



VCU

2025 BIASED POLICING ANNUAL REVIEW

OVERVIEW:

As required by department policy and IACLEA standards, this report serves as the annual review of biased policing by the VCU Police Department for calendar year (CY) 2025. The purpose of this report is to provide an assessment of the department's aggregate data for formal and informal police contact, use of force, and citizen complaints in order to identify potential patterns of bias in policing.

In 2025, the Community Oversight and Advisory Committee (COAC), a multi-disciplinary committee composed of VCU and VCU Health System members, students and community members, met twice for the review of use of force incidents, weapon displays and department complaints. The Committee evaluated the department's initial findings and supporting documentation, and affirmed the department's findings for each use of force incident.

Throughout CY2025, the VCU Police Department implemented a range of initiatives intended to minimize use of force incidents and/or better identify and address potential patterns of bias in policing, as described below:

- VCU Police Training and Development Division conducted defensive tactics refresher training and use of force refresher training as part of the required in-service training.
- VCU Police Officers and Safety Ambassadors receive annual ABLE refresher training (Active Bystander for Law Enforcement) and FIP booster training. Crisis Intervention Training (CIT) and Mental Health First Aid is a part of initial onboarding. These training helps identify mental health crises and informs the procedures for rendering aid and/or resources to the individual. VCU Police Department is a One Mind Campaign pledged law enforcement agency, which seeks to ensure successful interactions between law enforcement and persons with mental health conditions and intellectual/developmental disabilities.
- VCU Safety Ambassadors, a non-sworn unit of six unarmed staff, continued to operate throughout CY2025. Safety Ambassadors respond to calls for service on both VCU's campuses that do not require a police officer. Their responsibility emphasizes community engagement and provides alternate assistance options to the community. This approach helps to minimize unnecessary citizen contact with law enforcement, vicariously reducing the risk of force.
- In September 2025 & February 2026, the Department completed an Annual Use of Force analysis, a comprehensive review of the Use of Force incidents captured by the department in CY2025. This analysis allowed the department to evaluate each use of force incident to attempt to determine the root cause of the incident and to evaluate and determine any trend or pattern that would require additional training.

IACLEA ACCREDITATION STANDARD 4.1.3 & RELEVANT VCU POLICE DEPARTMENT WRITTEN POLICY:

In January 2023, the VCU Police Department completed its second reaccreditation review from the International Association of Campus Law Enforcement Agencies (IACLEA) and successfully obtained full recommendation for continued status as an accredited agency. IACLEA Accreditation Standard 4.1.3 addresses “Bias Free Policing” and sets forth specific criteria that an accredited law enforcement agency must satisfy in order to achieve and maintain accreditation.

IACLEA Standard 4.1.3 specifically requires that an agency have “a written directive [that] prohibits officers from engaging in biased enforcement activity. The directive will include:

- a. A clear definition of biased policing and/or enforcement;
- b. A prohibition of any biased policing;
- c. A requirement that all officers receive entry-level training as well as annual training on bias profiling;
- d. A requirement that all complaints of biased enforcement activity be investigated;
- e. A requirement that an annual review of all investigated complaints be conducted to identify trends or training needs; and
- f. A requirement that the chief executive officer review the annual summary in bullet “e” and acknowledge this in writing.”

IACLEA also offers the following commentary related to this standard for law enforcement agencies:

“Colleges and universities typically attract a diverse student and employee population. An important component of successful campus public safety is an agency’s ability to provide equal and professional delivery of services to a diverse demographic. Disparate treatment, whether through traditional law enforcement activities or the enforcement of institutional rules and regulations, must be addressed by the agency’s management. Regular training in this area addresses the changing needs of the community and reflects the agency’s commitment to providing the highest level of service to all community members and constituencies. The refresher training can be met through roll-call training and/or a review of agency policy.”

In order to demonstrate compliance with this standard, VCU Police is responsible for producing a range of compliance documentation for the duration of the four-year accreditation cycle.

In accordance with IACLEA Standard 4.1.3, VCU Police Department’s Written Directive 1-6 “Impartial Policing” affirms the agency’s commitment to ensuring fair and equitable treatment of all persons. The directive states in relevant part:

“The VCU Police Department is committed to respecting constitutional rights in the performance of employee’ duties. Biased policing violates the equal protection clause of the Constitution; it undermined legitimate law enforcement efforts, alienates community members, and fosters community mistrust. Employees shall exercise duties, responsibilities, and obligations in a manner that does not discriminate on the basis of race, sexual orientation, gender, national origin, ethnicity, age, religion, or economic status.”

OFFICER TRAINING:

To address issues concerning bias policing/profiling, the VCU Police Department’s Training and Education Division provides comprehensive bias policing training to all entry-level sworn personnel, and existing sworn personnel must complete bias policing refresher training on a biennial basis. Bias policing training primarily focuses on issues relating to law enforcement field contacts, traffic stops and arrests, searches and asset

forfeiture, with an emphasis on cultural diversity, courtesy, and guidance on how an officer can improve their interpersonal communication skills.

IN-CAR AND BODY WORN CAMERA SYSTEMS:

In addition to relevant department policies and targeted training efforts, the VCU Police Department continues to utilize two forms of audio and visual technology that is intended to promote agency transparency, officer accountability, and ensure accurate incident documentation.

The VCU Police Department continues to utilize Mobile Video Recorder (MVR) systems (“in-car cameras”), which are designed for fixed installation within a police vehicle. All of the department’s primary patrol vehicles remain equipped with the in-car camera system, which further enhances accountability and continuous review of officer performance. The system also serves as a tool for patrol supervisors to better assess officer training needs and accurately investigate any potential complaints received by the department.

All VCU Police Department on-duty patrol officers, sergeants and lieutenants have fully utilized the Body Worn Camera (BWC) system since March 2015. Similar to the in-car camera systems, the use of BWC systems promotes officer accountability and enables regular review of officer performance. The BWC system also aids in a supervisor’s assessment of potential officer training needs and supports the accurate investigation of any complaints received by the department.

In-car cameras and BWC systems remain an invaluable tool for investigating complaints received by the department, including allegations of potential biased policing.

The department also requires supervision to conduct weekly reviews of officer body worn video camera footage as well as additional random footage reviews by administration. This ensures that officers are following department policies and protocols and delivering high levels of service to the community. Supervisors are also required to conduct and document live monthly reviews for all staff. These reviews are a real time assessment/evaluation of the officer's performance/interaction while on an actual call for service.

COMPARISON DATA:

When evaluating biased policing by a law enforcement agency, there are several areas that should be considered, including, but not limited to: enforcement actions such as traffic stops and arrests, informal police contacts, citizen complaints, and training opportunities available to officers.

The US Census Bureau’s (USCB) population data frequently serves as a baseline comparison between law enforcement and citizen contact data, and can help identify evidence of bias in law-enforcement activities. The USCB’s population data includes all residents of the community, sorted by race and ethnicity, which provides a number that can be used as a measuring standard for comparative analysis for biased policing.

When using USCB’s data for a baseline comparison with law enforcement contact data, there is a significant issue of note that may affect comparative analysis. The traffic enforcement and formal contact data may not be wholly representative of the census data, since the law-enforcement data includes both residents and non-resident drivers within the agency’s jurisdiction. As VCU is centrally located within the City of Richmond, the urban campus is heavily traveled and encompasses many visitors who are not captured in the City’s census data. Consequently, in an attempt to minimize such discrepancies, for the purposes of this comparative review, the analysis focuses on the population data extracted from the census tracts which comprise VCU Police Department’s jurisdictional boundaries (U.S. Census Tracts: 205, 301, 302, 305, 402, 403, 404, and 411). For reference, both the 2020 U.S. Census data for all the City of Richmond, as well as the 2020 data for aforementioned census tracts are included below.

The U.S. Census was most recently completed in calendar year 2020, as mandated by Article I, Section 2 of the U.S. Constitution. The data for U.S. Census Tracts: 205, 301, 302, 305, 402, 403, 404, and 411 was updated in 2024 using Census Vintage data from 2022. Reviews from 2021-2023 have used the larger Richmond City census data, however, beginning with 2025 data, we can once again use the Richmond City tract data for comparison.

The 2020 Census Data indicates the City of Richmond comprises 59.9 square miles. VCU’s Richmond-based campuses (Monroe Park Campus and MCV Campus) are reported at 198 total acres, all of which are included within the City’s footprint.

U.S. Census Bureau’s 2020 Census Data – All of Richmond, VA

Race/Ethnicity	Count	% of Total*
White	98,140	43.3%
Black	91,653	40.5%
Asian	6,259	2.8%
Other**	30,558	13.5%
Total	226,610	100.1%

Source: 2020 Decennial Census Data at https://data.census.gov/profile/Richmond_city,_Virginia?g=050XX00US51760#populations-and-people.

*Data based on unrounded numbers. Percentages may not add to 100 due to rounding.

**Other also includes the Race/Ethnicity categories of Two or More Races, Native American/Alaskan, Hawaiian/Pacific Islander

U.S. Census Bureau’s 2020 Census Data – Tracts 205,301,302,305,402,403,404,411 - Richmond, VA

Race/Ethnicity	Count	% of Total*
White	14,712	52.3%
Black	9,252	32.9%
Asian	2,227	7.9%
Other**	1,919	6.8%
Total	28,110	99.9%

Source 2020 Decennial Census Tract Data at <https://data.census.gov/table?g=1400000US51760040200>

*Data based on unrounded numbers. Percentages may not add up to 100 due to rounding

**Other also includes the Race/Ethnicity categories of Two or More Races, Native American/Alaskan, Hawaiian/Pacific Islander

VCU Police Department Demographic Data

Race	Count	% of Total*
White	51	55.4%
Black	40	43.5%
Asian	1	1.1%
Other**	0	0 %
Total	92	100%

Source: VCU Police HR Data, current as of 2/17/2026

*Data based on unrounded numbers. Percentages may not add up to 100 due to rounding.

**Other includes the Race/Ethnicity categories of Hispanic, American Indian, Alaska Native, Pacific Islander & Unknown

Traffic Stop Data

The following traffic stop data was collected from January 1, 2025 – December 31, 2025. The table below represents only the traffic stops that resulted in the issuance of a traffic summons.

2025 Traffic Summonses**	Number by Race/Ethnicity	Percent by Race/Ethnicity*	USCB 2020 Tract Data Richmond, VA	USCB 2020 Census Data Richmond, VA
White	819	36.3%	52.5%	43.3%
Black	1243	55.1%	32.9%	40.5%
Asian	96	4.3%	7.9%	2.8%
Other**	98	4.3%	6.8%	13.5%
Total	2256	100%	99.9%	100.1%

Source: VCUPD RMS Summons/Citation Module Data

*Data based on unrounded numbers. Percentages may not add up to 100 due to rounding.

**Other includes the Race/Ethnicity categories of Hispanic, American Indian, Alaska Native, Pacific Islander & Unknown

Summary: In CY2025, there was a 26% increase in the number of total traffic citations (2256) compared to CY2024 (1793). The 2025 data reveals a 30% increase in summonses issued to subjects in the “White” category and a 34% increase to those in the Black category when compared with 2024 data.

Our Pedestrian Safety initiative was highlighted with data driven initiatives that resulted in an increase in summonses overall over the previous five years. Enforcement was targeted in specific areas of need. These initiatives included the Belvidere Corridor blitz conducted with two additional law enforcement agencies that were time and day specific to where the most violations occurred. We also utilized federal funds to support an increase in direct enforcement assignments or saturation patrols that aided in the increase with the goal of the reduction of accidents by way of enforcement.

Formal Police Contacts

The following formal police contact data was collected from January 1, 2025 – December 31, 2025. Please note that the tables below only capture the number of contacts that resulted in an arrest.

2025 DUI Arrests	Number by Race/Ethnicity	Percent by Race/Ethnicity*	USCB 2020 Tract Data Richmond, VA	USCB 2020 Census Data Richmond, VA
White	9	56.3%	52.5%	43.3%
Black	7	43.8%	32.9%	40.5%
Asian	0	0%	7.9%	2.8%
Other**	0	0%	6.8%	13.5%
Total	16	100.1%	99.9%	100.1%

Source: VCUPD RMS Arrest Data

*Data based on unrounded numbers. Percentages may not add up to 100 due to rounding.

**Other includes the Race/Ethnicity categories of Hispanic, American Indian, Alaska Native, Pacific Islander & Unknown

2025 Narcotics Arrests	Number by Race/Ethnicity	Percent by Race/Ethnicity*	USCB 2020 Tract Data Richmond, VA	USCB 2020 Census Data Richmond, VA
White	3	30%	52.5%	43.3%
Black	7	70%	32.9%	40.5%
Asian	0	0%	7.9%	2.8%
Other**	0	0%	6.8%	13.5%
Total	10	100%	99.9%	100.1%

Source: VCUPD RMS Arrest Data

*Data based on unrounded numbers. Percentages may not add up to 100 due to rounding.

**Other also includes the Race/Ethnicity categories of Two or More Races, Native American/Alaskan, Hawaiian/Pacific Islander

2025 All Other Arrests	Number by Race/Ethnicity	Percent by Race/Ethnicity*	USCB 2020 Tract Data Richmond, VA	USCB 2020 Census Data Richmond, VA
White	30	25.6%	52.5%	43.3%
Black	86	73.5%	32.9%	40.5%
Asian	0	0%	7.9%	2.8%
Other**	1	0.9%	6.8%	13.5%
Total	117	100%	99.9%	100.1%

Source: VCUPD RMS Arrest Data

*Data based on unrounded numbers. Percentages may not add up to 100 due to rounding.

**Other also includes the Race/Ethnicity categories of Two or More Races, Native American/Alaskan, Hawaiian/Pacific Islander

2025 Total Arrests***	Number by Race/Ethnicity	Percent by Race/Ethnicity*	USCB 2020 Tract Data Richmond, VA	USCB 2020 Census Data Richmond, VA
White	42	29.4%	52.5%	43.3%
Black	100	70%	32.9%	40.5%
Asian	0	0%	7.9%	2.8%
Other**	1	0.7%	6.8%	13.5%
Total	143	100.1%	99.9%	100.1%

Source: VCUPD RMS Arrest Data

*Data based on unrounded numbers. Percentages may not add up to 100 due to rounding.

**Other also includes the Race/Ethnicity categories of Two or More Races, Native American/Alaskan, Hawaiian/Pacific Islander

***Table reflects the aggregate number of all arrest categories cited in the prior tables.

Summary: The 2025 total arrest data indicates that there was an increase in the percentage of formal contact with subjects in the “Black” category (CY2024 = 64.1% / CY2025 = 70%), and a decrease in the percentage of formal contacts for persons in the “White” category (CY2024 = 34.9% / CY2025 = 29.4%). There was a significant decrease in the total number of arrests in CY2024 (281 total arrests) to CY2025 (143 total arrests).

In CY2025, there was an overall decrease in DUI arrests (CY2024 = 20; CY2025 = 16). The 2025 data shows a slight decrease in percentage with subjects in the “Black” category (CY2024 = 50% / CY2025 = 43.8%) and a slight increase in percentage with subjects in the White category (CY2024 = 50% / CY2025 = 56.3%). Other categories saw no change in the percentage of DUI arrests.

In CY2025, there was a significant decrease in the number of narcotics-related arrests (10 total) when compared to CY2024 (45 total). The data also reveals there was an increase of narcotics arrests of subjects in the “Black” category (CY2024 = 62.2% / CY2025 = 70%) while subjects in the “White” category saw a decrease (CY2024 = 35.6% / CY2025 = 30%).

In CY2025, there was an overall decrease (117 total) in all other arrests when compared to CY2024 (216 total). The data reveals there was an increase of all other arrests of subjects in the “Black” category (CY2024 = 65.7% / CY2025 = 73.5%) while subjects in the “White” category saw an decrease (CY2024 = 33.5% / CY2025 = 25.6%).

Field Interviews/Informal Police Contacts

2025 Field Interviews**	Number by Race/Ethnicity	Percent by Race/Ethnicity*	USCB 2020 Tract Data Richmond, VA	USCB 2020 Census Data Richmond, VA
White	634	33.2%	52.5%	43.3%
Black	1022	53.6%	32.9%	40.5%
Asian	52	2.7%	7.9%	2.8%
Other**	200	10.5%	6.8%	13.5%
Total	1908	100%	99.9%	100.1%

Source: VCUPD Community Policing Data; Citizen Contact

*Data based on unrounded numbers. Percentages may not add up to 100 due to rounding.

**Other also includes the Race/Ethnicity categories of Two or More Races, Native American/Alaskan, Hawaiian/Pacific Islander

Summary: In CY2025, there was a significant increase in the number of Field Interviews/Informal Police Contacts when compared to CY2024 (1908 for CY2025 and 748 for CY2024). A review indicates there was a slightly higher percentage of field interviews/informal contacts made with persons in the “Black” category (CY2024 = 50.1% / CY2025 = 53.6%), while contacts in the “White” category saw a decrease (CY2024 = 40.8% / CY2025 = 33.2%%).

Use of Force

Citizens Involved in 2025 Use of Force Incidents	Number by Race/Ethnicity	Percent by Race/Ethnicity*	USCB 2020 Tract Data Richmond, VA	USCB 2020 Census Data Richmond, VA
White	3	20%	52.5%	43.3%
Black	11	73.3%	32.9%	40.5%
Asian	0	0%	7.9%	2.8%
Other**	1	6.7%	6.8%	13.5%
Total	15	100%	99.9%	100.1%

Source: VCUPD Use of Force Data

*Data based on unrounded numbers. Percentages may not add up to 100 due to rounding.

**Other also includes the Race/Ethnicity categories of Two or More Races, Native American/Alaskan, Hawaiian/Pacific Islander

Summary: The above data reflects an 6.7% decrease in total number of citizens involved in use of force incidents from the previous year (CY2024 total citizens = 16; CY2025 total citizens = 15). The data also indicates there was an increase in the percentage of use of force incidents with subjects in the “Black” category (CY2024 = 43.8% / CY2025 = 73.3%), with a corresponding decrease with subjects in both the “White” (CY2024 = 37.5% / CY2025= 20%) and “Other” (CY2024 = 18.7% / CY2025 = 6.7%) categories.

This data serves to promote the importance of agency transparency and community-based policing. VCUPD is a staunch advocate for inclusive policing and community outreach initiatives.

All use of force incidents captured in CY2025 were subject to either an internal review or an administrative investigation by the department. Following respective review/investigation of the complaints, the department determined that one of the use of force incidents was deemed “not justified”, in accordance with the departmental policies and procedures pertaining to use of force. The Community Oversight and Advisory Committee (COAC) annually reviews all use of force incidents and produces a report on their findings.

Citizen Complaints

	2020	2021	2022	2023	2024	2025
Total Complaints	30 <i>26.7% founded</i>	101* <i>8.9% founded</i>	34 <i>17.6% founded</i>	45 <i>6.7% founded</i>	34 <i>26.5% founded</i>	42 <i>21.4% founded</i>
Bias-Related Complaints[^]	7 (23.3% of total) <i>14.3% founded</i>	5 (4.9% of total) <i>0% founded</i>	3 (8.8% of total) <i>0% founded</i>	3 (6.7% of total) <i>0% founded</i>	0 (0% of total) <i>0% founded</i>	4 (9.5% of total) <i>0% founded</i>

*Of this total, 60 complaints were related to one arrest and were received through the VCU Police website portal (53 of these were anonymous). The website portal link was shared on social media with encouragement to use.

[^]Bias-Related Complaints are included in Total Complaints.

Summary: During CY2025, the VCU Police Department received a total of 42 citizen complaints, 4 of which were bias-based. The total number of citizen complaints decreased by 23.5% from CY 2024, while bias-based complaints increased as a percentage of the overall number of complaints received.

CONCLUSION AND RECOMMENDATIONS:

In the calendar year 2025, the department pursued a number of department initiatives intended to minimize use of force incidents and/or to better identify and address potential bias in policing.

In January 2026, the department convened COAC to provide a comprehensive annual review of all use of force incidents captured by the department in calendar year 2025. The Committee will meet regularly during 2026 to review all use of force incidents captured during the calendar year and complete a comprehensive review in 2027.

The VCU Police Department remains dedicated to practicing fair and impartial policing and respecting the rights of all persons with whom the agency interacts. VCU Police provides additional training for the department and includes more cultural/bias training than the DCJS standard requires.

In sustaining the agency’s commitment to bias-free policing, the VCU Police Department will continue to pursue preemptive measures to ensure that all officers enforce the law and investigate criminal activity solely on the basis of probable cause or reasonable suspicion, and not on the basis of race, ethnicity or gender of the citizens they may encounter in the field. As part of this commitment, the department will continue to include Fair and Impartial Policing training as part of in-service training for all existing sworn personnel and during basic academy training for entry-level recruits.

The VCU Police Department will continue to provide officer training on issues relating to impartial policing and implicit bias, with particular emphasis on field contacts, traffic stops, searches and asset forfeiture. The department will also continue to promote cultural and ethnicity awareness training and enhancement of interpersonal communication skills that are vital to an officer’s successful performance of their law enforcement duties. The VCU Police Department must continue to ensure that comprehensive investigations are conducted for all bias-related complaints, and impose disciplinary action for affected officers, as necessary. The department will review bias-related complaints in aggregate in order to identify potential biased patterns of behavior.