Duluth Racial Bias Audit: Final Report on Findings and Considerations

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Findings & Considerations

Department Interactions with the Community

7. BIPOC Community Relations

8. Vehicle & Pedestrian Stops

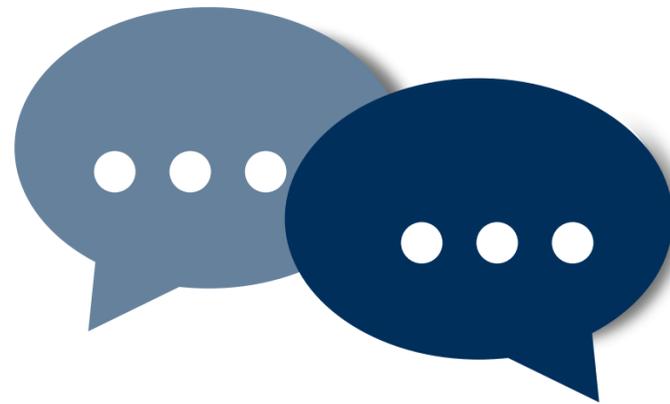9. Body-Worn Camera Footage

Areas of Assessment

Section I:
Department
Operations

Section II:
Department Interactions
with Community

Section III:
Role of Duluth Citizen
Review Board

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Methodology

The CJI team employed a variety of assessment methods during this process including:

- Document review
- Data analysis
- Camera footage review
- Interviews and focus groups
- Observation of DPD operations (e.g., ridealongs, command staff meetings)
- Web-based survey delivery and analysis
- Public meetings

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Methodology: Community Survey

Web-based survey received
1,353 responses from a diverse
sample of Duluth residents

- 79% identified as full-time residents of Duluth
- 57% female, 33% male, 4% genderqueer/gender non-binary, <1% transgender male or transgender female
- Self-identified race/ethnicity:
  - White (69%)
  - Black (8%)
  - Indigenous (7%)
  - Hispanic or Latino (3%)
  - Asian (2%)
  - Native Hawaiian or Pacific Islander (1%)

Methodology: Interviews and Focus Groups

Community Outreach

- 4 focus groups hosted by UMD's Office of Diversity and Inclusion & AICHO (30 attendees)
- 28 interviews with members of the BIPOC community

DPD Outreach

- 3 focus groups with members of DPD (21 attendees)
- 111 participants in a web-based anonymous survey (65.4% response rate)

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Chapter 7: BIPOC Community Relations

Key Takeaways:

- Information about community policing activities is not produced as required

- Enhancement needed in communicating relevant issues to BIPOC communities

- Partnerships established with several BIPOC-serving organizations

- Participation in engagement activities may not be reaching older youth

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Chapter 7: BIPOC Community Relations

Key Takeaways (Continued): Some BIPOC community members report limited opportunities to engage with officers in non-crime related settings

Self-Identified Race or Ethnicity	Frequency of Non-Crime Interactions & Percentage of Each Frequency within Racial Groups				
	Never	1-2 Times	3-4 Times	5+ Times	Total Within Race/Ethnic Category
White	202 (27%)	201 (27%)	166 (22%)	171 (23%)	740 (100%)
Black	24 (29%)	26 (32%)	19 (23%)	13 (16%)	82 (100%)
Indigenous	19 (24%)	24 (31%)	17 (22%)	18 (23%)	78 (100%)
Asian	3 (15%)	9 (45%)	5 (25%)	3 (15%)	20 (100%)
Native Hawaiian/Other Pacific Islander	1 (14%)	4 (57%)	2 (29%)	0 (0%)	7 (100%)
Hispanic or Latino	12 (38%)	12 (38%)	2 (6%)	6 (19%)	32 (100%)
Grand Total	298 (27%)	300 (28%)	245 (22%)	247 (23%)	1090 (100%)

Chapter 7: BIPOC Community Relations
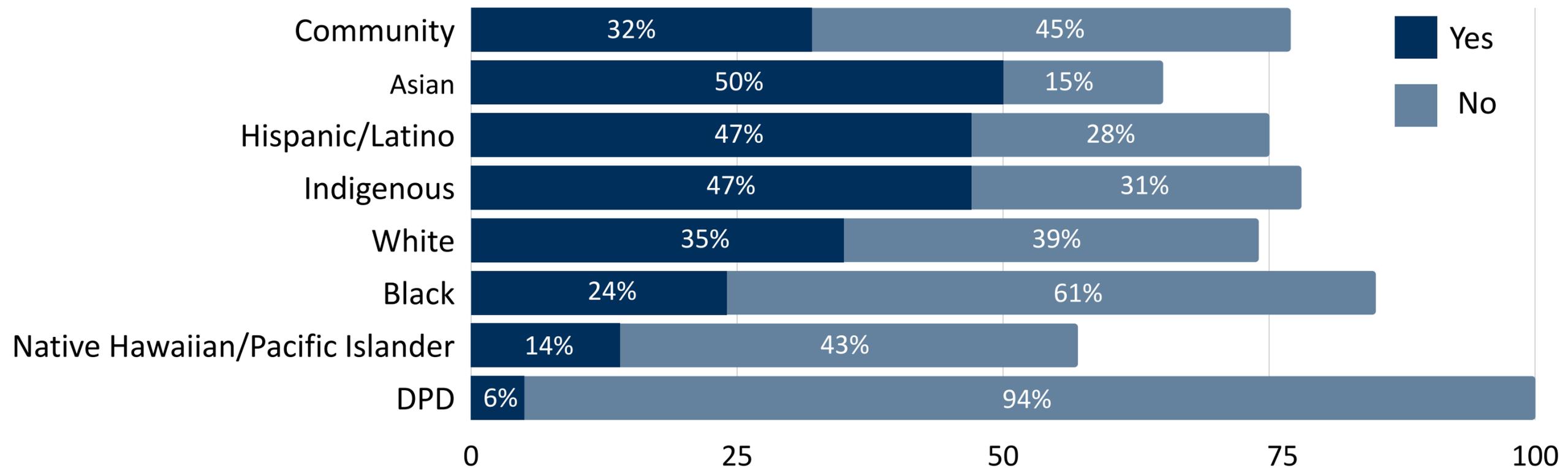
Key Takeaways (Continued):

- Officers hesitate due to bystander escalation and a perception of racial tensions
- Enforcement activities are relied on as the primary opportunity for community engagement
- Members of both DPD and the community cite trust as the most important component of building positive relationships
- Most have not witnessed members of DPD engage in racist behavior; however, some have personally experienced racism

Chapter 7: BIPOC Community Relations

Key Takeaways (Continued): Community members are more likely than DPD staff to believe a culture of racism exists within the Duluth Police Department.

Do you believe a culture of racism exists at the Duluth Police Department?

Group	Yes	No
Community	32%	45%
Asian	50%	15%
Hispanic/Latino	47%	28%
Indigenous	47%	31%
White	35%	39%
Black	24%	61%
Native Hawaiian/Pacific Islander	14%	43%
DPD	6%	94%

Section II:
Department Interactions with the Community
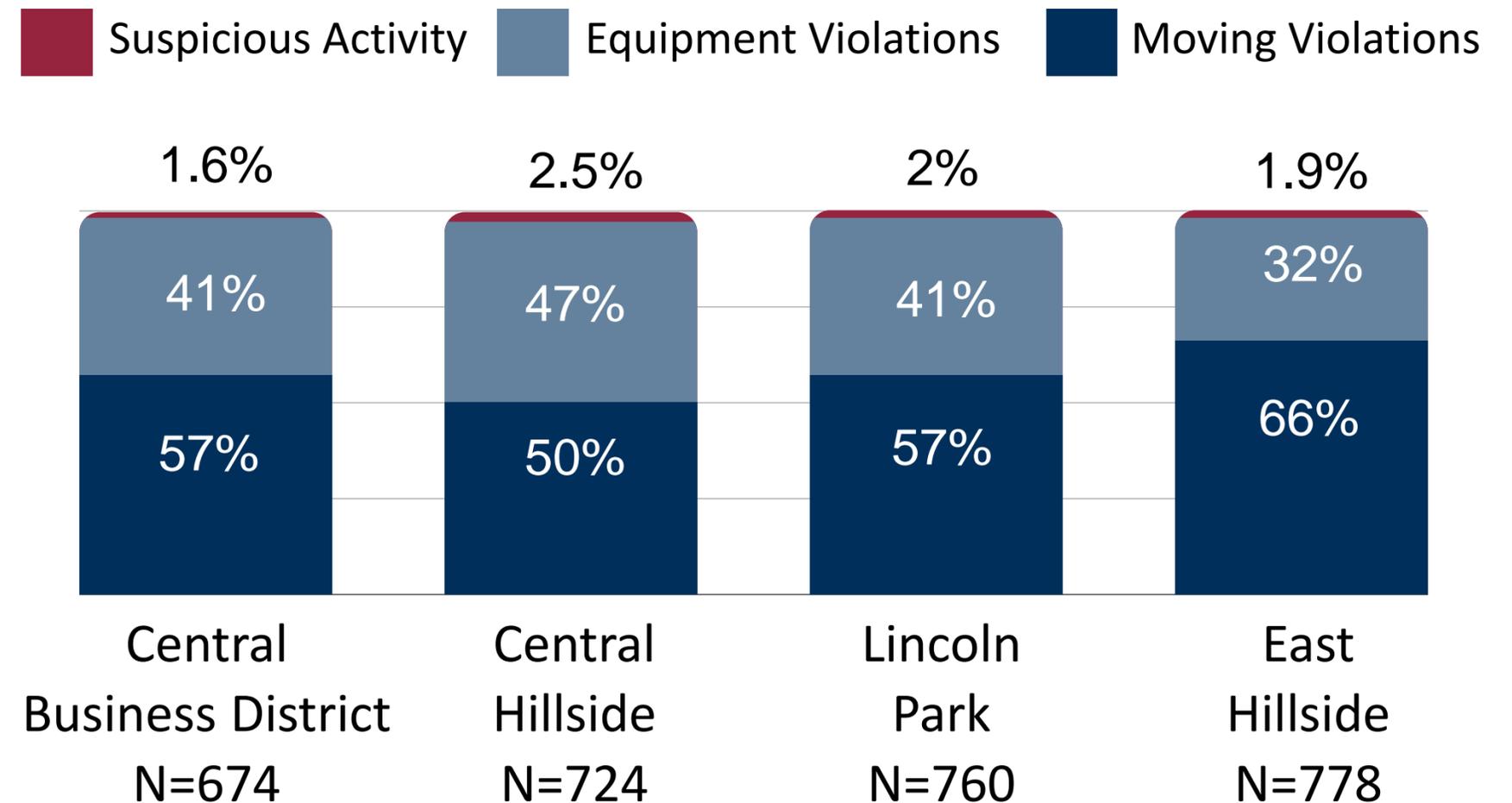
BIPOC Community Relations

Considerations:

- Build a community engagement strategy with local neighborhood communities to ensure accountability
- Provide pathways for non-enforcement interactions that build mutual trust
- Engage with community organizations through a more intentional communications strategy

Chapter 8: Vehicle & Pedestrian Stops

Key Takeaways: Vehicle Stops

- Almost half of stops are for equipment violations
- Most common result is a warning
- One officer conducted 25% of all vehicle stops; however, no statistically significant racial disparities were identified

Legend: Suspicious Activity | Equipment Violations | Moving Violations

	Central Business District N=674	Central Hillside N=724	Lincoln Park N=760	East Hillside N=778
Suspicious Activity	1.6%	2.5%	2%	1.9%
Equipment Violations	41%	47%	41%	32%
Moving Violations	57%	50%	57%	66%

Chapter 8: Vehicle & Pedestrian Stops

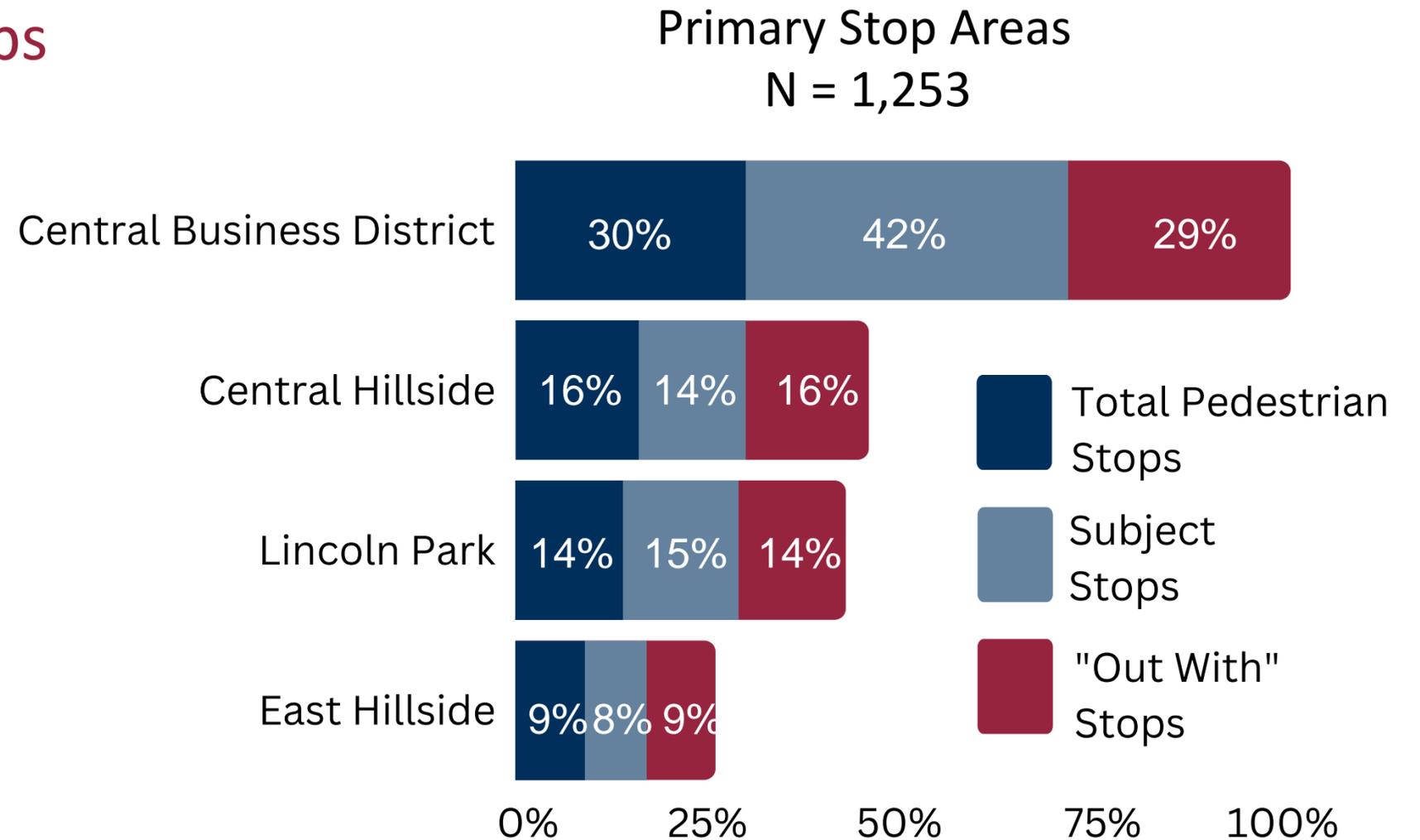Key Takeaways: Vehicle Stops (Continued)

- Racial and ethnic disparities were identified in vehicle stops
- BIPOC drivers are more likely to be stopped for equipment violations or suspicious activity
- Officers are more likely to conduct a search with a BIPOC driver (excluding stops that end in arrest)
- Stop outcomes for BIPOC drivers are more likely result in a citation or an arrest rather than a warning or officers taking no action
- No differences found in search hit rates during stops that do not end in arrest
- These results do not account for arrest warrants or driving history of the individual

Chapter 8: Vehicle & Pedestrian Stops

Key Takeaways: Pedestrian Stops

- Based on a sample of 156 stops, 26% of stops were with BIPOC community members - many of which were pretext stops, often ending in verbal warnings or no action

Primary Stop Areas
N = 1,253

	Total Pedestrian Stops	Subject Stops	"Out With" Stops
Central Business District	30%	42%	29%
Central Hillside	16%	14%	16%
Lincoln Park	14%	15%	14%
East Hillside	9%	8%	9%

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Section II:
Department Interactions with the Community

Vehicle and Pedestrian Stops

Considerations:

- Complete stop data forms for all pedestrian stops
- Create training opportunities to ensure officers establish reasonable suspicion before conducting investigative pedestrian stops
- Collect specific information about searches and frisks
- Reduce vehicle stops for equipment violations
- Develop a strategy that provides a framework for the goals of these types of stops and measures for success
- Identify ways for the DPD and the Community Crisis Response team to work together to provide services to individuals in need of care and resources without needing police intervention

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Chapter 9: Body-worn Camera Footage

Key Takeaways (Continued): Officers demonstrate good demeanor but are less likely to do so during pedestrian stops where they are investigating a possible crime.

Demeanor Factor	All Stops	Vehicle Stops	Pedestrian Stops	Stops to Provide Care
Respectful	90%	95%	74%	100%
Polite	88%	93%	71%	100%
Friendly	87%	92%	71%	100%
Impartial	83%	87%	66%	88%
Demeanor Index	3.5	3.7	2.8	3.9

Note: The demeanor index is the average of each of the four factors combined, out of a total score of four for each type of stop.

Chapter 9: Body-worn Camera Footage

Key Takeaways: Officers demonstrate procedural justice but are less likely to do so during pedestrian stops where they are investigating a possible crime.

Procedural Justice Factor	All Stops	Vehicle Stops	Pedestrian Stops	Stops to Provide Care
Explain Reason	90%	90%	83%	100%
Trustworthiness	85%	91%	64%	100%
Voice	93%	98%	78%	100%
Transparency	85%	91%	71%	88%
Procedural Justice Index	3.6	3.8	3.0	3.9

Note: The procedural justice index is the average of each of the four factors combined, out of a total score of four for each type of stop.

Chapter 9: Body-worn Camera Footage

Key Takeaways (Continued):

- Only 34% of the interactions reviewed involved officers introducing themselves
- BIPOC community members are significantly more likely to experience unnecessarily longer stops
- Officers may be more likely to use their discretion to give a "break" to white stop subjects than for BIPOC stop subjects
- Potential racial or ethnic bias found in 5 of the 152 sampled police interactions (3.3%)

Section II:

### Department Interactions with the Community

Body-worn Camera Footage

Considerations:

- Ensure officers introduce themselves when engaging with the public during police encounters
- Emphasize that good demeanor and adherence to procedural justice are important for every interaction
- Establish a supervisory review process to assess interactions using body-worn camera footage
- Proactively solicit feedback from those who encounter the police

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Implementation Planning

What is your shared vision for improved relationships and interactions?
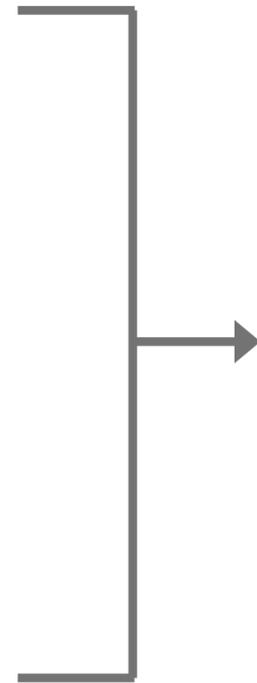
- Use a results-focused framework
- Determine collaborators best suited to implement changes
- Articulate and clearly define a desired outcome
- Establish performance measures and progress indicators
- Specify an action plan
- Use data to gauge progress

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For More Information

Visit the Racial Bias Audit webpage:
https://duluthmn.gov/police/public-reports-and-transparency/racial-bias-audit/

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