



**CITY OF DULUTH**  
**REQUEST FOR PROPOSALS FOR**  
**PROFESSIONAL SERVICES FOR A RACIAL BIAS AUDIT**

**RFP NUMBER 22-AA11**

**ISSUED April 12, 2022**

**PROPOSALS DUE Tuesday, May 3, 2022 at 4:00 pm**

**SUBMIT TO**

**CITY OF DULUTH**  
**ATTN: PURCHASING DIVISION**  
**CITY HALL, ROOM 120**  
**411 WEST 1ST STREET**  
**DULUTH, MN 55802**

## PART I - GENERAL INFORMATION

**I-1. Project Overview.** The City of Duluth (City) on behalf of the Duluth Police Department (DPD) is seeking proposals for professional services to perform a racial bias audit. Additional detail is provided in **Part IV** of this RFP.

**I-2. Calendar of Events.** The City will make every effort to adhere to the following schedule:

Activity	2022 Dates
Deadline to submit Questions via email to purchasing@duluthmn.gov	Tuesday, April 19
Answers to questions will be posted to the City website no later than this date.	Friday, April 22
Proposals must be received in the Purchasing Office by 4:00 PM on this date.	Tuesday, May 3
Interviews are tentatively scheduled for	May 10 & 11

**I-3. Rejection of Proposals.** The City reserves the right, in its sole and complete discretion, to reject any and all proposals or cancel the request for proposals, at any time prior to the time a contract is fully executed, when it is in its best interests. The City is not liable for any costs the Bidder incurs in preparation and submission of its proposal, in participating in the RFP process or in anticipation of award of the contract.

**I-4. Questions & Answers.** Any questions regarding this RFP must be submitted by e-mail to the Purchasing Office at [purchasing@duluthmn.gov](mailto:purchasing@duluthmn.gov) **no later than** the date indicated on the Calendar of Events. Answers to the questions will be posted as an Addendum to the RFP.

**I-5. Addenda to the RFP.** If the City deems it necessary to revise any part of this RFP before the proposal response date, the City will post an addendum to its website <https://www.duluthmn.gov/purchasing/bids-request-for-proposals/> . Although an e-mail notification will be sent, it is the Bidder's responsibility to periodically check the website for any new information

**I-6. Proposals.** To be considered, hard copies of proposals must arrive at the City on or before the time and date specified in the RFP Calendar of Events. The City will not accept proposals via email or facsimile transmission. The City reserves the right to reject or to deduct evaluation points for late proposals.

Proposals must be signed by an authorized official. If the official signs the Proposal Cover Sheet attached as Appendix A, this requirement will be met. Proposals must remain valid for 60 days or until a contract is fully executed.

Please submit one (1) unbound paper copy of the Technical Submittal and one (1) paper copy of the Cost Submittal. **The Cost Submittal must be in a separate sealed envelope.**

All materials submitted in response to this RFP will become property of the City and will become public record after the evaluation process is completed and an award decision made.

**I-7.Small Diverse Business Information.** The City encourages participation by minority, women, and veteran-owned businesses as prime contractors, and encourages all prime contractors to make a significant commitment to use minority, women, veteran-owned and other disadvantaged business entities as subcontractors and suppliers. A list of certified Disadvantaged Business Enterprises is maintained by the Minnesota Unified Certification Program at <http://mnucp.metc.state.mn.us/> .

**I-8. Term of Contract.** The term of the contract will begin once the contract is fully executed and is anticipated to end 12 months after execution. The selected Bidder shall not start the performance of any work nor shall the City be liable to pay the selected Bidder for any service or work performed or expenses incurred before the contract is executed.

**I-9. Mandatory Disclosures.** By submitting a proposal, each Bidder understands, represents, and acknowledges that:

- A. Their proposal has been developed by the Bidder independently and has been submitted without collusion with and without agreement, understanding, or planned common course of action with any other vendor or suppliers of materials, supplies, equipment, or services described in the Request for Proposals, designed to limit independent bidding or competition, and that the contents of the proposal have not been communicated by the Bidder or its employees or agents to any person not an employee or agent of the Bidder.
- B. There is no conflict of interest. A conflict of interest exists if a Bidder has any interest that would actually conflict, or has the appearance of conflicting, in any manner or degree with the performance of work on the project. If there are potential conflicts, identify the municipalities, developers, and other public or private entities with whom your company is currently, or have been, employed and which may be affected.
- C. It is not currently under suspension or debarment by the State of Minnesota, any other state or the federal government.
- D. The company is either organized under Minnesota law or has a Certificate of Authority from the Minnesota Secretary of State to do business in Minnesota, in accordance with the requirements in M.S. 303.03.

**I-10. Notification of Selection.** Bidders whose proposals are not selected will be notified via email.

## **PART II - PROPOSAL REQUIREMENTS**

Each Bidder shall provide a Statement of Qualifications which shall not exceed ten (10) pages (including resumes). This page limit applies only to the Statement of Qualifications, and does not apply to the proposal. The Statement of Qualifications shall include the following:

- A. A brief history and description of Bidder.
- B. Identification of professional staff members who will be assigned to this engagement if awarded. Include summarized information regarding the professional staff members detailing qualifications, years and types of experience, education, licensure, certifications, accomplishments, etc. Specify the extent of the availability and commitment of each such professional staff member. Specify a project manager and contact person to coordinate the services for the City.
- C. Proof that Bidder at all times obtains and maintains all applicable licenses required by federal, state, and local laws to perform the services requested by this RFP.
- D. At least three (3) references, including addresses, email addresses, and telephone numbers.
- E. A summary of the Bidder's general experience in engaging, surveying, and partnering with Black, Indigenous and People of Color (BIPOC) communities, and community organizations in municipalities of the same or similar size as the City of Duluth. Provide a description of your team who will be working on this project as well as a short biography of each member of your team, including a description of their experience with racial bias work and working in racially and culturally diverse communities.
- F. Any additional information which would serve to distinguish your firm from other Bidders.
- G. The Selected Bidder shall employ a multi-disciplinary approach to balance (1) its experience in law enforcement and the training of law enforcement personnel; and (2) its knowledge of how racial bias, both explicit and implicit, has historically shaped law enforcement's policies, procedures, and practices.

- H. The Selected Bidder shall have the capability to conduct interviews remotely, if necessary, by secure audio-visual technology. Each Bidder shall indicate within its Proposal which audio-visual technology platform(s) it intends to use.

**PART III - CRITERIA FOR SELECTION**

The proposals will be reviewed by City Staff and members of the Racial Bias Audit Team (RBAT). The intent of the selection process is to review proposals and make an award based upon qualifications as described therein. A 100-point scale will be used to create the final evaluation recommendations. The factors and weighting on which proposals will be judged are:

Qualifications of the Bidder and Personnel	40%
Prior experience with similar work	30%
Work Plan	10%
Cost	20%

After initial review and evaluation, the review team may choose to hold interviews with some or all of the Bidders.

**PART IV – PROJECT DETAIL**

The City understands Bidders will have substantial expertise in delivering comprehensive racial bias audits with deliverables that may extend beyond what we believe is possible or know to be best practices. Conversely, we may request deliverables that may not be possible. This RFP was developed with the values of our community in mind. It is intended to ensure our voice and direction will guide the work, without limiting the awarded Bidder from using their experience, expertise and imagination to deliver best practices. Bidders shall demonstrate the capacity to best deliver upon our vision and goals including but not limited to the following criteria.

- Assess, monitor, and assist the DPD in concert with the community to uncover any aspects of implicit bias, as well as systemic and individual racial bias.
- Assess the impact of enforcement operations on historically marginalized and discriminated against populations.
- Provide recommendations for reforms that improve community-oriented policing practices, transparency, professionalism, non-discriminatory practices, accountability, community inclusion, effectiveness, equity and public trust. These recommendations should also consider statutory requirements, national best practices and current scientifically valid methodology, and community expectations.
- Engage the community and employees of DPD to understand both experiences and expectations of interactions between both groups.

Parameters:

- Access, consistent with State and Federal laws and City and DPD policies, to police department personnel at all levels.
- Access to all data, incidents, complaints, discipline files, policies and practices over a five-year period, consistent with State and Federal laws and City and DPD policies.
- Inclusive engagement, and participatory decision-making with the public including statistically valid surveys, interviews and focus groups.
- Best practices should come from a wide array of nationally recognized entities that are supportive of law enforcement and critical of law enforcement. All best practices should be data driven, using current scientifically valid methodology and analysis. Ideally these best practices will have already provided successful outcomes for law enforcement agencies around the county. However, best practices that have not been vetted through use in law enforcement agencies, but are data driven and scientifically valid, should be considered as well.

## Scope of Service

1. Assess recruitment, hiring, and personnel practices including:
  - a. Policies, procedures and training regarding hiring standards. Practices and protocols to include reviewing interview questions. Evaluating DPD's use of a psychological examination and the degree to which it looks at tendencies toward racial or cultural bias, and aptitude for cultural inclusivity.
  - b. Does the City have data-driven and scientifically valid strategies that will recruit and hire a diverse work force, specifically those with multi-racial or non-dominant racial and cultural backgrounds or experience?
  - c. Do the City and DPD have data-driven and scientifically valid strategies that will create and maintain a workplace environment that will be hospitable to the integration, retention, and maintenance of a diverse work force, specifically those with multi-racial or non-dominant racial and cultural backgrounds or experience?
  - d. Assess training for applicants to determine if they receive best practices training in:
    - i. Understanding how racial bias impacts people lives and how to recognize it.
    - ii. Understanding their individual racial biases
    - iii. Working in multi-racial environments
  - e. Assess the use of personality evaluations during the hiring process to determine if the City is using best practices for assessing racial bias.
  - f. Assess the DPD's ability to diversify its workforce, identifying best practices and any barriers.
  - g. Recommend best practices for hiring and retention of a diverse work force.

2. Assess the types of bias and interracial relations trainings DPD staff has received and their effectiveness for DPD staff.
  - a. How have trainings been received by DPD staff, what are the positives and negatives with these trainings?
  - b. How does this type of training get applied to day-to-day work of those who engage the public and those who work solely in administrative roles?
  - c. Recommend future trainings for DPD officers and staff.
  - d. Has there been a measurable impact regarding the implementation of bias/cultural awareness trainings?
  - e. Anonymously survey DPD staff regarding the following:
    - i. Attitudes toward this audit.
    - ii. Do they believe a racist or white supremacist culture or subculture exists at the DPD and, if so, to what degree?
    - iii. Do they believe there are racist or white supremacist employees at the DPD?
    - iv. If yes to iii, do they have recommendations to the DPD management on how this should be addressed?
    - v. Do they believe the concept of racism exists?
3. Assess the DPD's response to calls from BIPOC communities and those BIPOC communities' appraisals of the City's response to those calls, as well as a general evaluation of these two groups' attitudes toward each other.
  - a. Does the DPD follow best practices for interactions with BIPOC communities? How can the DPD improve individual and community relationships with BIPOC communities?
  - b. What is DPD's perception of interactions with BIPOC individuals and families?
  - c. What are BIPOC individuals' and families' overall perception of the DPD and specifically their perceptions regarding DPD's interactions with them?
  - d. Assess DPD's engagement with the BIPOC community organizations.
  - e. Assess DPD's programming for engagement with BIPOC communities.
  - f. Assess the effectiveness of the DPD's hiring BIPOC individuals to engage with BIPOC communities.
  - g. How do officers believe that their day-to-day work is complicated by racial tensions in the community? What evidence of racial tensions do officers see in their day-to-day work?
4. Assess how the DPD evaluates reports of suspicious or criminal activity for possible racially motivated fabrications and/or exaggerations.
  - a. Do officers believe that they have encountered racially motivated citizen reporting?
  - b. How can the department or officers look for and recognize racially motivated citizen reporting?
  - c. Provide recommendations on how the DPD can respond to, counter, and prevent racially motivated citizen reporting.
5. Assess how DPD gathers and interprets data.
  - a. Does the DPD use current scientifically sound methodology and benchmarks for data analysis?

- b. Provide recommendations on how DPD can improve data collection, interpretation and utilization.
  - c. How does the DPD currently gather and interpret data on race?
  - d. How does the DPD currently develop policy and strategies based on interpretation of that data?
  - e. Provide recommendations on how DPD can improve the collection, interpretation and utilization of the race-based data that it collects.
  - f. Provide recommendations to the DPD on how to provide data to the community in order to increase transparency.
6. Assess the impact of enforcement actions on BIPOC communities using scientifically valid methodology and benchmarks, while keeping in mind what percentage of the population of Duluth is made up of BIPOC communities and individuals (African Heritage, Indigenous, etc.).
- a. What are the DPD's total vehicle stops? Break down the data by:
    - i. Location
    - ii. Stops by perceived race
    - iii. Age and gender
    - iv. Reason for stop: investigative (reasonable suspicion, probable cause, pretextual stop), or statutory offense
    - v. Result of stop by perceived race, (arrest, citation, warning, no action)
    - vi. Stops resulting in arrest but not convictions
    - vii. Duration of detentions from v.
    - viii. Search conducted
    - ix. Contraband found
    - x. Existence of warrants
    - xi. Use of force
    - xii. Reason for use of force
  - b. What are the DPD's total pedestrian stops, break down the data by:
    - i. Location
    - ii. Stops by perceived race
    - iii. Age and gender
    - iv. Reason for stop: investigative (reasonable suspicion, probable cause, pretextual stop), or statutory offense
    - v. Stops resulting in arrest but not convictions
    - vi. Duration of detentions from v.
    - vii. Search conducted
    - viii. Contraband found
    - ix. Existence of warrants
    - x. Use of force
    - xi. Reason for use of force
7. Assess the DPD's protocol and practices toward their response to civil disturbance.
- a. How does the DPD assess their response and do they use best practices and policy in response to civil unrest?



8. Assess DPD's protocol and practices in interactions with immigrant and refugee populations.
  - a. Evaluate current policy governing people who do not speak English.
  - b. Evaluate current policy governing people who do not have a US and/or state-issued form of identification.
  - c. Evaluate instances where a stop by DPD personnel has resulted in notification/referral to immigration enforcement agencies.
9. Assess the role of the Duluth Civilian Review Board (DCRB) and make recommendations on what can be done to improve the DCRB's effectiveness.
  - a. What is the awareness in the Duluth community of the existence of the DCRB and its role in our community?
  - b. Does the community understand the process to file a complaint with the DCRB or DPD?
  - c. If members of the community had complaints for the DPD but did not bring them to the DCRB or the DPD, why not?
  - d. Assess the level of satisfaction of those who have filed complaints with the DPD and or DCRB.
  - e. How is the DRCB perceived by the Duluth community and the DPD staff?
  - f. What are ways to improve the visibility of the DCRB? How can they better market themselves?
  - g. What improvements can be made to the DCRB charter with the goal of improving the DCRB's ability to engage with the community and the DPD, as well as improve its ability to assess and impact DPD policies and practices?
  - h. How can the information that the DPD shares with the DCRB be expanded and improved?
  - i. How does the DPD currently make data analyses accessible to the public for transparency purposes, and what are best practices regarding this?
  - j. What are best practices for civilian review boards?
  - k. What has the DCRB accomplished in the last five years?
10. Assess and evaluate in-car camera data. Does the data provide any information of bias activities to include patterns of behavior and language?
11. Assess and evaluate the DPD's process of documenting, investigating and adjudicating officer use-of-force incidents. Is there public transparency and access to this process?

#### Deliverables

- Provide scheduled updates to the DPD and the RBAT as this project moves along.
- Provide a draft report of findings prior to finalizing the report to the DPD and the RBAT.
- Provide a presentation of findings to the DPD and the RBAT prior to a community stakeholder presentation.
- Provide a detailed final report on the status of the areas detailed in the scope of work to include recommendations on improvements, best practices, resource modification and strategies for innovation and program refinement.

- Provide recommendations on how to best achieve buy-in on the recommended improvements from all members of the DPD (including administration, patrol officers, civilian support staff, etc.).
- Provide an opportunity for the DPD and RBAT to participate in discussions around the results of the audit, recommendations of the audit and how the recommendations will affect DPD (policies, practices etc.).
- Provide at least three community stakeholder presentations of findings after the release of the final report.
- Provide a timeline for implementation of recommendations in the report taking into consideration that the recommendations provided in the report will likely require a high number of personnel-hours and cost. The recommended timeline must consider how recommendations will be achieved within the budget and staffing-levels the DPD has currently, and/or suggest increases in budget and staffing levels for the purpose of achieving all of the recommended outcomes.
- Outline the need, if any, for trainers and/or training coordinators to continue to provide assistance and support to the DPD to follow through on recommendations once the audit has been completed.

**APPENDIX A - PROPOSAL COVER SHEET  
CITY OF DULUTH  
RFP22-AA11  
Professional Services to Perform a Racial Bias Audit**

<b>Bidder Information:</b>	
Bidder Name	
Mailing Address	
Contact Person	
Contact Person's Phone Number	
Contact Person's E-Mail Address	
Federal ID Number	
Authorized Signature	
Name of Authorized Signer	
Title of Authorized Signer	