address systemic inequities in the school system by using parent training, advocacy, or research to improve the quality and accessibility of school options. They improve the educational experience of families in their current school by acting as a sounding board for families to solve challenges at school. All of the organizations pivoted to connect families with resources when the COVID-19 pandemic forced school closures.

Studying Organizations with School Navigator Services

Since 2016, the Center on Reinventing Public Education has sought to learn from the work of organizations with navigator services and understand its implications for the K–12 education system.³ In this brief, we present findings from a preliminary analysis of 10 such organizations.

Navigators attempt to address systemic inequities in the school system by using parent training, advocacy, or research to improve the quality and accessibility of school options.

Organizations with School Navigator Services

Children at Risk: Started in 1989 as a statewide advocacy and research organization that endeavors to improve the lives of families and children in poverty. Since 2017, navigation services have been available to Spanish speaking families in Houston and Dallas / Fort Worth.

DC School Reform Now (DCSRN): Started in 2008, it is the first school navigator organization still in operation. They shifted in 2011 to focus on navigation services to low-income families in Wards 7 and 8 in Washington, D.C.

EdNavigator: Started in 2015 to provide navigation support to school-choosing families in New Orleans, and in 2017 expanded service to Boston. EdNavigator is the only organization that works with employers, who offer the navigation service to their employees.

Families Empowered: Started in 2009 to provide a range of school choice support services to families enrolling in both charter and district schools in Houston, San Antonio, and Austin.

Kids First Chicago: Started in 2015 as an advocacy and research organization that also offers navigation services.

The **Memphis LIFT**: Started in 2015 by parents to work with under-resourced families to provide them with the skills and knowledge to self-advocate for a better education, including developing skills to navigate school choice.

The Oakland REACH: Started in 2016 by parents and grandparents who provide school navigation services to other families. It also trains families to self-advocate within schools.

Parents for Great Camden Schools: Started in 2016 by parents to advocate for the expansion of quality schools in Camden. They now offer school navigation services to low-income and Spanish-speaking families.

Parent Revolution: Started in 2015 as an education policy and advocacy organization based in Los Angeles. They are part of local policy discussions to improve access to school options, and offer navigation services.

Cleveland Transformation Alliance: Started in 2012 to inform families about school options, and publishes a school finder guide. In 2018 they began to offer navigation service supports to families in the city's Central neighborhood.

^{3.} Ashley Jochim, Georgia Heyward, Betheny Gross, Fulfilling the Promise of School Choice by Building More Effective Supports (Seattle, WA: Center on Reinventing Public Education, 2019); Betheny Gross and Michael DeArmond, Expanding Access to Out-of-School Learning: Lessons from Year 1 at ReSchool Colorado (Seattle, WA: Center on Reinventing Public Education, 2019); Christine Campbell et al., Stepping Up: How Are American Cities Delivering on the Promise of Public School Choice? (Seattle, WA: Center on Reinventing Public Education, 2017); Ashley Jochim, Betheny Gross, Colleen McCann, Making School Choice Work for Families: DC School Reform Now's High Quality Schools Campaign (Seattle, WA: Center on Reinventing Public Education, 2017).



We identified the organizations profiled in this brief through interviews with local education stakeholders in high-choice cities—those that offer public school choice through district schools of choice and charter schools. To be included in this study, navigators had to provide free, one-to-one support in public school selection and enrollment. We excluded organizations that only inform families about their choices in group settings. The organizations had to focus their services on serving under-resourced families. We asked for nominations from the organizations profiled but received none; to our knowledge, the 10 nonprofits in this brief are the only organizations providing free navigator services in 2020. We interviewed directors at each organization to learn about what motivated them to provide navigation services and how those services are delivered.

Preliminary research on DCSRN suggests that personalized, one-on-one support improves the likelihood of matching families to highly ranked schools. Early lessons from navigator organizations suggest that policymakers, funders, and nonprofits should nurture supports that improve access to quality educational experiences, especially for those families who face the greatest barriers in doing so.

We have much to learn from these organizations when thinking about expanding navigator services to other cities and other types of education decision points, such as out-of-school programs, within-school services, managing teacher demands, or advocating for student needs. Existing organizations offer preliminary guidance about how to reach families, balance services with addressing systemic inequities, and sustain the work.

The Work of School Navigators

Navigator organizations pair one-on-one choice supports to individual families with advocating for systemic change. Through this two-stream approach, navigators try to improve the chance that under-resourced families will enroll in a good school that meets their needs.

Navigators Develop Relationships with Families Furthest from Opportunity

Navigators identify families who are most in need of services through surveys, data, and/or conversations with other organizations. Most organizations identify a specific neighborhood that has few high-quality school options and specifically target families who would benefit from their services, like families who are recent immigrants.

Most navigator organizations reach some families by directly contacting them where they live and work. They may go door-to-door in identified neighborhoods, talk to families outside low-performing schools, or put up flyers in community recreation centers and dentist offices. Families Empowered and Children at Risk advertise their services using Spanish-speaking media. Direct outreach can provide access to families who are not affiliated with any organization, but navigators report that it can be time-consuming and inefficient.

Developing a trusting relationship is important for navigators to help families make tradeoffs in the school selection process. Navigators need to sustain contact with families to guide them through the entire selection, application, and enrollment process. All navigators build relationships with families by leveraging sources they already trust, such as schools, community organizations, or community-based businesses, which help navigators reach and sustain contact with families. But these partnerships require a willing partner and sustained effort on the part of the navigator. Navigators commonly collaborate with day care centers, preschools, community centers, and homeless shelters. EdNavigator, the only organization to work with employers, has developed contracts with employers of hourly wage earners, such as the New Orleans Marriott, Tulane University, and Hebrew SeniorLife in Boston.



Schools offer a common conduit for navigators to contact families. The Cleveland Transformation Alliance navigators meet at school sites with career counselors, students, and families. Working with schools is not without challenges; in one city, school counselors and family navigators did not align their work, so families were submitting two different school applications. And some schools were reluctant to allow navigators to work with families outside of key transition points.

Navigators Help Families Make Sense of Their Options

As urban school systems have expanded school options, they have created resources to help families through the school choosing process. These include local guides with information about school quality and programming, a single application for all schools, and a unified enrollment process. Most school systems also offer citywide choice fairs so families can talk to school representatives. Some districts and citywide nonprofits have hotlines for families. But research suggests that these systems can only ease some of the barriers families face.

The 10 navigator organizations in our study observed families struggling, even as cities improved information resources and streamlined the admission process. Mina Kumar, Chief Program Officer of Families Empowered, said, "We did big citywide fairs for many years, but we found that these were too generalized to support most parents as effectively as we would like. Digital tools are great, but they work best when someone is getting support to walk through them. . . We have learned over the years that the personal touch is an important differentiator."

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Navigator Profile: Parents for Great Camden Schools

Parents for Great Camden Schools (PGCS) began offering navigator services in 2016, the year Camden, New Jersey, launched a user-friendly unified enrollment system, Camden Enrollment. The system includes a school finder with information about school options. But Executive Director Bryan Morton said that it wasn't enough. "The application is straightforward, so it is about helping families understand and use the enrollment guide. Once you are in the system, you still have to be proactive to get information and jot down pros and cons." In Camden, many schools are low performing, so it is difficult to differentiate schools based on proficiency rates alone. Navigators at PGCS explain growth scores to families so they can find a school that is more likely to make a difference for their children.

By working with navigators one-on-one, families can ask questions, articulate their needs, and receive ongoing, personalized support throughout the selection, application, and enrollment processes. Navigator organizations report that their primary role is to help families make sense of available information and navigate trade-offs. But helping families identify the right school is a multifaceted effort. All school navigators help families make sense of state-provided data about measures of student learning, such as proficiency rates, growth rates, and SAT scores. But most families aren't only interested in whether a school posts high test scores or graduation rates; they want to know whether their child will thrive: Will the school be a good fit for their child's learning style? Is the environment safe and positive?



Affluent, well-connected parents rely on word of mouth from friends, neighbors, real estate agents, or even teachers to figure out some of these intangibles. Few school guides report data about school culture or safety, and most are lacking information about specific services for English language learners and students with disabilities. District and school websites often have information about school sports and extracurricular activities, but the programmatic and curricular information that is published is frequently inconsistent and difficult for parents to make sense of. Districts can be unresponsive when parents ask questions, or direct parents to a limited number of parent information sessions held at inconvenient times.

To address these deficiencies, navigators collect and share information about school culture, student services, and instructional approaches. DCSRN has created Virtual School Tours, available on their website, to give families a sense of school culture without taking time out of their day to visit multiple schools. DCSRN navigators have created matrices of school characteristics, compiled from different sources, that they use to help families find a school that meets their constellation of needs.

Navigators Address Systemic Inequities

In every city where navigators operate, organization directors said that there are not enough quality schools for all families. School choice is a frustrating process for families who may not gain access to one of the few open seats in a highly rated school or for families who might have to travel long distances if they do.

In response, navigator organizations support policy and practice to improve the quality of schools in the city where they are located. Children at Risk is a statewide organization that recently added school navigator services in Houston and Dallas. Director Bob Sanborn noted, "It can't be choice all the time. There are not enough quality seats for everyone, so we have to make our schools better." The organization is launching an initiative to develop a peer network of school leaders so high-poverty, moderately-performing schools can learn from leaders of high-poverty, high-performing schools.

Parents for Great Camden Schools (PGCS) played a key role in advocating for higher-performing schools in Camden. Director Bryan Morton noted: "There were so few good schools, you needed the magic lottery ticket. To get around the shortfall of seats, we advocated for increased options, especially Renaissance schools." Three years after they were first implemented, Renaissance schools were making stronger gains in math and reading than the district

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options. PGCS continues to be part of conversations about how to push improvement among the remaining low-performing district schools. They are currently advocating for higher-quality special education services, bilingual services, and afterschool programming.

Kids First Chicago advocated for policy changes in response to an attempt to improve the rigor of local high schools. A community planning group asked the organization to help them deliver on one of the goals in their community improvement plan: increasing high school enrollment by adding an International Baccalaureate (IB) program. To do this, Kids First Chicago realized they had to push for a policy change. Explains Schindl, "The district used to award programs behind closed doors. Our policy team designed a new transparent fact-based report for students in all schools across the city, called the Annual Regional Analysis for Chicago Public Schools. It shows how programs are distributed across the district and the high level of inequity in this distribution. When the report went public, the district also announced a new process for communities to apply for programs based on gaps identified in the analysis. Once that process was announced, members of the community were able to submit an application to add the IB program.

^{4.} Researcher interviews and analysis of online school information guides in 18 cities to inform CRPE's 2017 report, *Stepping Up: How Are American Cities Delivering on the Promise of School Choice*.



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In some cases, organizations leverage their understanding of the challenges families face by supporting policies to improve access to available schools. Both Kids First Chicago and Parent Revolution in Los Angeles have been part of citywide coalitions to implement streamlined application systems, which are intended to make the process of applying to schools easier for families.

Navigator Profile: Kids First Chicago

Kids First Chicago launched their navigator services in 2015, about 20 years after families first had the opportunity to enroll in nonassigned public schools. Sean Schindl, director of community engagement, noted, "The choice process became so complicated, it started hurting the people it was designed to help. If you were low-income or working, then it would be even harder to navigate [than before there were choices]." Working with parent advocates, Kids First Chicago led the push for a new centralized application platform launched in 2017, GoCPS. But even with a new high school common application, families still struggled. "With common enrollment it is easier to find information in one place, but families still require support and understanding of what to look for in terms of quality and fit," Schindl noted.

Some navigator organizations offer parent advocacy training in tandem with navigation services so families can advocate for changes in schools and systems. The Oakland REACH, The Memphis LIFT, Parent Revolution, and Parents for Great Camden Schools operate parent leadership academies where families learn to advocate for their children's needs within school. About this work, the director of The Oakland REACH Lakisha Young noted, "Families are stuck in the middle of a lot of discussion about what is best. . . . We have relationships with parents and grandparents, so we can answer questions about their placement, and we can offer leadership development to help them in that relationship. [With training] they can be partners within the school."

EdNavigator, currently in New Orleans and Boston, generally prioritizes navigation services over advocacy, but it was part of a statewide coalition in Louisiana to improve family access to school records and expand parental rights to other educational information. This resulted in a revised Parents' Bill of Rights. Says Tim Daly, founding partner of EdNavigator, "Choice is one way of exercising leverage, but families have enormous rights, and those rights exist everywhere."

Similar Services, Different Models

While services are similar, organizations with navigator services vary in size and mission; there is no one-size-fits all model. All of the organizations we profile had to identify how it wants to balance advocacy with direct service and financially sustain their work while still being responsive to the families they serve.

Organizations vary in mission and size

Some organizations operate with a focused mission to support families in the school choice process; their paid staff are dedicated to providing one-on-one navigation services. These organizations employ staff who provide only one-on-one navigation services. They engage with advocacy less frequently than other organizations we profiled, but they are able to deeply support families. They reported connecting families with a range of educational resources, like adult education services and groups that support students with disabilities.

Other organizations engage in research, policy, and community organizing—navigation is one small part of what they do. These organizations tend to be regular participants in policy discussions and have close relationships with the school system where they are located. Kids First Chicago and Parent Revolution staff full-time navigation positions during the school enrollment period but then pivot to other services, typically community engagement, during the

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rest of the year. Seth Litt, Chief Executive Officer at Parent Revolution, noted that this model emerged through trial and error: "In the first year, we had a separate staff doing advocacy and other staff doing choice. That didn't work, so we decided to have the same team. [This] creates seamless work between families and organizers."

The Oakland REACH, The Memphis LIFT, and Parents for Great Camden Schools are parent-led organizations with a small number of paid staff. Family members in the community volunteer their time to support other families. Peer volunteers are important to the identity of these organizations. Families reach out to navigators even after a child has been placed in a new school. These organizations place families and family empowerment at the center of everything they do. For them, navigation is a natural outgrowth of families supporting other families, whether selecting a new school, making sure a child gets what they need in their current school, or pushing for structural changes to improve education citywide. Because of their proximity to families, navigator organizations are in a unique position to identify and communicate family concerns. They have formed coalitions with other organizations or intentionally developed partnerships with the local school system so family feedback can be part of policy decisions.

Navigators must be creative to financially sustain their work

For navigator organizations, funding is a key barrier to offering and maintaining navigator services. Director of Community Engagement Sean Schindl at Kids First Chicago noted, "A lot of organizations want to commit the time and space to grow a program like this. My view is that it is not a barrier of understanding but rather of funding."

None of the navigator organizations we profile receive funds from county, city, or state agencies; fundraising is critical to their sustainability. Because a majority of funds comes from foundation grants, organizations are vulnerable to the priorities of their grantors, limiting sustainability and scale. However, some organizations reported that they preferred being grant funded because this helped them avoid the conflict of interest that could arise from relying on paid services.

None of the navigator organizations we profile receive funds from county, city, or state agencies; fundraising is critical to their sustainability.

Two organizations offer a model for how fundraising can be paired with paid services. EdNavigator receives payment for their school navigator services from employer partners. While this provides a steady source of revenue, it limits the families the organization reaches to partner employees; EdNavigator cannot reach the unemployed or those working for employers who do not pay for its services. And partner support does not cover all operating expenses. To further offset grant funds, EdNavigator offers services to the local school district, the Orleans Parish School Board. When a school is closing, the district hires EdNavigator to help families find a new school.

Parents for Great Camden Schools is considering a paid service line for nonprofits and the district, which Morton, its director, says will be staffed separately from navigator services. "I can't think of an organization in existence that doesn't rely on community engagement skills, but they lack the capacity. So how can we help them engage the community without having to reinvent the wheel?"

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How Could Navigation Services Fit into the Future of Education?

Today's education system is already far more complex than most of us realize (see inset). While educational choice through district magnets, charter schools, new graduation pathways, curricular options, and out-of-school learning options have increased, supports for families have not kept pace.

The Many Varieties of Education Choice

The myriad decision points that families and students engage in is known as education choice.

School choice: Selecting a school for enrollment.

Within-school choice: Choosing among courses and programs within schools.

Out-of-school choice: Exercising options in the form of enrichment, summer learning, and other community-imbedded learning.

Student-directed choice: Common in student-centered instructional models, such as project-based and competency-based learning.

As families return to school this fall, there may be an even greater need to support historically marginalized families through education choices and decision points. School navigators offer one glimpse into what that could look like.

Many questions remain before we can understand the full potential of navigator services. What is the most effective means of reaching under-resourced families? Do navigators have any impact on student learning outcomes? What education services would be most suited to a navigator, as opposed to a school counselor? Could navigator organizations be sustained by county or district funds?

Despite these unknowns, navigators offer some initial insight into what it might mean for cities or school districts to offer one-on-one support to help families furthest from opportunity find the right path through an array of different learning options.

- 1. Balance tradeoffs to reach families and sustain contact. When launching navigation services for underresourced families, organizations should partner with others to reach families and sustain relationships. Every
 partnership strategy has its tradeoffs. Most navigators partner with schools, but to do so they must build
 relationships with schools and work in tandem with counselors. Daycare centers, homeless shelters, and
 community centers can be good avenues for reaching families, but navigators must select their partners
 carefully and devote effort to maintaining relationships with staff members who are critical conduits to
 families. Direct outreach in local businesses or community centers offers access to families, but requires effort
 upfront to gain the trust of families.
- 2. Participate in conversations to address systemic inequities. Organizations with navigator services have developed a wealth of information about how families furthest from opportunity experience education in their cities. But to play a role in informing policy, they must strike a balance between independence and proximity to the education system. They need their independence to criticize systemic shortcomings, yet they must be close enough to education system leaders so they are not marginalized. Some navigator organizations have worked with the education system to cultivate a trusting relationship. Others focus on coalition-building among other community-based organizations.



3. Develop services or seek public funds to financially sustain themselves. All the organizations we profile are partially grant funded. Some prefer grant funds because they avoid the conflict of interest that can arise from relying solely on payments from districts or schools, but this makes them vulnerable to shifting priorities of their funders and limits sustainability and scale. A handful of organizations offset grant funds with some paid services. While we do not have a proof point, we believe it is possible for a school district department, unified enrollment organization, or city agency to offer navigation services with its own resources. This would resolve issues related to financial sustainability, but government agencies would have to ensure that navigator organizations could maintain their independence and their authentic relationships with the parents they serve.

The experience of the organizations we profile suggests that it is not enough to simply provide options or information about educational opportunities. Families benefit when they have someone who can show them the path through the murky waters of education choice. City and school system leaders must look for ways to ensure families have access to this support.

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About the Center on Reinventing Public Education

CRPE is a nonpartisan research and policy analysis center at the University of Washington Bothell. We develop, test, and support bold, evidence-based, systemwide solutions to address the most urgent problems in K–12 public education across the country. Our mission is to reinvent the education delivery model, in partnership with education leaders, to prepare all American students to solve tomorrow's challenges. Since 1993 CRPE's research, analysis, and insights have informed public debates and innovative policies that enable schools to thrive. Our work is supported by multiple foundations, contracts, and the U.S Department of Education.

