

CORNELL UNIVERSITY'S RESPONSIBILITY IN NEW YORK STATE TO PROVIDE LEADERSHIP AND SUPERVISION FOR CORNELL COOPERATIVE EXTENSION PROGRAMMING

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Cornell University
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CORNELL COOPERATIVE EXTENSION

MISSION

The Cornell Cooperative Extension educational system enables people to improve their lives and communities through partnerships that put experience and research knowledge to work.

PRIORITY PROGRAM AREAS

Priorities for current programs are:

- Agriculture and Food Systems Sustainability
- Children, Youth, and Families
- Community and Economic Vitality
- Environment and Natural Resources
- Nutrition, Health, and Safety.

EDUCATIONAL FUNCTIONS

- Encourage the use of knowledge through the interpretation and practical application of research information to help individuals make better decisions about their lives, their families, and their communities.
- Extend knowledge and research-based information from Cornell University, the land-grant university, to the people of New York State through a partnership of federal, state, and county governments.
- Develop non-formal education for people of all ages through a broad range of programs determined by the needs of the people.
- Provide education that assists and augments agencies, institutions, organizations, businesses, and industries—whose programs, services, and products are essential to the social and economic well-being of the people of New York State.

LEGAL AUTHORITY

The legal authority for Cornell University's role in Cooperative Extension program leadership and supervision comes from several acts of the United States Congress and the New York State Legislature:

- Morrill Land-Grant Act of 1862;
- Second Morrill Act, 1890;
- Smith-Lever Act of 1914;
- County Law of New York, Section 224, as amended;
- Civil Rights Legislation of 1964; and
- Executive Law of New York, Section 296.

The historical and philosophical basis for work with youth and adults in the conduct of Cornell Cooperative Extension work in New York State derives from the philosophy of Ezra Cornell, founder of Cornell University, and Liberty Hyde Bailey, dean of the College of Agriculture 1903-1914. Beliefs of leaders Maurice C. Burritt, Howard E. Babcock, and Albert Hoefer in 4-H; and Martha Van Rensselaer in Human Ecology, each contributed much to the developmental framework of what exists as the Cornell Cooperative Extension system in New York State today.

This paper offers one description of the pertinent legal acts and philosophical tenets basic to implementation of Cornell Cooperative Extension Programming in New York State.

THE LEGISLATIVE GROUNDWORK FOR COOPERATIVE EXTENSION

In 1862, just weeks after the passage of an act creating the United States Department of Agriculture, the U.S. Congress and President Abraham Lincoln provided for the establishment of colleges to teach agriculture.

The MORRILL ACT OF JULY 2, 1862, was

“An act donating public lands to the several States and Territories which may provide colleges for the benefit of agriculture and the mechanic arts....”

“... the leading object shall be, 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.”⁴

The land-grant university for New York State, authorized by the Morrill Act of 1862, is Cornell University, which received its charter from the State of New York in 1865. A Department of Agriculture at Cornell was established in 1868 and became the New York State College of Agriculture in 1904, expanding to become the New York State College of Agriculture and Life Sciences in 1971. A Department of Home Economics was created in 1908, becoming the New York State College of Home Economics in 1925, and broadening its scope to become the New York State College of Human Ecology in 1969.

The SECOND MORRILL ACT OF 1890 increased the federal financial support for land-grant colleges. It was

“An act to apply a portion of the proceeds of the public lands to the more complete endowment and support of the colleges for

the benefit of agriculture and the mechanic arts....”⁹

Liberty Hyde Bailey, dean of the New York State College of Agriculture, formalized the organization of the Extension service in 1906. Under its auspices, groups of local farmers in NYS counties worked voluntarily, making arrangements for meetings and advising the college staff on the selection of topics and speakers.¹⁰

A COLLEGE OUTREACH TO THE PEOPLE

The SMITH-LEVER ACT OF 1914 AND AMENDMENTS is the foundation upon which the whole system of Cooperative Extension work is built. It provides comprehensive legislation and appropriate guidelines for Extension work. The act specifies Extension functions:

“In order to aid in diffusing among the people of the United States useful and practical information on subjects relating to agriculture ... and home economics ... and to encourage the application of the same ... Extension work ... shall be carried on in cooperation with the United States Department of Agriculture: *Provided*, That in any State, Territory, or possession in which two or more such colleges [land-grant colleges] have been ... established, the appropriations hereinafter made to such State ... shall be administered by such college or colleges as the legislature of such State ... may direct.”¹¹

The educational character of Extension work is further established in the Smith-Lever Act:

“Cooperative agricultural Extension work shall consist of the ... giving of instruction and practical demonstrations ... in agriculture ... home economics ... and subjects relating thereto to persons not attending or resident in said colleges in the

several communities, and imparting information on said subjects through demonstrations, publications, and otherwise and for the necessary printing and distribution of information in connection with the foregoing; and this work shall be carried on in such manner as may be mutually agreed upon by the Secretary of Agriculture and the State agricultural college or colleges receiving the benefits of this act”¹¹

According to the Smith-Lever Act, the subject matter scope for Cooperative Extension work is practically unlimited – “the giving of instruction ... in agriculture ... home economics, ... and subjects relating thereto.”¹¹

In more recent decades the Extension System nationwide has attempted to focus and prioritize to make best use of increasingly limited resources. Today, the national Cooperative Extension System works in six major areas:

- 4-H Youth Development
- Agriculture
- Leadership Development
- Natural Resources
- Family and Consumer Sciences
- Community and Economic Development

THE COOPERATIVE CHARACTER OF EXTENSION WORK

The Smith-Lever Act established the procedure for the cooperative character of Extension work:

THE DIRECTOR:

“The director of Extension draws up, through the state, [regional and local] Extension staff, plans of work that include the estimated funds necessary for personnel, expenses, and materials to carry them out, subject to the approval of the dean and trustees, regents, or curators of

the land-grant institution. The plans are then forwarded to the administrator of Extension, U.S. Department of Agriculture, who, with the federal Extension staff, checks them for final approval.”⁵

PEOPLE TO BE SERVED:

“... work is to be with persons not attending or resident in land-grant colleges. There is no limitation as to age, sex, race, or business.”⁵

FEDERAL AND STATE COOPERATION

“States determine which college or colleges shall administer the funds. Each college shall make, annually, a detailed report of operations, receipts, and expenditures to the governor of the state and the Secretary of Agriculture. The law gave the Secretary of Agriculture and the state agricultural colleges joint approval authority. It established a national system of cooperative Extension education.”⁵

CORNELL AND USDA COOPERATE:

During the initial years after passage of the original Smith-Lever Act, there were many administrative problems. Ultimately, a “Memorandum of Understanding” between the state agricultural college and the U.S. Department of Agriculture regarding Extension work in agriculture and home economics was prepared and used as a basis for procedures. The agreement had three principal parts:

1. That which the state college agreed to.
2. That which the U.S. Department of Agriculture agreed to.
3. That which both parties agreed to.

This key signed agreement governing the relationship between Cornell University and the U.S. Department of Agriculture with respect to Cooperative Extension work implements the Smith-Lever Act of 1914.

**MEMORANDUM OF UNDERSTANDING BETWEEN CORNELL UNIVERSITY
AND THE UNITED STATES DEPARTMENT OF AGRICULTURE ON COOPERATIVE EXTENSION
WORK IN AGRICULTURE AND HOME ECONOMICS**

(FEBRUARY 1955)

CORNELL MANAGEMENT RESPONSIBILITIES

Whereas Cornell University has under its control Federal and State funds for Extension work in agriculture and home economics which are and may be supplemented by funds contributed for similar purposes by counties and other organizations and individuals within said State, and the United States Department of Agriculture has funds appropriated directly to it by Congress which can be spent for Extension work in the State of New York;

Therefore, with a view to securing economy and efficiency in the conduct of Extension work in the State of New York, the president of Cornell University acting subject to the approval of the Board of Trustees of the said Cornell University and the Secretary of Agriculture of the United States, hereby execute the following memorandum of understanding with reference to cooperative relations between said Cornell University and the United States Department of Agriculture for the organization and conduct of Extension work in agriculture and home economics in the State of New York.

IN PLANNING AND ADMINISTRATION OF EDUCATIONAL EFFORTS

I. Cornell University agrees:

- (a) **To organize and maintain at said institution a definite and distinct administrative division for the management and conduct of all cooperative Extension work** in agriculture and home economics, with a director selected by the institution and satisfactory to the Department;
- (b) **To administer through such division** thus organized, known as the Extension Service in Agriculture and Home Economics, **any and all funds it has or may hereafter receive for such work** from appropriations made by Congress or the State Legislature, by allotment from its Board of Trustees or from any other sources;
- (c) **To accept the responsibility for conducting all educational work in the fields of agriculture and home economics and subjects related thereto** as authorized by the Smith-Lever Act as amended and other Acts supporting cooperative Extension work, and such phases of other programs of the Department as are primarily educational, which the Department has been authorized to carry on within the State.

[Section II deals with that which the United States Department of Agriculture agrees to.]

IMPORTANCE OF JOINT PLANNING – COUNTY, STATE, AND NATION

III. **Cornell University** and the United States Department of Agriculture mutually agree:

- (a) That, subject to the approval of the President of Cornell University and the Secretary of Agriculture, or their duly appointed representatives, ***all cooperative Extension work in agriculture and home economics in the State of New York involving the use of Federal funds shall be planned under the joint supervision of the director of Extension Service of the New York State Colleges of Agriculture and Home Economics at Cornell University and the administrator of the Federal Extension Service; and that approved plans for such cooperative Extension work in the State of New York shall be carried out through the Extension Service in agriculture and home economics of Cornell University in accordance with the terms of individual project agreements.***
- (b) That all ***State and county personnel*** appointed by the Department as cooperative agents for Extension work in agriculture and home economics in the State of New York ***shall be joint representatives of Cornell University and the United States Department of Agriculture***, unless otherwise expressly provided in the project agreement. Such personnel shall be deemed governed by the requirements of Federal Civil Service Rule No. IV relating to political activity. (*Hatch Act*)
- (c) That the cooperation between Cornell University and the United States Department of Agriculture shall be plainly set forth in all publications or other printed matter issued and used in connection with said cooperative Extension work by either Cornell University or the United States Department of Agriculture.
- (d) That ***annual plans of work*** for the use of Smith-Lever and other Federal funds in support of cooperative Extension work shall be made by the Extension Service in agriculture and home economics of the State of New York and ***shall be subject to the approval of the Secretary of Agriculture*** in accordance with the terms of the Smith-Lever Act as amended or other applicable laws, and when so approved shall be carried out by the Extension Service in agriculture and home economics of the said State of New York.

WORKING WITH OTHER AGENCIES

IV. Cornell University and the United States Department of Agriculture further mutually agree:

- (a) That the ***Department of Agriculture shall make final determination on any proposed supplementary memoranda of understanding or similar documents, including those with other agencies***, affecting the conduct of cooperative Extension work only after consultation with appropriate designated representatives of the Land-Grant Colleges and Universities.

IV. Cornell University and the United States Department of Agriculture further mutually agree):

- (b) That Cornell University will make arrangements affecting the conduct of cooperative Extension work with agencies of the Department, or with other Federal agencies, only through the administrator of the Federal Extension Service, or in accordance with an existing general agreement which has been approved by him.
- (c) That all memoranda and similar documents hereafter executed affecting cooperative Extension work, whether between agencies of the Department or between State Extension Services in Agriculture and Home Economics and agencies of the Department, shall be within the framework of, and consistent with the intent and purpose of, this memoranda of understanding.
- (d) That all memoranda and agreements affecting policies in cooperative Extension work shall be reviewed periodically by appropriately designated representatives of the Land-Grant Colleges and Universities and the Secretary of Agriculture for the purpose of determining whether modification is necessary or desirable to meet more effectively current developments and program needs.

This memorandum shall take effect when it is approved by the Controller of Cornell University and the Secretary of Agriculture of the United States, and shall remain in force until it is expressly abrogated in writing by either one of the signers or his successor in office. The agreement executed **September 2, 1914**, shall be deemed abrogated upon the effective date hereof.

*(Memorandum of Understanding)*⁷

ADMINISTRATION FOR CORNELL COOPERATIVE EXTENSION IN NEW YORK STATE

While the New York State legislature supported early Extension work in the form of appropriations for Farmers' Institutes in 1887 and Horticultural Extension in 1894, it would be nearly two decades before Cooperative Extension Administration was established and supported financially.

The New York State legislature passed the first act in support of Extension work in May 1913, appropriating \$25,000 for the purpose of assisting in the organization of and contributing toward the support of county Associations. This

was the forerunner of County Law 224, which designates responsibility for supervision of Extension programming to Cornell University and provides funding for programming in agriculture, human ecology, 4-H youth development, and community betterment.

JOINT RESPONSIBILITY FOR PLANNING AND MANAGEMENT IS LEGISLATED

COUNTY LAW, STATE OF NEW YORK, SECTION 224

Subdivision 8(a) – The board of supervisors of any county in which a county Extension service association has been organized may from time to time, appropriate and pay out for the support and maintenance of county Extension service associations and the work thereof, and for the employment by the county association of professional staff, and for any other purposes which the board of supervisors shall deem proper and may raise money for such purpose by a tax on real and personal property in the county.

The board of supervisors may direct the county treasurer to pay out moneys from such appropriation upon the order of the treasurer of the county association, upon his giving a proper receipt

... the chairman of the board of supervisors may be authorized to enter into an agreement to pay such funds ...

provided that this money shall be expended under an agreement to be entered into between the county association and Cornell University, as agent for the state, for the cooperative management of said work of the county Extension service association and the proper supervision of the professional staff employed therefor.³

Section (a) continues to describe the nature and content of the memorandum of agreement.

Section (b) describes the purpose of the county Association, its organization, and governance.

Section (c) relates to the acquisition of property by the Association.

Section (d) describes the sources of support and how payments are to be made.

Section (e):

The general supervision of the cooperative Extension work in a county herein provided for shall be under the direction of Cornell University as agent for the state and Cornell University is hereby authorized to set standards for professional staff and to make rules and regulations for the entire organization and conduct of such work.³

Sections (e), (f), (g), (h), and (i) provide regulations for a county with regard to the use of county tools, machinery, and equipment.

HISTORICAL AND PHILOSOPHICAL FRAMEWORK FOR CORNELL COOPERATIVE EXTENSION IN NEW YORK STATE

"The New York plan for county agent work had become well established before the passage of the Smith-Lever Act. It aimed to put the responsibility for the organization, management, and conduct of the work on the farmers themselves. To this end, the farmers were expected to form a(n) ... association, which should be non-partisan and non-sectarian and open to all farmers who desired to join, and should contain not less than ten percent of the farmers in the county. The association would furnish the farmers of the county (1) means of collective action, (2) local machinery for carrying on Extension work, (3) organized local direction and support for such work, and (4) a local clearing house for all activities and organizations promoting agriculture and country life....

To carry on Extension work, the association would unite with the State college of agriculture and, through it, with National and State Departments of Agriculture in the formation of a county [association], which would thus be a cooperative institution both in management and financial support."¹²

The above quotation from *A History of Agricultural Extension Work in the United States* by A.C. True, reflects the Cornell tradition of *Freedom With Responsibility* and the philosophy of Liberty Hyde Bailey, which many identify as the cornerstone of the organization of New York State Extension. Carl L. Becker, Cornell historian, best expressed the tradition of freedom with responsibility:

"Cornell has a character, a corporate personality, in this sense, an intellectual tradition by which it can be identified. The word which best symbolizes this tradition is freedom ... it is less the amount than the distinctive quality and flavor of the freedom

that flourishes at Cornell that is worth noting.

... The catch was that, since I was free to do as I pleased, I was responsible for what it was that I pleased to do ... bound by some inner sense of responsibility, by some elemental sense of decency or fair play or mere selfish impulse of justifying myself"²

This tradition of freedom with responsibility was extended to the county Extension agents.

Liberty Hyde Bailey, dean of the College of Agriculture, writing about Extension in his publication, *The Holy Earth*, says the following about *The Democratic Basis in Agriculture*:

"It is very important in our great experiment in democracy that we do not lose sight of the first principle in democracy, which is to **let the control of policies and affairs rest directly back on the people.**

... I should prefer for such work as investigating [research] and teaching in agriculture, a dispersion of the initiative and responsibility, letting the coordination and standardizing arise very much from conference and very little from arbitrary regulation ...

... the question ... is not the most efficient formal administration, but the best results for the people ... The college may be the guiding force, but it should not remove responsibility from the people of the localities.

... If we cannot develop starting power in the ... people, we cannot maintain it elsewhere. The greatness of all this rural work is to lie in the results and not in the methods that absorb so much of our energy."¹

The principles for Extension work flowing from this philosophy were based on beliefs stated by Maurice C. Burritt and Howard E. Babcock, early agriculture Extension leaders.

1. That practically every community has within itself the inherent ability and leadership to discover and to bring about the solution of its own problems.
2. That the self-help principle underlies all good organizations.
3. That there must be great participation of farm people in giving local direction to Extension service programs, organization, and in securing county funds for this purpose.

Through a partnership of men and women at the county, state, and national level:

4. That there should be a public partnership between local associations ... and the college for the conduct of county agent work—that respect and confidence must be mutual, and power and authority substantially equal.
5. That the county (association program) should be for educational purposes only.
6. That the principle of self-help and freedom of initiative for women demanded full recognition of equal status for women, equal rights, and equal privileges.¹⁰

Martha Van Rensselaer believed that educational programs for farm women would lead to improvement of home and community. She supported principles of self-help and freedom of initiative for women requiring full recognition of an equal status for women. These beliefs have continued.

STRENGTHENING THE URBAN CONNECTION: NEW YORK CITY PROGRAMS

Recognizing the need for connection with the land-grant university in urban areas, the first Cooperative Extension program in New York City was established in 1948 with funds from the Federal Agricultural Marketing Act.

The Cornell Cooperative Extension office in New York City continues today, with a main office in Manhattan affiliated directly with Cornell Cooperative Extension Administration at Cornell University. The lead college overseeing New York City programming is the College of Human Ecology.

BRANDING “CORNELL COOPERATIVE EXTENSION”

In 1987 a statewide Cooperative Extension marketing committee recommended to the Director of Extension that “Cornell” be added to the “Cooperative Extension” name. This recommendation was received and adopted. “Cornell Cooperative Extension” is the official name of the organization, including county Associations.

CORNELL COOPERATIVE EXTENSION ASSOCIATIONS

County Cornell Cooperative Extension Associations are vital partners in fulfilling the land-grant and Extension missions of Cornell University. Established by state statute in 1912 as subordinate government agencies, county Extension Associations operate under memoranda of agreement with Cornell University to provide educational program to residents of New York State.

Each Association is governed by a board of locally elected volunteers who are responsible for identifying their community's educational needs, offering a mix of programs which address those needs, hiring qualified staff to develop and deliver programs, and securing

adequate funds to support the work of the Association.

Fundamental to county Cornell Cooperative Extension Associations is the idea that individuals and communities should be a part of decisions about educational programming that will affect them, and that a high degree of local involvement can inform the public work of the university. Also central to the system's design is the idea that a strong partnership with local governments can strengthen and add to the support for Cornell and its Extension programs that is provided by state and federal government.

Chronology, by county, of the establishment of Cooperative Extension Associations in New York State:

1911	Niagara	1916	1918
Broome	Onondaga	Albany	Fulton
	Oswego	Essex	Lewis
1912	St. Lawrence	Schoharie	Livingston
Chemung	Tioga	Suffolk	Ontario
Clinton	Tompkins	Warren	Schenectady
Herkimer		Wayne	Seneca
Jefferson	1914		Steuben
Oneida	Cayuga	1917	Yates
	Erie	Columbia	
1913	Nassau	Genesee	1944
Allegany	Otsego	Greene	Putnam
Cattaraugus	Saratoga	Madison	
Chautauqua	Sullivan	Orleans	1975
Cortland		Rensselaer	Hamilton
Delaware	1915	Rockland	
Dutchess	Chenango	Schuyler	
Franklin	Orange	Washington	
Monroe	Ulster	Wyoming	
Montgomery	Westchester		

CORNELL'S RESPONSIBILITY TO ASSOCIATIONS

MEMORANDUM OF AGREEMENT BETWEEN CORNELL UNIVERSITY AND THE CORNELL COOPERATIVE EXTENSION ASSOCIATION OF A COUNTY

To carry out the provisions of Subdivision 8 of Section 224 of the County Law of the State of New York, Cornell University and county

Cornell Cooperative Extension Associations annually sign a Memorandum of Agreement.

Cornell University agrees to:

- (a) [ADMINISTRATION] Provide general oversight of program and operation consistent with Subdivision 8 of Section 224 of the County Law of New York State as amended, and pursuant to said agreement with the United States Department of Agriculture;
- (b) [PROGRAM PLANNING] Provide consultation in the planning, development, and conduct of the Cooperative Extension programming in the county;
- (c) [MANAGEMENT TRAINING] Provide training, information, and advice concerning organizational and business management;
- (d) [FUNDING] Provide the administration of payroll, workers' compensation, and unemployment insurance, as required;
- (e) [PROFESSIONAL STANDARDS] Establish standards for the professional staff employed by the Association;
- (f) [RECRUITMENT] Provide system support and educational tools for recruitment and selection of staff employed by the Association;
- (g) [PROFESSIONAL DEVELOPMENT] Provide in-service opportunities and staff development support for professional staff;
- (h) [PLAN OF WORK] Provide leadership for the development and approval of an Association plan of work;
- (i) [POLICY] Provide policies and procedures related to accounting/financial activities and provide regular in-service accounting/finance opportunities for executive directors and finance staff;
- (j) [COMPLIANCE REVIEWS] Periodically conduct compliance reviews of the association's business systems and operating practices and render a written report on their status.

(2006 Memorandum of Agreement)⁶

County government and county Cornell Cooperative Extension Associations also

annually sign a Memorandum of Agreement concerning payment of county appropriations.

CORNELL COOPERATIVE EXTENSION ASSOCIATIONS' RESPONSIBILITY

MEMORANDUM OF AGREEMENT BETWEEN CORNELL UNIVERSITY AND THE CORNELL COOPERATIVE EXTENSION ASSOCIATION OF A COUNTY

Cornell Cooperative Extension Administration is responsible for assisting county Associations to:

The Cornell Cooperative Extension Association agrees to:

- (a) [PLAN OF WORK (P.O.W.)] Develop and implement a plan of work that meets accountability needs consistent with local, state, and federal guidelines, regulations, and laws;
- (b) [BUDGET] Submit annually an approved budget by March 31;
- (c) [HIRING] Employ Extension Educator staff selected from qualified candidates acceptable to Cornell Cooperative Extension Administration;
- (d) [PAY] Implement the basic classification plan and a compensation plan for all extension association employees, meeting minimum established requirements for Resource Educator through Executive Director's titles;
- (e) [POLICY] Adopt and abide by appropriate personnel policies for all extension association employees;
- (f) [EVALUATE] At a minimum, complete an annual performance review for each staff member as well as an in-depth performance review at least once every four years for exempt educator employees. Develop and implement ongoing performance development processes for all staff;
- (g) [BONDS] Provide bonds for officers and employees of the Association, expense of bonds to be borne by the Association;
- (h) [INSURANCE] Maintain adequate third party liability insurance covering the Association's potential liability for bodily injury and property damage resulting from the performance of its functions and maintain a current certificate of insurance. The Cornell Cooperative Extension Association shall be named as an insured in each of said policies;
- (i) [REPORTS] Submit program and administrative reports as requested;
- (j) [AFFIRMATIVE ACTION] Comply with Civil Rights laws and regulations and Cornell Cooperative Extension Affirmative Action policies; ...
- (s) [CONTRACTS] Provide to Cornell University payments for programs included in ... (agreed upon contracts) per budgets mutually negotiated between Cornell and partnering Associations.

(2006 Memorandum of Agreement)⁶

AFFIRMATIVE ACTION POLICY

Since 1960, Congress has enacted legislation that seeks to preclude, whenever possible, discrimination in our society. For Cooperative Extension, the major areas impacted are employment and program delivery. However, legislation also addresses the workplace, professional development opportunities, and other aspects of human interaction.

Originally, the legislation protected individuals based on race, color, religion, gender, or national origin. Later legislation added age, disability, and national origin to these categories. In general, all people are to be treated in the same fashion without discrimination. The laws were not designed to give preferential treatment but to assure equal opportunity for all.

The following sections of Civil Rights legislation are particularly germane:

CIVIL RIGHTS ACT OF 1964

The Civil Rights Act of 1964 establishes the legal base for equal opportunity in Cooperative Extension. It forbids discrimination in employment and employment-related activities on the basis of race, color, national origin, sex, or religion. Also, in the provision of any services and for educational programs with Cooperative Extension's involvement, the law forbids discrimination on the basis of race, color, or national origin.

TITLE VI – NONDISCRIMINATION IN FEDERALLY ASSISTED PROGRAMS

Title VI of the Civil Rights Act of 1964 requires that the Cornell Cooperative Extension System develop and maintain a data base that identifies eligible populations and measures the extent to which programs and services are delivered to diverse populations. Data must be sufficient to measure the delivery of programs. Various

court rulings have held that merely certifying that a nondiscriminatory policy is in effect is insufficient. Positive, affirmative steps must be taken to ensure participation by individuals from protected categories identified in the act.

Sec. 601. No person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance.

TITLE VII – EQUAL EMPLOYMENT OPPORTUNITY

Title VII of the Civil Rights Act of 1964, as amended, is the federal law that prohibits employment discrimination based on race, color, religion, gender, or national origin.

The Equal Employment Opportunity Act of 1972 extended Title VII to cover federal, state, and local public employers and educational institutions.

In 1978, Title VII was amended to include the Pregnancy Discrimination Act. This requires employers to treat pregnancy and pregnancy-related medical conditions the same as any other medical disability in administering employment practices and employee health benefits.

Title VII of the Code of Federal Regulations, Subtitle A, Office of the Secretary of Agriculture, Part 18, speaks to Equal Employment Opportunity in the state Cooperative Extension Services without regard to race, color, national origin, sex, or religion. This legislation amendment addresses state Cooperative Extension Services directly with definitions and specific instructions for carrying out the equal employment opportunity programs.

TITLE IX – EQUAL PROGRAM OPPORTUNITY

Title IX of the Education Amendments of 1972 prohibits discrimination on the basis of gender for students and employees in federally assisted education programs or activities. Title IX specifically states:

No person in the United States shall, on the basis of sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any education program or activity receiving Federal financial assistance...

REHABILITATION ACT OF 1973 AND AMERICANS WITH DISABILITIES ACT (ADA)

The Rehabilitation Act of 1973 and the Americans with Disabilities Act of 1990 prohibit discrimination on the basis of being differently abled. The intention of both acts is to extend the employment, services, and programs to citizens who are differently abled. This includes providing access for the physically or mentally disabled and signage for the visually impaired in buildings in which the employment, services, and programs are offered. The acts stipulate corrective actions and penalties for those not meeting the requirements. Cornell Cooperative Extension is covered by these acts.

AGE DISCRIMINATION

A number of federal laws address age discrimination. These include: Title VII of the Civil Rights Act of 1964, as amended; the Equal Pay Act of 1963, as amended; the Age Discrimination in Employment Act of 1967, as amended; Section 501 of the Rehabilitation Act of 1973, as amended; and the Americans with Disabilities Act of 1990.

Collectively, these federal acts protect workers over age 40 from arbitrary age discrimination in hiring, discharge, promotions, fringe benefits, and other aspects of employment. Additional New York State legislation protects individuals over age 18 from arbitrary age discrimination.

The laws are designed to promote employment opportunities on the basis of ability rather than age and to help employers and workers find ways to resolve problems arising from the impact of age on employment.

NEW YORK STATE EXECUTIVE LAW (HUMAN RIGHTS LAW), ARTICLE 15, SECTION 296 (AMENDED 1976)

It shall be an unlawful discriminatory practice: a) For an employer ... because of the age, race, creed, color, national origin, sexual orientation, military status, sex, genetic predisposition or carrier status, disability, or marital status of any individual, to refuse to hire or employ or to bar or discharge from employment such individual or to discriminate against such individual in compensation or in terms, conditions or privileges of employment.

CORNELL AND ASSOCIATIONS EQUAL RIGHTS AGREEMENT

In the 2006 Memorandum of Agreement between Cornell University and county Cornell Cooperative Extension Associations, Section 3:

Cornell University and the Cornell Cooperative Extension Association jointly agree to abide by the spirit and intent of all applicable Federal and State legislation including, but not limited to, laws pertaining to equal opportunity in employment and program and Fair Labor Standards Act regulations. Each agrees:

- (a) To cooperate in seeking diversity through its mission and vision, staff, audiences, groups, and organizations.*
- (b) To cooperate in the development of program (including evaluation and reporting systems) and in the development and implementation of Association personnel practices and administrative processes.⁶*

CORNELL COOPERATIVE EXTENSION ADMINISTRATION

EXTENSION ADMINISTRATION RESPONSIBILITY

The Director of Cornell Cooperative Extension has an administrative unit for management and conduct to carry out what has been agreed to in the memorandum of understanding with the U.S. Department of Agriculture and the memorandum of agreement with county Associations. It is a unit responsible for carrying on the Cornell tradition of freedom with responsibility and accountability.

The Director of Cornell Cooperative Extension is responsible to the Deans of the Colleges of Agriculture and Life Sciences and Human Ecology for the quality of programming for which the two Colleges provide the resource base, for fiscal leadership, management, reporting and evaluation of program efforts. The Director is also held responsible by the U.S. Department of Agriculture and the State of New York under the memoranda of agreement for all Cornell Cooperative Extension programming in the State.

POLICY DECISIONS

The Director makes Cornell Cooperative Extension system-wide policy decisions. The Director makes decisions after consultation with the Associate Directors, and the Director's Council—which consists of the Associate Directors, the Assistant Directors, and State Specialists. The Director also appoints and consults with a variety of stakeholder advisory groups.

RESPONSIBILITIES

ASSOCIATE DIRECTORS

At the time of this publication, Cornell Cooperative Extension Administration has two Associate Directors for Cornell Cooperative Extension programming. One is responsible for

programming generated through the College of Agriculture and Life Sciences, such as Agriculture and Food System Sustainability. The other Associate Director is responsible for programming generated through the College of Human Ecology, such as Children, Youth, and Families. Both Associate Directors for programming coordinate with the two colleges, as well as with the Cornell University Agricultural Experiment Station and the New York State Agricultural Experiment Station to promote integration of Extension, teaching and research.

An Executive Associate Director provides leadership in support of Cornell Cooperative Extension administrative and information technology systems and in coordination with the College of Agriculture and Life Sciences, the College of Human Ecology, the Cornell University Agricultural Experiment Station, and the New York State Agricultural Experiment Station.

ASSISTANT DIRECTORS

Assistant Directors of Cornell Cooperative Extension provide leadership for development, maintenance, and operation of resource bases for programming; foster collaborative programming among faculty and off-campus Extension educators; and seek input from stakeholders. At the time of this publication, the current areas with focus of an Assistant Director for programming are 4-H Youth Development, Community and Economic Development, and Natural Resources and the Environment.

At the time of this publication, two additional Assistant Directors provide leadership and support for statewide program planning, reporting, research-extension integration, and stakeholder engagement.

The Assistant Director for Program and Professional Development oversees and provides technical support for Cornell Cooperative Extension program planning and accountability systems for Associations and area programs. This includes: the Cornell Cooperative Extension plan of work process, annual program reporting and, coordination of Cornell Cooperative Extension portions of the joint research and extension federal plan of work and annual reports. This Assistant Director contributes inservice and educational resources related to program development and evaluation.

The Assistant Director for Research and Extension is jointly supported by the College of Agriculture and Life Sciences, Cornell Cooperative Extension, and the Cornell University Agricultural Experiment Station. This Assistant Director is responsible for exploring and implementing ways to better integrate the research and Extension functions and program development processes; for enhancing stakeholder involvement; and for improving reporting to public sponsors on the relevance, accomplishments, and impact of Cornell Cooperative Extension and Cornell University Agricultural Experiment Station efforts.

STATE SPECIALISTS

State Specialists for Cornell Cooperative Extension are responsible for building connections and fostering relationships and processes to strengthen and enhance educational impact and effective governance for the system that includes partnerships among the 56 county-based Associations, Cornell University, the State of New York and the U.S. Department of Agriculture.

Each State Specialist acts on behalf of the Director of Extension to provide leadership and expertise that enables county Cornell Cooperative Extension Associations and their programs to work effectively for maximum impact. States Specialists collaborate and

negotiate with Association Executive Directors, Association Volunteer Boards of Directors, faculty, and staff to deal with a broad range of system and local Association program, administrative, management and organizational challenges.

The State Specialists provide oversight for all Association operations on behalf of Cornell Cooperative Extension, Cornell University and the U.S. Department of Agriculture to ensure mission and governance of Associations meet legal requirements. State Specialists collaborate with Associations to implement strategic change in the Cornell Cooperative Extension program delivery system and the evolving business systems. State Specialists help to develop local executive and board leadership through direction, coaching, and training.

State Specialists provide leadership to ensure key communication and planning systems between Association leadership and campus Cornell Cooperative Extension leadership, (including faculty and the deans of the College of Human Ecology and College of Agriculture and Life Sciences) function efficiently and successfully. They are charged with encouraging, developing, and improving programming and research connections between faculty and local Extension Association staff. They promote educational program excellence, effectiveness, and efficiencies.

State Specialists assure organizational integrity and readiness for new and emerging issues and monitor prudent use of public funds. They provide leadership for sensitive and specific initiatives that will position Cornell Cooperative Extension as a major contributor to the outreach efforts at Cornell University as well as the national land-grant system.

PROGRAM LEADERSHIP

PROGRAM LEADERSHIP AND MANAGEMENT

The Associate Directors and Assistant Directors provide the leadership in the Colleges of Agriculture and Life Sciences and Human Ecology for the development, maintenance, and operation of an adequate resource base for Extension programming. They work with department chairpersons in the colleges and with faculty who have extension responsibilities to develop the resource base and program content necessary to an effective Extension program.

The colleges employ faculty—many of whom have joint responsibilities in two of the land-grant functions such as research/extension or resident instruction/extension—thus strengthening the process of identifying problems of people, developing new knowledge, and extending it to students on campus and to state residents off campus.

Statewide Program Councils and Program Work Teams of educators, stakeholders, and faculty continually identify needs and pressing problems of people, developing or identifying knowledge and resources to bring to bear on these problems, and monitoring the impact of program efforts.

Faculty provide regular in-service education training for county educator staff, provide direct teaching to residents of the state in complex or technical subjects, and develop teaching aids and publications.

The memorandum of agreement between Cornell University and county Cornell Cooperative Extension Associations provides the legal basis for Cornell Cooperative Extension programming. According to the agreement, Cornell University agrees to:

- a) Provide general oversight of program and operation consistent with Subdivision 8 of Section 224 of the County Law of New York

State as amended, and pursuant to said agreement with the United States Department of Agriculture;

- b) Provide consultation in the planning, development, and conduct of the Cooperative Extension programming in the county;
- c) Provide training, information, and advice concerning organizational and business management; ...
- e) Establish standards for the professional staff employed by the Association; ...
- g) Provide in-service opportunities and staff development support for professional staff;
- h) Provide leadership for the development and approval of an Association plan of work.⁶

(See pages 14-15 for the Memorandum of Agreement.)

EMPLOYMENT AND TRAINING

Cornell Cooperative Extension Administration is responsible for the following items in the memorandum of agreement:

- e) Establish standards for the professional staff employed by the Association;
- f) Provide system support and educational tools for recruitment and selection of staff employed by the Association;
- g) Provide in-service opportunities and staff development support for professional staff.⁶

Cornell Cooperative Extension Administration is responsible for recruiting people for county and some college positions. Recruiting staff work with State Specialists, and other Extension faculty and counsel with counties in the development of position descriptions for county openings, and announce positions to attract top quality educators. They do initial screening and interviewing of candidates. State Specialists are directly involved in the recruitment process for Association Executive Director positions.

Orientation of new staff on and off campus is planned and implemented by Extension Administration staff who also provide orientation written materials to assist county staff who are responsible for local staff orientation. Counseling is provided to assist educators in the development of a personal professional development plan. The professional development plan is also a part of the annual performance review process. In-service education is provided educators in relevant professional improvement subjects. (See page 14 for the Memorandum of Agreement between Cornell University and County Cornell Cooperative Extension Associations.)

MANAGEMENT LEADERSHIP

OFF CAMPUS OPERATIONS

The responsibilities which relate to the administration and management of Cornell Cooperative Extension Associations are assigned to the Cornell Cooperative Extension Administrative Systems group. Administrative Systems includes the State Specialists, human resources and administrative management, the responsibility for reporting, and the affirmative action coordinator, all under the leadership of the Executive Associate Director.

FISCAL RESPONSIBILITY

Cornell Cooperative Extension Administrative Systems provides leadership for Associations in fiscal management, audits, and accountability through training and counseling to Association Executive Directors, county staff, and financial managers, directly or through the State Specialists. The Administrative Systems unit administers county Association payrolls, including funds paid to the county Association from state and federal sources and funds paid by the county under contracts or for program aids and staff development. The Administrative Systems unit conducts compliance reviews of Association books on a regular basis.

POLICY COUNSEL

The Administrative Systems unit serves in a role with county Association boards of directors, personnel committees, Executive Directors, administrative supervisors, as well as program administration and support staff at the university. It interprets policies and procedures and provides counsel and resources to program and administrative support staff as needed in their work with college and county personnel. The Administrative Systems unit also collects data and provides information to staff for use in personnel management, program activities, job classification, fringe benefits, and affirmative action programs.

AFFIRMATIVE ACTION OFFICER

The affirmative action officer is responsible for educational programs interpreting and implementing the civil rights legislation and rules and regulations which flow therefrom. Each county Association has developed an affirmative action plan for equal employment opportunity and for equal program opportunity. Under the direction of the affirmative action officer, these plans are reviewed regularly, progress noted, and areas for improvement identified.

SUMMARY

Cornell Cooperative Extension Administration at Cornell—in leadership and supervision of county programming—has both a legal and a philosophical basis. The partnership of Cornell University with the United States Department of Agriculture and with each county Association was established by both federal and state law. The implementation of the law is through the annual memoranda of agreement between the partners. Responsibility for carrying through the provisions of the memoranda are delegated by the Director of Extension to Extension program, administration, and support personnel.

Effective local leadership is the cornerstone of Cooperative Extension programs in county Associations. County Cornell Cooperative Extension Associations were created and exist to deliver programs to the people of the county.

The traditions of freedom with responsibility, of development of local leadership, of self-help and freedom of initiative (within the scope, priorities, and limitations of the available resources) still prevail.

The decentralized, cooperative organization which produces the best results for the people within the tenet of the law and the memorandum of agreement—a **dispersion of the initiative and responsibility, letting the coordination and standardizing arise very much from conference and very little from arbitrary regulation**¹—still evidence Liberty Hyde Bailey's sound vision and leadership.

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