

***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 2023

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Superintendent**



COMMONWEALTH OF VIRGINIA

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January 1, 2023

TO: The Honorable Glenn Youngkin, Governor of Virginia

The Honorable Janet D. Howell
Chair of the Senate Finance and Appropriations Committee

The Honorable Barry D. Knight
Chair of the House Appropriations Committee

Pursuant to the 2009 Appropriation Act, 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 September 1, 2021, through August 31, 2022.

Respectfully,

A handwritten signature in cursive script that reads "Gary T. Settle".

Superintendent

GTS/dms

Enclosure

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

Preface

Pursuant to the 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 (SOR) 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 and Crimes Against Minors Registry.

In July 2006, the Sex Offender Investigative Unit (SOIU) was established, consisting of one (1) first sergeant position, four (4) sergeant positions, and forty (40) trooper positions. This unit was placed within the Criminal Justice Information Services Division, which is housed 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 (4) regions, with one (1) sergeant and ten (10) troopers assigned to each region. Each region was 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 sixteen 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 323:1. 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 12,926 sex offenders. This is an increase of 600 (4.9% increase) offenders in one year. The *2017 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 90 additional troopers.

Effective July 1, 2012, forty-three (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 (24) compliance officers were hired on July 9, 2012. The compliance officers completed two (2) weeks of training at the Virginia State Police Academy, receiving training in eighteen (18) different topics, to include sex offender laws, methods of effective information gathering, database utilization, report writing, civil liability, ethics and leadership, and defensive tactics. Upon graduating, the compliance officers were assigned to SOIU troopers for completion of field training. An additional fifteen (15) compliance officers were hired October 15, 2012, and also completed their academy and field training.

Recurrently, there is a high level of turnover in the compliance officer ranks. During the past twelve months there have been a total of twenty-four (24) compliance officer vacancies. The Department filled sixteen (16) of those vacancies. Thirty-five (35) compliance officers are currently employed, with the following locations without

compliance officer coverage: Augusta, Bath, Bristow, Culpeper, Dumfries, Giles, Harrisonburg, Highland, Louisa, Madison, Montgomery, Norfolk, Orange, Page, Portsmouth, Prince William, Pulaski, Radford, Richmond City, Rockingham, Shenandoah, Staunton, Waynesboro, and Woodbridge. The Department is in the process of filling these positions, which play a vital role in the registry process. The compliance officers handle thousands of in-person home, school, and work verifications yearly. Without the compliance officers, these duties would fall to the troopers, who are tasked with investigating thousands of violations yearly.

In addition to the assigned in-person verifications, the compliance officers also complete the necessary reports, assist Bureau of Field Operations' offices with walk-in registrations, track down missing or incomplete information submitted to the registry, and perform other administrative duties. Compliance officers are often required to appear in court and provide testimony. The Department uses them to complement troopers in the FSOIU, with the goal of easing the verification workload of the troopers so they can focus on the criminal investigations.

In 2008, there were 15,297 registered sex offenders in Virginia and the SOIU was responsible for monitoring 5,606 of those offenders with 40 troopers. Today, there are 25,551 registered sex offenders and the FSOIU monitors 12,926 of them. Offenders have increased by 67% and the number monitored by VSP has increased by 131%. The number of troopers designated for sex offender investigations remains at forty (40), the same as the unit's inception in 2006. While the compliance officers do play a vital role in the unit, they are unable to assist the trooper with criminal investigations.

Goals and Objectives

The overall objective of the sex offender element of the FSOIU 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 FSOIU 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 FSOIU.

Sex Offender and Crimes Against Minors Registry (SOR) Verifications

As of November 2, 2022, there were 25,551 sex offenders listed on the Virginia State Police Sex Offender and Crimes Against Minors Registry. They are divided into three groups: (1) 3,791 registrants under the purview of the Department of Corrections Probation and Parole Services, (2) 12,926 sex offenders whose registration and verifications are the responsibility of the Department of State Police, and (3) the remaining 8,834 registrants are civilly committed or incarcerated in jails or prisons across the state. The Department also tracks another 9,268 offenders living in other states who work, go to school, or live part-time in Virginia.

The Department maintains a web-based system for recording and monitoring residential and employment address verifications. This database is utilized by troopers and compliance officers, as well as Department of Corrections (DOC) probation and parole

officers tasked with completing the verification process. Additionally, changes to Virginia's sex offender registration laws that became effective on July 1, 2020, have streamlined the re-registration process for Tier I and II offenders, by allowing their re-registration to be completed during the semi-annual verifications.

In the past twelve months, from October 1, 2021, to September 30, 2022, the FSOIU conducted 38,925 verifications. This includes home, work, and school addresses, as well as supervision changes and warrant services. Our agency also conducts the training for the probation and parole officers, as well as for the troopers and compliance officers assigned to the FSOIU. A new system is currently under development and is scheduled to replace the aging sex offender verification system in February 2023.

Registry Violations

From October 1, 2021, to September 30, 2022, the Virginia State Police conducted 3,039 criminal investigations for failing to register pursuant to §9.1-902 and providing false information pursuant to §18.2-472.1. This is a 33% increase in criminal investigations as compared to the previous year. During this same period, there were 416 convictions from arrests made across the Commonwealth by the FSOIU 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 FSOIU received 589 tips regarding potential registry violations through the Department's Sex Offender and Crimes Against Minors Registry website, which was a 34% increase from the prior year. Virtually all of them required follow-up investigation.

Coordination with Other State and Local Law Enforcement Organizations

Interagency coordination during this reporting period includes the following:

- VSP and DOC - VSP operates 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 the United States Marshals Service (USMS) – VSP FSOIU Regions I, II, and IV each have a trooper assigned to the USMS Task Force, which is mutually beneficial to both organizations.

- VSP and the USMS – VSP collaborates with the USMS to apprehend violent sex offenders at-large across the country. Once located, VSP FSOIU personnel team with the local VSP BCI Fugitive Apprehension Unit to transport the fugitive back to Virginia.
- The USMS notifies the Virginia Sex Offender and Crimes Against Minors Registry whenever a Virginia registered sex offender makes reservations to travel outside the country.
- VSP Region II, in partnership with USMS, served 18 arrest warrants for homicide, attempted murder, robbery, various assaults, and cocaine distribution.
- VSP, in partnership with the USMS, conducted "Operation Vigilant 3" during the month of July 2022 in Roanoke. That operation concluded with 29 subjects being arrested on 56 total outstanding warrants, and the completion of 150 verifications.
- 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 FSOIU troopers and compliance officers to extend their network of contacts.
- VSP and local agencies - VSP continues to develop small task force initiatives with local agencies across the state, with the goal of enhancing investigations surrounding SOR violations and to improve the lines of communication throughout Virginia's criminal justice system.
- VSP also collaborated with regional jails to flag offenders in order to ensure a new SP-236 is completed prior to release.
- VSP and the U.S. Postal Service (USPS) – FSOIU Regions IV and V continued collaboration with the USPS to address postal issues and to aid with leads during criminal investigations.
- From October 1, 2021, through September 30, 2022, the FSOIU arrested 42 wanted subjects in the cities of Petersburg, Richmond, Roanoke and Norfolk. This resulted in 68 outstanding warrants being served.

Future Endeavors

- The Virginia State Police is continuing the process of replacing the current web-based Sex Offender and Crimes Against Minors Registry system. Expected completion date is February 2023. The new system, also web-based, will streamline the process of registering and processing offenders assigned to the registry. The new system will better serve the citizens of the Commonwealth by providing more accurate and timely information.

- FSOIU will continue to support *Operation Bold Blue Line* and supplement enforcement efforts to target high crime areas within the cities of Petersburg, Roanoke, Norfolk, Portsmouth, Richmond, Newport News, Danville, Lynchburg, Martinsville, Chesapeake, Hopewell, and Emporia. Efforts will surround locating persons wanted for firearms and sex offender violations.

Sex Offender Investigative Unit

The data below represents the period of October 1, 2021, to September 30, 2022, and is provided to illustrate the quantity of work performed by the FSOIU.

Address Verifications per Region

Region	Offenders Verified
Region One (Richmond)	8,160
Region Two (Northern VA)	5,562
Region Three (Central VA)	5,007
Region Four (Southwest VA)	6,546
Region Five (Chesapeake)	10,891
Region Six (Augusta)	2,759
Total	38,925

Address Verifications per Region

Region	Home/Work Address Change	Home Initial Verification	Home Semi-Annual Verification	Warrants Served	Supervision Change	School Address Change
Region One	2,226	239	4,355	383	926	31
Region Two	1,390	157	3,228	188	571	28
Region Three	1,043	112	3,258	104	480	10
Region Four	1,620	161	3,980	143	633	9
Region Five	2,419	190	7,067	238	930	47
Region Six	733	92	1,564	60	300	10
Totals	9,431	951	23,452	1,116	3,840	135

Criminal Investigations per Region
From October 1, 2021, to September 30, 2022

Location	# Cases
Region One	674
Region Two	619
Region Three	434
Region Four	414
Region Five	601
Region Six	297
Total	3,039

Failure to Register Convictions October 1, 2021, through September 30, 2022

JURISDICTION	CONVICTIONS	JURISDICTION	CONVICTIONS
ACCOMACK CO	1	PULASKI CO	2
ALLEGHANY CO	2	RICHMOND CO	2
AUGUSTA CO	4	ROCKINGHAM CO	6
BEDFORD CO	1	RUSSELL CO	4
BOTETOURT CO	1	SHENANDOAH CO	3
BRUNSWICK CO	2	SMYTH CO	4
BUCHANAN CO	2	SOUTHAMPTON CO	1
CAMPBELL CO	5	SPOTSYLVANIA CO	9
CAROLINE CO	1	STAFFORD CO	3
CARROLL CO	2	TAZEWELL CO	3
CHARLES CITY CO	2	WARREN CO	5
CHARLOTTE CO	2	WASHINGTON CO	1
CHESTERFIELD CO	19	WISE CO	3
CULPEPER CO	2	WYTHE CO	2
CUMBERLAND CO	2	YORK CO	5
DINWIDDIE CO	1	ALEXANDRIA	3
ESSEX CO	1	BRISTOL	8
FAIRFAX CO	2	CHARLOTTESVILLE	2
FAUQUIER CO	1	COLONIAL HEIGHTS	5
FLOYD CO	1	FREDERICKSBURG	5
FLUVANNA CO	1	GALAX	1
FRANKLIN CO	1	HAMPTON	19
FREDERICK CO	1	HOPEWELL	11
GRAYSON CO	1	LYNCHBURG	4
HALIFAX CO	3	NEWPORT NEWS	17
HANOVER CO	7	NORFOLK	17
HENRICO CO	9	PETERSBURG	17
HENRY CO	4	PORTSMOUTH	1
ISLE OF WIGHT CO	1	RICHMOND CITY	24
JAMES CITY CO	1	ROANOKE	44
KING GEORGE CO	1	STAUNTON	2
LUNENBURG CO	1	VIRGINIA BEACH	35
MADISON CO	1	CHESAPEAKE	19
MECKLENBURG CO	1	WAYNESBORO	2

MONTGOMERY CO	5	WILLIAMSBURG	1
NELSON CO	2	WINCHESTER	4
NEW KENT CO	1	NORTON	2
NORTHAMPTON CO	1	FRANKLIN	1
NORTHUMBERLAND CO	2	BEDFORD	2
NOTTOWAY CO	4	EMPORIA	1
ORANGE CO	2		
PAGE CO	6		
PATRICK CO	1	TOTAL:	416
PITTSYLVANIA CO	2		
PRINCE EDWARD CO	1		
PRINCE WILLIAM CO	2		

