

AB 953

Racial and Identity

Profiling Course Guidelines

Review

Guidelines Packet for

POST Subcommittee Members

RIPA Course Guidelines Review

RIPA Board's POST Subcommittee Instructions

Penal Code section 13519.4 instructs POST to “develop and disseminate” both “guidelines” and “trainings for all peace officers in California.” As that subdivision makes clear, the “course of instruction and the guidelines shall stress understanding and respect for racial, identity, and cultural differences, and development of effective, noncombative methods of carrying out law enforcement duties,” including the duty to abstain from racial and identity profiling set forth in section 13519.4, subdivision (f).

Focus of the Review

Your RIPA Course Guidelines Review should concentrate specifically on four key documents identified in the Table of Contents:

- 1) California Penal Code Section 13519.4;
- 2) POST Commission Report on RIPA Course Guidelines Update;
- 3) POST RIPA Course Guidelines; and
- 4) POST Commission Bulletin on the Approval of RIPA Course Guidelines.

Background Materials

The background materials included in this packet, and identified in the Table of Contents, consist of:

- 1) Excerpts and links to RIPA Course Guidelines-related discussions and/or recommendations in 2023-2026 RIPA Reports;
- 2) Excerpts from the 2023 and 2024 POST Reports on Recommendations made by the RIPA Board related to RIPA Course Guidelines; and
- 3) Excerpts and links of POST Commission Discussions on RIPA Course Guidelines.

In the 2023-2026 RIPA Reports, the RIPA Board consistently recommended that POST create and publish clear, standalone Guidelines—separate from training curricula—to ensure consistency, transparency, and compliance with California law. POST developed these Guidelines through workshops and stakeholder input.

At the second workshop in October 2024, POST informed the subject matter experts and the California Department of Justice (Cal. DOJ) that the Guidelines would only serve as a template optional course for advanced officer training that agencies could adopt. After approving and publishing its RIPA Guidelines, the POST Commission published a related Bulletin, in which it stated: “The guidelines set minimum standards for a four-hour course addressing legal prohibitions on racial and identity profiling [...] and related training objectives for California law enforcement.” Certain RIPA Board Members raised concerns regarding the Guidelines’ potential limited scope and lack of standardized application across all RIPA-related trainings.

On March 17, 2026, POST stated to Cal. DOJ that “POST strongly feels that the Racial and Identity Profiling Guidelines are flexible to cover any type of training on this topic. In the introduction of the document [...] it states in the first sentence that they are for minimum

training standards for conducting racial and identity profiling training courses. POST interprets that these guidelines can cover any course whether it's four hours or not."

Written Feedback

The written feedback you provide on the RIPA Guidelines should focus on evaluating whether the RIPA Course Guidelines:

- 1) Fully reflect the legal requirements of Penal Code section 13519.4;
- 2) Can function as a comprehensive framework for all RIPA-related training and/or suggest how to expand them if not;
- 3) Are clear, practical, and structured in a way that agencies can translate into policy, training, and supervision; and
- 4) Include mechanisms to measure training outcomes.

Your written feedback should focus on answering these four questions. Please propose concrete revisions, additions, and/or alternative approaches whenever applicable.

Thank you for your thoughtful participation.

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Close Reading Documents

California Penal Code Section 13519.4, [pg. 6](#)

POST Commission Report on RIPA Course Guidelines Update, [pg. 10](#)

POST RIPA Course Guidelines, [pg. 12](#)

POST Commission Bulletin on Approval of RIPA Course Guidelines, [pg. 36](#)

Background Documents

Excerpts and links to Guidelines-related discussions and/or recommendations in 2023-2026 RIPA Reports, [pg. 38](#)

Excerpt from 2023 POST Report on Recommendations made by the RIPA Board related to RIPA Course Guidelines, [pg. 51](#)

Excerpt from 2024 POST Report on Recommendations made by the RIPA Board related to RIPA Course Guidelines, [pg. 56](#)

Excerpts and links of POST Commission Discussions on RIPA Course Guidelines, [pg. 61](#)

Close Reading Documents

State of California

PENAL CODE

Section 13519.4

13519.4. (a) The commission shall develop and disseminate guidelines and training for all peace officers in California as described in subdivision (a) of Section 13510 and who adhere to the standards approved by the commission, on the racial and cultural differences among the residents of this state. The course or courses of instruction and the guidelines shall stress understanding and respect for racial, identity, and cultural differences, and development of effective, noncombative methods of carrying out law enforcement duties in a diverse racial, identity, and cultural environment.

(b) The course of basic training for peace officers shall include adequate instruction on racial, identity, and cultural diversity in order to foster mutual respect and cooperation between law enforcement and members of all racial, identity, and cultural groups. In developing the training, the commission shall consult with appropriate groups and individuals having an interest and expertise in the field of racial, identity, and cultural awareness and diversity.

(c) For the purposes of this section the following shall apply:

(1) "Disability," "gender," "nationality," "religion," and "sexual orientation" have the same meaning as in Section 422.55.

(2) "Culturally diverse" and "cultural diversity" include, but are not limited to, disability, gender, nationality, religion, and sexual orientation issues.

(3) "Racial" has the same meaning as "race or ethnicity" in Section 422.55.

(4) "Stop" has the same meaning as in paragraph (2) of subdivision (g) of Section 12525.5 of the Government Code.

(d) The Legislature finds and declares as follows:

(1) The working men and women in California law enforcement risk their lives every day. The people of California greatly appreciate the hard work and dedication of peace officers in protecting public safety. The good name of these officers should not be tarnished by the actions of those few who commit discriminatory practices.

(2) Racial or identity profiling is a practice that presents a great danger to the fundamental principles of our Constitution and a democratic society. It is abhorrent and cannot be tolerated.

(3) Racial or identity profiling alienates people from law enforcement, hinders community policing efforts, and causes law enforcement to lose credibility and trust among the people whom law enforcement is sworn to protect and serve.

(4) Pedestrians, users of public transportation, and vehicular occupants who have been stopped, searched, interrogated, and subjected to a property seizure by a peace officer for no reason other than the color of their skin, national origin, religion, gender

identity or expression, housing status, sexual orientation, or mental or physical disability are the victims of discriminatory practices.

(5) It is the intent of the Legislature in enacting the changes to this section made by the act that added this paragraph that additional training is required to address the pernicious practice of racial or identity profiling and that enactment of this section is in no way dispositive of the issue of how the state should deal with racial or identity profiling.

(e) "Racial or identity profiling," for purposes of this section, is the consideration of, or reliance on, to any degree, actual or perceived race, color, ethnicity, national origin, age, religion, gender identity or expression, sexual orientation, or mental or physical disability in deciding which persons to subject to a stop or in deciding upon the scope or substance of law enforcement activities following a stop, except that an officer may consider or rely on characteristics listed in a specific suspect description. The activities include, but are not limited to, traffic or pedestrian stops, or actions during a stop, such as asking questions, frisks, consensual and nonconsensual searches of a person or any property, seizing any property, removing vehicle occupants during a traffic stop, issuing a citation, and making an arrest.

(f) A peace officer shall not engage in racial or identity profiling.

(g) Every peace officer in this state shall participate in expanded training as prescribed and certified by the Commission on Peace Officers Standards and Training.

(h) The curriculum shall be evidence-based and shall include and examine evidence-based patterns, practices, and protocols that make up racial or identity profiling, including implicit bias. This training shall prescribe evidence-based patterns, practices, and protocols that prevent racial or identity profiling. In developing the training, the commission shall consult with the Racial and Identity Profiling Advisory Board established pursuant to subdivision (j). The course of instruction shall include, but not be limited to, significant consideration of each of the following subjects:

(1) Identification of key indices and perspectives that make up racial, identity, and cultural differences among residents in a local community.

(2) Negative impact of intentional and implicit biases, prejudices, and stereotyping on effective law enforcement, including examination of how historical perceptions of discriminatory enforcement practices have harmed police-community relations and contributed to injury, death, disparities in arrest detention and incarceration rights, and wrongful convictions.

(3) The history and role of the civil and human rights movement and struggles and their impact on law enforcement.

(4) Specific obligations of peace officers in preventing, reporting, and responding to discriminatory or biased practices by fellow peace officers.

(5) Perspectives of diverse, local constituency groups and experts on particular racial, identity, and cultural and police-community relations issues in a local area.

(6) The prohibition against racial or identity profiling in subdivision (f).

(i) Once the initial basic training is completed, each peace officer in California as described in subdivision (a) of Section 13510 who adheres to the standards approved by the commission shall be required to complete a refresher course every five years

thereafter, or on a more frequent basis if deemed necessary, in order to keep current with changing racial, identity, and cultural trends.

(j) (1) Beginning July 1, 2016, the Attorney General shall establish the Racial and Identity Profiling Advisory Board (RIPA) for the purpose of eliminating racial and identity profiling, and improving diversity and racial and identity sensitivity in law enforcement.

(2) RIPA shall include the following members:

(A) The Attorney General, or their designee.

(B) The President of the California Public Defenders Association, or their designee.

(C) The President of the California Police Chiefs Association, or their designee.

(D) The President of the California State Sheriffs' Association, or their designee.

(E) The President of the Peace Officers Research Association of California, or their designee.

(F) The Commissioner of the California Highway Patrol, or their designee.

(G) A university professor who specializes in policing, and racial and identity equity.

(H) Two representatives of human or civil rights tax-exempt organizations who specialize in civil or human rights.

(I) Two representatives of community organizations who specialize in civil or human rights and criminal justice, and work with victims of racial and identity profiling. At least one representative shall be between 16 and 24 years of age.

(J) Two religious clergy members who specialize in addressing and reducing racial and identity bias toward individuals and groups.

(K) Up to two other members that the Governor may prescribe.

(L) Up to two other members that the President pro Tempore of the Senate may prescribe.

(M) Up to two other members that the Speaker of the Assembly may prescribe.

(3) Each year, on an annual basis, RIPA shall do the following:

(A) Analyze the data reported pursuant to Section 12525.5 of the Government Code and Section 13012 of this code.

(B) Analyze law enforcement training under this section.

(C) Work in partnership with state and local law enforcement agencies to review and analyze racial and identity profiling policies and practices across geographic areas in California.

(D) Conduct, and consult available, evidence-based research on intentional and implicit biases, and law enforcement stop, search, and seizure tactics.

(E) Issue a report that provides RIPA's analysis under subparagraphs (A) to (D), inclusive, and detailed findings on the past and current status of racial and identity profiling, and makes policy recommendations for eliminating racial and identity profiling. RIPA shall post the report on its internet website. Each report shall include disaggregated statistical data for each reporting law enforcement agency. The report shall include, at minimum, each reporting law enforcement agency's total results for each data collection criterion under subdivision (b) of Section 12525.5 of the Government Code for each calendar year. The reports shall be retained and made

available to the public by posting those reports on the Department of Justice's OpenJustice web portal. The first annual report shall be issued no later than January 1, 2018. The reports are public records within the meaning of Section 7920.530 of the Government Code and are open to public inspection pursuant to Sections 7922.500 to 7922.545, inclusive, 7923.000, and 7923.005 of the Government Code.

(F) Hold at least three public meetings annually to discuss racial and identity profiling, and potential reforms to prevent racial and identity profiling. Each year, one meeting shall be held in northern California, one in central California, and one in southern California. RIPA shall provide the public with notice of at least 60 days before each meeting.

(4) Pursuant to subdivision (e) of Section 12525.5 of the Government Code, RIPA shall advise the Attorney General in developing regulations for the collection and reporting of stop data, and ensuring uniform reporting practices across all reporting agencies.

(5) Members of RIPA shall not receive compensation, nor per diem expenses, for their services as members of RIPA.

(6) No action of RIPA shall be valid unless agreed to by a majority of its members.

(7) The initial terms of RIPA members shall be four years.

(8) Each year, RIPA shall elect two of its members as cochairpersons.

(Amended by Stats. 2021, Ch. 615, Sec. 349. (AB 474) Effective January 1, 2022. Operative January 1, 2023, pursuant to Sec. 463 of Stats. 2021, Ch. 615.)

AGENDA ITEM REPORT

Title:

REPORT ON RACIAL AND IDENTITY PROFILING - COURSE GUIDELINES UPDATE

REPORT PROFILE

MEETING DATE 09/09/2025	BUREAU SUBMITTING THE REPORT Management Counseling and Projects Bureau	
RESEARCHED BY Mark Nagel		REVIEWED BY
REPORT DATE 07/17/2025	APPROVED BY Manuel Alvarez, Jr.	DATE APPROVED 08/12/2025
PURPOSE		FINANCIAL IMPACT No

ISSUE, BACKGROUND, ANALYSIS, & RECOMMENDATION

ISSUE:

POST is seeking the Commission's feedback to validate the course guideline legal and operational alignment, address any potential gaps, and finalize the document for implementation across California law enforcement agencies.

BACKGROUND:

The Racial and Identity Profiling Act (AB 953, 2015) requires the POST Commission to develop and maintain guidelines and training for California peace officers related to racial, identity, and cultural differences, with an emphasis on understanding and respecting such differences and developing non-combative policing methods of carrying out law enforcement duties in a diverse racial, identity, and cultural environment. (Penal Code §13519.4).

In support of this mandate and following recommendations from the RIPA Advisory Board and subject matter experts, POST has updated the Racial and Identity Profiling Course Guidelines, which now reflect current legislation, best practices, and statewide input. The last substantial updates to these guidelines were tied to earlier revisions of Learning Domains 3 and 42, and the Museum of Tolerance (MOT) Train-the-Trainer curriculum.

ANALYSIS:

The updated guidelines respond to recent statutory and policy

developments, including Senate Bill 1102 and POST's ongoing commitment to professional, equitable policing. Input was gathered through workshops held in 2022 and 2024 involving:

- RIPA Advisory Board members
- Department of Justice Civil Rights Enforcement Team
- Law enforcement professionals
- Community-based organizations and advocacy groups

The guidelines integrate recommendations from the RIPA Board's 2022 and 2023 annual reports. These reports emphasized enhancing instruction on implicit bias, historical context, procedural justice, legal obligations, and community-centered policing. New sections were added to the course on topics such as the history of civil rights in policing, psychological impacts of bias, and strategies to apply the Fourth and Fourteenth Amendments without reliance on race or identity.

The revised curriculum also expands the role of scenario-based training, reinforces local community involvement, and outlines facilitator qualifications to ensure instruction is both evidence-based and culturally competent. It is structured around four core modules:

1. Why Are We Here?
2. Legal Considerations
3. History of Policing
4. Community-Centered Practices

RECOMMENDATION:

This report is presented for information only. No action is required.

ATTACHMENT(S):

[Racial and Identity Profiling Guidelines.pdf](#)

2025



POST Training
**RACIAL AND IDENTITY
PROFILING**
Course Guidelines



CA COMMISSION ON POST

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Racial and Identity Profiling Course Guidelines

Produced By

Management Counseling and Projects Bureau

Facilitator Guidelines

POST Racial and Identity Profiling Course Guidelines

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The mission of the California Commission on Peace Officer Standards and Training is to continually enhance the training of California law enforcement in serving its communities.

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POST appreciates the dedication of the 2024-2025 subject matter expert group who assisted in the development of these guidelines.

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Foreword

In 2022, Museum of Tolerance (MOT) subject matter experts, law enforcement managers, Racial and Identity Profiling Act (RIPA) Board members, and community stakeholders from throughout the state met to review and update the POST-certified MOT Racial and Identity Profiling Curriculum for Trainers (or Train-the-Trainer Curriculum). The group conducted three workshops to update the Train-the-Trainer Curriculum. POST and the curriculum development committee determined the updated MOT training complied with Senate Bill (SB) 1102 (1999-2000), Peace Officers: Racial Profiling Training and Assembly Bill (AB) 953, the Racial and Identity Profiling Act (RIPA) of 2015. Train-the-Trainer for Racial and Identity Profiling is legislatively mandated for presenters of the Racial and Identity Profiling: Issues and Impact course. This 24-hour course provides an in-depth analysis of the student course and facilitation skills to assist in leading discussions and presenting the course material.

In May 2024, POST brought members of this committee and other interested subject matter experts together, including members of the RIPA Board and the Department of Justice, to provide feedback on course guidelines utilizing the framework established by the MOT's initial Racial Profiling: Issues and Impact curriculum. The work group agreed to submit the guidelines to the POST Commission for approval in March 2025.

POST will establish the minimum training standards, but will not interfere with how or what an agency may present during the course over and above the legislatively required subjects. Instead, these guidelines set minimum course standards for California Law Enforcement professionals. They are for use by law enforcement agencies and are sufficiently general to accommodate differing agencies' policies; however, the guidelines include legislative training requirements for agency compliance.

As these racial profiling courses are meant to educate officers and enhance public safety, it is critical that the guidelines reflect diverse perspectives from the community. POST will work to continuously update and improve the course content in partnership with the community in accordance with best practices and/or legislative mandate(s).

Questions regarding the POST Racial and Identity Profiling Course Guidelines should be directed to the Management Counseling and Projects Bureau at (916) 970-4645.

Manuel Alvarez Jr.

POST Executive Director

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Introduction

The following guidelines provide agencies with minimum training standards for conducting Racial and Identity Profiling training courses. They will assist agencies in developing a four-hour course complete with pertinent information to ensure trainers understand the requirements of AB 953 (2015-2016) (the Racial and Identity Profiling Act or RIPA) and the applicable statutes. In addition to refreshing their knowledge about racial and identity profiling, the course will provide ample opportunities for law enforcement professionals to apply their learning through self-reflection, activities, scenarios, discussions, and community engagement.

Background

The practice of racial and identity profiling or bias-based policing can have a profound impact on the level of public trust afforded to law enforcement and compromise public safety. The curriculum in this course is designed to provide participants with a deeper understanding of the prohibition against racial and identity profiling, examples of profiling behavior, the consequences of engaging in profiling behavior, and factors to consider that may help officers mitigate the risk of profiling. As such, participants will better comprehend not only the negative impact of racial and identity profiling on the individual targeted and larger community, but also on law enforcement itself. The POST course guidelines for Racial and Identity Profiling were established in support of Penal Code (PC) section 13519.4(h), SB 1102(1999-2000) and AB 953 (2015-2016), which mandate that POST establish course guidelines relating to law enforcement and racial and identity profiling.

These course guidelines will provide comprehensive guidance to assist agencies and POST in developing curriculum that educates law enforcement professionals about the detrimental effects of racial and identity profiling, as well as the role of implicit bias in policing. These guidelines emphasize the negative impact such behaviors have on both the community and law enforcement professionals.

Participants will gain a thorough understanding of the relevant laws, including CA's Racial and Identity Profiling Act (AB 953), and learn their legal obligations to prevent profiling. The course will also focus on practical strategies for mitigating biased behavior, helping officers recognize and address their own implicit biases. Additionally, participants will explore how stereotyping individuals or groups based on race, ethnicity, or identity can lead to profiling, bias-based policing, and undermine the trust between law enforcement and the communities they serve.

Participants will gain a deeper understanding of the psychological behaviors that can significantly influence decision-making and outcomes in law enforcement and public safety. This includes exploring how implicit biases, unconscious prejudices, and emotional responses can shape an officer's actions, interactions with the public, and overall effectiveness. By recognizing these psychological factors, officers will be better equipped to make fair, informed decisions, reducing the risk of racial and identity profiling while enhancing community trust and safety.

Finally, participants will be exposed to real-life examples designed to enhance their ability to critically analyze their beliefs and distinguish between when race and identity is and is not a legitimate factor.

POST may from time to time amend the guidelines and minimum standards for training associated with this course curriculum. POST will continue to engage internal and external stakeholders to ensure the curriculum is in compliance with applicable legal standards and legislative updates. Questions or comments regarding this curriculum should be directed to the Training Program Services Bureau at (916) 227- 4885.

Facilitator Guidelines

Curriculum Overview

This course will enhance participants' understanding and awareness of law enforcement professionals' legal obligations under AB 953 (2015-2016), including legal prohibitions on racial and identity profiling, consequences of officer misconduct when officers demonstrate bias, and ways to mitigate profiling and biased behavior to enhance overall safety while reducing incidents of disparate treatment towards individuals in the community. Specifically, participants will learn how explicit and implicit biases, prejudices, and stereotypes impede effective law enforcement job performance and hinder relationships between law enforcement professionals and the communities they serve.

Participants will learn how to apply the Fourth and Fourteenth Amendments of the United States Constitution and California law during evidence-based stops to prevent racial or identity profiling. Participants will be introduced to how historical perceptions of discriminatory enforcement practices have harmed communities and police-community relations. Strategies that will be shared can be applied to enhance positive policing practices, prevent racial and identity profiling, build credibility and trust among the communities participants are sworn to protect and serve. . Each participant who completes the course will receive credit for Continuing Professional Training (CPT).

Curriculum Goals

The training has five primary goals:

1. Articulate how the racial profiling law has expanded to include identity profiling.
2. Explain key terms such as race, racism, identity, stereotypes, prejudice and bias, and how they relate to racial and identity profiling and serious misconduct.
3. Promote self-reflection on how one's thoughts and behaviors might lead to racial and identity profiling.
4. Demonstrate the appropriate and necessary application of both the Fourth and Fourteenth Amendments of the United States Constitution and California law when making evidence-based stops. Participants will have an understanding that racial and identity profiling is prohibited in California.
5. Identify strategies to prevent racial and identity profiling and mitigate their effects on job performance, safety, and communities.

This course contains pertinent information to help law enforcement professionals do their job and enhance their knowledge about racial and identity profiling. This course will also provide ample opportunities for law enforcement professionals to apply their learning through self-reflection, activities, scenarios, and discussions.

Curriculum Objectives

The following four sections are outlined in the POST-certified curriculum by the Museum of Tolerance – Racial and Identity Profiling Course:

- Section 1: Why Are We Here?
- Section 2: Legal Considerations
- Section 3: History of Policing
- Section 4: Community-Centered Practices

Section 1: Briefly introduces why participants are here – reviews the law that directed POST to create course guidelines, the laws and regulations that prescribe requirements for law enforcement professionals regarding racial and identity profiling, how bias may contribute to racial and identity profiling, and offer bias mitigation strategies.

Section 2: Provides a high-level view of the laws governing racial and identity profiling, serious misconduct, and the duty to report the misconduct of fellow law enforcement professionals. In addition, participants can apply the law and learn a practical and lawful approach to ethical considerations.

Section 3: Explores the history of law enforcement in the United States and how it has impacted the way policing is conducted today, relationships with communities, and trust between law enforcement professionals and the community.

Section 4: Examines strategies for building positive policing practices that support and protect law enforcement professionals and the community being served while mitigating the risks associated with engaging in racial and identity profiling.

Curriculum Description

This course will provide the participants with the minimum topics mandated in section 13519.4(h) of the California Penal Code.

The training must include:

1. Classroom instruction
2. Facilitator-led active learning (i.e., scenario-based activities)
3. Participant evaluation and testing

Recommended maximum number of students = 30

Minimum Topics Required by Statute

- Identification of key indices and perspectives that make up racial, identity, and cultural differences among residents in a local community.
- Negative impact of intentional and implicit biases, prejudices, and stereotyping on

effective law enforcement, including examination of how historical perceptions of discriminatory enforcement practices have harmed police-community relations and contributed to injury, death, disparities in arrest detention and incarceration rights, and wrongful convictions.

- The history and role of the civil and human rights movement and struggles and their impact on law enforcement.
- Specific obligations of peace officers in preventing, reporting, and responding to discriminatory or biased practices by fellow law enforcement professionals.
- Perspectives of diverse, local constituency groups and experts on racial, identity, and cultural and police-community relations issues in a local area.
- The California and federal prohibition against racial and identity profiling.

Target Audience

This course is designed at the advanced level for law enforcement professionals to define and clarify racial and identity profiling, bias, and their negative impacts. The practice of racial and identity profiling or bias-based policing can compromise overall safety and public trust. Participants will learn how stereotyping can lead to racial and identity profiling or bias-based policing practices prohibited by law. The course is also relevant for supervisors responsible for making strategic decisions when leading shift operations and supervising personnel.

Participants may have a wide range of experiences and preconceived attitudes, which may include strong opinions and/or frustration with the service of their communities. Participants should understand their obligations under the law regarding racial and identity profiling, including that biased behavior is a statutorily defined category of serious misconduct, and how preconceived attitudes could affect their decision making. The combination of front-line personnel and supervisor involvement can be instrumental in the learning process and may facilitate social and organizational change.

Class size is restricted to a maximum of 30 participants per class. Facilitators should strongly encourage active participation through facilitated discussions and scenario-based activities.

Facilitators should encourage participants to attend classes within the communities they serve for several key benefits. By learning in the same area where they work, participants gain direct exposure to local resources, organizations, and services, enhancing their awareness and ability to collaborate effectively. This approach also fosters networking opportunities, enabling participants to build connections with community leaders and members who can support their roles. Additionally, this localized training can increase participants' sensitivity to community-specific issues, building a stronger foundation of trust and understanding between the agency and the community.

Facilitator Selection

It is important to select facilitators carefully for this course. Facilitators must be knowledgeable, sensitive, and committed to the subject matter. They must be adept in facilitation, able to

present information in an interesting and meaningful manner, and able to manage time. Facilitators must also be able to teach cooperatively with law enforcement professionals and community stakeholders, including but not limited to, faith-based leaders, victim advocates, non-profit organizations, educational institutions, civil rights organizations, and community coalitions. Facilitators should ensure that any involved community stakeholders participating in the training are aligned with the priorities set forth in these guidelines.

POST recommends that the presentation of this course include, at a minimum:

- One facilitator from law enforcement who is knowledgeable in law enforcement policies, procedures, and protocols for principled policing, including but not limited to procedural justice, implicit and explicit bias, cultural awareness, and is familiar with laws applicable to racial and identity profiling statutes.
- One community stakeholder with a thorough knowledge and understanding of community resources and applicable statutes. Familiarity with principled policing, including but not limited to procedural justice, implicit and explicit bias, and cultural awareness will greatly enhance the participant's experience, as well as an understanding of challenges and/or concerns that law enforcement faces when dealing with diverse communities¹. Facilitators are encouraged to meet with potential community stakeholders prior to the course to determine suitability and good standing.
- Facilitators must have attended a facilitator course that complies with California Code of Regulations, Title 11, Division 2, section 1082. The facilitator course shall have the following minimum content requirements :
 1. Modeling of Core Course
 2. Facilitation Skills
 3. Racial Profiling Defined
 4. Legal Considerations
 5. History of Civil Rights
 6. Community Considerations
 7. Facilitator Guide Orientation
 8. "Teach Back" Sessions

In instances where facilitators are not from the region, they are encouraged to collaborate and team-teach with qualified facilitators. Local training helps law enforcement understand local culture and the relationship their agency has with the communities in which they serve.

¹ MOT and POST will consider using facilitators from diverse backgrounds and organizations like those originally named as members of the curriculum development panel." The law mandating the training named several organizations who participated in the original development of the curriculum: "(1) State Conference of the NAACP (2) Brotherhood Crusade. (3) Mexican American Legal Defense and Education Fund. (4) The League of United Latin American Citizens. (5) American Civil Liberties Union. (6) Anti-Defamation League. (7) California NOW. (8) Asian Pacific Bar of California. (9) The Urban League." Former Cal. Pen. Code, § 13519.4, subd. (f), (1)-(9), as amended by Statutes 2011, chapter 854, section 63.

Ensuring locality will further assist in understanding the challenges and/or concerns law enforcement encounters when responding to the needs and expectations of their community. Localized training promotes systemic changes through collaborative problem-solving.

Due to the complex issues that are discussed in this curriculum, POST will only approve course certification requests that include instructor resumes reflecting recent and specific training or experience in this area. Facilitators must also understand and apply principles of adult learning concepts.

Collaboration between the law enforcement professional(s) and external service agency prior to the facilitation of the course is essential to meet the desired outcomes of the course that are balanced and demonstrates a committed partnership of problem solving and empathy between the law enforcement profession and the community.

It is recommended that the instructional team meet and discuss the method of delivery prior to facilitating the course. This collaborative planning session will ensure that all trainers are aligned in their approach, clarify any roles and responsibilities, and allow for a consistent and cohesive training experience. The team should review the course content, decide on the most effective teaching strategies (e.g., lecture, discussion, scenarios , case studies), and tailor the delivery to meet the needs of the participants. Additionally, this meeting will provide an opportunity to address any potential challenges and ensure that the training environment promotes open dialogue and engagement.

Facilitator Preparation

Review of the Lesson Plan

- Review the expanded course outline, activities, and learning objectives.
- Review the instructor supporting materials in the Facilitator Course Guidelines.
- Review Government Code section 12525.5, PC sections 13012 and 13519.4, and 11 Cal. Code. Regs. sections 999.224–999.229.
- View the POST Scenario videos and Program Guide (2024).
- Review and implement the lesson plan provided by the MOT T4T Facilitators Guide.
- Review the MOT T4T Resource Guide.
- Identify videos and training materials to incorporate.

Localize the Training

- Be prepared to address challenges and/or concerns with resources and systems.
- Use personal experiences and/or examples from the local jurisdiction.
- Identify and be prepared to address local or regional issues regarding calls for service.
- Provide participants with local resources.

-
- Review local or regional RIPA data: Use data to demonstrate that racial and identity profiling may be occurring and is unlawful.
 - Develop a robust plan for engaging individuals and community-based organizations from the communities most impacted, as evidenced by the annual RIPA report data.

Meet with the Instructional Team

- Assign training responsibilities for each lesson.
- Prepare handouts of local resources (facilitators to develop).
- Prepare for scenario-based activities.
- Identify potential community stakeholders.

Facility Arrangements

- Select a room large enough to accommodate classroom activities.
- Avoid regular classroom seating arrangements, where possible. Instead, seat participants in small groups of five to six people per table or arrange tables in a horseshoe shape.
- The maximum number of participants should be 30. Arrive 30 to 60 minutes prior to training start time to greet and build rapport with participants.

Equipment and Supplies

- Sufficient copies of participant handouts.
- Scenario-based activities (i.e., training videos)

Facilitator Development

For facilitators who wish to enhance their facilitation skills, there are four self-paced courses available on the POST Learning Portal. Each course is certified for CPT credit:

- Learner's First – Course Number 9181-25501-24
- Best Practices of Good Training Course Number 9181-25504-24
- Student Learning Outcomes - Course Number 9181-25503-24
- Target Your Teaching - Course Number 9181-25502-24

Facilitator Challenges

Setting the Tone

Facilitators should explain that the goal of this course is to help participants better understand their legal obligations so they can perform their role as a law enforcement professional. Facilitation must challenge the beliefs, biases, and perceptions participants may have of protected classes covered by state and federal law.

Facilitators should establish ground rules such as:

- Avoid the use of stigmatizing labels.
- Use “I” statements and inclusive language during discussions.
- Encourage participation.
- Keep comments and questions relevant to the discussion topic.
- Understand that California law prohibits the consideration of, or reliance on, race and identity in deciding to stop a person or in determining the actions taken following a stop is a critical element of this training. Specifically, under California law, race and identity cannot be factors in decisions related to police stops, searches, or other law enforcement actions, except in the case where a shared suspect description includes race as one of the identifying characteristics. This legal standard aims to prevent racial and identity profiling, ensuring that law enforcement practices are based on lawful, non-discriminatory criteria and focused on public safety, rather than on inherent biases.
- Recognize the stated prohibition and understand its implications for law enforcement professionals’ decision-making and interactions with the public.

Facilitators should ask participants to sit with someone they do not know and, if possible, mix participants to include junior and senior law enforcement professionals and line and supervisory personnel. This will stimulate new ideas and exchange of information and may promote positive thinking.

Facilitators and participants should be prepared to challenge the culture in law enforcement and have a healthy discourse about how bias can affect behavior. When introducing the topic of racial and identity profiling, facilitators should challenge the perspectives on racial and identity profiling for participants who say they have never seen racial and identity profiling.

Time Management

Due to the limited time to teach this course, managing the necessary discussions and completing the lessons within the designated timeframes may be difficult, but is essential. For example, in discussing pretextual stops, facilitators should discuss the legal parameters for such stops, focusing primarily on the limits of pretextual stops.

Develop a plan for pacing the learning activities. Allow time for discussion, but do not permit the discussions to dwell on peripheral matters. Should this occur, redirect the discussion back to the course purpose and objectives.

It is important to give participants breaks. Try to schedule regular breaks; ask participants to adhere to the time limits and return promptly to the classroom. A common practice is to provide a ten-minute break every 60 to 70 minutes.

Delivery Method

This course is designed to engage participants in the learning process. Some lessons will require lectures as the primary teaching method while others will draw on the expertise and knowledge of the participants in the class.

Class Activities

The activities utilize large group participation and are designed to encourage discussion, share information and expertise, and stimulate problem-solving.

Facilitated Discussion

Facilitators will lead a collaborative exchange of information. Participants will share their knowledge and experience with the class while the facilitators add information unknown to the participants.

Facilitator Presentation

The lecture is used to instruct participants on technical information. Facilitators must teach the course at an advanced professional level. Knowing the audience and engaging participant experiences is also important to facilitate the learning environment.

Handouts

Facilitators should decide whether to pass out handouts at the beginning of the day or distribute them during the course at appropriate times.

Facilitators should include a variety of pamphlets, brochures, and other informational materials that can enhance the learning experience and provide participants with valuable resources related to racial and identity profiling. These materials can help reinforce key concepts, provide additional reading, and offer practical tools for law enforcement professionals .

Here are some specific examples of materials that may be beneficial to include, but are not mandatory:

1. Racial and Identity Profiling Act (RIPA) Overview

A brochure or one-pager summarizing the key provisions of AB 953 (2015-2016) (Racial and Identity Profiling Act), including the legal requirements, data collection, and reporting obligations for law enforcement agencies. This can serve as a reference document for officers to understand their responsibilities under the law.

2. Implicit Bias Resources

A pamphlet explaining implicit bias, how it affects decision-making, and strategies to mitigate its impact. This could include links to online implicit bias tests or exercises, such as the Implicit Association Test (IAT) offered by Project Implicit, which helps individuals identify hidden biases.

3. A guide on how to reduce implicit bias in policing, offering practical suggestions like

structured decision-making processes, mindfulness techniques, and techniques to self-reflect during encounters.

4. Community Policing and Trust-Building Tips

A brochure or handout outlining strategies for building stronger, trust-based relationships with diverse communities. It can include best practices for community policing, tips on cultural competency, and resources on how to engage with historically marginalized groups effectively.

5. Case studies from other law enforcement agencies that have successfully implemented community engagement initiatives to combat racial profiling and build public trust.

Legal and Ethical Guidelines for Law Enforcement

6. A handout summarizing legal principles around profiling, including PC section 13519.4 (which addresses racial and identity profiling) and other constitutional guidelines for law enforcement.
7. An FAQ document answering common legal questions about profiling, use of force, and officers' duties under the law, focusing on protecting both officers' rights and community rights.

Resources for Mental Health and Wellness

8. A pamphlet providing information on mental health resources available to participants who may be struggling with the emotional or psychological impact of their work, especially related to stress and handling sensitive situations. This could include contact information for counseling services, peer support networks, or stress-reduction programs.
9. Reporting and Accountability Mechanisms A brochure explaining how officers can report instances of racial profiling within their department, along with information on the internal accountability process, and oversight bodies, and external organizations that track and review profiling complaints.

Cultural Competency and Bias Training Materials

10. A handout or workbook with exercises that help participants better understand cultural differences and how these can impact their interactions with various communities. This may include cultural competence self-assessments, key questions for reflective practice, and information on different cultural norms and values.

Scenarios for Reflection and Discussion

11. A set of scenario-based cards or discussion prompts for group work that challenge participants to reflect on how implicit biases or profiling might influence their actions in various law enforcement contexts. These scenarios can be based on real-world situations, offering a chance for participants to practice decision-making in a controlled, reflective environment.

Training Videos

Video segments should be selected to highlight learning points or to support lesson activities. Facilitators should recap the main learning points at the end of the segment.

Appendix I

Resources

The POST resources are provided as a courtesy and are not intended to be comprehensive. The facilitators can develop their own handouts for the course, but they must include information provided by the following:

- [*Senate Bill 1102*](#) (199-2000)
- [*Assembly Bill 953*](#) (2015-2016) <https://leginfo.legislature.ca.gov/>
- [*2024 Best Practices and Recommendations – RIPA Annual Report*](#)
- California Penal Code Section [*13519.4 \(h\)*](#)
- POST Learning Domain 3: [*Principled Policing in the Community*](#)
- POST Learning Domain 42: [*Cultural Diversity/Discrimination*](#)



Commission on Peace Officer Standards and Training

860 Stillwater Road
West Sacramento, CA 95605-1603
www.post.ca.gov

Date: September 23, 2025

Bulletin: No. 2025-37

Subject: **RIPA Course Guidelines Approved by POST Commission**

The POST Commission approved the [Racial and Identity Profiling Course Guidelines](#) (pdf) on September 9, 2025. The guidelines set minimum standards for a four-hour course addressing legal prohibitions on racial and identity profiling (Penal Code section 13519.4(h)), Assembly Bill 953 (2015–2016), and related training objectives for California law enforcement.

The guidelines (with appendices) are available on the [POST Website](#).

Questions regarding this guideline may be directed to [Mark Nagel](#), Law Enforcement Consultant with the Management Counseling and Projects Bureau, at [\(916\) 809-1735](tel:9168091735).

MANUEL ALVAREZ, JR.
Executive Director

MA:mn

Background Materials

Excerpts and links to Guidelines-related discussions and/or recommendations in 2023-2026 RIPA Reports

The Racial and Identity Profiling Act (AB 953, 2015) requires the POST Commission to develop and maintain guidelines and training for California peace officers related to racial, identity, and cultural differences, with an emphasis on understanding and respecting such differences and developing non-combative policing methods of carrying out law enforcement duties in a diverse racial, identity, and cultural environment. (Penal Code §13519.4).

Below are excerpts and links to the sections of the 2023-2026 RIPA Reports that discuss these guidelines.

Excerpt from [RIPA 2023 Report](#)

Recommendation:

- Publish any guidelines for racial and identity profiling related courses on the POST website, and if there are no current guidelines, then POST should undertake this process. **pg. 211**

Excerpts from [RIPA 2024 Report](#)

The Commission on Peace Officer Standards and Training (POST) plays an important role in developing and updating guidelines and law enforcement training for all peace officers in California. For training aimed at ending racial profiling specifically, RIPA establishes “[t]he course or courses of instruction and the guidelines shall stress understanding and respect for racial, identity, and cultural differences, and development of effective, non-combative methods of carrying out law enforcement duties in a diverse racial, identity, and cultural environment. **pg. 204**

The recommendations supported by POST include:

- Publish any guidelines for racial and identity profiling-related courses on the POST website, and if there are no guidelines, undertake this process. **pg 205**

C. Board Recommendations for POST Protocols and Procedure for Course Development and Updates

1. Adopt Protocols and Publish Separate Training Guidelines Independent of the Curriculum

Penal Code section 13519.4, subdivision (a) requires POST to “develop and disseminate guidelines and training for all peace officers . . . on the racial and cultural differences among the residents of this state” (emphasis added). For the learning domains that the Board has reviewed, including LD 3 Principled Policing in the Community and LD 42 Cultural Diversity/Discrimination, POST publishes the guidelines within the curricula, and believes this meets the Penal Code requirements. In the 2023 RIPA Report, the Board recommended

that POST publish specific guidelines for racial and identity profiling-related courses on the POST website, apart from publication in the curricula.

By way of background, POST uses guidelines as an external facing document, to explain to local agencies the requirements under the law and aid the agencies in developing their own agency-specific policies and training while ensuring that they comply with the law. For example, POST defines their Hate Crimes guidelines as “the primary elements that law enforcement executives are now required to incorporate into their hate crimes policy.” The Hate Crimes guidelines include minimum legal requirements for an agency’s hate crimes policy, a model policy framework, a checklist for the agency’s policy creation, and an appendix of relevant laws. Similarly, POST published Use of Force guidelines in 2021, which require law enforcement agencies to maintain a policy that includes minimum standards for the application of deadly force, alternatives to the use of force, and intervention and reporting requirements. The guidelines incorporate best practices and are intended to support the development of effective training, agency policies and internal accountability measures.

At the August 2023 POST Subcommittee meeting, Executive Director Alvarez stated that POST intended to adopt the Board’s recommendation to develop racial and identity profiling guidelines and solicit the Board’s participation throughout this process. Director Alvarez explained that once POST hired staff for the process, it would commence developing the guidelines. The Board looks forward to working closely with POST to develop these guidelines.

In the context of training related to racial and identity profiling, separate guidelines would provide notice to California’s law enforcement agencies of the reasons behind specific trainings and curricula, the requirements under the law, and the expected outcomes of bias-free policing required by law. Comprehensive guidelines that can inform all of the POST trainings concerning racial and identity profiling would make these trainings consistent and comprehensive.

In general, the Board maintains that effective guidelines for a racial and identity training program must include a combination of the legal requirements; bias and cultural awareness; actual profiling incident scenarios; a discussion of relevant stop data; measures of course effectiveness; community input; personal and peer accountability in the field; a clear reporting process; and an overview of the potential consequences of engaging in profiling behavior.

The guidelines should emphasize that effective racial and identity profiling policies can increase safety for officers and communities. In addition, the guidelines must clearly reflect the relevant legal standards prohibiting profiling as defined by California law, rather than broader federal standards. California law differs significantly, and Penal Code section 13519.4, subdivision (e), prohibits racial and identity profiling, which is defined as “the consideration of, or reliance on, to any degree, actual or perceived race, color, ethnicity,

national origin, age, religion, gender identity or expression, sexual orientation, or mental or physical disability in deciding which persons to subject to a stop or in deciding upon the scope or substance of law enforcement activities following a stop, except that an officer may consider or rely on characteristics listed in a specific suspect description.

In addition, the Board's past reports have highlighted some of the topics for the guidelines, including:

- A discussion of the prohibition against relying upon stereotypes and profiling in policing and the recommendation to incorporate RIPA data and other studies to demonstrate the outcomes and impact of such profiling.
- A history as required by the Penal Code: "[t]he history and role of the civil and human rights movement and struggles and their impact on law enforcement.
- General expectations of officers (individual responsibility) and of the profession (collective responsibility).
- Real-life scenarios and incidents and examples of racial and identity profiling and discussion of what officers could have done differently (behavior modification and intervention strategies).
- Consequences of racial and identity profiling.
- Using the RIPA data to identify trends and patterns that may indicate racial and identity profiling at the agency or individual officer level and working to reform policies and practices to prevent profiling.
- How agencies can ensure data accuracy and integrity.
- Recommendations around effective policing strategies to reduce racial and identity profiling.
- Recommendations around partnering with academics and advocacy groups to work together toward reducing racial and identity profiling.
- Guidelines around best practices with respect to civilian complaints that have been addressed by the Board in past Reports. Finally, POST can also refer to the comments Board members provided to POST and the Museum of Tolerance for its Train the Trainer update.

The Board looks forward to collaborating closely with POST to develop a comprehensive set of topics and material for the guidelines. **pgs. 208-209**

Excerpts from [RIPA Report 2025](#)

RIPA data should inform and strengthen the training that is designed to eliminate racial and identity profiling in California. Pursuing more data-driven training can also lead to enhanced officer and civilian safety in the field. To that end, in the 2024 Report, the Board recommended improvements to training and guidelines. **pg 118**

The Board recommended that POST adopt protocols and publish separate guidelines on racial and identity profiling-related courses, apart from publication in Basic Training curriculum. The status is in progress.

POST responded to the Board's recommendation in its California Commission on Peace Officer Standards and Training Report on RIPA Board 2024 Annual Report. The report stated that POST convened two workshops in May and October 2024 with subject matter experts to develop guidelines for one racial and identity profiling course. However, as discussed in this Report, the POST materials used in the workshop may not apply to all trainings or provide policy recommendations to agencies. The scope of the guidelines is still under advisement. **pg 119**

III. POST'S Development of its Racial and Identity Profiling Guidelines

In August 2023, POST agreed to develop racial and identity profiling guidelines as a standalone document and included Board members in their development. Previously, the Board understood that Penal Code section 13519.4's mandatory guidelines were dispersed throughout POST's training curricula. The Board anticipated that clear, independent profiling guidelines would create uniformity across training and policy with respect to legal standards and effectiveness, whether for recruits, seasoned officers, supervisors, or command staff. The Board recommended that POST use as a model its Use of Force Guidelines, which "are intended to assist with the implementation of the practical requirements of" minimum standards and "support the development of effective training."

POST invited RIPA Board members to participate in the guideline development workshops. In May and October 2024, POST convened subject matter experts for two workshops to develop the guidelines. POST presented the draft guidelines as having two parts: (1) instructor guidelines, and (2) an optional course curriculum. The instructor guidelines provide recommendations for instructor preparation for the course, including "setting the tone," "time management," and "instructor challenges." After the information for instructors, the guidelines would have a course curriculum. POST used the POST-certified MOT Racial and Identity Profiling course curriculum for trainers — Racial Profiling: Issues and Impact — as the foundational curriculum for the guidelines. This MOT curriculum was updated in 2022, after 20 years, with the input of several Board members as subject matter experts. However, the RIPA Board was not provided an opportunity to review the final curriculum before its implementation and has numerous recommendations for improvement.

At the second workshop in October, POST informed the subject matter experts and the California Department of Justice (Cal. DOJ) that the racial and identity profiling guidelines would only serve as a template 5-hour optional course for advanced officer training that agencies could adopt. Prior to the October workshop, the Board had understood that the guidelines would apply to all POST-certified racial and identity profiling courses, including the mandatory basic training and refresher courses. Board members understood that POST

interpreted the term “guidelines” found in Penal Code section 13519.4 and other similar statutes requiring training and guidelines (e.g., Penal Code section 13519.10 “Use of force”; Penal Code section 13519.6 “Hate Crimes”) as a tool to assist law enforcement agencies with the development of policies. POST explained that the guidelines it is developing are instructor guidelines with a course curriculum for law enforcement agencies to teach an optional course.

While the Board agrees that it is imperative that the guidelines aid law enforcement training, Penal Code section 13519.4 instructs POST to “develop and disseminate” both “guidelines” and “trainings for all peace officers in California.” As that subdivision makes clear, the “course of instruction and the guidelines shall stress understanding and respect for racial, identity, and cultural differences, and development of effective, noncombative methods of carrying out law enforcement duties,” including the duty to abstain from racial and identity profiling set forth in section 13519.4, subdivision (f). Given section 13519.4’s treatment and POST’s interpretation of “guidelines” and “training” as two distinct terms, the Board believes the guidelines should serve as more than just an optional training tool. Indeed, anything short of a tool that aids law enforcement agencies with the development of mandatory policies and trainings regarding a peace officer’s duty to abstain from racial and identity profiling falls short of the mandate in section 13519.4. The sections below discuss in greater detail the training requirements outlined in section 13519.4, as well as the process for POST’s development of racial and identity profiling guidelines. POST anticipates completing the guidelines by early 2025. **pg 120**

- A. RIPA Requirements Regarding POST Trainings and Guidelines RIPA requires POST to develop and disseminate guidelines and mandatory training for all peace officers to address racial and identity profiling. RIPA specifies that POST courses and its guidelines on profiling must “stress understanding and respect for racial, identity, and cultural differences,” and the training must “prescribe evidence-based patterns, practices, and protocols that prevent racial or identity profiling.” RIPA also mandates the Board to “analyze law enforcement training” proscribed by the statute. In developing the courses, POST must consult with the RIPA Board and community groups and individuals with “an interest and expertise in the field of racial, identity, and cultural awareness and diversity.”
- B. Penal Code section 13519.4, subdivision (h), lists the following necessary subjects for curricula instruction:
 - 1. Identification of key indices and perspectives that make up racial, identity, and cultural differences among residents in a local community;
 - 2. Negative impact of intentional and implicit biases, prejudices, and stereotyping on effective law enforcement, including examination of how historical perceptions of discriminatory enforcement practices have harmed police-community relations and contributed to injury, death, disparities in arrest detention and incarceration rights, and wrongful convictions;
 - 3. The history and role of the civil and human rights movement and struggles and their impact on law enforcement;

4. Specific obligations of peace officers in preventing, reporting, and responding to discriminatory or biased practices by fellow peace officers;
5. Perspectives of diverse, local constituency groups and experts on racial, identity, and cultural and police-community relations issues in a local area;
6. The prohibition against racial or identity profiling in subdivision (f). The law also requires POST to create refresher courses on racial and identity profiling and cultural awareness for in-service officers. Officers must take these courses, at minimum, of every five years. There are no statutory guidelines for the refresher courses, nor does POST provide them. The POST-certified refresher courses offered by agencies differ significantly in content. For example, the Sacramento Police Department refresher course walks officers through racial profiling hypotheticals to practice applying the law and provides instruction on how the brain forms association, including the Black crime association as an example of implicit bias. In contrast, the S.F. Bay Area Rapid Transit (BART) District Police Department refresher course curriculum is scant. There are no hypotheticals or discussions on implicit bias, nor is there a description of the negative impacts and effects of racial profiling on individual citizens or the community. **pg 121**

C. POST Current Standards for Racial and Identity Profiling

Before an officer can exercise powers as a peace officer, they must complete the Regular Basic Course academy training. Forty-two POST-certified academies across California present this entry-level training. Mandatory, regular basic course training consists of 664 hours of training, spread across 42 course subjects, called Learning Domains (LD). After basic course training, newly assigned peace officers complete a field training program with the agency that will employ them to transition from a classroom setting to real-world, hands-on experience. During this time, academy graduates serve as peace officers, including acting with the authority granted to them under the law, while under the supervision of a Field Training Officer (FTO). This field training program lasts for a minimum of 10 weeks or 400 hours. POST regulations and guidelines dictate training content and the framework for the LDs. POST has 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. Neither LD 3 nor LD 42 are formally evaluated in the POST constructed comprehensive tests at the conclusion of regular basic course training.

The Legislature tasked POST with developing “courses of instruction and [] guidelines” to ensure law enforcement agencies comply with California and federal law and trainings meet the required learning objectives. Effective standards and guidelines provide policy directives, support the development of internal accountability measures, obtain measurable improvements in law enforcement and community relations, and are consistent with adult learning principles. One example is the 2021 Use of Force Standards and Guidelines POST developed, which advises law enforcement agencies on maintaining a policy that includes minimum standards for the application of deadly force, alternatives to the use of force, and requirements for intervention, reporting, and

training. Based on this example, the racial and identity profiling standards and guidelines POST develops should provide selection and training standards to ensure agencies comply with California's prohibition against racial and identity profiling and facilitate agency-specific policies and training to address and reduce disparities in profiling. **pg**

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Racial and Identity Profiling Guidelines' Goals

The development of guidelines on racial and identity profiling is critical to officer compliance with RIPA. More generally, such guidelines are essential to supporting and safeguarding officers' ability to perform their duties within the context of a constantly shifting legal and cultural landscape. Guidelines inform officers of the relevant state and federal legal standards for practices like hate crimes, use of force, and racial and identity profiling. One example of relevant legal standards officers must know is that California law provides more protection than federal law by prohibiting "the consideration of, or reliance on, to any degree," protected characteristics like race, identity, or gender in any decision made regarding a stop or actions taken during the stop. Therefore, for policy and training guidelines on racial profiling to comply with RIPA, they must reflect California's legal standard prohibiting racial and identity profiling and offer guidance on complying with the law. RIPA also requires that the training acknowledge the harm caused by profiling to individuals, communities, and police-community relations. Providing law enforcement agencies with effective guidelines on these topics can promote officer safety, improve morale, and prevent officer misconduct and behavior that can lead to suspension, decertification, or costly litigation, especially at a time when law enforcement agencies are struggling to recruit and retain good people to serve in these positions. In 2021, California enacted Senate Bill No. 2, the Kenneth Ross Jr. Police Decertification Act of 2021 (SB 2), which allows for the decertification of officers for serious misconduct, including demonstrating bias against an individual based on their perceived membership in a protected class or group, such as race or identity.³⁶⁹ Therefore, as of 2021, the consequences to officers who engage in racial and identity profiling not only include personal accountability (including financial and reputational harm), citizen complaints, discipline, or job loss, but now also include decertification under SB 2. The failure to comply with laws that prevent bias and uphold officer accountability undermines police-community relations by breaching community trust and incentivizing bias-based policing at the expense of evidence-based policing. Deteriorating police-community relations not only have consequences for effective policing in the field but also may impact the reputation of law enforcement within those communities. **pg 123**

Guidelines Development Workshop

POST convened its first workshop on May 14-16, 2024, at the MOT. A group of subject matter experts and academy instructors, including three RIPA Board members, were selected to participate. POST also included representatives from the LGBTQ+ community, community organizations, law enforcement agencies, course instructors, POST, the Cal. DOJ, and families impacted by police violence.

During the workshop, the group discussed guidelines as containing two parts: (1) instructor guidelines, and (2) an optional course curriculum. As POST would later clarify, the guidelines presented could be used by agencies to develop and offer a 5-hour optional course for advanced officer training on racial and identity profiling. Participants at the May workshop reviewed the five-hour MOT Racial Profiling: Issues and Impact course outline and discussed its compliance with RIPA.

Table 4. Hourly Distribution for a Model 5-Hour Course

Section 1: Why are We Here?

Section 2: Legal Considerations

Section 3: History of Policing

Section 4: Community Considerations

Participants spent the first day of the May workshop touring the MOT exhibits on the Holocaust; unfortunately, they did not receive a tour of the portion of the museum dedicated to training law enforcement. The next two days of the POST guidelines workshop consisted of a critical review of the MOT course outline and materials; however, participants were told they could only offer revisions to the draft instructor guidelines, but not the course curriculum. In June, POST provided workshop participants with an online, shared working document to provide comments on the draft materials discussed in the May workshop. Individual Board members who participated in the workshop and the full RIPA Board provided feedback reflecting many of the concerns about training relayed in prior reports. The second workshop was hosted at POST Headquarters in Sacramento on October 8-9, 2024. Four RIPA Board members attended, along with the same group of subject matter experts and academy instructors from the first workshop. At the October workshop, POST facilitators told participants for the first time that the guidelines being developed would not set standards for any existing racial and identity profiling policies or courses. As noted above, these materials would only serve to provide instructor guidelines and a template curriculum for optional advanced officer training. The scope of the guidelines, however, is still under advisement.

During the workshop, participants reviewed materials provided by POST, and RIPA Board members voiced their concerns about the lack of references to California law in the legal standards portion of the guidelines and curriculum and the optional requirements for community stakeholder engagement. Specific edits addressing these suggestions, however, were not incorporated during the workshop. By and large, participants offered edits for the non-substantive portions of the materials, such as the curriculum description and various aspects of instructor preparation for the course, including “setting the tone,” “time management,” and “instructor challenges.” Despite these concerns, Board members engaged in a productive dialogue with the other subject matter experts about the goals of RIPA and law enforcement policies and training.

The result of the workshops was a draft document that included input from a diverse group of stakeholders and encouraged outreach by law enforcement agencies to the communities

they serve. However, the materials POST proposes as guidelines should also serve as a “course of instruction,” “stress” the “development of effective, noncombative methods of carrying out law enforcement duties,” and include Penal Code section 13519.4, subdivision (f)’s prohibition against racial and identity profiling. Guidelines that effectively and adequately capture the directives in section 13519.4 signal a firm commitment to eradicating racial and identity profiling to law enforcement, as well as promoting public safety and problem-solving methods centered on evidence-based policing. The Board looks forward to continuing working with POST to develop guidelines and trainings consistent with section 13519.4.

RIPA Board Members’ Feedback on the Workshop Process and Materials

With the workshops concluded, the Board has three primary concerns that it wishes to continue to work with POST to address in the guidelines: (1) specific tools and strategies for evidence-based policing, instead of tools and strategies that give rise to bias-based policing; (2) tools for local agencies to gain “perspectives of diverse, local constituency groups and experts on particular racial, identity, and cultural and police-community relations issues in a local area;” and (3) the development and dissemination of “guidelines” and “trainings” that clearly lay out a peace officer’s duties, including California law’s prohibition against racial and identity profiling.

POST is developing guidelines with materials that emphasize “critical thinking skills in the areas of diversity, ethics, and values,” but do not provide much information on anti-bias research and tools to mitigate potential bias. The curriculum’s instruction on race is outdated, and Board members recommend the underlying research and instruction materials be reviewed by academics working in the field of race and ethnic studies. For example, the topic of race is introduced by discussing the “Origins of Race” and depicts five different skull sizes as a reference for how racial classifications began. However, the accompanying curriculum does not discuss the power dynamics and historic abuse of these racial classifications to engage in population control. Moreover, because the current draft of the guidelines lacks instruction on specific actionable tools and strategies to reduce bias, officers are left without training that can effectively prevent behavior and errors that could result in misconduct, undermine officer and civilian safety, or expose officers to civil liability and potential decertification under SB 2. Therefore, the Board recommends that POST redirect the focus of this course away from cultural sensitivity and toward a clear articulation of the law’s requirements and officer accountability. This recommendation mirrors recommendations in prior Board reports.

Another area of concern with the guidelines is that they do not require local community engagement by law enforcement agencies. Instead, the draft guidelines only encourage instructors to collaborate with community members such as academics, crime victims, and civil rights groups. To manage the course’s length, the guidelines grant flexibility to instructors to adjust the course curriculum to the agency’s needs; however, this flexibility can be double-edged, allowing for less conformity to the established curriculum. To ensure

stakeholders are consulted, the Board recommends that POST require community engagement practices, per Penal Code section 13519.4, subdivision (h)(5).

Finally, the Board recommends POST create guidelines that go beyond a single training and apply to all existing and future racial and identity profiling courses to ensure law enforcement professionals are trained consistently with proper legal instruction and the latest research, law, and RIPA data.

At the workshops, POST informed the Board that POST legal staff have yet to review MOT's trainings or, by extension, the legal standards within those trainings. The Board understands that POST stated that their legal staff is not included in the development of course materials unless a concern is flagged for their review.

Given that the trainings and guidelines materials reflect outdated legal standards and must be developed in accordance with section 13519.4, the Board believes it is prudent that POST legal staff review the legal standards in the trainings and guidelines before certification. POST legal staff should also review any materials and guidelines promulgated for compliance with the Legislature's intent in section 13519.4.

Conclusions on Guidelines

Given the concerns above, the RIPA Board will continue to review any updated draft guidelines before the guidelines' anticipated publication in early 2025. The Board encourages POST to incorporate best practices from other training models described herein. POST-certified trainings and guidelines contrast with alternative law enforcement training models. One such alternative model is the Fair and Impartial Policing (FIP) training program, which focuses exclusively on policing and is grounded in the latest evidence-based research on implicit bias and procedural justice. Like some of the other trainings outlined below in the section on "Emerging Research on Anti-Bias Training," FIP includes specific skills to "neutralize the effect of implicit biases." Researchers working on implicit bias training noted this difference between FIP and MOT Tools for Tolerance: "[W]hereas FIP offers participants a number of actionable strategies for reducing and managing implicit bias (i.e., increasing positive contacts with counter-stereotypical group members, conducting self-checks, reducing ambiguity), it is unclear whether Tools for Tolerance educates participants about such tactics." Put differently, awareness is not enough for officers to act differently. When it comes to police training, certifying the content may not sufficiently meet the task of improving diversity and racial sensitivity in law enforcement or eliminating profiling. In the 2026 Report, the Board will present its review of the final guidelines. **pgs 124-126**

Excerpts from RIPA 2026 Report

III. POST Workshops

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

In August 2023, POST agreed to the RIPA Board's recommendation to develop racial and identity profiling guidelines for all POST trainings related to AB 953. Such guidelines are required by statute, and, importantly, are an opportunity to align all law enforcement training and policy to more effectively tackle barriers to eliminating racial and identity profiling by individual officers and law enforcement agencies. In May and October 2024, POST invited Board members and subject matter experts (SMEs) to attend its "AB 953 Workshop" designed to assist POST with creating these guidelines. Board members attended both workshops. In early September 2025, POST confirmed the revisions had been completed and, on September 9, 2025, the proposed Guidelines were presented during the "Consent Agenda" portion of the POST Commission Meeting. POST reported that since no feedback or comment was provided on the proposed Guidelines, it published the Guidelines on its website and issued a related Bulletin to the field on September 23, 2025.⁶⁰³ The Board looks forward to reviewing the final version of POST's Guidelines on Racial and Identity Profiling and POST's implementation plan in the 2027 RIPA Report, to ensure that the Guidelines apply broadly to all racial and identity profiling courses, as the Board previously recommended. **pg 176**

1. Consistent with Prior Reports, the Board is Concerned POST and LEAs Do Not Measure the Effectiveness of Existing Trainings

Despite updated training on racial and identity profiling offered through POST, and trainings offered through 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 (2018-2025), RIPA data show that individuals perceived as Black, as Hispanic/Latine(x), as having a disability, or as transgender are consistently treated in disparate ways.

The racial and identity profiling 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. Researchers recommend a combination of repeated anti-bias trainings and a shift in organizational policies towards fair and impartial policing for sustained changes in officer behavior and field outcomes.

Anti-bias interventions should therefore be woven into the culture and policies of police departments. 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. 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. Addressing these issues could better align with the established research advanced by the Board in prior reports,⁶⁰⁹ and could enhance the effectiveness of the training officers receive. POST's Guidelines on Racial and Identity Profiling can contribute to impartial and effective policing by helping to standardize trainings across California law enforcement

agencies and rooting those trainings in research-based pedagogy. POST has published Guidelines on Racial and Identity Profiling and indicated that it intends for these guidelines to be applied across all courses and learning domains. While this will help to standardize training relating to racial and identity profiling, the Board remains concerned that the trainings will focus too heavily on cultural sensitivity and the absence of mechanism to evaluate the effectiveness of POST's training will make it difficult to assess where modifications in the content or modality of trainings may be needed. **pgs. 176-177**

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 impact the effectiveness of training.

Examples of structural conditions include lack of accountability mechanisms; promotion and reward structures; inadequate data collection; limited community oversight; and short-term or one-off training models.

Examples of cultural conditions include an “us vs. them” mentality and workplace culture; resistance to acknowledging systemic racism; peer pressure and group allegiance; leadership tone and example; and the normalization of racialized policing.

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.

Still, the Board believes that POST can provide law enforcement agencies a framework for enhancing training and policies aimed at reducing racial and identity profiling. For instance, POST guidance could encourage law enforcement agencies to: 1) engage in more rigorous trainer selection and vetting so that facilitators have cultural competency, subject matter expertise, and credibility with newly assigned officers; 2) ensure instructors are trained in adult learning theory and capable of facilitating dialogue on race, identity, and trauma-informed approaches; 3) evaluate facilitators through anonymous participant feedback and periodic peer observation; 4) normalize accountability by establishing clear expectations for behavior aligned with racial and identity profiling trainings and by communicating consequences for violations; 5) change narratives by incorporating stories of successful community policing and ethical decision-making into training and communications; 6) remove incentives for aggressive policing that correlate with profiling, such as formal or informal arrest or citation quotas, and institutionalize protections for whistleblowers; 7) make performance data (e.g. racial and identity disparities in stops) part of performance reviews; 8) provide mentorship and coaching by pairing newly assigned officers with senior officers who demonstrate equitable policing practices; and/or 9) offer periodic racial and identity profiling training refreshers, simulations, or debriefs tied to real cases.

By implementing POST's Guidelines on Racial and Identity Profiling and providing related guidance to law enforcement agencies — like the guidance suggestions listed under subsections 1 and 2 above — POST can help law enforcement agencies create an anti-bias culture, improve relationships with the public, reduce racial disparities, and enhance public safety. **Pgs. 177-179**



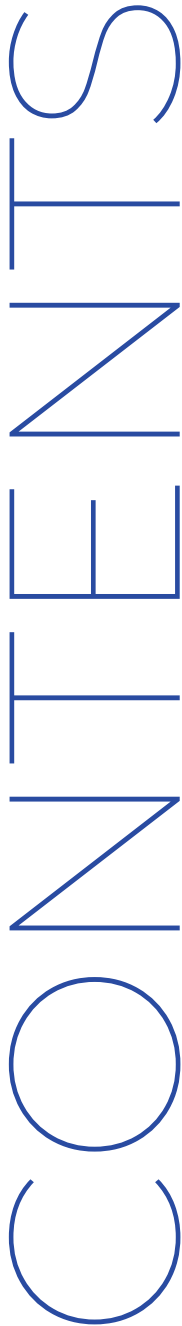
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ON RECOMMENDATIONS MADE
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Conclusion

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 to eliminate racial and identity profiling, and to improve diversity and racial and identity sensitivity in law enforcement. The broader portion of the Act required 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, was 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 profiling since 2002. Learning Domain (LD) 42 Cultural Diversity/Discrimination has been a longstanding subject taught in the academy. LD 42 requires a minimum of 16 hours of training in the regular basic course. Within those 16 hours, required learning needs include instruction on varying concepts on 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. Refresher training for in-service peace officers was also developed in accordance with the law during this time. To help 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 also serve 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 take at any time.

POST regularly works with the RIPA Board, its various subcommittees, and the Department of Justice Civil Rights Enforcement Section. 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 and implicit and explicit bias screening of peace officer candidates.

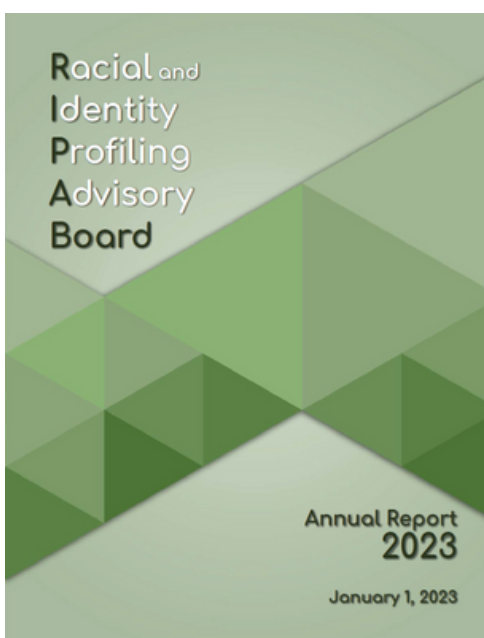
In total, the RIPA Board made 21 recommendations to POST on the topics of Calls for Service, Bias-By-Proxy, Law Enforcement Training and Recruitment, LD 42, the Museum of Tolerance Racial Profiling Train-the-Trainer course, and Decertification of Peace Officers (Senate Bill 2).

MESSAGE FROM THE EXECUTIVE DIRECTOR

POST has been required to develop and train peace officers on racial profiling since 2002.

The 2023 RIPA Annual Report included 21 recommendations to POST. The recommendations included the topics of Calls for Service, Bias-By-Proxy, Law Enforcement Training and Recruitment, Learning Domain 42, the Museum of Tolerance Racial Profiling Train-the-Trainer course, and Decertification of Peace Officers (Senate Bill 2). POST staff has analyzed all 21 recommendations and have agreed to support 6 of the recommendations, asked the RIPA Board for clarification on one and have several that are unattainable due to lack of resources and staffing. Recognizing the difference of time between the initial RIPA Report release (January 2023) and the time of this report, much activity has occurred at POST to update some of the very recommendations initially made. As such, the remaining recommendations do not require an action taken as we find that the topics are covered sufficiently and this report provides analysis supporting those conclusions. At the request of the POST Commission, this formal report is designed to address all recommendations made by the RIPA Board in their 2023 report.

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.



”
This report serves as a response to the 21 recommendations made to POST in the 2023 RIPA Board Annual Report.

LAW ENFORCEMENT TRAINING & RECRUITMENT

01

RECOMMENDATION

Publish any guidelines for racial and identity profiling-related courses on the POST website, and if there are no current guidelines, undertake this process.

02

RESPONSE

SUPPORT RECOMMENDATION

03

ANALYSIS

The original law mandating that POST create guidelines and training on racial profiling training was passed in 1992. At the July 22, 1993 Commission meeting, the Commission adopted proposed curriculum from a committee of SMEs that stated it met the intent of the legislation. Since then, POST has updated and transformed racial profiling training as necessary. Additionally, an audit done in 2015 of the racial profiling update and the train-the-trainer course stated that both courses meet the requirements of the legislation. Commission meeting minutes from 2015 also demonstrated the POST Administration deemed that the guidelines and training as outlined in Penal Code section 13519.4 were one. The Penal Code states for POST to create guidelines and training. Guidelines can be a part of the training and are not necessarily always treated as a separate document.

After review and analysis, POST staff support the recommendation posed by the RIPA Board. To show good faith to the RIPA Board, POST has agreed to produce a separate guidelines document on racial and identity profiling at their continued request. POST has advertised hiring a retired annuitant to complete the project. No timeline has been created for this project at this time.



CALIFORNIA COMMISSION ON
PEACE OFFICER STANDARDS AND TRAINING

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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.

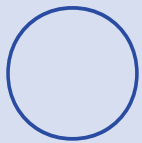
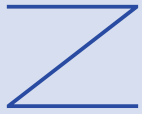
In 2023, the RIPA Board Annual Report made 31 recommendations to POST on the topics of Calls for Service, Bias-By-Proxy, Law Enforcement Training and Recruitment, LD 42, the Museum of Tolerance Racial Profiling Train-the-Trainer course, and Decertification of Peace Officers (Senate Bill 2; Chapter 409,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

”
[POST] continues to invite the RIPA Board,
and its subcommittee members, to engage
with us and learn about the various
functions at POST.



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

Excerpts and links of POST Commission Discussions on RIPA Guidelines

POST Commission Meeting: September 9, 2025

Meeting Agenda:

[2025-09-09_POST_Commission.pdf](#)

Agenda Item Report

<https://d2kbkoa27fdvtw.cloudfront.net/post/a05747c170f76e439f6dc402162a5f050.pdf>

Meeting Transcript:

[2025 09-09 POST Commission Final - Day1 pgs 42-45](#)

CHAIRPERSON LONG: If there are no further questions, thank you, Ms. Sierra, for taking the time to be here. And since you are here, we'll switch the next issue over just very quickly, since Ms. Sierra is here, for an update on racial and identity profiling course guidelines. And Law Enforcement Consultant Mark Nagel will report. I think we only have one chair and one mic, but while you are here -- oh, we do now? Okay, good. In case you have any comments or questions on Mr. Nagel's report.

MR. NAGEL: Thank you. Good morning, Chair Long, Commissioners. Thank you for the opportunity to present the Racial Identity Profiling Course Guidelines. These guidelines come directly from Penal Code 13519.4(h), first established under SB 1102 and expanded by AB 953. AB 953 required stop data collection, created the RIPA Advisory Board, and directed POST to set training guidelines. Importantly, the statute requires us to develop and disseminate guidelines and training. What you see today is an instructor guideline; a framework of minimum standards that ensures consistency statewide while allowing agencies the flexibility to adapt training to their own communities. This has been a decade-long process.

First, the State had to build a stop data system and allow the RIPA Board to analyze it. Then in 2022/2023, the Museum of Tolerance worked with subject matter experts to update the train-the-trainer curriculum. In 2024, POST reconvened the DOJ, RIPA Board, and community stakeholders to finalize these guidelines, integrating years of stop data analysis and recommendations, including updates to Learning Domains 3 and 42. This guideline reflects a broad coalition: Law enforcement professionals, DOJ, the RIPA Board, and community -- community voices, such as the NAACP, AAPI Equity Alliance, Justice for Murdered Children, the Love is -- the Love Not Blood Campaign, CARE, and among others. That mix ensures the guideline is truly a community -- community informed.

The guideline meets the mandates of SB 1102 and AB 953, is grounded in ten years of data and stakeholder input, establishes minimum statewide standards while preserving local flexibility, and reflects both law enforcement expertise and community perspectives. With that, the guideline is submitted for your consent. Thank you.

CHAIRPERSON LONG: Any questions for Mark Nagel? (No response.)

CHAIRPERSON LONG: Thank you for your presentation, sir.

MR. NAGEL: Thank you.

CHAIRPERSON LONG: Any comments from Ms. Sierra, since we have you present? And then we'll let you leave.

MS. SIERRA: Yes. Thank you. Yes. Two of our board members worked very closely with POST on these guidelines, and so we appreciate that -- the opportunity and the input we provided. I believe we just saw a draft -- I saw a draft of this yesterday, and I don't know if those board members have had the opportunity to see a draft in the past or not. I will just note that one issue -- and I know we have talked a lot to POST about the -- as these were developing, that as a board we thought it was very important that these guidelines apply broadly to all training programs that relate to racial and identity profiling or bias, not just to one particular training matter. And it is my understanding that these guidelines do -- the scope of them apply to all such training courses. So I know that is just an issue that we have worked really closely with POST about. And then just looking through these yesterday, my understanding is that they are to be broadly applied. So appreciate that. I think these could very much help law enforcement agencies and in developing their training program, you know, POST academy programs that they have at their agencies.

CHAIRPERSON LONG: Thank you, Ms. Sierra. Thank you again for taking the time to be here today.

MS. SIERRA: Thank you.

POST Commission Meeting: June 13, 2024

Meeting Agenda:

[2024-06-13 Commission Meeting Agenda.pdf](#)

Consent Agenda Item J: Report from the Racial and identity Profiling Advisory Board

Agenda Item Report:

[Cover Page](#)

Meeting Transcript:

[6.13.24 Full Commission Meeting pgs. 55-62](#)

MR. VILLEDIA: Thank you, Manju. And our board meeting is June 24th, 10:00 a.m. to 3:00 p.m., if you guys want to join us. My name is Ronaldo Villeda. I am the Executive Director of Hoops 4 Justice. My pronouns are he/his/him. I am also the cochair to the POST subcommittee on the RIPA Board. Today I will address this Commission on the development of racial and identity profiling guidelines.

The RIPA Board is mandated each year to analyze law enforcement training, specifically the POST-certified training courses under Penal Code Section 13519.4. This requirement includes developing evidence-based patterns, practices, and protocols to prevent racial and identity profiling while examining the detrimental impacts of biases on law enforcement effectiveness and community relations.

As a community member and formerly incarcerated individual, this legislative mandate is deeply personal. It shapes my perspective on the essential curriculum content for new officers under the law. The passage of SB 2 on serious misconduct further underscores the necessity for POST and the Board to collaborate in improving training to comply with both AB 953 and SB 2, thereby enhancing public protection and reducing misconduct allegations and decertification investigations.

In our 2023 and 2024 reports, the Board recommended that POST develop stand-alone guidelines for racial and identity profiling-related courses. POST initially agreed but has since shifted towards creating optional policy guidelines instead of the legally required training guidelines.

This pivot undermines the legislative intent and leads to inconsistencies in training, compromising both citizen and officer safety. The distinction between training and policy guidelines is significant. Training guidelines are mandated by law, and current POST courses, like LD 42 and the MOT Train-the-Trainer course, fall short of AB 953's requirements. Our 2023 report highlighted how LD 42 inadequately covers racial profiling and lacks cohesive presentation. It fails to advise cadets on the consequences of profiling behavior or the impact of profiling on communities. The MOT Train-the-Trainer course similarly does not meet AB 953's legal requirements.

At a recent guidelines workshop, participants, including law enforcement officers, identified several missing elements from the required curriculum. Despite this consensus, our findings were not collected or discussed, leading to piecemeal contributions and no revisions to the MOT curriculum. Officers need comprehensive, centralized training on racial and identity profiling to ensure they receive all necessary information, including how to prevent allegations of misconduct under SB 2. Current POST courses, fragmented across various LDs and optional courses, do not suffice. This gap underscores the Board's recommendation for mandatory separate training guidelines to compile valuable information into one cohesive course.

These guidelines are vital to equipping California's law enforcement community to respond effectively to diverse communities and eliminate biased policing. Despite existing training, RIPA data continues to show disparities in the treatment of black, Hispanic, Latinx, Native American, and transgender individuals. POST's 2021 use of force guidelines offer a precedent. These guidelines set minimum standards for the application of deadly force; alternatives; and requirements for intervention, reporting, and training. Similarly, racial and identity profiling guidelines should establish training standards to ensure compliance with

California's prohibition against profiling to any degree and facilitate agency-specific policies to address profiling disparities.

At a recent POST subcommittee meeting, a law enforcement representative inquired when the Board's work would be complete. The answer is clear. Our work is done when disparities in stops, detentions, and searches of black and brown citizens are eradicated. We are not done until the disparities go down. POST must provide the leadership to develop enhanced standards, guidelines, and training to change these outcomes in the community.

The RIPA Board remains steadfast in its commitment to advocating for comprehensive training guidelines. Only through this approach can we ensure equitable, unbiased policing and ultimately safer communities for all. Thank you.

CHAIRPERSON LONG: Thank you, Mr. Villeda. Any questions or comments from Commissioners at this point? We, obviously, will take into consideration what you guys have said and knock around our heads, but are there any comments at the moment? (No response.)

CHAIRPERSON LONG: Executive Director Alvarez, do you have any response?

EXECUTIVE DIRECTOR ALVAREZ: Sure. No, thank you, Chair Long, and thank you to both of the RIPA Board Members. So the way the training is delivered, there is a standard training course that's delivered by the Museum of Tolerance. It's standardized. It was a course in a box. They have to adhere to that curriculum. So that's the training. I was trying to research to get the exact quote of AB 953, and I believe there's a little bit of -- I don't know -- I don't want to say disagreement, but we interpret AB 953 different. And I've made mention of this to the RIPA Board as well as to the Department of Justice.

The way AB 953 reads is it specifically mandates that POST create racial and identity profiling guidelines and training. It does not say that we are required to produce training guidelines. It says "training and guidelines." We are used to creating guidelines, as you all have seen. There's 20 or 30 sets of guidelines, whether it's use of force or some other type of guideline for agencies to follow, including model policy. Somehow or other, I believe RIPA is interpreting that to be training guidelines. We have interpreted it differently, and we can have some further discussion. But what we've started to address, which we should have done in 2015, which we definitely agree, there should have been some form of guidelines, whether training guidelines or guideline. That's what we're embarking on now. But the way AB 953 reads is that we are to produce training and guidelines, not training guidelines. So I just want to clear that up. And we'll have some continued discussion with RIPA as well as with DOJ on what that penal -- how that penal code reads, but that's the way we interpret it specifically. That's the specific language.

CHAIRPERSON LONG: Thank you, Mr. Alvarez. Any further comment to the RIPA folks? (No response.)

CHAIRPERSON LONG: Any response from the RIPA folks? Oh, Mr. Braziel?

COMMISSIONER BRAZIEL: I was taking notes. Sorry. I leaned forward to take more notes.

CHAIRPERSON LONG: Lots of notes being taken, and we will certainly consider everything that's been said and get back to you folks. Do you have any additional comments, either of you?

MR. VILLEDA: We just look forward to the continued dialogue about the interpretation of AB 953. Thank you.

CHAIRPERSON LONG: Thank you very much for showing up. Thank you for taking the time.

MS. KULKARNI: Thank you.

CHAIRPERSON LONG: Next, to keep this consistent, is a report on the RIPA Board's 2024 annual report. Meagan Poulos from the Executive Office will report.

MS. POULOS: Good morning. I'm Meagan Poulos with the Executive Office. I'm here to discuss the POST report on recommendations made by the RIPA Board. This is in response to the recommendations that come from the annual report done by the RIPA Board. We did this last year, and so we decided to continue to do that for this year as well. Last year we had 31 recommendations from the RIPA Board directly to POST. This year we have 5. I'm going to do my best to summarize the report, because it's in your packet. So I won't sit here and just read a report to you all. Does this clicker work? Okay. Oops. So of the five recommendations from the RIPA report, POST agrees to support or partially support four of the five recommendations.

The first recommendation made by the RIPA Board was to adopt protocols and publish separate training guidelines independent of the curriculum. We continue to support this recommendation. I think we've discussed a little bit here this morning. And it was also -- this recommendation was also made in last year's report, and at that time we stated that we supported that recommendation. We've already had one workshop on these guidelines. They occurred on May 13th through the 15th. So we are starting that process and look forward to working with the RIPA Board as we move forward on that.

POST Commission September 21, 2023 Meeting

Meeting Agenda:

[Commission Agenda](#)

Consent Agenda Item 4: Report on Racial and Identity Profiling Advisory (RIPA) Board 2023 Annual Report

Agenda Item Report

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RIPA Board 2023 Report Recommendations to POST including: Publish Guidelines for racial and identity related courses on the POST website and if there are no current guidelines undertake this process.

Meeting Transcript:

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We will begin the consent calendar with a report on the 2023 Annual Report of the California Racial Identity Profiling Act [sic] Board, the RIPA Board. Staff Services Manager Meagan Poulos of the Executive Office will present on staff responses to the 33 recommendations contained in the RIPA Annual Report. Ms. Poulos will discuss the recommendations generating POST action. The POST responses you have before you here, on this report, there's 31 recommendations that came from the RIPA Board. Ms. Poulos will discuss, I believe, the six that POST is taking action on. The majority of the RIPA recommendations are either in progress or are current policy at POST. And there are several staff has determined to be unfunded and, therefore, are unable to be adopted at this time. So moving on to the law -- just the general overall POST law enforcement training and recruitment. The recommendation is on page 10. So the recommendation is to publish any guidelines for racial and identity profiling-related courses on the POST website. If there are no current guidelines, undertake this process. This has been a conversation we've been having with the RIPA Board members for quite some time. And we recently advised them that we would be pursuing creating separate guidelines outside of just the training. And we have advertised for a retired annuitant to take on this task. Their project would specifically be to do the racial profiling guidelines. We have not hired anyone at this time, but once we do hire someone, we anticipate the project will take approximately three to four months to complete.