SEX OFFENDERS IN THE COMMUNITY:
ENFORCEMENT AND PREVENTION STRATEGIES
FOR LAW ENFORCEMENT

International Association of Chiefs of Police
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Date published: September 2007
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ACKNOWLEDGMENTS

This project is supported by grant number 2006-WP-BX-K005 awarded by the Bureau of Justice Assistance. The Bureau of Justice Assistance is a component of the Office of Justice Programs, which also includes the Bureau of Justice Statistics, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime. Points of view or opinions in this document are those of the International Association of Chiefs of Police and do not represent the official position or policies of the Department of Justice.

We would like to express our sincere gratitude to the leadership and staff of the following agencies for sharing their time and expertise:

- Bedford County Sheriff’s Department (Virginia)
- Cary Police Department (North Carolina)
- Dallas Police Department (Texas)
- Lake Havasu City Police Department (Arizona)
- Lafourche Parish Sheriff’s Office (Louisiana)
- Palm Beach County Sheriff’s Department (Florida)
- Port Orange Police Department (Florida)
- Prince William County Police Department (Virginia)
- San Diego Community College Police (California)
- San Diego Sex Offender Management Council (California)
- Seattle Police Department (Washington)
- Two Rivers Police Department (Wisconsin)
- Virginia Department of Corrections, Division of Community Corrections

We extend a special thank you to the following individuals for their review and contributions to this document: Chief Scott Cunningham, Cary, North Carolina, and Chief Thomas Tremblay, Burlington, Vermont.
EXECUTIVE SUMMARY
SINCE NOVEMBER 2005, the International Association of Chiefs of Police (IACP) has been working in partnership with the Bureau of Justice Assistance (BJA) to learn about and understand law enforcement’s role in sex offender management, to identify policy and operational challenges facing law enforcement regarding sex offenders, to design and develop resources to assist police managers, and to enhance agency efforts to hold sex offenders accountable and reduce future victimization.

Our initial efforts focused on examining how law enforcement agencies engage volunteers to support and strengthen sex offender management activities. Volunteers play a significant role in enhancing law enforcement’s ability to maintain public safety and to comply with sex offender mandates. Volunteers support agencies with registration, records management process, maintenance of paper and electronic files, and outreach to criminal justice and public safety agencies to educate the community, represent victims, and share information.

Using volunteers is just one effective law enforcement approach. Law enforcement is also creating specialized units and forging partnerships to further enhance and strengthen their capacity to monitor and track sex offenders in the community. Despite these active efforts and as a result of the growing focus on sex offenders, many state, local, and tribal law enforcement agencies are struggling to address a myriad of policy and operational issues including, but not limited to:

- tracking convicted sex offenders not under formal/community supervision,
- compiling and collecting key information and documents for comprehensive investigations,
- responding effectively to community fears and concerns about sex offenders living in their neighborhoods,
- increasing regular communication among all agencies responsible for sex offender management activities,
- establishing the necessary infrastructure to comply with mandated registration and verification requirements, and
- assessing an offender’s risk to reoffend.

The purpose of this publication is to help fill operational gaps and to provide examples of how various law enforcement agencies across the country employ strategies to better safeguard communities from sex offenders. This guidebook provides an overview of the sex offender population, identifies law enforcement prevention and enforcement strategies, features specific examples from jurisdictions around the country, and includes sample forms and documents.

LAW ENFORCEMENT RESOURCES

In addition to this publication, the IACP is developing multiple products and resources to enhance the law enforcement response to sex offenders in the community. Please contact the IACP for information on upcoming resources:

- An IACP model policy on sex offenders
- Two publications in partnership with the American Probation and Parole Association (APPA):
  - Guidelines for information sharing between law enforcement and corrections (what information corrections officials have, how to access it, and how it will strengthen enforcement and prevention efforts), and
  - Advantages and disadvantages of electronic monitoring technology used to track sex offenders.
Framing A Law Enforcement Response: "Addressing Community Concerns about Sex Offenders," a pamphlet that provides law enforcement with talking points to consider in framing an agency response to questions posed by the community.

A Web cast on risk assessment tools.
SEX OFFENDERS AND THEIR CRIMES pose a threat within communities and can create an atmosphere of fear. State, local, and tribal law enforcement agencies shoulder the responsibility for keeping communities safe from repeat and predatory sexual offenders. Law enforcement responsibilities include
- informing the community of the presence of registered sex offenders,
- verifying compliance with registration laws,
- locating noncompliant or absconded offenders,
- investigating violations of such laws and new sex offenses,
- responding to victims of sex crimes, and
- educating the community about personal safety precautions and crime prevention activities.

Law enforcement’s sex offender oversight responsibilities have increased greatly over the past two decades and continue to grow rapidly with a recent swell of federal and state legislation, and high-profile cases involving sex offenders. With the passage of the Adam Walsh Child Protection and Safety Act (Walsh Act), by July 2009 law enforcement agencies will be required to invest substantial human resources to comply with the Walsh Act’s registration, tracking, notification, and monitoring mandates.

The National Center for Missing and Exploited Children (NCMEC) estimates that there are more than 602,000 registered sex offenders in the United States and its territories (May 2007). No current statistics exist for the number of these registered sex offenders under some form of correctional or community supervision. The most recent statistic from the Bureau of Justice Statistics estimated that in 1994 approximately 234,000 offenders convicted of rape or sexual assault were under the care, custody, or control of corrections agencies and that nearly 60 percent of these sex offenders were under conditional supervision in the community.

Those sex offenders that are no longer under correctional or community supervision, but are still subject to registration and monitoring oversight are of grave concern to law enforcement. Further, law enforcement is deeply concerned about sex offenses that are not reported to the police and sex offenders yet unknown in the community. This backdrop makes law enforcement’s task to educate and safeguard communities much more difficult.
THE SEX OFFENDER POPULATION:
PERCEPTION AND REALITIES
WHEN A SEX OFFENDER IS RELEASED BACK INTO THE COMMUNITY, it can be an overwhelming and frightening experience for the neighborhood. The widely used “sex offender” label implies that all sex offenders are the same and contributes to the public’s fear about sex offenders integrating back into the community. Law enforcement agencies are in a unique position to address and alleviate such community concerns. Understanding that sex offenders are not a homogeneous population is critical to any enforcement or prevention strategy and will enhance an agency’s ability to target their resources toward those offenders presenting the greatest risk to the community.

In the 1990s, to enhance community safety, community notification laws were passed with the intention of sharing relevant and necessary information for the public’s protection from convicted sex offenders. Recognizing the diversity of sex offenders and sex offenses, the format and delivery of community notification is generally tailored to the “risk level” of an offender. A majority of states use risk assessment tools and classification systems to determine a risk level which corresponds to the extent of information shared with the public. Minimum standards for community notification exist, but in general law enforcement agencies have wide discretion in determining

- how public notification happens and when,
- what information communities receive, and
- who gets notified.

Because notification practices vary greatly between jurisdictions, public misperceptions exist as to whom sex offenders are. Research studies by state and federal government agencies and victim advocacy organizations reveal that most victims of sex crimes are known to the offender and that a majority of sex offenses are committed against family members, friends, or close acquaintances. Despite this reality, mass media reports of horrific stranger abductions fuel community fears. While these abhorrent crimes occur, law enforcement must balance resources to monitor a large percentage of registered sex offenders who are categorized as a lower risk to the community while remaining vigilant to high-risk and violent sexual offenders.

This section outlines general perceptions and realities about sex offenders. However, it is important to keep in mind that this information is based on available statistics of reported crimes. Research has shown that a large percentage of sex crimes are not reported to the police.

**PERCEPTION: ALL SEX OFFENDERS ARE ALIKE.**

**REALITY:**

Sex offenders can be male or female, rich or poor, employed or unemployed, religious or non-religious, highly educated or uneducated. There is no established sex offender profile, which means that no one characteristic is indicative of a sex offender or sexual misconduct. However, we do know that many sex offenders exhibit common characteristics such as denial and minimization, poor coping skills, deviant sexual behavior, and multiple victims and offenses.
PERCEPTION: ALL SEX OFFENDERS WILL EVENTUALLY RECIDIVATE.

REALITY:
Recidivism rates for sex offenders are inconsistent due to methodological difficulties (variability in sample sizes, differences in follow-up lengths, and sample demographics). However, most studies suggest that how likely a sex offender is to reoffend depends on the type of crime committed, as well as victim characteristics and relationships. Research has identified various static (unchangeable) and dynamic (subject to change) risk factors that tend to predict whether or not a sex offender will reoffend. CSOM outlines examples of both static and dynamic risk factors.

Static risk factors: prior convictions for sex crimes, targeting male victims, a younger age of onset of sex offending, being unmarried, having an antisocial personality disorder, or having unrelated, unfamiliar victims.

Dynamic risk factors: intimacy problems, increased hostility, emotional identification with children, preoccupation with sexual matters, unstable lifestyle (employment, housing, substance abuse), demonstrating noncompliance with supervision or treatment expectations, or justification of deviant behavior.

PERCEPTION: THE REGISTERED SEX OFFENDER LIVING DOWN THE STREET IS THE BIGGEST THREAT TO THE COMMUNITY.

REALITY:
Being informed of a registered sex offender in your community can help you to protect yourself and your family; however, the majority of sex crimes do not get reported to the police and are committed by someone known to the victim (family, friend, or acquaintance). Sex offenders listed on a registry represent only those offenders that were reported and then convicted of a registerable offense. Additionally, the likelihood of victimization depends largely on the type of crime, as well as characteristics of the sex offender's relationship to the victim.

- According to the 2000 Sexual Assault of Young Children as Reported to Law Enforcement, 93 percent of juvenile sexual assault victims knew their attacker, 34 percent were family members, and 58 percent acquaintances. Only 7 percent of perpetrators were strangers to the victim.
- A 1998 National Violence against Women Survey revealed that among women that reported being raped, 76 percent were victimized by a current or former husband, live-in partner, or date.
- A study done by the Bureau of Justice Statistics found that 9 out of 10 rape or sexual assaults involved a single offender with who the victim had a prior relationship as a family member, intimate partner, or acquaintance.

PERCEPTION: TREATMENT OF SEX OFFENDERS IS INEFFECTIVE.

REALITY:
The success of treatment for sex offenders is highly debated. Newer practices that involve treating sex offenses like a chemical addiction and contemporary cognitive behavioral treatment are showing some promise (2007). Offenders are taught to control their behavior through a tailored approach focused on changing their thoughts, taking responsibility, and avoiding certain triggers (people and places) that may cause them to reoffend. Treatment and the certainty of negative consequences (such as arrest and incarceration) may motivate offenders to control their behavior. Based on multiple research studies, CSOM states that “treatment programs can contribute to community safety because those who attend and cooperate with program conditions are less likely to reoffend than those who reject intervention.”
ENFORCEMENT AND PREVENTION STRATEGIES
THE RESPONSIBILITY FOR MONITORING AND SUPERVISING sex offenders in the community falls with no one agency. Multiple disciplines play a part in the management of sex offenders from incarceration to treatment to compliance; all working toward the goals of reducing recidivism and protecting citizens from potential victimization. State, local, and tribal law enforcement agencies are critical partners in a comprehensive sex offender management strategy. While laws and ordinances direct law enforcement efforts, many agencies adopt their own policies and procedures to enhance community safety. For example, many agencies elevate their enforcement and prevention efforts by conducting a wide range of activities including:

- face to face address verification checks,
- supplemental risk assessments,
- regional task forces and multi-agency partnerships, and
- ongoing community education.

Managing sex offenders is complex and multifaceted; therefore, a law enforcement approach that involves multiple approaches may be necessary. The following section summarizes the various strategies currently in use by law enforcement across the country.

MULTI-AGENCY PARTNERSHIPS AND COLLABORATIVE EFFORTS

A major component of supervising sex offenders within the community includes collaborative efforts and partnerships among law enforcement, community, and other criminal justice agencies. Agencies report that the greatest benefit of collaboration is the broad perspective and the improved ability to collectively manage sex offenders. Establishing a common goal among agencies will direct efforts of the group and provide a sense of validation for all participating agencies. To sustain collaborative efforts, the composition of formal partnerships must be adaptable to the community and social environment.

Law Enforcement and Corrections Partnerships

Law enforcement and corrections officials commonly forge partnerships to aid in the oversight of sex offenders released back into the community. These partnerships evolve for investigative and case management reasons. At intake, corrections officials obtain in-depth information about an offender, including details about his/her crimes, victims, and history of sexual deviance. This information is valuable to law enforcement because it affords police agencies the opportunity to better assess risk to the community. Upon reentry, many sex offenders remain on active supervision under the auspices of local probation and parole.

Law enforcement and corrections officials personnel can work together to hold sex offenders accountable and decrease the likelihood of noncompliance or absconding. These partnerships can serve as a “checks and balance” system, reinforcing that multiple agencies are communicating and involved to ensure success within the community and compliance with supervision and legislative requirements.

Multi-Disciplinary Task Forces

Multi-disciplinary task forces may comprise law enforcement, corrections, judicial personnel, victim advocates, treatment providers, educational professionals, and other community service providers. The ultimate goal of a task force is to provide a multi-faceted approach to the supervision, registration, and treatment of sex offenders in the community to improve public safety and reduce victimization. Task forces may be appointed to critically evaluate the current state of sex offender management and to develop recommendations and pinpoint policy and procedural areas for future consideration. Other task forces
have been created to locate and apprehend non-compliant offenders. Many task forces span all levels of government. Some regional and local task forces work with the United States Marshals Service (USMS) to apprehend noncompliant sex offenders. The Walsh Act specifically tasks the USMS with assisting jurisdictions in locating and apprehending sex offenders who violate sex offender registration requirements. The Walsh Act makes it a federal felony punishable by a 10 year imprisonment for sex offenders who fail to register and who travel between states. The USMS has established the “Sexual Predator Crimes Branch” to assist local law enforcement agencies in locating and apprehending noncompliant sex offenders. Additionally, the National Center for Missing and Exploited Children (NCMEC) partners with the USMS to serve as a central information and analysis hub assisting in their efforts to apprehend noncompliant registered sex offenders. The Sex Offender Tracking Team is made up of analysts dedicated to supporting the USMS, Federal Bureau of Investigation (FBI), state sex offender registries, and other state and local law enforcement nationwide to assist in identifying and locating noncompliant registered sex offenders. These analysts

- serve as liaisons between state registries in an effort to increase communication and better track sex offenders moving between states,
- respond to requests to conduct searches to assist law enforcement agencies and state registries in their investigations of noncompliant/absconded sex offenders, and
- provide agencies with lead packages to assist them in the location and apprehension of these fugitives.

In addition, this team will be comparing NCMEC's attempted abduction data, online predator data, and child abduction data for potential linkages with noncompliant sex offenders sought by law enforcement and to examine trends and patterns. This information will be used to broaden the existing knowledge base regarding sex offenders and child predators in order to create more effective prevention and response strategies.

**Benefits of Multi-Agency Partnerships**

- Improved intelligence gathering and information sharing efforts,
- Increased capacity to develop collaborative responses,
- Enhanced supervision of offenders,
- Increased offender accountability (i.e., sends clear message to offenders that he/she will be held accountable),
- Enhanced efficiency and effectiveness of participating agency’s operations and processes, and
- Focused on reducing victimization and recidivism within communities.

**Offender Tracking**

**Address Verification**

The Walsh Act expands the number of registerable sex offenses and requires a broader group of sex offenders to register for longer periods of time, many for life. Verifying residential addresses provided through national and state sex offender registries is a serious task. Physically sending an officer to verify or confirm a registered sex offender’s address is referred to as compliance or verification checks. Certain states mandate that law enforcement conduct physical address verifications for certain registered sex offenders on a specified timetable (for example, once a year for lower risk levels and as often as four times a year for the highest risk level).

Depending on the state, the mandated responsibility may lie with a police department, sheriff’s office, or state police. However, some law
enforcement agencies have leveraged internal and external resources to enable them to conduct address verification checks, even if not required by law, because these checks increase offender accountability and provide an additional public safety service. Departments that provide supplemental address verification checks are mindful of the rights of the offender and develop appropriate procedures so as not to harass the individual.

The process for performing address verification checks varies from state to state; several examples of local agencies are included in this publication. Some law enforcement agencies perform face-to-face checks; others use a mail-based process. Conducting checks allows the agency to collect additional information such as changes in appearance, the offender’s employment and school status, and registered vehicles.

Risk Assessments
A risk assessment provides critical information to law enforcement by measuring the extent, nature, and seriousness of an offender’s sexual behavior, the degree of risk or threat the offender poses to the community, and the general dangerousness of the offender in different settings. The theory is that sex offenders who pose a higher risk to the community are subject to a higher level of supervision. Different types of risk assessment tools use objective measures to determine a sex offender’s level of risk and each includes a number of variables and different types of analyses.

Sex offenders vary in reoffense patterns and are responsive to different types of supervision and treatment. Valid and accurate risk assessments allow law enforcement to allocate resources to those offenders posing the greatest threat to the community. For example, Texas has recently announced plans to implement new methods for assessing and categorizing risk levels of registered sex offenders. The new tool will be designed to provide a better indication of which offenders present the highest risk to the community.

Compliance checks function as a type of risk assessment based on information released by the offender and officer observations during the visit. A wealth of information is available to law enforcement through compliance checks if these visits are used for more than confirming an address or place of employment.

Some law enforcement agencies create supplementary internal risk assessment questionnaires or forms allowing them to collect more law enforcement-specific information and to maintain thorough investigative files. Sex offender behavior and risk to the community can change; therefore, continued contact with these individuals, particularly unsupervised offenders, can alert police to such changes.

**Benefits of Conducting Address Verifications**
- Opens the lines of communication between law enforcement and the offender,
- Allows the officer to recognize changes in offender’s appearance or a deterioration in the offender’s condition,
- Documents contact and updated information on the offender,
- Establishes an understanding with other members of the household who may serve as a resource if issues arise,
- Sends a clear message to the offender that he/she will be held accountable.

**Benefits of Risk Assessment**
- Improves the ability to delegate resources to those offenders classified as high-risk (increase verification checks, increase registration frequency),
- Provides an investigative resource if sexual offenses or child abductions occur in the jurisdiction, and
- Creates a better understanding of the offender’s behavior.
USE OF TECHNOLOGY: DATABASES, WEB SITES, AND SOFTWARE

Technology serves as an integral component of many law enforcement prevention and enforcement strategies. Computer aided dispatch (CAD) software, national and state sex offender registries, and agency Web sites advance the ability of law enforcement to monitor and track sex offenders, provide the public with important safety information, and notify citizens when a sex offender moves into their neighborhood.

Dru Sjodin National Sex Offender Public Web Site (NSOPW)
The U.S. Department of Justice’s Dru Sjodin National Sex Offender Public Web site (NSOPW) uses the Internet to search for and display public sex offender data from state and territory registries through a single query. The NSOPW is one tool many law enforcement agencies use to cross check address information against their internal registration files and databases.

Hardware/Software
Crime mapping software has multiple uses in a law enforcement agency. A computer aided dispatch (CAD) system can also be used to alert dispatchers and patrol officers when a registered sex offender is a party on any call for service. Law enforcement is also using CAD systems to visually flag and map the location of sex offenders in the community and their proximity to schools, parks, and playgrounds.

Department Web Sites
Important public safety information can be shared widely with the community through a departmental Web site. For example, the Lake Havasu City Police Department has created a separate Web site (www.lhcazsexoffenders.com) with the stated goal of providing citizens “with helpful information as well as some insight into what is occurring with registered sex offenders within our community” based on the belief that “furnishing the public with information regarding convicted sex offenders is a critical step toward encouraging the public to protect themselves from potential future acts.” The Seattle Police Department’s Web site (www.cityofseattle.net) lists extensive information on crime prevention, sex offender facts, how to talk to children, characteristics and behaviors of pedophiles, and a list of commonly asked questions.

BENEFITS OF TECHNOLOGY
• CAD software increases the ability of law enforcement to monitor and track sex offenders in the community, functions as an investigative resource, and improves officer safety and response time;
• Public registries assist law enforcement in locating absconders and inform citizens when a sex offender has moved into their neighborhood; and
• Department Web sites offer important public safety tips to keep citizens and their families safe, and also serve as an investigative resource by posting information on non-compliant sex offenders and absconders.

COMMUNITY EDUCATION
With an abundance of new sex offender laws, citizens are becoming increasingly aware of the presence of registered sex offenders in their neighborhoods. Law enforcement regularly fields questions from the public regarding these offenders. Frequently asked questions include:

▷ Why are sex offenders allowed to live in my community?
▷ Why doesn’t the police department inform us about all sex offenders living in the community?
▷ How can I protect myself and my family from this person?
▷ Don’t all sex offenders reoffend?
▷ What is community notification?
Community education is vital in keeping the public informed about sex offenders in their community and to raise awareness of potential warning signs or grooming behaviors. Community education can also diminish fear and anxiety within communities by allowing citizens a forum to ask questions and voice their concerns about sex offenders. Law enforcement agencies are in a unique position to address and alleviate such community concerns.

Citizens most often receive information about sex offenders through various Internet sites, state/national public registries, or through various community notification methods (i.e., fliers, e-mails, or newspaper ads). The intent of community notification is to share relevant and necessary information about high-risk offenders living in the community to enhance public safety. Community education meetings create a critical link between police and the community and provide law enforcement officials an opportunity to answer questions and address community concerns.

Contact IACP for a copy of Framing A Law Enforcement Response: Addressing Community Concerns about Sex Offenders, a pamphlet that provides law enforcement with talking points to consider in framing an agency response to questions posed by the community.

**OFFICER EDUCATION AND TRAINING**

Officer education is necessary to keep law enforcement informed of changing legislation and other methods used to monitor and track sex offenders. As outlined in the Community Education section, education is equally critical for line officers to increase awareness of sex offenders in their daily routines.

The high underreporting rate for sex crimes underscores the need for open lines of communication and a shared trust between both groups. Training alleviates confusion surrounding current and pending legislation, agency responsibilities, and provides investigative resources for officers. Officer education occurs through informal and formal methods and can include the following.

**Field Information Report (FIR) Cards**

Officers can complete a Field Information Report (FIR) card each time a registered sex offender is a party to any call for service and, in some departments, after all address verification checks. This process allows for thorough documentation of each encounter made with registered sex offenders, provides a timeline for all interactions, and serves as an investigative resource for future incidents.

**Intra-Agency Training**

Officers responsible for monitoring and tracking sex offenders are likely to have a solid understanding of the laws and mandates pertaining to the population, strategies for interacting with these individuals, and specialized knowledge about sex offenders and their crimes. It is important that this knowledge be shared with line officers to prepare them for potential encounters with sex offenders and enable them to accurately respond to questions from the community.
**BENEFITS OF OFFICER TRAINING AND EDUCATION**

- Respond successfully to community concerns regarding sex offenders in the community,
- Maintain awareness of conditions of supervised release,
- Know and understand laws and requirements of sex offenders,
- Know and understand risk assessment and management strategies,
- Recognize and aware of noncompliant sex offenders and absconders,
- Direct citizens to appropriate resources,
- Monitor sex offenders to avoid harassment complaints, and
- Report relevant interactions with sex offenders to appropriate internal personnel or unit.
IN GAUGING THE CURRENT STATE OF PRACTICE, key policy and procedural issues impacting all levels of law enforcement have emerged. Law enforcement executives need assistance and guidance in addressing the following emerging issues. The IACP is working to understand these issues and to offer potential solutions.

RESIDENCY RESTRICTIONS

Law enforcement agencies have differing opinions on the overall effectiveness of residency restrictions. Some departments consider residency restrictions to be a vital component of a comprehensive strategy targeting sex offenders. Proponents believe that residency restrictions will increase offender accountability and reduce the likelihood of recidivism. They believe enforcement of residency restrictions delivers the message that precautions are in place to keep communities safe and lets offenders know that their whereabouts are being monitored.

Some departments argue that residency restrictions give communities a false sense of security and restrict a sex offender’s access to housing, employment, treatment, and other services. They maintain that the absence of these needs may create an unstable environment for an offender, potentially increasing the likelihood of reoffending, noncompliance, or absconding. Some agencies also argue that residency restrictions force sex offenders to become homeless or to live in housing clusters with other sex offenders. Additionally, while some offenders can be grandfathered in if they own a home or committed the offense before the ordinance was passed, law enforcement struggles with community expectations that residency restrictions apply to all sex offenders.

In 2006, 18 states passed restrictions that limit where sex offenders may live, work, or visit. The goal of residency restrictions is to limit sex offenders’ contact with children on the belief that they will reduce opportunities for victimization. Child safety zones and residency restrictions prohibit known sex offenders from living within a certain distance of schools, playgrounds, day care centers, parks, recreation facilities, school bus stops, and other places where children congregate. The least restrictive ordinances mandate a 500-foot zone, but boundaries of 1,000 to 2,500 feet have also been established. These ordinances vary widely from state to state and city to city, making such restrictions an issue to be addressed at the local level.

HOMELESS SEX OFFENDERS

Some law enforcement agencies have observed that many sex offenders are becoming homeless, changing residences without notifying authorities, registering false addresses, and absconding. Specific examples from jurisdictions around the country are listed here.

- In October, an informal review of the Iowa Sex Offender Registry for Polk County (Des Moines) showed that 473 registered offenders listed their address as “homeless.” An additional 25 offenders listed residences in motels; 4 at rest areas; 5 in trucks, cars, or tents; and 2 under a bridge.
- Miami-Dade County, Florida, passed an ordinance in 2005 prohibiting sex offenders from living within 2,500 feet of schools. As a result, five convicted sex offenders are living under the Julia Tuttle Causeway, where a patrol officer checks on them almost every night. The state moved the men under the bridge after they were unable to find affordable housing that did not violate the ordinance (New York Times, 8 April 2007).
- In Seattle numerous sex offenders register as homeless. Homeless offenders must sign-in at the courthouse
on a regular basis or an arrest warrant will be issued. The county sheriff is responsible for checking on homeless sex offenders. However, if the offender provides a specific Seattle address, such as a shelter or cross-street location, the police department must verify these offenders. King County has established mandates for increased community notification to deter offenders from registering as homeless.

If sex offenders do not register or register as homeless, law enforcement lacks a permanent address to locate the offender. Tracking methods such as compliance checks and electronic monitoring technology are difficult to implement for homeless offenders.

**INTERSTATE MOVEMENT OF SEX OFFENDERS**

Sex offenders are often released into a jurisdiction other than the one they were convicted in to be closer to resources such as family, employment, and treatment. Others move from state to state in search of localities with less stringent legislation. It is sometimes unclear where responsibility lies in monitoring the transfer of offenders from state to state or from one jurisdiction to another. Communication between agencies is a key component to tracking offenders as they move between jurisdictions. When a sex offender is released into the community following conviction or incarceration, it is important that the information be communicated from the facility or corrections official to local law enforcement. Because the responsibility to register falls primarily on the sex offender, law enforcement and criminal justice agencies must share information to ensure proper monitoring.

The Walsh Act of 2006 created new laws to address such gaps and tightened the responsibility for the collection and dissemination of registration information before an offender is released back into the community.
EXAMPLES FROM THE FIELD:
AGENCY PROFILES
THE FOLLOWING SECTION PROVIDES A SNAPSHOT of the sex offender oversight activities of law enforcement agencies around the country. Each profile offers a program overview and examples of specific enforcement and/or prevention activities employed by the department. Many of these agencies have graciously provided documents and forms for use by other agencies. These forms can be found in the Forms and Documents section at the end of this publication.

KEY CONSIDERATIONS FOR CHIEF EXECUTIVES

To assist in creating the necessary infrastructure to monitor and track sex offenders chief executives from the law enforcement agencies visited offered the following considerations to their peers:

- A chief/sheriff’s support of the program will drive motivation of employees.
- Appoint the right people to lead the department’s efforts. Select individuals who are detail oriented and have a desire to work on this issue.
- Outreach to and sharing of information with outside organizations is critical.
- Identify and establish relationships with specific contacts in partner organizations to quickly and more easily facilitate information sharing.
- Create a single source of information within the department responsible for coordinating efforts.
- Provide for educational and training opportunities to ensure personnel are knowledgable and aware of current sex offender legislation.
AGENCY PROFILE

County Population Served: 60,000
Sworn Employees: 80
Approximate No. of Registered Offenders: 98
Departmental Unit: Child-Sexual Offender Registration & Tracking Unit (C-SORT)/Internet Crimes Against Children Task Force (ICAC)

Bedford County spans 764 square miles and borders two urban counties at the foot of the Blue Ridge Mountains in west-central Virginia.

PROGRAM OVERVIEW

Operation Child-Sexual Offender Registration and Tracking Unit (C-SORT) began from a conversation between the Bedford County Sheriff and his special assistant. They decided to focus efforts on protecting children from sexual offenders because current research indicates that those who offend against children have higher rates of recidivism. The primary goal of the program is to increase the accountability of convicted sex offenders through regular and consistent monitoring through personal checks by law enforcement. The sheriff recognized the need at the local level to design, develop, and implement a replicable model.

ENFORCEMENT AND/OR PREVENTION ACTIVITIES

Address Verification Checks
To enforce compliance with registration laws and probation/parole terms, C-SORT conducts unannounced in-person address verification checks on all convicted child sex offenders in Bedford County and the city of Bedford, including those not under formal supervision. One part-time staff member has the primary responsibility for conducting these checks. The verification checks are viewed as an extension of the community policing philosophy because they have allowed the Bedford County Sheriff’s Office (BCSO) to build a rapport with offenders resulting in information shared openly. These checks have also assisted with ensuring the offender abides by all registration requirements.

Internet Crimes Against Children Task Force (ICAC)
The Internet Crimes against Children Task Force (ICAC) was created to assist state and local law enforcement agencies in improving investigations into the sexual exploitation of children via the Internet. The BCSO ICAC is comprised of three full-time sworn officers and currently covers all of Virginia (excluding five counties in Northern Virginia and the District of Columbia). ICAC officers conduct proactive and reactive investigations by posing as children on Internet sites and in chat rooms, following up on cyber tips received from the National Center for Missing and Exploited Children, and probing other leads from the community. The goals of ICAC are

- to spread operations regionally,
- to make links and establish contacts with other jurisdictions, and
- to reach as many children as possible with the educational and prevention materials.

According to the sheriff, C-SORT complements the work of ICAC because both efforts are working to educate the public and protect the most vulnerable in the community—children.
**Information Sharing**

BCSO recognizes the important of information sharing between local law enforcement and corrections. For example, the Alabama Department of Corrections recently contacted C-SORT to confirm a Bedford County address provided and to ensure that he would be accepted at that residence. The BCSO considers this type of communication key to successful offender reintegration and compliance and to prevent offenders from falling through the cracks after release from supervision.

**Use of CAD Technology**

In coordination with E-911, the BCSO is using technology that alerts dispatchers and patrol officers when a convicted sex offender is a party on any call for service. C-SORT is also working with existing E-911 CAD software to flag and map all sex offenders in the county. Most agencies have existing CAD systems with mapping abilities and the benefits of using this resource include increased response time, increased officer safety, and the capacity to pinpoint which sex offenders live close by, providing a starting point for sex crimes/missing children investigations.

**ADVICE FROM THE SHERIFF**

The sheriff believes that having a process in place that incorporates both enforcement and prevention activities has curtailed public outcry and negative criticism from the media.

**CONTACT INFORMATION**

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AGENCY PROFILE
- Population Served: 121,427
- Sworn Employees: 165
- Approximate No. of Registered Offenders: 25
- Departmental Unit: IMPACT Team

Cary, along with the cities of Raleigh and Durham, are all part of the Research Triangle in the northern central region of North Carolina.

PROGRAM OVERVIEW
In late 2006, the Cary Police Department’s (CPD) Implementing Methods of Policing against Crime Trends (IMPACT) Team began conducting address verification checks on registered sex offenders in the town of Cary. Two sheriff’s deputies verify the addresses of approximately 590 sex offenders in Wake County and the CPD sought to supplement their efforts to ensure that all registered sex offenders in Cary were accounted for. Verification responsibilities were initially designated to a patrol unit within CPD, but have since shifted to the IMPACT Team composed of six officers and one sergeant. Officers hold full-time positions as members of the IMPACT Team, but also have other responsibilities within the department apart from sex offender related duties.

In preparing to institute physical verification checks, the IMPACT Team completed a four hour training conducted by the North Carolina Attorney General’s Office to learn about applicable laws and responsibilities. The North Carolina State Sex Offender Registry currently lists a number of offenders in Cary as having “unknown” addresses. The IMPACT Team works to determine valid addresses and continues to account for all sex offenders listed on the registry as with a Cary address. Recent agency collaborations include the local Immigration and Customs Enforcement (ICE) office to confirm that almost half of the Cary registered sex offenders had actually been deported. Supplemental verification checks have improved the accuracy of information for sex offenders living in Cary.

ENFORCEMENT AND/OR PREVENTION ACTIVITIES
Address Verification Checks: The Impact Team
The IMPACT Team conducts quarterly in-person checks on all registered sex offenders living in the town of Cary. This activity is above and beyond the North Carolina minimum verification standards which require the sheriff’s office to conduct checks twice a year. The goal of verification visits is to ensure that the offender is living at the address submitted to the sheriff’s office. Officers will carry recent photos to the verification check to ensure that the offender is not intentionally altering his/her appearance. If change in appearance is evident, the officer will immediately contact the Wake County Sheriff’s Office.

Sex offenders are given and must sign a letter from the chief of police; the letter notifies offenders of the purpose of the supplemental visits. Officers notify offenders before the verification check to elicit acceptance and maintain an understanding. Most officers continuously visit the same offenders, which has developed into an understanding between the offender and the police department. Because it is not mandated by law, IMPACT officers recognize that they must maintain a balance between closely monitoring and harassment. Overall offenders have been
cooperative because officers conduct checks modestly and a mutual respect is maintained between the two parties. The IMPACT Team has created verification forms to document the officer’s interaction with offenders. (See Forms and Documents section).

**Tracking: Maintaining Accurate Records**

In order to validate an offender’s address or place of employment, the IMPACT Team compares information provided by the offender with county real estate and tax records. An internal Excel spreadsheet includes a running list of verification dates and allows officers to filter certain information about registered offenders. The IMPACT Team and line officers have immediate access to the information in this spreadsheet, as well as the registered sex offender’s files including a photo. In searching for absconders, the IMPACT Team will also consult the National Sex Offender Registry to see if the offender has registered with another jurisdiction. All registered sex offenders are flagged in the North Carolina Division of Criminal Information (DCI) database, resulting in a hit when an officer runs an offender’s driver’s license number. Patrol officers and the IMPACT Team document all interactions with registered sex offenders by completing a Field Information Report (FIR) card.

**NEXT STEPS**

CPD will increase interagency cooperation on a countywide scale to apprehend offenders who have failed to register with law enforcement.

**ADVICE FROM THE CHIEF**

The chief considers address verification checks to be an extension of the community policing philosophy. The chief and IMPACT Team agree that establishing the program and infrastructure is the most difficult task, but the routine maintenance is doable. In making the decision to take on verification responsibilities, the department recognized that the monitoring and tracking of sex offenders cannot be accomplished by one agency alone.
DALLAS POLICE DEPARTMENT (TEXAS)
www.dallaspolice.net

AGENCY PROFILE
- Population Served: 1.24 million
- Sworn Employees: 3,000
- Approximate No. of Registered Offenders: 3,500
- Departmental Unit: Sex Offender Apprehension Program (SOAP)

Dallas covers 384 square miles in northeast Texas and, in terms of population, it is the third-largest city in Texas and ninth-largest metropolitan area in the United States.

PROGRAM OVERVIEW
The Sex Offender Apprehension Program (SOAP) started in 1997 with funding through a state grant. The program’s goal is to reduce the number of sex crimes in the city of Dallas through the use of a zero tolerance, proactive, multi-agency approach to managing both known and suspected sex offenders. The unit focuses primarily on compliance, criminal investigations, registration, and collaborates regularly with probation and parole.

ENFORCEMENT AND/OR PREVENTION ACTIVITIES

Address Verification Checks
Each SOAP detective is assigned a specific caseload and is responsible for selecting random cases each week to physically verify the offender’s information; detectives conduct checks in teams of two. The compliance checks tend to focus on the offenders who have committed the most serious offenses. In the past, the patrol unit has also assisted SOAP in conducting checks for registered sex offenders.

Officer/Community Education
The SOAP unit will educate citizens and officials from small or rural agencies who might not understand how risk levels work. SOAP also trains patrol officers on what to look out for when they come into contact with offenders and on the importance of making speedy notifications to SOAP when contacting sex offenders in the field. SOAP regularly trains with probation/parole on the latest computer search and surveillance techniques. SOAP officers attend crime watch meetings, apartment managers’ meetings, and other community events to share information on the topic of sex offenders.

Multi-Agency Efforts
An increase in recidivism rates of local sex offenses against children prompted a Dallas Police Department lieutenant to start a local task force with probation/parole, state officials, the Federal Bureau of Investigation (FBI), and county agencies. In its initial stages, the task force had frequent in-person meetings with county officials to pull warrants of arrest for sex offenders throughout Dallas County and now maintains regular communication through e-mail and conference calls. The primary advantage of establishing a task force is that participants immediately know who to call for assistance. The SOAP unit also works closely with prosecution to build strong cases against sexual offenders. SOAP conducts regular surveillance of registered or suspected sex offenders based on tips from the general public, patrol, and other law enforcement agencies. SOAP attempts to audio/videotape all surveillances and interrogations to be used as evidence at trial.

Advice from the Chief
Although there is no perfect system, managing sex offenders cannot be handled by one agency alone. Collaborative efforts are critical in bringing all key players to the table to discuss the issue,
share resources, and establish contacts within local, state, and federal agencies. The deputy chief believes that continuously focusing on sex offenders that are classified as high-risk to the public, establishing training to provide officers with a clear understanding of the laws and mandates, public awareness of the issue, and developing a standardized system through the use of technology to maintain accurate information on sex offenders will assist law enforcement in effectively managing sex offenders in the community. Although not all law enforcement agencies that have the ability to dedicate one unit, it is important that all agencies train and educate their officers on sex offender laws and mandates and encourage communication with other agencies.

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LAFOURCHE PARISH (LA) SHERIFF’S OFFICE
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AGENCY PROFILE

- Population Served: 93,554
- Sworn Employees: 216 enforcement
- Approximate No. of Registered Offenders: 301
- Departmental Unit: Sex Offender Accountability Program (SOAP)

Lafourche Parish covers approximately 1,469 square miles in southeast Louisiana. It is approximately 60 miles southwest of New Orleans.

PROGRAM OVERVIEW

Until five years ago, sex offender laws were applied inconsistently and overlapping responsibilities existed for monitoring and tracking sex offenders. A working group was convened by the Lafourche Parish sheriff to look over laws, identify potential loopholes, and designate sex offender management responsibilities to local law enforcement and criminal justice agencies. The Lafourche Parish Sheriff’s Office (LPSO) recognized that they were in the best position to keep track of the sex offender population and established the Sexual Offender Accountability Program (SOAP) to

- enhance and improve sex offender registration laws and ensure compliance,
- notify agencies of sex offenders moving from Lafourche Parish into their jurisdiction,
- confirm sex offenders that have moved from another jurisdiction,
- conduct investigations on information received from the public regarding sex offenders who may be in violation,
- identify and apprehend noncompliant sex offenders, and
- provide accurate data on sex offenders to citizens of Lafourche Parish.

ENFORCEMENT AND/OR PREVENTION ACTIVITIES

Registration

All sex offenders living within the jurisdiction of LPSO must register initially and annually in person at the Lafourche Parish Detention Center (LPDC), and pay a $60 registration fee to offset program costs. After initial registration, offenders are processed through an orientation program and given the statutory requirements of registering as a sex offender. Sex offenders are photographed and fingerprinted through the Automated Fingerprint Identification System (AFIS) and provide all personal information required for public notification. Hard files and the electronic database are maintained by SOAP officers.

Address Verification and Compliance Checks

SOAP conducts semi-annual checks for sex offenders on probation/parole, quarterly checks for offenders not on active supervision, and monthly checks on those offenders classified as sexually violent or child predators. Reserve Division officers are assigned to

- locate offenders at the home address provided at registration,
- update information as needed (photos, change of address, employment, etc.),
- provide necessary instructions on compliance requirements to offenders, and
- perform further investigations if the offender is not located at the address provided through a physical arrest or issuance of an arrest warrant.
Community Outreach & Education
SOAP partners with local Neighborhood Watch Programs to conduct one-half or one hour presentations during community meetings. LPSO maintains a Web site that provides the public with information on sex offenders living in Lafourche Parish. Citizens can sign up to receive e-mail alerts when sex offenders move within a mile of a provided address. The Web site also provides a map that details the exact location of the sex offender’s address, as well as a photograph and physical description of the offender and crime of conviction.

NEXT STEPS
LSPO will partner with the Federal Bureau of Investigation’s (FBI) New Orleans Crimes against Children Task Force (NOCACTF) to identify and arrest persons involved in child pornography, child sex crimes, child abduction, and other child exploitation crimes.

ADVICE FROM THE SHERIFF
A key benefit of SOAP is the consolidation of registration, management, supervision, and enforcement responsibilities within one unit. The sheriff suggests developing a needs assessment to identify available resources to help agencies fulfill federal and state requirements, and conducting research on associated costs and any grants that may be available to assist with program implementation.

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LAKE HAVASU CITY POLICE DEPARTMENT (AZ)

www.lhcaz.gov
www.lhcazsexoffenders.com

AGENCY PROFILE

» Population Served: 60,000
» Sworn Employees: 100
» Approximate No. of Registered Offenders: 70

» Departmental Unit: Sex Offender Registration and Compliance Team (SORCT)

Lake Havasu City is a popular tourist destination on the Colorado River, attracting thousands of vacationers to the area each year.

PROGRAM OVERVIEW

With a growing population and an increasing number of registered sex offenders in the area, the Lake Havasu City Police Department (LHCPD) sought to expand policies and procedures for monitoring and tracking sex offenders. LHCPD considered it important to dedicate available resources to the issue due to the recent trend in their sex offender caseload. Seven officers, a detective, and two civilian employees comprise the Sex Offender Registration and Compliance Team (SORCT) which performs both enforcement and prevention activities. The goal of the program is to enhance public safety by keeping citizens informed about sex offenders through community notification and education. SORCT detectives also provide training to field officers on community notification, sex offender laws, and policies and procedure pertaining to sex offenders.

ENFORCEMENT AND/OR PREVENTION ACTIVITIES

Address Verification Checks

After the initial registration process with the Mohave County Sheriff’s Department, the sex offender’s file is assigned to the LHCPD at which time the offender is assessed, the proper documentation is completed, and, if required, community notification is made. Arizona state law suggests law enforcement agencies make routine contacts with offenders based on their risk level; at least once per year for low-risk offenders, every six months for intermediate-risk offenders, and every three months for offenders deemed high-risk. Through SORCT, the LHCPD has implemented policies and delegated staff to ensure offenders are contacted or monitored on a more frequent basis. Detectives conduct frequent checks of sex offenders’ residences including surveillance to assure compliance.

Risk Assessments

The SORCT unit ensures that risk assessments are completed for all registered sex offenders, either through the Arizona Department of Corrections or through an internal risk assessment tool. Two risk scales are calculated for each offender: a sex offense risk and a general recidivism risk. The combination of the two scales is used to determine the level of notification for the offender. Each assessment is scored using official data from NCIC, FBI, prison and medical records, and in some cases self-reported data may also be included if credible. Risk assessments are critical tools to help understand offending behaviors and patterns and assists SORCT target resources toward those offenders that present the highest risk.

Community Notification

Based on risk level, the LHCPD passes out fliers containing information on registered offenders to schools, homes, and businesses in the neighborhood. Having sworn staff pass out fliers as opposed to mailing allows residents to immediately have their questions answered and helps to
alleviate community anxiety. The community is appreciative of the departmental outreach and the officers consider it a prime opportunity to communicate with citizens and obtain information on the behaviors of offenders in the community.

In January 2007, the department started a Student Protection Program in coordination with the Lake Havasu City school district. The police department compiles all community notification fliers into a binder that is provided to each school; LHCPD updates binders routinely. Each time a new sex offender moves into the community, each school within the district is notified via e-mail or fax within 24 hours, at which time their binder is updated. This program was established to increase awareness of sex offenders among students and parents.

Community Education
The LHCPD has created a comprehensive public Web site on sex offenders. The Web site displays a map of the residences of all registered sex offenders and details locations of schools, day cares, and other places children assemble. Citizens can also anonymously submit tips and ask questions through the Web site. Enhancements to the site include adding an absconder section which will provide information and photos of offenders who have failed to comply with registration requirements.

ADVICE FROM THE CHIEF
Maintaining an efficient and proactive method of managing sex offenders has proven a vital part of the LHCPD’s mission toward public safety and awareness. The effective management of the program sends a clear message to sex offenders that they are held accountable to both the police and the community. The agency believes an informed community is a safer community.

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AGENCY PROFILE

- **County Population Served**: 1.4 million
- **Sworn Employees**: Approximately 800
- **Approximate No. of Registered Offenders**: 865
- **Departmental Unit**: Sexual Predator/Offender Tracking Unit (SPOT)
- Palm Beach County borders the Atlantic Ocean to the east and Lake Okeechobee on the northwest corner. Covering 2,578 square miles, Palm Beach is the largest county in area in the state of Florida.

PROGRAM OVERVIEW

In March 2000, the Palm Beach Sheriff’s Office (PBSO) created a full-time unit responsible for monitoring sexual predators and offenders living in the county. The Sexual Predator/Offender Tracking (SPOT) Unit was created to keep track of the growing population of sex offenders and predators moving into Palm Beach County (PBC). However, in late 2004, members of the unit identified a lack of interagency coordination and limited public involvement and education in their program.

In 2005, SPOT incorporated multi-agency coordination, information sharing partnerships, and community and officer education into the program. The SPOT Unit includes two detectives, one civilian analyst, and one supervisor. The SPOT Unit increased the number of accounted registered sex offenders/predators in the county from 400 to 800 in a five year period, and currently PBC has the lowest absconder rate in Florida.

ENFORCEMENT AND/OR PREVENTION ACTIVITIES

Multi-Agency partnerships

The SPOT Unit recognized the need to coordinate, train, and share information among law enforcement and criminal justice agencies. With a detective from St. Lucie County Sheriff’s Office, the two agencies formed a multi-agency task force named SONAR, or Sexual Offender Notification and Registration, consisting of federal, state, and local agencies. SONAR meets quarterly to promote information sharing, evaluate current practices, develop goals, and standardize methods for managing sex offenders.

In 2006, a Memorandum of Understanding (MOU) was created to establish uniform protocols for PBC law enforcement agencies in conducting investigations, enforcing registration requirements, and tracking sex offenders. The SPOT Unit also works to locate and apprehend noncompliant sex offenders with the help of an in-house tactical unit and the United States Marshals Service.

The SPOT Unit has forged a unique partnership with the Florida Department of Corrections (DOC). A full-time probation officer is housed at PBSO to assist with sex offender monitoring efforts and investigations. Probation is continuously updating the SPOT Unit on recent probation violations and provides the team with updated photos and conditions of supervision for registered offenders. The agencies team up to enforce county residency restrictions and will jointly respond to missing youth searches.

Information Sharing Efforts

SPOT created the Sex Offender Intelligence Database to compile extensive information on registered offenders including a narrative of the
crimes committed, employment, vehicle, cell phone, Internet information, and documentation of all law enforcement contacts. All SONAR liaisons have access to the system. The district/zone of an offender’s residence can be populated when a sweep is organized. When a deputy encounters a registered offender/predator on a call for service, a Field Information Report card is completed and the SPOT Unit is notified.

Community Education
SPOT conducts training sessions and attends meetings hosted by various civic groups, non-government organizations, church groups, and the PBSO’s Citizen Police Academy. Since January 2005, a total of 19 training sessions have been completed. SPOT is currently working with the National Center for Missing and Exploited Children (NCMEC) to plan quarterly community meetings on sex offender issues. SPOT has an e-mail address for citizens to communicate concerns and have their questions answered by unit detective. A Web site link from the PBSO’s main page also includes information on predator notifications, public awareness bulletins, details on investigations, and recent arrests.

Officer Education
SPOT Unit detectives train deputies and city police officers on the details of sexual predator/offender laws to better prepare officers to investigate and document contacts with registered sex offenders. Training alleviates confusion surrounding current laws, agency responsibilities, and provides investigative resources to the officers. Since 2005 the SPOT Unit has trained well over 500 PBSO and 60 city police officers. If requested by Florida DOC, the SPOT Unit will also provide training to new probation officers with sex offender caseloads.

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PORT ORANGE POLICE DEPARTMENT
(FLORIDA)
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PORT ORANGE POLICE DEPARTMENT (FLORIDA)
www.port-orange.org

AGENCY PROFILE

- **Population Served:** 56,000
- **Sworn Employees:** 86 full-time
- **Approximate No. of Registered Offenders:** 46
- **Departmental Unit:** Sexual Offender Accountability Program (SOAP)
- **Port Orange is a primarily residential community on the banks of the Halifax River on Florida’s east coast.**

PROGRAM OVERVIEW

The Port Orange Police Department (POPD) recognizes that sexual predators and offenders who fail to comply with registration requirements pose a serious risk to the community. Additionally, information posted on public registry sites can be inaccurate or outdated, providing offenders/predators with a window of opportunity to abscend. In August 2005, a POPD detective sergeant recommended the creation of the Sexual Offender Accountability Program (SOAP). The program involves patrol officers incorporating monthly checks into their duties to ensure that address information on sex offenders is accurate and current. The chief believes that the verification checks are easy to administer and they have become part of the patrol officers’ daily routine. Dedicating a small fraction of a patrol officers’ time to completing these checks can result in unparalleled benefits for the department. The police department believes the program acts as a strong deterrent.

SOAP exceeds current Florida mandates which require law enforcement agencies to verify the addresses of sexual predators at least once every three months and annually for sex offenders.

In addition to improving address accuracy, the program enhances information exchange within the department, among other law enforcement agencies, and with the community.

ENFORCEMENT AND/OR PREVENTION ACTIVITIES

**Offender Accountability: One Officer/One Offender**

The POPD employs a “one officer/one offender” method in conducting monthly in-person address verification checks. This strategy evolved from discussions between agency administrators who wanted to implement a best practice approach while at the same time preventing the workload from falling primarily on one unit. In pairing a patrol officer with a specific offender, the program administrator pairs the most experienced officers with the offenders who pose the greatest threat to the community. The detective sergeant provides each patrol officer with information on the offender, conditions of release, and preprinted address verification forms.

Each officer is responsible for conducting random face-to-face meetings with their assigned offender each month to verify the address and ensure that the offender has not altered his/her appearance. If a violation is revealed, a detective will respond to ensure that the verification process does not turn into a time-consuming process for the patrol officer. Patrol supervisors forward all completed address verification forms to the detective sergeant before the end of each month and a civilian employee tracks the checks. The chief of police receives a monthly management report of all address verification checks.
Information Sharing Partnerships
The detective sergeant functions as a liaison with numerous other law enforcement agencies involved in tracking and registering sexual predators/offenders. Information is frequently shared between the Port Orange Police Department, Florida Department of Probation and Parole, Volusia County Sheriff’s Office, and the Florida Department of Law Enforcement. During the first six months of the program, the exchange of information between agencies increased considerably.

ADVICE FROM THE CHIEF
The chief considers the one-to-one offender/officer ratio a concept that could be easily replicated by other law enforcement agencies, regardless of size or budget. Adding address verification tasks does not put a strain on the patrol officer’s existing responsibilities. The program has improved public safety while limiting the expenditure of additional agency resources. Verification checks have increased awareness among patrol officers of the sexual offender/predator population and the laws pertaining to registration. If an incident were to occur in the city of Port Orange, such as a child abduction or sex crime, officers have the ability to respond immediately by going out into the community to check on their assigned offenders. Knowing where to locate the predator/offender at all times is an invaluable investigative resource for the Port Orange Police Department.

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AGENCY PROFILE

- **Population Served:** 336,586
- **Approximate No. of Registered Offenders:** 232

Prince William County is part of the Washington, D.C., metropolitan area in Northern Virginia.

PROGRAM OVERVIEW

In 1995, several criminal justice and law enforcement agencies in Prince William County identified the need to begin a multi-agency effort to coordinate services and work collectively to manage sex offenders in the community. Since that time, monthly meetings are sponsored by the Adult Probation and Parole Office to bring stakeholders to the table to discuss issues and determine how agencies can work together and share information. The goal is to safeguard the community while increasing sex offender accountability through collaboration and information sharing among agencies.

ENFORCEMENT AND/OR PREVENTION ACTIVITIES

Information Sharing

Information exchange serves as the foundation of this multi-agency partnership between criminal justice and law enforcement agencies. Agencies are tasked with individual responsibilities, but the continuous transfer of information allows each agency to more effectively monitor and track sex offenders in the community. Sex offenders must register with either local law enforcement or the Virginia State Police (VSP). Registration information is relayed to the VSP to update the state sex offender registry.

Probation officers relay all information on supervised sex offenders living in the county to the Crime Analyst in Prince William County Police Department’s Criminal Investigations Division. The PWCPD Crime Analysis Unit is responsible for posting and distributing internal bulletins departmentwide, maintaining a sex offender database, and updating ALTARIS, a local wanted system. Information on wanted sex offenders is given to a PWCPD detective for further investigation. If any violations are found during compliance/address verification checks, the sex offender’s information is forwarded to the VSP for further investigation. Probation officers are continuously in contact with local law enforcement agencies to provide additional information on sex offenders such as crime history, polygraph records, and conditions of release. This information is valuable to law enforcement in determining the potential risk the sex offender poses to the community.

Personnel from the Prince William County Adult Detention Center (PWCADC) notify the assistant commonwealth attorney of all sex offenders who are released from incarceration. That information is given to the VSP, who will post the information on the Web site and follow-up with verification checks. This information exchange is vital to prevent offenders from absconding from law enforcement upon their release from incarceration.

Compliance Checks

Several agencies in PWC are working to increase sex offender accountability by conducting compliance checks. Adult probation and parole officers work to “supervise the behavior, not the conviction.” Probation officers conduct home visits and surveillance in coordination with the PWCPD to ensure sex offenders are abiding by conditions of release and living at the address provided during registration. Additionally, the
VSP has a full-time unit dedicated to conducting address/work verification, and investigations of noncompliance. VSP must physically verify the address and place of employment provided by the sex offender at the time of registration and every 180 days thereafter. More frequent physical verifications may occur if there is a violation of the registry. The VSP sex offender verification system includes a verification schedule and details the number of contacts with officials. PWCPD also conducts address verification checks targeting sex offenders who are out of compliance.

**Prosecution**

As of 2002, all cases involving the sex offender registry are staffed by one attorney. An assistant commonwealth attorney has extradition authority which would be exercised in failure to register cases in coordination with the VSP. This initiative provides continuity for all agencies involved, because all communicate through the same commonwealth attorney. As a result, there is consistency with charging and sentencing decisions and a team environment is created by promoting discussion among agencies when these decisions occur.

**KEY ADVICE**

Cooperation of agencies must start at the policy level with an understanding of the breadth of the issue. There needs to be recognition that all missions are intertwined and that coming together at the working level will allow agencies to reach goals much faster. It is important to establish identifiable contacts within each agency so information can be readily exchanged.

**CONTACT INFORMATION**

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**AGENCY PROFILE**

- **Population Served:** 100,000 students, 5,000 college staff
- **Sworn Employees:** 40
- **Approximate No. of Registered Offenders:** 29
- **Departmental Unit:** Sexual Offender Registration Unit
- **Number of employees assigned to sex offender management:** 2

The San Diego Community College Police Department is the largest of all community college police departments in the state of California.

**PROGRAM OVERVIEW**

San Diego Community College (SDCC) is comprised of three different campuses — San Diego City, Mesa, and Miramar — which collectively serve approximately 100,000 students each academic semester. California statute mandates that all sex offenders who are required to register with local law enforcement to also register with campus police if they are enrolled at any institution of higher learning or are a full- or part-time employee of that institution for more than 14 days or for a total of 30 days per year. The registrant must also notify the campus police within five days of concluding enrollment or employment. The San Diego Community College Police Department (SDCCPD) has instituted policies and procedures for registering sex offenders who live and work on campus. The primary goal of the registration program is to obtain information on every registerable sex offender on campus.

**ENFORCEMENT AND/OR PREVENTION ACTIVITIES**

**Sex Offender Registration**

A detective in the Investigative Unit registers offenders, obtains a class schedule, and through supplementary questions obtains additional information about the offender’s history. The detective runs registration information through the Violent Crime Information Network (VCIN) and the LEEDS Database, and adds all additional information to the offender’s file. Certain information about the offender is available to the students and staff.

The detective also conducts a risk assessment on each offender in addition to the state evaluation. The detective provides line officers with a name, photo, probation/parole officer, offense, and end of probation date for the offender. SDCCPD communicates informally with other local community colleges to exchange information on how sex offenders are managed on campus at conferences and seminars. SDCCPD tries to be proactive as possible by attending San Diego Sex Offender Management Council meetings (SOMC) to collaborate with other stakeholders in San Diego, including treatment providers, law enforcement, and community agencies.

**Challenges**

The sergeant considers the current registration method to be “self-policing.” It is the sex offender’s responsibility to notify campus police if they attend class or are employed at the community college. He also believes that the real number of offenders on campus is higher than 29. Due to a Federal Privacy Act, SDCCPD does not have access to student enrollment records, and therefore
has no way of knowing whether a sex offender is on campus unless he/she registers with the department.

**NEXT STEPS**
- SDCCPD is currently updating their CAD system to add the capability to populate a map of all registered sex offenders and the locations they frequent on campus. This would aid the police department in recognizing which areas of campus should be monitored more closely. A map would allow the police department to determine whether an offender is attending class near a child development center or in close proximity to places where children may be on campus.
- SDCCPD plans to work with the San Diego Police Department Sex Offender Unit to remain current with registration requirements at the college. If an offender registers with local law enforcement as a student that information should be shared with campus police.

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- San Diego County Adult and Juvenile Probation
- Treatment providers
- Liberty Healthcare
- San Diego Association of Governments (SANDAG)
- Center for Community Services
- San Diego County District Attorney’s Office
- SAFE Task Force (CA Department of Justice)
- San Diego County Public Defender’s Office
- San Diego County Public Safety Group
- California Coalition on Sex Offending (CCOSO)

PROGRAM OVERVIEW
In 1999, an alliance of private and public agencies throughout San Diego County began a collaborative effort to design and implement a comprehensive plan to improve the evaluation, supervision, treatment, and monitoring of sex offenders in the community. Initially funded by a grant from the U.S. Department of Justice, the San Diego Sex Offender Management Council (SOMC) works to prevent future victimization and increase public safety by enhancing the management of sex offenders in the county. SOMC meets on the last Wednesday of each month at the San Diego County District Attorney’s Office to exchange information and update the group on individual agency efforts.

ENFORCEMENT AND/OR PREVENTION ACTIVITIES
Community Education
Members of SOMC devoted over 1,000 hours to the development of a community education curriculum and a community notification protocol which were adopted by all law enforcement agencies in San Diego County. These protocols serve to establish standards for information dissemination to the public. The community education curriculum includes a PowerPoint presentation that focuses on sex offender awareness and prevention. SOMC considers education to be fundamental in preventing future victimization and works to empower the community by providing information on the sex offender population, victim statistics, myths and facts, as well as registration and notification standards. Community education is ongoing and dynamic, changing with the needs of the public. Community notification is conducted through community meetings which establish a level of understanding between stakeholders and citizens.

SOMC is currently in the process of translating community education materials into Spanish to address a wider audience. The group is also working closely with the media to increase press coverage of SOMC efforts to reach both English and Spanish speaking communities.

Enforcing Compliance
The San Diego Sexual Assault Felony Enforcement (SAFE) Task Force complements the work of SOMC; the task force is comprised of investigators from numerous law enforcement agencies in the county. The SAFE Task Force is responsible for the monitoring and enforcement of sex offender laws and ordinances in San Diego by conducting
compliance checks and identifying and locating absconders. SAFE is also involved in community notification meetings.

**KEY ADVICE**

SOMC suggests that regardless of agency size or resources, it is always possible to organize a group of stakeholders to talk about the issue of sex offenders in the community. Establishing a common goal among agencies will direct future efforts of the group and encourage collaboration among agencies. The composition of SOMC is continuously changing in order to adapt to the community and social environment. Collaboration provides a broad perspective on the issue, an improved ability to collectively supervise sex offenders, and a sense of validation for all participating agencies.

**CONTACT INFORMATION**

Heather Dauler  
CAO Project Manager  
San Diego County  
Phone: (619) 531-4544  
E-mail: Heather.Dauler@sdcounty.ca.gov
AGENCY PROFILE

Population Served: 563,374
Sworn Employees: 1,200
Approximate No. of Registered Offenders: 1,432
Departmental Unit: Sexual Assault Unit-Sex Offender Detail
Seattle is the largest city in the Pacific Northwest, situated between the Puget Sound and Lake Washington approximately 96 miles from the U.S.-Canadian border.

PROGRAM OVERVIEW

Four detectives and one civilian employee comprise the Seattle Police Department’s (SPD) sex offender detail. These detectives focus primarily on conducting address verification checks for registered sex offenders in Seattle, locating homeless and noncompliant sex offenders, and conducting risk assessments. The civilian employee maintains spreadsheets that track verification checks and searches databases to assist in locating noncompliant sex offenders. In addition to other duties, the lead detective is responsible for establishing the department’s community education program and speaks nationally to law enforcement agencies about community notification and education issues. An in-house corrections official works part-time at the SPD assisting the unit with investigations and joint home visits.

ENFORCEMENT AND/OR PREVENTION ACTIVITIES

Address Verification
Washington State law mandates local law enforcement to conduct annually annual address verification checks on moderate and high-risk sex offenders. The SPD conducts checks more frequently, often every 90 days for the highest risk offenders. The primary goal of the unit is to verify every offender, but workload and resource issues cause detectives to prioritize and ensure high-risk offenders are consistently checked.

Verification checks allow detectives to develop a rapport with offenders, opening the lines of communication between parties. In-person verification checks are beneficial because detectives notice deterioration in an offender’s condition, or a change in appearance allowing action to be taken before a future offense may occur. SPD shares address verification responsibility with the King County Sheriff’s Office (KCSO).

Community Education
Members of the sex offender unit believe that community education is a pivotal strategy in preventing future victimization. Proactive community education is important to disseminate general public safety information and answer questions from the public regardless of whether a sex offender is moving into the neighborhood. The SPD conducts meetings in every area of the city at least once per year and views these meetings as “community policing at its best.” Providing a venue for interaction between local law enforcement and the community is key because people turn to the police for answers. Law enforcement holds huge potential to help the public understand the reality and limits of sex offender laws while providing prevention and safety tips as well. During community education sessions, participants receive several handouts on characteristics of a pedophile, general safety advice, sex offender facts, and additional resources. This important information is also available on the police department’s Web site.
**Risk Assessment**

The unit also works closely with the Washington Department of Correction’s End of Sentence Review Committee to receive all available information on a particular offender to accurately assess their risk to the community. Before release from incarceration, the End of Sentence Review Committee uses a sex offender screening tool to determine the level of risk a sex offender poses to the community based on past crimes. This risk assessment is used to determine which level of community notification will be instituted.

**ADVICE FROM THE CHIEF**

The chief is most proud of his department’s outreach to other agencies to share their knowledge and expertise and doing so with a well-defined and balanced view. His advice to other agencies is to ensure that the department has the in-house technical expertise to manage this population.

**CONTACT INFORMATION**

Detective Robert Shilling  
Phone: (206) 684-5588  
E-mail: robert.shilling@seattle.gov
AGENCY PROFILE

- Population Served: 12,639
- Sworn Employees: 27
- Approximate No. of Registered Offenders: 32
- Departmental Unit: Sex Offender Program

Two Rivers is located on the eastern border of Wisconsin and is bordered on three sides by Lake Michigan.

PROGRAM OVERVIEW

In January 2004, the Two Rivers Police Department (TRPD) implemented a program to contact and maintain records of all registered sex offenders living in the city of Two Rivers not under any type of correctional supervision. TRPD identified this group of offenders as a group that is not adequately monitored. TRPD has also established information sharing partnerships with the Wisconsin Sex Offender Registry (WSOR) and Manitowoc Probation and Parole.

ENFORCEMENT AND/OR PREVENTION ACTIVITIES

Compliance Checks

Twice each year, TRPD officers will make contact with all registered sex offenders living in the city of Two Rivers who are not on any type of supervision. During these checks, a current photograph is obtained and officers check for violations of WSOR. Officers review the requirements of WSOR with the offender to ensure that he/she understands. These contacts are conducted by plain clothes officers in a nonconfrontational manner, as not to draw attention to the offender. During the first few initial contacts with offenders, TRPD officers discovered several violations, such as offenders working with the Girl Scouts organization, offenders not updating address changes, and offenders in noncompliance with registry requirements.

Information Sharing Partnerships

TRPD has a designated officer in charge of working with WSOR and Manitowoc Probation and Parole. All violations found during compliance visits are reported by TRPD to WSOR. In turn, WSOR will contact the officer at TRPD to notify of any violations that occur before or after the agency conducts compliance checks. TRPD also works in cooperation with the DOC to conduct unscheduled joint home visits of sex offenders who are under supervision.

ADVICE FROM THE CHIEF

As a community member, knowing that your police department is diligently working to hold sex offenders accountable to the registry and to the laws and rules associated with it increases public safety. It also increases the level of awareness among patrol officers, by providing updated photos and information on all sex offenders. This helps officers understand where the offenders are residing and who the offenders are within their areas of responsibility. This information not only serves as an investigative resource for the agency, but allows officers to provide updated information to the community when questions are asked by citizens.

CONTACT INFORMATION

Detective Pete McGinty
Phone: (920) 793-5509
E-mail: PETMCG@two-rivers.org
ADDITIONAL RESOURCES

- **American Probation and Parole Association**
  www.appa-net.org

- **Center for Sex Offender Management**
  www.csom.org

- **International Association of Chiefs of Police**
  www.theiacp.org

- **IACP Net**
  www.iacpnet.com

- **Interpol**
  www.usdoj.gov/usncb

- **National Center for Missing and Exploited Children**
  www.ncmec.org

- **Project Safe Childhood**
  www.projectsafecounty.gov

- **Safe Surfin Foundation**
  www.safesurfincentral.com

- **U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance**
  www.ojp.usdoj.gov/BJA

- **U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention**
  www.ojjdp.ncjrs.org

- **U.S. Department of Justice, Office of Justice Programs, Sex Offender Sentencing, Monitoring, Apprehending, Registration, and Tracking Office (SMART)**
  www.ojp.usdoj.gov/smart

- **United States Marshals Service**
  www.usmarshals.gov

REFERENCE MATERIALS


- Center for Sex Offender Management. (February 2007). Managing the Challenges of Sex Offender Reentry. Silver Spring, MD.

- Center for Sex Offender Management. (July 2002). An Overview of Sex Offender Management. Silver Spring, MD.

- Center for Sex Offender Management. (August 2000). Myths and Facts about Sex Offenders. Silver Spring, MD.


- Greenfield, Lawrence. Sex Offenses and Offenders: An Analysis of Data on Rape and Sexual Assault. (Washington, D.C.: U.S. Department of Justice, Bureau of Justice Statistics, 1997).


VEHICLES DRIVEN FOR PERSONAL USE & EMPLOYMENT: PHOTOS TAKEN OF VEHICLES

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<th>LICENSE PLATE</th>
<th>STATE</th>
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M.O. OF OFFENDER:

VICTIM INFORMATION:

- ADULT
- CHILD UNDER 13
- CHILD OVER 14
- FAMILY
- ACQUAINTANCE(S)
- STRANGER/RANDOM VICTIM
- VIOLENT
- WEAPON USED
- FORCE
- THREATS
- MAKES THREATS TO HARM VICTIM’S FAMILY
- GROOMS VICTIM

METHOD(S) USED TO GROOM VICTIM(S):

- Any recent contact with any law enforcement agency:
- Why are you residing in LHC?
- Online identifiers that offender uses or intends to use: (e.g., sexoffender@aol.com and chat screen names)
- Officer’s observations: (Concerns, officer safety issues, additional information provided by registrant, etc.)
CARY POLICE DEPARTMENT
Notice of Reporting for Registered Sexual Offender

Date

Name of Registered Sexual Offender

The North Carolina State Bureau of Investigation (SBI) lists you as a sexual offender. You are being contacted by an Officer of the Cary Police Department for the purpose of verifying your home address. This verification is conducted by the Cary Police Department as a supplemental accountability measure to verify the current address of all registered sexual offenders and sexual predators living within our jurisdiction. Such accountability checks will continue on a regular basis.

You are also required to comply with the bi-annual reporting and registration requirements of the State of North Carolina, in addition to the address verification conducted by the Cary Police Department. Your participation in the address verification process conducted by the Cary Police Department does not satisfy any future verification obligation required by the laws of the State of North Carolina or the County of Wake.

If you have any questions concerning this letter, please contact the Special Operations Division of the Cary Police Department at (919) 380-2132.

Scott Cunningham
Chief of Police

Reporting Officer:

Received by:

Signature of Recipient

Date

12/27/2006
548
CARY POLICE DEPARTMENT
SEXUAL OFFENDER ADDRESS VERIFICATION

Sex Offender/ Sexual Predator Name:

Last: ___________________________
First: ___________________________
Middle: _________________________

Race: _______ Sex: _______ Date of Birth: _________________

Registered address:

_____________________________________________________________________
_____________________________________________________________________

Offender located at registered address: ☐ YES ☐ NO

Offender moved to the following address:

_____________________________________________________________________
_____________________________________________________________________

Date offender changed address location: _____________

Number of contact attempts: ______

Date Verification confirmed: _____________

Further investigation needed: ☐ YES ☐ NO

Investigating Officer ___________________________ Date: _____________

549
01/02/2007
Port Orange Police Department

ADDRESS VERIFICATION AFFIDAVIT

Sex Offender/Sexual Predator Name

Race       Sex       Date of Birth

Address of Record

Affiant Name       Date of Birth       Race       Sex

Affiant Address       Telephone

I, _____________________________, reside at / manage / own / have personal knowledge of the
below listed residence.
Street Address: ___________________________ Apartment or Lot #: ______
City: ___________________________ State: ______
I hereby state that ___________________________ is / is not known to me,
and that person has/has not resided at the above address for the past ______ months / years.
Additional comments of affiant:

______________________________________________________________

______________________________________________________________

Signature of Affiant

Sworn to this ______ day of _____________, year _______,
before ___________________,
law enforcement officer, for Port Orange Police Department.

Officer's comments:

______________________________________________________________

______________________________________________________________

Investigating Agency

Port Orange P.D.

Agency Case/Event Number

Investigating Officer

Officer ID Number
Port Orange Police Department

ADDRESS VERIFICATION DISPOSITION

[ ] WARRANT [ X ] Sex Offender [ ] Sexual Predator

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<th>ID #</th>
<th>Telephone</th>
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<th>Possible Addresses to Check</th>
<th>Date of Address</th>
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Check the block below for the applicable situation:

☐ If the subject has an open warrant...
Action: Arrest the subject wherever he/she is found. Send this form and copy of charging affidavit to the Criminal Investigations Division.

☐ If the subject is living at the address of record shown on his/her Florida driver license or identification card...
Action: DO NOT ARREST! Subject is in compliance. Return this form (completed) to the Criminal Investigations Division. Please be sure to check the block so we know the subject is verified to be at the address!

☐ If the subject is NOT living at the residence shown on his/her Florida driver license or identification card, and the subject has lived at this new residence for at least 48 hours (excluding weekends and holidays)...
Action: DO NOT ARREST! Return this form (completed) to the Criminal Investigations Division.

☐ If the subject is NOT residing at the residence any longer...
Action: Have the current resident, relative or landlord complete an Address Verification Affidavit and return this form to the Criminal Investigations Division in person immediately, or if after hours, via the designated box in the sergeant's office.

☐ If there is nobody at the residence...
Action: Make a follow-up attempt to contact someone there prior to the end of the month. Complete an Address Verification Affidavit and return it to the Criminal Investigations Division with this form.

☐ If, after a first attempt, you can not confirm the subject lives at the residence...
Action: Return prior to the end of the month and make one final attempt to contact the subject. Complete a CAD comment documenting the dates and times of your efforts and observations. Forward a copy of this form to the Criminal Investigations Division in person immediately, or if after hours, via the designated box in the sergeant’s office.

Unless indicated otherwise above, all forms will be returned to the Criminal Investigations Division via the designated box in the sergeant’s office.

Form PO/0705.098

Updated: July 16, 2007