

# CONFIDENTIAL ATTORNEY WORK PRODUCT

## POST TRAINING AND RECRUITMENT

### I. INTRODUCTION

Penal Code section 13519.4, subdivision (h) directs the Commission on Peace Officers Standards and Training (POST) to consult with the RIPA Board regarding the development of training for all peace officers that “prescribes evidence-based patterns, practices, and protocols that prevent racial or identity profiling.”<sup>1</sup> Since RIPA’s enactment, the Board has reviewed seven POST-certified training courses and POST’s Guidelines on Racial and Identity Profiling, and has made recommendations to align those courses with the Board’s goal of eliminating racial and identity profiling.

*Figure 1. POST Training Courses Reviewed by the RIPA Board*

Name of Course	Course Type/Length	Year of Board Review
Basic Academy Learning Domain #3 Principled Policing in the Community	Academy – 26 hrs.	2022 Report
Basic Academy Learning Domain #42 Cultural Diversity and Discrimination	Academy – 16 hrs. * MOT training required to facilitate this course	2023 Report
Principled Policing: Implicit Bias and Procedural Justice	In-Service Officers – 8 hrs.	2020 Report
Bias and Racial Profiling Video	In-Service Officers – 2 hrs. *MOT training required to facilitate this course	2021 Report
Beyond Bias Racial and Identity Profiling Online	Supervisors – 2 hrs.	2021 and 2022 Reports
PSP: Strategic Communications	In-Service Officers – 3 hrs.	2021 and 2022 Reports
MOT – Racial Profiling Train-the-Trainer	In-Service Officers – 24 hrs.	2023 Report

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<sup>1</sup> Pen. Code, § 13519.4, subd. (h).

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## CONFIDENTIAL ATTORNEY WORK PRODUCT

Guidelines on Racial and Identity Profiling	Optional Course	2024 Report
Field Training		2025 Report and 2026 Report (forthcoming)

This year's report discusses the Board's ongoing collaboration with POST and is broken down into three primary sections:

*First*, the report details POST's response to prior recommendations from the 2025 RIPA Report, as well as POST's implementation of these recommendations (Section II.). The Board's recommendations to POST, and POST's consideration of those recommendations in carrying out its work, is consistent with POST's statutory requirements to consult with the Board in creating evidence-based curricula to train law enforcement officers on issues relating to racial or identity profiling, including implicit bias.<sup>2</sup>

*Second*, the report provides an overview of the RIPA Board's participation in two POST-sponsored workshops: 1) POST's AB 953 Workshop on Guidelines on Racial and Identity Profiling, held in 2024, and 2) POST's AB 443 Workshop to develop a definition of "biased conduct," held in 2025. As discussed below, these workshops are important first steps to effective training on the law's prohibition on racial and identity profiling in police work going forward.

*Third*, the Board begins its two-year review of POST's Field Training Program. The Field Training Program is intended to "facilitate a peace officer's transition" from the police academy to their work as peace officers in the field.<sup>3</sup> POST measures whether peace officers have "impermissible biases"<sup>4</sup> through its Field Training Program.<sup>5</sup> This year, the Board begins its review by discussing what the Field Training Program entails. Next year, the Board will consider potential recommendations for the Field Training Program, based on evidence-based research and interventions.

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<sup>2</sup> Pen. Code, § 13519.4, subd. (h).

<sup>3</sup> See Com. on Peace Officer Stds. and Training, *Field Training Program Guide—Volume I: Overview & Appendices* p. 1-1 <[post.ca.gov/portals/0/post\\_docs/publications/field-training-program/FTP/FTP-Vol1.pdf](https://post.ca.gov/portals/0/post_docs/publications/field-training-program/FTP/FTP-Vol1.pdf)> [as of August 27, 2025].

<sup>4</sup> See Com. on Peace Officer Stds. and Training, *Field Training Program Guide—Volume I: Overview & Appendices* p. 2-8 <[post.ca.gov/portals/0/post\\_docs/publications/field-training-program/FTP/FTP-Vol1.pdf](https://post.ca.gov/portals/0/post_docs/publications/field-training-program/FTP/FTP-Vol1.pdf)> [as of August 27, 2025].

<sup>5</sup> See Com. on Peace Officer Stds. and Training, *POST Commission March 5, 2025 Agenda*, p. 494 <<https://tinyurl.com/29a83akv>> [as of August 27, 2025] (noting that "the most effective way to evaluate and measure a recruit on the topic of bias is in the Field Training Program, immediately following the Regular Basic Course").

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## CONFIDENTIAL ATTORNEY WORK PRODUCT

### II. POST'S RESPONSE TO THE RIPA BOARD'S 2025 RECOMMENDATIONS

The POST Commission discussed its response to the 2025 RIPA Report recommendations during its March 5, 2025 commission meeting.<sup>6</sup> The response was presented during the “Consent Agenda” portion of the meeting for information purposes only, meaning that, although there was a presentation and discussion, no votes were held during the commission meeting with regards to particular RIPA recommendations.<sup>7</sup>

POST partially supported two of the five recommendations made to POST in the 2025 RIPA Report,<sup>8</sup> and provided the following responses:

- **Formally evaluate Learning Domain (LD) 3: Principled Policing in the Community and LD 42: Cultural Diversity/Discrimination in the Regular Basic Course comprehensive module tests.**<sup>9</sup>

POST partially supported this recommendation.<sup>10</sup> POST had previously explained that officer training and guidelines on racial and identity profiling are scattered across various LDs, including LD 42: Cultural Diversity/Discrimination, a 16-hour course, and LD 3: Principled Policing in the Community, a 26-hour course.<sup>11</sup> Neither LD 3 nor LD 42 are formally evaluated in the POST-constructed comprehensive tests at the conclusion of regular basic course training, so in its response, POST explained it was researching and exploring how comprehensive testing could be included in LD 42.<sup>12</sup> POST noted that objectives for LD 3 are tested in LDs 15 (Laws of Arrest), 16 (Search and Seizure) and 25 (Domestic Violence) since these learning domains address legal and ethical boundaries for policing conduct, and that, while POST previously included comprehensive tests for LD 3 in this learning domain, it determined this comprehensive

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<sup>6</sup> See Com. on Peace Officer Stds. and Training, *POST Commission March 5, 2025 Agenda*, pp. 487-497 <<https://tinyurl.com/29a83akv>> [as of August 27, 2025].

<sup>7</sup> See Com. on Peace Officer Stds. and Training, *POST Commission March 5, 2025 Agenda*, p. 3 <<https://tinyurl.com/29a83akv>> [as of August 27, 2025].

<sup>8</sup> POST responded that the RIPA Board's remaining recommendations in the 2025 Report—to “evaluate the academic research underpinning trainings during the course certification process;” revise its process for evaluating law enforcement training “to include additional course criteria [to] incorporate training outcomes based on officer actions and behavior in the field;” and to provide “guidance apprising officers and law enforcement agencies” regarding anti-retaliation and workplace whistleblower protections—were not required, as there was a lack of resources available, fell outside the scope of POST's work, or was already sufficiently covered. See Com. on Peace Officer Stds. and Training, *POST Commission March 5, 2025 Agenda*, pp. 487-497 <<https://tinyurl.com/29a83akv>> [as of August 27, 2025].

<sup>9</sup> Racial and Identity Profiling Advisory Board, *Annual Report (2025) (“2025 RIPA Report”)* p. 139 <<https://oag.ca.gov/system/files/media/ripa-board-report-2025.pdf>> [as of August 29, 2025]; see also Com. on Peace Officer Stds. and Training, *POST Commission March 5, 2025 Agenda*, p. 494 <<https://tinyurl.com/29a83akv>> [as of August 27, 2025].

<sup>10</sup> Com. on Peace Officer Stds. and Training, *POST Commission March 5, 2025 Agenda*, p. 494 <<https://tinyurl.com/29a83akv>> [as of August 27, 2025].

<sup>11</sup> Racial and Identity Profiling Advisory Board, *Annual Report (2025) (“2025 RIPA Report”)* p. 122 <<https://oag.ca.gov/system/files/media/ripa-board-report-2025.pdf>> [as of August 27, 2025].

<sup>12</sup> Racial and Identity Profiling Advisory Board, *Annual Report (2025) (“2025 RIPA Report”)* p. 122 <<https://oag.ca.gov/system/files/media/ripa-board-report-2025.pdf>> [as of August 27, 2025]; see also Com. on Peace Officer Stds. and Training, *POST Commission March 5, 2025 Agenda*, p. 494 <<https://tinyurl.com/29a83akv>> [as of August 27, 2025].

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## CONFIDENTIAL ATTORNEY WORK PRODUCT

testing “redundant,” as it believed it performed such testing in other learning domains.<sup>13</sup> Because of this, POST ended testing on LD 3 in July 2018.<sup>14</sup> In its response to the 2025 RIPA Report, POST stated that “the most effective way to evaluate and measure a recruit on the topic of bias is in the Field Training Program.”<sup>15</sup>

- **Develop 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 section 13510.8. The guidelines should also apprise law enforcement agencies about how to educate the public in ways in which a complaint could be filed. In developing the guidelines for investigating complaints about demonstrating bias, POST could consult with the Board.**<sup>16</sup>

In its response, POST explained that it partially supported, and agreed in large part, with this recommendation.<sup>17</sup> POST noted that, pursuant to Assembly Bill (AB) 443,<sup>18</sup> it was required to establish a definition of “biased conduct” by January 1, 2026.<sup>19</sup> POST noted, however, that the definition of misconduct provided in Penal Code section 13510.8, subdivision (b) and further defined in Commission Regulation section 1205, subdivision (a)(5) is separate from Penal Code section 13610.6, which requires POST to guide law enforcement agencies in determining whether an officer’s actions and motives are the result of implicit or explicit bias.<sup>20</sup> Therefore, POST found that while the actions and motives of an officer may result from underlying bias, it may not rise to the level of serious misconduct.<sup>21</sup>

POST noted that, as of January 2023, POST received 1,500 complaints of serious misconduct, including biased conduct, and that it would “continue to make presentations to the public and work with subject matter experts on ways to educate the public.”<sup>22</sup> It should be noted that as of

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<sup>13</sup> Com. on Peace Officer Stds. and Training, *POST Commission March 5, 2025 Agenda*, p. 494 <<https://tinyurl.com/29a83akv>> [as of August 27, 2025].

<sup>14</sup> Com. on Peace Officer Stds. and Training, *POST Commission March 5, 2025 Agenda*, p. 494 <<https://tinyurl.com/29a83akv>> [as of August 27, 2025].

<sup>15</sup> Com. on Peace Officer Stds. and Training, *POST Commission March 5, 2025 Agenda*, p. 494 <<https://tinyurl.com/29a83akv>> [as of August 27, 2025].

<sup>16</sup> Racial and Identity Profiling Advisory Board, *Annual Report (2025) (“2025 RIPA Report”)* p. 158 <<https://oag.ca.gov/system/files/media/ripa-board-report-2025.pdf>> [as of August 27, 2025]; see also Com. on Peace Officer Stds. and Training, *POST Commission March 5, 2025 Agenda*, p. 495 <<https://tinyurl.com/29a83akv>> [as of August 27, 2025].

<sup>17</sup> Com. on Peace Officer Stds. and Training, *POST Commission March 5, 2025 Agenda*, p. 495 <<https://tinyurl.com/29a83akv>> [as of August 27, 2025].

<sup>18</sup> Assem. Bill No. 443 (2023-2024 Reg. Sess.) § 1 <<https://tinyurl.com/tjkzatcz>> [as of XX, 2025]. Assembly Bill 443 has since been codified as Penal Code section 13510.6.

<sup>19</sup> Pen. Code, § 13510.6, subd. (a); see also Com. on Peace Officer Stds. and Training, *POST Commission March 5, 2025 Agenda*, p. 495 <<https://tinyurl.com/29a83akv>> [as of August 27, 2025].

<sup>20</sup> Com. on Peace Officer Stds. and Training, *POST Commission March 5, 2025 Agenda*, p. 495 <<https://tinyurl.com/29a83akv>> [as of August 28, 2025].

<sup>21</sup> Com. on Peace Officer Stds. and Training, *POST Commission March 5, 2025 Agenda*, p. 495 <<https://tinyurl.com/29a83akv>> [as of August 28, 2025].

<sup>22</sup> Com. on Peace Officer Stds. and Training, *POST Commission March 5, 2025 Agenda*, p. 495 <<https://tinyurl.com/29a83akv>> [as of August 28, 2025].

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August 22, 2025, POST has received 11,916 complaints of biased conduct, although it is not clear whether this number also includes the 1,500 complaints received prior to January 2023.<sup>23</sup>

At the May 21, 2025, RIPA POST Subcommittee meeting, POST representatives provided updates on actions taken by POST in response to past RIPA Board recommendations supported by POST. POST stated it is adding guidance in its Background Investigations Manual and AB 443 guidance for law enforcement agencies to conduct social media investigations or inquiries in the hiring of dispatchers.<sup>24</sup> POST also revised its description of racial profiling in the Learning Domain (LD) 42 student workbook to include “[d]ata and research show that racial profiling is not an effective means of policing.”<sup>25</sup> POST also informed the Subcommittee that the Museum of Tolerance (MOT) incorporated the RIPA Board’s recommendations, including adding a discussion of officer accountability in reporting and responding to biased practices observed by fellow officers.<sup>26</sup> POST informed the California Department of Justice in June 2025 that MOT is still working on the expanded course and will advise when it is finalized.

### III. POST WORKSHOPS

#### A. POST’s Guidelines on Racial and Identity Profiling (2024 Workshop)

As noted in the 2025 RIPA Report, in August 2023 POST agreed to the Board’s prior recommendation to develop racial and identity profiling guidelines applicable to all POST trainings related to AB 953.<sup>27</sup> Such guidelines are required by statute.<sup>28</sup> POST hosted workshops for this purpose in May and October 2024. Board members attended both workshops.

POST’s Guidelines on Racial and Identity Profiling are an opportunity to align all law enforcement training to more effectively tackle barriers to eliminating racial and identity profiling by individual officers and law enforcement agencies. During an update to the RIPA Subcommittee on POST on May 21, 2025, POST explained that it was still working to revise the guidelines so that they apply broadly to all racial and identity profiling courses as the Board had recommended. As of early September 2025, POST has not confirmed the revisions have been completed.

Despite updated training on racial and identity profiling offered through POST, and trainings offered through officers’ own law enforcement agencies, disparities in who is stopped and subjected to intrusive actions during traffic and pedestrian stops persist in California. Across all years of RIPA data collection (2018-2024), RIPA data show that individuals perceived as Black, as Hispanic/Latine(x), as having a disability, or as transgender are consistently treated in

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<sup>23</sup> Com. on Peace Officer Stds. and Training, *Peace Officer Certification Reporting* <<https://post.ca.gov/Peace-Officer-Certification-Reporting>> [as of Aug. 22, 2025]. For more information on biased conduct complaints and POST decertification, see the Accountability Section of 2026 RIPA Report, pp. [REDACTED].

<sup>24</sup> This addresses a 2023 RIPA Report recommendation. See p. 161.

<sup>25</sup> This addresses a 2023 RIPA Report recommendation. See p. 197. Student workbook available here: <<https://post.ca.gov/Download-Student-Workbooks/CAv5POSTACC-Workbooks-3>> [as of August 28, 2025].

<sup>26</sup> This addresses 2023 and 2024 RIPA Report recommendations. See Racial and Identity Profiling Board, *Annual Report* (2024) (“2024 Report”) p. 219 <<https://oag.ca.gov/system/files/media/ripa-board-report-2024.pdf>> [as of August 28, 2025]; Racial and Identity Profiling Board, *Annual Report* (2023) (“2023 Report”) p. 197 <<https://oag.ca.gov/system/files/media/ripa-board-report-2023.pdf>> [as of August 29, 2025].

<sup>27</sup> Racial and Identity Profiling Board, *Annual Report* (2025) (“2025 Report”) p. 120 <<https://oag.ca.gov/system/files/media/ripa-board-report-2025.pdf>> [as of August 29, 2025].

<sup>28</sup> Pen. Code, § 13519.4, subd. (a); see also Racial and Identity Profiling Board, *Annual Report* (2025) (“2025 Report”) p. 120 <<https://oag.ca.gov/system/files/media/ripa-board-report-2025.pdf>> [as of August 29, 2025].

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disparate ways.<sup>29</sup> The training purports to raise cultural awareness, but there is no data demonstrating the effectiveness of the training in reducing disparities in stops and actions taken by officers. These disparities reduce public safety, particularly for individuals of marginalized communities.<sup>30</sup>

Researchers recommend repeated anti-bias trainings and a shift in organizational priorities towards fair and impartial policing for sustained changes in officer behavior and field outcomes.<sup>31</sup> Anti-bias interventions should therefore be woven into the culture of police departments.<sup>32</sup> However, as noted in past RIPA Reports, AB 953 only requires that peace officers receive a refresher course on the prohibitions on racial and identity profiling once every five years.<sup>33</sup> Further, much of the mandated training on racial and identity profiling is concentrated in the basic academy and the POST-certified refresher courses lack standardization; the trainings vary across agencies with differing legal standards, evaluation metrics, and materials on ethical and procedural guidelines. Because of this, POST-mandated training on racial and identity profiling is out of step with established research.

### 1. Measuring the Effectiveness of Existing Training

Consistent guidelines have the potential to better address disparities in who is stopped and subjected to intrusive actions through broader organizational changes across law enforcement agencies in California. As noted above, POST has created its Guidelines on Racial and Identity Profiling and has indicated that it intends for these guidelines to be applied across all courses and learning domains. While this will be helpful to standardize training on racial and identity profiling, the Board is still concerned that there is no mechanism to evaluate the effectiveness of POST's training, as discussed in previous reports.<sup>34</sup>

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<sup>29</sup> See Racial and Identity Profiling Board, *Annual Report* (2025) ("2025 Report") pp. 24-31 <<https://oag.ca.gov/system/files/media/ripa-board-report-2025.pdf>> [as of August 29, 2025]; Racial and Identity Profiling Board, *Annual Report* (2024) ("2024 Report") pp. 6, 8-10 <<https://oag.ca.gov/system/files/media/ripa-board-report-2024.pdf>> [as of August 28, 2025]; Racial and Identity Profiling Board, *Annual Report* (2023) ("2023 Report") pp. 9-10 <<https://oag.ca.gov/system/files/media/ripa-board-report-2023.pdf>> [as of August 29, 2025]; Racial and Identity Profiling Board, *Annual Report* (2022) ("2022 Report") p. 9-11 <<https://oag.ca.gov/system/files/media/ripa-board-report-2022.pdf>> [as of August 29, 2025].

<sup>30</sup> Accountability Section of 2026 RIPA Report, pp. [REDACTED].

<sup>31</sup> Lai and Lisnek, *The Impact of Implicit Bias-Oriented Diversity Training on Police Officers' Beliefs, Motivations, and Actions* (2023) 34 *Psychological Science* 1, 12 <<https://osf.io/preprints/psyarxiv/dxfq6>> [as of August 28, 2025]; See also Racial and Identity Profiling Board, *Annual Report* (2025) ("2025 Report") pp. 126-129 <<https://oag.ca.gov/system/files/media/ripa-board-report-2025.pdf>> [as of August 28, 2025].

<sup>32</sup> Lai and Lisnek, *The Impact of Implicit Bias-Oriented Diversity Training on Police Officers' Beliefs, Motivations, and Actions* (2023) 34 *Psychological Science* 1, 12 <<https://osf.io/preprints/psyarxiv/dxfq6>> [as of August 28, 2025]; See also Racial and Identity Profiling Board, *Annual Report* (2025) ("2025 Report") pp. 129-130 <<https://oag.ca.gov/system/files/media/ripa-board-report-2025.pdf>> [as of August 28, 2025].

<sup>33</sup> Pen. Code, 13519.4 subd. (i). In the 2025 RIPA Report, the Board recommended more frequent, evaluated and evidence-based training on racial and identity profiling, at a minimum of every three years. (See Racial and Identity Profiling Board, *Annual Report* (2025) ("2025 Report") p. 136 <<https://oag.ca.gov/system/files/media/ripa-board-report-2025.pdf>> [as of August 28, 2025].

<sup>34</sup> See Racial and Identity Profiling Board, *Annual Report* (2025) ("2025 Report") pp. 119, 127 <<https://oag.ca.gov/system/files/media/ripa-board-report-2025.pdf>> [as of August 29, 2025]; Racial and Identity Profiling Board, *Annual Report* (2024) ("2024 Report") p. 26 <<https://oag.ca.gov/system/files/media/ripa-board-report-2024.pdf>> [as of August 29, 2025].

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The Board shared these concerns with POST in 2023. POST's response was that "[m]easuring the effectiveness of any [POST] course has proven to be difficult. POST does not collect data and lacks legal authority to collect data on individual peace officer actions and performance unless it is related to serious misconduct."<sup>35</sup>

While POST does not employ individual peace officers—and does not set behavioral and performance metrics for employment purposes—POST could be instrumental in developing and issuing guidance to encourage law enforcement agencies to measure the effectiveness of courses using various behavioral and performance metrics. For example, POST guidance could encourage law enforcement agencies to: 1) administer pre- and post-course assessments to evaluate individual officers' understanding of relevant laws, implicit bias, and procedural justice before and after a course;<sup>36</sup> 2) administer attitude surveys to measure changes in attitudes toward race, identity, profiling, and bias;<sup>37</sup> 3) in trainings, have newly assigned officers respond to hypothetical policing scenarios that reveal bias awareness or decision-making;<sup>38</sup> 4) in trainings, engage in body camera footage analysis by reviewing random samples of interactions that showcase respectful language, tone, and de-escalation practices;<sup>39</sup> and/or 5) monitor for shifts in the number and nature of citizen complaints related to racial profiling and biased policing.<sup>40</sup> The Board recommends that POST continue to explore ways to measure its course effectiveness beyond collecting peace officer data.

### 2. Guidance to Support Law Enforcement Agencies

The Board acknowledges that factors beyond the existence of effective training can undermine the utility of courses since training does not operate in isolation. Structural and cultural conditions within law enforcement agencies can deeply undermine or support the effectiveness of training.<sup>41</sup> Examples of structural conditions include lack of accountability mechanisms;<sup>42</sup>

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<sup>35</sup> POST Report on Recommendations Made by the RIPA Board 2025, pg. 4

<sup>36</sup> See Lai and Lisnek, *The Impact of Implicit Bias-Oriented Diversity Training on Police Officers' Beliefs, Motivations, and Actions* (2023) 34 Psychological Science 424, 435 <<https://pubmed.ncbi.nlm.nih.gov/36735465/>> [as of July 24, 2025].

<sup>37</sup> See Worden et al., *The Impacts of Implicit Bias Awareness Training in the NYPD* (2020) Internat. Assn. of Chiefs of Police: Center for Police Research and Policy 1, 83 <<https://www.theiacp.org/sites/default/files/2020-09/NYPD%20Implicit%20Bias%20Report.pdf>> [as of July 24, 2025].

<sup>38</sup> See Dube et al., *A Cognitive View of Policing* (September 2023) NBER Working Paper, No. w31651 <[https://papers.ssrn.com/sol3/papers.cfm?abstract\\_id=4567655](https://papers.ssrn.com/sol3/papers.cfm?abstract_id=4567655)> [as of July 31, 2025].

<sup>39</sup> See Hetey et al., "When the Cruiser Lights Come On:" *Using the Science of Bias & Culture to Combat Racial Disparities in Policing* (2024) 153 Daedalus 123, 125 <[https://doi.org/10.1162/daed\\_a\\_02052](https://doi.org/10.1162/daed_a_02052)> [as of May 29, 2025].

<sup>40</sup> See Camp et al., *Leveraging body-worn camera footage to assess the effects of training on officer communication during traffic stops* (2024) 3 PNAS Nexus 359, 360 <<https://doi.org/10.1093/pnasnexus/pgae359>> [as of July 24, 2025].

<sup>41</sup> See Worden et al., *Implicit Bias Training for Police: Impacts on Enforcement Disparities* (2024) 48 Law and Human Behavior 338-355 <<https://psycnet.apa.org/doiLanding?doi=10.1037%2F1037%2F00000568>> [as of July 29, 2025].

<sup>42</sup> See Hetey et al., "When the Cruiser Lights Come On:" *Using the Science of Bias & Culture to Combat Racial Disparities in Policing* (2024) 153 Daedalus 123, 124 <[https://doi.org/10.1162/daed\\_a\\_02052](https://doi.org/10.1162/daed_a_02052)> [as of July 24, 2025].

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promotion and reward structures;<sup>43</sup> inadequate data collection;<sup>44</sup> limited community oversight;<sup>45</sup> and short-term or one-off training models.<sup>46</sup> Examples of cultural conditions include an “us vs. them” mentality and workplace culture;<sup>47</sup> resistance to acknowledging systemic racism;<sup>48</sup> peer pressure and group allegiance;<sup>49</sup> leadership tone and example;<sup>50</sup> and the normalization of racialized policing.<sup>51</sup> Other relevant factors can also include the agency’s institutional incentives to eradicate racial and identity profiling, and other partners, such as local government, that influence a law enforcement agency’s priorities and culture.<sup>52</sup>

Still, the Board believes that POST can provide law enforcement agencies a framework for developing and implementing training aimed at reducing racial and identity profiling. For instance, POST guidance could encourage law enforcement agencies to: 1) engage in rigorous trainer selection and vetting so that facilitators have cultural competency, subject matter expertise, and credibility with newly assigned officers;<sup>53</sup> 2) ensure instructors are trained in adult learning theory and capable of facilitating dialogue on race, identity, and trauma-informed

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<sup>43</sup> See Gau et al., *Looking Up: Explaining Police Promotional Aspirations* (2013) 40 *Criminal Justice and Behavior* 247, 250 <<https://doi.org/10.1177/00938548124584>> [as of July 29, 2025].

<sup>44</sup> See American Civil Liberties Union, *The United States’ Lack of Comprehensive Federal and State Data Collection on Policing* (June 2022) pp. 1, 7, 12 <[https://assets.aclu.org/live/uploads/document/un.submission.data\\_collection.policing.6.10.pdf](https://assets.aclu.org/live/uploads/document/un.submission.data_collection.policing.6.10.pdf)> [as of July 29, 2025].

<sup>45</sup> See Urban Institute, *Learning to Build Police-Community Trust* (Aug. 2019) p. 15 <[https://www.urban.org/sites/default/files/publication/100705/learning\\_to\\_build\\_police-community\\_trust\\_3.pdf](https://www.urban.org/sites/default/files/publication/100705/learning_to_build_police-community_trust_3.pdf)> as of July 31, 2025].

<sup>46</sup> See Lai and Lisnek, *The Impact of Implicit Bias-Oriented Diversity Training on Police Officers’ Beliefs, Motivations, and Actions* (2023) 34 *Psychological Science* 424, 435 <<https://pubmed.ncbi.nlm.nih.gov/36735465/>> [as of July 24, 2025].

<sup>47</sup> See Thai, *Policing and Symbolic Control: The Process of Valorization* (2022) 127 *Am. J. of Sociology* 1183, 1213 <<https://doi.org/10.1086/718278>> [as of July 29, 2025].

<sup>48</sup> See Worden et al., *The Impacts of Implicit Bias Awareness Training in the NYPD* (2020) *International Association of Chiefs of Police: Center for Police Research and Policy* 1, 14 <<https://www.theiacp.org/sites/default/files/2020-09/NYPD%20Implicit%20Bias%20Report.pdf>> [as of July 24, 2025].

<sup>49</sup> See Hetey et al., “When the Cruiser Lights Come On:” *Using the Science of Bias & Culture to Combat Racial Disparities in Policing* (2024) 153 *Daedalus* 123, 127 <[https://doi.org/10.1162/daed\\_a\\_02052](https://doi.org/10.1162/daed_a_02052)> [as of July 24, 2025].

<sup>50</sup> See Engel, *The Effects of Supervisory Styles on Patrol Officer Behavior* (2000) 3 *Police Quarterly* 262, 283 <<https://journals.sagepub.com/doi/abs/10.1177/1098611100003003003>> [as of July 24, 2025].

<sup>51</sup> See Camp, *Institutional Interactions and Racial Inequality in Policing: How Everyday Encounters Bridge Individuals, Organizations, and Institutions* (2023) 18 *Social and Personality Psychology Compass* 1, 5 <<https://doi.org/10.1111/spc3.12930>> [as of July 29, 2025].

<sup>52</sup> See Hetey et al., “When the Cruiser Lights Come On:” *Using the Science of Bias & Culture to Combat Racial Disparities in Policing* (2024) 153 *Daedalus* 123, 126, 129 <[https://doi.org/10.1162/daed\\_a\\_02052](https://doi.org/10.1162/daed_a_02052)> [as of July 24, 2025].

<sup>53</sup> While POST does take some steps in assessing trainer quality, such steps could be strengthened, for instance, through continuous quality control. See also Baker, *Confronting Implicit Bias in the New York Police Department*, *N.Y. Times* (July 15, 2018) <<https://www.nytimes.com/2018/07/15/nyregion/bias-training-police.html>> as of [as of July 24, 2025]; James, *Can Cops Unlearn Their Unconscious Biases?* *The Atlantic* (Dec. 23, 2017) <<https://www.theatlantic.com/politics/archive/2017/12/implicit-bias-training-salt-lake/548996/>> as of [July 24, 2025].

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## CONFIDENTIAL ATTORNEY WORK PRODUCT

approaches;<sup>54</sup> 3) evaluate facilitators through anonymous participant feedback and periodic peer observation;<sup>55</sup> 4) normalize accountability by establishing clear expectations for behavior aligned with racial and identity profiling trainings and by communicating consequences for violations;<sup>56</sup> 5) change narratives by incorporating stories of successful community policing and ethical decision-making into training and communications;<sup>57</sup> 6) remove incentives for aggressive policing that correlate with profiling, such as formal or informal arrest or citation quotas, and institutionalize protections for whistleblowers;<sup>58</sup> 7) make performance data (e.g. racial and identity disparities in stops) part of performance reviews;<sup>59</sup> 8) provide mentorship and coaching by pairing newly assigned officers with senior officers who demonstrate equitable policing practices;<sup>60</sup> and/or 9) offer periodic racial and identity profiling training refreshers, simulations, or debriefs tied to real cases.<sup>61</sup> By implementing standard guidelines and providing related guidance to law enforcement agencies, POST can help law enforcement agencies create an anti-bias culture, improve relationships with the public, reduce racial disparities, and enhance public safety.

### B. POST's Definition of Biased Conduct Under AB 443 (2025 Workshop)

Assembly Bill 443, enacted in 2023, requires POST to establish a definition of “biased conduct” for purposes of law enforcement officer certification.<sup>62</sup> The bill, codified as Penal Code section 13510.6, requires that POST, as well as state and local law enforcement agencies, use that definition in pre-employment background investigations, as well as in any investigation into a bias-related complaint or an incident that involves possible indications of officer bias, and to determine if any racial profiling occurred.<sup>63</sup> The Legislature directed POST to establish this definition by January 1, 2026.<sup>64</sup>

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<sup>54</sup> See Baker, *Confronting Implicit Bias in the New York Police Department*, N.Y. Times (July 15, 2018) <<https://www.nytimes.com/2018/07/15/nyregion/bias-training-police.html>> as of [as of July 24, 2025].

<sup>55</sup> See Carter et al., *Developing & Delivering Effective Anti-bias Training: Challenges & Recommendations* (2020) 6 Behavioral Science and Policy 57, 64-65 <<https://doi.org/10.1177/237946152000600106>> [as of July 30, 2025].

<sup>56</sup> See Mosley and McMahon, *In Wake of George Floyd's Death, Psychologist Reexamines Racial Bias in Policing*, WBUR (May 29, 2020) <<https://www.wbur.org/hereandnow/2020/05/29/psychologist-police-bias-training>> [as of July 29, 2025].

<sup>57</sup> See Lawrence and McCarthy, *What Works in Community Policing? A Best Practices Context for Measure Y Efforts* (2013) The Chief Justice Earl Warren Institute on Law and Social Policy 1, 2 <[https://www.law.berkeley.edu/files/What\\_Works\\_in\\_Community\\_Policing.pdf](https://www.law.berkeley.edu/files/What_Works_in_Community_Policing.pdf)> [as of July 30, 2025].

<sup>58</sup> See Ghandnoosh, *One in Five: Disparities in Crime and Policing*, The Sentencing Project (Nov. 2023) <<https://www.sentencingproject.org/reports/one-in-five-disparities-in-crime-and-policing/>> [as of July 30, 2025].

<sup>59</sup> See Internat. Assn. of Chiefs of Police, *Starting with What Works* (Feb. 2017) p. 4 <<https://www.theiacp.org/sites/default/files/all/s/StartingwithWhatWorksBrochureWeb.pdf>> [as of July 30, 2025].

<sup>60</sup> See Worden et al., *The Impacts of Implicit Bias Awareness Training in the NYPD* (2020) International Association of Chiefs of Police: Center for Police Research and Policy 1, 16-17 <<https://www.theiacp.org/sites/default/files/2020-09/NYPD%20Implicit%20Bias%20Report.pdf>> [as of July 30, 2025].

<sup>61</sup> See Baker, *Confronting Implicit Bias in the New York Police Department*, N.Y. Times (July 15, 2018). <<https://www.nytimes.com/2018/07/15/nyregion/bias-training-police.html>> as of [as of July 24, 2025].

<sup>62</sup> Assem. Bill No. 443 (2023-2024 Res. Sess.) § 1 <<https://tinyurl.com/tjkzatzc>> [as of August 28, 2025].

<sup>63</sup> Pen. Code, § 13510.6.

<sup>64</sup> Pen. Code, § 13510.6.

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## CONFIDENTIAL ATTORNEY WORK PRODUCT

Government Code section 1031 requires a pre-employment background investigation for peace officers.<sup>65</sup> As noted by POST in its *Background Investigation Manual: Guidelines for the Investigator*, “Backgrounds are among the most important investigations that a law enforcement agency will ever conduct. The manner in which a background investigation is conducted can make the difference between hiring an individual who will truly protect and serve, versus someone who may cause harm to oneself, the agency, and society.”<sup>66</sup> Establishing a “biased conduct” definition to use in these pre-employment background investigations that involve bias assessments will therefore play a crucial role in preventing biased conduct and promoting accountability by: 1) identifying prejudicial attitudes and behaviors; 2) promoting a culture of integrity; 3) enhancing decision-making processes such as recruitment and promotions; 4) providing documentation for accountability; 5) supporting training and development; and 6) reducing legal and reputational risks.<sup>67</sup> Similarly, establishing a “biased conduct” definition to guide internal affairs investigations into biased conduct allegations will play a significant role in promoting accountability within LEAs by: 1) promoting thorough and objective fact-finding; 2) establishing consequences for misconduct; 3) promoting transparency and trust; 4) preventing repeat offenses; 5) informing policy and training improvements; 6) ensuring legal and ethical compliance; and 7) encouraging a culture of accountability.<sup>68</sup>

In March 2025, POST invited Board members and subject matter experts (SMEs) to attend its “AB 443 Workshop,” designed to assist POST with drafting a definition of “biased conduct” pursuant to its statutory obligations. The majority of SMEs invited by POST represented members of the law enforcement community; Board members who attended the AB 443 Workshop noted the lack of community representation within the organizations the SMEs represented.<sup>69</sup> Nevertheless, attending Board members noted that they appreciated the collaborative and consensus-building process they undertook with the other SMEs to develop this important definition pursuant to AB 443. After much discussion and deliberation over a period of two days, the Board members and other SMEs developed the following definition of “biased conduct”:

*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 reached by the SME working group, POST elected not to present this definition to the POST Commission for adoption at its meeting on June 4, 2025. Instead, POST provided the Commissioners with two alternate definitions of “biased conduct”: Option A

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<sup>65</sup> Gov. Code, § 1031; see also Com. on Peace Officer Stds. and Training, *Background Investigation Manual: Guidelines for the Investigator* p. iii <<https://tinyurl.com/24uecwas>> [as of August 28, 2025].

<sup>66</sup> Com. on Peace Officer Stds. and Training, *Background Investigation Manual: Guidelines for the Investigator* p. 1-1 <<https://tinyurl.com/24uecwas>> [as of August 28, 2025]

<sup>67</sup> Cal. State Auditor, *Law Enforcement Departments Have Not Adequately Guarded Against Biased Conduct* (Apr. 26, 2022) pp. 72-85 <<https://information.auditor.ca.gov/reports/2021-105/index.html>> [as of July 31, 2025].

<sup>68</sup> Cal. State Auditor, *Law Enforcement Departments Have Not Adequately Guarded Against Biased Conduct* (Apr. 26, 2022) pp. 72-85 <<https://information.auditor.ca.gov/reports/2021-105/index.html>> [as of July 31, 2025].

<sup>69</sup> Out of about 15 SMEs, the majority represented law enforcement agencies, few represented academic and/or research institutions, and only one represented a community-based organization. SMEs included members of the California District Attorneys Association, the California State Sheriffs’ Association, the Peace Officers Research Association of California, background investigators, and internal affairs investigators.

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## CONFIDENTIAL ATTORNEY WORK PRODUCT

defined “biased conduct” using statutory language only.<sup>70</sup> Option B added some, but not all, of the language from the definition above to the statutory definition.<sup>71</sup>

The Commission engaged in some limited discussion on the main differences between the two; as noted by the Commissioners, Option B defined “biased conduct” as potentially resulting from action and inaction and potentially occurring on-duty or off-duty.<sup>72</sup> The discussion included concerns related to the fact that law enforcement does not always have a duty to act and, without context, adding the word “inaction” to the “biased conduct” definition presented in Option B could potentially lead to mislabeling inaction and linking it to bias.<sup>73</sup> While the Commission acknowledged that more context for any additions suggested by SMEs could be provided in future guidelines, and that the concerns related to the inaction language could be addressed with potential additional language that could help mitigate such concerns, ultimately, POST decided to adopt Option A.<sup>74</sup>

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<sup>70</sup> Option A definition: “Pursuant to Penal Code section 13510.6[ subdivision] (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] Section 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 [section] 13510.6[ subdivision] (a). (c) An officer need not admit biased or prejudiced intent for conduct to be determined to be biased conduct.” Commission on Peace Officer Standards and Training, 6/4/25 *Agenda Item Report: Report on Establishing a Definition of “Biased Conduct” Pursuant to Assembly Bill 443 and Penal Code 13510.6* (Approved May 13, 2025), p. 3 <<https://tinyurl.com/mrwbbzth>> [as of August 28, 2025].

<sup>71</sup> Option B definition: “Pursuant to Penal Code section 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 Section 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 action or inaction. (b) Biased conduct may occur on duty or off duty. (c) Biased conduct may result from implicit and explicit biases. (d) 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). (e) An officer need not admit biased or prejudiced intent for conduct to be determined to be biased conduct.” Commission on Peace Officer Standards and Training, 6/4/25 *Agenda Item Report: Report on Establishing a Definition of “Biased Conduct” Pursuant to Assembly Bill 443 and Penal Code 13510.6* (Approved May 13, 2025), pp. 3-4. <<https://tinyurl.com/mrwbbzth>> [as of July 17, 2025].

<sup>72</sup> Com. on Peace Officer Stds. and Training, *Commission on Peace Officer Standards and Training Advisory Committee Meeting Tuesday, June 3, 2025*, pp. 136-142 <<https://tinyurl.com/3wdjhvnz>> [as of August 28, 2025].

<sup>73</sup> Com. on Peace Officer Stds. and Training, *Commission on Peace Officer Standards and Training Advisory Committee Meeting Tuesday, June 3, 2025*, pp. 136-142 <<https://tinyurl.com/3wdjhvnz>> [as of August 28, 2025].

<sup>74</sup> Com. on Peace Officer Stds. and Training, *Commission on Peace Officer Standards and Training Advisory Committee Meeting Tuesday, June 3, 2025*, p. 149 <<https://tinyurl.com/3wdjhvnz>> [as of August 28, 2025].

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## CONFIDENTIAL ATTORNEY WORK PRODUCT

While the Board is disappointed to learn that POST did not adopt the language and definition developed at the AB 443 Workshop, it is hopeful that revamped pre-employment background investigations that involve bias assessments will help LEAs demonstrate due diligence in preventing biased conduct and will also improve their decision-making in recruitment. An explicit definition to screen for biased conduct will also help law enforcement agencies reduce potential legal challenges or reputational harm resulting from hiring peace officers who then engage in prohibited conduct.

The Board also hopes consistency and transparency in internal affairs investigations involving allegations of biased conduct will send a strong message that biased conduct will not be tolerated in agencies. In addition to improving community trust and partnerships, this will encourage officers to report biased conduct without fear of retaliation and contribute to an LEA culture of accountability and ethical behavior. Addressing biased conduct through internal affairs investigations could also lead to improved community trust and public safety outcomes.

### IV. FIELD TRAINING PROGRAM: FIRST YEAR REVIEW

The Board is mandated to review and analyze the training courses certified by POST to assess the effectiveness of the training in eliminating racial and identity profiling by sworn officers.<sup>75</sup> Such training is an essential component toward eliminating the pernicious practice of racial and identity profiling by law enforcement.

At POST's AB 443 Workshop, subject matter experts from law enforcement identified that field training officers have a tremendous influence on shaping the behaviors of basic academy graduates.<sup>76</sup> Evaluating the POST-certified field training program is critical to understanding the context and regulation of peace officer training in California. Field training is the only POST-identified course remaining for the Board to review before it turns back to prior courses to review any updates.

#### A. Overview of the Field Training Program

Field Training is a continuation of the Basic Academy and a significant proportion of an officer's training overall. The Basic Academy is 664 hours, while Field Training is 440 hours and a minimum of 10 weeks under POST regulations.<sup>77</sup> The Field Training Program is intended to facilitate a peace officer's transition from the academic setting (or custody assignment) to the performance of general law enforcement uniformed patrol duties of the employing LEA. Newly assigned officers and deputies must receive additional training in the field to bridge the gap between Academy training and solo patrol duty. The Program covers at least 18 core "competency areas," including officer safety, use of force, report writing, search and seizure, crisis intervention, community relations, and more.<sup>78</sup>

To make the new officers' field training as effective as possible, each officer is assigned to a Field Training Officer (FTO) in order to engage in supervised field work and real-world policing

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<sup>75</sup> Pen. Code, § 13519.4, subd. (h).

<sup>76</sup> See Com. on Peace Officer Stds. and Training, *Assembly Bill 443 Determination of Biased Conduct Workshop: Input from Subject Matter Experts* p. 3 <<https://tinyurl.com/2k5wsux2>> [as of XX, 2025].

<sup>77</sup> See Com. on Peace Officer Stds. and Training, *Field Training Program Guide—Volume I: Overview & Appendices* p. 1-3 <[post.ca.gov/portals/0/post\\_docs/publications/field-training-program/FTP/FTP-Vol1.pdf](https://post.ca.gov/portals/0/post_docs/publications/field-training-program/FTP/FTP-Vol1.pdf)> [as of July 17, 2025].

<sup>78</sup> See Com. on Peace Officer Stds. and Training, *Option 1: Field Training Program* <<https://post.ca.gov/field-training-program>> [as of July 17, 2025].

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## CONFIDENTIAL ATTORNEY WORK PRODUCT

scenarios through actual calls for service.<sup>79</sup> The FTO must hold Basic POST Certification, have at least one year of patrol experience, be selected by the agency, and complete a 40-hour POST FTO training,<sup>80</sup> in addition to 24 hours of refresher training every three years.<sup>81</sup> POST also requires crisis-intervention training for FTOs.<sup>82</sup> The trainee's performance is evaluated by the FTO and monitored by the Field Training Program Supervisor or Coordinator through daily and/or weekly reviews.<sup>83</sup> FTOs typically use Daily Observation Reports (DORs) to track performance, remedial training, and formally document trainee competence.<sup>84</sup>

According to the POST Field Training Program guide, 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 that it serves.”<sup>85</sup>

Like many of POST's courses, the Field Training Program has components that relate to the training of officers about the law's prohibitions on racial and identity profiling and the reduction or elimination of bias.

Given the size and importance of POST's Field Training Program, the Board will conduct its review of this program over a two-year period. This year's report focuses on a) the materials comprising the Field Training Program, b) the role of the FTO as it relates to the Program, and c) research related to Field Training.

### **B. Field Training Program Materials**

To aid in the Board's review of the POST Field Training Program (FTP) and related course materials, the DOJ retained two consultants: one with expertise in law enforcement academic research, including the study of bias, and the other a former California LEA executive with 37 years of operational experience. This year, the DOJ consultants reviewed materials identified by POST as relating to the FTP and its training on racial and identity profiling: Learning Domain

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<sup>79</sup> See Com. on Peace Officer Stds. and Training, *Field Training Program Guide—Volume I: Overview & Appendices* p. 1-1 <[post.ca.gov/portals/0/post\\_docs/publications/field-training-program/FTP/FTP-Vol1.pdf](https://post.ca.gov/portals/0/post_docs/publications/field-training-program/FTP/FTP-Vol1.pdf)> [as of August 28, 2025].

<sup>80</sup> See Com. on Peace Officer Stds. and Training, *Field Training/Police Training Programs* <<https://post.ca.gov/Field-Training-Police-Training-Programs-FAQs>> [as of August 28, 2025].

<sup>81</sup> See Com. on Peace Officer Stds. and Training, *Field Training Program Guide—Volume I: Overview & Appendices* p. 1-7 <[post.ca.gov/portals/0/post\\_docs/publications/field-training-program/FTP/FTP-Vol1.pdf](https://post.ca.gov/portals/0/post_docs/publications/field-training-program/FTP/FTP-Vol1.pdf)> [as of August 28, 2025].

<sup>82</sup> See Com. on Peace Officer Stds. and Training, *Field Training Program Guide—Volume I: Overview & Appendices* p. 1-7 <[post.ca.gov/portals/0/post\\_docs/publications/field-training-program/FTP/FTP-Vol1.pdf](https://post.ca.gov/portals/0/post_docs/publications/field-training-program/FTP/FTP-Vol1.pdf)> [as of August 28, 2025].

<sup>83</sup> See Com. on Peace Officer Stds. and Training, *Field Training Program Guide—Volume I: Overview & Appendices* p. 2-1 <[post.ca.gov/portals/0/post\\_docs/publications/field-training-program/FTP/FTP-Vol1.pdf](https://post.ca.gov/portals/0/post_docs/publications/field-training-program/FTP/FTP-Vol1.pdf)> [as of August 28, 2025].

<sup>84</sup> See Com. on Peace Officer Stds. and Training, *Field Training Program Guide—Volume I: Overview & Appendices* p. 1-12 <[post.ca.gov/portals/0/post\\_docs/publications/field-training-program/FTP/FTP-Vol1.pdf](https://post.ca.gov/portals/0/post_docs/publications/field-training-program/FTP/FTP-Vol1.pdf)> [as of July 17, 2025].

<sup>85</sup> Com. on Peace Officer Stds. and Training, *Field Training Program Guide—Volume I: Overview & Appendices* p. 1-1 <[post.ca.gov/portals/0/post\\_docs/publications/field-training-program/FTP/FTP-Vol1.pdf](https://post.ca.gov/portals/0/post_docs/publications/field-training-program/FTP/FTP-Vol1.pdf)> [as of August 28, 2025].

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## CONFIDENTIAL ATTORNEY WORK PRODUCT

3—*Principled Policing in the Community* (LD 3);<sup>86</sup> Learning Domain 42—*Cultural Diversity/Discrimination* (LD 42);<sup>87</sup> and POST’s Field Training Program Guide, Volumes I<sup>88</sup> and II.<sup>89</sup> The consultants also familiarized themselves with Penal Code section 13519.4 and its prohibition on racial and identity profiling, as well as the correlated the California Code of Regulations implementing AB 953.

From those materials, the consultants prepared a course rating rubric for Board members to record their independent reviews and comments, and created summaries of two POST Basic Academy courses, LD 3 and LD 42. The consultants focused on these learning domains since POST has previously explained that officer training and guidelines on racial and identity profiling are scattered across various LDs, but that LD 3 and LD 42 provide the theoretical foundation trainees are expected to build on and apply during field training under the supervision of Field Training Officers (FTOs).<sup>90</sup> DOJ’s consultants also reviewed materials on alternative law enforcement Field Training Program models to assess the FTP and its parameters.<sup>91</sup>

After reviewing this information and preparing the rubric, the consultants developed field interview questions for law enforcement agencies who use POST’s materials to conduct their own FTP programs at their agencies. DOJ’s consultants then interviewed representatives from a number of mid- to large-sized law enforcement agencies from various locations throughout California, as well as a number of POST representatives overseeing the Field Training Program. These interviews provided firsthand insight into how the POST Field Training Program guidelines are being implemented by different LEAs throughout the State. Finally, the consultants gave a presentation on their progress and observations at the September 8, 2025, RIPA POST Subcommittee meeting.

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<sup>86</sup> Com. on Peace Officer Stds. and Training, *Learning Domain 03: Principled Policing in the Community* (Version 6.0) <<https://tinyurl.com/mrytda6a>> [as of August 28, 2025].

<sup>87</sup> Com. on Peace Officer Stds. and Training, *Learning Domain 42: Cultural Diversity/ Discrimination* (Version 7.0) <<https://tinyurl.com/mwa8knxf>> [as of August 28, 2025].

<sup>88</sup> Com. on Peace Officer Stds. and Training, *Field Training Program Guide, Volume I* <<https://tinyurl.com/frjz8swt>> [as of August 28, 2025].

<sup>89</sup> Com. on Peace Officer Stds. and Training, *Field Training Program Guide, Volume II* <<https://tinyurl.com/3ysawcwe>> [as of August 28, 2025].

<sup>90</sup> Racial and Identity Profiling Advisory Board, *Annual Report* (2025) (“2025 RIPA Report”) p. 122 <<https://oag.ca.gov/system/files/media/ripa-board-report-2025.pdf>> [as of August 27, 2025].

<sup>91</sup> See Fischer, *Best Practices Guide: Field Training for Today’s Recruits*, International Association of Chiefs of Police: Smaller Police Departments Technical Assistance Program (2018) <<https://www.theiacp.org/sites/default/files/2018-08/BP-FieldTrainingforTodaysRecruits.pdf>> [as of August 29, 2025]; Thompson, *Field Training Program and Concerns with the San Jose Model*, Florida Department of Law Enforcement <<https://www.fdle.state.fl.us/FCJEL/Programs/SLP/Documents/Full-Text/Thompson,-William-paper.aspx>> [as of August 29, 2025]; *The Reno Model: Reno Police Department’s Police Training Officer Program Basic Manual*, Reno Police Department (2017) <[https://renopd.com/formAdmin/content/pdfs\\_lib/PTO2.0%20Manual%202017.pdf](https://renopd.com/formAdmin/content/pdfs_lib/PTO2.0%20Manual%202017.pdf)> [as of August 29, 2025]; A *Problem-Based Learning Manual for Training and Evaluating Police Trainees*, Community Oriented Policing Services (COPS) U.S. Department of Justice <<https://portal.cops.usdoj.gov/resourcecenter/content.ashx/cops-w0150-pub.pdf>> [as of August 29, 2025].

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## CONFIDENTIAL ATTORNEY WORK PRODUCT

### C. The Role of the Field Training Officer (FTO) and the FTO Supervisor/Administrator/Coordinator (FTO SAC)

As noted above, in the Field Training Program, newly assigned officers are assigned a Field Training officer (FTO) selected and trained to conduct field training and an FTO Supervisor/Administrator/Coordinator (SAC).

#### 1. Role of the FTO

FTOs have “significant” responsibilities to train new officers, over and above their standard law enforcement duties.<sup>92</sup> FTOs must guide trainees through a comprehensive curriculum, and at times, may be required to intervene during questionable or unsafe trainee behavior.<sup>93</sup> The FTO’s role also includes setting a positive example and offering consistent encouragement and direction to the trainee,<sup>94</sup> as well as providing critical feedback and clear direction to guide the trainee to an acceptable level of competence.<sup>95</sup>

#### 2. Role of the FTO SAC

The role of the FTO SAC is to ensure that the standards and objectives of the department’s FTP are adhered to.<sup>96</sup> To meet these requirements, the FTO SAC must monitor the training activities of the FTOs and seek periodic feedback on the newly assigned officer’s training progress from the FTOs.<sup>97</sup> In administering the program, the FTO SAC is responsible for ensuring that the department’s program complies with the minimum standards established by POST.<sup>98</sup> FTO SACs must be trained in the various components of the program and should serve as the main resource for any field training concerns within the department.<sup>99</sup> FTO SACs are expected to develop, maintain, and oversee the selection process of FTOs in the program and serve as the academy course liaison in order to closely align field training with the Academy’s Regular Basic Course.<sup>100</sup>

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<sup>92</sup> Com. on Peace Officer Stds. and Training, *Field Training Program Guide, Volume I*, p. 1-9 <<https://tinyurl.com/frjz8swt>> [as of August 28, 2025].

<sup>93</sup> Com. on Peace Officer Stds. and Training, *Field Training Program Guide, Volume I*, pp. 1-9-10 <<https://tinyurl.com/frjz8swt>> [as of August 28, 2025].

<sup>94</sup> Com. on Peace Officer Stds. and Training, *Field Training Program Guide, Volume I*, p. 1-10 <<https://tinyurl.com/frjz8swt>> [as of August 28, 2025].

<sup>95</sup> Com. on Peace Officer Stds. and Training, *Field Training Program Guide, Volume I*, p. 1-12 <<https://tinyurl.com/frjz8swt>> [as of August 28, 2025].

<sup>96</sup> Com. on Peace Officer Stds. and Training, *Field Training Program Guide, Volume I*, p. 1-13 <<https://tinyurl.com/frjz8swt>> [as of August 28, 2025].

<sup>97</sup> Com. on Peace Officer Stds. and Training, *Field Training Program Guide, Volume I*, p. 1-13 <<https://tinyurl.com/frjz8swt>> [as of August 28, 2025].

<sup>98</sup> Com. on Peace Officer Stds. and Training, *Field Training Program Guide, Volume I*, p. 1-13 <<https://tinyurl.com/frjz8swt>> [as of August 28, 2025].

<sup>99</sup> Com. on Peace Officer Stds. and Training, *Field Training Program Guide, Volume I*, p. 1-13 <<https://tinyurl.com/frjz8swt>> [as of August 28, 2025].

<sup>100</sup> Com. on Peace Officer Stds. and Training, *Field Training Program Guide, Volume I*, p. 1-13 <<https://tinyurl.com/frjz8swt>> [as of August 28, 2025].

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### D. Field Training Research

During the first-year review of the FTP, the consultants also engaged in research related to alternative law enforcement Field Training Program Models, and reviewed related manuals, best practices, and scholarly articles. This informed their understanding of POST's FTP and related materials, and will inform potential recommendations developed during the second-year review of the FTP.

### E. Second-Year Review of the Field Training Program

Next year, in the 2027 RIPA Report, Board members will assess the Field Training Program and provide recommendations to improve field training and related POST curriculum materials. The following questions will guide the Board's assessment and development of recommendations:

1. *What values does the FTP teach and do they align with the goals of AB 953?*

The Board acknowledges that field training affects entire law enforcement agencies, not just individual newly assigned officers. Through field training, newly assigned officers witness and experience an agency's chain of command, leadership styles, disciplinary systems, and informal norms in action. Newly assigned officers can therefore internalize unit-specific customs, rituals, language, and professional conduct. In addition, the mentorship newly assigned officers receive (or do not receive) helps shape their sense of identity and belonging within the agency.

In exploring this question, the Board will also consider current recruitment issues and generational differences impacting field training, as well as differences of approach between academy and field training officers in terms of quality of instruction.

2. *How well do the FTP materials cover potential for bias and racial and identity profiling?*

a. *How do trainees learn about bias-reducing police tactics and community engagement?*

b. *How are trainees evaluated on eliminating bias and engaging with community?*

In assessing the POST-certified FTP materials, the Board will also evaluate *Field Training Program Guide, Volume II, Competency 6—Community Relations/Professional Demeanor*,<sup>101</sup> with a focus on Sections 6.3: Cultural Diversity and 6.4: Racial Profiling. While reviewing such materials, the Board will identify the existence or absence of related rubrics; whether and how POST uses specific terminology (e.g. "procedural justice," "principled policing") related to racial and identity profiling; and how POST incorporates scenario-based and reality-based training (e.g. real-life simulations, role-playing exercises, use of virtual reality) to train its officers.

The Board will also examine FTO training in order to assess how POST-certified trainers relate concepts such as bias-reducing police tactics and community engagement to trainees, and how they evaluate trainees on eliminating bias and engaging with the community. FTOs should be experienced, exemplary officers with strong leadership skills. They should receive specialized training in adult learning, coaching, and evaluation methods. In reviewing the FTO training, the Board will consider how law enforcement agencies assess whether or not the FTO training is effective and how they measure such effectiveness.

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<sup>101</sup> Com. on Peace Officer Stds. and Training, *Field Training Program Guide, Volume II, Competency 6—Community Relations/Professional Demeanor* <<https://tinyurl.com/mtan53nn>> [as of August 28, 2025].

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### 3. *How well do FTP materials and training align with academy training in LD 3 Principled Policing in the Community or LD 42 Cultural Diversity/Discrimination?*

Completion of LD 3 and LD 42<sup>102</sup> is critical to a newly assigned officer's progression since they must demonstrate mastery of each course's learning objectives. The Field Training Program is designed to provide newly assigned peace officers opportunities to apply the principles, knowledge and skills acquired in LD 3 and LD 42 classrooms, in real life call for service situations.

The RIPA Board has previously reviewed LD 3 and LD 42, and has provided recommendations to POST in its annual RIPA reports for years 2022, 2023 and 2025. In the 2027 report, the RIPA Board will focus on assessing how well POST's Field Training Program aligns with the learning objectives articulated in LD 3 and LD 42.

As part of its review of the Field Training Program, the Board may also look to additional U.S.-based and/or international field training models to guide its development of potential recommendations.<sup>103</sup>

## V. VISION FOR FUTURE REPORTS

In addition to completing its review of the Field Training Program, in future reports, the Board will continue to review RIPA course updates. The Board will also collaborate with POST regarding requests for input on guidelines, regulations, and training courses being developed and updated relating to racial and identity profiling.

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<sup>102</sup> These are materials identified by POST as relating to the FTP and its training on racial and identity profiling: Learning Domain 3—*Principled Policing in the Community* (LD 3), and Learning Domain 42—*Cultural Diversity/Discrimination* (LD 42). See Com. on Peace Officer Stds. and Training, *Learning Domain 03: Principled Policing in the Community* (Version 6.0) <<https://tinyurl.com/mrytda6a>> [as of August 28, 2025]; Com. on Peace Officer Stds. and Training, *Learning Domain 42: Cultural Diversity/Discrimination* (Version 7.0) <<https://tinyurl.com/mwa8knxf>> [as of August 28, 2025].

<sup>103</sup> Ontario Police College in Canada (training programs with emphasis on de-escalation techniques, communication skills, and conflict resolution) (see Office of the Solicitor General, *Ontario Transforming Police Response and Training*, (Apr. 3, 2018) <<https://news.ontario.ca/en/bulletin/48794/ontario-transforming-police-response-and-training>> [as of July 31, 2025]); UK Police Degree-Based training (integrates academic learning with practical training) (see *Apprenticeship (PCDA) Entry Route*, Joining the Police <<https://tinyurl.com/mxzhsnv9>> [as of July 28, 2025]); Germany Police training program (extensive, sometimes lasting 2-3 years with a strong focus on ethical training and legal education) (see Staller et al., *Police Recruits' Wants and Needs in Police Training in Germany* (2022) 36 Security Journal 249, 250-251 <<https://link.springer.com/article/10.1057/s41284-022-00338-1>> [as of July 31, 2025]); Japan Police Academy training program (focus on legal studies, community engagement, and public service as well as physical fitness and discipline) (see Charle, *Tokyo (Japan) Police Academy* (1979) 2 Police Magazine 49, 49-53.) <<https://www.ojp.gov/ncjrs/virtual-library/abstracts/tokyo-japan-police-academy>> [as of July 31, 2025].

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