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Functions of Selected Agencies and Organizations Contributing to Rural Development in the Fifth Planning District

Cooperative Extension, South Dakota State University

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Functions of Selected Agencies and Organizations Contributing to Rural Development in the Fifth Planning District

Cooperative Extension Service
South Dakota State University
U. S. Department of Agriculture
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This publication is directed primarily to the large number of people engaged in local government and rural development activities in West Central and Central South Dakota. It provides information to help local governments and concerned individuals better understand the objectives, functions, and kinds of professional and technical services being provided by Federal and State government agencies, multi-county agencies, and organizations working in rural development.

The government agencies and rural development groups in West Central and Central South Dakota have a responsibility to encourage local leadership, to offer sound counsel and make available each individual agency's capabilities at the proper time and in an appropriate manner.

Local leaders involved in development projects are constantly striving to make use of programs provided by government organizations, which make worthwhile contributions towards achievement of local goals.

Due to the large number of rural development agencies in the Fifth Planning and Development District, it is difficult for local leaders to become familiar with all of them directly. However, knowledge of these agencies is basic to rural development. Without it, it is difficult for local leaders to effectively contribute to the establishment of rural development goals and priorities. Knowledge of these agencies' objectives and functions is necessary to fully utilize their services to the benefit of the local community. Professionals within these ten agencies frequently experience the same knowledge gaps about their fellow agencies. The material in this bulletin is aimed at better acquainting both citizens and professionals with ten rural development agencies in the Fifth District.

Fifth Planning and Development District Committee

On December 4, 1970, the State of South Dakota was divided into six multi-county areas by an Executive Order of the Governor of South Dakota. The boundaries were determined through a study of similar social, economic...

*Each agency and organization discussed in this publication has had the opportunity to review their section.
and population characteristics of the multi-county areas.

The Fifth Planning and Development District Committee is not a state agency, therefore, it does not have regulatory enforcement power. It is a multi-county organization designed to provide planning expertise and technical assistance to units of local government at their request. It also serves as the regional planning and development organization through which towns, cities, and counties can obtain professional help in communicating and working with state and federal agencies.

For example, if a county or city desires help in developing a solid waste system, they can request it from the Fifth Planning and Development District's staff. The planning staff will then work with that local unit of government in preparing a plan that will provide for the needs of the area and also be in compliance with state and federal regulations.

The Fifth Planning and Development District area is comprised of eighteen counties, with a total population in 1970 of 78,957 people, about 11.6 percent of the state's population, see Figure 1.

Objectives

The Fifth Planning and Development District has two major objectives:

(1) To provide comprehensive planning for the multi-county district through a professional staff on a continuing basis, and

(2) To provide technical assistance to local government officials on state and federal grant-in-aid programs and services.

Legal Authority

The Fifth Planning and Development District Committee is to function as the official regional planning and development agency in the eighteen county area. The Committee has no legislative or taxing authority.

By virtue of the authority granted in the joint Cooperative Agreement signed by the member local units of government, and in accordance with the provisions of SDCL Chapter 1-24, the Fifth Planning and Development District Committee has authority to do the following:

(1) It may receive grants-in-aid or enter into reasonable agreements and/or contracts with any department or agency of the Government of the United States or the State of South Dakota, and it may arrange for the receipt of federal or state funds in the interest of furthering the planning and development activities for the member counties and cities.

(2) The Committee has the authority to accept and expend funds received from city, county, and private sources.

(3) The Committee has the authority to employ a District Director and other staff, obtain professional services, establish an office, acquire the necessary equipment for the committee's operation and undertake any other activities required to promote the committee's objectives.

Organization and Function

The activities of the Fifth District are directed by the Fifth Planning and Development District Committee which consists of local elected officials. Membership on the Committee as explained in the by-laws, consists
of one county commissioner from the board of each member county, one representative from each incorporated city of 1,000 or more population and one representative from each member Indian Reservation. The committee consists of twenty-three members.

Through the organization of the Planning and Development Committee in the district, the program helps to guarantee local control of the District's activities. The committee meets monthly to review the activities of the planning staff and to supervise the development of the multi-county comprehensive plan.

The plan specifies goals and objectives for the multi-county district and coordinates program activities among local units of government in the district. The comprehensive plan serves as a road map to give direction to future growth and development of the area. Once the plan is developed, it should be updated every few years. It is the responsibility of the committee members to represent the needs and desires of the citizens living in the individual's cities and counties. It is not intended that the Fifth Planning and Development District Committee assume the authority which now resides with local government.

Staff

The Fifth District staff is responsible to the Fifth Planning and Development District Committee. The basic function of the staff is to advise and assist this council in the development of the District's comprehensive plan and provide professional planning and technical assistance to all cities and counties within the Fifth District.

The functions of the Fifth Planning and Development District Staff are:

1. The development of a district-wide comprehensive plan, is composed of two major elements -- base studies and functional areas. The base studies include population, economic base and land use. The functional section may include such areas as: housing, utilities, manpower, transportation, health, education, natural resources, tourism, recreation, governmental services, agriculture, criminal justice, public safety, and economic and industrial development. A district-wide plan will be developed for each function and then combined to make up the district's comprehensive plan. The information from this plan will be made available to individual counties and cities to be used in fulfilling the planning requirements for grant-in-aid programs.

2. To provide needed technical assistance to local governments in the form of planning, programming, and meeting special requests.

3. To coordinate state and federal efforts in assisting communities, and

4. To review and coordinate local development proposals under the A-95 review program.

For More Information

Contact the Fifth Planning and Development Office.

Address: P.O. Box 640
Pierre, SD 57501

Telephone: 224-1623
Figure 1

Fifth Planning and Development District

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West River Conservancy Sub-District and Oahe Conservancy Sub-District

Six Conservancy Sub-Districts have been organized in the State of South Dakota. These Sub-Districts include over 90 percent of the state in terms of area and population. The remaining 10 percent of the population voted not to participate in the Conservancy Sub-Districts. The activities of the Sub-Districts are coordinated through the South Dakota Department of Natural Resources.

The Oahe Conservancy Sub-District was created in 1960 and the West River Conservancy Sub-District in 1968, after approval by the people in the general elections of those years.

The West River Conservancy Sub-District is composed of eleven counties and the Oahe Conservancy Sub-District is composed of fifteen and one-half counties with six of the counties in District V, see Figures 2 and 3. The citizens of Stanley and Todd counties and the towns of Oacoma, Presho, and Reliance elected not to participate in the West River Conservancy Sub-District and the people in the town of Wetonka and the eastern half of Marshall County voted not to participate in the Oahe Conservancy Sub-District.

Objectives

The Sub-Districts were created in order that construction of water resource facilities for the conservation, storage, distribution, and utilization of water for multiple purposes may proceed in order:

(a) "to provide for the future welfare and prosperity of people of this state;

(b) "to provide for the irrigation of lands within the sections of such Districts periodically afflicted with drought, and to stabilize the production of crops thereon;

(c) "to replenish and restore the depleted waters of lakes, rivers, streams, and underground waters in such District, and to stabilize the flow of said streams, levels of lakes and levels and pressures of underground waters;

(d) "to reserve within the District for present or future beneficial uses, all waters within the boundaries of the state;

(e) "to provide flood protection, navigation, erosion control, and in all other ways to conserve, regulate and control the waters in the state."

Legal Authority

Both the West River Conservancy Sub-District Board of Directors, and the Oahe Conservancy Sub-District Board of Directors have the power to:

(1) levy taxes, not to exceed one mill on each dollar of taxable property (one mill is equal to .001 of a dollar) in the Sub-District, for the accomplishment of their objectives,

(2) enter into contract or contracts with federal, state or local government and private corporations and individuals on an annual or long-term basis,

(3) sue and be sued in the name of the Sub-District.

(4) buy, sell, lease, hold and dispose of property,

(5) exercise the power of eminent domain when necessary. Eminent domain can be defined as the power of government that is used from time to time to facilitate the acquisition of particular sites for desired public purposes,

(6) accept funds, property and services or other assistance, financial or otherwise, from federal, state and other public or private sources for the purpose of aiding and promoting the construction, maintenance and operation of any or all water resource projects,

(7) equip, maintain, and operate an office as the principal place of business for the Sub-District,

(8) enter into a contract or contracts for a supply of water, including facilities to distribute and control such water supply from the United States, or a department or agency thereof, or other parties; and to contract to furnish water for beneficial use to irrigation districts, persons, public or private corporations, state and federal agencies or any other entity and to obtain water rights for such water supply for such beneficial uses, and

(9) to refrain from generating, transmitting, distributing, or selling electrical power.

Organization and Function

According to the Sub-District by-laws, the Sub-District shall be governed by a Board of Directors elected by the people during the general election. In the West River Conservancy Sub-District, each county elects two directors, one representing rural areas and one the municipalities. In addition, one director is elected at large to represent the rural areas of the entire Sub-District.

In the Oahe Conservancy Sub-District, eleven directors constitute the Oahe Sub-District Board. Nine are elected to represent specific rural areas and two are elected at large to represent all municipalities.

Each director must be an owner of real property in the area he is representing. At the first meeting in January of each year, the Sub-District Board of Directors elect a chairman, vice-chairman, and secretary from among the membership. The directors appoint a treasurer who may or may not be a director.

For More Information

Contact the following:

West River Conservancy Sub-District
Address: Philip, SD 57567
Telephone: 859-2729

Oahe Conservancy Sub-District
Address: P.O. Box 78
Huron, SD 57350
Telephone: 352-4995
*These towns are not included in the West River Conservancy Sub-District.
*These areas not included in the Oahe Conservancy Sub-District

a. Eastern half of Marshall County.
b. Wetonka
District USDA Rural Development Committee

The District USDA Committee for Rural Development was created by action of the State USDA Committee for Rural Development. The district committee is to serve the same geographic area as the Fifth Planning and Development District. Representation from each of the USDA Agencies (District and Area personnel) is selected by respective State USDA Agencies and notified to organize and become functional by the State USDA Committee Chairman.

The following functions for the District USDA Committee for Rural Development have been identified by the State USDA Committee and are taken from the manual "USDA Guidelines for Rural Development in South Dakota, October, 1972."

(1) Serve in a technical advisory capacity to the Fifth Planning and Development District Committee and the Fifth Planning and Development District Staff.

(2) Attend as regularly as possible the monthly meetings of the Fifth Planning and Development District Committee.

(3) Provide data and technical information available through USDA Agencies to the Fifth Planning and Development District Staff.

(4) Encourage the active functioning of the County USDA Rural Development Committees and help them to identify their program roles.

(5) Identify the field staff training needs in Rural Development and recommend conferences and workshops as needed.

(6) Develop and maintain a system of communications that will keep the state committee appraised of new rural development activities and the progress of current and on-going Rural Development projects in the District.

(7) Serve in a liaison capacity between the State Committee and local Government agencies and Rural Development organizations within the District.

(8) Evaluate proposed, and on-going Rural Development activities in the District which will assist the State Committee in making judgments for program support.

(9) Help to identify Rural Development program needs in the District which are not currently being met.

(10) Encourage the formation and operation of county Inter-agency Rural Development committees to enhance effective working relationships and liaison with other agencies of Government for comprehensive planning, development and concerted services.

County USDA Rural Development Committee

The following information is taken from "USDA Guidelines for Rural Development in South Dakota, October, 1972."

The membership of the County USDA Rural Development Committee is composed of representatives from the local offices of the USDA agencies. Officials of
other Federal, State and County government agencies serving the county are invited to be members of or participate in activities of County U.S.D.A. Rural Development committees.

The County Rural Development committee functions are to:

(1) Keep abreast of State and District U.S.D.A. rural development committee policies and guidelines.

(2) Serve in a technical advisory capacity to the county planning committee and other local planning organizations.

(3) Provide data and technical information through their respective U.S.D.A. agencies to the county planning committee and other planning organizations.

(4) Cooperate with county planning and zoning commissions, county development committees where they are organized and county Resources Conservation and Development panels or committees to aid in providing direction, resource data or referral service that will strengthen multi-county economic, and social or cultural growth.

(5) Inventory sources of federal and local assistance available for social and economic development in rural areas and serve as the focal point for rural development groups in their contacts with agencies of federal, state and county governments serving the county.

(6) Advise groups on the type of organization needed to carry out projects and obtain agency assistance.

(7) Help rural individuals and groups identify problems, determine priorities of projects and activities, and develop solutions.

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Farmers Home Administration

The Farmers Home Administration (FmHA) of the United States Department of Agriculture channels credit to farmers, rural residents and communities. They have a responsibility to help borrowers gain maximum benefit from a loan through counseling and technical assistance.

The FmHA has several credit programs that farmers and rural people can call upon to help purchase or operate farms, provide new employment and business opportunities, enhance environment, acquire homes and upgrade the standard of living for those who wish to live in a small town or open country.

3. All information in this section was taken from USDA FmHA Fact Sheet, December, 1973.

The agency's loan authorities provide a supplemental source of credit, augmenting the private lenders rather than competing with them. Under most FmHA programs the borrower is required to "graduate" to commercial credit when able to do so.

The major purposes of FmHA's rural credit programs can be grouped into the following:

(1) To assist in building the family farm system, which is the economic and social base of many rural communities.

(2) To help expand business and industry, increase income and employment and control or abate pollution.

(3) To promote economic growth and development by helping rural areas upgrade their quality of living by installing
water and waste disposal systems and other needed community facilities.

(4) To provide or improve modest homes in suitable rural environment at prices and on terms that families of low or moderate income can afford.

While all applications are considered regardless of sex, race, color, creed or national origin of the applicant the following general rules of eligibility do apply:

**Farmer Credit:** Borrower must be a family-size operator, living on and operating his farm, at least on a part-time basis.

**Housing Credit:** Families of low or moderate income may obtain loans to buy, build or repair homes for their own use, or rental units may be built for occupancy by persons 62 years of age or older, or for low or moderate income families. Housing is for open country or towns that are rural in character with population of not more than 20,000. (Housing and Community Development Act of 1974, PL 93-383).

**Community Credit:** Rural towns of 20,000 population or less and rural areas may borrow to improve or develop community facilities, including waste and water systems.

**Business and Industrial Credit:** Loans to promote development of business and industry, or for small business enterprises, may be made for projects in cities and towns below 50,000 population, but not in larger cities or in areas adjacent to them where population density is more than 100 persons per square mile. Preference is given to applications for projects in open country, rural communities, and towns of 25,000 and smaller.

Additional information on loans and services available can be obtained at your local FmHA office.

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**Agricultural Stabilization and Conservation Service**

In the United States Department of Agriculture, the Agricultural Stabilization and Conservation Service is the agency that administers specified commodity and related land use programs designed for voluntary production adjustment, resource protection, and price, market and income stabilization.

"Personnel and facilities of the agency are utilized also for various functions of the commodity credit corporation, which is the governmental unit charged with financing agricultural price support, commodity set-aside programs, and related activities including commodity acquisition, handling, storage, and disposal operation."5

The agency's primary responsibilities are:

(1) to improve the economic stability of agriculture by aiding farmers to achieve supply and demand balances that result in an equitable share of both domestic and export markets, and an equitable return on those markets,

(2) to maintain an even flow of quality products to market at reasonable prices to both producer and consumer through production adjustment programs, and


(3) to improve and protect soil and water resources by aiding farmers to carry out conservation and land use practices.

All programs that are administered by ASCS that deal directly with farmers are carried out through state, county and community committees. Each ASCS county committee employs a county executive director who in turn hires for the committee the necessary employees for office work and field work and sees that the day-to-day office and field operations are carried out.

The county ASCS committee is comprised of three farmers with the county agricultural Extension agent serving as an ex-officio member of the committee or serving as committee secretary. However, he does not have committee voting rights.

To assist the county committee in carrying out their program, community committees of three farmers each are elected annually by other farmers in each of several local communities within the county.

The State committee consists of three members appointed by the Secretary of Agriculture. In addition, the Director of the Agricultural Extension Service serves as an ex-officio member, but without committee voting rights.

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**Soil Conservation Service**

The Soil Conservation Service provides technical assistance to individuals, groups, organizations, cities and towns, and county and state governments in reducing the costly waste of land and water resources to provide more efficient use of these national assets. "The objective is use and conservation treatment of the land in harmony with its capability and needs."

The functions of the Soil Conservation Service's technical staff is to diagnose resource problems and prescribe safe use and treatment. The technical staff includes agricultural, irrigation, hydraulic, drainage, and cartographic engineers; soil scientist, economist and specialists in agronomy, biology, forestry, plant materials, range management, geology and sedimentation. Land users can avail themselves of these technologies through the onsite assistance they receive from their county SCS soil conservationist.

Under state law, conservation districts are organized by local people. It is through these districts that individuals and groups receive help from the SCS. The districts are managed by an elected and unsalaried board made up of local citizens.

Each district is legally responsible under state law for soil and water conservation work within its boundaries. Districts operate under the guidance of a state conservation commission whose members are appointed by the Governor.

At the request of the conservation district boards, the Soil Conservation Service, under written agreement, provides professional soil conservationists to help plan and carry out the district's conservation program.

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"The Soil Conservation Service provides natural resource information, technical assistance, cost sharing and coordination of federal, state and local groups for the purpose of resource conservation planning and development. Assistance is provided through programs including assistance to Conservation Districts, Resource Conservation and Development projects, Great Plains Conservation Programs, Watershed Protection and Flood Prevention, River Basin Planning, the National Cooperative Soil Survey and other activities and programs."

For more information about rural and urban programs available through the SCS Agency contact your local soil conservationists or a member of your district conservation board.


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**Forest Service**

Forest Service personnel work with the South Dakota State Foresters and other organizations to support state and local efforts to develop new jobs and economic opportunities and to improve living and cultural conditions in rural areas. Communities located near the National Forests and National Grasslands can obtain professional assistance from Forest Service personnel and the State Forester's staff. All other areas of the state requesting forestry assistance can obtain it from the State Forester's staff.

State and Federal Foresters possess the expertise and resources to assist communities in finding new opportunities in the following areas:

(1) Protection and management of natural resources including scenic, wildlife and other special values of forest and range environments.

(2) Technological improvements to protect and improve the quality of the environment and to extend supplies of natural resources.

(3) Expanded public understanding of environmental conservation.

The Forest Service and its cooperating State Forestry Agency engage in numerous rural development efforts.

Accelerated management of the state's forests and rangelands would add impetus to rural development efforts by making available additional resources.

Areas of emphasis are:

(1) Providing forestry inputs to regional and multi-county planning programs to ensure orderly development of forest resources and maximum use compatible with multiple use objectives.

(2) Provide technical advice to protect natural resources during development activities such as housing, roads and recreation enterprise development; and to protect developments from wildfire, flood and other damage.

(3) Helping to equip and train rural fire departments.

(4) Helping to protect and improve shelterbelts.
(5) Designing land-use management programs that produce more high quality water for domestic use, irrigation, industry and water-oriented recreation.

(6) Developing criteria to guide forest planning and allocating for recreational use, to guide selection of recreation sites and to restore depleted sites.

(7) Providing technology for reducing air and water pollution from forestry related operations.

(8) Assisting educational institutions to provide environmental education at elementary, high school and college level.

Cooperative Extension Service

The Cooperative Extension Service is the off-campus educational arm, responsible for carrying out the informal teaching program of the South Dakota State University College of Agriculture.

Its purpose is to provide to the people of South Dakota information pertaining to agriculture, home economics, community development and related subjects that will help them in finding solutions to their problems. In turn, the Extension Service is to bring back to the University problems in agriculture, home economics and community development that need study and research by the staff in the College of agriculture and Home Economics.

The Cooperative Extension Service was established in the early 1900's as a cooperative undertaking by the United States Department of Agriculture, South Dakota State University and the counties.

"The South Dakota law governing county Extension work was enacted by the South Dakota Legislature in 1915. It authorized Extension work to be carried on in the counties in cooperation with South Dakota State University and the United States Department of Agriculture. It establishes the basics of the educational programs, organizations for tax support, limitation of appropriation and provides for report of the work."  

Because the Cooperative Extension Service is also part of the USDA, it has two principal responsibilities.

(1) To develop educational programs to meet the specific needs within the various counties and state.

(2) To provide leadership in and coordination of all educational programs of USDA.

While the Federal USDA Extension Service has the primary responsibility for leading educational programs under the jurisdiction of the Department, it is largely through cooperation with the Cooperative Extension Service of land-grant colleges and universities that the educational responsibility is accomplished.

Extension's job is not to sell a program but to present the facts in an unbiased manner for people to use in


10. Ibid., p. 4.
their decision-making.

The following functions of county Extension boards and county and state Extension personnel have been identified by the Extension administrators and are taken from the manual "Handbook for County Extension Board Members," 1973.

The Board of County Commissioners appoints five to seven members to serve on the County Extension Board. At least two of these members shall be farmers and one a member of the Board of County Commissioners. The county commissioner may be one of the farmer representatives. 11

This Board represents the people of the county in administrative aspects of personnel employment, program planning and conducting the county programs. It deals directly with the County Extension staff and the District Extension Supervisor.

The District Extension Supervisor in the Fifth District represents the Director of Extension. He is responsible for coordinating policies, programs, schedules, agent training, county office management, progress reports and public relations in all phases of the Extension program. He also represents the Director in matters of financing, personnel relationships and personnel placements.

The Home Economics State Leader for the Fifth District has responsibility for the coordination of county Extension home economics programs. She is to help the Extension Home Economist plan, evaluate and report the success of the programs. She and the District Supervisor work together on all phases of programs, schedules, agent training, reports, personnel and public relations.

The county or area Extension agent (agriculture or home economist) is responsible for developing and executing the programs in the county or area assigned.

The Extension Specialist is responsible for in-service training of county Extension agents in subject matter areas. He is to assist in developing and carrying out Extension programs, interprets research data and gives area or statewide publicity to programs in his field. The specialist cooperates with state and regional organizations and coordinates area or statewide informational activities in his field.

11. SDCL 38-3-4, as amended in 1967.
West River Agricultural Research and Extension Center

The staff members of the West River Agricultural Research and Extension Center provide technical support for county Extension programs in western South Dakota.

The center was established October 1, 1969, by the consolidation of South Dakota State University research and Extension personnel working in western South Dakota.

Primary reasons for staff consolidation and formation of the West River Center were: (1) to enable a better exchange of ideas between Departments and between Extension and Research personnel regarding their programs of work and the needs of the clientele in the area, (2) to give the staff a firmer base of operation and develop a sense of belonging to a team, and (3) to allow for more effective use of staff, equipment and facilities.

The Center represents all areas of the College of Agriculture and Biological Sciences in terms of subject matter the staff covers now or might eventually handle. Its purpose is to permit the concentration of staff efforts on a broad range of agricultural research and Extension programs to better serve all the people of South Dakota.

Although separated geographically from the University campus, it is an integral part of the College of Agricultural and Biological Sciences at South Dakota State University, with programs presently funded and coordinated through three Departments and the Cooperative Extension Service.

Most Extension programs of the Research and Extension Center are primarily conducted in counties west of the Missouri River; however, some are conducted statewide. Research staff have project responsibilities at the Antelope Range Field Station near Buffalo, South Dakota; Cottonwood Field Station at Cottonwood, Fort Meade near Sturgis, South Dakota and with numerous land owners as well as other public agencies.

Research programs at the West River Center are concerned with:

(1) Livestock research aimed at increasing the productivity of western South Dakota's livestock enterprises.

(2) Range Management research directed at --

(a) improving and maintaining rangeland productivity.

(b) studying the problem of encroachment of woody plants into grasslands in the foothill region of the Black Hills.

(3) Rural Development research designed to improve the environmental and economic well-being of both rural and urban residents.

(4) Plant Science research with emphasis on --

(a) evaluation of agronomy practices useful in improving range condition.

(b) soil-plant relationships with particular emphasis on fertility practices.

The Extension staff of the West River Center provide technical subject matter support for west river county Extension programs in:

(1) Animal Science -- nutrition, breeding and management of beef cattle and sheep.

(2) Rural Development -- improve the environmental and economic well-being
of residents through educational programs directed specifically toward decision-making groups.

(3) 4-H Club Work -- in agriculture, home economics and youth development.

(4) Plant Science -- educational programs on grasslands management, soils, soil fertility and the principal crops grown in western South Dakota.

The West River Center presently has a staff of 10 professional and 2 clerical employees.

Extension staff support for West River agents in the program areas of Home Economics, Farm Management, Agriculture Engineering, and etc., is provided from the campus of South Dakota State University, Brookings, South Dakota.

CONCLUSION

All of these agencies and organizations have specific functions to perform which can benefit the people living in the Fifth Planning and Development District of South Dakota, by improving the standard of living, the communities, the quality of environment and the overall economy. Success in helping bring about these changes is determined by the willingness of local leaders to become involved in community development activities.

In order to efficiently utilize the expertise and resources provided through these agencies and groups, better communication between agencies and rural development groups is needed. This can bring about better coordination between agencies and organizations, thus helping to fill program gaps.