

**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 2024**

**Colonel Gary T. Settle  
Superintendent**



# COMMONWEALTH OF VIRGINIA

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January 1, 2024

TO: The Honorable Glenn Youngkin, Governor of Virginia

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

The Honorable George L. Barker  
Co-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, 2022, through August 31, 2023.

Respectfully,

  
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 seventeen 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 317:1. 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 FSOIU (renamed Firearms and Sex Offender Investigative Unit in early 2021) monitors, registers, re-registers, and verifies employment and residency of 13,331 sex offenders. This is an increase of 405 (3.13% 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 92 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.

Recurrently, there is a high level of turnover in the compliance officer ranks. From September 1, 2022, through August 31, 2023, there have been a total of eight (8) compliance officer vacancies. The Department filled five (5) of those vacancies and converted three (3) to sworn trooper positions to address areas of high sex

offender/trooper ratios and firearms investigations. Thirty (30) compliance officers are currently employed, with the following locations without compliance officer coverage: Augusta, Albemarle, Charlottesville, Fairfax, Greene, Highland, Nelson, Prince William, Staunton, and Waynesboro. 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/clerical 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 26,161 registered sex offenders and the FSOIU monitors 13,331 of them. Offenders have increased by 71% and the number monitored by VSP has increased by 138%. Since the unit's inception in 2006, the number of troopers designated for sex offender investigations has increased to forty-two (42), however, this was only due to the Department converting vacant compliance officer positions to trooper positions. Compliance officers play a vital role in the unit, but due to high turnover and vacancy rates exceeding 30%, the Department has shifted to converting compliance officer vacancies to trooper positions.

Finally, to better assist in the timely apprehension of both wanted sex offenders and firearms violation subjects, the FSOIU added an agency management analyst senior position, which was filled in December 2022. This analyst has already assisted with over 100 cases, providing long-term case support and the use of analytical databases to indicate a possible location of absconded subjects.

### **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 17, 2023, there were 26,161 sex offenders located in Virginia that are listed on the Virginia State Police Sex Offender and Crimes Against Minors Registry. They are divided into three groups: (1) 3,746 registrants under the purview of the Department of Corrections Probation and Parole Services, (2) 13,331 sex offenders whose registration and verifications are the responsibility of the Department of State Police, and (3) the remaining 9,084 registrants are civilly committed or incarcerated in jails or prisons across the state. The Department also tracks another 9,706 offenders living in other states who work, go to school, or live part-time in Virginia.

In the past twelve months, from September 1, 2022, to August 31, 2023, the FSOIU conducted 41,533 verifications consisting of: initial registrations, home, work, supervision changes and school addresses. 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.

## **Registry Violations**

From September 1, 2022, to August 31, 2023, the Virginia State Police conducted 2,841 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 589 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 568 tips regarding potential registry violations through the Department's Sex Offender and Crimes Against Minors Registry website. Virtually all of them required follow-up investigation.

## **Coordination with Federal, State, and Local Law Enforcement Organizations**

Interagency coordination during this reporting period includes the following:

- The FSOIU played a vital part in Governor Youngkin's Operation Bold Blue Line initiative. During the period of September 1, 2022, through August 31, 2023, the FSOIU arrested eighty-one (81) subjects specifically in Operation Bold Blue Line cities. Of those arrested, fifty-eight (58) were for firearms violations and the other twenty-three (23) were for sex offender violations. In total, 128 criminal charges were placed. The FSOIU worked alongside many local, state, and federal agencies to make this initiative a success.
- In support of these operations, the FSOIU analyst assisted by providing case support and compiled reports of possible locations of wanted subjects to better dedicate efforts and time during the initiatives. Additionally, the analyst collaborated with local and federal partners to gather and build intelligence on

both sex offenders and firearms subjects who may be involved in violent criminal activity.

- 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 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. In addition to extraditions, VSP and the USMS routinely work collaboratively in locating wanted sex offenders. Specifically, on October 8, 2022, VSP and the USMS worked together in attempting to locate 22 subjects who were wanted for sex offender violations.
- 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 and the USMS held numerous operations throughout the year to conduct verifications on sex offenders. In February of 2023, VSP and the USMS conducted 143 verifications in Fairfax County.
- VSP and other states - VSP worked with numerous out-of-state registries to locate and apprehend absconders who crossed state lines to evade 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.

### **Future Endeavors**

- The FSOIU will continue to supplement Operation Bold Blue Line enforcement efforts as directed by command to target high violent crime areas such as Lynchburg, Portsmouth, Petersburg, Norfolk, Richmond City and Roanoke City.

Efforts will continue to focus on investigating firearms transactions involving prohibited persons, as well as investigating and stopping firearms trafficking.

- The new Virginia Sex Offender Management System (VSOMS) launched October 30, 2023. This new system allows for a web-based, streamlined process of registering and processing offenders assigned to the registry. VSOMS will better serve the citizens of the Commonwealth by providing more accurate and timely information.

### **Sex Offender Investigative Unit**

The data below represents the period of September 1, 2022, to August 31, 2023, and is provided to illustrate the quantity of work performed by the FSOIU.

#### **Address Verifications per Region**

<b>Region</b>	<b>Offenders Verified</b>
Region One (Richmond)	8,390
Region Two (Northern VA)	5,576
Region Three (Central VA)	5,198
Region Four (Southwest VA)	6,716
Region Five (Chesapeake)	10,873
Region Six (Augusta)	4,780
<b>Total</b>	<b>41,533</b>

#### **Address Verifications per Region**

<b>Region</b>	<b>Home/Work Address Change</b>	<b>Home Initial Verification</b>	<b>Home Semi-Annual Verification</b>	<b>Warrants Served</b>	<b>Supervision Change</b>	<b>School Address Change</b>
Region One	2,171	286	4,591	398	914	30
Region Two	1,347	198	3,415	126	465	25
Region Three	1,150	158	3,323	114	447	6
Region Four	1,587	168	4,142	171	638	10
Region Five	2,440	239	7,096	247	821	30
Region Six	997	149	3,171	103	349	11
<b>Totals</b>	<b>9,692</b>	<b>1,198</b>	<b>25,738</b>	<b>1,159</b>	<b>3,634</b>	<b>112</b>



**Criminal Investigations per Region**  
**From September 1, 2022, to August 31, 2023**

<b>Location</b>	<b># Investigations</b>
Region One	633
Region Two	466
Region Three	387
Region Four	450
Region Five	632
Region Six	273
<b>Total</b>	<b>2,841</b>

**Sex Offender Registry Violation Convictions – Sept. 1, 2022, through Aug. 31, 2023**

<b>JURISDICTION</b>	<b>CONVICTIONS</b>	<b>JURISDICTION</b>	<b>CONVICTIONS</b>
ACCOMACK CO	9	MECKLENBURG CO	1
ALEXANDRIA	2	MONTGOMERY CO	11
ALLEGHANY CO	4	NELSON CO	2
AMELIA CO	11	NEW KENT CO	2
AMHERST CO	1	NEWPORT NEWS	8
APPOMATTOX CO	1	NORFOLK	42
AUGUSTA CO	4	NORTHAMPTON CO	4
BEDFORD	2	NOTTOWAY CO	22
BEDFORD CO	1	ORANGE CO	2
BOTETOURT CO	2	PAGE CO	2
BRISTOL	6	PETERSBURG	33
BRUNSWICK CO	2	PITTSYLVANIA CO	1
BUCHANAN CO	3	PORTSMOUTH	6
BUCKINGHAM CO	4	PRINCE EDWARD CO	2
CAROLINE CO	4	PRINCE GEORGE CO	3
CARROLL CO	2	PRINCE WILLIAM CO	3
CHARLOTTESVILLE	3	PULASKI CO	5
CHESAPEAKE	17	RICHMOND CITY	28
CHESTERFIELD CO	6	ROANOKE	51
CHESTERFIELD CO	18	ROANOKE CO	1
COLONIAL HEIGHTS	3	ROANOKE CO	4
CULPEPER CO	1	ROCKBRIDGE CO	1
CUMBERLAND CO	4	ROCKINGHAM CO	7
DINWIDDIE CO	4	RUSSELL CO	1
FAIRFAX CO	2	SALEM	3
FAUQUIER CO	1	SCOTT CO	5
FLUVANNA CO	1	SHENANDOAH CO	2
FRANKLIN CO	2	SMYTH CO	2
FREDERICK CO	2	SPOTSYLVANIA CO	4
FREDERICKSBURG	5	STAFFORD CO	1
GILES CO	1	STAUNTON	3

HALIFAX CO	1	SUFFOLK	5
HAMPTON	23	SUSSEX CO	1
HANOVER CO	8	TAZEWELL CO	2
HARRISONBURG	1	VIRGINIA BEACH	48
HENRICO CO	1	WARREN CO	1
HENRICO CO	13	WARREN CO	5
HENRY CO	2	WASHINGTON CO	1
HOPEWELL	4	WASHINGTON CO	2
ISLE OF WIGHT CO	2	WAYNESBORO	1
JAMES CITY CO	3	WAYNESBORO	4
KING AND QUEEN CO	3	WESTMORELAND CO	4
KING GEORGE CO	1	WILLIAMSBURG	3
LANCASTER CO	2	WINCHESTER	5
LEE CO	14	WISE CO	9
LUNENBURG CO	8	WYTHE CO	7
LYNCHBURG	12	YORK CO	2
MARTINSVILLE	1	TOTAL:	589

# VIRGINIA DEPARTMENT OF STATE POLICE FSOIU

