Education Associations: Organizational Change Driven by Students at the Center

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Dear Colleagues:

Educator association leaders—from the national level to the local level—are revealing the contours of an emerging shared vision, and it is student-centered.

NEA President Lily Eskelsen García expounds upon the core of what the profession is about: “Teachers want to be held to high standards...they want the responsibility and the authority to collaborate with their colleagues and design instruction that interests their students and nurtures the whole child, mind, body and character.” In similar thinking on what students need to thrive, Cinda Klickna, Illinois Education Association president, is a strident advocate for expanding school and educator capacity: “Students do not develop high-level cognitive academic skills in a vacuum—neuroscience today reassures us of that. Students must feel safe and cared for—embraced, and their background and cultural knowledge tapped by way of making learning relevant to their lives and validating them as esteemed members of our common polity.” Local association president Timothy Collins (Springfield Education Association, MA), is often heard articulating the broader purposes of public education; he advocates for educators’ collective responsibility not only for academic outcomes, but for the social and emotional growth of students and students’ future as engaged citizens in American society.

Letter from the President

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This shared vision will help associations navigate the increasingly complex terrain of student needs by advocating for and holding themselves accountable for high instructional standards and a broader range of educator knowledge and skills. It will also help associations navigate the rapidly shifting and polarized landscape of education reform proposals that more often than not tout a one-size-fits-all frame for quick change. By asserting and acting on their understanding of the conceptual and professional complexities underlying teaching and learning, educator associations will continue to be essential organizations for ensuring sustainable improvement in student achievement.

We hope that you will find this Issue Brief helpful as you reflect on the evolution of your own association and examine how it can uphold the highest interests of students and expand its capacity for deep collaboration with all stakeholders within districts, schools and communities.

Harriet Sanford
President & CEO
Introduction

Many associations are becoming more effective and vocal advocates for improvement in student achievement by optimizing conditions conducive to high quality teaching and learning. Local partner associations supported by the NEA Foundation are vibrant examples of this trend.
A recent survey conducted for the NEA Foundation by independent evaluators asked educators participating in the NEA Foundation’s Closing the Academic Achievement Gaps Initiative to rate the degree to which their associations embody the characteristics of “high capacity” organizations (for example, a mission or vision that makes explicit the improvement of educational opportunities and improved outcomes for students, promotion of labor-management collaboration around substantive issues of teaching and learning, and support for effective and evidence-based professional learning opportunities).2

The survey yielded evidence that NEA Foundation partner associations’ organizational characteristics have evolved and that their role has expanded as they engage in deeper work both across their respective districts and within schools. In Columbus, OH, for example, school-based decision-making is being implemented, with a focus on providing greater input and leadership from educators in the structuring and provision of professional learning. This is accomplished through peer assistance and review (PAR),3 and clinically-based instructional improvement strategies such as “professional rounds” for educators.
During professional rounds, groups of educators participate in structured visits to other schools and formally examine and reflect on a wide array of “problems of practice.”

In Springfield, MA, the association unequivocally asserts its role as a professional association by continuously advocating for and supporting structures and conditions necessary for high quality instruction. The association:

- spearheaded a study of the use of teacher time, resulting in additional time (three days yearly) for teachers to meet as a professional learning community, examine student performance data and jointly develop evidence-based teacher- and school-specific interventions;
- jointly defined with the district new career opportunity and leadership options for teachers by developing six new teacher leadership roles at higher levels of professional responsibility and compensation;
- has developed formal mechanisms to continuously engage educators in instructional decision-making at the district level, and equally important, at the school level; and
- has directly engaged the community as a partner in closing the gap between home and school through a parent-teacher home visit program.

This Issue Brief asks and explores three key questions that have been posed by practitioners, policy makers and researchers alike, questions that continue to fuel the debate on the role and relevance of associations in today’s reform landscape: How are associations developing and codifying a new vision for themselves? What are they doing to make that vision a reality? How are they holding themselves accountable for instructional quality and student outcomes?

In the vignettes presented below, two NEA Foundation association partners—San Juan Teachers Association (SJTA), CA and Montgomery County Education Association (MCEA), MD—provide further insight into how many educators and their associations have approached these questions and with what results.
Codifying Student-Centeredness
The San Juan Teachers Association, CA (SJTA)
In 2011, Shannan Brown, now SJTA President, was chosen to be San Juan Unified Teacher of the Year and later named both Sacramento County and California Teacher of the Year. Asked what defines her leadership of SJTA, she invoked the status of the profession of teaching and its impact on students: “Central to my role is ensuring that the professionals that provide direct services to students have the resources, training and supports to meet the needs of the students they serve. The only way that can be accomplished is if they have voice—the voice to provide input about what they need as professionals and to identify opportunities to utilize their skills and expertise to build overall district capacity.”

This is not surprising given the educational leadership qualities she embodies, qualities that have led to the recognition bestowed upon her by peers. She is unequivocal in her vision of the association role in ensuring meaningful improvement in teaching and learning for students, drawing on her knowledge, skills, and dispositions as a skilled teacher: “I passionately believe that education transformation can only happen if educators lead
the way. While a longstanding history of association-district collaboration and interest-based problem solving in San Juan has put us at the table of educational decision-making, I believe that we have to go several steps further.” In recent contract negotiations with the district, President Brown made it clear student learning and working conditions are one: In her address to the San Juan school board, she spoke unapologetically about the inadequacy of the proposed school budget to meet student needs: “One could also look at the budget and conclude that you do not value students. The people who provide direct services and supports to students are far below the 2007-2008 staffing levels. That means we continue to do more with less in supporting students as their needs grow increasingly diverse. You need to reward us by offering a fair and reasonable pay increase. You need to hire additional staffing so we can truly meet the needs of all our students.”

Her advocacy was not in vain—the contract was ratified with a 95 percent approval rate by members, a salary increase of 4.5 percent was achieved and class size was reduced in grades K-3 to an average of 26.5 and a maximum of 27. In grades 4-6, it was reduced to an average of 26 with a maximum of 29.
Educator instructional leadership and high quality teaching are central to SJTA's collaborative work with the district under Brown's leadership. SJTA regularly utilizes joint labor management committees, to ensure educators can bring their expertise and experience on policy and practice to the conversation. To enhance the work of joint committees, they have begun to utilize a process that increases breadth and depth of input by all educators.

The process involves soliciting input from the larger membership through surveys and interviews, developing an action plan based on input received, and sharing draft plans with the larger population of educators for further iteration and refinement before moving to implementation. This process was used in the work of the joint committee tasked with redesigning the evaluation system. The committee conducted surveys of members and administrators in addition to utilizing research before creating the prototype for the System of Professional Growth (formerly known as evaluation). Once the prototype was created, it was sent to all members for feedback and final adjustments before it launched in the fall of 2014. During the 2014-2015 school year, on-going focus groups were held to solicit feedback from the prototype participants about promising components as well as challenges that need to be addressed (immediately and/or in the development of pilot phase).
The joint committee’s shared goal was to create a system that moved away from a narrow and shallow focus on measurement to a system focused on educators’ continuous professional growth. A system that supports the continual improvement and deepening of professional practice and addresses the range of knowledge, skills and dispositions (for example, teachers’ strategies for collaborating with their peers or tools to teach higher-order thinking skills) specified in California’s professional standards for teaching. To support this transition, the prototype utilizes “The Continuum of Teaching Practice” (see: http://www.btsa.ca.gov/resources-files/Final-Continuum-of-Teaching-Practice.pdf) to engage educators in reflection on evidence of student learning. The Continuum allows for more meaningful work as it captures the depth and complexities of skillful instruction. The role of teachers in the process is another major shift in this system. Educators are no longer passive recipients of evaluators’ feedback; rather, they take an active role in reflecting on their professional practice and determining next steps for action. An example of the feedback from educators in the prototype this year:

The System of Professional Growth is a collaborative process that promotes me to push and extend my learning, and that of my students, through the active and reflective evaluation of my teaching practices. I have felt safe to explore and extend my learning with the guidance and support of my site administrator and peer facilitator. This work supported a more meaningful connection with my students, and their academic progress has strengthened through this process.

– 5TH GRADE TEACHER MICHELLE SCHUERMANN

SJTA recognizes that the increased role of the educator in instructional decision-making comes with increased responsibility for results. To support each educator’s success in meeting student learning goals, SJTA codified, in 2000, Peer Assistance and Review (PAR) in its agreement.
The purpose of the San Juan PAR program is to provide intensive, one-on-one support to teachers identified as struggling (that is, not meeting the professional standards). The teacher works with a Consulting Teacher, a highly skilled and intensely trained peer, several hours per week implementing an improvement plan to address the identified deficient areas. The Consulting Teacher provides feedback to the teacher as well as to the PAR Panel regarding progress toward standards. The President of the Association co-chairs the PAR panel along with a District Office leader. The panel ultimately makes a recommendation, based on clear evidence of meeting standards (or not), to Human Resources to release the teacher from the district or to exit the person from the PAR program. “Our first response should be to provide support to someone who is struggling - it is best for students, it’s best for that teacher, and it’s best for the school. In the event, that a person is unwilling or unable to meet standards, they should exit the profession,” states Brown.

SJTA’s student-centeredness can be sustained past changes in association leadership in large part through its policy instruments and collective bargaining agreement. Collaboration around and shared accountability for student outcomes are central tenets of these policy documents, and are the foundation upon which SJTA continuously examines its organizational effectiveness and capacity as a credible partner with the district.
This represents an expanded role for the association, providing an alternative to the traditional and often adversarial labor/management modes of negotiation, and the de facto relegation, as some argue has traditionally been the case, of accountability for high-quality professional learning and improved student outcomes to the district:

The District and Association agree to take responsibility and be held accountable for the improvement of the quality of teaching and learning which represents an expanded role in public education. It is in the best interest of the San Juan Schools that the District and the Association cooperatively engage in activities and communication which demonstrate mutual respect for all stakeholders and result in the improvement of student achievement through the development of common goals, teamwork, and an established cooperative, trusting environment. It is the belief that actively and constructively involving all relevant stakeholders contributes significantly toward achieving these goals.

The contract language is lived in every classroom, and has driven change in professional culture across the district and within schools. At the school level, administrators and staff as a whole are accountable for establishing a learning community and culture where best teaching practices are generated, leading to success for every student. Teacher professional learning, collaborative culture, and teacher leadership are supported and guided by School Leadership Teams (SLTs), whose explicit purpose is to focus on the continuous improvement of teaching and learning and the quality of instruction. President Brown reports that SLTs have a responsibility for managing how available time for teacher professional collaboration is distributed throughout the year in addition to ensuring such collaboration is focused on instructional improvement using high-quality data derived from a variety of sources, including formative and standardized assessments.
She states “Every SLT should operate collaboratively, model effective communication, be representative of and accountable to staff, involve staff in decision-making, and support staff in the implementation of decisions about instructional practice (including curriculum and assessment consistent with board policy, school initiatives, and professional development).”9 SLT membership includes the principal and vice principal and must comprise a majority of teachers, thereby ensuring—structurally—the expertise and lived experiences of educators can never again be sidestepped.

President Brown stresses that the San Juan Teachers Association, as a strong “learning organization,”10 will continue to reflect on its evolving role and refine its efforts to ensure that educators are indeed leading the way and are, therefore, assuming more responsibility for ever higher levels of student achievement.
Leading for Student-Centeredness
Montgomery County Education Association, MD (MCEA)
The story of Montgomery County Education Association (MCEA) is a case study in progressive and visionary association and district leadership. Leadership spanning three association presidencies (1985 to the present) has resulted in a professional association that is nationally recognized for its collaborative approach to teacher assessment and professional growth, and broader educator-led and ongoing professional learning. Over 15 years ago, then MCEA president Mark Simon acted on the strong conviction that having a student-centered focus meant that the professionals responsible for the instructional program implementation were highly skilled, proficient and committed to improving practice based on experience and new knowledge. To reach that goal, President Simon took on the challenge of negotiating a comprehensive Professional Growth System (PGS). This system incorporated the indicators and expectations for successful practices (Evaluation System), intense supports for new and struggling educators (Peer Assistance and Review), opportunities for job-embedded professional development with peers (Staff Development Teacher model), and opportunities for those who want to be teacher leaders (Career Lattice). Except for the Career Lattice,
many aspects of the first three components are included in evaluation systems throughout the country. All of the components of the PGS were jointly developed with school system administrators and the Board of Education—because each of these groups must share the student-centered focus if the system is to be successful with respect to maximizing student learning. While the implementation of components has been phased in over two decades they are all codified in the contractual agreement between the union and the Board of Education.

In developing the MCEA/MCPS PGS advocates ensured that the system:

- is based on a clear, common vision of high quality and evidence-based practice (that is, correlated strongly with increased student achievement)
- includes test scores as one of many indicators of student progress and teacher performance without rigidly weighted formulas
- includes a strong PAR component for all novice and under-performing teachers, including those with tenure
- takes a broad, qualitative approach to promoting individual and system-wide teacher quality and continuous professional growth
- includes opportunities for teachers to take real leadership in developing strong instructional programs
- was spearheaded by educators and negotiated through collective bargaining, embracing thereby a high level of educator engagement and their expertise and experience\(^{11}\)

Mr. Simon’s vice president of six years and his successor, Bonnie Cullison,\(^{12}\) recalls this time as a pivotal moment for the development of her own leadership as well as for the evolution of the role of association as a whole. The plan to create and implement the PGS “provided a new opportunity for the district and union to come together and engage as colleagues co-leading change—both association and district bring important skills and perspectives that together increase the likelihood that effective changes stick and grow.”
Doug Prouty, who succeeded Cullison as president of MCEA, continued this tradition of student-centered leadership, stating “the association must be the primary advocate for what is in the highest interest of the students. Students are our profession, our vocation and avocation.” President Prouty led the implementation of the final phase of the Career Lattice component of the PGS in school year 2014-15. It was created to provide opportunities for leadership for teachers beyond the familiar hierarchical roles of the past, while ensuring these expert practitioners remain in the classroom with students every day. It was created to inspire and motivate innovation to strengthen instruction. Given that goal, the program is very different from the typical selection and appointment of leadership by leadership; it is a designation earned by applying to a group of peers.

To participate in the program, a teacher must apply to the Career Lattice Joint Panel, which includes seven teachers recommended by MCEA, seven administrators recommended by the administrators’ union, and the Associate Superintendent for Human Resources. The application requires evidence of exemplary teaching and leadership skills. If the panel believes the evidence is sufficient, the teacher is granted “Lead Teacher” status.
That status opens the door to candidacy for the established teacher leadership roles, such as resource teacher, consulting teacher, instructional specialist, etc. It provides a financial incentive for these skilled educators to take on leadership roles while they teach in designated high needs schools. In addition, it provides the opportunity for a Lead Teacher in a high needs school to design and implement a project to support student learning. Funding is provided to not only pay the Lead Teacher a stipend to run the project, but also to meet the needs of the project. This could include action research on instructional practices that could influence the program school—and ultimately system—wide.

“The Career Lattice program gives our most skilled teachers new opportunities to lead and make a difference for students. No longer is leadership limited to a few narrowly defined roles in the system,” says Doug Prouty, under whose leadership as MCEA president the program was designed. Mr. Prouty now serves as the coordinator of the Career Lattice program.

All of the components of the PGS are firmly ensconced in the culture and fabric of the school district and continue to evolve and be improved under the leadership of the current president, Chris Lloyd.

With the commitment to a collaborative culture, the local union is actively engaged with the district in the analysis of student outcomes and looking for ways to improve them. In 2012 Prouty took on a challenge of addressing current and anticipated equity issues affecting student performance. This was largely in response to data showing that MCPS’ school enrollment was becoming more racially/ethnically and economically diverse. The MCPS student population became a “majority minority” population in the 2000-2001 school year, well ahead of the county as a whole. Although White students still make up the largest single racial group, they comprise only 33 percent of the overall school population (Hispanics are second at 26 percent, followed by Blacks at 21 percent, Asians at 14 percent and other racial designations making up the final 5 percent). Free and reduced
meal rates have increased substantially over the past six years to over 32 percent of the total student population. In response to this rapid shift, Prouty asserts, “As educators, we want the best for students and seek ways to meet the needs of all learners in our classrooms. Yet, in our schools today, we often struggle with troubling questions about equity, access, and fair play—questions that are not easy to answer in isolation from colleagues or simply through self-reflection.” This candid assessment of the problem did not villainize the demographic shift or relegate the problem of equity wholly to distressed neighborhood conditions. Rather, MCEA recognized that as a collective, educators must assume responsibility to act proactively on those students’ behalf, and assert their accountability for these students’ achievement. He states, “MCEA recognized that we needed to act quickly. We spearheaded an initiative for educators to acquire new skills and perspectives as we attempted to become more culturally responsive practitioners, able to do our part to educate and support our new student populations.” In partnership with a local college, MCEA developed a 15-credit graduate certificate in the theory, research, and practice of culturally responsive teaching.
Moving Forward

This Issue Brief began by posing three timely questions regarding what associations envision for themselves as essential organizations responsible for teacher capacity and student learning, what they do to make that vision a reality, and how they hold themselves accountable for achieving desired outcomes.
San Juan, Montgomery County, Springfield, and Columbus convey a clear shared vision. Their associations see themselves as:

- **authorities with recognized expertise shaping substantive issues of teaching and learning:** Associations can play a role in substantive deliberation of all matters teaching and learning with their community and district partners, leading to the inclusion of the association as a necessary partner and leader and co-leader of effective policy and practice. Whether by building the capacity of educators as reflective practitioners through PAR and professional rounds in Columbus, or improving the relationship and professional collaboration in San Juan between and among generalist and special educators, for example, high-performing associations have an active role in shaping impactful policy and practice.
• effective advocates for students: Like student and child advocacy groups, associations can address the systemic and inadequate or inequitable supports and conditions that affect student learning. In Montgomery County, for example, the association was deeply concerned about the implications of the rapid student demographic shifts on teacher capacity and instructional effectiveness. Its Equity Certificate program addressed this need and concern head on. In Springfield, for example, action to address the perennial problem of weak or non-existent parent engagement was led by the association, as it reached out to and collaborated with community-based organizations to create a parent-teacher home visit program to close the gap between school and home.

The associations highlighted here have expanded the scope and reach of their activities to align with the new vision of the association as a necessary organization within the greater landscape of organizations (for example, district, community-based, and education support), strengthening the subsectoral value chain leading to increased professional standards, instructional quality and student outcomes. These associations are:

• providing or co-constructing educator-led and informed ongoing professional learning and growth: Inadequate or ineffective professional learning opportunities are more the norm than the exception in most districts across the country. The associations discussed here serve as models of high-capacity and nimble organizations capable of rapidly redirecting resources in response to evolving student needs. In all the sites—San Juan, Columbus, Springfield, and Montgomery County, the educator associations have supported and defended PAR and other forms of embedded professional learning based on the evidence that such professional learning drives higher-order and more complex student learning.

• effectively collaborating with the district: While adversarial stances often characterize association and district relations, the associations highlighted here have adopted and codified various models of collaboration and corresponding structures and processes. Contractual language in all sites has been agreed upon between district and association that celebrates collaboration as a way forward and codifies it as the new normal, decreasing the likelihood that unproductive adversarial stances impeding systemic improvement in teaching and learning will resume during or after district or association leadership transitions.
While increased accountability by educators and their associations for creating optimal teaching and learning conditions can take many forms, the associations discussed here have demonstrated—in theory and practice—their commitment to increasing such accountability. They have:

- **codified accountability strategies**: In policy instruments such as contracts, San Juan and Springfield, for example, explicitly call out shared association and educator accountability as a core principle guiding their activities related to improving student achievement and district-wide improvement goals.

- **created formal and informal accountability structures and processes**: In three of the associations, PAR has placed the burden of ensuring high quality instruction squarely on educators. Peers provide professional support to new and/or underperforming educators—they also make the final recommendation whether these educators will stay or go. Across all of the sites, associations have supported the inclusion or intensification of educator voice in decision-making bodies such as educator-led and school-based instructional leadership teams. The association leaders have worked with district leadership to, for example, increase the quality and types of data available to frontline educators as they examine the impact of their practice on individual and groups of students.

Many associations with which the NEA Foundation has partnered have successfully increased their capacity to support a sustainable system of high quality teaching and learning. They have achieved this, especially during initial stages of organizational change, by making explicit and formalizing their commitment to student-centeredness in policy documents, ensuring that leaders systematically tap and build the perspectives, expertise, and experiences of educators. The NEA Foundation has supported their growth by providing highly-skilled coaches with a deep knowledge of collaborative processes and education reform challenges, and by providing forums such as the NEA Foundation annual convening and other meetings for local partners to learn from one another.
Based on the NEA Foundation’s experience working in over 20 districts for over 10 years, NEA Foundation President and CEO Harriet Sanford remarks that not all associations, given their size or other capacity constraints, may be able to pursue all of the strategies described in this Issue Brief as vigorously or concurrently as others. She ends on a hopeful note, however, stating that regardless of association size or capacity, whether in a bargaining or non-bargaining context, all associations can reposition themselves as instructional leaders driven first and foremost by the well-being and learning of students. The shared vision, she states, must first be generated, then codified, and appropriate accountability mechanisms put in place. “The rest will—must—follow,” she asserts, “lest associations abandon their very reason for being and foundations upon which they were created—to advocate for and lead a very complex profession bearing the brunt of the responsibility for student learning and success.”
End Notes
1 See: http://lilysblackboard.org/2013/05/what-teachers-really-want


3 Peer Assistance and Review (PAR) programs are a core strategy to develop a meaningful teacher evaluation process that builds teacher instructional effectiveness around specific instructional challenges. In PAR, the local association and district administrators jointly manage PAR to improve teacher quality by having expert teachers mentor and evaluate their peers. See: http://www.gse.harvard.edu/~ngt/par/resources/users_guide_to_par.pdf

4 “Problems of practice” are collectively identified challenges and impediments to achieving higher student achievement and performance across the district and within schools and classrooms (for example, widespread at or above grade-level literacy by the third grade or differentiation of instruction according to individual student needs through project-based learning).


7 See, for example, The American Public School Teacher Past, Present, and Future at http://hepg.org/hep-home/books/the-american-public-school-teacher for the range of oft-cited questions driving today’s debate surrounding predominant reform proposals for the profession of teaching.

8 Do Unions Help or Hinder Student Achievement at http://www.osba.org/Resources/Article/Employee_Management/Do_unions_help_or_hurt_student_achievement.asp


12 Cullison is currently a member of the NEA Foundation team leading the Institute for Innovation in Teaching and Learning.

13 See: http://www6.montgomerycountymd.gov/content/council/pdf/agenda/cm/2013/130318/20130318_ED2.pdf

14 See: “Who Helps Public Schools” at http://www.urban.org/publications/410915.html. “Education support organizations (ESOs):" Formed by groups of citizens, they have supported and advanced quality education, serving as catalysts and change agents in communities across the country. They help bring together diverse stakeholders, work with school districts and communities, and work to improve educational outcomes. They vary widely in size, activities, and even in purpose.

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