Study Assignment
On May 17, 2022, the Executive Board of the Legislative Research Council directed a study of Juvenile Justice to consider and develop alternatives for the placement of juvenile offenders.

Background
In 2015, the South Dakota Legislature passed the Juvenile Justice Public Safety Improvement Act (SB 73). The legislation was guided by three principal goals: (1) to improve public safety by improving outcomes and reducing recidivism in juvenile cases, (2) to effectively hold juvenile offenders more accountable, and (3) to reduce costs by investing in proven community-based practices and preserving residential facilities for more serious offenders. To achieve these goals, SB 73 expanded the use of diversion programs to prevent justice-involved youth from becoming more deeply involved in the justice system and prioritized community-based supervision and treatment programs to limit out-of-home placements for youths. Additionally, the legislation created a citation process for minor juvenile violations, specified commitment criteria for youth adjudicated for serious offenses, and launched a statewide implementation of functional family therapy (FFT) and a performance-based reimbursement structure for private providers.

Summary of Interim
At its first meeting on June 16, the Study Committee on Juvenile Justice heard from the Unified Judicial System; the Brookings County State's Attorney's office; the South Dakota Association of Criminal Defense Lawyers; the Department of Corrections; the South Dakota Sheriff's Association; the Lincoln County Sheriff's Office; the Rapid City Police Department; and superintendents from the Avon, Sioux Falls, and Wagner school districts. Each presenter offered differing perspectives on the impact of SB 73 and discussed the programs and services that have been implemented across the state to further the goals of juvenile justice reform. The presenters highlighted the successful changes as well as the frustrations currently present in the juvenile justice system. The committee took public testimony and discussed broad takeaways from the first meeting. Thereafter the committee divided into separate workgroups to more closely examine three specific areas of study: Education, Mental Health, and Legal.

At the second meeting on August 16, the Study Committee heard from the Department of Corrections and the director of Juvenile Services; the Center for Prevention of Child Maltreatment and the director of the Advocacy and Prevention Program; the Beadle County, Clay County, and Minnehaha County State's Attorney's offices; the Beadle County Diversion Program; the Juvenile Justice Reinvestment Initiative; the Western South Dakota Juvenile Services Center; the Department of Social Services, Division of Behavioral Health; the Department of Education and Office of Career and Technical Education; and Second Judicial Circuit Judge Natalie Damgaard. The presenters discussed their various experiences with the juvenile justice system and suggested where improvements could be made, especially in the areas of mental health and truancy. Several presenters indicated a need for more training, model assessment tools, and early intervention. The committee took public testimony and discussed the need for more mental health care providers in South Dakota and additional resources and support systems for families and community programs.

The Education, Mental Health, and Legal workgroups held individual meetings from August 24 to October 18. The workgroups invited various stakeholders to share information and collaborate in devising potential solutions in the juvenile justice arena. At the third Study Committee meeting on October 20, each workgroup presented their findings and suggested legislation and recommendations to the full committee. The committee discussed the proposed recommendations and took public testimony on each proposal. The committee voted on
recommendations to include in the draft final report; those approved by the full committee were returned to their workgroup of origin for further drafting and language development.

Listing of Legislation Adopted by the Committee

- A Concurrent Resolution to study a potential optional educational path. (Draft 141)
- An Act to require law enforcement notice to school officials when a student is suspected of violating state drug or alcohol laws or of threatening violence. (Draft 148)
- An Act to modify a court's authority to commit a habitual juvenile offender to the Department of Corrections. (Draft 149)
- An Act to expand the Juvenile Justice Oversight Council. (Draft 151)
- An Act to authorize community response teams to recommend alternative community-based resources for children alleged to be delinquent and children alleged to be in need of supervision prior to adjudication. (Draft 152)
- An Act to make an appropriation to fund scholarships for individuals entering into the mental health field. (Draft 155)
- An Act to make an appropriation to fund telehealth mental health services in rural communities. (Draft 158)
- A Concurrent Resolution to encourage the Executive Board of the Legislature to continue researching childhood mental health and mental health services available to children in this state. (Draft 154)

Listing of Recommendations Adopted by the Committee

- Recommend continued collaboration between the Unified Judicial System and South Dakota law enforcement groups to provide additional education on how the South Dakota JDAI Risk Assessment tool can be used more effectively and how overrides can be applied to achieve better outcomes for justice involved youth, with a report provided to the Executive Board of the Legislature on what actions have been taken by December 31, 2023.
- Endorse the plan set forth by the Department of Education to expand the Dolly Parton Imagination Library for early learners across the state.
- Request collaboration between the Department of Education, Unified Judicial System, and representatives from the South Dakota State's Attorneys to develop a best-in-class approach to addressing truancy, with findings and recommendations reported to the Legislature and thereafter shared statewide with school districts, diversion programs, and those involved in the juvenile justice system by Month, Day, Year.
- Recommend the Unified Judicial System amend the South Dakota JDAI Risk Assessment Instrument (RAI) to include an additional override category: "Victim in the school of attendance and there is an immediate safety concern."
- Recommend the Joint Committee on Appropriations examine ways in which additional funds can be directed to further support public mental health providers.
- Request collaboration between members of the mental health professions and legislators to examine current licensure requirements and explore ways to reduce barriers for qualified professions and to expedite the entry of mental health professionals into South Dakota's workforce, with findings and recommendations reported to the Senate Health and Human Services Committee by Month, Day, Year.

Summary of Meeting Dates and Places
The committee met in Pierre on the following dates: June 16, August 16, October 20, and November 3, 2022.

Listing of Committee Members
Members of the committee were Representative Caleb Finck, Chair; Senator Erin Tobin, Vice Chair; Representatives Fred Deutsch, Erin Healy, Rhonda Milstead, Ernie Otten, Tim Reed, Taylor Rehfeldt, and Mike Stevens; and Senators Red Dawn Foster, Lee Schoenbeck, Kyle Schoenfish, V.J. Smith, Wayne Steinhauer, and David Wheeler.
Listing of Staff Members
Staff members for the committee were Melanie Dumdei, Legislative Attorney; Amanda Marsh, Principal Research Analyst; Bill Douglas, Fiscal Analyst; Rachael Person, Administrative Specialist; and Cindy Tryon, Administrative Specialist.
A CONCURRENT RESOLUTION, To study a potential optional educational path.

WHEREAS, the purpose of education in South Dakota is to provide a learning experience that leads students to become productive and positive contributors to society; and

WHEREAS, South Dakota recognizes two certificates for high school completion: a diploma for fulfilling high school graduation requirements and a Graduate Equivalent Diploma (GED) for satisfactory completion of a high school equivalency exam; and

WHEREAS, it is compulsory in South Dakota for those under the age of 18 to attend an accredited public or nonpublic school or be provided alternative education; and

WHEREAS, as evidenced by South Dakota's graduation rate, some students need a different path to success than the traditional classroom; and

WHEREAS, a factor in truancy and classroom disruption is disengagement with learning; and

WHEREAS, South Dakota is experiencing a historic low unemployment rate with worker shortages in many sectors; and

WHEREAS, many jobs require certificates, licenses, and prior experience in order to work in the field; and

WHEREAS, the South Dakota Department of Labor reports a 94% retention rate for individuals enrolled in registered apprenticeship programs available to those 16 to 18 years of age; and

WHEREAS, the South Dakota Department of Education reports success with career and technical education as a means to broaden the application of traditional K-12 learning; and

WHEREAS, many trade associations are willing partners in programs to expand their employment base;
NOW, THEREFORE, BE IT RESOLVED, by the Senate of the Ninety-Eighth Legislature of the State of South Dakota, the House of Representatives concurring therein, that the Legislature calls for the establishment of a multi-disciplinary taskforce to explore new alternatives to keep individuals age 16 and older engaged in learning opportunities that lead to high school completion.
An Act to require law enforcement notice to school officials when a student is suspected of violating state drug or alcohol laws or of threatening violence.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF SOUTH DAKOTA:

Section 1. That § 26-11-5.1 be AMENDED:

26-11-5.1. Notwithstanding any other provision of law, a law enforcement agency may provide notice of an incident within its jurisdiction to public or nonpublic school officials and to the parent or guardian of a school student if the incident is one in which the agency has probable cause to believe the school student has violated any provision of state law involving alcohol, illegal drugs, firearms, or bomb threats, or has made any threat of violence relating to any school or its students, employees, or property. However, if there is a prolonged criminal investigation and revealing information would jeopardize a successful conclusion to the case, the law enforcement agency may provide the notice at some later appropriate time. The notice shall be in writing. The information disclosed pursuant to this section to school officials is governed by the federal Family Educational Rights and Privacy Act (FERPA) as implemented in 34 CFR part 99, as effective on January 1, 2001. Law enforcement shall disclose the information to the chief administrator of a nonpublic school only upon request and upon the execution of an agreement to follow the provisions of the federal Family Educational Rights and Privacy Act (FERPA) with regard to the information.
An Act to modify a court's authority to commit a habitual juvenile offender to the Department of Corrections.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF SOUTH DAKOTA:

Section 1. That § 26-8C-7 be AMENDED:

26-8C-7. If a child has been adjudicated as a delinquent child, the court shall enter a decree of disposition according to the least restrictive alternative available in keeping with the best interests of the child. The decree shall contain one or more of the following:

(1) The court may require the child to pay restitution, as defined in subdivision 23A-28-2(4) and under conditions set by the court, if payment can be enforced without serious hardship or injustice to the child;

(2) The court may impose a fine not to exceed one thousand dollars;

(3) The court may place the child on probation under the supervision of a court services officer or another designated individual pursuant to § 26-8C-14;

(4) The court may require a child as a condition of probation to participate in a supervised community service program, if the child is not deprived of the schooling that is appropriate for the child's age, needs, and specific rehabilitative goals. The supervised community service program shall be of a constructive nature designed to promote rehabilitation, appropriate to the age level and physical ability of the child, and shall be combined with counseling by the court services officer or other guidance personnel. The supervised community service program assignment shall be made for a period of time consistent with the child's best interests, but for not more than ninety days;

(5) The court may place the child at the Human Services Center for examination and treatment;

(6) The court may place the child in a detention facility for not more than ninety days, which may be in addition to any period of temporary custody;

(7) The court may place the child in an alternative educational program;

(8) The court may order the suspension or revocation of the child's right to apply for a driving privilege, suspend or revoke an existing driving privilege, or restrict the
privilege in the manner the court sees fit, including requiring that financial
responsibility be proved and maintained;

(9) The court may assess or charge costs and fees permitted by §§ 16-2-41, 23-3-52,
23A-27-26, 23A-28B-42, and 23A-27-27 against the child, parent, guardian,
custodian, or other party responsible for the child; or

(10) The court may only commit a child to the Department of Corrections if the judge
finds that:
   (a) No viable alternative exists; and
   (b) The Department of Corrections is the least restrictive alternative; and one
   of the following:
(i) The child is currently adjudicated delinquent for an offense eligible
   for transfer proceedings pursuant to § 26-11-3.1; the child is
   currently adjudicated delinquent for a crime of violence pursuant to
   subdivision 22-1-2(9), sex offense pursuant to § 22-24B-1, felony
   sexual registry offense pursuant to chapter 22-24B, or burglary in
   the second degree pursuant to § 22-32-3; or the court finds from
   evidence presented at the dispositional hearing or from the pre-
   dispositional report that the youth presents a significant risk of
   physical harm to another person; or
   (ii) The child is currently adjudicated delinquent and has been previously
   adjudicated delinquent for separate delinquent acts, arising out of
   separate and distinct criminal episodes, three or more times within
   the preceding six-month period; or
   (iii) The court finds from evidence presented at the dispositional hearing
   or from the pre-dispositional report that the child is at high risk for
   re-offense based on a validated risk assessment, and the child has
   either had a previous unsuccessful discharge from probation for a
   felony offense or is on supervised probation for a felony offense; and
   (A) The child has been adjudicated for intentional damage to
   property and the property damage exceeds five thousand
   dollars; or
   (B) The child has been adjudicated for a drug distribution offense
   that is punishable at least as a Class 4 felony.

Any finding made pursuant to this section shall be made in the written decree.
An Act to expand the Juvenile Justice Oversight Council.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF SOUTH DAKOTA:

Section 1. That § 26-8D-9 be AMENDED:

26-8D-9. The oversight council shall meet within ninety days following appointment and shall meet semiannually thereafter. The oversight council terminates eight years after its first meeting shall terminate on June 30, 2031, unless the Legislature continues the oversight council for a specified period of time. The oversight council may:

1. Review the recommendations of the juvenile justice reinvestment initiative work group in the final report dated November 2014, track implementation, and evaluate compliance with this chapter;
2. Review performance measures and outcome measures required by this chapter and proposed by the Department of Corrections, Unified Judicial System, and Department of Social Services;
3. Review performance measures and outcome measures submitted semiannually by the Department of Corrections, Unified Judicial System, and Department of Social Services pursuant to §§ 26-8D-4, 26-8D-12, 26-8D-15, 26-8D-16, 26-8D-19, and 26-8D-20;
4. Review efforts by the Department of Social Services to ensure delivery of treatment in rural areas and related performance measures;
5. Track progress and make recommendations to improve outcomes for Native American children in the juvenile justice system in accordance with §§ 26-8D-5 and 26-8D-6;
6. Review the payments of the diversion incentive program to counties, pursuant to § 26-8D-2, payments from the juvenile justice detention cost-sharing fund pursuant to § 26-8D-24, and performance-based reimbursement payments to group care and residential treatment centers pursuant to §§ 26-8D-17 and 26-8D-18; and
7. Prepare and submit an annual summary report of the performance and outcome measures that are part of this chapter to the Legislature, Governor, and Chief...
Justice. The report shall include any recommendations for improvement related to chapter 152 of the 2015 Session Laws.

Section 2. That § 26-8D-8 be AMENDED:

26-8D-8. The oversight council shall consist of the following twenty members:

1. The Governor shall appoint the following seven members:
   (a) A representative from the Department of Corrections;
   (b) A representative from the Department of Social Services;
   (c) A representative who is a state's attorney;
   (d) A representative from a youth care provider;
   (e) A representative from the Department of Tribal Relations;
   (f) Two at large members; A representative from an urban South Dakota school district located in a municipality with a population greater than twenty thousand;
   (g) A representative from a rural South Dakota school district located in a municipality with a population less than twenty thousand;

2. The Chief Justice shall appoint the following six members:
   (a) A representative who is a criminal defense attorney;
   (b) A representative who is a judge; and
   (c) Four at large members;

3. The majority leader of the Senate shall appoint the following three members:
   (a) Two legislative members of the Senate, one from each political party; and
   (b) One at large member;

4. The majority leader of the House of Representatives shall appoint the following three members:
   (a) Two legislative members of the House of Representatives, one from each political party; and
   (b) One member who is a county commissioner; and

5. The attorney general shall appoint one member.

The oversight council shall select a chair and a vice chair.
An Act to authorize community response teams to recommend alternative community-based resources for children alleged to be delinquent and children alleged to be in need of supervision prior to adjudication.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF SOUTH DAKOTA:

Section 1. That § 26-8D-1 be AMENDED:

26-8D-1. Terms used in this chapter mean:

(1) "Community response team" or "team," a support team tasked with finding viable community resources to help rehabilitate delinquent children and children in need of supervision, children alleged to be delinquent and children alleged to be in need of supervision in community-based settings who are at risk for commitment to the Department of Corrections;

(2) "Juvenile cited violation," designated delinquency or children in need of supervision violation handled by law enforcement with the uniform traffic ticket pursuant to § 23-1A-2;

(3) "Juvenile Justice Oversight Council," the council established by § 26-8D-7;

(4) "Quality assured," monitored to determine the extent to which individuals delivering treatment to juveniles are administering that treatment consistently and as designed;

(5) "Recidivism," for the Department of Corrections for the purposes of this chapter, within one year, two years, or three years of discharge from the custody of the Department of Corrections, a juvenile commitment or conviction in adult court for a felony resulting in a sentence to the Department of Corrections. For the Unified Judicial System for the purposes of this chapter, the term means being adjudicated delinquent while on probation or adjudicated delinquent or convicted of a felony in adult court within one year, two years, or three years after discharge from juvenile probation;

(6) "Risk factors," characteristics and behaviors that, when addressed or changed, affect a child’s risk for committing delinquent acts. The term includes prior and current offense history, antisocial behavior, antisocial personality, attitude and
thinking about delinquent activity, family dysfunction, low levels of education or engagement in school, poor use of leisure time and recreation, and substance abuse;

(7) "Specialized transition services," independent living; foster care; respite; crisis stabilization; short-term assessment; a residential setting intended to transition the juvenile from a residential treatment center, intensive residential treatment center, or more restrictive group care or juvenile corrections facility; or other transitional setting authorized by the secretary of the Department of Corrections;

(8) "Treatment," when used in a juvenile justice context, targeted interventions that utilize evidence-based practices to focus on juvenile risk factors, to improve mental health, and to reduce the likelihood of delinquent behavior;

(9) "Validated risk and needs assessment," a tool scientifically proven to identify factors for delinquency and predict a child's risk to reoffend.

Section 2. That § 26-8D-10 be AMENDED:

26-8D-10. The presiding judge of each judicial circuit may appoint one or more community response teams to assist judges by recommending viable community-based interventions for children in need of supervision and delinquent children children alleged to be delinquent and children alleged to be in need of supervision. Each team appointed shall include the court services officer in the jurisdiction where the team is to operate, a representative of a public school district in which the team is to operate, and designees of the secretaries of the Departments of Social Services and Corrections. Each team may include a representative of a public school district in which the team is to operate and one or more representatives of the public. The Unified Judicial System shall maintain a record of the membership of each team and report nonidentifying data to the oversight council. The team may operate telephonically or through electronic communications.

The records prepared or maintained by the team are confidential. However, the records may be inspected by, or disclosed to, justices, judges, magistrates, and employees of the Unified Judicial System in the course of their duties, the attorney for the child and child's parents, guardian, or other custodian, the state's attorney prosecuting the case, and to any person specifically authorized by order of the court. The record of the team may only be released to a third party upon good cause shown to the satisfaction of the court that the release is necessary and the information contained in the record is not available elsewhere.
Section 3. That § 26-8B-4 be AMENDED:

26-8B-4. Following adjudication of a child as a child in need of supervision, the court may continue the case and may require a court services officer to present to the court a plan of disposition. If a community response team as defined in § 26-8D-1 has been established, following any advisory or initial hearing, the court may seek recommendations for community-based interventions and rehabilitative resources from the team. Following adjudication of a child in need of supervision and prior to any disposition to the Department of Corrections, the court may seek a recommendation for a viable community alternative disposition from the team. If the team is unable to provide any recommendation within seven days of the referral, the court may exercise its discretion and make a disposition decision without the input of the team, pursuant to § 26-8B-6. In all cases, the court may adopt the recommendation of the team in part, in full, or reject the recommendation of the team in its entirety.

Following adjudication of a child as a child in need of supervision, the court may continue the case and may require a court services officer to present to the court a plan of disposition.

Section 4. That § 26-8C-5 be AMENDED:

26-8C-5. Following adjudication of a child as a delinquent child, the court may continue the case and may require a court services officer to present to the court a plan of disposition. Where a community response team as defined in § 26-8D-1 has been established, following any advisory or initial hearing, the court may seek recommendations for community-based interventions and rehabilitative resources from the team. Following adjudication of a child as a delinquent child and prior to any disposition to the Department of Corrections, the court may seek a recommendation for a viable community alternative disposition from the team. If the team is unable to provide any recommendation within seven days of the referral, the disposing court may exercise its discretion and make a disposition decision without the input of the team, pursuant to § 26-8C-7. In each case, the court may adopt the recommendation of the team in part, in full, or reject the recommendation of the team in its entirety.

Following adjudication of a child as a delinquent child, the court may continue the case and may require a court services officer to present to the court a plan of disposition.
An Act to make an appropriation to fund scholarships for individuals entering into the mental health field.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF SOUTH DAKOTA:

Section 1. There is hereby appropriated from the general fund the sum of $20,000,000 to the Department of Health, for purposes of funding scholarships to promote mental health careers and support individuals entering into the mental health filed, and to provide an incentive for individuals to remain in South Dakota.

Section 2. The secretary of the Department of Health shall approve vouchers and the state auditor shall draw warrants to pay expenditures authorized by this Act.

Section 3. Any amounts appropriated in this Act not lawfully expended or obligated shall revert in accordance with the procedures prescribed in chapter 4-8.
An Act to make an appropriation to fund telehealth mental health services in rural communities.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF SOUTH DAKOTA:

Section 1. There is hereby appropriated from the general fund the sum of $1 to the Department of Health, for purposes of funding telehealth services to improve access to mental health services in rural communities.

Section 2. The secretary of the Department of Health shall approve vouchers and the state auditor shall draw warrants to pay expenditures authorized by this Act.

Section 3. Any amounts appropriated in this Act not lawfully expended or obligated shall revert in accordance with the procedures prescribed in chapter 4-8.
A CONCURRENT RESOLUTION, To encourage the Executive Board of the Legislature to continue researching childhood mental health and mental health services available to children in this state.

WHEREAS, mental health issues in the State of South Dakota constitute a public health crisis; and

WHEREAS, communities, families, and individuals face a broad spectrum of mental health challenges on a daily basis; and

WHEREAS, mental health is vital to the wellbeing of children in this state; and

WHEREAS, children with trauma or adverse childhood experiences have a higher likelihood of entering the juvenile justice system and re-entering the juvenile justice system; and

WHEREAS, law enforcement officials in South Dakota have seen an increase in offenses for children under ten years old; and

WHEREAS, suicide is the leading cause of death for individuals aged ten to nineteen in South Dakota; and

WHEREAS, preventative medicine, early intervention, and family support services are essential in addressing childhood mental health issues; and

WHEREAS, there is a critical need for more mental health providers and school counselors in this state; and

WHEREAS, due to the lack of mental health providers in this state, individuals in need of services wait up to four to six weeks to receive treatment and care, with even greater wait times for pediatric psychiatry services; and

WHEREAS, due to the employment shortages in the mental health sector, juvenile justice reform systems are being dramatically impacted; and
WHEREAS, there is a need for mental health services collaboration among state agencies, non-profit groups, and communities to reduce overlapping services and address areas where no services are currently being provided; and

WHEREAS, mental health has broadly improved over the last decade, but no group has studied childhood mental health issues specifically;

NOW, THEREFORE, BE IT RESOLVED, by the House of Representatives of the Ninety-Eighth Legislature of the State of South Dakota, the Senate concurring therein, that it is recommended to the Executive Board of the Legislature that further research is conducted in the area of childhood mental health and the ways in which childhood mental health services can be improved and broadened across South Dakota.