The Cooperative Extension System (CES) has been extending the knowledge of the Land-Grant Universities (LGU) to address the challenges of individuals and communities for over 100 years. Today many of America’s most pressing social, economic and environmental issues affecting people’s lives and communities are related to urbanization and system interdependence between rural and urban communities. CES has developed, or modified programming, in a number of topical areas to address the needs and uses of urban residents and communities. Nonetheless, there is a vast opportunity for CES to expand on current programming efforts and create a suite of urban focused programs that are congruent and complementary to those CES has effectively utilized in rural and agricultural communities for the past 100 years. Having a comprehensive set of programs that address urban and suburban issues under the national CES umbrella is imperative for CES to remain relevant, stay true to its mission, and address the needs of the United States’ growing urban population and the issues within the nation’s rapidly growing urban centers.

In 2013, the National Urban Extension Leaders (NUEL) was organically born from conversations at the Galaxy Conference in Pittsburgh, Pennsylvania, in part as urban educators and administrators identified critical missing pieces within CES in programming, operations and leadership across urban communities in the United States. The identified purpose of NUEL is twofold. First, NUEL seeks to advance the strategic importance and long-term value of urban Extension activities. Secondly, NUEL works to foster collaboration at the local, regional and national levels that create greater capacity within the Cooperative Extension System. In 2015, NUEL developed and the Extension Committee on Organization and Policy (ECOP) endorsed a white paper called The National Urban Extension Framework (NUEL, 2015). ECOP formally approved the Framework in October 2015 and Urban Extension was added to the list of ECOP priority initiatives.

The National Framework for Urban Extension provides an assessment of national trends and the urban context including a discussion on demographics, urban community conditions, and the urban-suburban-rural interdependencies. Additionally, it outlines a nationally representative structure for NUEL that includes an executive committee and a steering committee that are responsible for providing leadership for ECOP’s National Urban Extension Initiative. Lastly, the Framework presents a strategic analysis of urban Extension opportunities and the common themes that emerged in the literature on the unique aspects of urban Extension. These were identified as:

- **Positioning**: How Extension is positioned at the national, state, regional, and city levels
- **Programs**: How Extension addresses the multitude of issues and priorities in the city
- **Personnel**: How Extension attracts, develops, retains, and structures competent talent
- **Partnerships**: How Extension collaborates to leverage resources for collective impact

These unique aspects identified in the Framework and provide a strong foundation for the “Call to Action,” which identifies six objectives for a National Urban Extension Initiative. These goals are outlined below including a set of tasks for each intended to achieve actionable results. The goals and tasks form the foundation for NUEL’s recommended National Urban Extension Initiative Implementation Plan.
For CES, ECOP and NUEL to respond to the “Call to Action” and achieve the goals and tasks herein outlined in the “Implementation Plan,” it will be imperative to expand the current national urban Extension network that NUEL has developed through the formal creation of a NUEL Steering Committee and Regional Caucuses. To accomplish these, NUEL requests that ECOP work with state Extension Directors/Administrators to establish at least one point of contact from each of the LGU’s, a state Urban Coordinator or likened position. NUEL requests that these Urban Coordinator positions serve as representatives and advocates of urban Extension across their institution, serve as a state connection point for NUEL, actively participate in NUEL Regional Caucus meetings and activities, attend NUEL bi-annual meetings in person or virtually, and support the “Implementation Plan” goals and tasks as herein outlined. Ideally, NUEL suggests that each state consider dedicating a portion of staff’s time depending on the level of urbanization of their state, to the aforementioned responsibilities.

**National Urban Extension Initiative Implementation Plan Goals**

**Goal #1: Create a substantial presence in cities and metropolitan areas and ensure a viable future by responding to the demographic trend of urbanization.**

For CES to have a substantive urban presence and impact, it will be vital for local Extension staff, state Extension systems, and the national Extension system to understand how to position Extension for success in cities and large metropolitan regions. Successful “positioning” will require Extension to define and delineate its unique niche in urban centers. This niche will need to differentiate Extension from other organizations in cities that are doing similar work by bringing the full range of LGU resources to the community (Ruemenapp, 2017).

To do this, CES should examine its history of working in cities, work to overcome a number of internal barriers or challenges that are defined in Extension literature (Ruemenapp, 2018), and develop a deeper understanding of the unique and complex set of characteristics and features of urban environments. As CES does this, it will be important for it to move forward in a manner that ensures it is relevant to urban residents while continuing to be responsive to the needs of all communities (NUEL, 2015; Ruemenapp, 2017). However, CES must recognize that it is not starting from scratch, as it has more than a 60-year history of working in cities. Extension needs to glean a robust set of “Best Practices” from the numerous strong urban and suburban operational and educational models present and use them as learning models in order to replicate these successes.

To ensure relevancy and have a substantial presence in cities and metropolitan areas NUEL posits that this requires Extension to partner with local organizations and at times, play a supporting role instead of its familiar role as the “leader” of education and outreach efforts. This also requires Extension to be visionary and on the forefront of identifying and addressing issues that are critical to urban communities. To do this CES will need to understand and embrace the changing and unique set of demographic trends of urbanization, including a growing urban population with a high degree of ethnic and racial diversity that is increasing in age (US Census Bureau Public Information Office, 2012). Likewise, CES will benefit by recognizing that urban centers have a mixture of cultures, attitudes, norms, and beliefs that are woven together to create a distinctive culture for each city and/or metropolitan area.

A substantial Extension presence in urban centers will help CES to understand and embrace the changing urban demographic trends, adjust its programming and operations to address these trends, and increase its effectiveness in addressing the needs of urban residents and issues facing urban communities while broadening its relevancy. To address Goal 1 NUEL proposes the following:
Task 1: NUEL recommends that ECOP and NUEL collaborate to host a national discussion with state CES deans/directors and a representative group of Extension professionals and key urban stakeholders to discuss and define Extension’s unique urban “niche” and then work to promote and market it.

Task 2: NUEL will develop a repository of promising programs, operations and leadership success stories or “Best Practices” related to Urban Extension. The “Best Practices” gathered will be disseminated broadly to Extension professionals throughout the CES system through a robust set of professional development offerings including sessions at the National Urban Extension Conference (NUEC), NUEL regional caucus meetings, the National Epsilon Sigma Phi (ESP) urban affinity group, and other similar venues.

Task 3: NUEL will hold regional and national forums on urban needs and the demographic trends of urbanization to help CES professionals to increase their understanding of and embrace the changing urban demographic trends. The NUEC, NUEL regional caucus meetings, the ESP urban affinity group, and other similar venues and NUEL partnerships will be used to host or hold urban needs and demographic trends discussions.

Goal #2: Create a wide range of partnerships/collaborations at a multitude of levels with organizations where roles are distinct yet missions are aligned; where visibility, credit and resources are shared.

Building and utilizing effective local, regional and national partnerships and networks is just as essential to Extension’s success in urban settings as it is in rural. All cities contain intricate networks of large numbers of non-profit and for-profit organizations providing educational programs and services that can serve as partners or competitors with CES. Furthermore, most urbanized areas encompass multiple governmental jurisdiction governed by city, county or other locally elected officials. The complex socio-political landscape of working in these communities, the unique character of their issues, and the competition from other educational service providers often require adjustments and adaptations to Extension’s traditional community engagement model (NUEL, 2015).

Since CES has limited staffing and resources to partner with all of the potential national, regional and local entities present in urban centers it will need to be strategic about building and maintaining partnerships. NUEL suggests that CES should seek out those entities that share or support CES’s goals and outcomes, organizations that are embedded in communities, or organizations with a high level of urban credibility. Then CES should build partnerships with these organizations around complimentary programming, shared resources, common or shared evaluations, and collective impacts. Then CES needs to form both program and funding alliances with these government agencies, educational institutions, foundations, non-governmental organizations, large and small businesses, and other organizations that share common goals and objectives (Henning, Buchholz, Steele, & Ramaswamy, 2014; NUEL, 2015). For CES to build effective national, regional and state-level urban focused partnerships:

Task 1: NUEL will work at the national level on exploring and building new national and/or regional internal and external connections that help strategically advance the urban Extension agenda and/or help facilitate annual priorities set by NUEL. NUEL will focus on developing partnerships that can lead to ‘early wins’ which result in meaningful, reciprocal and beneficial activities that demonstrate collective impact in communities through partnerships.

Task 2: The repository of urban Extension “Best Practices” compiled by NUEL will include a robust set of effective urban partnership examples. The urban Extension partnership “Best Practices” will be disseminated broadly throughout the CES system through a robust set of professional development
offerings to Extension professionals held at events like the NUEC, NUEL regional caucus meetings, national Extension professional association conferences, and other similar venues.

**Task 3:** NUEL will work with ECOP to develop a list of potential external national and/or regional partnerships that might be developed around CES’s urban work. Then NUEL will engage the NUEL Regional Caucus Liaisons and Regional Caucus Chairs to discern specific ideas for programmatic partnerships and help coordinate meetings between Regional Caucus priority focus area teams and potential national and/or regional partners.

**Goal #3: Develop programming and other urban Extension initiatives that are transdisciplinary in nature, meet the needs of urban residents, and address the issues of urban communities.**

The ability to effectively make adjustments to ensure programmatic relevancy and effective delivery will determine the future of Extension (Rasmussen, 1989). To achieve relevancy and effective delivery in urban areas, CES programming needs to be concentrated on comprehensive community development strategies and be targeted to address key community needs and issues, and transdisciplinary in nature (Ivan et al., 2017; Krofta & Panshin, 1989; Warner et al., 2017). Contributions and insights from single disciplines, while significant, are not adequate to help transform urban environments. Nonetheless, CES should continue to focus its urban programming efforts in areas where it has access to long-standing university expertise and can build upon its current programming expertise.

Serving the needs of large, diverse urban populations often requires an approach to content and delivery that differs from rural communities. Often urban community issues and needs are the same as those present in rural communities – water quality, food security, housing, and other quality of life issues. However, although topically the issues appear to be the same, the underlying causes are frequently different in urban communities from those in rural. Therefore the technical expertise and strategies to address the issues must be different (Fehlis, 1992; Ruemenapp, 2018). Presently, many CES curricula, delivery methods, and programs are adapted from Extension’s rural experiences, and have not been developed for diverse urban audiences or for delivery in urban environments. Although some of the curricula and delivery methods have adapted well, others have not. Urban audiences can have difficulty relating in meaningful ways to examples in teaching materials that do not include diverse perspectives or urban examples (Argabright, McGuire, & King, 2012; Gould, Steele, & Woodrum, 2014; Webster & Ingram, 2007). For CES to develop programming and other initiatives that meet the needs of urban residents and address the issues of urban communities, NUEL suggests:

**Task 1:** NUEL will continue to build programmatically focused regional “caucus” networks in all ECOP regions. The goal of these Regional Caucuses is to build cross-state networks of CES professionals working in similar program areas so that they might share and/or develop appropriate urban Extension curricula, effective urban program delivery methods, evaluation methods that are successful in measuring impacts in urban environments, and seek new funding streams to support multi-state urban focused programming and initiatives.

**Task 2:** The repository of urban Extension “Best Practices” compiled by NUEL will include a robust set of effective urban program curricula and successful program delivery methods for urban environments. These urban Extension program content and delivery “Best Practices” will be disseminated broadly throughout the CES system through a robust set of professional development offerings to Extension professionals held at events like the NUEC, NUEL regional caucus meetings, national Extension professional association conferences, and other similar venues.
Task 3: Once identified through the collection of “Best Practices,” NUEL will assist the national CES system in adopting a social or community transformation model that encompasses policy, systems and environmental change focused on issue-based programming with a strong outcome focus and capability for shared measurement that illustrates collective impact.

Task 4: NUEL recommends that ECOP and state-level CES systems invest in collaborative projects and initiatives with community and public agencies and the private sector; and develop a shared agenda related to priority efforts.

Goal #4: Create authentic professional development activities to address the needs of Extension personnel in urban areas.

It has been well documented at the national level that the skillsets of urban staff are significantly different than those of rural staff (Fox, 2017; Harriman & Daugherty, 1992; Webster & Ingram, 2007). For Extension to work effectively in urban and metropolitan communities, the system needs to develop the professional skills of staff at all levels to work in a highly complex and integrated nature. The ability to work in transdisciplinary teams of experts while documenting both the CES impact and community change is crucial (NUEL, 2015).

Professional development activities must be created to address the specific core and technical competency needs of personnel in urban areas. It is important that we find avenues to advance the capabilities of existing staff and that we work to recruit, hire and recognize new professionals who bring these skills to the organization. NUEL is currently working on several national professional development needs assessments to collect updated information about specific urban competencies and best management practices, but to further achieve this goal:

Task 1: NUEL will complete the analysis of a national professional development survey conducted with Extension staff at the 2017 National Urban Extension Conference to help prioritize the professional development needs of urban Extension professionals.

Task 2: NUEL will develop a repository of job descriptions for urban Extension positions and training materials related to professional competencies.

Task 3: NUEL will develop a series of urban focused professional development trainings and a national badging system; this will be done in collaboration with JCEP, Extension professional associations and eXtension.

Task 4: NUEL will explore the potential of developing a national or regional mentoring program for new Extension professionals working in urban centers.

Goal #5: Examine how current funding structures are utilized and how existing funding lines can be transformed or created from idea generation, dialogue, and fresh innovations to ensure they are more inclusive and complimentary.

For new CES initiatives to be successful they require leveraged resources and a local knowledge base, all tenants of a firm Extension connection to community that identifies, empowers and enables local individuals and organizations to expand and improve their capacity while not draining resources from current CES priorities. Institutions need to be willing to dedicate resources and invest in the solutions alongside outside entities. From within the community, a commitment of time and resources needs to be established to provide a foundation for collaboration and sustained effort. In many cases, urban Extension programs require CES to look to engage other university programs, not already actively
working with Extension, in community-based outreach efforts. There is untapped expertise, resources, and funding that LGU’s can use to develop relevant programs for urban communities.

Additional funding might be solicited from USDA for urban agriculture or food systems, 4-H youth development and nutrition related activities. Other urban Extension activities might find funding support from non-USDA sources such as the U.S. Department of Housing and Urban Development (HUD), U.S. Environmental Protection Agency (EPA), Department of Energy (DOE), Department of Health and Human Services (HHS), and a broad array of private foundations such as Kresge, Kellogg or Robert Wood Johnson. All of these organizations have prescribed missions that urban Extension programs might be able to garner funding from if:

**Task 1:** With support from ECOP, NUEL and NIFA work together to examine the mission, goals and objectives of other federal agencies to determine their possible alignment with current urban Extension efforts and to identify potential new opportunities.

**Task 2:** NUEL and ECOP work together to create a market or funding strategy to seek resources to supporting urban Extension programs from the agencies identified in Task 1.

**Task 3:** ECOP were to ask Cornerstone Government Affairs to identify federal lawmakers that may wish to serve as champions to urban residents and their needs.

**Task 4:** ECOP were to ask Cornerstone to focus on educating federal lawmakers identified in Task 3 about CES’s work in the communities they represent and potential future programming opportunities that might be developed.

**Task 5:** ECOP to encourage support for the allocation of federal base formula funding for more Extension’s urban efforts and seek new federal competitive grant funding to specifically support urban Extension programming/projects.

**Goal #6:** Empower urban advocates internally, within such groups as ECOP, USDA-NIFA and NEDA, and externally that support NUEL’s acknowledged purpose of advancing the strategic importance and long-term value of urban Extension activities by being relevant locally, responsive statewide, and recognized nationally.

To build relationships within an urban community, it is important for Extension to identify, select, and support effective communicators within CES institutions. Within the urban context, interactions with diverse partners are also needed. Extension leaders should articulate both the university and community needs for a long-term relationship as a foundation for ongoing community collaboration. Along with this, Extension should strive to develop and empower external urban voices that can effectively articulate urban needs and issues, and advocate on behalf of Extension efforts that address them. This is the time for Extension to more completely discover and engage urban communities, the residents who live in them, and their community-based organizations. To achieve this and establish a greater presence in urban centers:

**Task 1:** NUEL recommends that ECOP encourage and work with Directors/Administrators to work together to create internal and external advocates for urban Extension.

**Task 2:** NUEL will develop communications and marketing materials to regularly communicate with the NUEL membership, state Urban Extension Coordinators, ECOP, state Extension Directors and Administrators and other institutional partners, including developing and distributing a semi-annual newsletter.
Task 3: NUEL will support Regional Caucuses by developing standard information sheets/templates on NUEL projects/priorities and focus areas.

Task 4: NUEL will recruit urban success stories for the LGU database that demonstrate success in five priority urban program areas identified by NUEL to demonstrate “Best Practices” of urban programming and highlight the success stories submitted to the LGU database on NUEL’s website.

Additional recommendations for ECOP consideration and support of NUEL and the National Urban Extension Initiative Implementation Plan to ensure success:

1) NUEL recommends that ECOP continue to identify “Urban Extension” as a priority and support the strategic engagement of state CES systems of urban Extension through the five regional Extension Directors/Administrators (EDAs) and their Associations (AEA, ASRED, NCCEA, NEED and WEDA).

2) NUEL recommends that ECOP work with the five regional EDAs to encourage state level Extension Directors/Administrators to support the goals and tasks of the National Urban Extension Initiative Implementation Plans as outlined herein, and utilize the resources developed through the Implementation Plan to enhance and expand their state CES system’s ability to reach and meet the needs of urban residents.

3) NUEL recommends that ECOP encourage the five regional EDAs to look for ways for state level CES systems to secure funding and/or provide support for multi-state and regional urban Extension programmatic projects and initiatives.

4) NUEL recommends that ECOP encourage the initiation of discussion within, and amongst, the five regional EDAs around the potential of establishing an additional four Urban Regional Extension Centers to complement the existing Rural Development Center structure hosted by willing institutions in the respective ECOP regions leveraging the Western Center for Metropolitan Extension and Research based in Seattle, Washington as a model.

5) NUEL recommends that ECOP consider providing dedicated communication support to NUEL to include website support, registrations and other organizational, logistical support for bi-annual meetings, presence in ECOP Monday Minute and in ECOP sponsored webinars on urban topics, seat at ECOP table with formal representation from NUEL liaison and NUEL Chair.

6) NUEL recommends that ECOP provide assistance to NUEL to solicit support for a CES National Urban Extension Network and to support the goals and tasks as presented herein the National Urban Extension Initiative Implementation Plan.
Summary of Tasks Recommended by NUEL
Organized by Suggested Lead Group

**ECOP**

**PRIMARY RECOMMENDATION:** ECOP work with state Extension Directors/Administrators to establish at least one point of contact from each of the LGU’s, a state Urban Coordinator or likened position. NUEL requests that these Urban Coordinator positions serve as representatives and advocates of urban Extension across their institution, serve as a state connection point for NUEL, actively participate in NUEL Regional Caucus meetings and activities, attend NUEL bi-annual meetings in person or virtually, and support the “Implementation Plan” goals and tasks as herein outlined.

**Goal 1 - Task 1:** ECOP and NUEL collaborate to host a national discussion with state CES deans/directors and a representative group of Extension professionals and key urban stakeholders to discuss and define Extension’s unique urban “niche” and then work to promote and market it.

**Goal 2 - Task 3:** NUEL will work with ECOP to develop a list of potential external national and/or regional partnerships that might be developed around CES’s urban work. Then NUEL will engage the NUEL Regional Caucus Liaisons and Regional Caucus Chairs to discern specific ideas for programmatic partnerships and help coordinate meetings between Regional Caucus priority focus area teams and potential national and/or regional partners.

**Goal 3 - Task 4:** ECOP and state-level CES systems invest in collaborative projects and initiatives with community and public agencies and the private sector; and develop a shared agenda related to priority efforts.

**Goal 5 - Task 1:** With support from ECOP, NUEL and NIFA work together to examine the mission, goals and objectives of other federal agencies to determine their possible alignment with current urban Extension efforts and to identify potential new opportunities.

**Goal 5 - Task 2:** NUEL and ECOP will work together to create a market or funding strategy to seek resources to supporting urban Extension programs from the agencies identified in Goal 5 - Task 1.

**Goal 5 - Task 3:** ECOP ask Cornerstone Government Affairs to identify federal lawmakers that may wish to serve as champions to urban residents and their needs.

**Goal 5 - Task 4:** ECOP ask Cornerstone to focus on educating federal lawmakers identified in Goal 5 - Task 3 about CES’s work in the communities they represent and potential future programming opportunities that might be developed.

**Goal 5 - Task 5:** ECOP support the allocation of federal base formula funding for more Extension’s urban efforts and seek new federal competitive grant funding to specifically support urban Extension programming/projects.

**Goal 6 - Task 1:** ECOP encourage and work with Directors/Administrators to work together to create internal and external advocates for urban Extension.

**Supplemental Recommendation #1:** ECOP continue to identify “Urban Extension” as a priority and support the strategic engagement of state CES systems of urban Extension through the five regional Extension Directors/Administrators (EDAs) and their Associations (AEA, ASRED, NCCEA, NEED and WEDA).
Supplemental Recommendation #2: NUEL recommends that ECOP work with the five regional EDAs to encourage state level Extension Directors/Administrators to support the goals and tasks of the National Urban Extension Initiative Implementation Plans as outlined herein, and utilize the resources developed through the Implementation Plan to enhance and expand their state CES system’s ability to reach and meet the needs of urban residents.

Supplemental Recommendation #3: ECOP encourage the five regional EDAs to look for ways for state level CES systems to secure funding and/or provide support for multi-state and regional urban Extension programmatic projects and initiatives.

Supplemental Recommendation #4: ECOP encourage the initiation of discussion within, and amongst, the five regional EDAs around the potential of establishing an additional four Urban Regional Extension Centers to complement the existing Rural Development Center structure hosted by willing institutions in the respective ECOP regions leveraging the Western Center for Metropolitan Extension and Research based in Seattle, Washington as a model.

Supplemental Recommendation #5: ECOP consider providing dedicated communication support to NUEL to include website support, registrations and other organizational, logistical support for bi-annual meetings, presence in ECOP Monday Minute and in ECOP sponsored webinars on urban topics, seat at ECOP table with formal representation from NUEL liaison and NUEL Chair.

Supplemental Recommendation #6: ECOP provide assistance to NUEL to solicit support for a CES National Urban Extension Network and to support the goals and tasks as presented herein the National Urban Extension Initiative Implementation Plan.

EDAs and/or State Extension Directors/Administrators

PRIMARY RECOMMENDATION: ECOP work with state Extension Directors/Administrators to establish at least one point of contact from each of the LGU’s, a state Urban Coordinator or likened position. NUEL requests that these Urban Coordinator positions serve as representatives and advocates of urban Extension across their institution, serve as a state connection point for NUEL, actively participate in NUEL Regional Caucus meetings and activities, attend NUEL bi-annual meetings in person or virtually, and support the “Implementation Plan” goals and tasks as herein outlined.

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**NUEL**

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**Goal 1 - Task 2**: NUEL will develop a repository of promising programs, operations and leadership success stories or “Best Practices” related to Urban Extension. The “Best Practices” gathered will be disseminated broadly to Extension professionals throughout the CES system through a robust set of professional development offerings including sessions at the National Urban Extension Conference (NUEC), NUEL regional caucus meetings, the National Epsilon Sigma Phi (ESP) urban affinity group, and other similar venues.

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**Goal 2 - Task 1**: NUEL will work at the national level on exploring and building new national and/or regional internal and external connections that help strategically advance the urban Extension agenda and/or help facilitate annual priorities set by NUEL. NUEL will focus on developing partnerships that can lead to ‘early wins’ which result in meaningful, reciprocal and beneficial activities that demonstrate collective impact in communities through partnerships.

**Goal 2 - Task 2**: The repository of urban Extension “Best Practices” compiled by NUEL will include a robust set of effective urban partnership examples. The urban Extension partnership “Best Practices” will be disseminated broadly throughout the CES system through a robust set of professional development offerings to Extension professionals held at events like the NUEC, NUEL regional caucus meetings, national Extension professional association conferences, and other similar venues.

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**NIFA**

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References


