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Comparing the Administration of University Cooperative Extensions in the United States: A Case Analysis

BY FATMA NASOZ, PhD
ROBERT E. LANG, PhD
WILLIAM E. BROWN JR., MA

Abstract
For more than a century, cooperative extensions and the land-grant universities have translated and extended research-based knowledge and provided non-formal higher education to their communities. Today, more than 80% of the nation’s population are living in urban areas (The World Bank, 2015). Challenges facing diverse populations require cooperative extensions to collaborate and form partnerships to leverage resources and expertise. This brief explores the nation’s Cooperative Extension System, in particular the university cooperative extensions run by 1862 Land-Grant Universities. Researchers developed an intrinsic case study design to examine cooperative extensions in 15 states and interviewed leaders of the cooperative extensions to identify 1) how cooperative extensions collaborate with other institutions in and out of state; 2) whether cooperative extensions use local extension offices for student recruitment or fundraising; 3) funding sources of the cooperative extensions; and 4) whether cooperative extensions meet their goals. Common themes emerging from the study demonstrate a high-level of collaboration with other universities and faculty, and minimal use of local county offices for student recruitment and fundraising activities.

Introduction
The Cooperative Extension System (CES), a nationwide educational and outreach network formalized by the Smith-Lever Act of 1914, is the partnership between the nation’s Land-Grant University (LGU) System and federal, state, and local governments. The CES translates research and expertise from universities into practical knowledge, and disseminates and applies this knowledge in local communities.

The United States Department of Agriculture (USDA) is the federal partner of the CES. The USDA’s National Institute of Food and Agriculture (NIFA) oversees the system, supports the universities and local extension offices in identifying research and extension priorities, and provides congressionally appropriated formula grants to LGUs. State and local governments also provide funding to LGUs to support the extension services that address public needs.
In each state, cooperative extension services operate through the state’s LGU(s), which are designated as such by the state legislature or Congress. The Morrill Act of 1862, which established a federally assisted higher education system and created the LGUs, identifies the leading mission of such institutions as, “without excluding other scientific and classical studies and including military tactics, to teach such branches of learning as are related to agriculture and the mechanic arts, in such manner as the legislatures of the States may respectively prescribe, in order to promote the liberal and practical education of the industrial classes in the several pursuits and professions in life” (NIFA, 2009). In order to address the educational inequality among African Americans and Native Americans, the Morrill Act of 1890 established the 1890 and 1994 LGUs.

Every state has a designated 1862 LGU and some states also have 1890 and/or 1994 LGUs. In 50 states and District of Columbia (D.C.), the number of 1862, 1890, and 1994 LGUs is 51, 19, and 34 respectively. Figure 1 presents the types of LGUs in each state: 20 states and D.C. have only an 1862 LGU; 17 states have both 1862 and 1890 LGUs; 12 have both 1862 and 1994 LGUs; and Oklahoma is the only state with all three types of LGUs (NIFA, 2014).

This research study explores the administration of university cooperative extensions run by 1862 LGUs. The research team interviewed high-level executives of university cooperative extensions in several states to explore the following questions:

- **How** do cooperative extensions collaborate with other universities and faculty?
- **What** student recruitment and fundraising activities do cooperative extensions perform at local extension offices?
- **How** are cooperative extensions funded?
- **How** effective is the current structure?

Figure 1 Types of Land-Grant Institutions in 50 States and D.C.
Methods

Research Tools: The primary research tool used in this study is a set of questions asked during phone and email interviews of high-level executives of 15 university cooperative extensions in the United States. The interview questions explored themes on 1) universities that officially administer the extension program; 2) involvement of state’s other universities in providing extension services; 3) locations of the extension’s county offices; 4) student recruitment and fundraising activities; 5) funding sources of the extension program; and 6) the effectiveness of the current structure. Researchers obtained additional information about the cooperative extensions by examining the documents at the USDA and individual university and extension websites.

Sample: Researchers made a sampling choice to include certain states in this investigation based on similarity to Nevada (NV). Included were states in which the main office of the 1862 LGU that operates the cooperative extension is located far from the population center of the state. Top-five ranked states by geographical distance from the cooperative extension’s main office city to the state’s center of population are listed in Table 1. The distances are computed using data from the U.S. Census (2010).

<table>
<thead>
<tr>
<th>State</th>
<th>Main Office</th>
<th>Distance (mi)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nevada</td>
<td>Reno</td>
<td>261.69</td>
</tr>
<tr>
<td>Alaska</td>
<td>Fairbanks</td>
<td>240.98</td>
</tr>
<tr>
<td>California</td>
<td>Oakland</td>
<td>231.72</td>
</tr>
<tr>
<td>Washington</td>
<td>Pullman</td>
<td>214.36</td>
</tr>
<tr>
<td>Idaho</td>
<td>Moscow</td>
<td>194.68</td>
</tr>
</tbody>
</table>

In total, 21 states were identified. Since NV only has an 1862 LGU, in order to provide a comparative analysis of NV and the sampled states, only the 1862 LGU from each state was included in the sample. Investigators contacted the executives of the cooperative extensions run by 1862 LGUs in those 21 states with interview requests. Fifteen executives responded and their replies were included in the study, corresponding to a response rate of 71.4%. Figure 2 presents the states included in the study and the type of interview conducted with the university cooperative extension executive in each state. Furthermore, Table 2 lists the 1862 LGUs and the cooperative extensions in the study.
Table 2 1862 LGUs and Cooperative Extensions Included in the Study

<table>
<thead>
<tr>
<th>State</th>
<th>University</th>
<th>Cooperative Extension</th>
</tr>
</thead>
<tbody>
<tr>
<td>Alaska</td>
<td>University of Alaska, Fairbanks</td>
<td>University of Alaska Cooperative Extension</td>
</tr>
<tr>
<td>California</td>
<td>University of California System</td>
<td>University of California Cooperative Extension</td>
</tr>
<tr>
<td>Florida</td>
<td>University of Florida</td>
<td>University of Florida/IFAS Extension</td>
</tr>
<tr>
<td>Idaho</td>
<td>University of Idaho</td>
<td>University of Idaho Extension</td>
</tr>
<tr>
<td>Indiana</td>
<td>Purdue University</td>
<td>Purdue University Extension</td>
</tr>
<tr>
<td>Iowa</td>
<td>Iowa State University</td>
<td>Iowa State University Extension</td>
</tr>
<tr>
<td>Maine</td>
<td>University of Maine</td>
<td>University of Maine Extension</td>
</tr>
<tr>
<td>Maryland</td>
<td>University of Maryland at College Park</td>
<td>Maryland Cooperative Extension</td>
</tr>
<tr>
<td>Massachusetts</td>
<td>University of Massachusetts, Amherst</td>
<td>University of Massachusetts Extension</td>
</tr>
<tr>
<td>Missouri</td>
<td>University of Missouri</td>
<td>University of Missouri Extension</td>
</tr>
<tr>
<td>Nevada</td>
<td>University of Nevada, Reno</td>
<td>University of Nevada Cooperative Extension</td>
</tr>
<tr>
<td>New Jersey</td>
<td>Rutgers University</td>
<td>Rutgers Cooperative Extension</td>
</tr>
<tr>
<td>New Mexico</td>
<td>New Mexico State University</td>
<td>New Mexico State University Cooperative Extension Service</td>
</tr>
<tr>
<td>New York</td>
<td>Cornell University</td>
<td>Cornell Cooperative Extension</td>
</tr>
<tr>
<td>Tennessee</td>
<td>University of Tennessee</td>
<td>University of Tennessee Extension</td>
</tr>
</tbody>
</table>

**Intrinsic Case Study:** In order to gain insight into the administration of 15 university cooperative extensions, scholars developed an intrinsic case study design (Stake, 1995). Researchers chose this approach as its constructivist and exploratory nature provided an in-depth understanding of the nation's Extension system. The goal of this type of inquiry is not to generalize, but rather to paint an accurate picture of each case (Stake, 2005). Nevertheless, this investigation raises questions about cooperative extension and possible policy implications of the findings for Southern Nevada.

**Human Subject Research Considerations:**
The authors developed and submitted the interview protocol and the research plan to the University of Nevada, Las Vegas Institutional Review Board (IRB). An administrative review by the IRB recognized the study to be not "human subject research," due to the nature of the questions asked of participants, and thereby excluded it from board review.

**State and University Profiles**
Out of 15 states included in the case analysis, 9 states (CA, IA, ID, IN, MA, ME, NJ, NV, and NY) have only an 1862 LGU; 4 states (FL, MD, MO, and TN) have both 1862 and 1890 LGUs; and 2 states (AK and NM) have both 1862 and 1994 LGUs (see Figure 3).

![Figure 3 Land-Grant Types](image)
As shown in Figure 4, out of 15,186 LGUs in the study, 12 (LGUs in AK, FL, IA, ID, IN, MA, MD, ME, MO, NJ, NM, and TN) are public universities, 2 (LGUs in CA and NV) are public university systems, and 1 (LGU in NY) is a private university.

Figure 4 Control Type of 1862 LGUs

Of the 15,186 LGUs included in the study 10 (LGUs in CA, FL, IA, IN, MA, MD, MO, NJ, NY, and TN) are Carnegie R1: Highest Research Activity institutions and 5 (LGUs in AK, ID, ME, NM, and NV) are Carnegie R2: Higher Research Activity institutions (see Figure 5).

Figure 5 Carnegie Basic Classification

Findings

The findings reveal the diversity of university cooperative extension structures across the nation. The diversity presents itself in several key themes:

1) Partnerships with Other Faculty and Universities

Today, more than 80% of the nation’s population are living in urban areas (World Bank, 2015). Challenges facing urban communities require cooperative extensions to collaborate and form partnerships to leverage resources and expertise. The study asked the cooperative extension executives if they collaborate with faculty from other universities on projects and programs. Additionally, executives were asked if any of the local extension offices are located on other university campuses. The executives provided multiple examples, showcasing the collaborative efforts between the cooperative extension and the other universities. Below are some examples of self-reported collaborations.

**University of Missouri Cooperative Extension**
- Targeted funded collaboration with sister institutions in the UM at St. Louis, Kansas City, and Rolla
- Business/economic development program that is co-funded with other four-year institutions in the state as well as selected two-year community colleges

**University of Maryland Cooperative Extension**
- Agriculture law with UMD at Baltimore & Eastern Shore
- Health Forum with Pennsylvania
- Health Programs with Virginia Tech, West Virginia, Penn State, and Delaware
- Women in Agriculture with Delaware

**New Mexico State University Cooperative Extension**
- Partnership with University of New Mexico Health Science Center on Extension health programs
<table>
<thead>
<tr>
<th>University of California Cooperative Extension</th>
<th>University of Nevada Cooperative Extension</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Organic Farming with UC Santa Cruz</td>
<td>• “Extension works closely with the University of Nevada, Las Vegas for activities focused on Clark County.”</td>
</tr>
<tr>
<td>• Water Policies with UC Irvine</td>
<td>• “Extension also works closely with Western Nevada Community College on programs related to small farms.”</td>
</tr>
<tr>
<td>• Human Nutrition with Fresno State University</td>
<td></td>
</tr>
<tr>
<td>• Agriculture and nutrition with Chico State University</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>University of Florida/IFAS Cooperative Extension</th>
<th>Iowa State University Extension and Outreach</th>
<th>University of Maine Extension</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Drone technology use in citrus research with University of Central Florida</td>
<td>• The Healthiest State Initiative, which aims to improve the physical, social, and emotional well-being of Iowans, is a collaborative of universities, department of human services, and local foundations.</td>
<td>• A shared faculty appointment (first of its kind) between two sister campuses</td>
</tr>
<tr>
<td>• Sustainable agriculture with Florida International University</td>
<td>• Collaboration in research projects and federal funding opportunities</td>
<td>• Partners with faculty from 15 institutions of higher education on food security issues and sponsors the annual Hunger Dialogue that examines food security in Maine, specifically within student populations.</td>
</tr>
<tr>
<td>• Faculty on University of Miami campus working on water issues</td>
<td></td>
<td>• Collaboration with other faculty on issues related to food and agriculture</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Rutgers Cooperative Extension</th>
<th>University of California Cooperative Extension</th>
<th>University of Massachusetts Extension</th>
</tr>
</thead>
<tbody>
<tr>
<td>• There are Extension faculty and staff housed in facilities of Rutgers University Camden and Rutgers University Newark.</td>
<td>• No specific student recruitment, but it always has been a discussion because for some counties cooperative extension is the only direct contact.</td>
<td>• No student recruitment</td>
</tr>
<tr>
<td>• “Many collaborations across universities, across state lines, and across international borders, as well. Our Extension faculty are highly respected nationally and beyond.”</td>
<td>• Local extension offices do not engage in fundraising for universities, but rather for their own extension programs and funds are used to benefit the local community.</td>
<td>• No fundraising</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• No central university function</td>
</tr>
</tbody>
</table>

2) Putting Cooperation and Extension Above Recruitment and Fundraising

Researchers also asked the cooperative extension executives if the county extension offices are used to recruit students or fundraise for the university. Responses revealed that such central university functions are kept to a necessary minimum at the local county offices. Specific responses from various cooperative extensions are shown below.

**Cornell Cooperative Extension**

- Student recruitment is not common; however, Cornell Cooperative Extension has a strong 4-H program and students who participate in the program might learn about Cornell University and decide to apply.
- Fundraising is done not for Cornell University, but for the county level organization.

**University of California Cooperative Extension**

- No specific student recruitment, but it always has been a discussion because for some counties cooperative extension is the only direct contact.
- Local extension offices do not engage in fundraising for universities, but rather for their own extension programs and funds are used to benefit the local community.

**University of Massachusetts Extension**

- No student recruitment
- No fundraising
- No central university function
3) Funding Sources

Cooperative extension executives were asked to identify the funding sources for the cooperative extensions across the sampled states. From their responses, researchers determined funding comes from a variety of sources:

- Federal appropriations
- State appropriations
- Federal and state grants and contracts
- Local funds
- Gifts, endowments, donations, and fundraising
- Fees for service
- Other

All cooperative extensions receive federal and state appropriations, grants, and contracts. Cornell Cooperative Extension (NY), University of Missouri Extension (MO), and University of Maine Extension (ME) receive funding from all sources identified above. University of Alaska Cooperative Extension (AK) and University of Massachusetts Extension (MA) do not receive local funds.

4) Emerging Opportunities and Challenges

Overall, the cooperative extension executives reported that extension goals are being met. However, they also acknowledged there are challenges to address. The most prominent of those challenges are decreasing funding and changing population. Below are some responses from the cooperative extension leaders on opportunities and challenges.

**Maryland Cooperative Extension**

Maryland is like America in miniature. There are 22 counties and Baltimore. The state from west to east, from Allegany to Piedmont to Chesapeake Bay, shifts from rural to urban to rural, therefore it has different agricultural needs.

**University of Maine Extension**

“The structure of UMaine for Cooperative Extension is working to meet its goals. Perpetual reductions in state support for higher education is the largest threat to Extension faculty being able to meet the goals of our Plan of Work.”

**University of Massachusetts Extension**

There is an agreement within the university that there is a great deal of unmet need for extension services. It meets the goals, but it doesn’t reach a level of achievement. The extension does well what it’s doing, but it needs to do more of it. This can be achieved with a shift in structure and a more robust system of community. Currently, there is no strong community government and no local partners to support the work.

**Rutgers Cooperative Extension**

“Our structure supports our programs and our community-directed goals. Our extension faculty are productive and their programs have positive impact on the health and well-being of NJ residents and their businesses. The major constraints we face stem from the decade or more of public disinvestment in higher education, and the agricultural experiment station and cooperative extension. Our overall funding from public sources is down nearly 35% in the past decade, while our salaries and other costs have continued to climb. This is not a sustainable path.”
“Absolutely, especially with respect to devoting substantial resources to meeting the needs of Clark County. Extension’s programs in Clark County account for a substantial portion of the state and federal funds received by Extension as part of the University of Nevada, Reno. We have strong collaborative working relationships with University of Nevada, Las Vegas and employ a large staff of professionals and paraprofessionals in Clark County. Also, our professional and paraprofessional staff actively respond to funding opportunities from a variety of sources, including public and private grants programs. When successful, these applications support county-based programs. Faculty from Clark County have been very successful in obtaining grants from many sources to support work in Clark County.”

Conclusions

Overall, findings from the responses of University Cooperative Extension leaders across the nation demonstrate the complexity and diversity of cooperative extension administration structures. In other states, analysis revealed that cooperative extensions 1) have faculty from urban university branches as full and equal partners on extension programs and projects; 2) rarely utilize the local extension offices for student recruitment, or do so to serve the students and families who have no other contact with a university; 3) are funded through a variety of sources; and 4) are facing new challenges due to declining funds and changing populations.

Findings for Nevada, however, are different. Upon follow-up with University of Nevada Cooperative Extension (UNCE), researchers were provided no specific examples of research or programmatic collaborations between UNCE and University of Nevada, Las Vegas (UNLV), the university in the state’s urban center. In addition, the UNCE building houses the University of Nevada, Reno’s (UNR) “Southern Office of Prospective Students,” which actively recruits students from Clark County for UNR, the LGU running UNCE. Given the extent of collaboration between other states’ cooperative extensions and their community universities, and the extensions’ efforts to focus on serving their communities as opposed to recruiting students or raising funds for the LGU, this research raises questions about the ability of cooperative extension in Southern Nevada to meet the needs of Clark County.

References


About the Authors

**Fatma Nasoz, PhD**, is an assistant professor at the Department of Computer Science and the Senior Resident Scholar of information technology at The Lincy Institute. Her academic research is focused on Human-Computer Interaction and Artificial Intelligence. At Lincy, she is charged with leading the Institute’s technology initiatives. Nasoz earned her Ph.D. in Computer Science from University of Central Florida in 2004 and she is the author of multiple peer-reviewed journal and conference articles and book chapters.

**Robert E. Lang, PhD**, is a professor of Urban Affairs and the Executive Director of The Lincy Institute and Brookings Mountain West. Dr. Lang publishes on a wide variety of urban planning and public policy topics and is an expert on governance issues and political patterns in American suburbs. He is also a Senior Fellow at the Brookings Institution in Washington, D.C. Lang holds a Ph.D. in urban sociology from Rutgers University.

**William E. Brown, MA**, received his undergraduate degree from the University of Massachusetts, Amherst in 1978 and his graduate degree from the University of Michigan in 1981. Bill has held appointments as an academic research librarian, faculty member, and administrator at Yale University, the University of Miami, and the University of California, Berkeley, before joining UNLV in 2005. As UNLV Director of Brookings Mountain West, Bill coordinates the programs, lectures, and activities of Brookings Mountain West in Southern Nevada, including the Brookings Public Policy Minor at UNLV. He has published a diverse array of scholarly works in American history, literature, politics, and related fields.

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UNLV, founded in 1957, is an institution of more than 28,000 students and 3,000 faculty and staff located on the southern tip of Nevada, minutes from the Las Vegas Strip. Classified by the Carnegie Foundation for the Advancement of Teaching as a research university with high research activity, UNLV offers more than 350 undergraduate, graduate and doctoral degree programs including innovative academic degrees in such fields as gaming management, entrepreneurship, entertainment engineering and much more. The entertainment capital of the world, Las Vegas offers students a "living laboratory" for research, internships, and a wide variety of job opportunities. UNLV is dedicated to developing and supporting the human capital, regional infrastructure, and economic diversification that Nevada needs for a sustainable future. For more information, visit [http://www.unlv.edu/](http://www.unlv.edu/)
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Established in 2009, The Lincy Institute conducts and supports research that focuses on improving Nevada’s health, education, and social services. This research will be used to build capacity for service providers and enhance efforts to draw state and federal money to the greater Las Vegas. The Lincy Institute will also highlight key issues that affect public policy and quality-of-life decisions on behalf of children, seniors, and families in. Robert E. Lang, Ph.D. serves as the Institute’s Executive Director. To learn more visit: [http://www.unlv.edu/lincyinstitute](http://www.unlv.edu/lincyinstitute)

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