

**MONITORING OF OFFENDERS REQUIRED TO
COMPLY WITH THE SEX OFFENDER REGISTRY
REQUIREMENTS**

**A Report to the Governor, House Appropriations Committee,
And Senate Finance Committee**



January 2016

**Colonel W. Steven Flaherty
Superintendent**



COMMONWEALTH OF VIRGINIA

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January 1, 2016

TO: The Honorable Terry R. McAuliffe, Governor of Virginia

The Honorable Charles J. Colgan
Co-Chairman of the Senate Finance Committee

The Honorable Walter A. Stosch
Co-Chairman of the Senate Finance Committee

The Honorable S. Chris Jones
Chairman of the House Appropriations Committee

Pursuant to the 2015 Appropriation Act – Item 414 H.2, I am respectfully submitting herewith, a *Report on Monitoring of Offenders Required to Comply with the Sex Offender Registry Requirements*. The report is a compilation of the Department's efforts from October 16, 2014, through October 15, 2015.

Respectfully,

A handwritten signature in black ink that reads "W. S. Flaherty".

Superintendent

WSF/CAV

Enclosure

**Report on Monitoring of Offenders Required to Comply with
the Sex Offender Registry Requirements**

Preface

Pursuant to the 2015 Appropriation Act, the Department of State Police is pleased to provide this report on the monitoring of offenders required to comply with the Sex Offender Registry requirements.

Creation and Staffing

The 2006 Session of the Virginia General Assembly allocated the Virginia State Police 45 sworn FTEs (full time equivalents) as an enforcement component of the Sex Offender Registry.

In July 2006, the Sex Offender Investigative Unit (SOIU) was established, consisting of one first sergeant position, four sergeant positions, and forty trooper positions. This unit was placed within the Criminal Justice Information Services Division in the Bureau of Administrative and Support Services. The positions of the unit were constructed to provide an enforcement of the sex offender registry laws pursuant to Title 9.1 of the *Code of Virginia*. To ensure proper distribution of these established positions, an in-depth analysis of the existing sex offender population was conducted, resulting in the creation of four regions, with one sergeant and ten troopers assigned to each region. Each region is further divided into smaller geographical areas to ensure the sex offender population is properly served.

In 2006, when the SOIU was originally conceived, the offender to trooper ratio was 120:1. In the nine years since the implementation of the SOIU, legislative changes requiring additional types of offenders to register, coupled with the growth of the sex offender population, has pushed the ratio of sex offenders to troopers to 230:1. To further ensure efficiency, each region was divided into areas or small geographical work units to ensure that manpower was distributed evenly within each region.

Currently the SOIU monitors, registers, re-registers, and verifies employment and residency of 9,233 sex offenders. The *2015 Manpower Augmentation Plan* staffing model recommends the Department assign one trooper per 100 sex offenders living in Virginia communities. Implementation of this staffing model would require 52 additional troopers and two sergeants.

Effective July 1, 2012, 43 civilian compliance officer positions within the SOIU were authorized. The positions were advertised in March, 2012 in anticipation of the newly created positions. The Department received 2,616 applications. The applicants were screened, interviewed and underwent a thorough background investigation. Twenty-four compliance officers were hired on July 9, 2012. The compliance officers completed two weeks of training at the Virginia State Police Academy, receiving training in eighteen different topics, to include sex offender laws, methods of effective information gathering, database utilization, report writing, civil liability, ethics & leadership, and defensive tactics. Upon graduating, the compliance officers were assigned to SOIU troopers for completion of field training. An additional 15 compliance officers were hired October 15, 2012, and also completed their academy and field training. Over the last three years, some of the compliance officers have resigned, and more have been hired. Thirty-seven compliance officers are currently employed, with the vacant positions being the Arlington, Fredericksburg, Alleghany, Roanoke, Staunton, and Montgomery duty posts. The Department is currently in the process of filling these positions.

The compliance officers complete all required training and re-certifications that arise. They have access to all the databases necessary to adequately perform their jobs. They are issued a cellular telephone, small purchase credit card, and voyager card. Additionally, they are supplied with oleoresin capsicum (pepper spray) for personal defense, a pepper spray holder, flashlight, flashlight ring, and a clipboard. They are issued laptop computers and STARS radios (purchased through a Byrne/JAG grant) that are installed in their issued Nissan Versas. The radio provides them an added level of security. It serves as a means of communication if they are threatened or assaulted by the convicted sex offender during the course of their verification assignments.

A thorough analysis was conducted regarding the location of registered sex offenders, resulting in a matrix for the assignment of the compliance officers based on sex offender population density. The compliance officers continue to conduct and complete assigned home and employment verifications, to include both the semi-annual and 30-day verifications required by statute. In addition to the verifications, they also complete the necessary reports, perform other administrative/clerical duties, and are available for court appearances and testimony. The Virginia State Police use them to complement troopers in the SOIU, with the goal of easing the verification workload of the troopers so they can focus on the criminal investigations.

An Office Services Specialist II is needed in each of the four regions for clerical support of the SOIU. Each region of the SOIU consists of 21-23 sworn personnel and compliance officers, with no support personnel to assist with the flow of the vast quantity of paperwork. The regions have essentially doubled in size since July, 2012. During the past year the SOIU troopers have initiated 2,341 criminal investigations. Non-sworn support staff is needed to allow the sergeants more time to perform case reviews and provide proper oversight.

Goals and Objectives

The overall objective of the SOIU is to enhance public safety by investigating and successfully closing criminal cases involving sex offenders who fail to comply with Title 9.1 of the *Code of Virginia*. The SOIU is committed to monitoring and prosecuting sex offenders who fail to comply with Title 9.1 of the *Code of Virginia*. The following information provides an overview of the production and progress of the SOIU.

Sex Offender and Crimes Against Minors Registry (SOR) Verifications

As of November 24, 2015, there were 22,049 sex offenders listed on the Virginia State Police Sex Offender and Crimes Against Minors Registry. They are divided into three groups: (1) 3,538 registrants under the purview of the Department of Corrections Probation and Parole Services, (2) 9,233 sex offenders whose registration and verifications are the responsibility of the Department of State Police, and (3) the remaining 9,278 registrants who are incarcerated in jails or prisons across the state.

The Virginia Department of State Police has developed and maintains a web-based system for recording and monitoring residential and employment address verifications.

This database is utilized by Virginia State Police troopers and compliance officers, as well as Department of Corrections (DOC) probation and parole officers tasked with completing the verification process. Our agency conducts the training for the probation and parole officers, as well as the troopers and compliance officers assigned to the SOIU.

In the past twelve months, from October 16, 2014, to October 15, 2015, the VSP SOIU conducted 22,746 verifications of home, work, and school addresses.

Registry Violations

In the past twelve months, from October 16, 2014 through October 15, 2015, the Virginia State Police conducted 2,341 criminal investigations for failing to register pursuant to § 9.1-902 and providing false information pursuant to §18.2-472.1 . During this same period, there were 559 convictions from arrests made across the Commonwealth by the SOIU for violations of the aforementioned offenses. Many cases are still pending trial. These investigations were initiated from troopers' observations, tips from citizens, information from other law enforcement agencies, information from the Department of Corrections, and other states' sex offender registries. The SOIU received 537 tips regarding potential registry violations through the Department's Sex Offender and Crimes Against Minors Registry website. Virtually all of them required follow up investigations.

Coordination with Other State and Local Law Enforcement Organizations

Interagency coordination during this reporting period includes the following:

- VSP and DOC - VSP has developed the Sex Offender Verification (SOV) System, which is also used by DOC. VSP continues to conduct training for both agencies.
- VSP and DOC – VSP Area Offices register or re-register each incoming sex offender and work to process offenders who are under the supervision of Probation and Parole.
- VSP and DOC - Offenders are monitored through joint initiatives, such as the Halloween meetings that take place at many Probation and Parole District Offices. These meetings are designed to monitor offender movement during this children's celebration of the fall season, and also educate the offenders on their registration requirements.
- VSP and DOC – During 2015, the SOIU set up meetings with Probation and Parole District Offices to provide probationary offenders the contact information for troopers and compliance officers. This information is needed by offenders when they have questions, or when they have any changes that need to be reported.

- VSP and DOC - Probation and Parole District 15 met with Region IV staff on December 3, 2014 to discuss operational efficiency and enhanced communication between the two entities.
- VSP and the United States Marshals Service (USMS) – VSP SOIU Regions I, II, and IV now each have a trooper assigned to the USMS Task Force.
- VSP and the United States Marshals Service (USMS) – VSP collaborates with the USMS to apprehend violent sex offenders at large across the country. Once located, VSP SOIU personnel team with the local VSP BCI Fugitive Apprehension Unit to transport the fugitive back to Virginia.
- VSP and the United States Marshals Service (USMS) – Operation Freeze Out and Operation Boundary Lines. These joint operations were conducted for compliance verifications and fugitive apprehension.
- VSP and United States Marshals Service (USMS) –USMS provided two days of training for all sworn SOIU members at the Virginia State Police Academy. This training was geared towards increasing communication and cooperation between the VSP and USMS.
- VSP and other states - VSP worked with numerous out-of-state registries to locate and apprehend absconders who crossed state lines to escape compliance with sex offender registration requirements. This enables the SOIU troopers and compliance officers to extend their network of contacts.
- VSP and Immigration and Customs Enforcement (ICE) – VSP SOIU Region II and ICE conducted a joint operation in Northern Virginia during February 2015. This operation resulted in 54 arrest and 50 deportations.
- VSP and local agencies - VSP developed small task force initiatives with local agencies across the state with the goal of enhancing investigations surrounding SOR violations and to improve the line of communication throughout Virginia's criminal justice system.
- VSP and local agencies – VSP conducted semiannual sex offender awareness initiative in conjunction with Virginia Beach City Probation and Parole. The initiative targeted new offenders, educating them on registry requirements.
- VSP and local agencies – VSP and Chesapeake City Probation and Parole conducted an initiative concentrated on tracking offenders on Halloween night.
- VSP and local agencies – On February 20, 2014, Region II personnel met with Prince William County Risk Management regarding school aged convicted sex offenders. On the same date, the personnel met with Prince William County Child Protective Services regarding convicted sex offenders residing with children.

- VSP and local agencies – VSP collaborated with regional jails to flag offenders in order to ensure a new SP-236 is completed prior to release.
- VSP and local agencies – VSP SOIU Region IV coordinated with Roanoke City and County General District Court Judges in charge of the Therapeutic docket to explore the idea of enrolling offenders diagnosed with mental disorders. This process allows the court to access services to mitigate recidivism.
- VSP and educational facilities – On January 8, 2014, Region IV personnel met with Roanoke County School Resource Officers to collaborate and enhance each operation. Both entities now have contact information and a framework for approaching investigations with one another.
- VSP and educational facilities – A Region II trooper instructs an informational class to criminal justice majors at Germanna Community College. The subject matter pertained to sex offender registration requirements.
- VSP and U.S. Postal Service (USPS) – Region IV continued collaboration with USPS to address postal issues and to aid with leads during criminal investigations.
- VSP – Created a Sex Offender and Crimes Against Minors Registry Guidelines brochure to hand out to registered offenders. The brochure was created to outline registration laws and requirements in plain language.

Sex Offender Investigative Unit

The below data represents the time period of October 16, 2014, to October 15, 2015, and is provided to illustrate the quantity and quality of work performed by the SOIU.

Address Verifications per Region

Region	# To Be Verified	# Verified	Percent Completed
Region One	0	6,111	100%
Region Two	0	5,399	100%
Region Three	0	5,410	100%
Region Four	0	5,826	100%
Totals	0	22,746	100%

Address Verifications per Region

Region	Home Address Change	Home Initial Verification	Home Semi-Annual Verification	Work Address Change	School Address Change	Other
Region One	992	46	3,643	798	35	597
Region Two	746	78	3,383	695	32	465
Region Three	848	76	3,461	595	29	401
Region Four	942	59	3,662	686	21	456
Totals	3528	259	14,149	2,774	117	1,919

Criminal Investigations per Region From October 16, 2014, to October 15, 2015

Location	# Cases
Region One	819
Region Two	417
Region Three	490
Region Four	615
Total	2,341

* Information derived from Virginia State Police Criminal Investigative Report File and LEAMS System.

Failure to Register Convictions by Jurisdiction 10/16/2014 – 10/15/2015

JURISDICTION NAME	COUNT
ACCOMACK CO	3
ALBEMARLE CO	3
ALEXANDRIA	2
ALLEGHANY CO	1
AMHERST CO	2
ARLINGTON CO	3
BRISTOL	2
BUCKINGHAM CO	1
BUENA VISTA	1
CAMPBELL CO	1
CAROLINE CO	3
CARROLL CO	5
CHARLOTTESVILLE	9
CHESAPEAKE	23
CHESTERFIELD CO	54
CLARKE CO	1
COLONIAL HEIGHTS	2
CULPEPER CO	6
CUMBERLAND CO	2
DANVILLE	8
DINWIDDIE CO	5
FAIRFAX CO	19
FAUQUIER CO	7
FLUVANNA CO	1
FRANKLIN CITY	1
FRANKLIN CO	3
FREDERICK CO	1
FREDERICKSBURG	6
GILES CO	1
GRAYSON CO	2
GREENSVILLE CO	2
HALIFAX CO	3
HAMPTON	4
HANOVER CO	15
HENRICO CO	33
HENRY CO	1
HOPEWELL	7
ISLE OF WIGHT CO	1
JAMES CITY CO	1
KING & QUEEN CO	4
LANCASTER CO	1
LEE CO	1
LUNENBURG CO	1
LYNCHBURG	4

MECKLENBURG CO	2
MONTGOMERY CO	4
NELSON CO	1
NEW KENT CO	1
NEWPORT NEWS	13
NORFOLK	55
ORANGE CO	2
PATRICK	1
PETERSBURG	8
PITTSYLVANIA CO	9
PORTSMOUTH	6
POWHATAN CO	1
PRINCE EDWARD CO	3
PRINCE GEORGE CO	2
PRINCE WILLIAM CO	22
RICHMOND CITY	86
RICHMOND CO	1
ROANOKE	21
ROANOKE CO	17
ROCKBRIDGE CO	2
ROCKINGHAM CO	6
SCOTT CO	1
SHENANDOAH CO	1
SMYTH CO	1
SPOTSYLVANIA CO	3
STAFFORD CO	4
STAUNTON	2
SUFFOLK	3
TAZEWELL CO	2
VIRGINIA BEACH	15
WARREN CO	1
WASHINGTON CO	1
WESTMORELAND CO	2
WINCHESTER CITY	2
WYTHE CO	1
YORK CO	1
TOTAL	559

Virginia Department of State Police Sex Offender Registry (SOR) Regions

TELEPHONE NUMBERS

OVENYI	ROANOKE	804-543-3444	800-523-8052
OVENYI	CUYLER	434-626-1401	800-527-1700
OVENYI	APPOLOTTA	434-632-1128	800-543-0022
OVENYI	HYDEVILLE	478-228-4100	800-543-4110
OVENYI	CHESAPEAKE	757-624-6828	800-528-8828
OVENYI	SALIS	756-275-7100	800-543-6100
OVENYI	FAIRFAX	703-421-4300	800-523-4322

AREA HEADQUARTERS

1 GORAN	17 SWINERY	25 GUILFORD
2 VINCAS	18 DANVILLE	26 FRANKLIN
3 WET FORT	19 BRANFORD	27 DANFORD
4 BOWEN	20 CROSBURG	28 WINDLE
5 ROSSCHAMBERLAIN	21 APPOMATTOX	29 WILKINSON
6 PORTLAND	22 SOUTH HILL	30 WILKINSON
7 WELLSBORO	23 SOUTH BRIDGE	31 CLAYTON FORGE
8 HONORS	24 HALL	32 CLAYTON
9 TERRY	25 BALM	33 SALIS
10 LITTLETON	26 WYTHEVILLE	34 SUFFOLK
11 HENDERSON HILL	27 BRUCE	35 DANVILLE
12 HARRINGTON	28 CLAYTON HILL	36 GUN BLISSON
13 WINDLESS	29 BRADY	37 BRADY
14 LIND	30 WISE	38 HANFORD/SPOTSWOOD
15 CLAYTON	31 WATAUGA	39 DECEMBER
16 HANOVER	32 WATAUGA/BRUCE	40 SPANGLER

LEGEND

- ★ ADMINISTRATIVE HEADQUARTERS
- AREA HEADQUARTERS
- DIVISION HEADQUARTERS
- AREA HEADQUARTERS

