Pennsylvania State Police Megan's Law Section



2023 Annual Report

I am pleased to present the Pennsylvania State Police (PSP) Megan's Law Section (MLS) Annual Report. Megan's Law was first enacted in Pennsylvania with the signing of Act 24, by Governor Tom Ridge, on October 24, 1995. Since that time, the law has been amended several times, including the signing of Act 111 by Governor Tom Corbett on December 20, 2011. Act 111 expanded the number of offenses requiring registration and implemented a tier classification system in which length of registration and frequency of verification is predicated upon the determined tier. Act 111 also brought Pennsylvania into compliance with the Federal Sexual Offender Registration and Notification Act (SORNA).

The Megan's Law statute was amended in 2018, when Governor Tom Wolf signed Act 10 of 2018 into law on February 21, 2018; and Act 29 of 2018 on June 23, 2018. These amendments were crafted by the legislature following a Pennsylvania Supreme Court decision that declared the prior statute unconstitutional when applied to certain offenders.

PSP has embraced the mandate to improve the efficacy of the registration process. The Pennsylvania Sexual Offender Registration Tool (PA SORT) was developed to allow those entities tasked with performing registrations an electronic conduit for submission, replacing a largely antiquated, laborintensive paper process. Through funding provided by the Pennsylvania Commission on Crime and Delinquency (PCCD), equipment to support sexual offender registrations was made available to county probation departments and other designated registration sites statewide (including each PSP field installation apart from our Turnpike stations).

Partnering with the Administrative Office of the Pennsylvania Courts (AOPC) and the Pennsylvania Justice Network (JNET), PSP established a unique audit process to ensure every offender convicted of a predicate offense is appropriately registered. PSP receives a quarterly report of convictions and compares these with actual registrations, identifying omissions which would likely have gone undetected.

PSP continues to evaluate and improve every aspect of sexual offender management unabated. In 2014, a Compliance Unit was established within the MLS which is responsible for coordinating and conducting random compliance checks. This initiative is credited, in part, with a nearly steady non-compliance rate that is consistently below the national average.

Ensuring victims of sexual violence receive required notifications of offender status and have access to support services is, likewise, a priority for PSP. PSP collaborates with the Office of Victims Advocate (OVA) to facilitate the notification process – a task they are best situated to perform.

We continue to work tirelessly to fulfill our public safety mission and believe sexual offender management is a vital aspect of our strategy to do so. Thank you for your interest in this topic of importance to the citizens of the Commonwealth we so proudly serve.

Sincerely,

Col. Chustophen J. 7

Colonel Christopher L. Paris Commissioner

TABLE OF CONTENTS

INTRODUCTION	1
HISTORY OF PENNSYLVANIA MEGAN'S LAW	1
STATUTE HIGHLIGHTS	3
REGISTRATION REQUIREMENTS	5
SEXUAL OFFENDER REGISTRY	6
MEGAN'S LAW PUBLIC WEBSITE	8
	9
ONGOING LITIGATION	11
CONCLUSION	12

INTRODUCTION

Pennsylvania Megan's Law, 42 Pennsylvania Consolidated Statutes Pa. C.S. Chapter 97, requires that individuals convicted of certain legislatively enumerated offenses register with the Pennsylvania State Police (PSP). After initial registration, these individuals are required to appear at an approved registration site for periodic, scheduled updates. The individuals are required to notify PSP of any changes to their registration information that may occur between scheduled appearances. The information collected is placed into Pennsylvania's Sexual Offender Registry. The PSP, Bureau of Records and Identification, Megan's Law Section (MLS), is tasked with administering the sexual offender registry. The MLS not only collects sexual offender information for inclusion in the sexual offender registry, but also disseminates certain sexual offender information to law enforcement agencies and the public. The MLS also monitors and ensures sexual offenders comply with their sexual offender registration requirements.

The following report is intended to provide a broad overview of the sexual offender registry, information on the activities of the PSP, MLS, as it relates to the administration of Pennsylvania's Megan's Law, and statistical information regarding sexual offenders in Pennsylvania.

HISTORY OF PENNSYLVANIA MEGAN'S LAW

Pennsylvania's Megan's Law began under Governor Tom Ridge, when he signed Act 24 into law on October 24, 1995. Act 24 required the PSP to create a registry of individuals who were convicted of certain sexually violent offenses. PSP was then required to disseminate this information to the public and other law enforcement agencies. This information sharing was intended to notify law enforcement and the public of sexual offenders in their communities, ensuring the safety of all in the community.

The Pennsylvania General Assembly made several amendments to Megan's Law following its inception in 1995. Some of the changes to Megan's Law include an expansion of the information collected from sexual offenders, as well as more stringent penalties for those sexual offenders who fail to comply with their sexual offender registration requirements. Other significant changes involved the establishment and subsequent expansion of a public website, making sexual offender information readily available to the public.

The Sexual Offender Registration and Notification Act (SORNA) was signed into law by President George W. Bush on July 27, 2006. SORNA was designed to unify sexual offender registry laws across all states, expand the list of sexual offenses requiring registration, and include additional information on sexual offenders required to register. SORNA also provided a more standardized approach to sexual offender registries by individual states, making sexual offender information more readily available to law enforcement and the public.

The requirements set forth in SORNA caused the Pennsylvania General Assembly to substantially amend Pennsylvania's Megan's Law. Governor Tom Corbett brought Pennsylvania into compliance with the federal requirements when he signed Act 111 into law, which became effective on December 20, 2012.

The new SORNA requirements caused a substantial increase in the number of sexual offenders registered in Pennsylvania. As a result of this increase, PSP developed a web-based sexual offender registration application. The Pennsylvania Sexual Offender Registry Tool (PA SORT) is used by state, county, and municipal agencies across Pennsylvania to enter and update sexual offender information directly into the sexual offender registry. The implementation of PA SORT not only streamlined the registration process, but also provided a more expedient means of processing the information collected, making it available to law enforcement and the public in a much timelier manner. Cost savings were also realized, as paper registration forms were nearly eliminated.

The case of *Commonwealth v Muniz* (47 MAP 2016) was decided by the Supreme Court of Pennsylvania in July of 2017. The Court found that the registration requirements under the SORNA provisions could not be applied to an individual whose offense was committed prior to the law's enactment. In response to the Court's decision, the Pennsylvania General Assembly passed legislation amending 42 Pa. C.S., Chapter 97. Acts 10 and 29 were signed by Governor Tom Wolf on February 21, 2018, and June 23, 2018, respectively. Acts 10 and 29 created a significant change to 42 Pa. C.S. Chapter 97.

The new statute added Subchapter I to 42 Pa. C.S. Chapter 97, and specifically addresses those offenders who committed an offense before December 20, 2012, the date SORNA laws became effective. Subchapter H was amended slightly but remains mostly consistent with the SORNA provisions under the Adam Walsh Act (AWA). Subchapter H is applicable to those whose offense was committed on or after December 20, 2012.

STATUTE HIGHLIGHTS

As mentioned previously, 42 Pa. C.S., Chapter 97, Subchapter H, is applicable to an offender whose offense occurred on or after December 20, 2012. Under Subchapter H, registered sexual offenders who are not incarcerated are required to appear at a registration site at pre-determined times throughout the year. The duration of the registration requirement and the frequency of these appearances is dependent upon the Tier level/classification of the offender. Tier I offenders are required to register for 15 years, reporting annually. Tier II offenders must register for 25 years, reporting semiannually. Tier III offenders, and those determined by the courts to be a Sexually Violent Predator (SVP) or Sexually Violent Delinquent Child (SVDC), for crimes committed as a juvenile, are required to register for life, reporting quarterly.

The statute includes a provision for those individuals who are required to register for life, the ability to petition the sentencing court for relief after having been registered for 25 years. In addition, Tier II and Tier III offenders who meet certain criteria now can appear for reporting annually, with the remaining pre-determined reporting dates completed via telephone. Individual offenders are evaluated for eligibility and subsequently notified if they can participate in the telephonic verification system.

42 Pa. C.S. Chapter 97, Subchapter I, is applicable to those offenders whose offense was committed before December 20, 2012. Subchapter I closely resembles the statute that would have been effective at the time these offenders committed their offenses. The list of offenses requiring registration differs from Subchapter H, as it contains fewer applicable enumerated offenses. Depending on the offense committed, these offenders are required to register for ten (10) years or for life, rather than utilizing a Tier system. All offenders registered under Subchapter I are required to make in-person appearances at an approved registration site annually, unless designated as a SVP, who must report quarterly. The information required to be reported by the offender differs from those registering under Subchapter H, as does the information PSP is required to post on the public website.

Whether registering under Subchapter H or I, Transient Offenders (those without fixed addresses) must report monthly. All offenders are required to notify the MLS of any update within three business days of the change.

The chart below reflects the number of offenders in each category as of the end of calendar year 2023. Of the total 23,243 active registered offenders, 12,061, or approximately 52 percent, are registered under the provisions of Subchapter I of 42. Pa. C.S., Chapter 97. There are 11,182 offenders, or approximately 48 percent, who are

registered under the provisions set forth in Subchapter H, also known as the SORNA provisions. Of all the active offenders, 12,847, or approximately 55 percent are required to register for life. Of those offenders requiring lifetime registration, 6,811, or approximately 53 percent, are required to verify their information quarterly. There are currently 241 active Transient Offenders in the registry who are required to register monthly, regardless of Tier assignment or other classification. A registered offender who is incarcerated is considered an active offender and is designated as such on the public website. Updates are only required if the offender is transferred to a different correctional facility or upon the release of the offender from custody.

Active Offenders by Classification

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Classification Level	Active Offender Count	Percentage of Active Registry	Number of Required Verification Visits per Year	
Tier 1	3,621	15.58%	1	
Tier 2	2,547	10.96%	2	
Tier 3	4,069	17.51%	4	
SVP	942	4.05%	4	
SVDC	3	0.01%	4	
Subtotal	11,182			

Subchapter H Registrations--SORNA Offenses

Subchapter I Registrations--Pre-SORNA Offenses

Classification Level	Active Offender Count	Percentage of Active Registry	Number of Required Verification Visits per Year
Ten-Year	1,534	6.60%	1
Lifetime	6,036	25.97%	1
Pre-SORNA SVP	1,797	7.73%	4
Out-of-State Offender	2,694	11.59%	Up to 4
Subtotal	12,061		<u>.</u>
Total	23,243		

REGISTRATION REQUIREMENTS

At the end of 2017 and just prior to the statute change in early 2018, there were just over 22,000 registered sex offenders in Pennsylvania. Of those offenders, over 17,000 were affected by the statute change. The MLS was tasked with developing a process for reviewing the individual files of all those affected, to determine the proper registration requirement for everyone under the current statute. As of the end of calendar year 2023, 18,699 offender files had been reviewed. Of those offenders reviewed, 1,475 offenders were relieved of their requirement to register under the current statute. An additional 4,166 offenders were found to now have a ten (10)-year registration requirement, which has been fulfilled, thereby relieving them of their registration requirement. The remaining offenders who have undergone review have been determined to have a continued requirement to register. The MLS staff continues to review the files of the remaining registrants affected by the statute change. As the individual files are reviewed, and the appropriate determination is made regarding the registration requirement, the applicable correspondence is sent to each offender explaining any changes to their requirements.

The PA SORT has proven to be invaluable to the administration of Pennsylvania's Megan's Law. After sexual offender information is input, whether as an initial registration or a verification/update, the appropriate personnel within the MLS review the data. Once the information is reviewed and approved, PA SORT is updated, and the new information is automatically updated on the public website. Various parameters are set within PA SORT, which are programmed so that numerous types of correspondence and alerts are generated automatically. This assists the MLS personnel in processing offender information and notifications in a timely manner, as well as providing near real-time monitoring for non-compliant sexual offenders.

The PA SORT application required a substantial upgrade following the 2018 statute change. The MLS worked with staff from the Public Safety Information Technology Delivery Center (PSITDC), to implement extensive modifications to the existing application. The application was adapted to accommodate the registration requirements found in both Subchapters H and I. This was an arduous task for the PSITDC, as personnel were dedicated to the project for nearly nine (9) months, developing and implementing the necessary changes. The updated PA SORT application was rolled out in December 2018. PSITDC staff continues to work on improvements to the application.

SEXUAL OFFENDER REGISTRY

There were 23,243 active registrants in the sexual offender registry as of the end of 2023. During 2023, the MLS received 2,120 new sexual offender registrations. A Legal Assistant reviews each new registration for completeness and accuracy, determining if the sexual offender is required to register. When an offender is determined to have a registration requirement, the appropriate offender classification is designated. Classifications are determined by statute and are based on the offense date and offense committed. The offender information is then activated in PA SORT and the information authorized by statute is posted to the public website. Should a new registration be submitted for an offender, and it is determined that the individual is not required to register, correspondence is sent to them indicating the same. Of the 2,120 new registrations received in 2023, MLS staff determined that 1,989 offenders were required to register and 131 were not.

The registration verification times for an offender are based on the date the offender initially registered and the pre-determined frequency of the verifications. When the required appearance time nears, the MLS mails a reminder notification to the offender. The notification indicates the timeframe in which an offender must appear at an approved registration site to remain in compliance. The notification also provides a list of the 138 approved registration sites. Currently the registration sites are comprised of 79 PSP Stations, 50 county-level sites, and nine municipal police departments. Each of these registration sites has access to the PA SORT application. There were 30,940 such notifications mailed by the MLS in 2023.

In addition to these scheduled verification appearances, registered offenders are required by law to report any changes in their information to the PSP within three (3) business days. These updates typically involve the registered offender appearing at one of the approved registration sites and providing the updated information.

Each time a registered offender appears for a mandated appearance or to report a change, the information is transmitted to the MLS via PA SORT. The MLS staff reviews each verification and/or update for accuracy. Once vetted, the offender's information, including any changes, is posted to the public website. The MLS staff processed 52,467 offender verifications and updates in 2023.

Any time an offender reports a change of address, whether it be residential, employment, or school, the MLS notifies the local PSP Station and/or municipal police department having jurisdiction at the location. A total of 19,313 of these notifications were made in 2023. The MLS also notifies the affected agency when an offender reports they

no longer reside at a particular address, have terminated employment, or are no longer a student within the jurisdiction. There were 19,031 such notifications made in 2023. These notifications keep authorities informed of sexual offenders who reside, work, or attend school within their respective jurisdictions.

In 2019, the MLS began sending these law enforcement notifications via the Commonwealth Law Enforcement Assistance Network (CLEAN), rather than the standard mail system. The notifications sent via CLEAN provide for a faster notification mechanism, guaranteed delivery of the information, and significant cost savings to the Department.

In addition to the address change notifications mentioned previously, any time an SVP or SVDC registers or reports an address change, the MLS also prepares a community notification packet. These packets consist of an instructional letter and court documents for law enforcement reference, as well as 100 or more Community Notification Flyers. The community notification packets are then sent to the local PSP Station or municipal police department with jurisdiction over the area of the address. In 2023, the MLS sent 856 community notification packets. Upon receipt of the packet, the local PSP Station or municipal police department conducts a community notification campaign by distributing the flyers to the following, as mandated by law:

- Neighbors of the SVP or SVDC.
- The director of the county children and youth services agency where the SVP or SVDC resides.
- The superintendent of the school district and the equivalent head of each private and parochial school in the municipality where the SVP or SVDC resides.
- The superintendent of the neighboring school district and the equivalent head of each private or parochial school, if located within a one (1)-mile radius of where the SVP or SVDC resides.
- Each certified daycare center, licensed preschool program, and registered family daycare home in the municipality where the SVP or SVDC resides.
- The president of each college, university, or community college within 1,000 feet of where the SVP or SVDC resides.

Pennsylvania Megan's Law also requires that notification is made to a victim if a related SVP or SVDC registers or reports a change of address. In 2015, PSP partnered with the Pennsylvania Office of Victim Advocate (OVA) and transferred the victim notification responsibilities. The OVA is better able to meet the needs of the victims with their resources and expertise in victim advocacy. Since 1995, the OVA has represented crime victims by protecting and advancing their rights and assisting with victim services. The OVA generated 4,067 notifications to victims concerning a change of address, employment, or school for an SVP or SVDC in 2023.

The OVA also offers victims the ability to register for related assistance. In 2023, 1,790 Megan's Law victims registered for additional services. One of these services allows victims to be notified in the event of an offenders' parole processing or State Correctional Institution inmate status change, or custody change. In 2023, 4,067 victims were notified these offender status changes.

If an offender reports any change of address involving another state for residence, employment, or school to the PSP, the MLS makes a notification to the affected state's sexual offender registry. This relocation notification is made via the SORNA Exchange Portal, a nationwide network linking the various states' sexual offender registries. The MLS staff initiates this notification through the PA SORT program. This immediate notice ensures a greater probability that the offender will continue to comply with registration requirements. In 2023, 688 relocation notices were sent to other states. Other states also notify the MLS when an offender reports that the offender is traveling to Pennsylvania to establish a residence or on a temporarily visit. The MLS received 628 of these notifications in 2023.

In 2015, the MLS began providing notifications to police departments once a registered sexual offender completes the required registration period, is deceased, or is otherwise removed from the registry. There were 1,360 such notices sent in 2023.

The MLS serves as the central repository for sexual offenders registered in Pennsylvania. The MLS staff are an excellent source of information. They serve as a point of contact for the law enforcement community and public. The MLS staff received 52,021 and made 14,877 outgoing calls in 2023.

MEGAN'S LAW PUBLIC WEBSITE

In accordance with 42 Pa. C.S Chapter 97, the PSP also maintains a website that is available to the public. This website is separate from the PA SORT system. The public website has a vast amount of information concerning Megan's Law, including information

on state and federal statutes, links to other states' registries, and certain information concerning actively registered offenders. The offender database can be searched in a variety of ways and includes a mapping tool that can identify sexual offender addresses within parameters set by the user. Users of the website have the option of creating an account, which will allow the user to receive updates regarding specific offenders. This tool provides email notifications to the user when the selected offender has a change in registration status, or any change to a residential, employment, or school address. Users also have the option of registering their address to receive email alerts when any offender adds or terminates a residential, employment, or school address within a user-designated radius of the registered address. In 2023, there were approximately 1.6 million visitors to the public website. There were approximately 60,000 active user accounts which generated over 3.35 million email notifications.

ENFORCEMENT ACTIVITY

Sexual offender compliance with registration requirements is essential to ensuring public safety and awareness. A high compliance rate results in the most accurate information being available to both law enforcement and the public. Pennsylvania has consistently maintained one of the highest compliance rates in the country. In 2023, Pennsylvania had a compliance rate of 97 percent versus a 92 percent national average.

The MLS uses several strategies to maintain these standards. These strategies include internal monitoring, proactive enforcement, information sharing between law enforcement agencies, and following up on tips received from members of the public.

When an offender is suspected to be non-compliant, the MLS sends a request for investigation to the local PSP Station or municipal police department with jurisdiction. When the investigation results in criminal charges, the non-compliant offenders face felony charges for Failure to Comply with Registration Requirements, 18 Pa. C.S. §4915.1 or §4915.2. Some examples of compliance monitoring by the MLS include:

- The PA SORT application automatically identifies an offender who fails to report for their scheduled verification check. When this occurs, the PA SORT system self-generates the request for an investigation letter that is sent to the local PSP Station or municipal police department with jurisdiction. In 2023, 1,887 of these investigation requests were generated within the PA SORT system.
- Users of the Megan's Law public website can submit tips via the website. On each offender profile, there is a 'Submit a Tip' button that allows the user to provide relevant information directly to the MLS.

• The public can also submit tips to the MLS by telephone.

The tip information is vetted by MLS staff to determine if an investigation is warranted. In 2023, 3,582 tips were received from the public through the website or by telephone. 989 requests for investigation were initiated because of these tips. Should the investigation reveal the offender is in fact out of compliance, these requests for investigation can lead to an offender facing criminal charges for failing to comply with their registration requirement.

As these cases flow through the judicial system, the MLS staff is often required to copy the offender's registration file. These file copies, or court packets, are then forwarded to the requestor, e.g., the investigating officer, the prosecuting district attorney or one of the 110 PSP Megan's Law Field Liaisons, for use in court testimony. Field Liaisons are PSP Troopers throughout the Commonwealth who have received specialized training and are routinely called upon for their expertise in Megan's Law. They offer testimony during preliminary hearings as well as common pleas court trials. In 2023, 538 of these court packets were produced and sent to requesters by the MLS.

Special investigations are also initiated under a provision of 23 Pa. C.S. of the Pennsylvania Consolidated Statutes. In the latter part of 2013, legislation was passed by the General Assembly and signed into law by Governor Tom Corbett. Act 108 of 2013 became effective on December 31, 2014. Act 108 amended the definition of child abuse to include the act of intentionally, knowingly, or recklessly leaving a child unsupervised with certain sexual offenders. If such information is brought to the attention of MLS staff, the local PSP Station or municipal police department with jurisdiction is notified and requested to take immediate action in verifying the safety and well-being of the child in question. The MLS staff also notifies the Pennsylvania Department of Human Services for further appropriate action. In 2023, 20 such notifications were made by MLS staff.

The MLS also engages in proactive enforcement efforts to verify and ensure compliance by offenders. Compliance checks are routinely conducted at pre-selected locations throughout the Commonwealth. These details are coordinated and conducted by members from the MLS, along with Troop members, and municipal police officers. During these checks, the law enforcement officers proceed to the address(es) reported by the offender. While verifying that the reported information is correct, additional information reported by the offender is also verified. These compliance checks reveal offenders who are non-compliant and serve as a deterrent to offenders falling out of compliance in the future. The number of law enforcement personnel involved in these details creates a police presence in the community. In 2023, 2,307 offender addresses were checked, resulting in 56 investigations for potential compliance violations.

In addition to the details organized by the MLS, local PSP Stations and municipal police departments also periodically conduct routine compliance checks on offenders. Some of these checks are initiated as a result of an automated weekly report generated by the MLS. The report contains a list of non-compliant and absconded offenders and is forwarded, via email, to law enforcement agencies throughout Pennsylvania. The reports are searchable and customizable by the agency receiving them, allowing those agencies to sort the information to better meet their needs. In 2023, the MLS sent these weekly reports to 259 different entities.

When a sexual offender is sentenced following a conviction for an offense enumerated in 42 Pa. C.S. Chapter 97, Subchapter H, each county's probation office is responsible for the initial registration of the offender. Occasionally an offender may not be registered upon sentencing. If this occurs, the MLS is not aware of the offender who needs registration. To better ensure that all offenders required to register have done so, MLS partners with the Administrative Office of Pennsylvania Courts (AOPC). On a quarterly basis, the AOPC sends a report to the MLS containing a list of offenders who were sentenced for sexual offenses requiring registration. MLS staff compares the list provided by AOPC to the sexual offender registry to identify any offenders who have not yet registered, as required. If an offender is identified, MLS staff conducts a review of the individual's information to determine the proper registration requirement. The MLS staff then attempts to determine if the individual may be incarcerated. If so, the MLS staff reaches out to the facility and request the individual be registered as soon as practicable, or prior to release. If the individual does not appear to be in custody, the MLS staff contacts the appropriate county probation office to provide notification of the potential oversight and determine the best course of action. While not a mandate of Megan's Law, this proactive internal audit process provides a significant step in ensuring offenders do not errantly go unregistered.

ONGOING LITIGATION

Commonwealth v Torsilieri (37 MAP 2018) was another case heard by the Pennsylvania Supreme Court, following the lower court's decision that Subchapter H of the statute was unconstitutional. On June 16, 2020, the Supreme Court decided the case and vacated the lower court's decision regarding the constitutionality of Subchapter H. The case was remanded back to the lower court to further develop the record. At the end of 2022, the lower court deemed Subchapter H of SORNA unconstitutional – regarding the presumption that sexual offenders pose a high risk of recidivism. The lower court further cited the current registration and notification provisions are considered punishment. This decision was appealed by the Commonwealth to the Supreme Court of Pennsylvania, and, on May 31, 2024, the Court reversed the lower court finding Subchapter H Constitutional on its face.

CONCLUSION

Pennsylvania's Megan's Law was created to provide awareness to law enforcement and the public of sexual offenders in their community. The law delegates responsibility to the PSP to administer the Megan's Law Registry and ensure the provisions set forth in the registration statutes are upheld. The MLS endeavors to provide timely and accurate information concerning sexual offenders to both law enforcement and the community, thus facilitating the promotion of public safety, while acting within the parameters set forth in the applicable statutes.