

**Annual Report
2025**

Executive Summary

January 1, 2025

**RACIAL AND
IDENTITY
PROFILING
ADVISORY
BOARD**

Executive Summary

California’s Racial and Identity Profiling Advisory Board (Board) is pleased to release the 2025 Annual Report in furtherance of its legislative mandate to eliminate racial and identity profiling and improve diversity and racial sensitivity in law enforcement.

The report analyzes more than 4.7 million stops and 14,444 civilian complaints reported by 539 law enforcement agencies to understand the extent and nature of racial and identity profiling in California. In short, this data demonstrates that racial and identity profiling in California persists.

Building on the Board’s prior examination of policing youth, the report conducts a quantitative and qualitative analysis of RIPA data to assess whether youth experience racial and identity disparities in police stops — finding that they do. The report is supplemented by the Statutorily Mandated Tables, which provide agency-level data for the public and stakeholders. Those tables are published along with this report. By providing a more in-depth examination of policing practices and policies with respect to law enforcement interactions with youth through the lens of RIPA data, the Board hopes to persuade policymakers to enact legislation and develop policies that will change harmful policing practices, eliminate racial and identity profiling in policing, and enhance public safety.

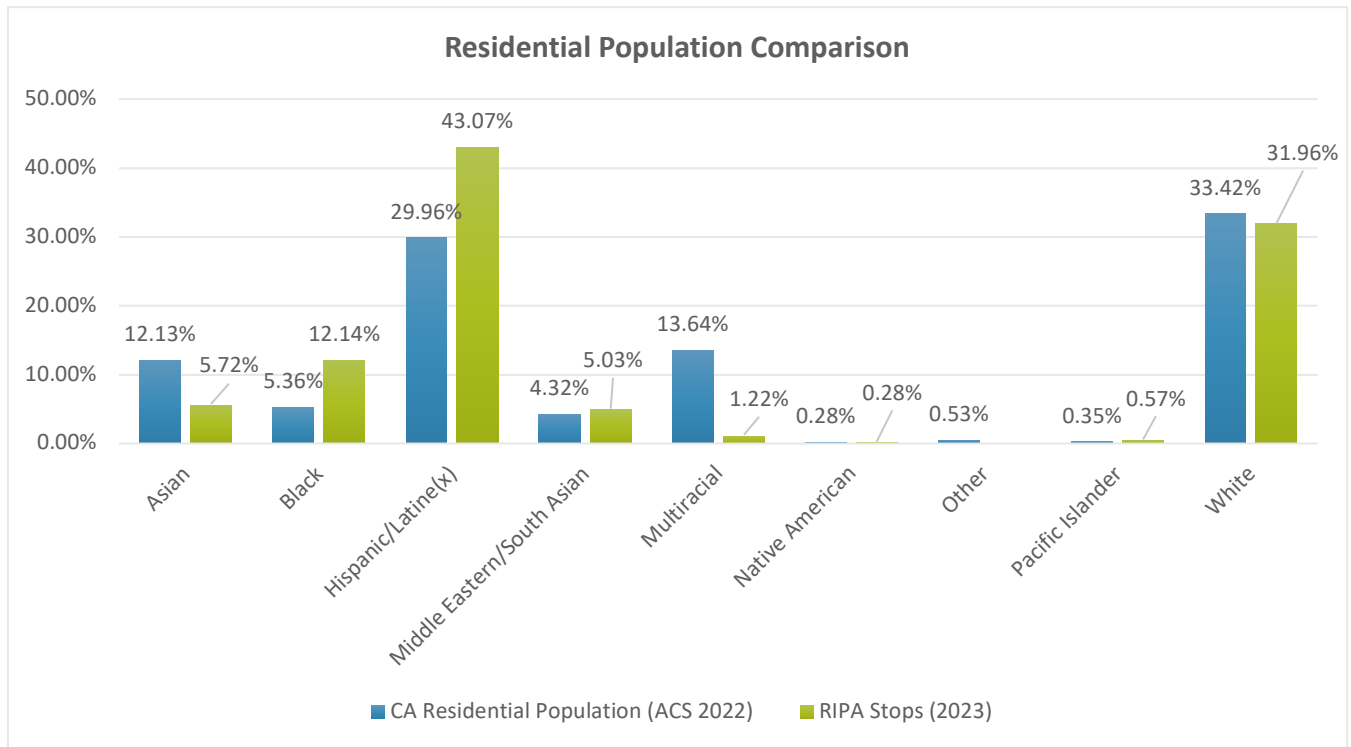
As a supplement to the report, the Board has also published a separate summary of the recommendations and best practices included in the report. The RIPA Board has four subcommittees — State and Local Policies, Accountability and Civilian Complaints, Stop Data Analysis, and POST Training and Recruitment. Generally, the subcommittees are tasked with drafting the section of the report that corresponds to the issues examined by their specific subcommittee and developing policy or legislative recommendations for the full Board’s consideration. The recommendations found in this year’s report — like in prior years — originated with the subcommittees and were considered and adopted by a majority of the Board. The Board encourages all stakeholders — including law enforcement agencies, policymakers, the California Commission on Peace Officer Standards and Training (POST), researchers, advocates, and community members — to use these recommendations and best practices to strengthen law enforcement and community relationships and improve public safety for all Californians.

Stop Data Analysis

This chapter of the report analyzes the 2023 RIPA data California law enforcement agencies collected and submitted to the California Department of Justice. Between January 1, 2023, and December 31, 2023, California law enforcement agencies conducted a total of 4,721,135 stops. An analysis of those stops shows the following:

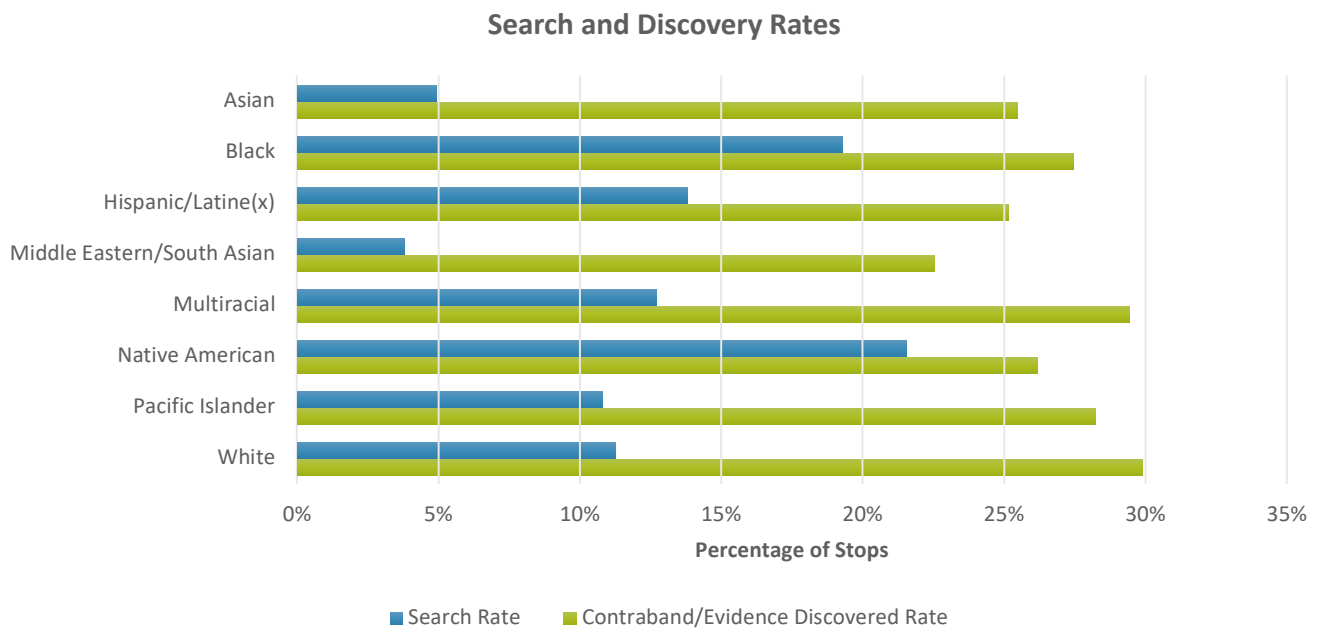
- The largest percentage of individuals stopped were perceived to be Hispanic/Latine(x) (43.07%), followed by White (31.96%), then Black (12.14%).
- Individuals perceived to be Black were stopped 126.5 percent more frequently than expected, given their relative proportion of the California population. Individuals perceived to be Hispanic/Latine(x) were stopped 43.8 percent more frequently than expected with the same comparison.

Stop Disparities by Race and Ethnicity



- The data also show that although individuals perceived as Black, Native American, and Hispanic/Latine(x) were stopped and searched at higher rates than individuals perceived to be White, contraband or evidence was discovered at a lower rate during searches of those individuals than during searches of individuals perceived as White.

Search Discovery Rates by Race and Ethnicity



An analysis of stops based on other identity characteristics shows:

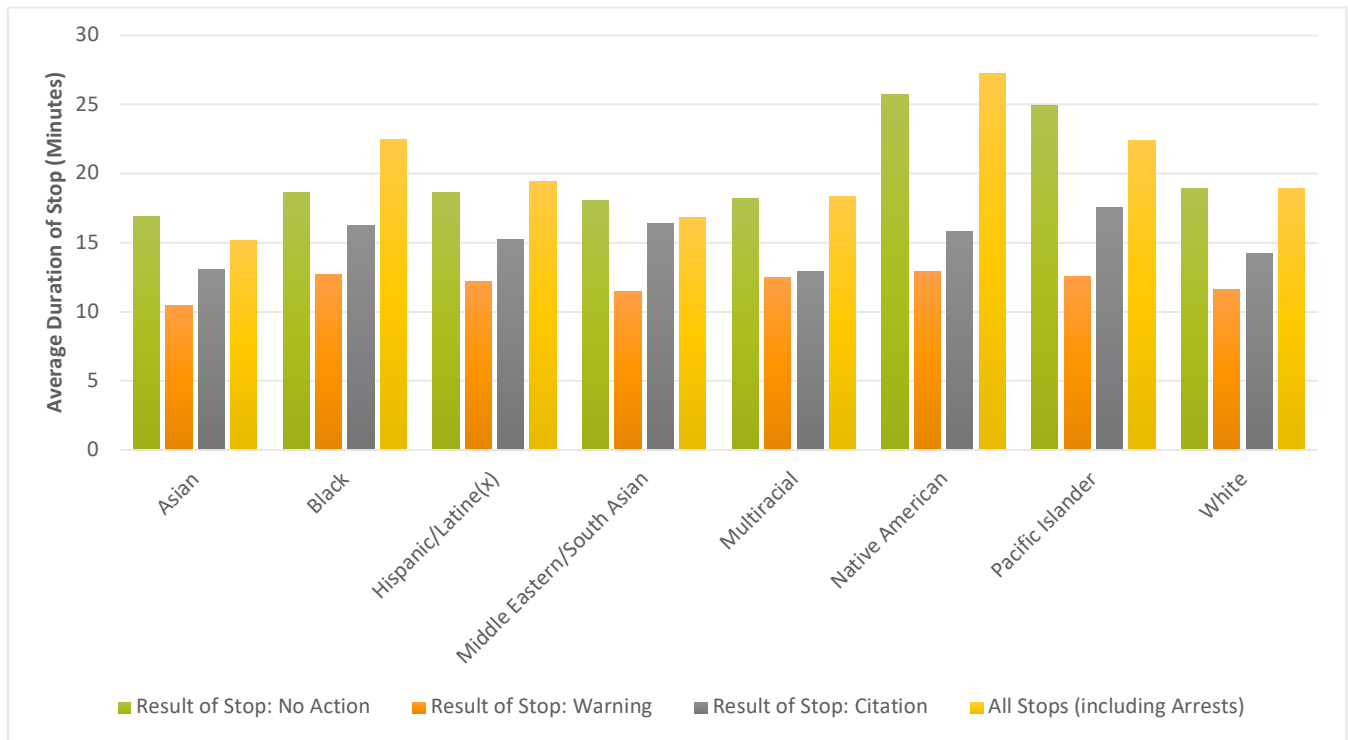
- Most individuals stopped were perceived to be cisgender male (70.9%) or cisgender female (28.7%). Less than one percent (0.4%) of stops were reported to involve individuals perceived as transgender or gender nonconforming.
- Most individuals stopped (98.9%) were perceived to have no disability. Of the 1.1 percent of stops involving a person with a perceived disability, individuals were most commonly perceived as having a mental health disability (64.7% of stops involving perceived disabilities).

This year’s report also analyzes data on the duration of stops and the result of stops. The analysis shows the following:

- There were significant differences in the average length of stops across perceived racial and ethnic groups, even among stops with the same reported outcome. On average, stops resulting in a warning were the shortest across all groups, while stops that resulted in no action being taken were the longest. However, there were significant disparities in the length of stops for which officers reported a result of no action compared to stops that resulted in a warning or citation. For example, stops of individuals perceived to be Native American and Pacific Islander for which officers reported a result of no action were, on average, approximately twice as long as stops for those same groups that resulted in a warning. For those two groups, the average stop that resulted in no action exceeded 20 minutes.

Overall, across all racial groups, stops most often resulted in a citation (44.9%), followed by a warning (33.7%), and then arrest (14.2%). Officers reported no action taken in 6.7 percent of stops. However, stops involving individuals perceived to be Native American and Black had higher rates of arrests (24.6% and 17.3% of stops) and lower rates of citations than other groups (30.4% and 36.0% of stops).

Duration of Stop Comparison by Race and Ethnicity



Youth-Focused Stop Data Analysis

It is well established that the brain undergoes a “rewiring” process that is not complete until an individual reaches approximately 25 years of age. Accordingly, for the purpose of its analysis, the Board defines youth as individuals under 25 to account for the physical, cognitive, and social-emotional development that takes place during their maturation process. The report analyzes trends in the data for the 823,773 stops officers reported in 2023 that involved individuals perceived to be 24 and younger (17.5% of all stops). An analysis of the data from those stops indicates that:

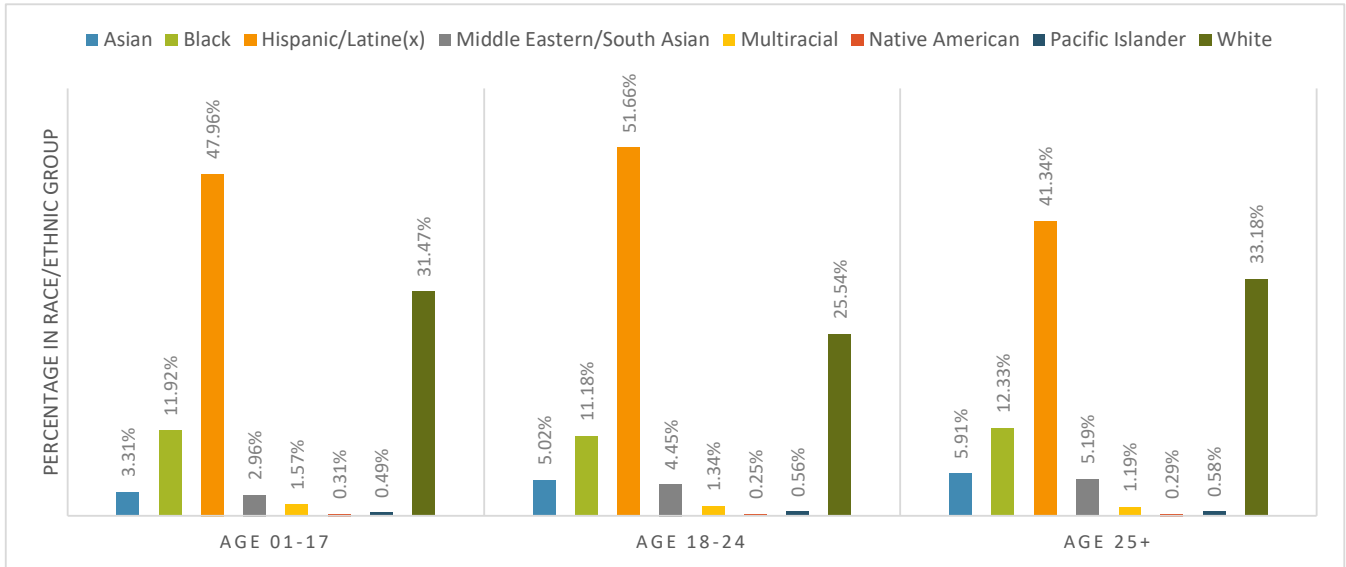
- Officers reported 736,389 stops of youth perceived to be 18–24, 69,969 stops of youth perceived to be 15–17, 10,647 stops for youth perceived to be 12–14, 3,165 stops of youth perceived to be 8–11, and 3,603 stops of youth perceived to be 1–7.

Total Stops by Age (Youth under 25)

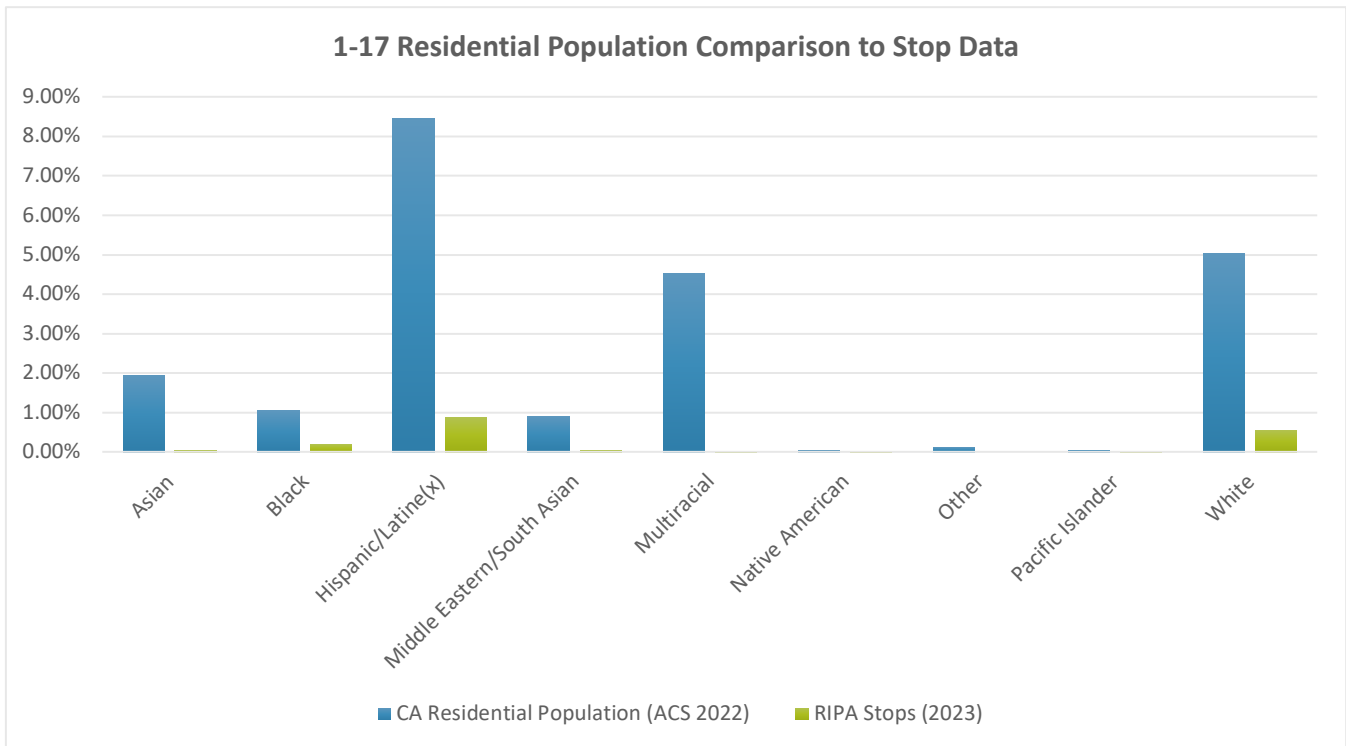


- Notable racial disparities were observed in the data for youth stops. While individuals perceived to be 1–17 were generally underrepresented in stop data compared to the residential population, those perceived as 18–24 were substantially overrepresented in stops relative to their residential population — especially those perceived as Black, Hispanic/Latine(x), and Middle Eastern/South Asian.

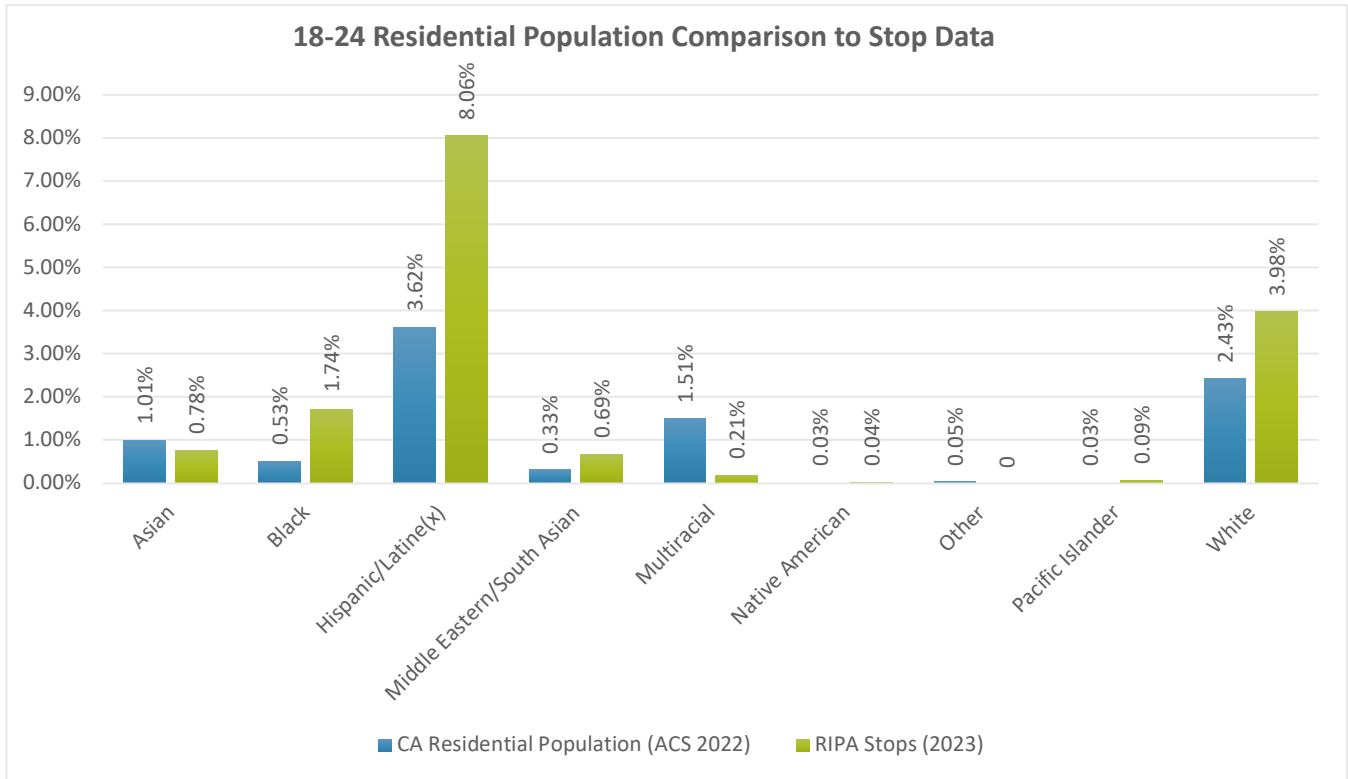
Percentage of Stops by Age and Race/Ethnicity



Residential Population Comparison to Stop Data (Ages 1-17)



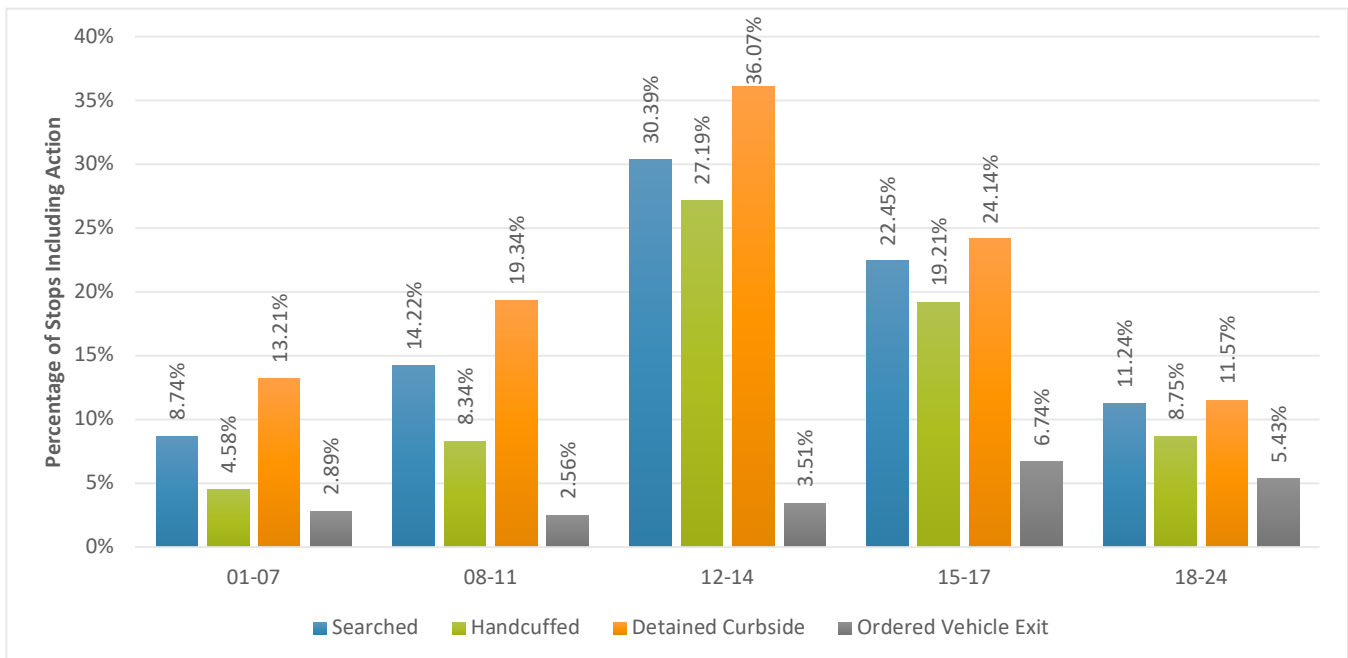
Residential Population Comparison to Stop Data (Ages 18-24)



Actions Taken During Stops

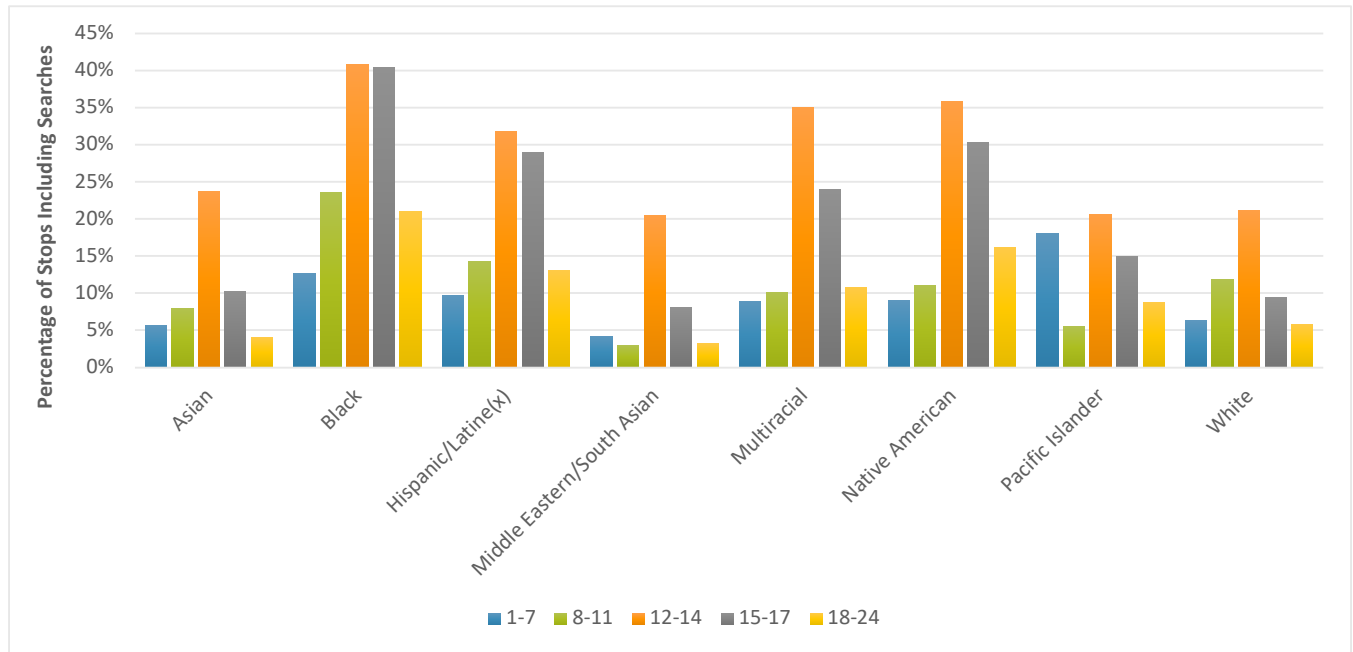
The data show significant differences in the actions taken during a stop among the different age groups. Youth perceived to be 12–14 were more likely to be searched, handcuffed, and detained curbside during a stop than any other age group, while youth perceived to be 15–17 were the most likely to be ordered to exit a vehicle.

Percentage of Stops Including the Indicated Action Separated by Age



An intersectional analysis of the data on the actions taken during stops across race and age also shows disparities in the actions taken during stops. Black, Hispanic/Latine(x), Multiracial, and Native American youth were more likely to be searched than other groups. Officers conducted searches in more than 40 percent of stops of Black youth perceived to be 12–14 and 15–17.

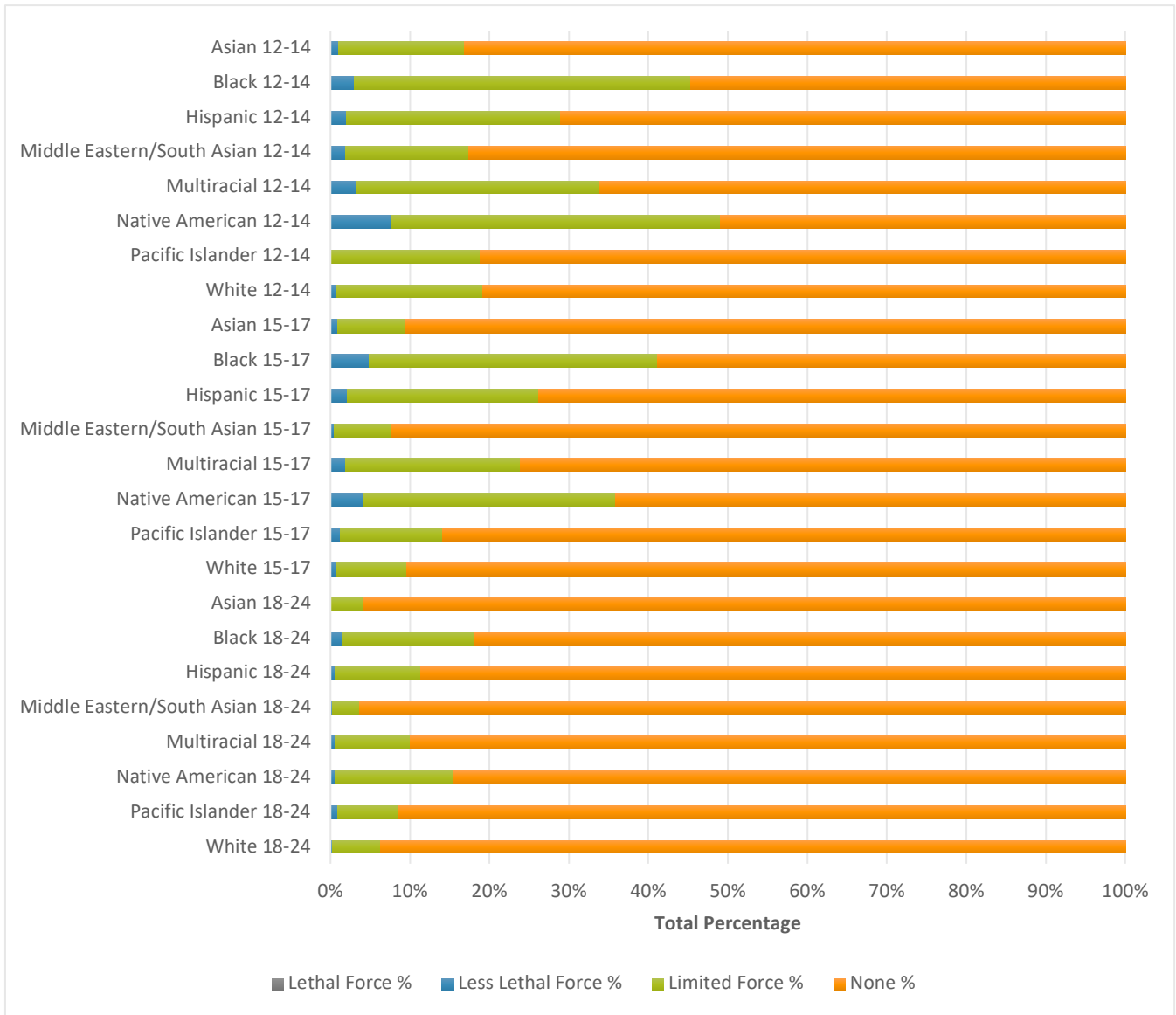
Youth Stops Including Searches by Race and Ethnicity



Use of Force

The RIPA data show that the use of lethal and less lethal force was not uncommon in stops of youth. Force was used at a higher rate in stops of youth 12–14 compared to other youth age categories. Officers also reported using lethal force in the form of discharging their firearm in several stops of youth 12–14. Within the 12–14 age category, overall, officers used force at the highest rate in stops of Native American and Black youth 12–14. Limited force — such as handcuffing, removal from a vehicle with physical contact, and other contact — was used at the highest rate in stops of Black youth 12–14 (42.3%) and Native American youth 12–14 (41.5%). Officers also reported using force at higher rates for Black and Native American youth 15–17 than for other racial groups in the same age category.

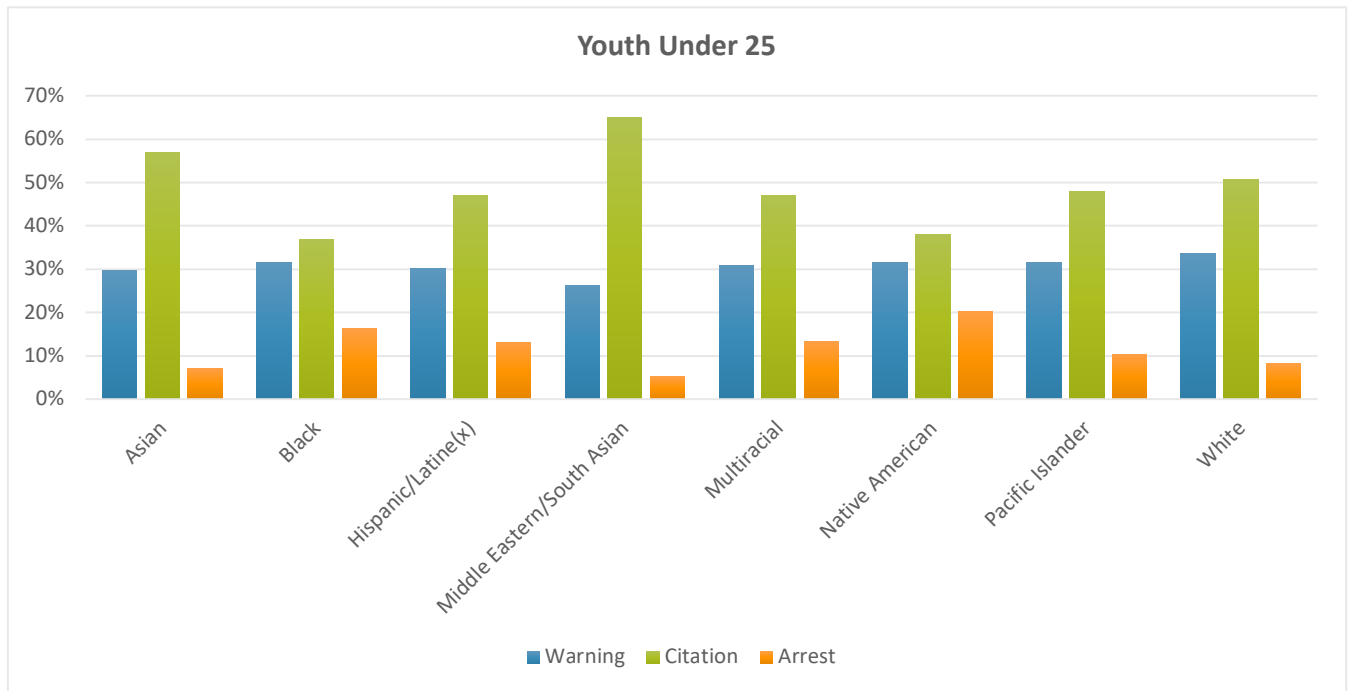
Use of Force (Ages 12-24)



Result of Stop

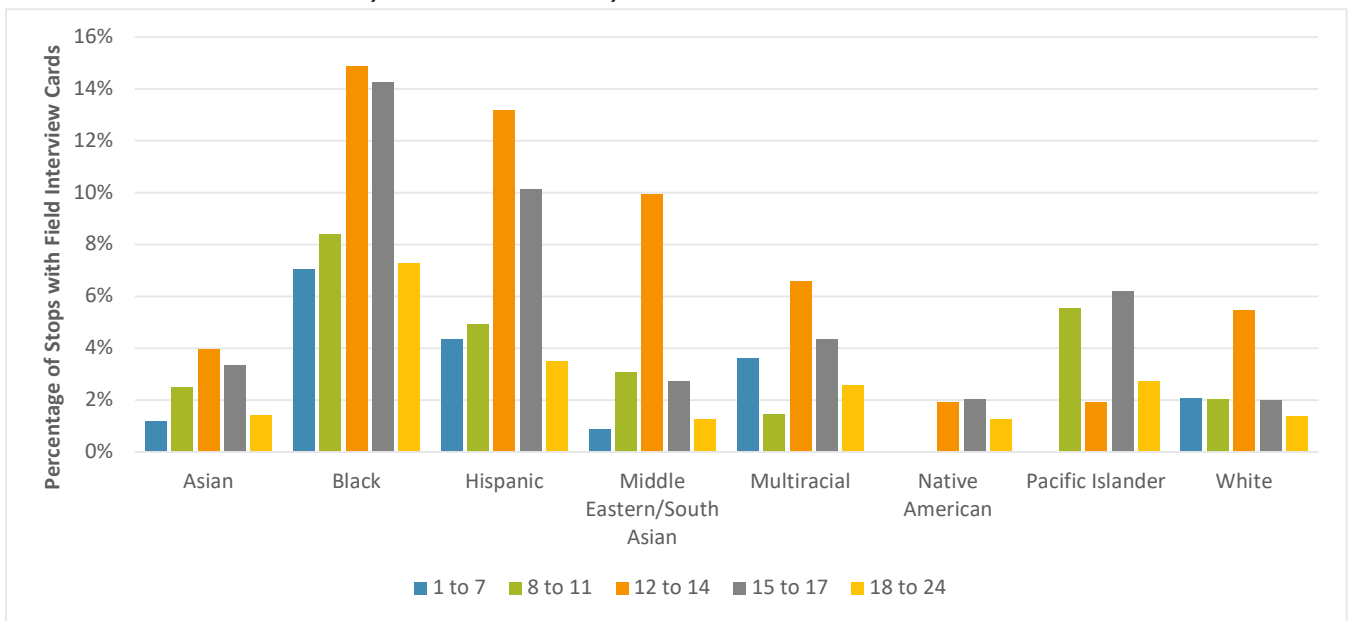
The data also show racial disparities in the results of stops of youth. Overall, across all racial groups, when officers stopped individuals perceived to be under 25, they reported issuing citations and warnings more frequently than making arrests. However, officers arrested youth perceived to be under 25 and Native American and Black at higher rates than youth from other racial groups.

Results of Youth Stops Separated by Race/Ethnicity (Ages 1-24)



The 2024 Report examined field interview cards¹ and racial disparities in their use. The data in the current report show substantial racial disparities persist in the stops that resulted in the completion of a field interview card. For example, across all age groups, officers completed field interview cards most frequently for Black youth. With the exception of youth perceived as Pacific Islander or Native American, the age group for which officers completed field interview cards at the highest rate was youth perceived to be 12-14. Officers completed field interview cards at the highest rates in stops of youth perceived to be Black, Hispanic/Latine(x), and Middle Eastern/South Asian between the ages of 12-14, and Black and Hispanic/Latine(x) youth perceived to be 15-17.

Youth Field Interview Cards by Race and Ethnicity



¹ See Racial and Identity Profiling Advisory Board, *Annual Report (2024)*, p. 91. Officers can complete a field interview card to record and track contacts made during stops, investigations, and arrests. Field interview cards can be used to enter data into law enforcement databases such as CalGang, a shared gang database that can be accessed by multiple law enforcement agencies. In this year’s report, the Board found there are stark racial disparities in law enforcement agencies’ designations of people as suspected gang members, associates, or affiliates in CalGang.

Policy-Focused Data Analysis

This chapter of the report builds on the Board’s prior recommendations to address the issue of racial and identity profiling of youth by focusing on the role racial and other biases may play in police encounters with youth. The research discussed in the report show that youth of color are exposed to law enforcement encounters more often than White youth; that those encounters are more intrusive and more likely to result in further entanglement in the criminal legal system; and that police encounters, including being personally stopped or witnessing others being stopped, can have a profound impact on the lives of children and youth.

As noted, this year’s report defines youth as individuals under 25. The effects of policing on youth have important implications for California, where, as of 2022, more than 12 million Californians were under 25, and nearly nine million (approximately one in five) Californians were under 18. In examining the 823,773 stops of individuals perceived to be 24 and younger reported in 2023, this chapter uses four broad categories: stops based on reasonable suspicion; stops involving calls for service; officer actions taken during stops; and the ultimate results of stops. The analysis of the data shows the following:

- **Reasonable suspicion:** Officers initiated 93,372 stops of individuals perceived to be 24 and younger based on reasonable suspicion. The report notes there are racial disparities within this category of stops. In particular, youth perceived to be Black experienced a higher percentage of stops based on reasonable suspicion compared to other racial or ethnic groups. A review of six specific categories of offenses commonly seen in youth and law enforcement interactions — loitering, pedestrian roadway violations, disturbing the peace, trespassing, vandalism, and underage drinking — shows racial disparities in each of these offense categories.
- **Calls for service:** There were 65,680 stops of individuals perceived to be 24 and younger involving calls for service. The Board found gender and disability disparities within these stops.
- **Actions taken by officers during stops:** The Board found disparities in actions taken by officers during stops of individuals perceived to be 24 and younger, including use of force actions, curbside or patrol car detentions, searches, and photographing the stopped individual.
- **Results of stops:** The Board found racial and ethnic disparities in stops of individuals perceived to be 24 and under, in which officers reported taking no action, and racial and ethnic, disability, and gender disparities in the use of field interview cards.

This chapter also reviews youth-specific policies of California law enforcement agencies, including policies about the use of force on youth, prohibiting deception in youth interviews, and limiting or prohibiting the use of field interview cards for youth. Although many agencies have policies regarding the use of force on youth in custody, these policies vary widely from agency to agency. Few policies provide additional protections or safeguards for youth or differentiate how youth should be treated compared to adults. For example, of the 15 largest agencies in California, only one (the Los Angeles Police Department) regulates the use of handcuffs when arresting youth. The Board is concerned by the lack of law enforcement policies relating to the use of force on youth, given that research and the RIPA data show officer interactions with youth frequently result in the use of force and that the use of force is directed disproportionately against youth of color, youth with disabilities, and gender minority youth.

Board Recommendations

In light of this research and the RIPA data, the Board makes the following recommendations to the Legislature, law enforcement agencies, and municipalities to help eliminate racial and identity profiling and the many harmful effects of law enforcement interactions with youth:

1. The Legislature should convene a panel of experts to recommend standards, policies, and training for officers as it relates to the disparities and research set forth in the 2025 RIPA report with respect to youth, with a focus on use of force, de-escalation, and child development. Members of the panel should include, at a minimum, affected community members, experts in the development of use of force policies and trainings, child development experts, law enforcement experts, and human rights experts.
2. The Legislature should review the efficacy of existing deflection and diversion programs and explore the expansion to universal deflection or diversion for youth accused of a status offense, misdemeanor, or other low-level offense with a rebuttable presumption of eligibility that can be overcome with evidence-based considerations.
3. The Legislature, agencies, and municipalities should explore how limiting officer discretion in stops could reduce racial disparities and make specific findings from their study to act on.
4. Law enforcement agencies reevaluate proactive policing practices that have a disparate impact and collaborate with community-based organizations to find alternatives to increase public safety.

POST Training and Recruitment

California legislators rely on the RIPA Board to review the effectiveness of training courses certified by the California Commission on Peace Officer Standards and Training (POST) in changing officer behavior to eliminate racial and identity profiling by sworn officers. This is an essential step toward eliminating the pernicious practice of racial and identity profiling by law enforcement. To that end, this chapter of the report focuses on the Board's participation in the development of POST's guidelines for racial and identity profiling training courses. The chapter also provides a review of emerging research on the effectiveness of anti-bias training, as well as recommendations to the California Legislature and POST Commission to improve peace officer training and reduce traffic and pedestrian stop disparities.

POST Guidelines

The chapter highlights guidelines on racial and identity profiling that are currently under development by POST. Unlike guidelines POST has developed previously, it appears that the ones currently being developed will only serve as a template curriculum for an optional five-hour advanced officer training course on racial and identity profiling. While the development of this optional training course is commendable, the course does not reflect the Board's recommendation to POST to develop stand-alone guidelines for all POST-certified training courses on racial and identity profiling.

The RIPA Board will continue to work with POST in developing the guidelines, with expected publication in early 2025. The Board will present its review of the final guidelines in the 2026 Report.

Emerging Research

Despite POST-certified trainings on racial and identity profiling offered through POST and local law enforcement agencies, there continue to be disparities in the number and outcome of stops for some racial and identity groups, raising serious questions about whether training and awareness alone are enough to eliminate bias in policing.

Several studies indicate that while focused, short-term training to reduce implicit bias can produce some immediate reductions in implicit bias, trainees tend to return to their baseline levels of implicit bias after a few months. Therefore, to create lasting reductions in stop data disparities, researchers recommend weaving anti-bias interventions into the culture of police departments to shift department culture toward fair and impartial policing. Specifically, researchers recommend:

- Repeated training sessions for sustained behavior changes;
- Supervisor support from the top down to influence cultural shifts within departments toward fair and impartial policing;
- Using body-worn camera footage to train officers and examine their behavior in the field;
- Integrating implicit bias-oriented and diversity trainings within broader organizational initiatives;
- Evaluating bias intervention as part of job performance (e.g., assessing attitudes and behavior in response to incidents of alleged bias); and
- Adopting policies that limit peace officer discretion during stops, encourage intelligence-based stops, and disrupt the influence of implicit biases.

Informed by this body of research, the Board recommends that before implementing, funding, or requiring any additional officer training on implicit bias, the courses be evaluated for effectiveness in producing sustained changes in individual officers' attitudes and behaviors and whether any observed changes translate into reduced disparities in enforcement outcomes.

Board Recommendations

Recommendations to the Legislature

1. Require law enforcement agencies (LEAs) to adopt a policy to prohibit racial and identity profiling that includes accountability and consequences of non-compliance (e.g., SB 2) based on the POST guidelines.
2. Require more frequent, evaluated, and evidence-based training on racial and identity profiling more than once every five years, and at a minimum of every three years.
3. Require law enforcement supervisors and field training officers receive specialized training on eliminating racial and identity profiling within their departments.
4. Explore requiring POST and Museum of Tolerance (MOT) courses on racial and identity profiling to be updated every two years with the latest RIPA findings, current legislation, and community input.
5. Require POST-certified courses on racial and identity profiling to be revised to include ways to prevent behavior that could lead to officer decertification for serious misconduct under SB 2.
6. Amend the law to increase funding and allow for additional stakeholders, beyond the MOT, to present additional options for racial and identity profiling training to law enforcement officers.

7. Require body-worn camera footage, when available, or highly publicized incidents to be used in the racial and identity profiling training, in addition to staged scenarios.
8. Fund an independent study, under the guidance of the RIPA Board and conducted by academic researchers, that assesses the efficacy of POST's racial and identity profiling training on officers' attitudes, prejudices, and enforcement outcomes.
9. Provide funding and require POST to report annually on specific training outcomes and performance measures. POST should consider looking at implicit bias metrics before and after the trainings to evaluate their effectiveness.

Recommendations to POST

1. Evaluate the academic research underpinning trainings during the course certification process.
2. Revise the process for evaluating law enforcement training, in course certification and its quality assessment plans, to include additional course criteria that incorporate training outcomes based on officer actions and behavior in the field.
3. Formally evaluate Learning Domain 3 and Learning Domain 42 in the Regular Basic Course comprehensive module tests.

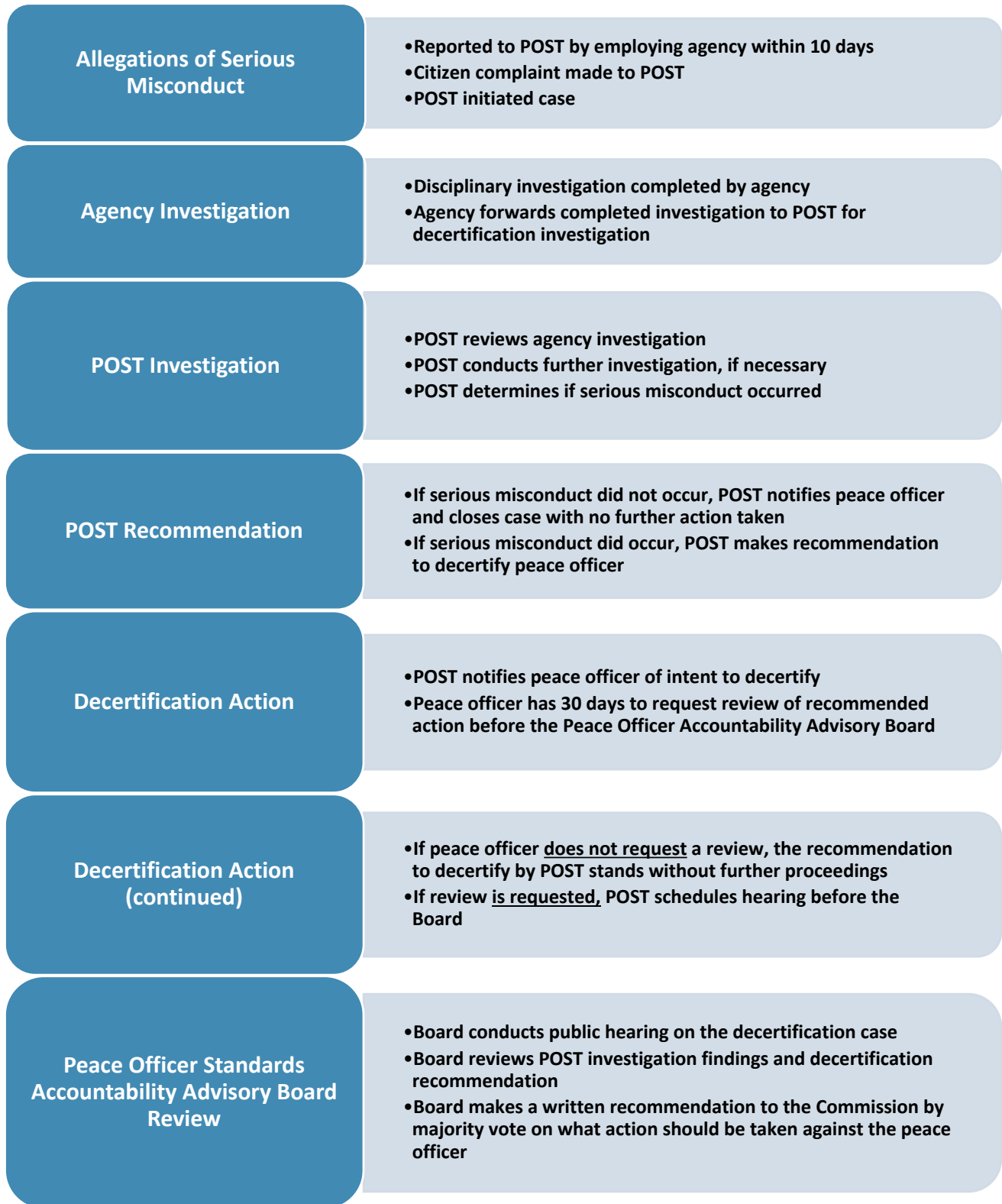
Accountability

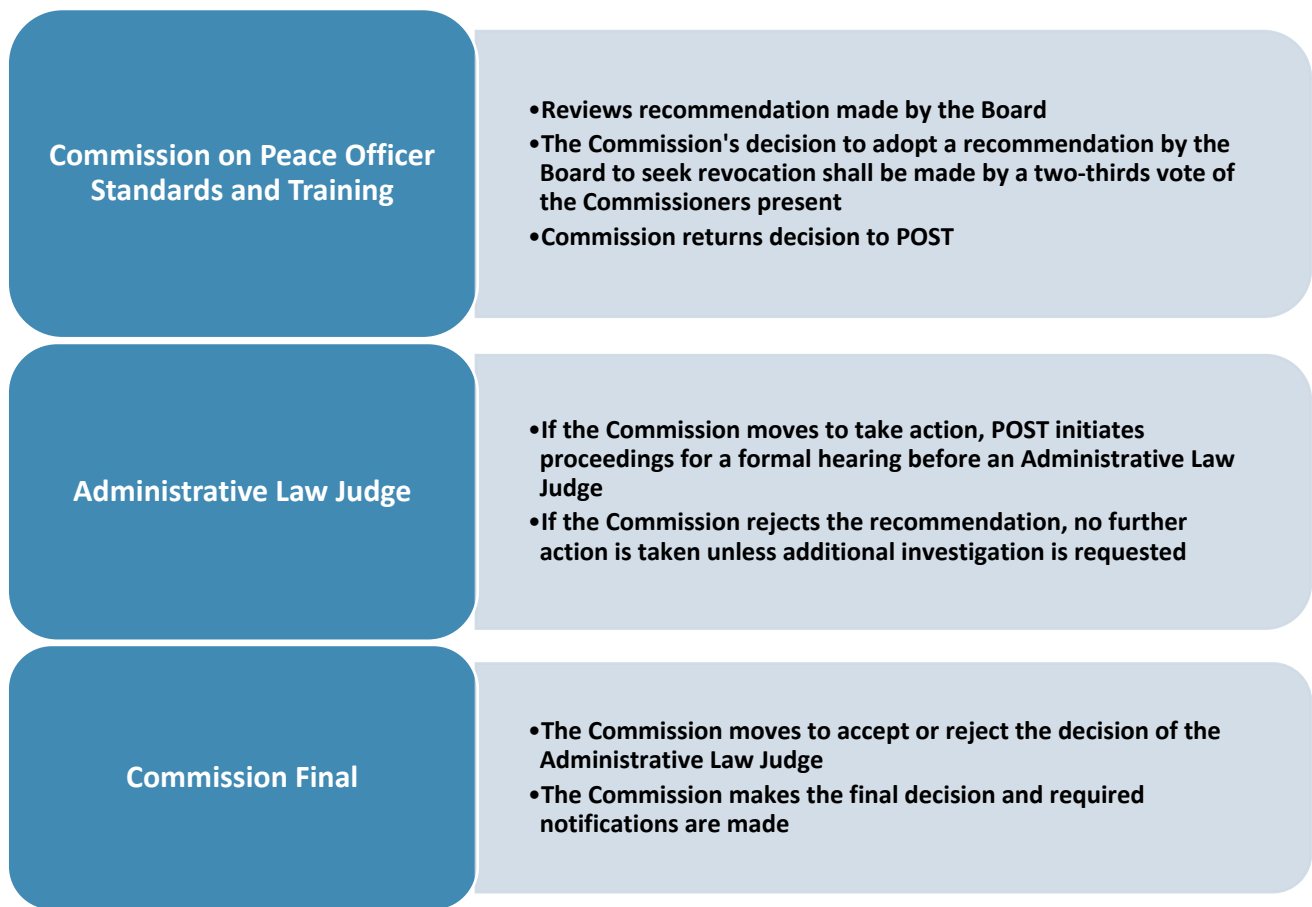
In 2021, the Legislature enacted Senate Bill No. 2, the Kenneth Ross Jr. Police Decertification Act of 2021 (SB 2), which created a statewide system to decertify or suspend peace officers who engage in serious misconduct, including officers who demonstrate bias or engage in racial and identity profiling. SB 2 aligns with the Board's goal of eliminating racial and identity profiling from policing. Therefore, this chapter of the report provides an overview of the SB 2 decertification process, including the key players in the decertification process, the grounds and processes for decertification or suspension of a peace officer, and each step of the decertification process, with the goals of informing the public and providing recommendations to POST and the Legislature to help shape SB 2 into an effective accountability tool to eliminate racial and identity profiling from policing.

SB 2 allows POST to suspend or revoke a peace officer's certification if: (1) the officer becomes ineligible to hold office as a peace officer under Government Code section 1029; or (2) the officer is terminated for cause or has otherwise engaged in "serious misconduct," which is defined by Penal Code section 12510.8, subdivision (b) and the POST regulations. For decertifications initiated based on Government Code section 1029, an officer becomes ineligible to serve as a peace officer if the officer has a conviction that meets the criteria listed in section 1029. POST can obtain conviction data from the California Department of Justice. For decertifications initiated based on an allegation of serious misconduct under Penal Code section 12510.8, subdivision (b), POST obtains information through reports from law enforcement agencies and complaints submitted by members of the public directly to POST. Under SB 2, members of the public have the option of submitting a complaint to POST anonymously.

Once it receives an allegation, POST notifies the officer's employing agency, which will conduct an investigation. Once the agency's investigation is completed, POST will conduct a review of the agency investigation and determine the need for further action, such as a hearing process to determine whether to revoke or suspend the officer's certification. POST has three years to complete its investigation of an allegation. The chart below outlines the SB 2 process for complaints:

Peace Officer Decertification Workflow





This chapter also provides data from POST regarding the allegations POST received from January 1, 2023, to October 1, 2024. The data indicate that:

- POST has received 29,472 misconduct reports from law enforcement agencies, as well as 1,247 public complaints submitted directly to POST. Of those agency misconduct reports, 16,672 (56.57%) related to an incident that took place prior to January 1, 2023.
- As of October 1, 2024, 19,882 cases have been assigned to POST investigators. Of those, 7,967 cases have been closed. The other 9,533 misconduct reports (32.34% of the agency misconduct reports received) have not yet been assigned to a POST investigator.
- In 2023, POST closed a total of 5,194 cases. Of those cases, 5,100 were closed with no further action taken. Only 65 cases resulted in decertification.
- During the first nine months of 2024, POST resolved 2,982 cases; 2,811 cases resulted in no further action, and 171 cases resulted in decertification.
- In 2023, 85.29 percent of cases that were closed with no further action involved retroactive cases (i.e., cases involving events between January 1, 2020, and January 1, 2023). POST was required to close these cases if the conduct did not result in death or serious bodily injury per Penal Code section 13510.8, subdivision (g)(1).
- Of the allegations POST received from January 1, 2024, through October 4, 2024, physical abuse/excessive force was the most common type of serious misconduct alleged, followed by demonstrating bias, abuse of power, dishonesty, acts that violate the law, and sexual assault.

SB 2 Complaints Involving Serious Misconduct Allegations, 2023-2024

Basis	Allegations Received	
	Number	Percent
Physical Abuse/Excessive Force	12,654	37.68%
Demonstrating Bias	9,186	27.35%
Abuse of Power	4,528	13.48%
Dishonesty	2,523	7.51%
Acts that Violate the Law	2,225	6.63%
Sexual Assault	1,337	3.98%
Convicted of a Felony	593	1.77%
Other Serious Misconduct	537	1.60%

The most common complaint, charge, or allegation for which POST has initiated a certification action based on serious misconduct was egregious or repeated acts that violate the law, followed by physical abuse/excessive force, sexual assault, dishonesty, demonstrating bias, abuse of power, and failure to cooperate.

SB 2 Grounds for Decertification 2023-2024

Basis	Certification Actions	
	Number	Percent
Acts that Violate the Law	91	59.48%
Physical Abuse/Excessive Force	28	18.30%
Sexual Assault	17	11.11%
Dishonesty	11	7.19%
Demonstrating Bias	8	5.23%
Abuse of Power	6	3.92%
Failure to Cooperate	2	1.31%

As of September 27, 2024, 10 law enforcement agencies have had nine or more officers subject to an SB 2 certification action. Generally, the most common type of serious misconduct involves acts that violate the law.

Law Enforcement Agencies with Nine or More Decertification Actions

Last Employing Agency	SB 2 Officers	Sworn Officers	Most Common Recent Certification Action	Most Common Serious Misconduct
Los Angeles County SD	44	8858	15 Temporary Suspensions, 15 Ineligible Pursuant to GC § 1029	13 Acts that Violate the Law
Los Angeles PD	29	8665	10 Ineligible Pursuant to GC 1029	9 Acts that Violate the Law
California Highway Patrol	19	6884	8 Temporary Suspensions	7 Physical Assault/ Excessive Force

Last Employing Agency	SB 2 Officers	Sworn Officers	Most Common Recent Certification Action	Most Common Serious Misconduct
Riverside County SD	16	2862	2 Temporary Suspensions & 2 Ineligible Pursuant to GC 1029	6 Acts that Violate the Law
San Bernardino County SD	10	1875	3 Ineligible Pursuant to GC 1029	4 Acts that Violate the Law
San Francisco PD	10	1807	5 Temporary Suspensions	5 Acts that Violate the Law
San Jose PD	10	1024	6 Temporary Suspensions	5 Acts that Violate the Law
San Diego PD	9	1818	3 Ineligible, 3 Revoked	1 Dishonesty, 1 Failure to Cooperate, 1 Acts that Violate the Law
Torrance PD	9	188	8 Temporary Suspensions	5 Demonstrating Bias

As of September 27, 2024, POST has issued 78 temporary suspensions related to a pending criminal proceeding, which have been pending for an average of 321 days. Twenty-eight temporary suspensions without a collateral criminal proceeding have been pending for 338 days on average. As of September 27, 2024, only 35 temporary suspensions have reached a permanent disposition.

Board Recommendations

The Board issues the following recommendations to the Legislature and POST, to enhance SB 2’s decertification process and effectuate the Legislature’s goal of addressing serious misconduct in policing:

1. The Board recommends that the Legislature enact legislation requiring law enforcement agencies throughout California to modify their disciplinary policies defining serious misconduct to align with the categories in Penal Code section 13510.8, subdivision (b).
2. Relatedly, the Board recommends that POST develop guidelines to assist law enforcement agencies in developing procedures to conduct adequate investigations into complaints alleging bias and guidelines that assist law enforcement agencies with aligning their policies with Penal Code Section 13510.8. The guidelines should also apprise law enforcement agencies on how to educate the public about the ways in which a complaint could be filed. In developing the guidelines for investigating complaints about demonstrating bias, POST could consult with the Board.
3. The Board recommends that POST issue guidance apprising officers and law enforcement agencies about the anti-retaliation and workplace protections afforded to an officer who files a complaint against a fellow officer or their agency or who cooperates with an investigation into an allegation of serious conduct. To provide protection for officers who report serious misconduct of fellow officers and to encourage a culture of accountability, the Board recommends that the Legislature amend Penal Code section 13510.8 to include whistleblower protection for peace officers and other individuals within a law enforcement agency who report serious misconduct by fellow peace officers.

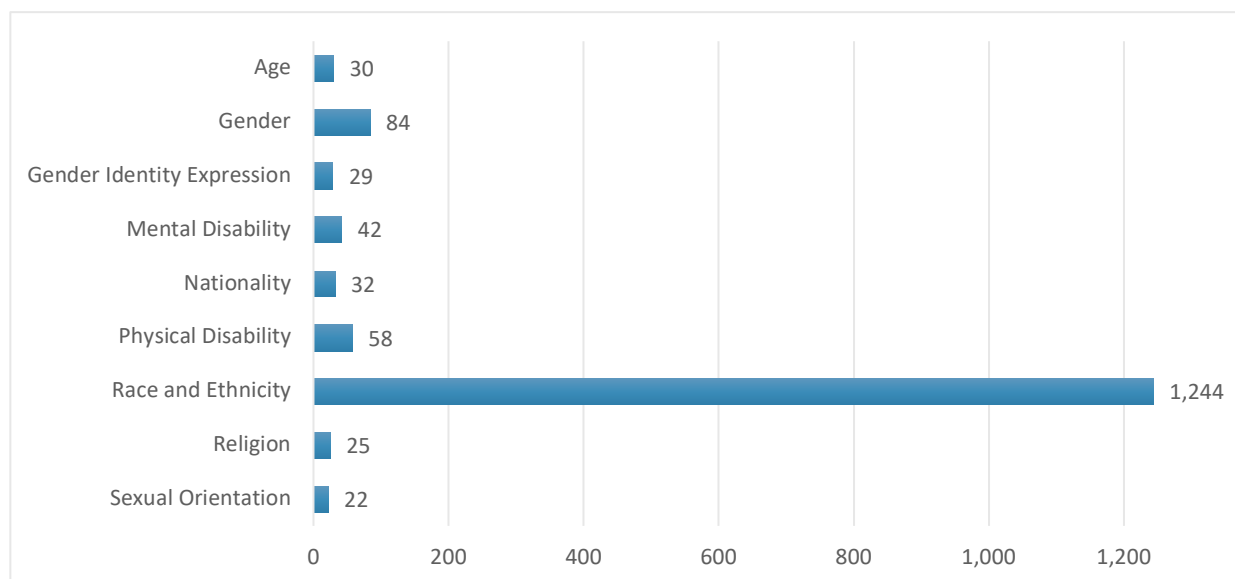
Civilian Complaints

2023 Civilian Complaint Data

This chapter of the report includes the second year of analysis of complaint data reported by all four reporting waves of California law enforcement agencies. A total of 526 agencies — including municipal and district police departments, county sheriff’s departments, the California Highway Patrol, and law enforcement agencies of the University of California, California State Universities, California Community Colleges, District Attorney offices, and K-12 school district police departments — submitted complaint data in 2023. The data indicate the following:

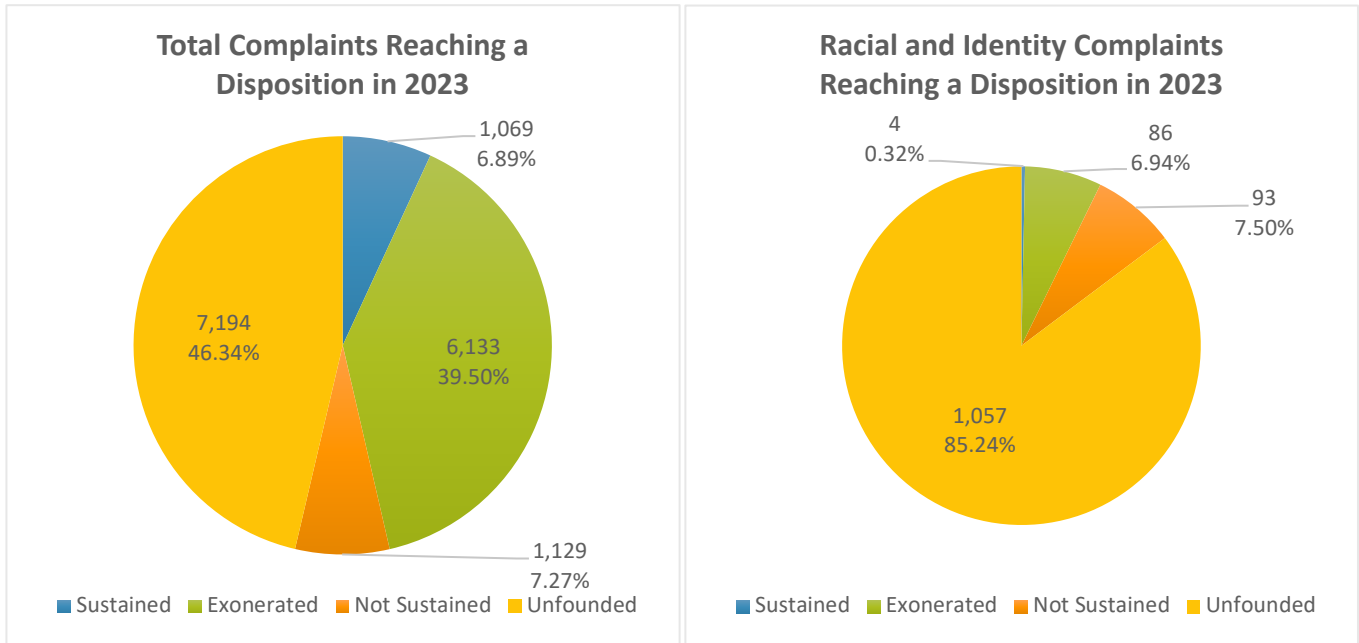
- Approximately three-quarters of reporting agencies (409, or 77.78%) reported receiving at least one civilian complaint, while nearly one-quarter (117, or 22.24%) reported that they did not receive any civilian complaints in 2023.
- In total, agencies reported that they received 14,444 complaints in 2023. Of these, 1,405 complaints (9.73%) alleged racial or identity profiling. The 1,405 profiling complaints were reported by only 147 agencies, representing 28 percent of the 526 RIPA reporting agencies and 35.94% of the 409 agencies that reported receiving complaints in 2023. By reporting group, Waves 1 through 3 — representing the largest law enforcement agencies in California — experienced an increase in the number of profiling complaints from 2022 to 2023, while Wave 4 experienced a decrease of 5.82 percent in the number of profiling complaints reported in 2023.
- Within the complaints alleging racial or identity profiling, there were 1,566 separate allegations of racial or identity profiling. The vast majority of these allegations (1,244, or 79.44%) alleged profiling on the basis of race or ethnicity.

Total Allegations of Racial and Identity Profiling Reported in 2023



- In total, law enforcement agencies reported that 15,525 complaints reached a disposition in 2023, including 1,240 complaints alleging racial or identity profiling. The majority of all complaints, including profiling complaints, were deemed unfounded, exonerated, or not sustained. Only 6.89 percent of all complaints and 0.32 percent of profiling complaints were sustained.

Disposition Distribution of 2023 Complaints



Civilian Complaints Involving Youth

In addition to analyzing the 2023 complaint data, this chapter discusses how civilian complaints can serve as an accountability measure to more effectively monitor police interactions with individuals 24 and younger. The Board, with the goals of monitoring civilian complaints filed by or on behalf of youth, identifying problematic police practices that impact youth, and ensuring that police officers who harm youth are held accountable, makes the following recommendation:

The Legislature explore amending Penal Code section 13012 to require law enforcement agencies to report the number of civilian complaints reported by or on behalf of complainants, disaggregated by complainants who are 17 and younger and complainants who are 18 to 24 at the time of the underlying incident if age is known or volunteered at the time the complaint is submitted. This reporting requirement would include complaints filed by a third party on behalf of someone 24 or younger.

Follow-up on Prior Board Recommendations

The report also provides updates regarding the Board’s prior recommendations to define “civilian complaint,” accept anonymous complaints, and address the potential deterrent effect of the advisory statement required by Penal Code section 148.6. This chapter of the report acknowledges the Legislature for introducing Assembly Bill 2923 in 2024, which would have defined “civilian complaint” and amended the language of Penal Code section 148.6. The bill did not pass, however.

Lastly, this chapter of the report continues to build on the Board’s prior recommendation that law enforcement agencies begin to incorporate the principles of root cause analysis into their civilian complaint procedures. Specifically, this chapter explores how root cause analysis is applied in the transportation and healthcare industries, as well as other areas of law enforcement, to identify common principles of root cause analysis and illustrate how those principles could be applied to civilian complaint procedures. The Board urges law enforcement agencies to analyze the root causes of civilian complaints and hopes to develop more specific recommendations in future reports to help agencies implement this practice.

Legislative Update

The Board concluded the report with a summary of recently enacted legislation related to the work of the RIPA Board. Citing the racial disparities in the RIPA data, the Legislature passed Senate Bill No. 1020 (2023-2024 Reg. Sess.) to prohibit the use of “ethnic shooting targets,” which depict skin colors or facial features from which a person might reasonably discern race or ethnicity, in firearms training required for law enforcement recruits and officers.

This legislation exemplifies RIPA’s potential to effectuate change in policing practices and policies. With its focus on policing practices and policies, examined through the lens of youth and police interactions, this year’s report presents a wealth of data and data-driven recommendations to encourage more legislative and agency action to create enduring systemic changes in policing in California.