

HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #: PCB HFS 14-01 Sexually Violent Predators

SPONSOR(S): Healthy Families Subcommittee; Harrell

TIED BILLS: **IDEN./SIM. BILLS:**

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
Orig. Comm.: Healthy Families Subcommittee		McElroy	Brazzell

SUMMARY ANALYSIS

PCB HFS 14-01 makes statutory changes to the Jimmy Ryce Act to enhance the state's ability to identify and civilly commit sexually violent predators. Sexually violent predators represent a small but extremely dangerous percentage of the sexual offender population. The Jimmy Ryce Act was created to protect the public from sexual offenses committed by sexually violent predators while providing these individuals with long-term care and treatment, currently provided by the Florida Civil Commitment Center, overseen by the Department of Children and Families (DCF).

The bill amends s. 394.913(3)(b), F.S., to require the clinicians on the DCF's multidisciplinary team (MDT) who assess, evaluate, and recommend persons for civil commitment to have experience in or relevant to evaluating or treating persons with mental abnormalities. The bill additionally requires DCF to provide annual training on the civil commitment process to all MDT members and limits the standard contract term for MDT members retained on a contractual basis to one year.

The bill amends s. 394.913(3)(d), F.S., to require MDT members to review all available information, including information from the referring agency and clinical evaluations, prior to making its final determination and recommendation on whether a person meets the definition of a sexually violent predator. The bill allows the MDT to consult with law enforcement agencies and victim advocates during the assessment and evaluation process.

The bill requires the MDT to send its written assessment and recommendation to an assistant state attorney with experience prosecuting sexual offenses for additional review, if it proposes to recommend that a person does not meet the definition of a sexually violent predator. If the assistant state attorney questions the negative recommendation, the MDT must reexamine the case before a final written assessment and recommendation is provided to the state attorney.

The bill lowers the threshold for the MDT to determine that a person meets civil commitment criteria to the affirmative vote of two members rather than a majority.

The bill grants the state attorney authority to file a petition to civilly commit a person as a sexually violent predator even in cases in which the MDT finds that the person does *not* meet the definition of a sexually violent predator and recommends that a petition not be filed. Filing a petition under this scenario is currently prohibited by case law.

The bill provides specific authority to DCF to make rules related to the procedures and requirements for selecting, contracting with, providing routine feedback to, and evaluating contracted members of the multidisciplinary team.

The fiscal impact is indeterminate.

The bill provides an effective date of July 1, 2014.

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. EFFECT OF PROPOSED CHANGES:

Present Situation

Jimmy Ryce Act

On September 11, 1995, nine-year-old Samuel James “Jimmy” Ryce was abducted at gunpoint as he was walking home from his school bus stop. He was sodomized and later murdered as he was attempting to escape his abductor. The abductor was convicted of Jimmy’s kidnapping, sexual assault, and murder on September 12, 1998.¹

In response to this tragedy, Jimmy’s parents, Don and Claudine Ryce, lobbied for legislation that would protect society from the criminal acts of sexually violent predators. This goal was achieved on May 19, 1998, when the Jimmy Ryce Involuntary Civil Commitment for Sexually Violent Predators’ Treatment and Care Act (the “Act”) was signed into law. Specifically, the Act provides for the long-term control, care, and treatment of sexually violent predators through involuntary civil commitment.

The Act places sexually violent predators in the custody and control of the Department of Children and Families (DCF). DCF delegates the responsibility for the control, treatment, and care of these individuals to its Sexually Violent Predators Program. Recently, a media outlet raised concerns about the enforcement of the Act, as well as certain policy decisions of the Sexually Violent Predators Program.² In response, the Act and Sexually Violent Predator Program have been reevaluated to ensure the purpose and intent of the Act are being achieved.

Purpose and Constitutionality

The Act was created to protect the public from sexual offenses committed by sexually violent predators while providing these individuals with long-term care and treatment.³ The Act defines “sexually violent predators” as:

1. Any person who has been convicted of a sexually violent offense; and
2. Suffers from a mental abnormality or personality disorder that makes the person likely to engage in acts of sexual violence if not confined in a secure facility for long-term control, care, and treatment.⁴

Sexually violent predators represent a small but extremely dangerous percentage of the sexual offender population. These individuals are a clear and present danger to the public due to their mental abnormalities or personality disorders. These conditions cannot be readily addressed through existing mental illness treatment modalities due to the antisocial personality features of these individuals.⁵ Thus, the use of civil commitment under the Baker Act is precluded as short-term care and treatment is ineffective. The Act addresses these issues by providing long-term care and treatment for sexually violent predators through involuntary civil commitment. This civil commitment continues until such time as the mental abnormality or personality disorder has been resolved such that these individuals no longer pose a menace to society. In this manner both goals of the Act are accomplished.

¹ Jimmy Ryce’s abductor is currently scheduled to be executed on February 12, 2014.

² *Sex Predators Unleashed*, Sun Sentinel, Sally Kestin and Dana Williams, August 18, 2013.

³ Twenty states and the District of Columbia have enacted sexual offender civil commitment laws.

⁴ S. 394.912(10), F. S. “Mental abnormality” means a mental condition affecting a person’s emotional or volitional capacity which predisposes the person to commit sexually violent offenses. S. 394.912(5), F. S.

⁵ S. 394.10, F.S.

The U.S. and Florida Supreme Courts have upheld the constitutionality of involuntary civil commitment of sexually violent predators. In 1994, Kansas enacted its Sexually Violent Predator Act which permits involuntary civil commitment when there is a finding that a person suffers from a mental abnormality or personality disorder which makes the person likely to engage in repeat acts of sexual violence.⁶ Shortly after enactment the constitutionality of the Act was challenged on due process, double jeopardy, and ex post facto grounds in Kansas v. Hendrix.⁷ The Court acknowledged that a person's substantive due process rights are violated when dangerousness is the sole factor used to justify indefinite involuntary commitment. However, the Court held that the Kansas Act did not violate due process because it coupled the dangerousness requirement with a mental abnormality requirement.⁸ The Court also held that ex post facto and double jeopardy were inapplicable because the Kansas Act was neither criminal nor punitive in nature.⁹

The Jimmy Ryce Act was modeled after the Kansas Act. In 2002, the Florida Supreme Court, in Westerheide v. State, held that the Act was constitutional.¹⁰

Sexually Violent Predator Determination

The Act requires both a clinical and judicial determination that a person meets the criteria of a "sexually violent predator" prior to his or her involuntary civil commitment. The clinical determination is conducted by licensed psychologists and psychiatrists. If a clinical determination is established and it is recommended that a petition be filed, the matter is forwarded to the state attorney, who may then proceed with the judicial determination.

Clinical Determination

The process of determining whether a person meets sexually violent predator criteria begins with the clinical determination. The clinical determination is a three-step process consisting of referral, evaluation and recommendation. The referral is made by an agency with jurisdiction over the person while the evaluation and recommendation are performed by DCF employees and contractors.

Referral

The clinical evaluation begins with the referral of a person by an agency with jurisdiction.¹¹ Under the Jimmy Ryce Act the Department of Corrections (DOC), the Department of Juvenile Justice (DJJ), and the Department of Children and Families (DCF) are deemed to be agencies with jurisdiction.¹² These agencies are required to provide written notice (known as a "referral") to DCF and the state attorney of the circuit where that person was last convicted of a sexually violent offense¹³ prior to the release of that person from total confinement.¹⁴ DCF

⁶ Chapter 59, Article 29a, Kansas Statutes.

⁷ Kansas v. Hendrix, 521 U.S. 346 (U.S. S.Ct. 1997).

⁸ *Id* at 358; Mental abnormality is a clinical determination which, in cases of involuntary civil commitment, is later confirmed through a judicial determination.

⁹ *Id* at 361 and 369

¹⁰ Westerheide v. State, 831 So.2d 93 (Fla. 2002).

¹¹ DCF receives approximately 3,000 to 3,500 referrals per year.

¹² S. 394.912(1), F.S.

¹³ Pursuant to s. 394.912(9), F.S., "sexually violent offense" means:

- (a) Murder of a human being while engaged in sexual battery in violation of s. 782.04(1)(a)2.;
- (b) Kidnapping of a child under the age of 13 and, in the course of that offense, committing:
 1. Sexual battery; or
 2. A lewd, lascivious, or indecent assault or act upon or in the presence of the child;
- (c) Committing the offense of false imprisonment upon a child under the age of 13 and, in the course of that offense, committing:
 1. Sexual battery; or
 2. A lewd, lascivious, or indecent assault or act upon or in the presence of the child;
- (d) Sexual battery in violation of s. 794.011;
- (e) Lewd, lascivious, or indecent assault or act upon or in presence of the child in violation of s. 800.04 or s. 847.0135(5);
- (f) An attempt, criminal solicitation, or conspiracy, in violation of s. 777.04, of a sexually violent offense;

receives 93.5% of its referrals from DOC with DJJ and DCF contributing 3.5% and 3% respectively.¹⁵ The referring agency must provide DCF with the following information:

- The person's name; identifying characteristics; anticipated future residence; the type of supervision the person will receive in the community, if any; and the person's offense history;
- The person's criminal history, including police reports, victim statements, presentence investigation reports, post-sentence investigation reports, if available, and any other documents containing facts of the person's criminal incidents or indicating whether the criminal incidents included sexual acts or were sexually motivated;
- Mental health, mental status, and medical records, including all clinical records and notes concerning the person;
- Documentation of institutional adjustment and any treatment received and, in the case of an adjudicated delinquent committed to the DJJ, copies of the most recent performance plan and performance summary; and
- If the person was returned to custody after a period of supervision, documentation of adjustment during supervision and any treatment received.¹⁶

Evaluation

A multidisciplinary team (MDT) is responsible for the evaluation and clinical determination of whether a referred person meets criteria for a sexually violent predator.¹⁷ The MDT is established by the Secretary of DCF or his or her designee.¹⁸ Each team must include, but is not limited to, two licensed psychiatrists or psychologists or one licensed psychiatrist and one licensed psychologist.¹⁹ The evaluation is a multi-tiered process designed to eliminate from the referral pool individuals who do not meet criteria while accurately identifying sexually violent predators.

The evaluation begins with documentation compilation by a reviewer. The reviewer (generally an individual with a master's degree in social work or psychology) is a DCF employee tasked with compiling and summarizing all records and information regarding a particular individual. The reviewer does not evaluate or assess any of the documentation he or she compiles. Instead, once the information is compiled, the reviewer forwards it to screeners for evaluation.

The next stage is a document review of all pertinent records of the referred person. This evaluation is performed by screeners who are licensed psychologists employed by DCF. Screeners work independently of one another, and at least two review each file. If any screener reviewing a case determines that the person

(g) Any conviction for a felony offense in effect at any time before October 1, 1998, which is comparable to a sexually violent offense under paragraphs (a)-(f) or any federal conviction or conviction in another state for a felony offense that in this state would be a sexually violent offense; or

(h) Any criminal act that, either at the time of sentencing for the offense or subsequently during civil commitment proceedings under this part, has been determined beyond a reasonable doubt to have been sexually motivated.

¹⁴ S. 394.913(1). The Department of Corrections (DOC) must provide notice at least 545 days prior to the release of a person whereas the Department of Juvenile Justice (DJJ) and Department of Children and Families (DCF) must each provide notice at least 180 days prior to the release of a person from total confinement. S. 394.913(1)(a), (b) and (c). Individuals who are immediately released from confinement but who have committed a sexual offense are transferred to the custody of DCF, S. 394.9135(1). The multidisciplinary team then has 72 hours to determine if the individual meets the definition of sexually violent predator. S. 394.9135(2).

¹⁵ Department of Children and Families PowerPoint presentation- *Sexually Violent Predator Program- An Overview*, November 5, 2013.

¹⁶ S. 394.913(2) (a), (b), (c), (d) and (e).

¹⁷ S. 394.913(3)(a).

¹⁸ S. 394.913(3)(a).

¹⁹ S. 394.913(3)(b)

may meet criteria for commitment, the case is sent on for a clinical evaluation, as described below. However, the vast majority of the referral pool is eliminated in this stage.²⁰

Clinical evaluations are performed by evaluators who are either licensed psychologists or psychiatrists who have contracted with DCF to perform the clinical evaluations. The clinical evaluation includes, but is not limited to, administering assessment tools (Static 99R and other similar tools), a face-to-face interview (if the referred individual cooperates), documentation review (on-site documents and documents compiled by the reviewers) and interviews with staff and personnel at the site where the person is being held. Upon completion of the evaluation, the evaluator submits his or her opinion as to whether the individual meets criteria as a sexually violent predator to the MDT.²¹

The final stage of the evaluation process is performed by the MDT. The members of the MDT review all information compiled throughout the evaluation process and may request additional information as needed. The MDT meets once every two to three weeks to discuss cases and make a final determination as to whether specific individuals meet criteria for sexually violent predators. The determination is based upon a majority vote of the MDT (typically consisting of five to seven members).

Recommendation

The recommendation on whether to file a petition is the final stage of the clinical determination. If the MDT finds criteria is not met, then a recommendation not to file a petition is forwarded to the state attorney and the matter is closed. However, if the MDT finds criteria are met, then a recommendation to file a petition is forwarded to the state attorney and the case enters the judicial determination phase.

Judicial Determination

The judicial determination process begins with the filing of a petition and continues through a trial, and, if it results in a commitment, concludes with annual review.

Petition and Trial

The judicial determination phase is a multi-step process which begins with the state attorney filing a petition for involuntary civil commitment.²² The state attorney has discretionary authority to file a petition; however, this authority only vests if the MDT determines the referred individual meets criteria and recommends filing a petition.²³ If the state attorney elects to go forward with the case, he or she files a petition with the circuit court which contains factual allegations that the person is a sexually violent predator.²⁴

Upon receipt of the petition, the judge must determine whether probable cause exists to believe that the person named in the petition is a sexually violent predator.²⁵ If the judge determines there is probable cause, an order is issued requiring the person to remain in custody and be immediately transferred to an appropriate secure facility if his or her incarcerative sentence expires.²⁶

²⁰ For example, in FY 2011-2012 over 3,000 individuals were screened with fewer than 200 recommended for clinical evaluation. See footnote 15.

²¹ Evaluators are considered members of the MDT with their "votes" represented by the conclusions contained within the evaluation reports.

²² Approximately 1,500 petitions have been filed since the inception of the Act.

²³ A positive MDT assessment and recommendation is a condition precedent to the State's ability to exercise its discretion in filing a petition for involuntary commitment. See *Harden v. State*, 932 So.2d 1152 (3rd DCA 2006). Thus, without the positive finding and recommendation from the MDT, state attorneys are prohibited from filing a petition.

²⁴ S. 394.914, F.S.

²⁵ S. 394.915(1), F.S.

²⁶ *Id.* The secured facility to which the person is transferred is the Florida Civil Commitment Center.

The court is required to conduct a trial to determine whether the referred individual is a sexually violent predator within 30 days of its determination of probable cause.²⁷ The trial is held before either a judge or a six-member jury who must determine, by clear and convincing evidence, whether a person is a sexually violent predator.²⁸ If the court or jury determines that the person is a sexually violent predator, upon the expiration of the incarcerative portion of all criminal sentences, the person is committed to the custody of DCF.²⁹ The person will remain under the control, care, and treatment of DCF until such time as his or her mental abnormality or personality disorder has so changed that it is safe for the person to be at large.³⁰

Annual Review

A person committed under the Act is required to have an examination of his or her mental condition conducted at least once every year.³¹ The committed person is also entitled to file a petition for release at any time after his or her initial commitment.³² Under both scenarios, the court is required to hold a limited, non-adversarial hearing to determine whether there is probable cause to believe that:

1. The person's condition has so changed that it is safe for the person to be at large; and
2. The person will not engage in acts of sexual violence if discharged.³³

The court sets a trial if it determines that there is probable cause.³⁴ At the trial, the state bears the burden of proving, by clear and convincing evidence, that the person's mental condition remains such that it is not safe for the person to be at large and that, if released, the person is likely to engage in acts of sexual violence.³⁵

Florida Civil Commitment Center

All individuals detained³⁶ or committed under the Act reside in the Florida Civil Commitment Center (the "Center") located in Arcadia, Florida. The Center has a capacity of approximately 720 people and currently houses 653 individuals.³⁷ The population is projected to increase at a rate of 22 persons a year with population anticipated to be 744 in FY 16-17.³⁸ Annual cost per resident is approximately \$36,500.³⁹

Committed residents receive long-term care and treatment at the Center. The treatment program is not mandatory and many committed residents elect not to participate⁴⁰. For those persons who participate, the treatment program consists of four phases. Phase I is "Preparation for Change" and takes approximately 15-18 months to complete. Phase II is "Awareness" and takes approximately 18-24 months to complete. Phase III is

²⁷ S. 394.916, F.S.

²⁸ S. 394.917(1), F.S.

²⁹ S. 394.917(2), F.S.

³⁰ *Id.* See also footnote 4.

³¹ S. 394.918(1), F.S.

³² S. 394.920, F.S.

³³ S. 394.918(3), F.S. As this is a non-adversarial hearing only the committed person or his/her counsel may present evidence establishing probable cause. The State is prohibited from presenting any evidence which refutes the committed person's evidence.

³⁴ S. 394.918(3), F.S.

³⁵ S. 394.918(4), F.S.

³⁶ Detainees are individuals in DCF's custody who have been clinically determined to meet criteria for a sexually violent predator but have not been adjudicated as such. These individuals reside at the Center until the conclusion of their trial. However, these individuals are not provided any treatment at the Center due to the lack of adjudication.

³⁷ The overall population varies slightly from month to month based primarily upon changes in the detainee population. Last census data was provided in October 2013. See footnote 13.

³⁸ *Involuntary Civil Commitment of Sexually Violent Predators—History and Forecast*, Adopted at the November 20, 2013, Criminal Justice Estimating Conference, Office of Economic & Demographic Research. DCF acknowledges that this forecast exceeds the capacity for the Center and is taking steps to ensure the secure confinement of these individuals in the future.

³⁹ See footnote 13.

⁴⁰ According to DCF, some of the committed residents do not begin participating in treatment until many years after their initial commitment to the Center.

“Healthy Alternative Behaviors” and takes approximately 18-24 months to complete. Phase IV is “Maintenance and Comprehensive Discharge Planning” and takes approximately 6-9 months to complete. Completion of each phase is based solely upon the individual’s active participation in the treatment (i.e. an individual who has not participated will not progress to the next phase simply because that individual has been in a particular phase for a specific period of time). Additionally, an individual will not be immediately discharged upon completion of all four phases. As previously noted, the standard for discharge is that the person’s condition has so changed that it is safe for the person to be at large and that the person will not engage in acts of sexual violence if discharged.⁴¹

Effects of Proposed Changes

The bill makes statutory changes to the Jimmy Ryce Act to enhance the state’s ability to identify and civilly commit sexually violent predators.

Section 394.913(3)(b), F.S., requires the MDT to include at least two licensed psychiatrists or psychologists or one licensed psychiatrist and one licensed psychologist. The bill requires that they each have experience in or relevant to evaluating or treating persons with mental abnormalities. The bill additionally requires DCF to provide annual training on the civil commitment process to all members of the MDT.

The bill codifies new DCF policy to limit the contract term of contracted evaluators to one year, allowing renewal if performance is satisfactory. The bill requires DCF to regularly provide feedback to each MDT member and to formally evaluate their performance at least annually. The bill also establishes the factors to be considered by DCF in conducting its performance evaluation.

Section 394.913(3)(d), F.S., requires the MDT to assess and evaluate each person referred to the team. The assessment and evaluation must include the review of the person's institutional history and treatment record, if any; the person's criminal background; and any other relevant information. The bill expands this requirement by mandating that all members of the MDT review all information provided to it by the referring agencies, as well as any clinical evaluations conducted by a member of the team, prior to making a recommendation. The bill also allows the MDT to request a second clinical evaluation if any member questions the conclusion of the first clinical evaluation. The bill also allows the MDT to consult with law enforcement agencies and victim advocate groups during the assessment and evaluation process.

The bill requires the MDT to send its written assessment and recommendation to an assistant state attorney with experience prosecuting sexual offenses for additional review, if it proposes to recommend that a person does not meet the definition of a sexually violent predator. If the assistant state attorney questions the negative recommendation, the MDT must reexamine the case before a final written assessment and recommendation is provided to the state attorney.

Currently, a majority vote by the MDT is required to recommend that a petition be filed. The bill reduces this requirement by directing the MDT to recommend the state attorney file a petition if any two members determine that the person meets the definition of a sexually violent predator.

Section 394.9135(1), F.S., requires that if the anticipated release from total confinement of a person convicted of a sexually violent offense becomes immediate, the agency with jurisdiction shall, upon immediate release, transfer that person to the custody of the DCF. Section 394.9135(2), F.S., requires that within 72 hours after transfer of the person, the MDT shall assess whether the person meets the definition of a sexually violent predator. Currently, a majority vote by the MDT is required to determine that a person meets the definition of sexually violent predator in this immediate release scenario. The bill lowers the threshold for the MDT to determine that a person meets civil commitment criteria to the affirmative vote of two members rather than a majority.

⁴¹ S. 394.918(4), F.S.
STORAGE NAME: pcb01.HFS
DATE: 1/13/2014

Section 394.914, F.S., states that upon receipt of the written assessment and recommendation from the MDT, the state attorney may file a petition alleging the person is a sexually violent predator. The Third District Court of Appeals has interpreted this section as requiring a positive MDT assessment and recommendation as a condition precedent to the State's ability to exercise its discretion in filing a petition for involuntary commitment.⁴² Thus, the state attorney is prohibiting from filing a petition in any case it did not receive a positive recommendation from the MDT. The bill eliminates this judicially-imposed prohibition by stating that a state attorney may file a petition if it receives a positive or negative recommendation from the MDT.

Section 394.930, F.S., provides DCF with general rule-making authority. The bill provides specific authority to DCF to make rules related to the procedures and requirements for selecting, contracting with, providing routine feedback to, and evaluating contracted members of the multidisciplinary team.

The bill provides an effective date of July 1, 2014.

B. SECTION DIRECTORY:

Section 1: Amends s. 394.913, F.S., relating to multidisciplinary teams.

Section 2: Amends s. 394.9135, F.S., relating to immediate release from confinement.

Section 3: Amends s. 394.914, F.S., relating to petition for involuntary civil commitment.

Section 4: Amends s. 394.930, F.S., relating to the Department of Children and Families' authority to adopt rules.

Section 5: Provides an effective date of July 1, 2014.

II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

None.

2. Expenditures:

DCF anticipates non-recurring costs of \$20,000 and recurring costs of \$84,000. The non-recurring cost is for the development of an assessment tool for the annual evaluation of the MDT members. The recurring costs are related to the evaluation and training of MDT members as outlined in the bill.⁴³ The fiscal impact related to the potential increase in individuals committed to the Center is indeterminate. See Fiscal Comments.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

None.

2. Expenditures:

⁴² See Harden v. State, 932 So.2d 1152 (3rd DCA 2006).

⁴³ Department of Children and Families' 2014 Agency Legislative Bill Analysis for Bill Number PCB HFS 14-01, dated January 9, 2014.

None.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

None.

D. FISCAL COMMENTS:

According to DCF, the changes set forth in this bill may result in an increase of 9 additional commitments per year. However, due to the multitude of interconnected variables contained within the commitment process, DCF advises that this number is based upon a series of assumptions which may or may not come to fruition. As such, the fiscal impact is indeterminate.

The table below sets forth potential fiscal impact based upon assumed increases in the number of committed residents⁴⁴.

Number of Additional Committed Residents	9	15	20	25
Total Annual Costs	\$328,500	\$547,500	\$730,000	\$912,500

III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

Not applicable. This bill does not appear to affect county or municipal governments.

2. Other:

None.

B. RULE-MAKING AUTHORITY:

None.

C. DRAFTING ISSUES OR OTHER COMMENTS:

None.

IV. AMENDMENTS/ COMMITTEE SUBSTITUTE CHANGES

⁴⁴ The annual cost per resident at the Center is approximately \$36,500. Also note that the Center's capacity is approximately 720 individuals with a current census of 654 individuals. The population is currently projected to increase at a rate of 22 persons a year. If additional individuals are committed to the Center, DCF will be required to take affirmative measures, potentially including capital outlays, to ensure these individuals remain in secure facility.