Annual Report
2026

Executive Summary

RACIAL AND IDENTITY PROFILING ADVISORY BOARD

EXECUTIVE SUMMARY

California's Racial and Identity Profiling Act (RIPA) Advisory Board (Board) is pleased to release its ninth annual report in furtherance of its legislative mandate to eliminate racial and identity profiling and improve diversity and racial sensitivity in law enforcement. This year's report explores the relationship between racial and identity profiling and public safety and examines factors that may contribute to public safety.

The report analyzes approximately 5.1 million stops and 13,000 civilian complaints reported by 533 law enforcement agencies in 2024 to understand the extent and nature of racial and identity profiling in California. As shown in the 2026 Report, this data demonstrates, consistent with past reports, that racial and identity profiling in California remains a concern that must be addressed. The 2024 data show continued disparities in the number and nature of stops for individuals perceived as Black, Native American, and Hispanic/Latine(x), and a very low rate of sustained complaints of racial and identity profiling.

As discussed more fully in the 2026 Annual Report, the Board analyzes the most recent stop data and civilian complaint data to identify whether there are any trends relating to racial and identity profiling, and whether the data reveal systemic issues in need of reform. The Board's analysis covers a wide range of topic areas, including the effective use of civilian oversight agencies, the success of policies limiting pretextual stops, and the use of surveillance technologies, such as automated license plate readers. The report also includes an updated analysis of Senate Bill (SB) 2 officer decertification data collected by the Commission on Peace Officer Standards and Training (POST). Based on these analyses, the Board makes nine recommendations to the Legislature, local policymakers, POST, and civilian oversight agencies to address the disparities identified over the course of the Board's work.

The work of the Board is especially important in light of recent federal immigration enforcement actions. While RIPA prohibits racial and identity profiling in state and local law enforcement agencies, this prohibition does not apply to federal law enforcement officers. The absence of such restrictions on *federal* law enforcement highlights the vital need for the Board to assist *state and local* law enforcement agencies to navigate the environment that our residents find themselves in, as well as ways to reduce or eliminate such profiling in state and local law enforcement agencies. In October 2025, the Board met to discuss these developments, review the duty to intervene when constitutional rights are violated, and explore ways to support state and local law enforcement officers in protecting California's diverse population, more than a quarter of whom are immigrants. The 2026 Annual Report reflects the Board's commitment to these and all California citizens, and to finding actionable, evidence-based solutions to reduce or eliminate racial and identity profiling within California.
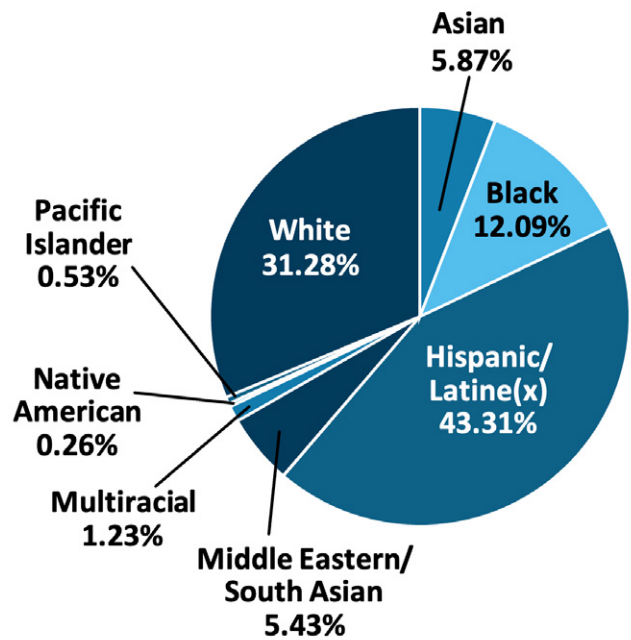
Stop Data Analysis

The 2026 RIPA Report begins with an analysis of stop data collected by California law enforcement agencies during the 2024 calendar year. In total, 533 California law enforcement agencies conducted a total of 5,065,428 stops, representing an increase in the total number of stops but a decrease in the number of reporting agencies compared to 2023.[1] The vast majority of stops were officer-initiated stops (91.13% of all stops), as opposed to calls for service (8.87% of all stops). Most stops were initiated due to traffic violations (84.18% of stops), followed by reasonable suspicion of criminal activity (11.13% of all stops) and other reasons[2] (collectively, 4.69% of all stops).

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1   There are yearly fluctuations in the number of agencies that report RIPA stops for several reasons. For instance, some agencies are very small and do not have any stops to report, while other agencies fail to submit data by the reporting deadline.

2   When reporting the reason for a RIPA stop, officers must select from a list of ten options, including traffic violations and reasonable suspicion of criminal activity. (Cal. Code Regs. tit. 11, § 999.226, subd. (a)(14).) For purposes of this report, "other reasons" is defined as the remaining eight reasons an officer can select as the "reason for stop," including: knowledge that the person stopped is on parole/probation/post-release community supervision/mandatory

Officers reported that they perceived most individuals stopped in 2024 to be Hispanic/Latine(x) (43.31% of people stopped), followed by White (31.28%), Black (12.09%), Asian (5.87%), Middle Eastern/South Asian (5.43%), Multiracial (1.23%), Pacific Islander (0.53%), and Native American (0.26%).

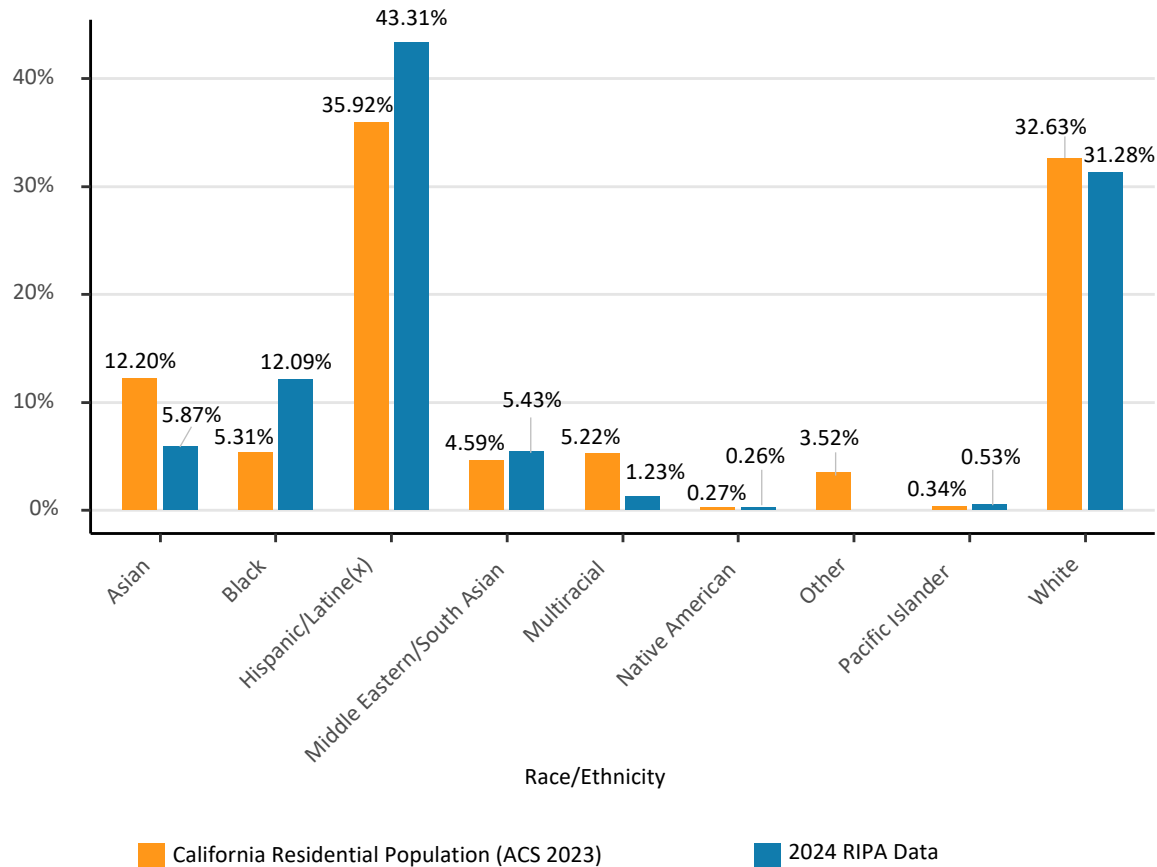*Percent of All Stops by Perceived Race/Ethnicity*

Percent of All Stops

Comparing the perceived demographics of people stopped to the residential population demographics in California demonstrates notable disparities. For example, individuals perceived as Black were stopped 127.87% more often than expected, and individuals perceived as Pacific Islander were stopped 57.53% more often than expected, given the population of the State. These findings are roughly equivalent to the RIPA Board's findings in the 2025 Report.

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supervision; knowledge of outstanding arrest warrant/wanted person; investigation to determine if the person stopped is truant; consensual encounter and search; possible conduct warranting discipline under Education Code; determining if a student violated school policy; probable cause to arrest or search; and probable cause to take into custody under Welfare and Institution Code section 5150.

Stop Disparities by Perceived Race and Ethnicity

California Residential Population (ACS 2023)   2024 RIPA Data

The Board noted additional disparities in actions taken during stops, with officers reporting taking the highest average number of actions in stops of individuals perceived to be Black and Native American. Officers reported taking no action most often during stops of individuals perceived as Middle Eastern/South Asian or Asian, and least often in stops of individuals perceived as Native American and Black. Compared to other perceived races and ethnicities, officers reported using force more often in stops of individuals perceived as Native American, Black, or Hispanic/Latine(x).

Most stops in 2024 resulted in a citation (46.96%), followed by a written or verbal warning (34.58%), and arrest (12.42%). Less than 6% of stops resulted in no action being taken. Officers reported the highest arrest rates for individuals perceived to be Native American (24.32%, 3,231 stops) and Black (16.41%, 100,500 stops), compared to the other perceived races or ethnicities. Officers also reported taking no action most often in stops of individuals perceived to be Black (7.24%, 44,322 stops) and Native American (6.91%, 918 stops), and least often in stops of individuals perceived to be Middle Eastern/South Asian (2.88%, 7,923 stops) and Asian (3.31%, 9,831 stops).

In addition to perceived race and ethnicity, this Report analyzes the reasons for stops, actions taken during stops, and outcome of stops by perceived gender, age, disability status, English fluency, sexual orientation, and, for the first time, perceived housing status. The 2024 data show notable disparities throughout stops of individuals perceived as unhoused. In particular, people perceived as unhoused were stopped for reasonable suspicion more than any other demographic group (64.80% of stops of individuals perceived as unhoused). Officers also reported taking more actions during stops of individuals perceived as unhoused, compared to other demographic groups, and reported more uses of force against individuals perceived as unhoused. Additionally, officers reported that nearly half of stops of individuals perceived as unhoused ended in arrest (47.32% of stops), meaning individuals perceived as unhoused were arrested more than any other demographic group.

The Report also contains several other analyses of the 2024 RIPA stop data, including:

- **Mode of travel** — An analysis of the mode of travel of people stopped (i.e., vehicle, bicycle, or pedestrian), showing that the experience of persons stopped varied between modes of transportation, with disparities across perceived race or ethnicity in the types of actions taken during stops and in search discovery rates depending on the mode of travel;

- **Consent searches** — An analysis of the frequency of consent searches, the reported bases of consent, and the discovery rate of consent searches, showing that:

  o Consent-only searches were most frequent in stops of individuals perceived as Hispanic/Latine(x) (15.12% of searches, 36,045 stops) and Asian (13.85%, 1,670 stops), and least common among individuals perceived as Native American (7.39%, 175 stops) and Black (9.39%, 9,042 stops);[3]

  o In general, consent searches yielded lower discovery rates (20.30%) than non-discretionary searches (26.40%); and

  o Officers reported the lowest discovery rates in consent searches of individuals perceived as Black (16.59%) and Native American (18.29%) and highest for individuals perceived as Pacific Islander (25.26%) and White (24.16%);

- **Officer-initiated stops vs. calls for service** — A comparison of stop outcomes for calls for service and officer-initiated stops, showing that, overall, arrests occur more frequently in stops initiated by a call for service (53.02% of calls for service stops, 238,201 stops) compared to stops that are officer-initiated (8.47% of officer-initiated stops, 391,124 officer-initiated stops);

- **The relationship between actions taken during a stop and the stop outcome** — An analysis of the relationship between actions within stops (a "co-occurrence" analysis), examining how different elements of a stop relate to one another across demographic groups. For example, while persons perceived to be Black are generally more likely to be arrested following a stop, persons perceived to be Black are searched and handcuffed significantly more than what would be expected even when considering the greater likelihood of arrest;

- *Terry* **frisks** — An analysis of the perceived demographics of *Terry* frisks[4] in 2024. The 2024 stop data show that officers performed *Terry* frisks in approximately 1.75% of all stops. They were conducted most frequently in stops of individuals perceived as Black and Hispanic/Latine(x). Among other demographic groups, *Terry* frisks were also most common for individuals perceived to be transgender men/boys, between the ages of 10-17, LGB+, or as having a disability, limited English fluency, or being unhoused.

- **Stop duration** — An analysis of the average duration of stops where no action was taken during the stop and where no action was taken as a result of the stop, broken down by perceived demographic (race/ethnicity, gender, age, disability, sexual orientation, housing status, and English fluency). In general, both types of stops were longest for individuals perceived to be Native American, Pacific Islander, transgender, 10-17 years old, or as having a disability, or being unhoused. People perceived as LGB+ or as having limited English fluency were stopped for roughly the same length of time as people perceived as straight when no action was taken during the stop, but were stopped longer when an action was taken as the result of the stop.

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3 Notably, and as mentioned in the Report, individuals perceived to be Asian have a lower chance of being *asked for consent* to search (1.19% of all stops, 3,523 stops) compared to individuals perceived to be Black (3.52% of all stops, 21,528 stops) or Hispanic/Latine(x) (3.39% of all stops, 74,295 stops).

4 A *Terry v. Ohio* pat/frisk (hereafter *Terry* frisk) is a weapons pat-down, occurring when an officer pats down an individual's clothing to determine whether based on the officer's reasonable suspicion the individual is armed. (See *Terry v. Ohio* (1968) 392 U.S. 1.)

- **Perceived English fluency** — An analysis of disparities based on perceived English fluency by perceived racial and identity group to better understand how language barriers may impact interactions with law enforcement. The Board's analysis is particularly relevant this year as it considers the impact of federal immigration enforcement actions on California citizens. In short, the 2024 stop data show that officers perceived individuals as having limited or no English fluency most frequently in stops of individuals perceived as Hispanic/Latine(x), Asian, cisgender men/boys, 1-9 years old, straight, or as having a disability or being unhoused.

- **Stop outcomes by agency and region** — An analysis of the RIPA stop data by agency and region to understand how agency and regional characteristics impact stops. The Board looks first at the intersections of race, region, and agency type, then at the intersections of actions taken during and because of stops by region, and finally uses of limited force by region and agency type. The 2024 stop data show, in part, that:

  o **Type of agency.** The perceived race or ethnicity of individuals stopped, rate of consent searches, and actions taken during stops varied by type of agency (i.e., police department, sheriff's department, K-12, college, etc.).

    ▪ Individuals perceived as Black, Hispanic/Latine(x), or White were also stopped at different rates depending on the type of agency. Individuals perceived as Black are overrepresented among stops for police, K-12 schools, and colleges, compared to sheriff's departments. Police departments tend to have a greater overrepresentation of stops of individuals perceived as Hispanic/Latine(x) than sheriff's departments, holding all else constant. On the other hand, college police departments tend to have a lower share of their stops occur for Hispanic/Latine(x) individuals than the percentage of their counties that are Hispanic/Latine(x).

    ▪ Consent-only searches only showed significant differences within agency type, not by region. Specifically, police departments, K-12 schools, colleges, and other agencies each had lower rates of consent-only search than sheriff's departments.

    ▪ Holding all else constant, police departments reported more stops where an action was taken compared to sheriff's departments in 2024.

  o **Agency size.** There was also variation in the perceived race or ethnicity of individuals stopped depending on agency size.

    ▪ Large police departments, regardless of type, stopped a disproportionate share of individuals perceived as Black. In addition, in larger departments, a larger share of their stops tended to be of individuals perceived as Black than the percentage of Black individuals in their counties.

    ▪ Larger police departments tended to report more stops where at least one action was taken.

    ▪ Larger police departments tended to use force in a larger share of cases, holding all else constant.

    ▪ Larger police departments tended to report a higher percentage of stops ending in arrest in 2024, holding agency and regional characteristics constant.

  o **Regional differences.** The Board also found significant differences in demographics of stops across regions as well.

    ▪ **Counties in Northern California and Southern California.** Individuals perceived as Black were stopped at a higher rate than their share of the population would predict most often in

the Bay area, while counties in Southern California tended to stop a disproportionately high number of individuals perceived as Hispanic/Latine(x), relative to their county populations. Counties in Northern California tended to stop a disproportionate share of individuals perceived as White, while areas of the Bay Area and further south tended to stop a disproportionately lower share of individuals perceived to be White.

- **Stops by county.** The number of actions taken during a stop varied widely across counties throughout the state. Arrest rates also varied widely across the entire state, with higher arrest rates in the Northern Coast compared to other areas of the state. However, consent searches were distributed fairly evenly across counties. With respect to uses of force, three counties on the Northern Coast (Trinity, Del Norte, and Humboldt) had the highest rates of stops featuring limited force (the most common type of force reported in 2024), each reporting limited force in over 30% of stops where force was used.

- **Population size.** Agencies in counties with a larger total share of Black population tended to see a greater overrepresentation in stops, though the effect is only slightly significant. In general, agencies in counties with larger populations tended to use force less frequently and tended to report a lower share of stops ending in arrest.

  On the other hand, agencies in micropolitan areas see individuals perceived as Hispanic/Latine(x)s underrepresented among their stops, compared to metropolitan statistical areas.[5] Additionally, agencies in counties within micropolitan statistical areas tended to report more stops where at least one action was taken, use force in a lower share of stops, and report higher arrest rates compared to agencies in metropolitan statistical areas.

- **Median income.** Agencies in counties with higher median incomes tended to stop individuals perceived as Black at a higher rate. In addition, agencies in counties that have higher median incomes also tended to use force at lower rates and report a lower share of stops ending in arrest than counties with lower median income.

Given the importance of the RIPA data, and the many analyses community members may be interested in, the Board concludes this chapter by recommending that the California DOJ create a RIPA data dashboard that is accessible to the public.
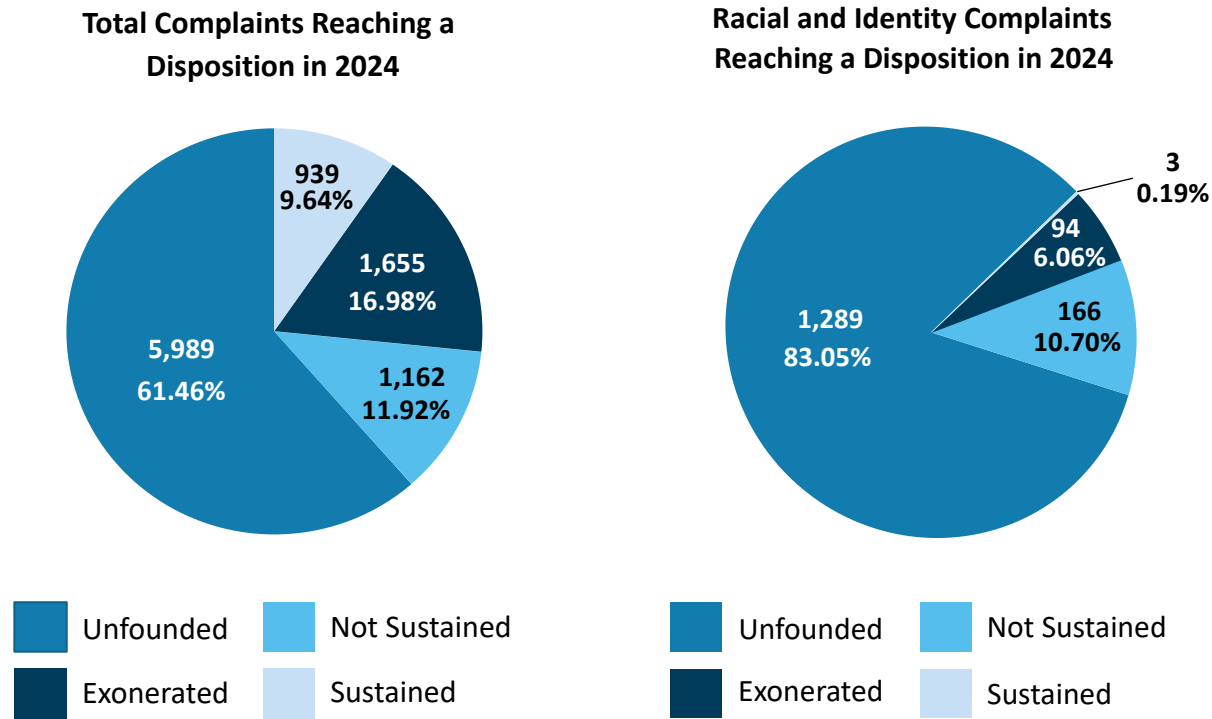
Civilian Complaints

This chapter of the report analyzes the number and outcome of civilian complaints received by California law enforcement agencies in 2024. In general, there was a decrease in the number of complaints received in 2024, despite a steady number of reporting agencies:

- A total of 13,004 complaints were reported by 526 law enforcement agencies in 2024, compared to 2023 when 526 agencies reported receiving 14,444 complaints.

- Approximately 17.5 percent of those complaints (2,282 complaints) contained allegations of racial or identity profiling, representing a sizeable increase from 2023 when approximately 9.7 percent of all complaints (1,405 complaints) contained allegations of racial or identity profiling.

- Most profiling complaints received in 2024 (1,803 complaints, or 79% of profiling complaints) alleged profiling on the basis of race or ethnicity.

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5   Metropolitan and micropolitan statistical areas are defined by the United State Census Bureau. "Metropolitan statistical areas" are urbanized areas with a population of over 50,000 residents and the surrounding counties with strong commuting ties. "Micropolitan statistical areas" are urban clusters with 10,000-49,999 residents in that cluster, and the surrounding counties.

Notably, profiling complaints were sustained at a lower rate than general complaints — while approximately 9.64 percent of all complaints (939 complaints) were sustained, only 0.19 percent of profiling complaints (3 complaints) were sustained in 2024. This is consistent with, but slightly lower than, the rate of sustained profiling complaints in 2023 (0.32% of profiling complaints, or 4 profiling complaints, were sustained).

Disposition Distribution of 2024 Complaints

Total Complaints Reaching a Disposition in 2024

Racial and Identity Complaints Reaching a Disposition in 2024

Total Complaints Reaching a Disposition in 2024:
- 939 / 9.64% — Sustained
- 1,655 / 16.98% — Exonerated
- 1,162 / 11.92% — Not Sustained
- 5,989 / 61.46% — Unfounded

Racial and Identity Complaints Reaching a Disposition in 2024:
- 3 / 0.19% — Sustained
- 94 / 6.06% — Exonerated
- 166 / 10.70% — Not Sustained
- 1,289 / 83.05% — Unfounded

Legend: Unfounded, Not Sustained, Exonerated, Sustained

The Board is concerned by the low number of sustained complaints—in particular, of profiling complaints—and intends take a closer look at RIPA agencies' internal processes for collecting, investigating, and deciding the outcome of these complaints in a future report, to determine what factors may be contributing to this disparity.

Deterrent Language in Complaint Forms

This chapter concludes with an update to the Board's prior recommendations to accept anonymous complaints and eliminate deterrent language in civilian complaint forms. Specifically, in past reports, the Board has expressed concern that Penal Code section 148.6, subdivision (a) — which directs law enforcement agencies to require that complainants read and sign a written statement advising, in part, that: "IF YOU MAKE A COMPLAINT AGAINST AN OFFICER KNOWING THAT IT IS FALSE, YOU CAN BE PROSECUTED ON A MISDEMEANOR CHARGE" (original emphasis) — may deter individuals from filing legitimate complaints against law enforcement. This year, the California Supreme Court found Penal Code section 148.6, subdivision (a) unconstitutional (*Los Angeles Police Protective League v. City of Los Angeles*, Cal. Case No. S275272). Given the recency of this decision, the Board intends to examine its impact, and the potential need for further recommendations, in a future report.

State and Local Racial and Identity Profiling Policies

This year, the Policies chapter examines how racial and identity profiling by law enforcement impacts public safety. The Board defines public safety holistically as "the collective experience of being safeguarded or protected from threats to one's life or wellbeing," and explains ways in which racial and identity profiling can impact public safety (including impacts on public health, economic costs, and civic engagement). In short, research shows that discretionary investigative stops by law enforcement can lead to negative health consequences, which disproportionately impact communities of color; that racial and identity profiling can result in increased public costs, such as legal settlements or increased budgets to support a larger police presence, which may not lead to reform or a reduction in crime; and that negative, discretionary investigative stops by law enforcement can lead to feelings of mistrust, which in turn can lead to unwillingness to report crimes or participate as a witness in the criminal justice system. Each of these consequences can reduce a community's experience of public safety.

Next, this chapter examines how the practice of oversaturation policing, which has roots in racial profiling, can reduce public safety. After providing a brief overview of the nature and origins of oversaturation policing, the Board examines two mechanisms by which it is implemented: (1) alternative enforcement technologies; and (2) pretextual stops.

- **Alternative enforcement technologies.** First, the Board discusses how alternative enforcement technologies, such as automated license plate reader (ALPR) systems, gunshot detection devices, biometric technologies such as facial recognition, and predictive policing software have been presented as a means to reduce racial disparities in police encounters, but may actually exacerbate problems of bias in policing. For example, gunshot detection technology may exacerbate issues of over-policing, to the extent it is placed in areas that were previously deemed "high crime areas." Additionally, of note in light of the federal government's immigration raids in 2025, alternative enforcement technologies, such as ALPR data, may put certain communities at risk of over-policing and/or deportation. This section concludes by discussing the costs of alternative enforcement technologies, relative to their contributions to public safety.

- **Pretextual stops.** The Board then discusses how eliminating pretextual stops can improve public safety. Building on its past reports, the Board examines consent searches within traffic stops in 2024 by perceived race or ethnicity, and finds that, consistent with prior years, in 2024, officers asked for consent to search individuals perceived as Black and Hispanic/Latine(x) more frequently in traffic stops, compared to any other racial or ethnic group. And, as in prior years, searches of individuals perceived as Black based solely on consent were least likely to lead to the discovery of contraband, in comparison with consent-only searches of individuals of other racial and ethnic groups. The RIPA data suggest that pretextual stops do not lead to a reduction in crime and can instead negatively impact communities' experience of safety.

The Board expands on this analysis by examining some of the consequences, both direct and indirect, of pretextual stops, including officer shootings during traffic stops and in-direct deaths caused by police pursuits, then looking at the impact of policies limiting pretextual stops across different jurisdictions. Specifically, the Board identifies several jurisdictions that have introduced policies limiting pretextual stops (including San Francisco, Berkeley, and West Hollywood) and provides an updated review of policy changes limiting pretextual stops in Los Angeles, North Carolina, and Virginia. In short, research shows that the policies limiting pretextual stops in Los Angeles, North Carolina, and Virginia were effective, increasing public safety while at the same time reducing instances of racial and identity profiling. The demonstrated successes of these policies support the Board's recommendation to limit or eliminate pretextual stops in California.

Accountability

The Accountability chapter builds on past RIPA Reports to discuss the role of civilian oversight agencies in public safety and analyzes updated data regarding peace officer decertification actions under Senate Bill 2 (SB 2).

Civilian Oversight of Law Enforcement

The chapter begins by providing an overview of the purposes of civilian oversight, its evolution over time, the modern types of civilian oversight agencies (COAs), and a landscape overview of civilian oversight in California, identifying which of the fifteen largest law enforcement agencies have civilian oversight bodies and what those bodies are empowered to do. The chapter also identifies potential strengths and weaknesses of each type of COA, including their impact on racial and identity disparities in law enforcement and feelings of public safety,[6] as well as general principles that may contribute to effective oversight and the elimination of racial and identity profiling by law enforcement.[7] Of note, the Report identifies that RIPA data is a standardized data set that could allow COAs to assess and improve policing practices related to racial and identity bias.

Board Recommendations for Civilian Oversight Agencies

Based on this discussion, the Board makes several recommendations to COAs to incorporate the elimination of racial and identity profiling into their mission, evaluate their structure in light of the principles of effective oversight, ensure that they have timely and unfettered access to RIPA stop data and complaint data, and analyze and monitor the data to identify areas for policy changes:

1. COAs should explicitly incorporate the elimination of racial and identity profiling as part of efforts to increase public safety.

2. COAs should assess whether they possess the qualities of an effective civilian oversight entity, particularly the features of a robust COA that correlate with the elimination of racial and identity group bias in both high- and low-discretion interactions and expand or implement those factors consistent with their own model.

3. COAs should have timely and unfettered access to their agency's RIPA data and citizen complaint data, both in relation to all vehicle and pedestrian stops and citizen complaints alleging racial and identity profiling, and other information related to the matter being reviewed, with all appropriate confidentiality protections in place.

4. COAs should analyze RIPA data to identify any racial and identity disparities in policing practices and, if any exist, propose changes to policies and practices aimed at remedying these disparities and continue to monitor those disparities over time.

5. COAs should develop additional ways to use the RIPA data in a way that is consistent with their model and mission and look for ways to strengthen their existing model.

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6   In general, research shows that all types of civilian oversight are correlated with decreased racial and identity disparities in high-discretion policing actions (such as disorderly conduct arrests). However, only more robust COAs (such as COAs with the authority to conduct independent investigations, make investigative findings, and recommend discipline) are correlated with decreased racial and identity disparities in low-discretion policing actions (such as police shootings of civilians).

7   Those principles include: (1) independence from law enforcement, political actors, or other special interests; (2) clearly defined and adequate jurisdiction and authority to achieve their organizational goals; (3) timely and adequate access to records and facilities; (4) full cooperation of the law enforcement agency overseen by the COA, to conduct investigations and obtain sufficient information; (5) sustained stakeholder support; (6) adequate funding and operational resources; (7) analysis of policies, patterns, and practices in relation to complaint investigations; and (8) confidentiality, anonymity, and protection from retaliation.

SB 2 Officer Decertification

The Accountability chapter then builds on last year's Report by providing updated analyses of SB 2 officer decertification actions, including new actions initiated in 2025. In short, the data show that:

From January 1, 2023, to December 1, 2025, POST received 41,586 reports of officer misconduct from law enforcement agencies and public complaints submitted directly to POST.

- Within those reports, there were 47,363 separate allegations of misconduct. Approximately 30.73 percent of those allegations pertained to a demonstration of bias. The remainder were for physical abuse/excessive force (41.01%), abuse of power (17.95%), dishonesty (8.60%), egregious or repeated acts that violate the law (7.64%), sexual assault (4.53%), conviction of a felony (1.63%), and other serious misconduct (1.79%).

- As of December 1, 2025, POST has initiated certification actions against 651 officers, including temporary suspensions that were later withdrawn. 285 of those include some described category of misconduct. Of those described categories of misconduct, 68.49 percent of decertification included egregious or repeated acts that violate the law and only 4.21 percent described demonstration of bias. The remaining misconduct described is for physical abuse/excessive force (12.98%), dishonesty (10.53%), sexual assault (9.12%), abuse of power (4.91%), and failure to cooperate (0.70%). An officer has never been suspended for participation in a law enforcement gang or failure to intercede when present and observing force that is clearly unnecessary.

- Since last year's Report, there has been significant progress in closing these cases. As of December 1, 2025, approximately 90 percent of cases have been assigned to POST investigators, 77.94 percent of which have been closed. By comparison, in 2023, only 20.64 percent of assigned cases had been closed.

The Board will continue to monitor trends in officer decertification actions in future reports.

POST Training and Recruitment

The POST chapter of this year's report provides updates on the Board's past recommendations to the Commission on Peace Officer Standards and Training (POST), discusses the Board's participation in POST workshops related to the development of racial and identity profiling guidelines and the definition of "biased conduct" for purposes of officer decertification, and begins the Board's review of POST's Field Training Program.

Updates on the 2025 RIPA Recommendations

With respect to the Board's recommendations in the 2025 RIPA Report, the POST Commission partially agreed to two recommendations: first, to "[f]ormally evaluate Learning Domain (LD) 3, *Principled Policing in the Community*, and LD 42, *Cultural Diversity/Discrimination*, in the Regular Basic Course comprehensive module tests;" and second, to "[d]evelop guidelines to assist law enforcement agencies in developing procedures to conduct adequate investigations into complaints alleging bias and guidelines that assist law enforcement agencies with aligning their policies with Penal Code § 13510.8." This year, POST representatives updated the Board on the progress of implementing these recommendations during the development of this report and indicated, in short, that implementation is in progress. The Board will continue to monitor implementation of these recommendations.

Board Engagement with POST to Develop "Guidelines on Racial and Identity Profiling" and Define "Biased Conduct" for Purposes of Officer Certification

This report also provides an update on Board members' participation in POST workshops related to racial and identity profiling. RIPA Board members attended three workshops in 2024 and 2025, focused on the development of POST's Guidelines on Racial and Identity Profiling. Two of those workshops focused on the development of POST's "Guidelines on Racial and Identity Profiling," following the Board's 2023 recommendation to develop guidance for all POST trainings related to RIPA. POST hosted two workshops in 2024 to develop these guidelines, which Board members attended as subject matter experts. This year, in September 2025, POST informed the Board that it had revised and approved "Guidelines on Racial and Identity Profiling." While these guidelines demonstrate progress, the Board notes that it did not have an opportunity to review the final guidelines before they were presented to the POST Commission for approval. The Board looks forward to reviewing the final version of the guidelines and POST's implementation plan in its 2027 Report, to ensure that the guidelines apply broadly to all racial and identity profiling courses as the Board previously recommended. The Board also notes the importance of measuring course effectiveness and providing guidance to law enforcement agencies, and expresses interest in continuing to work with POST to explore ways to achieve these goals.

Board members attended a third POST workshop in 2025, focused on developing a definition of "biased conduct" for purposes of officer certification, pursuant to Assembly Bill 443. Board members worked with other attendees, largely consisting of law enforcement representatives, to define "biased conduct" as: "Any action or inaction by a peace officer, whether on duty or off-duty, that is motivated by bias, whether implicit or explicit, toward a person's actual or perceived protected class or characteristic(s)." Despite the consensus achieved at this workshop, the POST staff elected not to present this definition to the POST Commission for adoption and, instead, provided the Commission with two alternative definitions. The POST Commission ultimately adopted one of the alternative definitions, which provides that:

> *Pursuant to Penal Code § 13510.6(a), when investigating any bias-related complaint or incident that involves possible indications of officer bias, a law enforcement agency shall determine whether the conduct being investigated constitutes 'biased conduct,' using the following definition:*
>
> *Biased conduct includes any conduct, including, but not limited to, conduct online, such as social media use, engaged in by a peace officer in any encounter with the public, first responders, or employees of criminal justice agencies, as defined in [Penal Code] § 13101, motivated by bias toward any person's protected class or characteristic, whether actual or perceived, that is described in subdivision (b) of Section 51 of the Civil Code.*
>
> *For purposes of this definition:*
>
> > *(a) Biased conduct may result from implicit and explicit biases.*
> >
> > *(b) Conduct is biased if a reasonable person with the same training and experience would conclude, based upon the facts, that the officer's conduct resulted from bias towards that person's membership in a protected class described in paragraph (1) of Penal Code § 13510.6(a).*
> >
> > *(c) An officer need not admit biased or prejudiced intent for conduct to be determined to be biased conduct.*

While the Board is disappointed that the POST Commission did not adopt the language and definition developed in the AB 443 workshop, it is hopeful that an explicit definition of "biased conduct" and revamped pre-employment background investigations involving bias assessments will help law enforcement agencies improve their decision-making in recruitment and reduce potential legal challenges

or reputational harm from hiring peace officers who then engage in prohibited conduct. The Board also hopes that consistency and transparency in internal affairs investigations regarding allegations of biased conduct will send a strong message that biased conduct will not be tolerated in LEAs, improve community trust and partnerships, and encourage officers to report biased conduct without fear of retaliation, contributing to a culture of accessibility and ethical behavior.

Review of the POST Field Training Program

This year, the Board began its two-year review of POST's Field Training Program (FTP). The FTP is a continuation of the Basic Academy intended to facilitate a peace officer's transition from the academic setting or custody assignment to the performance of uniformed patrol duties. According to POST, field training is "the most effective influence on the future direction of a department. The law enforcement department head and their field training staff must be certain that their FTP not only develops the necessary technical skills but also reflects the policing philosophy of the department and the community it serves."

POST's FTP covers at least 18 core "competency areas," including officer safety, use of force, report writing, search and seizure, crisis intervention, community relations, and more. It also includes components that relate to training about prohibitions on racial and identity profiling and the reduction or elimination of bias. New officers are assigned to a Field Training Officer (FTO) to engage in supervised field work and real-world policing scenarios through actual calls for service. The trainee's performance is evaluated by the FTO and monitored by the Field Training Program Supervisor, Administrator, or Coordinator (FTO SAC) through daily and/or weekly reviews.

Given the size and importance of POST's FTP, the Board will review this program over a two-year period. This year, the Board focuses on (a) the materials comprising POST's FTP, (b) the role of the FTO, and (c) research related to field training. The Report provides an overview of the FTP's purpose, requirements, structure, and materials. This overview was developed by DOJ experts Rebecca Hetey, Ph.D., and Retired Chief Daniel Hahn (Sacramento PD), who reviewed materials identified by POST, the RIPA statute and regulations, and alternative law enforcement FTP materials including best practices, manuals, and scholarly articles. Based on those materials, the experts developed a course-rating rubric, which RIPA Board members will use next year to record their independent reviews and comments on the FTP. The experts also developed field interview questions for law enforcement agencies who use POST's FTP materials, then interviewed representatives from a number of mid- and large-sized LEAs throughout California and POST representatives overseeing the FTP, to understand how the POST FTP guidelines are being implemented throughout the state. The 2026 Report summarizes this information and notes that Board members will review POST's FTP next year, with specific consideration as to: (1) what values the FTP teaches and whether they align with the goals of RIPA; (2) how well the FTP materials cover potential for bias and racial and identity profiling (including consideration of how trainees learn about bias-reducing police tactics and community engagement, and how trainees are evaluated on eliminating bias and engaging with the community); and (3) how well FTP materials and training align with academy training in LD 3 (Principled Policing in the Community) and LD 42 (Cultural Diversity/Discrimination).

The chapter concludes by noting that, to strengthen to Board's partnership with POST, RIPA Co-Chair Angela Sierra attended the September 9, 2025, POST Commission meeting to present an overview of RIPA, examples of findings in past Reports, and an overview of the current work of the Board related to the Field Training Program, and to take questions and receive input. Additionally, the Board will further collaborate with POST regarding requests for input on guidelines, regulations, and racial and identity profiling training courses being developed and updated, and the Board hopes to engage in more targeted outreach to law enforcement agencies and work with POST to provide better access to resources that will address concerns from LEAs about RIPA.[8]

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8   For example, law enforcement has repeatedly expressed concern that officers could be identified through RIPA data. However, officer identification numbers are unique identifying information (Cal. Code Regs. tit. 11, § 999.226, subd. (a) (14)) and are redacted from publicly available RIPA data.

Legislative Update

The 2026 Report concludes with a brief update on legislation enacted in 2025 that may impact the Board's work towards eliminating racial and identity profiling by state and local law enforcement. In 2025, the California Legislature enacted one bill related to the Board's work.

Senate Bill No. 734 (2025-2026 Reg. Sess.) prohibits a peace officer from being subject to punitive actions or discipline based on a court finding under the California Racial Justice Act of 2020 (RJA) and would prohibit those court findings from being introduced for any purpose in any administrative appeal of a punitive action. SB 734 further prohibits the Commission on Peace Officer Standards and Training (POST) from decertifying a peace officer based on a court finding under the RJA. However, a peace officer may be subject to punitive action, discipline, or decertification because of the underlying conduct forming the basis of the court's finding, and agencies may consider the actions and evidence upon which the court relied in making a finding under the RJA when deciding whether to discipline or decertify an officer.