



CALIFORNIA COMMISSION ON
PEACE OFFICER STANDARDS AND TRAINING

POST REPORT

ON RECOMMENDATIONS MADE
BY THE RIPA BOARD



2024

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INTRODUCTION

In October 2015, Assembly Bill 953 was signed into law, enacting the Racial and Identity Profiling Act. The law, among many things, established the Racial and Identity Profiling Advisory (RIPA) Board intent to eliminate racial and identity profiling, in addition to improve diversity and racial and identity sensitivity in law enforcement. The broader portion of the Act requires each state and local agency that employs peace officers to annually report to the Attorney General specific data collected during all stops to capture when and if racial profiling was occurring. The Commission on Peace Officer Standards and Training (POST) in its own realm, is required to develop and disseminate guidelines and training for all peace officers on the racial and cultural differences among the residents of California. The law further states that the course shall be incorporated into the basic training of peace officers, and mandates that once the basic training is completed, each peace officer must complete a refresher course every five years thereafter.

POST has been required to develop and train peace officers on racial and identity profiling since 2002. There are numerous ways for peace officers to obtain this required training throughout their career. It begins at the basic course (Academy) level with Learning Domain (LD) 42 Cultural Diversity/Discrimination. Within this required training, learning needs include instruction on varying concepts such as recognizing the complexities of cultural diversity; awareness of stereotyping to prevent discrimination; discussion on racial profiling and the law; and the impact of racial profiling and the obligation to prevent, report and respond to such incidents. Continuing through an officer's career, refresher training for in-service peace officers helps ensure quality and standardization. POST contracted with the Museum of Tolerance to create a Train-the-Trainer course and also required, in Commission Regulation 1070, that any instructor for Racial and Identity Profiling must complete the POST-certified Train-the-Trainer course produced and presented by the Museum of Tolerance.

In addition to the required courses, POST has created additional racial and identity profiling courses which do not meet the criteria of the required courses, but serves to complement and extend the knowledge base of the required courses. This includes a 4-hour self-paced update course on the POST Learning Portal that peace officers and public safety dispatchers can complete at any time.

POST continues to regularly collaborate with the RIPA Board, its various subcommittees, and the Department of Justice Civil Rights Enforcement Section on these various trainings. POST also regularly reaches out to the RIPA Board when working on projects that contain the topic of racial and identity profiling and bias, as well as a variety of other topics including de-escalation, public safety dispatcher training, and use of force along with implicit and explicit bias screening of peace officer candidates.

This report serves as a response to the recommendations made to POST in the 2024 RIPA Board Annual Report.

MESSAGE FROM THE EXECUTIVE DIRECTOR

POST continues to work with a variety of stakeholders in developing all training for law enforcement.

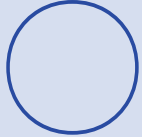
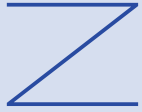
In 2023, the RIPA Board Annual Report made 31 recommendations to POST on the topics of Calls for Service, Bias-By-Proxy, Law Enforcement Training and Recruitment, LD 42, the Museum of Tolerance Racial Profiling Train-the-Trainer course, and Decertification of Peace Officers (Senate Bill 2; Chapter 409, Statutes of 2021), POST agreed to support six of those recommendations.

The 2024 RIPA Board Annual Report contained five recommendations for POST. These recommendations covered training guidelines, community/stakeholder input, proposed timelines for curriculum review, measuring the effectiveness of all racial and identity profiling courses, and incorporating accountability as a required topic into racial and identity profiling courses. POST staff reviewed the recommendations and agreed to fully support two of them, partially support two, and found one unattainable due to resource and staffing constraints. Given the time elapsed since the initial RIPA Annual Report release in January 2024, POST has been actively working to update several of the initial recommendations. At the request of the POST Commission, this formal report has been prepared to address the recommendations made by the RIPA Board in their 2024 report.

POST is aware of the numerous intricacies and responsibilities that our agency holds. We continue to invite the RIPA Board, and its subcommittee members, to engage with us and learn about the various functions at POST. We also offer to host any meetings at our headquarters so that board members can gain a better understanding of POST, our functions, and those we serve.

We look forward to our continued relationship with the RIPA Board and its subcommittees as we work towards advancing the professionalism of all peace officers in California.

”
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01

RECOMMENDATION

Adopt Protocols and Publish Separate Training Guidelines Independent of the Curriculum

02

RESPONSE

SUPPORT RECOMMENDATION

03

ANALYSIS

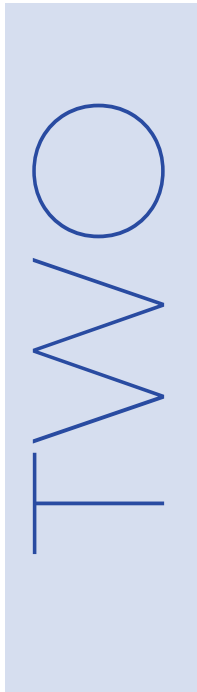
In the *2023 POST Report on Recommendations made by the RIPA Board*,¹ POST stated they supported this recommendation and immediately took action to begin the implementation of said guidelines. In early 2024, POST hired a retired annuitant to specifically manage the project of developing separate training guidelines independent of the curriculum.

Additionally, POST would like to clarify that Penal Code § 13519.4 states that “the commission shall develop and disseminate guidelines and (emphasis added) training for all peace officers in California...” While the recommendation here is to create training guidelines, POST believes that the guidelines are not training guidelines but guidelines for racial and identity profiling.

On May 13-15, 2024, POST convened a workgroup to begin the process of creating Racial and Identity Profiling guidelines. Among the subject matter experts who participated, three RIPA Board members assisted, as well as two attorneys from the Department of Justice Civil Rights Enforcement Section. POST anticipates completing this project by early 2025.

POST continues to support this recommendation.

¹ See 2023 POST Report on Recommendations made by the RIPA Board, p. 10



01

RECOMMENDATION

Community/Stakeholder Input on How to Improve Trainings

02

RESPONSE

NO ACTION REQUIRED – TOPIC SUFFICIENTLY COVERED OR LACK OF RESOURCES AVAILABLE

03

ANALYSIS

The 2023 RIPA Annual Report made several recommendations that were similar to this 2024 RIPA Annual Report recommendation:

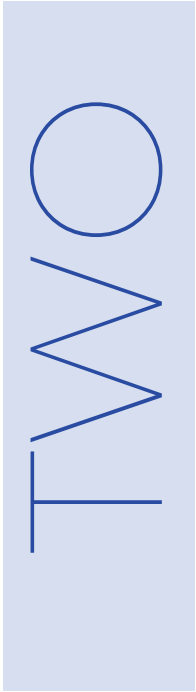
“Develop a robust plan for engaging individuals from the communities most profiled, as evidenced by the annual RIPA report data, in reviewing and providing feedback on existing courses and new ones in development.

Appoint a community engagement coordinator to ensure meaningful community input is considered and included in all POST training courses involving interactions with the public.

Engage non-traditional experts outside of POST – such as the National Organization of Black Law Enforcement Officers, the Fair and Impartial Policing Institute, or the Center for Policing Equity—to evaluate and/or develop profiling and bias training.”²

In the 2023 POST Report on Recommendations made by the RIPA Board³, POST clearly outlined where and how community/stakeholder input was being incorporated. POST also acknowledged a lack of resources available to fulfill some of these recommendations.

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03

ANALYSIS (CONT'D)

POST remains committed to making every effort to include a variety of stakeholders, subject matter experts (SME), and organizations with every project completed. Providing assistance as a SME involves significant volunteer time and commitment for any individual. POST values the partnerships which have been created and continue to establish as we work together to develop and maintain the best training for all of California's law enforcement.

By way of example, in February 2024, POST convened a group of SMEs for the development of an informational video on new laws and requirements related to hate crimes. The group of SMEs included representatives from the following organizations:

- California Black Media
- California Commission on the State of Hate
- The ARC of California
- Meta
- Anti-Defamation League
- Islamic Networks Group
- California Department of Civil Rights
- AAPI Equity Alliance
- The Coalition for Humane Immigrant Rights (CHIRLA)

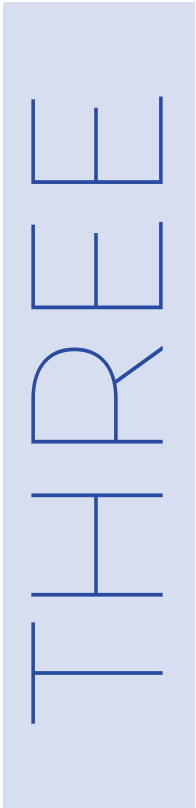
By way of a second example, in May 2024, POST convened a group of SMEs for the development of racial and identity profiling guidelines. The group of SMEs included representatives from the following organizations:

- RIPA Board Members
- LGBTQ Community
- Council on American Islamic Relations
- Peace Officer Standards Accountability Advisory Board Member
- Museum of Tolerance

After review and analysis, POST staff believe the recommendation by the RIPA Board for POST to assign a community engagement coordinator lacks resources to attain and is already sufficiently covered.

² See 2023 Racial and Identity Profiling Advisory Board Annual Report, p. 211

³ See 2023 POST Report on Recommendations made by the RIPA Board, p. 11-13



01

RECOMMENDATION

Proposed Integrated Timeline for [RIPA] Board and Community Review of Curriculum

The RIPA Board recommends incorporating three specific times for board interaction, community feedback, and a public sourcing of subject matter experts (SMEs) before the course development or update process is finalized:

- At least 90 days before setting the timeline for course revision, POST will consult with the RIPA Board on the specific topic of the upcoming training course development or update and provide the current version of training materials and a summary of the subject matter, so the Board can assist in a call for a diverse set of SMEs, including persons from targeted communities, persons affected by the training topic, advocates, academics, and other experts.
- At least 60 days before publication of the training and before the course is submitted to the Commission, POST shall present a draft publication to the [RIPA] Board with sufficient time to hold a subcommittee or Board meeting to discuss the draft, review community and SME feedback, and draft final recommendations to POST. POST should notify the RIPA Board which SMEs were included in training development and the expertise backgrounds of subject matter experts included in this specific training development.
- Before the public comment period closes, POST will respond in writing to the RIPA Board whether and how recommendations were incorporated in the training with sufficient time for the board to respond in writing. This letter should also include the same review of which SME applicants were selected and those omitted, and which SME revisions were rejected.

02

RESPONSE

PARTIALLY SUPPORT

03

ANALYSIS

In the *2023 RIPA Annual Report*, the RIPA Board made a recommendation to POST to

“Share information with the Board on how the Board’s recommendations were incorporated into the courses that the Board worked on.”⁴

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03

ANALYSIS (CONT'D)

In the 2023 POST Report on Recommendations made by the RIPA Board, POST staff responded that this topic was already sufficiently covered and provided the following analysis:

“POST, overall, completes many projects that include multiple subject matter experts (SME) for each one. Diverse SMEs with a variety of viewpoints are included in every step of the project and review materials, drafts, etc. as the project moves along. Not every recommendation that is suggested will be included. A final version of any project is completed and packaged by POST staff and presented for approval. All materials presented to the POST Commission are made public and are given opportunity to receive comment from the public following approval by the Commission. The RIPA Board, if involved with the project, will have all the same opportunities as any other SME.”⁵

In addition to reference of the previous analysis, adding a stringent timeline as recommended would place many limitations on POST to act accordingly on any one subject. Current timelines are meant to be fluid and flexible so that POST may adapt accordingly. POST recommends, when feasible, providing a verbal update to the RIPA Board and/or its subcommittees, upon their request, for items that are regulatory in nature. It is POST practice that anything of regulatory nature will be shared with the Commission first. Any item presented to the Commission will be made available to the public in accordance with the Bagley-Keene Act rules. Any non-regulatory items can be shared with the RIPA Board with as much sufficient notice as possible with a goal of 60 days prior.

After review and analysis, POST staff believe the issue posed by the RIPA Board for this recommendation can be partially supported through verbal updates for regulatory items and by providing non-regulatory items with sufficient time to review.

⁴ See 2023 Racial and Identity Profiling Advisory Board Annual Report, p. 211

⁵ See 2023 POST Report on Recommendations made by the RIPA Board, p. 8

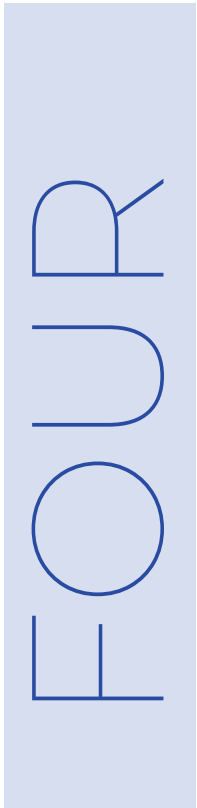
RECOMMENDATION

Measure Course Effectiveness of All POST Racial and Identity Profiling Courses

The RIPA Board proposes POST measure the effectiveness of its courses by:

- Measuring the effectiveness of course outcomes with the goal of transformative learning leading to actual behavior changes, not just the pass rate of the course. The behavior changes would be supported by data, such as a reduction in disparities in traffic stops, and not simply perceptive changes through self-reporting surveys. Relying on official data collection and reporting documents and time-stamped documents are better indicators of behavioral changes (i.e., reason for stop written down and data trends decrease) than survey results of officer's perception of their own behavioral changes.
- Encouraging long-term changes in police behavior by pairing training with additional practice that supports training tenets with complementary policies, supervisory oversight, managerial support, and community involvement in reform efforts.
- Encouraging short-term behavior correction of "split second" decisions during training by simulating the dangers of implicit bias. Some efforts include the Counter Bias Training Simulation, a curriculum from Washington State University researchers that uses video scenarios in shooting simulators to show officers the dangers created by implicit bias. This simulation is currently being used by the Sacramento Police Department, where some officers will receive simulator-based training, some will receive traditional, seminar-style implicit bias training, and some will receive neither. The control group that receives the counter bias simulation training is required to debrief to identify why they made their decisions during the simulation, and to self-reflect on how bias influences actions. The officers' actions will be reviewed and scored. Professor Lois James at Washington State University and her graduate students will review the body camera videos of officers' interactions with the public — before and after the training period — and score them for how civilly the officers treat each ethnic group. The researchers' feedback is intended to evaluate the effectiveness of implicit bias trainings on the officer's actions.
- Measuring effectiveness by outcomes related to specific behavioral change goals. These goals should be mandated in curriculums approved or certified by POST to determine if trainings are having the desired effect. Consider how to include community needs and concerns in determining how to measure effectiveness of trainings.

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02

RESPONSE

PARTIALLY SUPPORT/LACK OF RESOURCES AVAILABLE

03

ANALYSIS

Measuring the effectiveness of any 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. Thus, measuring course effectiveness once a peace officer leaves training, with the vast and diverse population of California citizens, coupled with the lack of data, makes this recommendation extremely challenging. POST also lacks resources to embark on anything that would accomplish this recommendation.

The Racial and Identity Profiling Train-the-Trainer course does include discussion topics of the RIPA Data as well as understanding the data, why it is important to be aware of the data and how the data can inform peace officers of community perceptions and their experiences. POST will make a new request that the Museum of Tolerance incorporate a more in-depth review of data analysis as presented in the *2024 RIPA Board Annual Report* as a part of the curriculum of the Racial and Identity Profiling Train-the-Trainer course. Instructors of the course can use the data to measure and evaluate their officers based on the communities they serve and the data provided by the RIPA Board.

POST believes measuring the effectiveness of this specific training should fall to the local law enforcement agencies and the communities they serve.



01

RECOMMENDATION

Incorporating Accountability as a Required Topic in Racial and Identity Profiling-Related Content in POST Trainings

Accordingly, the [RIPA] Board recommends POST's training development include the topic of accountability and a discussion of how officers are accountable for each other. To that end, the [RIPA] Board recommends POST include the following content to ensure that every racial profiling course contains material on officer and supervisor accountability. The RIPA Board has made the following recommendations in past reports:

- Racial and identity profiling and accountability should be integrated into most POST courses implemented in field training and as a reminder in daily roll call meetings;
- Provide courses on officer peer behavior and supervisor accountability and reporting and responding to biased practices by fellow officers; and
- Racial and identity profiling curriculum should also include information on the consequences of officers engaging in racial or identity profiling behavior or of not reporting profiling by other officers.

POST trainings should focus on the need for both individual and collective accountability. Additionally, the training topics on accountability should contain real-world examples and interactive components so officers can understand how bias may have affected the interaction. The development of such training should include consultation with the RIPA Board.

02

RESPONSE

SUPPORT

03

ANALYSIS

The Racial and Identity Profiling Train the Trainer course as presented by the Museum of Tolerance includes discussion and training on ethical considerations throughout the course. There is also an emphasis on the duty to prevent, report and respond to discriminatory practices by fellow peace officers.

POST supports this recommendation and will make a recommendation to the Museum of Tolerance to further incorporate the importance of accountability throughout the Racial and Identity Profiling Train-the-Trainer course, specifically to highlight officer peer behavior and supervisor accountability. POST will also review any and all Racial and Identity Profiling-related courses to ensure that this topic is included. POST will work with the RIPA Board on creating such content to incorporate.

CONCLUSION

POST Staff conclude that four of the five recommendations made by the RIPA Board in 2024 are either supported or partially supported. Staff are already working to incorporate the changes outlined in this document.

POST will continue to work with the RIPA Board:

- In accordance with the law
- With the various subcommittees
- In seeking their expertise on the topic of racial and identity profiling

POST will continue to increase and include community members as subject matter experts:

- Using the RIPA Board and its subcommittees



POST MISSION STATEMENT

The mission of the California Commission on Peace Officer Standards and Training is to continually enhance the professionalism of California Law Enforcement in serving its communities