

# Yankton Sioux Tribe



## Comprehensive Economic Development Strategy (CEDS)

September 2022

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# Introduction

This document summarizes economic development planning efforts of the Yankton Sioux Tribe (YST). It follows the Comprehensive Economic Development Strategy (CEDS) Guidelines established by the Economic Development Administration (EDA). The YST recognizes the value in utilizing the CEDS as means of engaging Tribal members and entities in the development process. Tribal leaders also recognize that no single planning initiative or set of strategies can address every development challenge or situation.

The CEDS will serve as:

- 1) An outline of Tribal development aspirations;
- 2) A reference guide for development related facts;
- 3) A vehicle for policy formation and public engagement; and
- 4) A baseline for measuring the impacts of Tribal actions and projects.

The CEDS process cannot be expected to:

- 1) Accurately predict all future events or development conditions;
- 2) Conclusively determine the direction the YST will take in response to development issues;
- 3) Precisely identify all projects and program priorities for a given period of time; and
- 4) Completely address known or anticipated development needs.

These limitations are a recognition that the development “environment” changes rapidly and continually. The YST will strive to update this document on a regular basis. It will also encourage Tribal program managers to incorporate elements of the CEDS into their specific issue areas (examples: infrastructure, transportation, workforce development, etc.). The scope and flexibility of the CEDS process will create an inclusive “tool box” of information, ideas and initiatives that may be utilized throughout Tribal government.

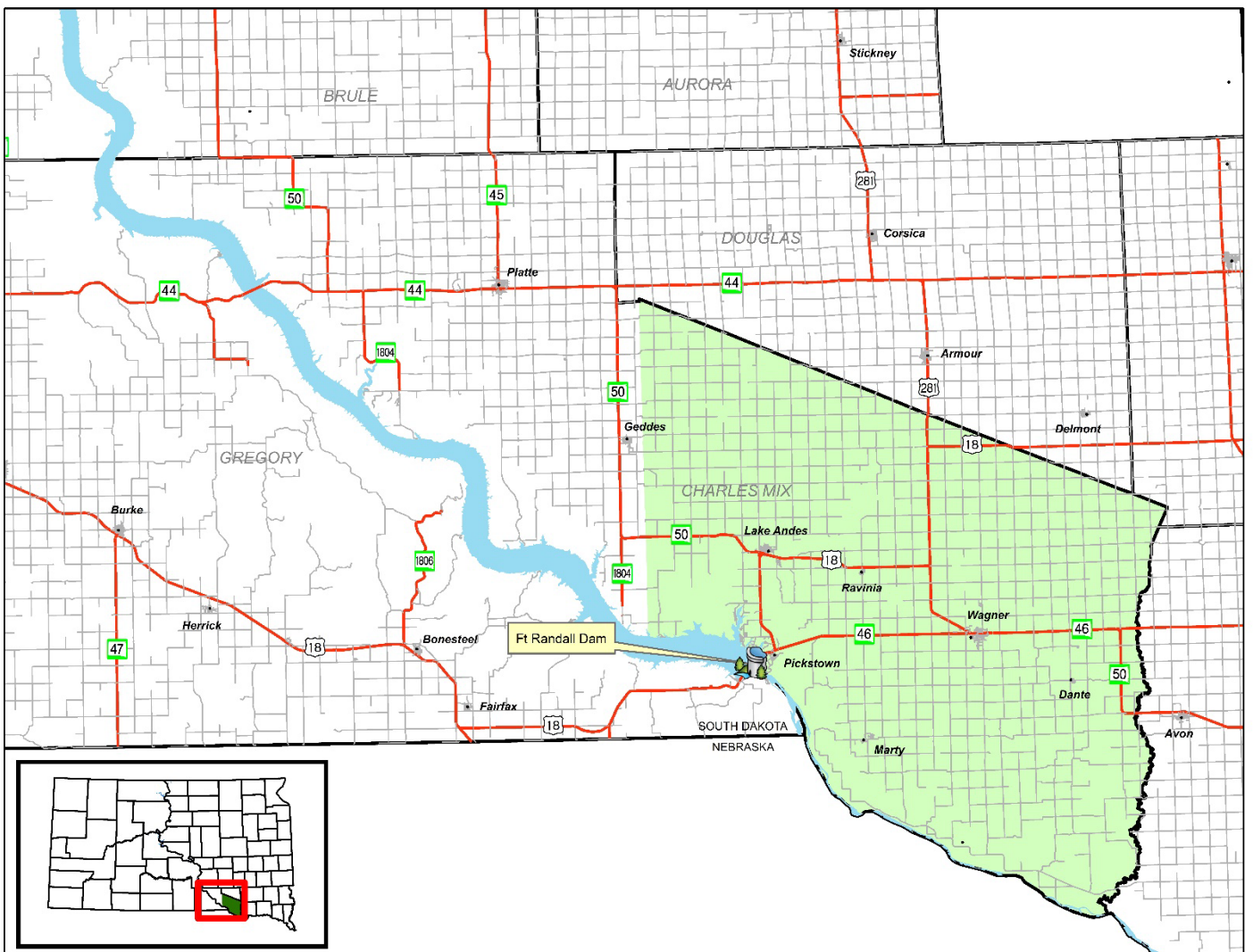


# Summary Background

## Tribal Characteristics

The YST is a non-IRA Tribe. It is also known as “Ihanktonwan Dakota Oyate” or “People of the End Village”. The YST is located along the Missouri River in southeastern South Dakota (Figure 1). The YST Reservation has a total land area of approximately 672 square miles (430,504 acres), with all Tribal land being in Charles Mix County.

**FIGURE 1**  
**Yankton Sioux Tribe Map**



The Reservation lies approximately 60 miles west of Yankton. The Missouri River is the primary natural feature in the area.



The following facts provide an overview of the Tribe’s history and situation.

- Tribal Organization – The YST is an unincorporated Tribe operating under a constitution and by-laws initially approved in 1932.
- Governance – The “Genera Council” (all enrolled Tribal members 18 years of age and older) is the ultimate legislative authority of the Tribe.
- Management – The Business and Claims Committee (B&CC) conducts the day-to-day business of the Tribe. It consists of nine members who are elected every two years.
- Population – 6,945 (2020 Census)
- Largest Community – Wagner, population 1,490 (2020 Census)
- Language – Dakota dialect
- Cultural Identity – Ihanktonwan Dakota Oyate heritage of the Great Sioux Nation

Demographic and Socioeconomic Data

**Population**

The Yankton Sioux Tribe has a strong population base, especially when compared to Charles Mix County as a whole. The Tribe has seen some fluctuation in the population over the last 25 years which is shown in **Table 1**. The greatest growth was shown between 1990 and 2000. The population fell between 2000 and 2010, but then began to grow again between 2015 and 2020. The other reservations in the state also registered increases during this time period, in some cases much higher than the state rate. The reservation’s population gain in the 2000’s is likely due more to a natural increase, a significant increase in the fertility rate, than to in-migration.

Of the 6,945 people living within the Yankton Sioux Reservation, 2,885 are American Indian. There are 2895 enrolled members of the Yankton Sioux Tribe.

**TABLE 1  
Population Change 1990-2020**

Area	1990	2000	2010	2015	2020	% Change 1990-2015	% Change 2015-2020
<b>Yankton Sioux Tribe</b>	6,269	6,500	6,465	6,498	6,945	3.7%	6.4
<b>Charles Mix County</b>	9,131	9,350	9,129	9,239	9373	1.2%	1.4
<b>South Dakota</b>	696,004	754,844	814,180	843,190	886,667	21.1%	4.9
<b>United States</b>	248,709,873	281,421,906	308,745,538	316,515,021	331,449,281	21.4%	4.5

Note: Change calculated from 1990-2010  
Source: 1990, 2000, 2010, 2015, 2020 Census Data

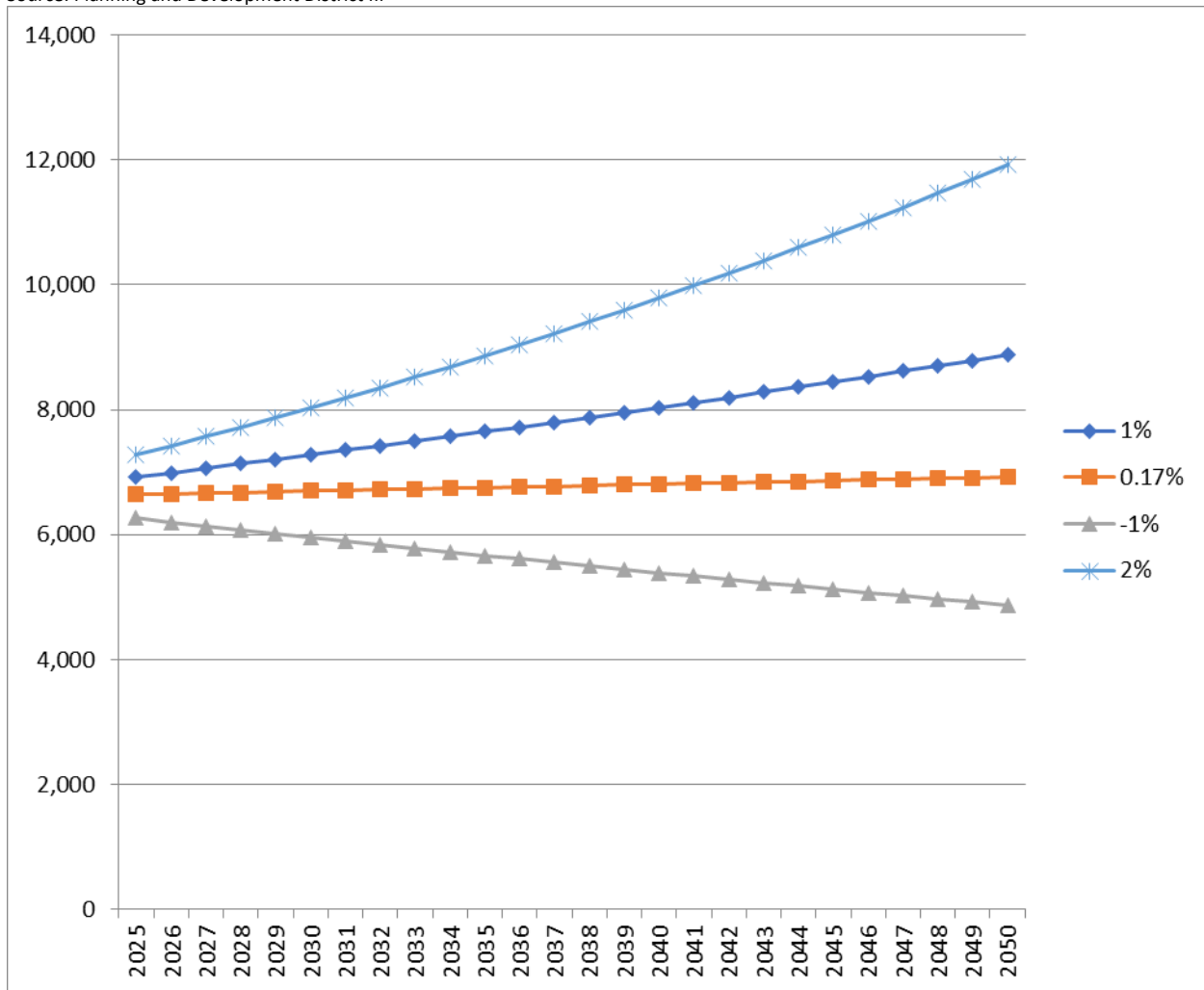
As shown in **Table 2**, three commonly used population projection models all predict that the reservations’ population will begin to slowly decline over the next few decades. This projection assumes that the out-migrations rate remains about the same. The predicted decline in population is similar to that of Charles Mix County as a whole, although the county’s population is projected to decline at a faster rate than the Yankton Sioux Reservation.

**Table 3** shows the percentage of the population under 18 and over 65 as well as the median age. A comparison of “population pyramids” for the reservation and the state illustrates the difference in population dynamics, **see Tables 3A and 3B**. The horizontal bars in the pyramids reflect the relative number of people in each of the age groups shown at the left. On the Yankton Sioux Reservation, the long bars at the bottom and the shorter bars toward the top indicate that there are many young people on the reservation and relatively few elderly residents. Statewide, there are relatively fewer young people, but more seniors.

**TABLE 2**  
**Population Projections for Yankton Sioux Tribe**

Projection Model	Change 1990-2020	2030	2040	2050
Linear Model	106/Decade	6,694	6,801	6,907
Exponential Model	1.68%/Decade	6,699	6,812	6,926
Annual Growth Rate Model	.17%/Year	6,698	6,810	6,923

Source: Planning and Development District III

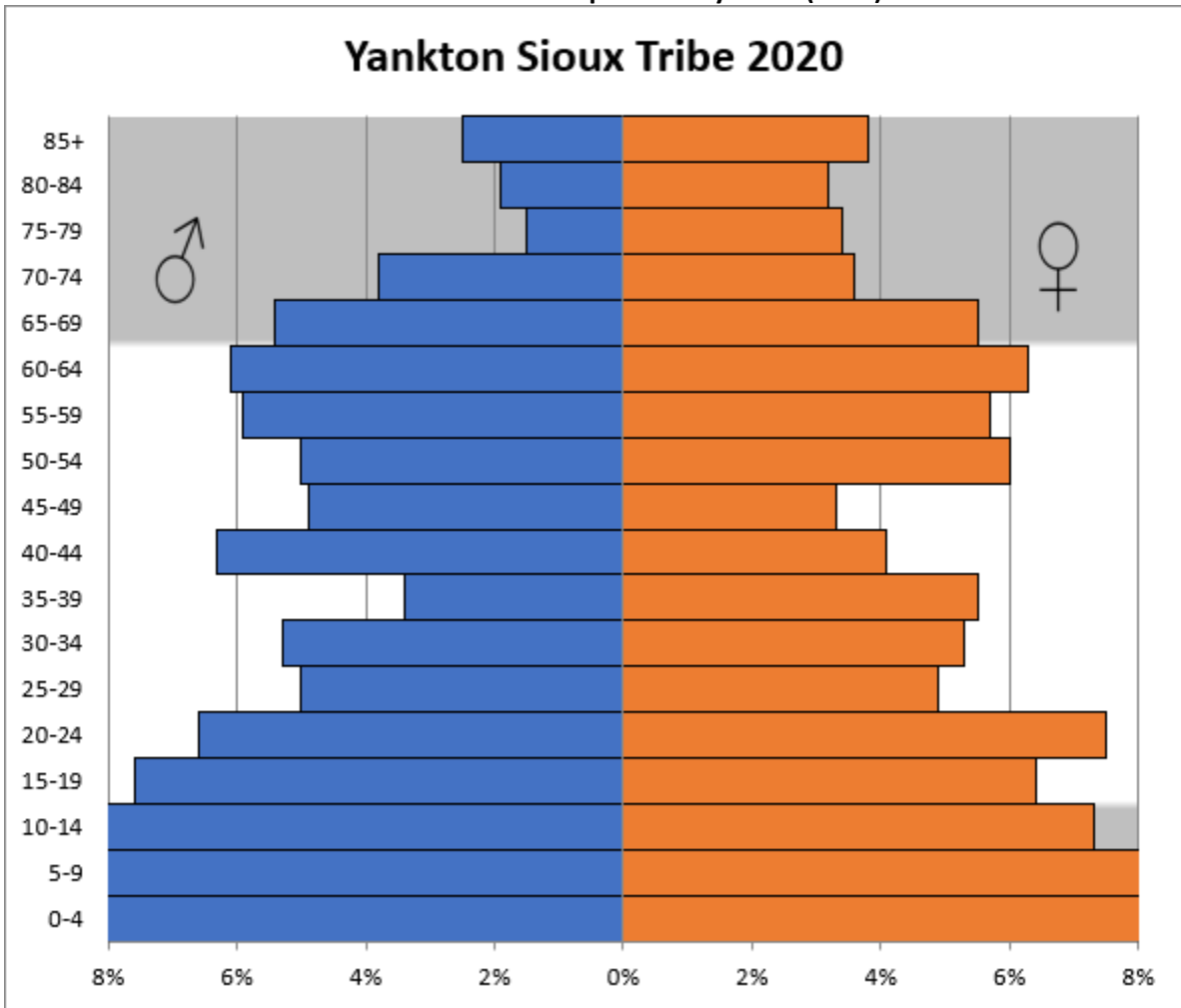


**TABLE 3**  
**Age Characteristics**

Area	% Under 18	% 65 and Over	Median Age
Yankton Sioux Tribe	31.6	17.3	33.8
Charles Mix County	29.6	18.4	36.3
South Dakota	24.5	16.7	37.2
United States	22.4	16.0	38.2

Source: 2020 Census Data

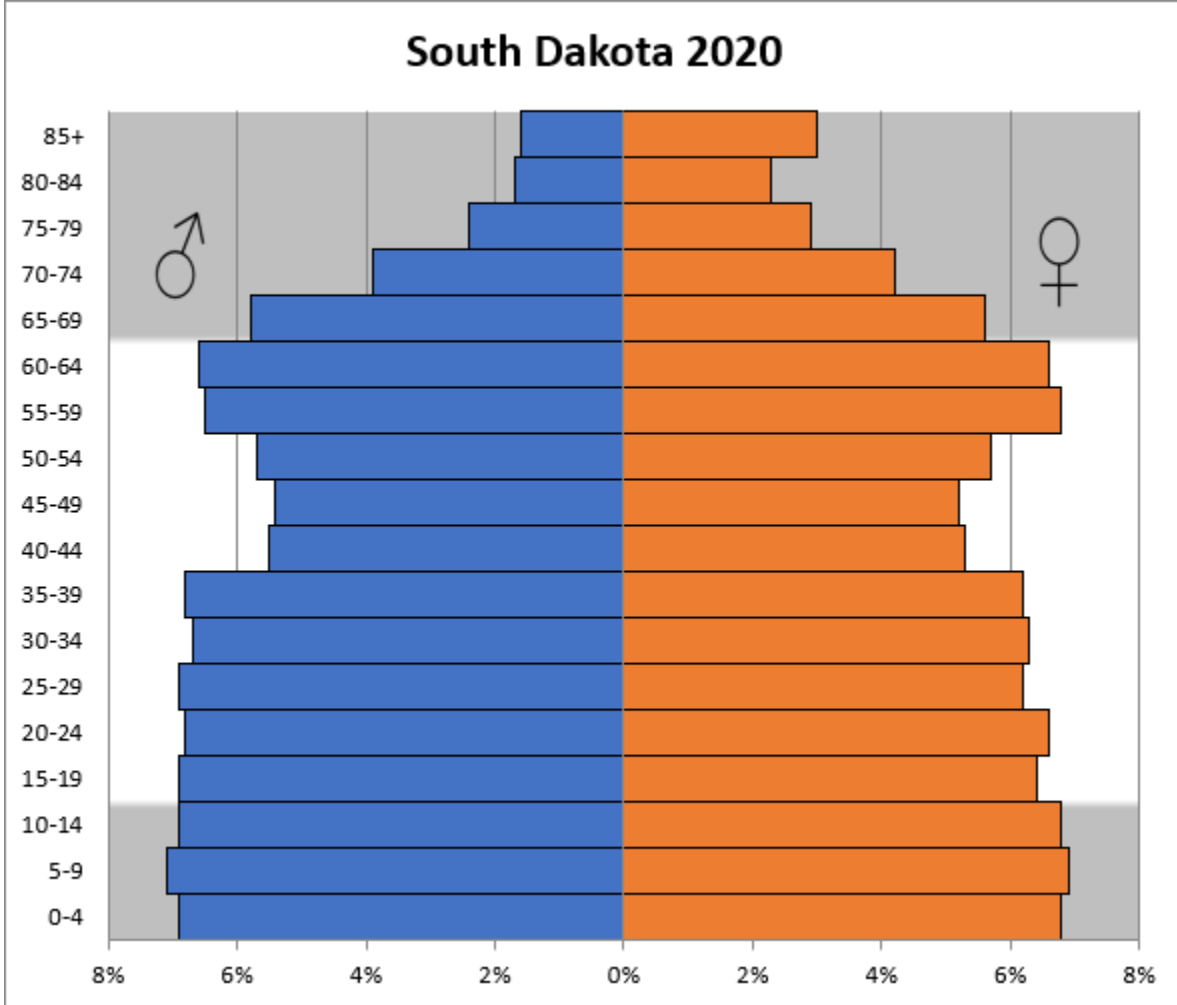
**TABLE 3A**  
**Yankton Sioux Tribe Population Pyramid (2020)**



Source: 2020 Census Data



**TABLE 3B**  
**South Dakota Population Pyramid (2020)**



Source: 2020 Census Data

**Income**

Per capita income and median family income figures on the Yankton Sioux Reservation are much lower than in the state and the nation, but they are relatively close in comparison to those of Charles Mix County. The Yankton Sioux Reservation does compare more favorably to other reservations in the state. Low income on the reservation is due to a lack of quality jobs, most notably in the manufacturing and technology sectors, which leads to high unemployment levels. Many young people have no other choice but to leave the reservation in order to find jobs.

**TABLE 4**  
**Income Measures**

Area	Per Capita Income	Median Household Income	Median Family Income
Yankton Sioux Tribe	\$21,558	\$48,177	\$57,444
Charles Mix County	\$23,626	\$52,348	\$61,585
South Dakota	\$31,415	\$59,896	\$77,042
United States	\$35,384	\$64,994	\$80,069

Source: 2020 Census Data

The percentage of people living in poverty on the reservation is considerably higher than in Charles Mix County, the state, and the nation, but roughly similar to other reservations, see [Table 5](#).

**TABLE 5**  
**Percent of Population Living Below Poverty Level 2015, 2020**

Area	2015	2020
Yankton Sioux Tribe	29.1%	22.2%
Charles Mix County	22.1%	20.8%
South Dakota	14.1%	12.8%
United States	15.5%	12.8%

Source: 2015, 2020 Census Data

### **Educational Achievement**

The Tribe operates elementary, middle, and high schools; one of which, the Marty Indian School, offers a residential program for students in grades 7-12. In addition, the Tribe operates the Ihanktonwan Community College. [Table 6](#) shows the educational attainment on the Yankton Sioux Reservation compared with Charles Mix County, as well as the state and the nation. The percentage of adults on the reservation with at least a high school diploma is slightly lower than the state and the nation, but is very similar to that of Charles Mix County. The same is true of the percentage of adults with a college degree when compared to the county, state, and nation.

**TABLE 6**  
**Educational Attainment among Persons 25 and Older**

Area	2010		2020	
	HS Graduates	College Graduates	HS Graduates	College Graduates
Yankton Sioux Tribe	78.8%	14.3%	85.2%	18.6%
Charles Mix County	80.7%	15.5%	87.8%	20.2%
South Dakota	89.3%	25.3%	92.2%	29.3%
United States	85.0%	27.9%	88.5%	32.9%

Source: 2010, 2020 Census Data



**Labor Force**

As is the case on many Indian reservations in the United States, unemployment rates on the Yankton Sioux Reservation have traditionally been high, see **Table 7**. The Labor Market Information Center Confirmed this situation.

**TABLE 7  
Unemployment Rate, 2011-2020**

Area	2011	2012	2013	2014	2015	2020
Yankton Sioux Tribe	11.3%	11.7%	9.9%	9.6%	7.8%	10.7%
Charles Mix County	8.1%	8.4%	7.0%	6.6%	5.1%	8.4%
South Dakota	4.8%	4.9%	5.0%	4.8%	4.5%	3.5%
United States	8.7%	9.3%	9.7%	9.2%	8.3%	5.4%

Source: Labor Market Information Center, SD Dept. of Labor & Regulation in cooperation with U.S. Bureau of Labor Statistics 2010-2015, 2020 American Community Survey Data, US Census Bureau

The reservation has seen a dramatic shift in the make-up of its work force. In 2010, over half of women 16 years of age and older on the reservation were in the labor force, but by 2020, 59% were a part of the labor force, see **Table 8**. The percentage of working women on the reservation who have young children has also increased substantially in the las few decades. These trends have brought about major social challenges, such as the need for more day care facilities. The Tribe provides day care programs for parents who are working, attending school, job training, or job search programs. The fees are determined on a sliding scale based on income.

**TABLE 8  
Percent of Women 16 and Over Employed in the Labor Force, 2010-2020**

Area	2010	2020
Yankton Sioux Tribe	65.5%	59.4%
Charles Mix County	68.6%	62.3%
South Dakota	77.6%	67.9%
United States	67.3%	63.4%

Source: 2010, 2020 Census Data

## Economy

The Yankton Sioux's employment base is dependent upon jobs within Education, Health Care, and Social Assistance. As noted in **Table 9**, 27% of jobs on the reservation fall within that sector. The next three largest employment sectors are Agriculture, Forestry, Fishing, and Hunting, Mining (13.1 %); Arts, Entertainment, and Recreation, Accommodation, Food Services (10.8%); and Public Administration 11.1%.

**TABLE 9**  
**Employment by Category, 2020**

Industry	South Dakota		Charles Mix County		Yankton Sioux Tribe	
	Number	Percent	Number	Percent	Number	Percent
Civilian Employed Population, 16+	447,607		3,933		2,647	
Agriculture, Forestry, Fishing and Hunting, Mining	28,841	6.4%	618	15.7%	346	13.1%
Construction	31,693	7.1%	226	5.7%	139	5.2%
Manufacturing	44,942	10%	151	3.8%	95	3.6%
Wholesale Trade	12,558	2.8%	75	1.9%	31	1.1%
Retail Trade	51,419	11.4%	335	8.5%	233	8.8%
Transportation and Warehousing, Utilities	19,274	4.3%	248	6.3%	138	5.2%
Information	6,734	1.5%	48	1.2%	42	1.6%
Finance and Insurance, Real Estate and Rental/Leasing	32,792	7.3%	190	4.8%	131	4.9%
Professional, Scientific, Management, Administrative, Waste Management Services	29,580	6.6%	194	4.9%	113	4.3%
Educational Services, Health Care, and Social Assistance	107,425	24%	968	24.6%	715	27%
Arts, Entertainment, and Recreation, Accommodation, Food Services	40,036	8.9%	409	10.4%	286	10.8%
Other Services (excluding public administration)	20,237	4.5%	166	4.2%	83	3.1%
Public Administration	22,076	4.9%	305	7.8%	295	11.1%

Source: 2020 Census Data

The major employers on the reservation are as follows:

- Fort Randall Casino
- Indian Health Service
- Tribal Office
- Bureau of Indian Affairs
- Marty Indian School
- Yankton Sioux Travel Plaza

## Housing

There are 2,627 total housing units on the Yankton Sioux Reservation as of 2020. Single family dwellings make up the clear majority, 84%, of the housing units on the reservation. This is a significant percentage as single-family dwellings make up only 71% of the total units in the state.

**TABLE 10A**  
**General Housing Characteristics**

	South Dakota		Charles Mix County		Yankton Sioux Tribe	
	2015	2020	2015	2020	2015	2020
<b>HOUSING OCCUPANCY</b>						
Total Housing Units	372,328	396,817	3,850	3,912	2,584	2,627
Occupied Housing Units	330,858	347,878	3,171	3,149	2,114	2,125
Vacant Housing Units	41,470	48,939	679	763	470	502
Homeowner Vacancy Rate	1.6	1.2%	1.8	1.4	2.2	1.6
Rental Vacancy Rate	5.5	6.8%	8.7	8.8	8.6	8.6
<b>UNITS IN STRUCTURE</b>						
Total Housing Units	372,378	396,817	3,850	3,912	2,584	2,627
1-unit, detached	256,666	266,995	3,174	3,261	2,035	2,114
1-unit, attached	12,675	15,086	45	86	42	80
2 units	6,269	7,453	76	56	68	46
3-4 units	12,510	14,254	41	64	37	44
5-9 units	14,178	15,386	131	130	74	87
10-19 units	15,001	17,327	61	60	58	60
20+ units	22,114	25,792	67	61	57	58
Mobile Home	32,754	34,316	255	194	213	138
Boat, RV, Van, etc.	134	208	0	0	0	0

Source: 2015, 2020 Census Data

Units built on the reservation are slightly older than those built across the state, but slightly newer than those across the county. The median year a structure was built is 1970, meaning half of the units were built before that year and half were built after. Construction of homes remained fairly consistent from the 1950s through the 1990s. The decades which saw the most significant investment in housing construction, with the exception of homes built in 1939 or earlier, 1970s and 1990s. These were periods of massive involvement from the federal government using several programs to construct homes and other dwelling units. **Table 10B** illustrates the number of units that were built in each decade from the 1940s to present day, as well as the number of units constructed prior to 1940. In the Yankton Sioux Reservation's case, 25% of its units were constructed before World War II.

**TABLE 10B**  
**Year Structure was Built**

	South Dakota		Charles Mix County		Yankton Sioux Tribe	
	2015	2020	2015	2020	2015	2020
Total Housing Units	372,328	396,817	3,850	3,912	2,584	2,627
2005 or later/2014 or later	545	18,750	6	75	6	41
2000-2004/2010-2013	9,069	16,954	53	87	37	63
2000-2009	57,744	55,234	244	307	169	201
1990-1999	48,426	50,640	464	342	367	269
1980-1989	38,008	37,980	385	421	243	300
1970-1979	63,226	64,536	540	566	416	456
1960-1969	32,512	32,818	290	397	213	270
1950-1959	34,306	34,472	382	347	267	269
1940-1949	19,333	16,455	218	183	130	100
1939 or earlier	69,159	68,978	1,268	1,187	736	660
Median Year Built	1975	1977	1962	1966	1967	1970

Source: 2015, 2020 Census Data

The growth of families on the reservation has led to the construction of units that include as many as five bedrooms. The most common unit contains three bedrooms as 963 of the reservation’s 2,627 units or 37%. **Table 10C** shows the number of units by bedroom size. In South Dakota, the majority of units feature three bedrooms.

**TABLE 10C**  
**Number of Bedrooms per Housing Unit**

	South Dakota		Charles Mix County		Yankton Sioux Tribe	
	2015	2020	2015	2020	2015	2020
<b>Total Housing Units</b>	372,328	396,817	3,850	3,912	2,584	2,627
<b>No Bedroom</b>	5,918	7,852	93	45	64	32
<b>1 Bedroom</b>	35,522	37,055	336	301	244	221
<b>2 Bedrooms</b>	103,439	109,658	903	934	597	653
<b>3 Bedrooms</b>	128,290	131,253	1,418	1,424	1,059	963
<b>4 Bedrooms</b>	71,848	78,906	810	841	429	558
<b>5+ Bedrooms</b>	27,311	32,183	290	367	191	200

Source: 2015, 2020 Census Data

On the Yankton Sioux Reservation, 54% of units are owner-occupied, which is significantly lower than the state percentage of 60%. The average owner-occupied household size on the reservation is 3.01 people, a figure that is similar to other reservations in the state, but significantly higher than the state average of 2.54 people.

**TABLE 10D**  
**Housing Tenure and Household Size**

	South Dakota		Charles Mix County		Yankton Sioux Tribe	
	2015	2020	2015	2020	2015	2020
<b>Total Housing Units</b>	372,328	396,817	3,850	3,912	2,584	2,627
<b>Occupied Housing Units</b>	330,858	347,878	3,171	3,149	2,114	2,125
<b>Owner-Occupied</b>	225,219	236,495	2,223	2,215	1,380	1,410
<b>Renter-Occupied</b>	105,639	111,383	948	934	734	715
<b>Average Size of Owner-Occupied Household</b>	2.54	2.54	2.60	2.77	2.63	3.01
<b>Average Size of Renter-Occupied Household</b>	2.25	2.19	3.19	3.08	3.50	3.43

Source: 2010, 2015 Census Data

Housing values are much lower on the reservation than they are in the state. The median value of owner-occupied units for the Yankton Sioux Reservation in 2020 was \$107,200, compared to \$174,600 median value of owner-occupied units in the state. **Table 10E** displays the number of owner-occupied units by value ranges. The growth in median value has been average when compared to the median value at the state and county levels between 2015 and 2020; however, the median value for the Yankton Sioux Reservation remains quite low comparatively.



**TABLE 10E**  
**Value of Owner Occupied Units**

	South Dakota		Charles Mix County		Yankton Sioux Tribe	
	2015	2020	2015	2020	2015	2020
<b>Owner-Occupied Units</b>	225,219	236,495	2,223	2,215	1,380	1,410
<b>Less than \$50,000</b>	34,576	26,464	593	442	444	366
<b>\$50,000-\$99,999</b>	40,014	30,602	691	421	414	302
<b>\$100,000-\$149,000</b>	46,421	36,093	319	340	154	187
<b>\$150,000-\$199,999</b>	40,446	43,474	246	324	138	179
<b>\$200,000-\$299,999</b>	36,869	52,839	172	316	114	142
<b>\$300,000-\$499,999</b>	20,006	34,848	135	215	65	155
<b>\$500,000-\$999,999</b>	5,331	10,105	56	123	40	65
<b>\$1,000,000 or more</b>	1,556	2,070	11	34	11	14
<b>Median Value</b>	\$140,500	174,600	\$82,700	127,900	\$75,600	107,200

Source: 2015, 2020 Census Data

**Table 10F** displays the number of renter occupied units in various ranges of rent paid. 41% of the units on the reservation get less than \$500 per month in rents; 53% of the units get between \$500 and \$999 in monthly rent; leaving just 6% that are receiving rent over \$1000 in monthly rent. The median rent for the reservation was \$552 in 2020. The figure is consistent with the median rent paid in Charles Mix County, but slightly less than the median rent paid in the state.

**TABLE 10F**  
**Rent Paid for Renter Occupied Units**

	South Dakota		Charles Mix County		Yankton Sioux Tribe	
	2015	2020	2015	2020	2015	2020
<b>Occupied Units Paying Rent</b>	97,046	103,233	840	804	665	617
<b>Less than \$500</b>	27,230	19,038	405	331	322	255
<b>\$500-\$999</b>	55,403	59,635	424	438	335	327
<b>\$1,000-\$1,499</b>	11,819	19,340	4	28	4	28
<b>\$1,500-\$1,999</b>	1,603	3,465	4	3	4	3
<b>\$2,000 or More/\$2,000-\$2,499</b>	426	812	3	4	0	4
<b>\$2,500-\$2,999</b>	356	332	0	0	0	0
<b>\$3,000 or more</b>	209	611	0	0	0	0
<b>Median Rent</b>	\$655	\$761	\$508	\$568	\$508	\$552
<b>No Rent Paid</b>	8,593	8,150	108	130	69	98

Source: 2015, 2020 Census Data

## Transportation

The Yankton Sioux Reservation’s transportation system is limited almost entirely to its roads and highways.

**TABLE 11**  
**Road Miles**

	<b>Length of Rural Roads (Charles Mix County)</b>	<b>Yankton Sioux Tribe’s Main Highways</b>
<b>Gravel</b>	1,113.398	South Dakota Highway 46
<b>Bituminous</b>	288.704	South Dakota Highway 50
<b>Concrete</b>	0	US Highway 18
<b>Primitive</b>	91.599	US Highway 281
<b>Unimproved</b>	78.715	
<b>Grade</b>	176.707	
<b>Total</b>	1,749.123	

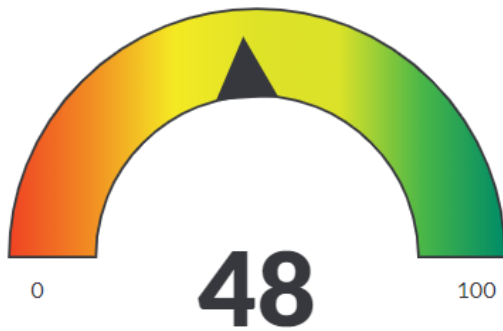
Source: SD DOT 2021 Mileage Reports

For people who cannot drive, the Tribe provides a transit bus service within the reservation. As for other transportation options, there is no commercial air service on the reservation, but there is a small landing strip for private planes. The nearest commercial air service is located in Sioux Falls, approximately 115 miles from the Yankton Sioux Reservation.

## Livability Index

The American Association of Retired Persons (AARP) recently developed an online tool called the “Livability Index.” The Livability Index measures various components of community life including housing, transportation, environment, health, and civic engagement.

The index measures several values within each category and then a summary topic score is calculated. The scores for each category is compared to the United States benchmarks in the same categories. This information was determined for the total area within Charles Mix County and not just the Yankton Sioux Reservation. The overall livability index of Charles Mix County is 48.



**Overall Livability Score** ⓘ

The overall livability index score for Charles Mix County, South Dakota is 48.

Total Population:

**9,349**

African American: 0%

Asian: 0%

Hispanic: 4%

White: 63%

Age 50+: 37%

Age 65+: 18%

Households w/Disabilities: 14%

Life Expectancy: 80 years old

Households Without a Vehicle: 6%

Median Income: \$49,136

Poverty: 19%

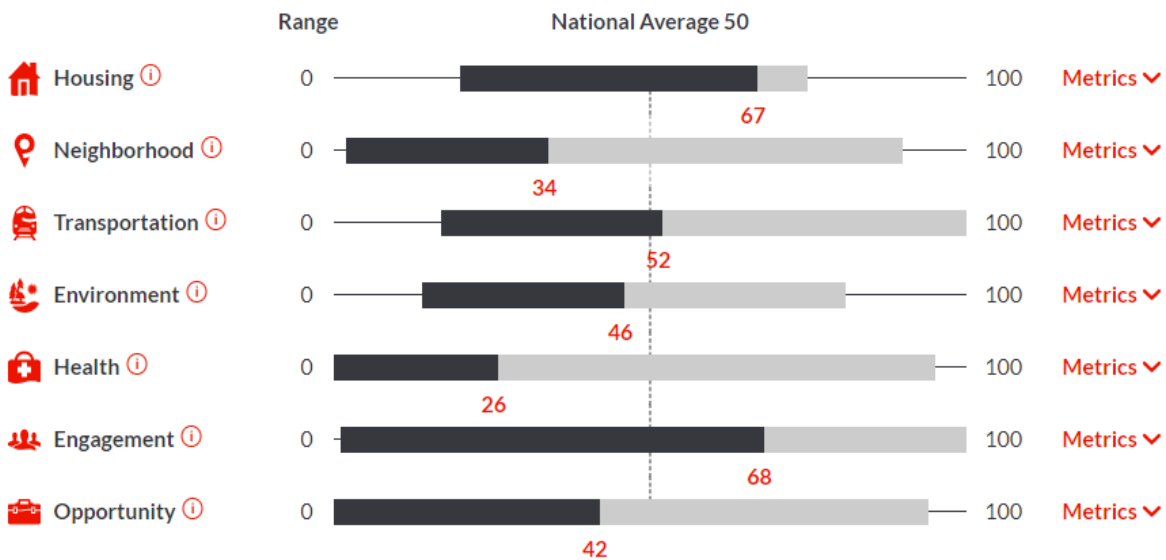
Upward Mobility: 44 ⓘ

[Sources for Demographic Data Points](#)

The graphic below is a summary of the category indices which contributed to the overall livability index:

## Category Scores

These are the neighborhood scores for Charles Mix County, South Dakota. Explore the metrics and policies behind the numbers.



The category scores are listed above. According to the calculations, engagement was the highest scoring category for Charles Mix County. The lowest scoring category for Charles Mix County was Health.

Analysts can drill deeper into each category to discover the issues that were evaluated in order to calculate the category score. Each issue illustrates the local value and the value for the median US neighborhood.

The following graphics are taken from the research of the livability index for Charles Mix County. They reveal how the scores for Engagement and Health were calculated. The indicators are coded to go along with the rankings.

In the Engagement category, Charles Mix received higher rankings in terms of opportunity for Voting Rate and Opportunity for Civic Involvement. The graphic below illustrates the details of the Engagement score.

Engagement Metrics			
	2022 Median US Neighborhood	Charles Mix County, South Dakota	
Broadband cost and speed <span style="color: red;">Ⓜ</span>	93.7%	0.6%	of residents have high-speed, competitively-priced service
Opportunity for civic involvement <span style="color: red;">Ⓜ</span>	1.18	20.6	organizations per 10,000 people
Voting rate <span style="color: red;">Ⓜ</span>	61.9%	56.6%	of people voted
Social involvement index <span style="color: red;">Ⓜ</span>	0.96	1.28	(Index from 0 to 2.5)
Cultural, arts, and entertainment institutions <span style="color: red;">Ⓜ</span>	8.01	0.2	institutions per 100 people

The Health category is Charles Mix County’s weakest area in terms of the overall Livability Index. Charles Mix County has higher indicators in many health-related behaviors and access to care. The behaviors include the prevalence of smoking and obesity as well as access to exercise facilities. Another high indicator for the county that is quite alarming is the Preventable Hospitalization rate. This looks at the number hospitalizations that could have been effectively treated or prevented with proper and routine outpatient care such as going to the clinic. Charles Mix County’s rate is 81.9 versus the Median US neighborhood rate of 48.5. The Index measures the access to health care professionals on a scale from 0 to 25, with lower scores being better. This is called the severity of clinician shortage. Charles Mix County measures in at 16, which is considered a critical shortage of health care professionals. The graphic below shows the scores which make up the Health index.

Health Metrics			
	2022 Median US Neighborhood	Charles Mix County, South Dakota	
Smoking prevalence ⓘ	18%	24.5%	of people smoke regularly
Obesity prevalence ⓘ	32.2%	36.4%	of adults are obese
Access to exercise opportunities ⓘ	90.1%	54.9%	of people have access
Healthcare professional shortage areas ⓘ	0	13	(Index from 0 to 25)
Preventable hospitalization rate ⓘ	48.5	81.9	preventable hospitalizations per 100,000 patients
Patient satisfaction ⓘ	71.8%	76.3%	of patients are satisfied

**Environmental, Geographic Climatic and Cultural Information**

The YST is a sovereign nation with the responsibilities and authority associated with that status. The Tribe has an “Environmental Protection Office” whose mission includes the oversight of environmental regulations and the monitoring of sensitive areas:

A description of the area encompassing the YST Reservation would include:

- Climate – semi arid, with annual rainfall averaging 24.8 inches (majority falling during the growing season of April – September).
- Wind – The average wind speed is 13 miles per hour (mph) during the summer, primarily from the south and west. Winter season winds average 15 mph, primarily from the north and west.
- Soils – The Reservation contains several different soil profiles, which are known to have various characteristics that impact agricultural productivity, construction limitations and drainage suitability.
- Topography – The area contains numerous sloping land features associated with “Missouri River Breaks”. The Tribe also utilizes river bottom land and upland locations for farming activities. The “breaks” have a tendency toward landslides and construction practices must take that factor into consideration.
- Water Resources – The Missouri River is the primary water feature. The Reservation also contains several creeks and wetlands.



EDA’s “Environmental Guidance for Grant Programs” is based upon the National Environmental Policy Act (NEPA). The following table provides an overview on the YST’s relationship to common NEPA factors.

**Table 12**  
**Environmental Factors**

Topic	YST’s Situation
1. State or National Parks	Sothern Charles Mix County contains part of the “Missouri National Recreation River”, below the Fort Randall Dam. There is also a National Wildlife Refuge near Lake Andes.
2. Wilderness Areas	None Exist
3. Wild or Scenic Rivers	No Designations
4. Endangered or Threatened Species	Endangered: Whooping Crane, Least Tern, and Pallid Sturgeon Threatened: Piping Plover
5. Prime/Unique Agricultural Lands	Exist – Under Tribal Control
6. Superfund Site	None Known
7. Hazardous Chemical Manufacturers, Users or Storage Facilities	Underground Fuel Tank Sites Known
8. Manufacturers or Users of Pesticides	Pesticides applied to farmland, per instructions. No manufacturing facilities known.
9. Sole Source Aquifers	None Exist, according to the SD Department of Environment and Natural Resources (DENR)
10. Wellhead Protection Areas	None Established (DENR sources)
11. Nonattainment Areas for Critical Pollutants	No State or Tribal monitoring stations – Periodic dust conditions from agricultural practices and odor associated with organic fertilizer and lagoon turnover
12. 100 Year Flood Plains	Drainage areas are known
13. Archeological, Historic Prehistoric or Cultural Resource Sites	Sites are protected and strictly monitored by Tribal officials
14. Coastal Zones	Not Applicable
15. Constraints to Economic Development	Geographic isolation, federal government policies and a lack of development diversity are all constraints.
16. Environmental Justice	Tribal members have an acute awareness of and a visceral connection to the land and its role in their lives. YST development policies will emphasize the central place the environment has in the Tribe’s future.



## Major Environmental Issues (Not in Any Particular Order of Importance)

The Yankton Sioux Tribe has identified a number of environmental issues that directly impact the well-being of individuals and the community as a whole. The mission of the Tribe's Environmental Protection Program is:

“Protecting Human Health and the Environment.”

This mission is expressed through seven purpose statements.

- 1) All Tribal members are protected from significant risks to human health and the environment where they live, learn and work;
- 2) Efforts to reduce environmental risk are based on the best available scientific information;
- 3) Federal laws protecting human health and the environment are enforced fairly and effectively;
- 4) Environmental protection is an integral consideration in U.S. Policies concerning natural resources, human health, economic growth, energy, transportation, agriculture, industry and international trade and these factors are similarly considered in establishing environmental policy;
- 5) All parts of society – communities, individuals, businesses, and state, local and tribal governments – have access to accurate information sufficient to effectively participate in managing human health and environmental risks;
- 6) Environmental protection contributes to making our communities and ecosystems diverse, sustainable and economically productive; and
- 7) The United States plays a leadership role in working with other nations to protect the global environment.

The Tribe will follow the guidance of the “Indian Environmental General Assistance Program Act of 1992” in developing and administering environmental programs. Examples of the Tribe's environmental protection efforts are presented in Table 13.

Table 13.

**Environmental Initiatives**

<b>Program Area</b>	<b>Focus</b>	<b>Specific Actions</b>	<b>Outcomes</b>
Solid Waste	<ul style="list-style-type: none"> <li>• Water, air and land protection</li> <li>• Public participation</li> </ul>	<ul style="list-style-type: none"> <li>• Regular garbage collection</li> <li>• Public information</li> <li>• Replace Transfer Station</li> <li>• Reduce Solid Waste to Landfill by 50%</li> </ul>	<ul style="list-style-type: none"> <li>• Public awareness and enhanced quality of life</li> <li>• Animal and wildlife protection</li> <li>• Environmental feature presentation</li> <li>• Program delivery efficiency</li> </ul>
Recycling	<ul style="list-style-type: none"> <li>• Waste streams reduction</li> <li>• Productive reuse of specific materials</li> </ul>	<ul style="list-style-type: none"> <li>• Collection and material handling for cardboard, newspaper, plastic bottles, paper, aluminum cans and metal cans</li> <li>• Consumer education</li> <li>• Business participation</li> </ul>	<ul style="list-style-type: none"> <li>• Community unity and enhanced quality of life</li> <li>• Efficient program delivery</li> <li>• Material reuse</li> <li>• Environmental protection</li> <li>• Energy savings</li> </ul>
Water Quality	<ul style="list-style-type: none"> <li>• Water and wastewater infrastructure</li> </ul>	<ul style="list-style-type: none"> <li>• Monitoring, assessment, protection and precaution of polluted runoff in waterways and wastewater infrastructure</li> <li>• Public health education and outreach</li> <li>• Complete comprehensive update of USGS GWSI database</li> </ul>	<ul style="list-style-type: none"> <li>• Utilization of “green” products</li> <li>• Reduction in use of harmful chemicals</li> <li>• Improved environmental quality (water, air, etc.)</li> <li>• Personal health improvement</li> <li>• Public policy engagement</li> </ul>
Hazardous Waste	<ul style="list-style-type: none"> <li>• Identify Brownfield Projects</li> </ul>	<ul style="list-style-type: none"> <li>• Survey &amp; Inventory Sites</li> <li>• Oversight &amp; Enforcement Activities</li> <li>• Opportunities for Public Participation</li> <li>• Cleanup Plan Completion</li> </ul>	<ul style="list-style-type: none"> <li>• Successful completion of Brownfield projects</li> </ul>

Program Area	Focus	Specific Actions	Outcomes
Air Quality	<ul style="list-style-type: none"> <li>Establish Indoor Air Quality Program</li> </ul>	<ul style="list-style-type: none"> <li>Testing Homes for Radon Gas &amp; Mold</li> </ul>	<ul style="list-style-type: none"> <li>Ensure Homes are safe to inhabit</li> </ul>

Environmental concerns require public awareness and a plan on how to address the concerns as there is a lack of public awareness of these issues due to newspapers and public television not being available in all areas. Lack of finance makes these types of media unavailable to tribal members. Often, the only awareness is by word of mouth, public speaking events or hand delivered pamphlets, posters. Public awareness of environmental concerns can only happen if the public is aware of them.

The Yankton Sioux Tribe has the management expertise and “community will” to pursue aggressive environmental protection endeavors. The Tribe’s future is closely tied to its historic land base and natural resources. The link between people and place cannot be broken. This fact will play a role in all Tribal development decisions.

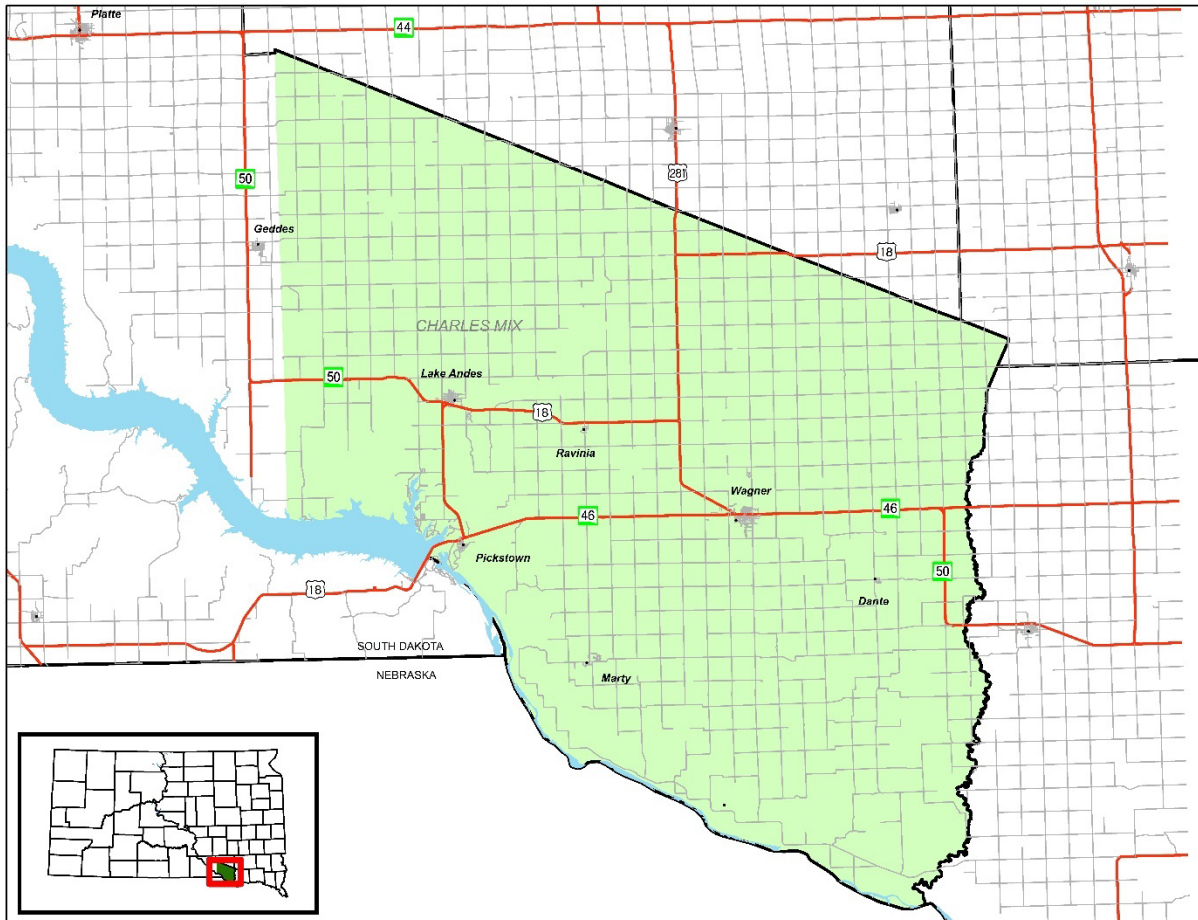
Infrastructure Assets

**Transportation**

The YST’s transportation resources are centered around road access and public transit services. The “checkerboard” nature of reservation lands limits the extent of Tribal roads. The Tribe maintains 22 miles of Bureau of Indian Affairs (BIA) roads, including streets in Tribal communities and housing developments.

The Yankton Sioux Reservation is served by two federal highways (U.S. 281 and U.S. 18) along with two well maintained state highways (SD 50 and SD 46). Interstate highways close enough to provide reasonable product shipping and visitor access. Figure 2 shows the area road network.

**Figure 2**  
**Major Highways and Road Network**

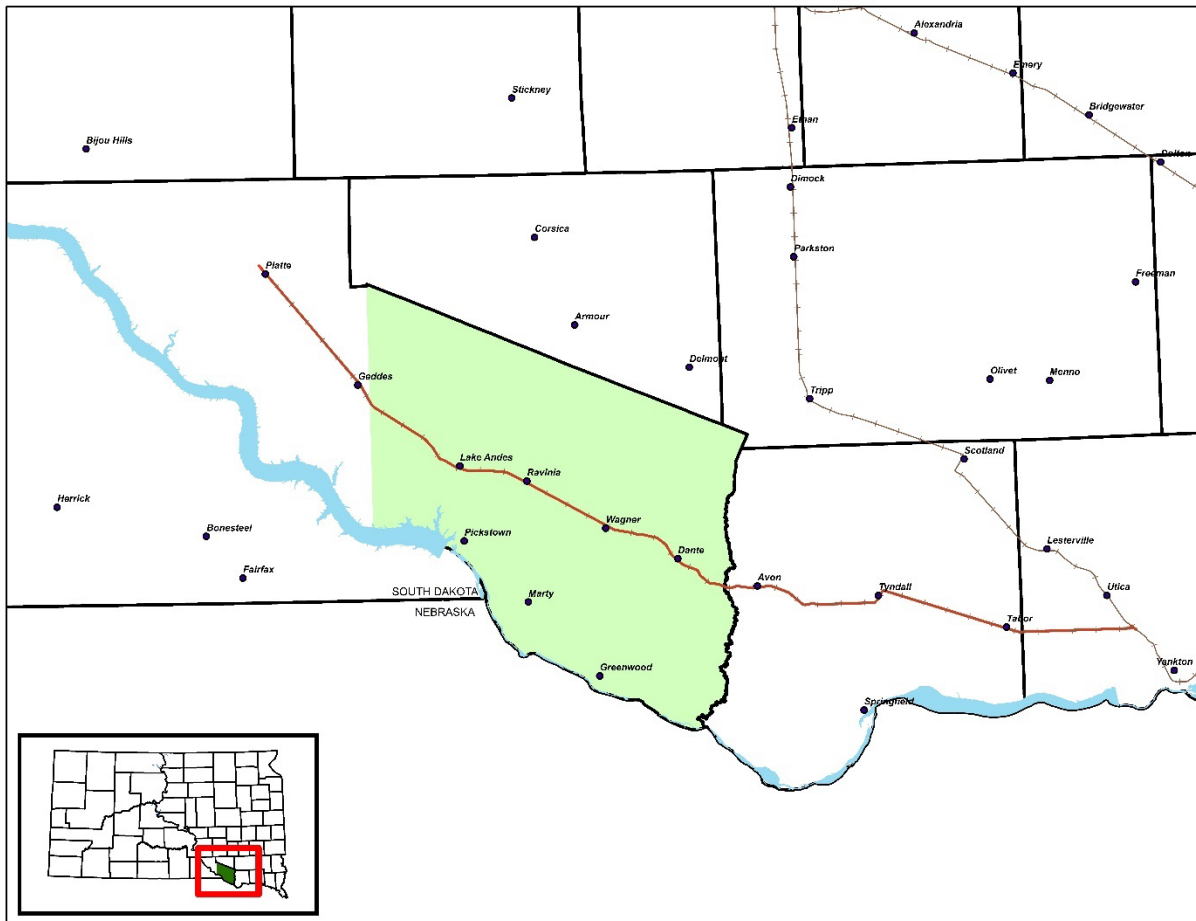


The Tribe's transit system maintains a fleet of three buses. Ridership exceeds 16,000 per year. The 2017 ridership of 16,292 persons was a 25 percent increase over 2016 figures.

Public transportation is a critical service for Tribal residents; especially persons with limited mobility and medical issues.

The Reservation is not currently served by a railroad. However, the "old" Napa-Platte line may be reactivated as development opportunities arise. The rail line has been rehabbed as far as Tyndall (Figure 3). Extending service to Wagner may be a realistic expectation in the foreseeable future.

**Figure 3**  
**Railroad Beds**



General aviation facilities are accessible in Wagner. The nearest airports with regularly scheduled commercial air service are Sioux Falls (110 miles away) and Sioux City (118 miles away).

Another transportation issue that directly impacts Tribal members is pedestrian walkways. Housing subdivisions are often located on the edges of communities, which results in long walks to businesses or services. Safe walkways are important for all residents, but they are critical infrastructure for persons without other means of travel. The YST has expanded walkway networks and it intends to make pedestrian and bicycle routes part of all Tribal communities.

The YST's inclusion in the "Native American Scenic Byway" offers additional tourism potential. The Byway, when fully implemented, will present visitors with a unique view of Tribal culture and a perspective on the connection between the YST and its ancestral land.

### **Water and Sewer**

The primary source of potable water on the Reservation is the Randall Community Water District. Randall serves both communities and rural residents. A number of rural homes are served by well water, but this source has significant limitations:

- ✓ High levels of bacteria or toxic compounds;
- ✓ Undesirable minerals;
- ✓ Poor flow rates; and
- ✓ High maintenance costs.

Water quality and quantity impact personal health and livestock production opportunities.

### **Emerging or Declining Clusters or Industry Sectors**

To evaluate the dynamics of industry clusters for the Yankton Sioux Tribe, a larger geographic region beyond the tribal boundaries was selected; namely Charles Mix, Douglas, and Gregory counties. Analysis of the industry clusters for the region considered the dynamics of cluster employment between 1998 and 2016 (the most recent data available using the Industry Clusters tool on the STATS America website).

The industry clusters that were considered “stars;” both concentrated and growing (Location Quotient (LQ) greater than 1.2 and positive change in LQ between 2012 and 2019), were Livestock Farming (159 employed, 9.01 in LQ), Trailers, Motor Home & Appliance (70 employed, 7.87 in LQ) and Livestock Processing (98 employed, 4.34 in LQ). The trends surrounding each star industry cluster indicate that the clusters should continue to grow in employment. The region has had significant growth in agriculture, with Livestock Farming, Crop Farming and Livestock Processing. The region’s agribusiness industry should remain strong as many communities invest in grain elevators and facilities. There is also a strong hospitality industry in the region due mainly to the operation of the Tribe’s Fort Randall Casino and Hotel outside of Pickstown, SD.

The Hospitality cluster, which also has a LQ of .43 (specialized), there is a strong linkage to the marketing cluster. The Marketing cluster is linked to the Distribution and eCommerce cluster of LQ of .87.

While most of jobs in the Hospitality /Tourism, Production/Technology and Heavy Machinery, and Printing Services are the major clusters centered in Charles Mix County, the jobs in the agriculture clusters are highly concentrated in Douglas County due to the employment at elevators and co-ops and ag service establishments.

The emerging clusters in the region, those that are not concentrated but are growing, included Utilities (50 employed, 1.01 in LQ), Local Food & Beverage Processing & Distribution (264 employed, .68 in LQ), Local Household Goods & Services (88 employed, .67 in LQ), and Real Estate, Construction & Development (484 employed, .55 in LQ).

The region has specialized in the Local Health Services cluster. The cluster is concentrated in industries such as hospitals, home and residential care, healthcare provider offices, drug stores, funeral homes, and



medical equipment distribution. Most of the employment in this cluster is due to the concentration of employment in the health care sector in Wagner. The Indian Health Service (HIS) has a significant presence in the community.

### **Relationship of the Area's Economy to the Larger Region or State**

Looking at employment on a more specific scale, there are some strengths and challenges in the Yankton Sioux Tribe's economy. Like the state, agriculture is an important component in the local economy with Crop Farming, Livestock Farming and Livestock Processing as the major clusters. The school or the hospital are usually the largest employers in a small town in South Dakota. For the Tribe, the hospitality and health care sectors are the largest employers.

Between 2015 and 2020, employment in the government sector has dropped significantly, but concentration in the sector remains concentrated. Yankton Sioux Tribe's LQ in government has decreased from 1.68 in 2015 to 1.06 in 2020, meaning that employment in this sector is very concentrated compared to the state. Such employment in government has limited employment opportunities in other productive sectors such as manufacturing or wholesale trade.

### **Factors That Directly Affect Economic Performance**

Charles Mix County was used to evaluate its capacity for innovation and components of economic growth using the Innovation Intelligence application from Stats America. The overall innovation index for the county is above the benchmark level of 100, at 107.2.

### **Innovation Inputs**

Within the **Human Capital and Knowledge Creation Major Index**, the *Educational Attainment Core Index* is the strongest component (index of 123.2). The county has above average marks for residents having attended some college, but no degree as well as those who have obtained an associate degree. The level of residents receiving bachelor's degrees and higher is also strong. the *Knowledge Creation and Technology Diffusion Core Index* is scored at 78.9. Factors under this Core Index include Patent Technology Diffusion, University Based Knowledge Spillovers, and Business Incubator Spillovers. Only Patent Technology Diffusion reported an index with 107.8.

Research on knowledge spillovers has often concentrated on the effects of industry R&D on regional innovation. It is thought, however, that universities are less competitive and less profit-driven than industries and, as a result, their knowledge should spread more widely across institutions and regions. These knowledge spillovers can travel through social ties, meetings and informal contacts.

The *STEM Education and Occupations Core Index* is 94.1, mainly due to the scores in the Technology-Based Knowledge Occupation Clusters index (120.9) and High-Tech Industry Employment Share (111.4). This trend is also observed nationwide, but it is expected that scores in STEM Education and Technical Occupations will rise in the future.

**The Business Dynamics Major Index** measures establishments, establishment dynamics, and venture capital. The *Establishment Formation Core Index* is 113.1, which includes a score of 115.2 in the Establishment Births to All Establishments Ratio Index. The ratio shows how many new business locations are formed relative to all establishments. This is a measure that can provide insight into the economic "creative destruction" in a region. The Change in Establishment Births to All Establishments Ratio had a

score of 129.5, which measures the rate of business formation over time. If the establishment birth rate is declining, it signals a potentially less dynamic business environment. These measures signal healthy activity in the business market. However, there are no jobs that can be attributed to “export” activities in the county. The *Establishment Dynamics Core Index* measures establishment expansions versus contractions and establishment births versus deaths; basically, measuring how new firms are replacing older ones. Charles Mix County had index of 89.5 in these measures, respectively. There appears to be some room for development opportunities due to the dynamics of firm births versus deaths. The most significant score in this core index involved firms in traded (export) sectors Charles Mix County and the region has not had any venture capital investment over the past ten years, therefore it did not score an index value in this area.

The **Business Profile Major Index** measures foreign investment, high-speed internet connectivity, establishment size, and proprietorship rates. The strengths in this major index is the *Proprietorship Core Index* and the *Connectivity Core Index*. Charles Mix County had a score of 148.90 in the change in proprietorship rate, which is a five-year change in the proprietorship rate, showing whether proprietorship rates have increased or decreased. The county scores well in the measure of availability of capital from all banks. Local banks are more likely to lend to smaller firms where relationships and local knowledge are important, and startups and firms that do not have an established track record. Rural areas of South Dakota, including Charles Mix County, have relatively good internet access, and it is reflected in an index score of 157.1 in that area. Computer and internet usage by farmers is associated with higher complexity and greater sophistication in farm business and farm management. The index shows no foreign direct investment in the County.

### **Innovation Outputs**

The output side of the Innovation Index includes the Employment and Productivity Major Index and the Economic Well-Being Major Index. These two major indices are strengths which contribute to Charles Mix County’s headline index score.

The **Employment and Productivity Major Index** includes the *Industry Performance, Gross Domestic Product, and Patents Core Indices*. GDP per worker can be used as a measure of productivity and economic performance because it includes both compensation to labor and returns to capital. Innovative products or processes would not be undertaken if the action would not increase wages or profits. This measure tracks whether productivity in a region has been growing or is stagnant. The County excels in GDP per worker as well as the change in GDP per worker, earning index score of 151.5.

A couple of the lower-scoring indicators in the Employment and Productivity Major Index is the change in share of high-tech industry employment for Charles Mix County (108.0, which ranks Charles Mix 2,588th among over 3,000 counties) and the ratio between job growth and population growth (111.9). Just as the share of high-tech employment in a county is an important input, the extent to which that share is increasing relative to total employment is an important performance measure. In a similar way, this measure also registers the degree to which home-grown, high-tech firms have expanded their presence.

The County is strong in cluster diversity, strength, and growth. These "eggs in many baskets" measures quantify whether a region is relatively concentrated in just a few industries or whether the region has a broad assortment of industries by comparing the evenness of a region’s industrial employment mix

against a national value of industry diversity. The County ranks 511 among these cluster measures. Recent investments in rail infrastructure will help diversify the economy even more in the years ahead.

The **Economic Well-Being Major Index** explores standard of living and other economic outcomes for a region. Of all the major indices, Charles Mix County scores the best in this area.

Measure	Index
Per Capita Personal Income Growth	184.8
Poverty Rate (Average)	106.1
Unemployment Rate (Average)	174.5
Net Migration (Average)	118.1
Growth in Wage/Salary Earnings per Worker (Average Annual)	181.7
Change in Proprietors' Income per Proprietor (Average Annual)	148.9

While there are several indicators which strengthen Charles Mix County’s innovation capacity, there is certainly room for improvement in increased capacity in the areas of university-based knowledge spillover, venture capital, foreign investment, and patents.

**Economic Relationships**

The YST has advantages that contribute to its economic potential. The SWOT Analysis section will further explore the Tribe’s economic situation, but several natural features and unique relationships with influence development decisions.

Missouri River

The YST has historical, cultural and physical relationships with the Missouri River and the Lake Francis Case Reservoir. The River served as the transportation corridor that led to the encounter between Native culture and Lewis and Clark. The legend associated with Struck-by-the-Ree and Merriweather Lewis framed a peaceful co-existence between vastly different cultures.



The Missouri National Recreation River borders Reservation lands for approximately half of its “39 Mile District”. This natural flowing river segment offers dramatic scenery, wildlife viewing and water based recreation. Its tourism possibilities are virtually unlimited.

In addition to its historic significance and natural beauty the Missouri River landscape presents opportunities for passive and low density, limited development. Parks, nature areas and preserves could, in theory, exist alongside golf course, housing developments or tourist lodges. The “Missouri River breaks” offer unique vistas and native vegetation.

The Tribe has considered projects ranging from marinas to resorts. Regardless of the idea, the special relationship to the river will be preserved.

## Employment Centers

The largest employers on the Reservation:

- Fort Randall Casino-Hotel
- Marty Indian School
- Yankton Sioux Housing Authority
- Yankton Sioux Substance Abuse Program facilities
- Indian Health Services
- Yankton Sioux Travel Plaza

The YST has continually strived for opportunities to manage its own affairs, while creating meaningful employment for Tribal members. A total of 12 programs are operated through the provisions of PL93-638.

- YST Higher Education
- YST Adult Education
- YST Adult Job Training
- Roads Maintenance
- Indian Child Welfare Act
- YST Social Services
- Game, Fish and Parks
- YST Court System
- Aid to Tribal Government Enrollment
- YST Realty
- Hazardous Fuels/Natural Resources
- YST Law Enforcement



As leaders of a sovereign nation, the YST Business and Claims Committee has responsibilities beyond just managing services and programs. However, what better way to promote self-sufficiency and mutual support than to create opportunities for employment and personal growth. Tribal government employment is one vehicle to achieve that goal.

Government, education, healthcare and the visitor industry are economic sectors that offer employment for a large number of Tribal members. Approximately 150 people work in government and over 300 Tribal and non-Tribal persons are employed by the Fort Randall Casino and Hotel. Work experience is a valuable asset for anyone seeking to establish a career. Tribal employment centers provide both gainful employment and the experiences that contribute to professional and personal advancement.

## Community Dialog

Yankton Sioux Tribal leaders have embraced the values of partnerships and communication. Tribal services and allied programs are directed via the participation of 27 boards or committees. These bodies may be elected or appointed, depending upon the situation. Approximately 160 persons are involved

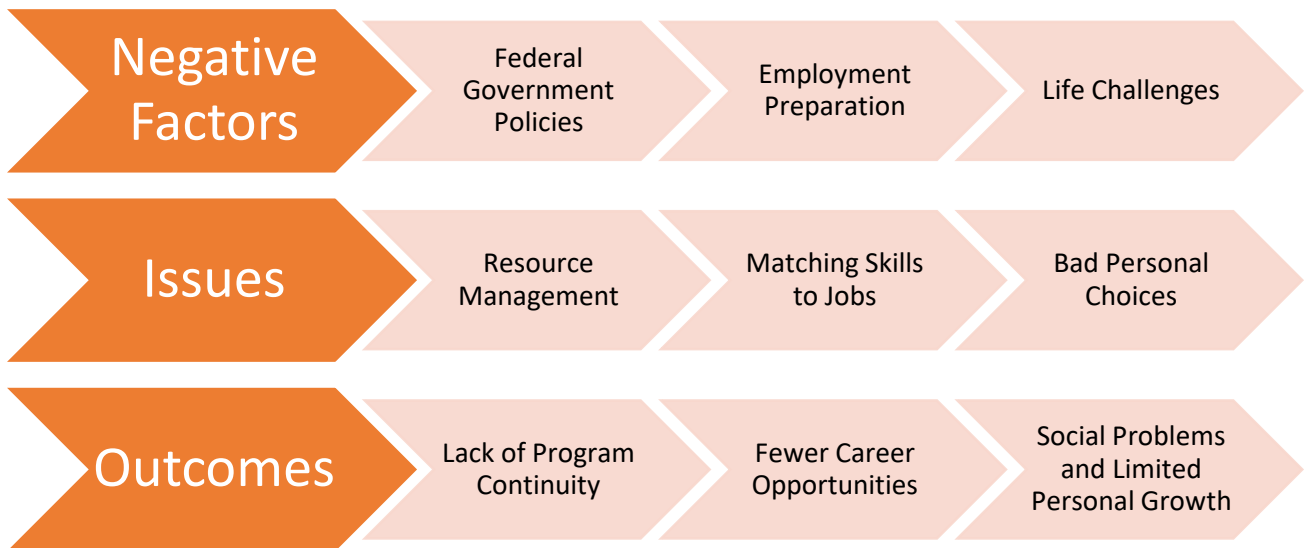
with the various boards. Their roles range from policy development and fundraising to program oversight and issue input.

The Tribe’s dialog efforts are not limited to internal affairs. Tribal members have been working on mutual problems with individuals from area municipalities and organizations with Tribal connections. The willingness of the YST to engage in frank conversations on a wide variety of issues is a fundamental building block for improving conditions for its members.

The Tribe’s inclination toward public inclusion stems, in part, from its governmental structure. The “General Council” is the “ultimate legislative authority of the Tribe.” It consists of all enrolled members, age 18 and older. This form of grassroots democracy may be viewed as cumbersome or inefficient to an outsider, but it provides a voice for all members and ensures accountability in Tribal decision-making. Inclusive decisions provide clarity and direction. These qualities are an advantage in economic development undertakings.

### Factors Impacting Economic Performance

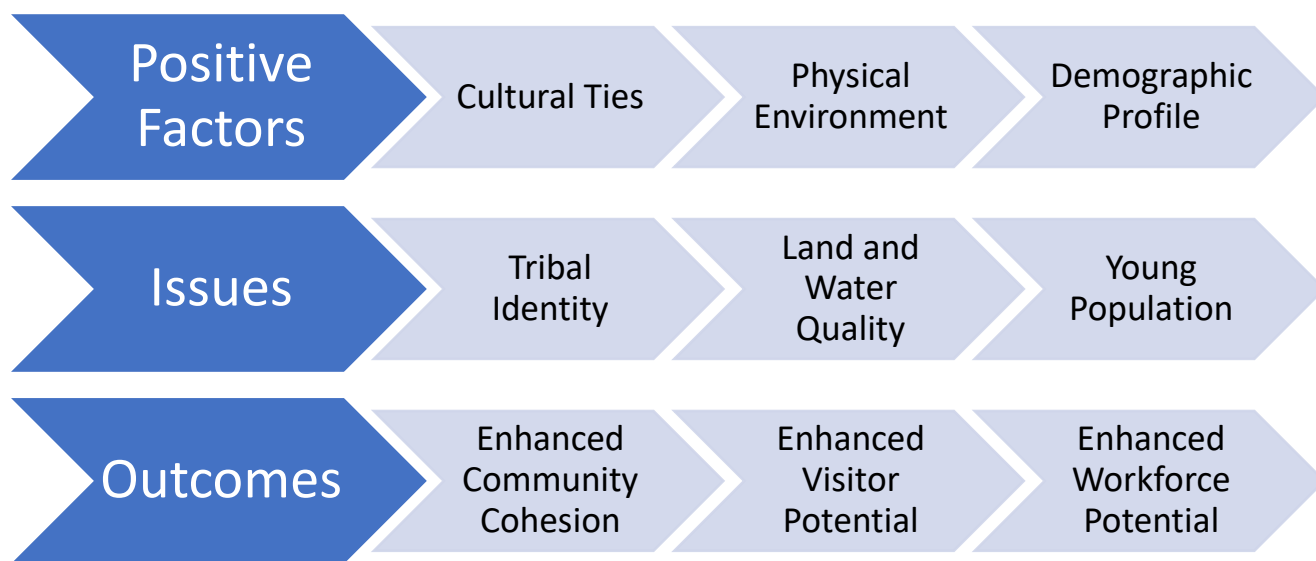
The YST’s economic situation is impacted by a number of factors. The following graphics illustrate common influences.



The YST is struggling with the social problems that plague other reservations and society as a whole. Drugs (meth and opioid addiction), broken families and crime are taking a toll on individuals and draining away the potential of too many people. Grassroots activism, Tribal initiatives and personal commitments are having an impact, but the challenges are too large to eliminate over a short timeframe.

Government policies are facts of life that contribute to slow or ineffective actions. As noted previously, the YST has assumed the responsibility for a number of services under Public Law 93-638. Managing resources closer to the ultimate beneficiaries should enhance effectiveness and efficiency.

Finally, Tribal employment prospects are related to the qualifications of individuals and the needs of employers. Tribal jobs offer a career starting point, but private employment may bring more opportunities to the most persons. The “gap” between skills and jobs is being narrowed, but more training and development incentives are needed.



The Tribe has to continually battle with the broader cultural conditions that weaken community unity. Regardless of the influences, the YST’s future is directly linked to its heritage and cultural strength. The Tribe’s governmental structure, social customs and common belief systems are based upon mutual respect and support. This characteristic, while it may result in longer decision-making timeframes, ensures that major issues are addressed for the benefit of all members.

The reservation’s physical qualities have been reviewed previously. The YST has the potential to develop high quality environment based experiences to attract investment and visitors.

The Tribe’s future workforce has the numbers to entice employers. The relative “youth” of the demographic profile offers an opportunity for a wide variety of employment. Appropriate job training and life skill education will help the workforce reach its potential.

**Other Factors**

Access to quality healthcare is both a problem and opportunity. The YST has benefited from local dialysis treatment facilities and the construction of a Veteran’s Administration Clinic in Wagner. Indian Health

Service policies have cost Tribal members access to emergency services and primary care. The Tribe has researched home health program issues and found that:

“The delivery of medications and other rehabilitative services to eligible patients would also provide more employment opportunities in the health field.”

The Tribe will continue to encounter challenges in providing health services, but it has the management structure in place to make progress.

- ★ Tribal Health Director
- ★ Tribal Substance Abuse Program
- ★ IHS Contract Health
- ★ Community Health Office
- ★ Tribal Health Education
- ★ Community Health Representative
- ★ Youth Outreach Office



Education is a factor in Tribal development prospects. High school dropout rates are approximately 19 percent. The Tribe has developed alternative middle and high school courses to increase graduation rates. The Tribe’s Ihanktonwan Community College provides a local alternative for higher education.



Another factor associated with economic potential is the Tribe’s land base and agricultural potential. Approximately 100,000 acres of Tribal land is being farmed in 72 locations. Farming is a major industry in South Dakota and value-added agriculture has growth opportunities.

Value-added activities could include livestock raising, tourism or commodity processing. The Tribe’s 175 head buffalo herd could generate income from all three activities. According to the South Dakota Department of Agriculture (August 2015), 56.8 percent of economic output in Charles Mix County was derived from agricultural sources, along with 35.5 percent of all jobs. Agriculture will be part of the YST’s economic mix going forward.

# SWOT Analysis

## Analytical Context

The YST will review its development “strengths, weaknesses, opportunities and threats” within the values that influence Tribal decision-making. The development parameters may be illustrated through the Tribe’s official insignia and motto, which was adopted on September 24, 1975.



The symbolism contained within the insignia is outlined below.

- ★ The “Y” is also a pipe. It represents the **strength** of life. It also implies **straight talk** as being important in communicating.
- ★ The “zigzag” means prayer, to bind the **home** in love and safety.
- ★ The color “red” represents life and when painted around the lower part of the tipi assured a **friendly welcome**.
- ★ The use of “yellow” signifies **happiness** in the home.

In summary, Tribal values include:

- ✓ **strength**
- ✓ **straight talk**
- ✓ **home**
- ✓ **friendly welcome**

The Tribe’s slogan of “Land of the Friendly People of the Seven Council Fires” imparts a similar theme.

These values illustrate the connection between the people and their leadership. Decisions are not always made based upon “cold, hard facts”. Rather, the well-being and interests of the Tribe as a whole must be considered, along with historic and cultural factors, such as relationships to the land.

The Tribe, as a sovereign nation, cannot divorce its economic interests from its community responsibilities. Tribal leaders recognize the benefits of separating business operations from politics. However, any realistic analysis of Tribal development factors will, by necessity, include subjective



considerations. EDA’s recommended data tools will be utilized, if they can add value to the Tribe’s understanding of current or future conditions. The YST will not employ analytical tools or data sets that are not applicable or appropriate to its location characteristics or development situation.

## Strengths

The following attributes enable the YST to:

- ❖ Expand existing development undertakings;
- ❖ Create development opportunities; and
- ❖ Sustain primary development foundations.

The attributes are not listed in any particular order of significance. They are numbered to facilitate further discussion. Each attribute will be explained via their elements and impacts.

### 1. Leadership Support

- ✓ Elected Business and Claims Committee (Policy Development)
- ✓ Management Expertise (Program Implementation)
- ✓ Open Public Engagement (General Council)
- ✓ Cooperation with other Governmental units

The YST has demonstrated the ability to manage a wide variety of programs and services. The Tribe has codified public participation via the General Council and its democratic form of government. The Tribe has also cooperated with municipal, county and state agencies on issues of mutual interest.

### 2. Business Climate

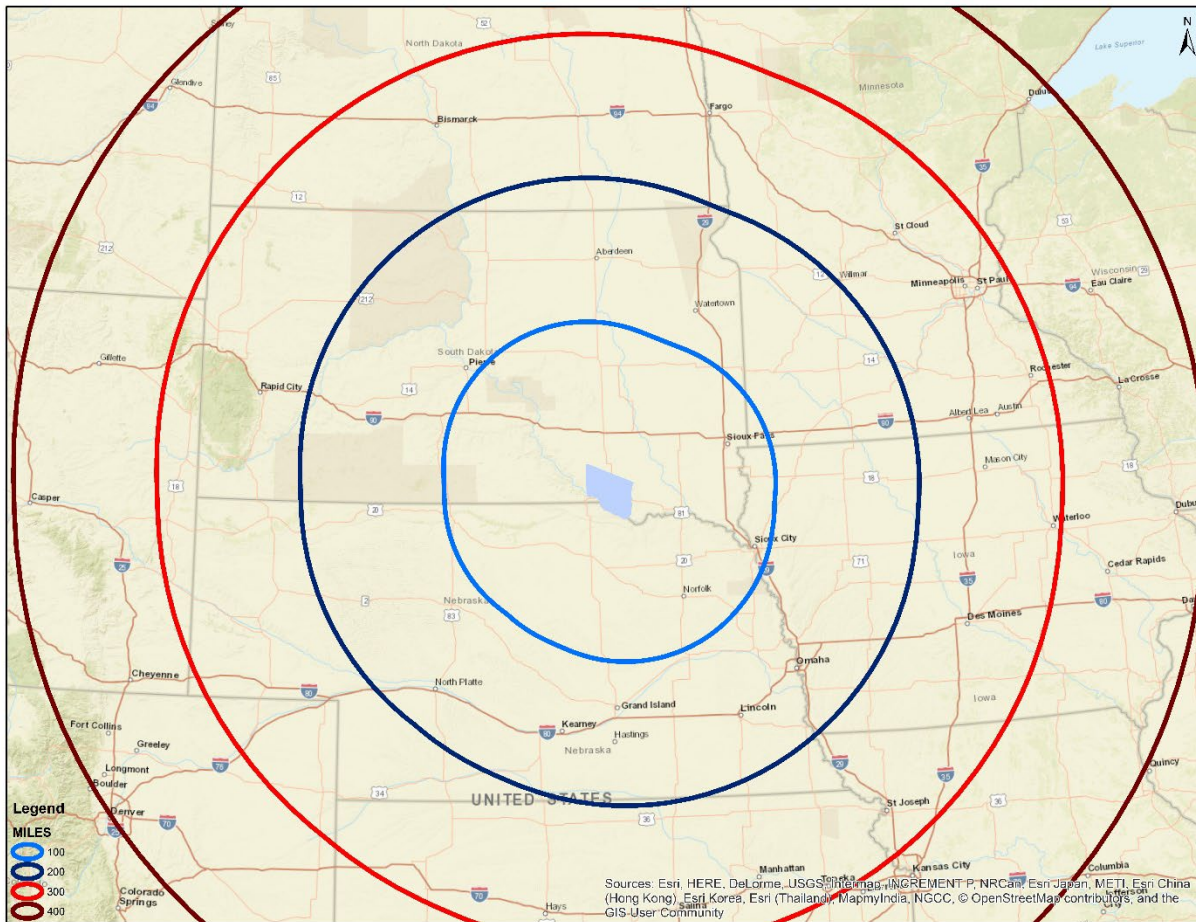
- ✓ Entrepreneurial Spirit
- ✓ Ability to Partner
- ✓ Foundational Perspective
- ✓ Experience Based Adjustments

The YST is willing to seek economic opportunities in a variety of sectors, ranging from “aquaponics” to wind energy. Its diverse interests are based upon knowledge that multiple approaches mitigate risk and that all ventures are not successful. Developing a business incubator, creating a Tribal corporation for Small Business Administration 8(a) contracting and establishing corporation codes will lay a foundation for future success.

### 3. Physical Site and Situation

- ✓ Missouri River
- ✓ Agricultural Land Base
- ✓ Geographic proximity to Travel Corridors

✓ Relative Location to Metropolitan Areas



The Tribe's relationship to the Missouri River was reviewed earlier. The River provides both a high quality water resource and a visible link to the Tribe's history. The potential of agricultural land to generate income and jobs was also summarized previously. The YST Reservation is part of the "Oyate Trail" corridor, which promotes tourism along its 395 mile length. Corridor tourism promotion adds value to more localized efforts and the Oyate Trail complements the Tribe's marketing of its casino, travel center and associated attractions. The Reservation and Tribal communities are within 90 minutes of two metropolitan areas and close enough to other larger population centers to warrant consideration for business expansion projects.

4. Workforce

- ✓ Younger Population
- ✓ Training Opportunities
- ✓ Employer Interest
- ✓ Comprehensive Approach

The Tribe's primary development asset is its people. Younger members have the benefit of a wide range of training and professional education opportunities, that are often driven by

employers. The YST appreciates the need for complimentary workforce initiatives, such as housing and life skills education. The challenge will continue to be placing the right people in the right situation to succeed.

Summary: The YST is poised to make dramatic progress in economic development. Its strengths are tangible and the leadership appears to be in place to take advantage of them.

## Weaknesses

For the purposes of the CEDS SWOT process, the term “weaknesses” include:

- ❖ Challenges to orderly development that may be internal or external in nature;
- ❖ Deficiencies in capabilities or capacities that could impede or hamper development undertakings;
- ❖ Gaps in information or knowledge that limit Tribal planning or development responses; and
- ❖ Problems of a chronic nature that demand public attention and Tribal resources.

As noted throughout this document, the YST has to address development from multiple perspectives. The following weaknesses represent one set of circumstances faced by Tribal leaders and community members. They will not impact every development situation.

1. Labor Force Engagement Challenges
  - ✓ Limited Ability to Commute
  - ✓ Education May Not Match Job Needs
  - ✓ Life Skills/Work Ethic Issues

The Tribal leadership is aware of the needs associated with preparing individuals for the workplace. Training programs exist, but more needs to be done.

2. Infrastructure Needs
  - ✓ Administration and Detention Facilities
  - ✓ Transportation Support
  - ✓ Energy Initiatives
  - ✓ Water and Waste Utilities

Infrastructure issues will benefit from the investment of additional resources. In most cases, the Tribe will require outside funding support. Some of the situations will be handled over a period of years. Others will require a special allocation to address immediate needs. The infrastructure issues are on the Tribe’s priority “radar.” They will remain priorities for the foreseeable future.

3. Baseline Information Gaps
  - ✓ Census data
  - ✓ Environmental Monitoring

- ✓ Program Coordination and Communication
- ✓ Public Awareness

The Tribe manages information in numerous forms. It often lacks access to accurate data from local, regional, and national sources. The gaps may be in form of a geographic omission (i.e. no specific information within Reservation land boundaries), technical shortcoming (i.e. no monitoring equipment), or management priorities (i.e. no sustained effort because of competing needs). Regardless of the circumstances, the Tribe would reap rewards from better information management systems. The “checkerboard” nature of Tribal land complicates the accurate collection of data.

#### 4. Housing, Healthcare and Social Service Problems

- ✓ Meeting Public Health and Safety Standards
- ✓ Maximizing Outside Assistance
- ✓ Building Service Sustainability
- ✓ Combating Substance Abuse and Domestic Violence

The Tribe’s responsibilities to its members extends to all areas of life. Economic development initiatives, while important, must be weighed in relation to the availability of scarce resources. Likewise, quality of life factors impact the success of development efforts since they affect the workforce and the public’s perception of the YST.

Summary: Weaknesses are associated with interventions that involve public investment (i.e. infrastructure), community action (i.e. abuse situations), and solutions that require personal growth (i.e. work ethic commitment). The Tribe will attempt to address these situations as conditions demand and funding permits. It is not an issue of awareness, but rather a function of resource allocation and public resolution.

### Opportunities

Opportunities include a range of development prospects and probabilities. The YST may not be able to take advantage of every opportunity, but it does have the expectation that every opportunity will lead to positive outcomes. The main variables are the degree of implementation along with the timing of the activity. Each of the identified opportunities will be considered in terms of its anticipated timeframe.

- ★ Immediate – Ongoing
- ★ Short-term – 1 to 5 Years
- ★ Long Range – 5 Years Plus

Individual timeframe estimates will certainly change as the result of unforeseen conditions. Even longer-range opportunities could have immediate impacts.

1. Utilization of federal marketing, procurement and business support programs (Ongoing)
  - ✓ Small Business Administration (SBA) 8 (a) business planning
  - ✓ HubZone and Opportunity Zone Status
  - ✓ Federal contracting and disadvantaged business development assistance (SBA, Procurement Technical Assistance Center, etc.)
  - ✓ USDA Rural Business Development Grants and other resources

The aforementioned programs offer advantages to Native American enterprises. The YST needs to engage program managers to take full advantage of federal assistance.

2. Facility Construction (Short-term)
  - ✓ Detention Center
  - ✓ Tribal Administration Building
  - ✓ Food Service Center
  - ✓ Business Incubator

These facilities are in various stages of planning and/or construction. Their potential benefits to the Tribe includes better service delivery and job creation.

3. Labor Force Characteristics (Ongoing)
  - ✓ Large, younger demographic cohorts
  - ✓ Entry level wage earners (affordable workers)
  - ✓ Inexperienced, trainable, able bodied labor with broad employment potential
  - ✓ Available, middle management capable trainees

The common characteristics of the Tribe's workforce are youth and training potential. The YST includes members that could perform a wide variety of construction, manufacturing and technical jobs with appropriate training and life skills education. Workforce is a "front burner" issue throughout South Dakota. The Tribe needs jobs to match with its labor pool. Recognizing and acting upon this opportunity will be key factors in the Tribe's economic development strategy.

4. Agricultural Product Diversification (Short-term)
  - ✓ Involvement from Tribal Farm Planning
  - ✓ Commodities for Tribal Food Consumption
  - ✓ Buffalo Herd
  - ✓ Farm Management Training

The flexibility afforded by the Tribe's farming operation allows for the introduction of new, higher return crops. A bonus would be related, value added processing facilities. Markets, supply chain factors and management capacity will all play roles in Tribal



decisions to act on value added ventures. The local production of healthy food will benefit all members.

5. Local Entrepreneurial Climate (Long Range)
  - ✓ Potential for retail and service businesses
  - ✓ Internal markets
  - ✓ Access to technology (internet)
  - ✓ Attitudes

The YST has a tradition of entrepreneurship. The potential exists for the creation of small retail and service businesses that focus on local markets. Startup capital and business management support will be essential to give individuals a chance for success. Tribal members have an aptitude toward business development. They need support structures to minimize common startup challenges. While success is always predicated on numerous factors, the initiative to take risks is an essential first step.

Summary: The Tribe's opportunities include both human and physical attributes. Strengthening the potential of the labor force will involve a comprehensive approach that has educational and cultural elements. Building on locational advantages will require addressing a series of legal, financial and managerial tasks. The YST is well aware that its "path forward" will have to be traveled through a series of incremental steps. Experience and initiative will make the journey easier, but not without pauses or detours.

## Threats

EDA's CEDS guidelines defines threats as:

"...chances or occasions for negative impacts on the region or regional decline."

Although this definition may apply to larger geographic areas and more "main stream" societies, it does not take into account the underlying importance of Tribal identity, culture and survival to each and every YST member. In other words, nothing compares in value to the sense of "people", "nation", and "heritage" that brings the Tribal community to life.

For the purposes of this document, the YST defines threats as:

"Any internal or external condition, influence or action that jeopardizes the cohesion of the Tribal community or erodes the linkage between the Tribe and its traditions."

Each threat will be considered in terms of its known and potential consequences.

1. Harmful Life Circumstances
  - ⇒ Drugs and Alcohol Abuse
  - ⇒ Teen Births

- ⇒ Single Parent Households
- ⇒ School Dropouts

These threats are typically the result of poor choices and/or social pressures. The impacts are both personal and community-wide. Their overall costs are almost beyond calculating if lost human potential is considered. The YST is attacking the issues with whatever means are at its disposal. The development impacts include limiting the workforce, diverting Tribal resources and weakening families. These issues demand immediate attention and will undermine the Tribe's overall well-being if not successfully addressed.

## 2. Quality of Life Conditions

- ⇒ Housing
- ⇒ Recreational Amenities
- ⇒ Entertainment/Cultural Experiences

Although these issues may seem to be unlikely candidates for threat classification, they embody conditions that contribute to people moving away or not wanting to live on the Reservation. Maintaining decent housing stock is always problematic. Quality recreation facilities are expensive to build and maintain. In an age of "online" entertainment, providing opportunities for community relaxation and engagement is important for all age groups. The development threat posed by quality-of-life factors include a loss of workforce, failure to attract talented professionals or managers and public perceptions that the community is not a good place to live.

## 3. Macro Forces

- ⇒ Government Policies and Decisions
- ⇒ Climate Change
- ⇒ Global Markets

Although the YST is a sovereign nation, with delineated rights and responsibilities, it is still subject to outside forces that exceed Tribal control. Federal policies and decisions influence community life in areas ranging from healthcare to environmental protection. Weather influences include: Tribal agricultural production, Missouri River shoreline stabilization, and wildfire conditions. Commodity market swings may hamper farm income and Tribal development efforts. The best response to these threats involve resiliency measures which will be reviewed in another section. The nature of macro forces dictates that anticipation, preparation and communication are the most realistic approaches in adapting to the threats.

## 4. Health and Safety Concerns

- ⇒ Chronic Health Problems
- ⇒ Pedestrian Protection
- ⇒ Access to Care

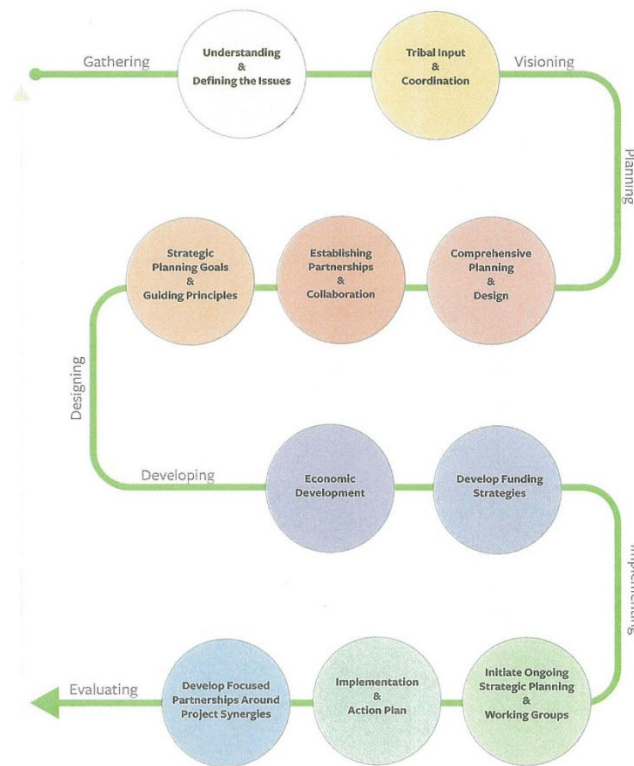


These threats are again associated with personal behaviors, along with community facilities. Health conditions, such as diabetes, are partly due to lifestyle choices. The Tribe has significant pedestrian traffic that contributes to transportation safety concerns. Access to healthcare impacts several situations such as infant mortality, low birth rates, and premature adult deaths. Again, the welfare of the community is a paramount concern of the Tribe. The economic development impacts of health and safety threats include: workforce limitations, competition for Tribal financial resources and public perceptions about community well-being.

Summary: The majority of identified threats directly impact individuals, along with the entire Tribal community. The threats are immediate obstacles to economic progress and long-term Tribal prosperity. The Tribe’s leadership is continually reminded of the threats as it deals with the daily challenges of government. However, personal acceptance of responsibility in changing harmful behaviors will significantly alter the future impacts of community-wide dangers. Education, healthcare and cultural awareness programs will help individuals improve their personal lifestyles. These approaches should benefit from the active participation of respected elders and spiritual leaders.

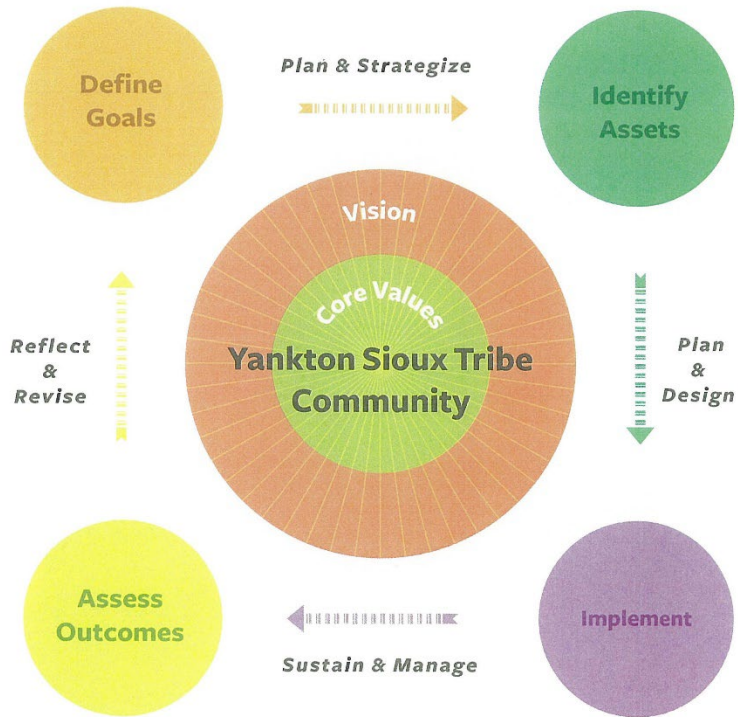
This SWOT exercise reflected the current thinking of Tribal leaders. The Tribe’s emphasis on membership welfare was recently reinforced through a two-day strategic planning process. The following diagrams illustrate the planning process and its relationship to core Tribal values. The outcome of the planning work will be included in the next CEDS report. The process is closely related to the CEDS structure.

DEVELOPMENT PROCESS DIAGRAM

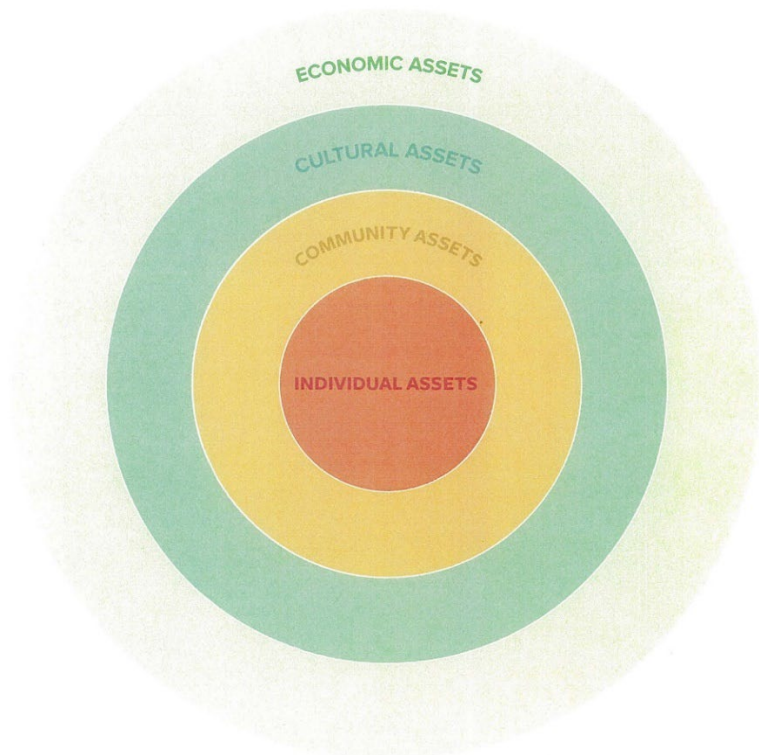




### STRATEGIC PLANNING DIAGRAM



### ASSET WHEEL



# Strategic Direction/Action Plan

For the purpose of this document the YST has expressed the following vision for Tribal development:

“To achieve economic self-sustainability for the Yankton Sioux Tribe.”

The fulfillment of this vision will require time and incremental implementation measures. The YST recognizes that chronic development challenges will not be overcome with anything short of long term commitments. The Tribe’s development approach will be centered around five goals. Each goal will be further explained via a rationale statement and specific objectives. The objectives and associated action elements will be presented in tabular form.

The goals will **not** be given a particular priority status. Objectives, within each goal will be assigned a relative priority rating. The fact that the goal is identified by the Tribe imparts a clear degree of importance. Putting a number in front of a goal does not preclude unanticipated events from changing its status. In fact, the Tribe may be negatively affected by assigning priority numbers because it raises expectations that may not be met. It also imparts a rigidity that is inappropriate for a planning process of this type. Goals will usually be given a preference in terms of Tribal resources. Goals will be addressed collectively and/or individually as opportunities arise or problems demand more immediate attention.

The following goals will be Tribal priorities over the next five-year period (2018-2023). They are numbered for discussion purposes.

## Tribal Development Goals

1. Expand economic development and Tribal employment opportunities.

Rationale: The foundation of personal and Tribal prosperity has to include elements that lead to private and community wealth creation, along with the pride that comes from productive labor and achievement.

2. Build community services and facility capacities.

Rationale: Tribal programs and their delivery systems are dependent, in part, on the quality of the service “environment.” Staff training, physical spaces and associated tools all contribute to member participation and levels of success.

3. Foster human resources development.

Rationale: Promoting personal safety, health and welfare are essential in meeting the needs of all persons, especially the very young and elders.

4. Manage natural resources development.

Rationale: The Tribe's identity is expressed through its traditions, which include a strong connection to the natural world. Resources must be used in ways that both benefit the community and protect the environment.

5. Create additional educational opportunities.

Rationale: The Tribe's heritage, workforce and overall quality of life hinge upon its ability to impart knowledge to future generations.

Action/Implementation Plan

As noted previously, the Tribe's development objectives will be laid out in tabular form. This format provides the reader with a snapshot of proposed activities on a goal by goal basis. The column headings are defined below.

Objective:	Measurable outcome
Lead Agency:	Entity with the primary responsibility in addressing the objective
Expected Results:	Benefits from achieving the objective
Performance Measures and Evaluation Indicators:	Tangible milestones, or benchmarks, that document progress
Funding Source/Agency:	Sources of revenue or technical assistance
Timeframe:	Activity implementation period or completion target
Jobs Created:	Estimated employment resulting from activity (if applicable)
Priority:	Indication of the comparative urgency or significance of the specific objective

The costs associated with the objectives are not listed for five reasons:

1. Cost factors will be evaluated as part of department or general budget processes;
2. Any cost figures would almost certainly be out of date before the activities are undertaken;
3. Listing costs may create undue tension or concern among implementing entities that are competing for Tribal resources;
4. Anticipated funding partners may or may not be realistic, depending upon future policy decisions; and
5. It is a futile exercise to play with numbers when specific project or program elements are not clearly identified.

The priority rating imparts a status that should lead to more financial investments, if funding is necessary. Sometimes it is public awareness, political support and managerial improvements that create change. Funding is not always the only resource that makes a difference.

Each rating category has a specific meaning. They are subject to change as the Tribe undertakes an annual CEDS review.

- ❖ High Priority            Community-wide issue, with immediate and/or sustained attention needed
- ❖ Medium Priority        Important issue with significant impacts
- ❖ Low Priority             Major issue with targeted impacts

Objectives may be moved into different priority categories as conditions change or opportunities arise.

The YST's Implementation Plan will serve as a guideline for the assigning of program and budget priorities. High priority activities are expected to receive attention via funding, political support and public awareness. Tribal development implementation will be affected by:

- ❖ Elected leaders;
- ❖ Tribal administrative staff; and
- ❖ Public opinion.

Situations and circumstances continually change. No one plan or set of strategies can be expected to be implemented without annual adjustments.

The Tribe will review the Implementation Plan on a regular basis. It will evaluate needs, costs and potential impacts in relation to feasibility, funding and immediate benefits. Realizing tangible outcomes will be a critical factor in maintaining development momentum.

**CEDS ACTION/IMPLEMENTATION PLAN – Responsibly Engaged Government Developing Meaningful Tribal Projects and Initiatives**

**CEDS Goal 1: Expand economic development and Tribal employment opportunities**

<b>Objective or Task to be Implemented</b>	<b>Lead Agency</b>	<b>Expected Results</b>	<b>Performance Measures and Evaluation Indicators</b>	<b>Funding Source/Agency</b>	<b>Time Frame</b>	<b>Jobs Created</b>	<b>Priority</b>
Develop a master site plan for business development that is compatible with the General Land Use: <ul style="list-style-type: none"> <li>★ Commercial Use</li> <li>★ Cultural Center</li> <li>★ Housing subdivision</li> <li>★ Gas Station</li> <li>★ Wellness Center</li> <li>★ Laundry mat</li> <li>★ Mixed use buildings</li> </ul>	Business & Claims Committee YST Economic Development Trust Find Rural Development Office of Indian Economic Development (OIED) Tax Department Yankton Sioux Housing Authority District III	Establish technical assistance in supporting economic development.  Develop businesses annually.  Seek financing for businesses.  Develop a land use plan.	Number of Tribal member businesses created.  Number of jobs created.  Increased revenue for Tribe.  Increasing capital for Tribe.	American Rescue Plan funds  Development Trust Fund  Small Business Loan  Other Tribal charitable giving programs	2022-2027	15	High
1. Energy Development: Solar, Wind and Geothermal <ul style="list-style-type: none"> <li>★ Solar mini-grid</li> <li>★ Wind turbines</li> <li>★ Geo-thermal</li> </ul>	Business & Claims Committee Economic Development Office Department of Energy Oceti Sakowin YST Housing	Goal is to become 50% energy independent within five years. Develop MOU's.	Construction of: 20 Large Wind Turbines 30 Smaller Community Wind Turbines Solar Arrays Geothermal System Increased energy self sufficiency	Department of Interior Department of Energy Shakopee Mdewakanton Sioux Tribe Oceti Sakowin Power Authority	2023-2028	50	High
2. Infrastructure Development: <ul style="list-style-type: none"> <li>★ Holding Corporation</li> <li>★ Commercial Codes</li> <li>★ Incubator for Cultural and Micro-businesses</li> <li>★ Value-added farm program and farmers market</li> </ul>	B&C Committee Tribal Attorney Department of Law & Justice Tribal Courts Development Trust Fund USDA Food	Holding Corporation developed UCC codes developed Incubator created for cultural & micro-businesses Creation of Farmers Market	The Tribal Council will enact new ordinances, as needed based on input from: Tribal Law and Justice (enforcement), Tribal Courts (judgments), the Tribal Attorney and appropriate departments.	Shakopee Mdewakanton Sioux Department of Treasury Development Trust Fund	2022-2027	10	High
3. Transportation <ul style="list-style-type: none"> <li>★ Obtain funding opportunities for roadway improvements</li> <li>★ Increased infrastructure for camping and boating needs</li> <li>★ Strategic planning for scenic byways</li> </ul>	Business and Claims Committee YST Road Department Economic Development Office Environmental Protection Agency	Scenic byways Campgrounds Boat Landing	All involved agencies will monitor as planning and services progress	Yankton Sioux Tribe	2023-2028	N/A	High

**CEDS Goal 2: Build community services and facility capacities.**

Objective or Task to be Implemented	Lead Agency	Expected Results	Performance Measures and Evaluation Indicators	Funding Source/Agency	Time Frame	Jobs Created	Priority
1. Family Wellness Resource Center <ul style="list-style-type: none"> <li>★ Residential addiction rehab and mental health treatment center.</li> <li>★ Support emotional wellbeing activities</li> <li>★ Foster family healing programs</li> <li>★ Develop a reconnection program for families</li> <li>★ Prevention, Treatment, and Recovery innovations</li> </ul>	Business and Claims Committee Development Trust Fund YST Economic Development Office SAMSHA Canku Teca Department of Social Services Tribal Courts and other judicial systems Local agencies YST TOR department	Provide support services for YST Community. More convenient location for community healthy lifestyles. Provide medication-assisted treatment (MAT).  Reconnect and support reunification for families.	Families served and preventative measures for the community will monitored through feedback surveys and job creation.  To facilitate the implementation of evidence-based treatment for opioid and meth abuse.	YST ARPA funding Development Trust Fund Tax Program SAMASHA Department of Justice (DOJ) CTAS Other Tribal Charitable programs.	2022-2027	10	High

**CEDS Goal 3: Foster human resources development.**

Objective or Task to be Implemented	Lead Agency	Expected Results	Performance Measures and Evaluation Indicators	Funding Source/Agency	Time Frame	Jobs Created	Priority
1. Home Ownership Development <ul style="list-style-type: none"> <li>★ Creation of Home Ownership Sub-division</li> <li>★ Housing needs study</li> <li>★ Credit Rebuilder Course</li> <li>★ Home Ownership Down Payment</li> <li>★ Strategize Housing Plan</li> </ul>	Economic Development Office YST Housing B&C Committee CDFI Minnesota Housing Partnership SD Native Homeownership Coalition FHLB	Tribal Member will rebuild their credit to purchase their own home. Home Purchasing. Completed Housing Study. Governor Houses. Developed Housing Sub-division.	Annual completion of five FHLB Grant applications for down payments. Home ownership in sub-division. Number of credit repairs. Housing Need Study. Number of Governor Houses procured.	FHLB CDFI YST Housing US Veterans Affairs District III USDA SD Native Home Ownership Coalition	2023-2028	20	High
2. Diabetes/Tribal Health Improvement <ul style="list-style-type: none"> <li>★ Improved health strategies for at risk diabetes patients</li> <li>★ More preventative programs</li> <li>★ Increased awareness of health risks/behaviors</li> <li>★ Administer Special Diabetes Program for Indians (SDPI) grant</li> </ul>	Indian Health Service YST Tribal Health Business and Claims Committee Development Trust Fund Other Tribal agencies	Lowered number of diabetic patients. Increased awareness of overall health risks. Prevention of STI's, HIV and reduced number of teen pregnancies.  Acquire a new wellness center to provide diabetes treatment and /or prevention activities and/or services. Based on diabetes related community needs.	All involved agencies will monitor as programs and services progress.  Create jobs	Indian Health Services YST Tribal Health Development Trust Fund Various preventative grants obtained	2022-2027	N/A	High
3. Tribal Law/Meth Codes <ul style="list-style-type: none"> <li>★ Improved codes for prevention of increased meth use and traffic within the YST Community</li> </ul>	Business and Claims Committee YST Constitution and Revision Committee	Update of Meth codes within Tribal Law handbooks	Increased prevention of meth use and traffic within the YST community	Yankton Sioux Tribe	2020-2025	N/A	High

**CEDS Goal 4: Manage natural resources development.**

Objective or Task to be Implemented	Lead Agency	Expected Results	Performance Measures and Evaluation Indicators	Funding Source/Agency	Time Frame	Jobs Created	Priority
1. Agriculture/Farming: <ul style="list-style-type: none"> <li>* Community Gardens</li> <li>* Tribal Member Farms</li> <li>* Bee Farms</li> <li>* Buffalo Ranch</li> <li>* High Tunnels</li> <li>* Fruit Trees</li> <li>* Hay Program</li> <li>* Beginning Farmer Program</li> <li>* Farm to School Program</li> <li>* Creation of Farm/Ranch Enterprise</li> <li>* Greenhouses</li> <li>* Develop Strategic Land Use Plan</li> <li>* Develop a Medical Cannabis Cultivation Program (MCCP) and Assessment</li> </ul>	Business & Claims Committee YST Farm Board South Dakota State University Oweesta First Nations Boys & Girls Club Game Fish & Parks Farmer Service Agency FSA Charles Mix County Commission Other Tribal agencies	Trust land farmed Increase buffalo herd to 250 Build community high tunnels & greenhouses Value added products Farmer's Markets Establish Bee Farm Establish Farm/Ranch Operation Establish a beginners Farm to School program Creating revenue and jobs	200 acres leased & farmed annually for 10 years One high tunnel per community One garden created annually Amount of food harvested Income created from hay program Five-year Comprehensive Strategic Land Use Plan Increased revenue for Tribe	Development Trust Fund First Nations Oweesta Shakopee Mdewakanton Sioux YST Communities Sale of buffalo Economic Development Administration South Dakota State University Agriculture Department Other Tribal agencies	2022-2027	20	High
2. Historic Preservation <ul style="list-style-type: none"> <li>* Preservation of all historical artifacts, landmarks and documents</li> <li>* Develop a cultural and language immersion program</li> <li>* Constitution and Revision Policy Development</li> </ul>	Tribal Historical Preservation Office Business and Claims Committee Bureau of Indian Affairs Tribal Community Constitution and Revision Committee	Preservation of all obtained historical artifacts, landmarks and documents.	All involved agencies will monitor as planning and services progress	Yankton Sioux Tribe Development Trust Fund First Nations Grants Native Governance Administration for Native Americans(ANA)	2023-2028	N/A	High
<b>CEDS Goal 5: Create additional educational opportunities.</b>							
Objective or Task to be Implemented	Lead Agency	Expected Results	Performance Measures and Evaluation Indicators	Funding Source/Agency	Time Frame	Jobs Created	Priority
1. Expand vocational and on the job training.	TERO Staff Ihanktonwan Community College (ICC) Tax Program WIOA program	Additional skill development of new and experienced workers.	Course completion and job placement	Yankton Sioux Tribe	2023-2028	2	High
2. Promote course preparation in Science, Technology, Engineering and Math (STEM)	Local School District	Better graduation rates and placements to college and technical institutes	Enrollment, graduation and placement rates	BIA Tax Program Higher Education	2023-2028	N/A	High

# Evaluation Framework

## Framework Factors

The YST will measure CEDS performance through a framework that is built upon:

1. Relevancy – Does the evaluation methodology make sense?
2. Transparency – Can the evaluation methodology be understood by the intended audiences?
3. Consistency – Will the evaluation methodology be trackable over time?

Relevant factors will have the following characteristics:

- ★ Suitable to the Tribe’s situation;
- ★ Based on reliable sources; and
- ★ Expressed through comprehensible units or details.

Transparent factors include:

- ★ Plain language that avoids jargon or bureaucratic verbiage;
- ★ Honest and fair disclosure of positive and negative outcomes; and
- ★ Open and timely access by all interested parties.

Consistency factors involve:

- ★ Establishing credible data baselines;
- ★ Creating practices that can be maintained, regardless of personnel changes; and
- ★ Determining the time intervals that mean something in analyzing changes.

Each of the aforementioned factors is part of the “picture” that illustrates the Tribe’s development progress. No single element will tell the whole story. The Tribal community is a composition of people, place and culture. Trying to evaluate change, based solely upon regional or national statistical indicators is not going to reflect reality. A blending of facts, perceptions and potential will get closer to the truth.

## Audience

The CEDS will be evaluated with three primary end users in mind.

Tribal Community – the information should **explain** how Tribe’s vision, priorities, and actions have made tangible differences.

Development Partners – the information should **document** a return on their investment of funding, expertise or credibility.

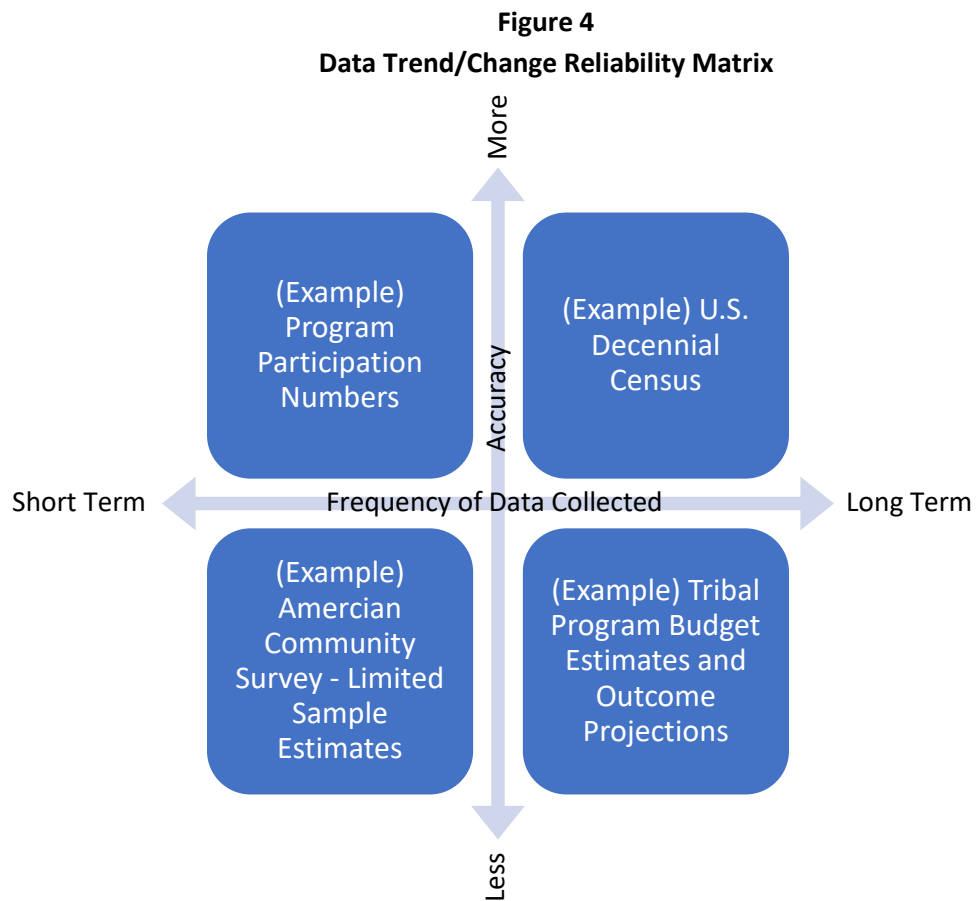
Tribal Leadership – the information should **validate** the approach being used and the CEDS process.



The evaluation will also provide feedback to program managers on their efforts to implement development related strategies. The CEDS authorship and ownership rests with the Tribe, but its reach extends to aligned entities and interests. CEDS performance is one way of demonstrating the Tribe’s commitment to potential investors and entrepreneurs.

**Evaluation Measures**

The YST will strive to measure the CEDS using readily accepted and reliable data sets. A challenge will be analyzing outcomes for trends and changes. There is a relationship between data frequency and its accuracy in measuring meaningful changes or trends. Figure 4 illustrates the situation.



The key take away from Figure 4 is that identifying trends or major changes in conditions may require more time than is covered by an annual CEDS report or the entire five-year CEDS period.

Each CEDS goal will be evaluated through the following measures. The initial activity of establishing a baseline or benchmark will take a variety of forms.

The benchmarks or baselines will be a primary activity during the first year of the CEDS. Although some outcomes may be available by the end of the year, the benchmarks need to come first.

**PERFORMANCE MEASURES**

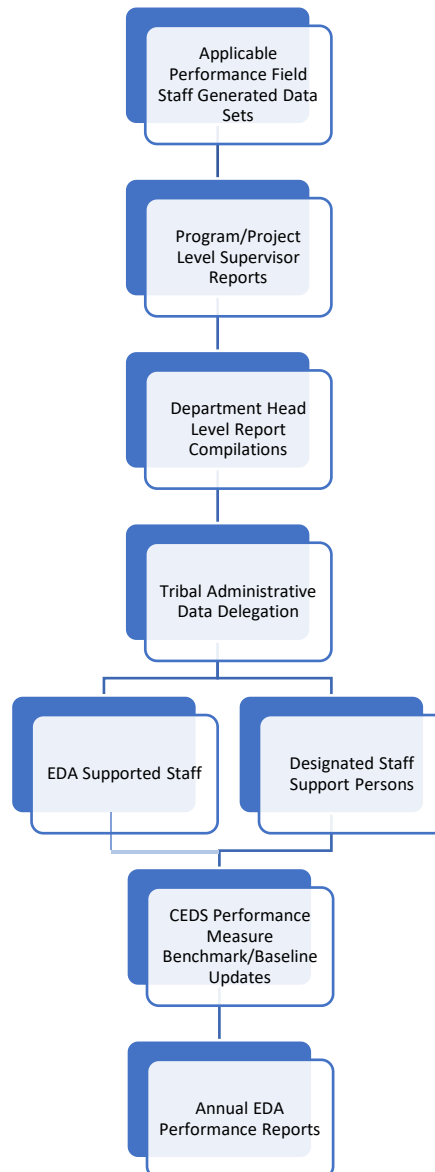
<b>CEDS Goal 1: Expand economic development and Tribal employment opportunities.</b>			
<b>Benchmarks/Baselines</b>	<b>Measures/Examples</b>	<b>Information Compilation Responsibility</b>	<b>Outcomes Expected</b>
1. Master Plan - Develop a master site plan for business development that is compatible with the General Land Use	<ul style="list-style-type: none"> <li>- Number of businesses assisted</li> <li>- Jobs created</li> <li>- Revenue generated</li> </ul>	<ul style="list-style-type: none"> <li>- YST Economic Development Office</li> </ul>	<ul style="list-style-type: none"> <li>- Increased employment opportunities</li> <li>- Development of additional businesses</li> <li>- Formation of entrepreneurial support network</li> </ul>
2. Energy Development	<ul style="list-style-type: none"> <li>- Cost of energy to individuals and Tribal enterprises</li> <li>- Number of “green” energy units/projects</li> </ul>	<ul style="list-style-type: none"> <li>- Economic Development Office</li> <li>- Business and Claims Committee</li> </ul>	<ul style="list-style-type: none"> <li>- Reduction in energy costs and less reliance on traditional energy sources</li> </ul>
3. Infrastructure Development	<ul style="list-style-type: none"> <li>- Number and variety of development initiatives supported</li> <li>- Number of people assisted</li> </ul>	<ul style="list-style-type: none"> <li>- Business and Claims Committee</li> <li>- Program Managers</li> </ul>	<ul style="list-style-type: none"> <li>- Establishment of business support facilities and services</li> <li>- Creation of jobs and investment opportunities</li> </ul>
4. Transportation Enhancements	<ul style="list-style-type: none"> <li>- Number and type of new facilities and planning efforts</li> <li>- Additional funding secured</li> </ul>	<ul style="list-style-type: none"> <li>- Road Department</li> <li>- Economic Development Office</li> </ul>	<ul style="list-style-type: none"> <li>- Better travel and tourism facilities</li> <li>- Enhanced public safety</li> </ul>
<b>CEDS Goal 2: Build community services and facility capacities.</b>			
<b>Benchmarks/Baselines</b>	<b>Measures/Examples</b>	<b>Information Compilation Responsibility</b>	<b>Outcomes Expected</b>
1. Family Wellness Resource Center	<ul style="list-style-type: none"> <li>- Number and type of services</li> <li>- Number of people assisted</li> </ul>	<ul style="list-style-type: none"> <li>- Business and Claims Committee</li> <li>- Economic Development Office</li> <li>- General Council</li> <li>- Development Trust Fund</li> </ul>	<ul style="list-style-type: none"> <li>- Better food options for Tribal members</li> <li>- Decline in poor nutrition related problems</li> <li>- Acquire a new wellness center to provide diabetes treatment and /or prevention activities and/or services.</li> </ul>
<b>CEDS Goal 3: Foster human resources development.</b>			
<b>Benchmarks/Baselines</b>	<b>Measures/Examples</b>	<b>Information Compilation Responsibility</b>	<b>Outcomes Expected</b>
1. Home Ownership Development	<ul style="list-style-type: none"> <li>- Number of units built or improved</li> <li>- Number of people assisted</li> <li>- Number of jobs created</li> </ul>	<ul style="list-style-type: none"> <li>- YST Housing</li> <li>- Economic Development Office</li> <li>- Development Trust Fund</li> <li>- USDA</li> </ul>	<ul style="list-style-type: none"> <li>- Enhanced housing opportunities for Tribal members</li> <li>- Creation of housing related jobs</li> </ul>
2. Tribal Health Initiatives	<ul style="list-style-type: none"> <li>- Number of persons impacted</li> <li>- Reductions in specific health and social problems</li> </ul>	<ul style="list-style-type: none"> <li>- Indian Health Services</li> <li>- YST Tribal Health</li> <li>- Business and Claims Committee</li> </ul>	<ul style="list-style-type: none"> <li>- Better health conditions for Tribal members</li> <li>- More access to healthcare</li> </ul>
3. Methamphetamine Interventions	<ul style="list-style-type: none"> <li>- Reductions in meth related court cases and treatment patients</li> <li>- Increased prosecution of meth distribution cases</li> <li>- Revisions to Tribal legal codes and policies</li> </ul>	<ul style="list-style-type: none"> <li>- Tribal courts and law enforcement agencies</li> <li>- Business and Claims Committee</li> <li>- YST Housing</li> <li>- Charles Mix County</li> </ul>	<ul style="list-style-type: none"> <li>- Enhanced personal welfare and public safety</li> <li>- More efficient court and social service systems</li> </ul>

<b>CEDS Goal 4: Manage natural resources development.</b>			
<b>Benchmarks/Baselines</b>	<b>Measures/Examples</b>	<b>Information Compilation Responsibility</b>	<b>Outcomes Expected</b>
1. Production and value-added agriculture	<ul style="list-style-type: none"> <li>- Commodity production levels</li> <li>- Variety of value added initiatives</li> <li>- Food accessibility</li> <li>- Acres farmed</li> <li>- Buffalo head size</li> </ul>	<ul style="list-style-type: none"> <li>- YST Farm Board</li> <li>- Business and Claims Committee</li> <li>- Program Managers</li> <li>- Charles Mix County</li> </ul>	<ul style="list-style-type: none"> <li>- Increased revenue to Tribal enterprises</li> <li>- Opportunities for entrepreneurs</li> <li>- Better access to healthy food</li> </ul>
2. Cultural and Historic Preservation	<ul style="list-style-type: none"> <li>- Documentation and conservation of important artifacts, landmarks and documents</li> </ul>	<ul style="list-style-type: none"> <li>- Tribal Historic Preservation Office</li> <li>- Bureau of Indian Affairs</li> <li>- Business and Claims Committee</li> </ul>	
<b>CEDS Goal 5: Create additional educational opportunities.</b>			
<b>Benchmarks/Baselines</b>	<b>Measures/Examples</b>	<b>Information Compilation Responsibility</b>	<b>Outcomes Expected</b>
1. Vocational and program job training expansion	<ul style="list-style-type: none"> <li>- Number and variety of programs</li> <li>- Number of program participants</li> <li>- Participants obtaining employment</li> </ul>	<ul style="list-style-type: none"> <li>- Tribal Employment Rights Office</li> <li>- Business and Claims Committee</li> <li>- Ihanktonwan Community College</li> <li>- WIOA program</li> <li>- Tax Program</li> <li>- Charles Mix Country</li> </ul>	<ul style="list-style-type: none"> <li>- Increase in Tribal member employment</li> <li>- Reduction in personnel assistance requests</li> <li>- Community Service</li> </ul>
2. STEM Course Participation	<ul style="list-style-type: none"> <li>- Number and type of STEM courses</li> <li>- Number of students participating in STEM classes</li> </ul>	<ul style="list-style-type: none"> <li>- Tribal and Public School Administration</li> </ul>	<ul style="list-style-type: none"> <li>- Growth in students graduating from high school</li> <li>- Increase number of students attending college or technical institutes</li> </ul>

The YST will compile performance measures through its regular program monitoring activities. These assessment products will include:

- Monthly Work Reports
- Quarterly Performance Summaries
- Annual Program or Project Outcome Documentation

The Tribal administration will rely upon the person’s working directly on CEDS priority topics for the majority of performance data. These individuals will typically be department heads, program managers or service providers. The task of putting the data into a CEDS compatible format will fall to both EDA supported staff and designated personnel from each applicable Tribal government department. The flow of information is illustrated below.



As noted earlier, a key to accurately gauging performance will be the establishment of relevant data benchmarks or baselines. The first year of CEDS implementation will be focused on developing solid data points that will be readily evaluated by both Tribal leaders and community members. If the information makes sense to the Tribe, it should meet EDA's standards.

In addition to the "quantifiable" CEDS measurements the Tribe will be assessing the community's response in several subjective ways, including

- ★ Public attitudes toward development issues;
- ★ Engagement of elected and appointed officials in the development process;
- ★ Participation of targeted groups (youth and elders) in development programs and activities; and
- ★ Issue awareness within development circles and the community at large.

Meeting attendance and participation, along with social media traffic and news coverage will be observable indicators.

Annual adjustments to the CEDS may impact how performance is measured, but the data standards and process will remain consistent. The probability of an adjustment will increase with the:

- ★ Completion or accomplishment of a goal or objective;
- ★ Modification or elimination of a goal or objective because of changing conditions; or
- ★ Identification of a new goal or objective because of an opportunity of challenge.

Adjustments will be an administrative decision, as directed by Tribal leadership.

# Economic Resilience

The YST cannot review resiliency without first recognizing the need for a united, strong community. The CEDS process has placed the wellbeing of Tribal members above every other development consideration. As a small population with limited resources, the YST has to factor in resiliency into every major decision. People will be negatively impacted with even minor disruptions to their economic and/or social lives. The Tribe is subject to outside influences that can and do result in economic downturns. Examples include:

- National and International agricultural market declines;
- Negative federal policies;
- Adverse weather events;
- Family and/or community tragedies; and
- Loss of employment opportunities.

YST resilience strategies will be based upon the “art of the possible”. Tribal government will address the issue with the means at its disposal. It cannot afford to develop planning processes that create work or time demands that exceed its staff and financial capabilities. It has already been noted that resiliency concepts are already being incorporated into everyday development decisions. Applied common sense is nothing new to Tribal governments. Examples of resiliency efforts will be described via EDA’s recommended “two-pronged approach” of “steady-state” and “responsive” initiatives.

## Steady-State Initiatives

The following activities reflect the Tribe’s efforts to cushion or mitigate negative economic shocks.

### Agricultural Practices:

The Tribe will utilize irrigation systems to overcome frequent periods of drought or limited moisture. This practice helps to ensure crop production as a source of revenue and raw materials.

### Value-Added Processes:

The Tribe intends to diversify its agricultural production utilizing crops and/or livestock. This approach will take some of the market risk away, while creating additional employment opportunities.

### Workforce Development:

The Tribe’s efforts to strengthen both the range and depth of workforce training will provide flexibility in attracting employers and opportunities for skilled trades to be utilized on the reservation.

Environmental Protection Codes and Ordinances:

Establishing new infrastructure, environmental protection and hazardous materials rules will prevent development problems and promote orderly land use practices.

Department Communication:

Improving the communication and collaboration of Tribal departments and agencies will result in more efficient service delivery and a faster reaction to development opportunities.

Responsive Initiatives

These actions address critical situations and emergency response capabilities. The YST has agencies with emergency response responsibilities. The Tribe has access to state and regional emergency situation resources, whether it involves communication systems, health and safety services or weather preparedness.

Pre-disaster Mitigation Planning:

The Tribe works closely with the Federal Emergency Management Agency (FEMA) to develop, update and employ measures to minimize disaster impacts.

Mutual Aid Agreements:

Whether it involves dispatching, law enforcement or emergency response services, the YST has developed backup arrangements for extreme situations.

Data Processing and Analysis:

The Tribe has access to Geographic Information System (GIS) technology, which provides spatial relationship perspectives that significantly improve disaster related analysis.

Response Infrastructure:

The Tribe has positioned equipment and emergency response vehicles in locations that promote a rapid response. It also has substantial bandwidth access via its internet provider.

A thorough Pre-disaster Mitigation Plan (PDM) involves a number of risk assessment activities, such as:

- ⇒ Hazard identification
- ⇒ Hazard profiles
- ⇒ Vulnerability assessment

- ⇒ Mitigation goals and priorities
- ⇒ Mitigation action plan
- ⇒ Plan monitoring and evaluation steps
- ⇒ Public outreach

It is this process that will be the Tribe's primary recovery initiative. It will complement the CEDS and other existing Tribal planning undertakings.

The Yankton Sioux Tribe developed a COVID-19 Response plan, re-opening plan and risk level mitigation plan. This was adopted by resolution March 31, 2022. We currently use this COVID-19 guidance for preventative and preparedness measures.

End