



Purchasing Division, Finance Department

218-730-5340 | purchasing@duluthmn.gov

Room 120 | 411 West First Street | Duluth, Minnesota 55802

www.duluthmn.gov

City of Duluth Request for Proposals

Job Classification and Total Compensation Study

RFP Number 26-AA19

Issued June 22, 2026

PROPOSALS DUE 3:00 PM CENTRAL TIME, THURSDAY, JULY 16, 2026

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. Introduction and project Summary. The City is seeking proposals from consultants for professional services for completion of a comprehensive job classification and total compensation study, as well as proposing an update and implementation process for a new job classification and compensation system. 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	Date
Pre-proposal Conference at 2:00 pm Central Time	June 25, 2026
Deadline to submit Questions via email to purchasing@duluthmn.gov is 12 noon Central Time	July 2, 2026
Answers to questions will be posted to the City website no later than this date.	July 9, 2026
Proposals must be received in the Purchasing Office by 3:00 PM Central Time on this date.	July 16, 2026
Interviews tentatively scheduled the week of:	July 27, 2026

I-3. Pre-proposal Conference. The City will hold a virtual pre-proposal conference as specified in the Calendar of Events. Interested Bidders can attend via Microsoft Teams and find the link at <https://www.duluthmn.gov/purchasing/bids-request-for-proposals/>.

I-4. Questions & Answers. Any questions regarding this RFP must be submitted by e-mail to the Purchasing Office at 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://duluthmn.gov/purchasing/bids-request-for-proposals/>) under Current Bids & Projects, and this solicitation number. Although an e-mail notification will be sent, it is the Bidder's responsibility to periodically check the website for any new information. Any addenda issued must be acknowledged on the Proposal Sheet attached as Appendix A.

I-6. Interviews/Demonstrations. The City reserves the right to request interviews or demonstrations with top scoring proposers.

I-7. 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-8. 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-9. Agreement. The awarded proposer will be required to sign the agreement attached as Appendix B. Questions about the agreement should be submitted to purchasing@duluthmn.gov by the question deadline in the schedule above.

I-10. Award. The agreement award amount will be based on the time and materials submitted in the proposal, but will be a lump sum, not-to-exceed agreement.

I-11. Term of Contract. The term of the contract will begin once the contract is fully executed and is anticipated to end by December 31, 2027. 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-12. 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-13. Notification of Selection. Bidders whose proposals are not selected will be notified in writing.

PART II – PROPOSAL REQUIREMENTS

II-1. Proposal Submission. 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. Terms of the awarded proposal as stated must be valid for the project length of time.

Please submit one unbound paper copy of the Technical Submittal and one unbound paper copy of the Cost Submittal. **Cost Submittals are to be submitted in an envelope sealed separate from the Technical Submittals.**

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.

II-2. Proposal Content.

1. Completed Appendix A Proposal Cover Sheet
2. Cover letter providing the history of your company
3. Comprehensive services offered (limit to 10 pages)
4. Three references

The proposal shall contain the following information:

- A. Provide references of municipalities in the State of Minnesota for whom bidder has completed similar compensation studies and/or similarly designed, developed, and implemented job classification and compensation systems. Include the name and phone number of a contact person at each municipality, as well as a description of the services performed, implementation date, and the names of the personnel from your office that worked on the project at each municipality.
- B. Names and relevant experience of the personnel to be assigned to the project.
- C. Work plan detailing your organization's approach to the Scope of Work outlined below for the study and development of a job classification and compensation system for the City of Duluth. Include plans and proposed outcomes and deliverables for the job classification and compensation evaluation system being proposed. Provide any questionnaires employees will be required to complete as part of the study, as well as sample updated job descriptions, policies and procedures; and include information on how your organization will handle evaluation of each aspect identified.
- D. Identify your approach to creating union and non-union involvement with the development of the position classification and compensation schedules.
- E. Identify a concrete, but reasonable timeline for the completion of each component in the process as well as implementation guidelines.
- F. The proposal should clearly define the timelines, proposed fees, and the scope of services to be provided during each of the following specific project components:
 1. Introduction and Project Orientation

2. Position Analysis and descriptions for full-time, part-time, seasonal, and variable hour workers.
3. Position Classifications/Ranking/Grades/Evaluation.
4. Market Study.
5. Design a proposed update to the total compensation structure according to Duluth's compensation philosophy.
6. System testing for equity and fairness.
7. Preparation of final documents for the plan, including presentation, policy, guidelines and procedures for implementation and any other pertinent information. Any written and computerized data and supporting information must be submitted as appropriate or requested.
8. Training on the system maintenance and updating such as position additions, position reclassifications, and wage structure updates.
9. System implementation plan with recommendations of who is involved at each step of that plan.
10. Future assistance that can be provided by your organization.
 - a) Proposals shall clearly define additional services and/or reimbursable costs not included in the basic fees, including any hourly rates or fees for post-contract services.
 - b) Proposals shall include a "not to exceed" lump sum fee protection.
 - c) Identify cost estimates for all aspects including potential areas in which the City of Duluth staff can provide assistance resulting in cost savings to the City.

PART III – CRITERIA FOR SELECTION

The proposals will be reviewed by City Staff. 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	25%
Prior experience with similar work	30%
Work Plan	25%
Cost	20%

PART IV – PROJECT DETAIL

The City of Duluth has not conducted a formal classification and compensation review of this scope. The City has approximately 244 position descriptions subject to the State of MN Pay Equity Compliance requirements. The position titles are attached as Appendix B. In addition, the City of Duluth operates under a strong Mayor form of government and would like to compare Mayor compensation with other similar cities.

The City employs around 850 full-time and part-time employees. Employees are organized in the following unions:

- AFSCME
- Confidential
- Supervisory
- Firefighter's Local
- LELS (Patrol)
- LELS (Lieutenants)
- LELS (Deputy Chiefs)

Collective bargaining agreements will expire on December 31, 2026 and December 31, 2027.

Regular non-exempt, exempt, and union positions are paid on a step program including a longevity element. Other positions receive additional pay including shift differential, on-call pay, hazmat pay, EMT pay, etc. The City also provides all full-time employees a generous benefits package that includes 90% single insurance coverage, 80% family insurance coverage, cafeteria plan contribution, life insurance, paid sick and vacation leave, personal leave days (not all bargaining agreements), and 13 paid holidays.

Throughout the years, there have been several changes in position classifications, job eliminations and combinations, new position additions, organizational structure changes, and compensation schedule adjustments. The city recognizes the need to validate the process and methodology utilized for determining classification for newly created and revised positions. There is also a need to have the job evaluation and compensation system reviewed, validated, and updated for internal and external equity by an outside professional consultant.

The goal is to comprise a plan and process to validate and update the current system including:

- Reviewing and updating job descriptions and job titles as needed
- Evaluating each position

- Creating opportunity for management and employee input through designated contacts
- Compile and analyze market comparable and competitive data for salary and benefits; recommend any market adjustments
- Ensure regulatory compliance
- Propose updates to the compensation system as needed to achieve market competitiveness
- Create a transition and implementation plan
- Provide all project data for record keeping and the necessary tools and training to manage the classification and compensation program going forward

Some employee and management involvement through participation and informational meetings on the process and outcomes will be an important component to the success and acceptance of any outcome.

SCOPE OF WORK

- A. The Consultant shall provide comprehensive professional services to design, develop, and implement a job classification evaluation and total compensation system for the City. The scope of services includes, but is not limited to, the following tasks:
1. **Assessment of Organizational Needs and Compensation Philosophy**
Conduct an evaluation and analysis of the City's operational needs, current compensation philosophy, and strategic objectives to inform the development of the new system.
 2. **Review of Existing Position Evaluations**
Perform a thorough review of all current position evaluations and provide recommendations for revisions where necessary to ensure accuracy, consistency, and relevance.
 3. **Job Description Review and Updates**
Review existing job descriptions and update them as needed to reflect current duties, responsibilities, and required knowledge, skills, and abilities.
 4. **Position Classification and Internal Equity**
Develop an objective classification ranking of all City positions to ensure internal pay equity.
 5. **Compliance Review**
Evaluate existing job descriptions and recommend revisions to ensure compliance with the Americans with Disabilities Act (ADA) and other applicable state and federal requirements.
 6. **Market Analysis and Pay Structure Development**
Conduct a comprehensive wage and labor market survey of total compensation packages. Analyze supporting data to develop a pay structure that ensures internal and external equity and complies with State Pay Equity compensation standards.

7. Design of Evaluation and Compensation System

Provide recommendations and options for a newly designed job evaluation and compensation system that aligns with best practices and City goals.

8. Reclassification and Compensation Change Process

Develop recommendations for a system to evaluate and determine the validity of reclassification and/or compensation change requests.

9. Exempt/Non-Exempt Status Determinations

Review and determine the Fair Labor Standards Act (FLSA) exempt or non-exempt status for each position. Provide written documentation outlining the rationale for each classification for City recordkeeping.

10. Implementation Support and Training

Provide implementation support and training, as appropriate, including but not limited to, City employee groups, union representatives and the City Council on the new system and processes.

11. System Testing and Compliance Assurance

Conduct testing of the new system to ensure compliance with applicable laws, standards, and internal policies.

12. Post-Contract Support Services

As needed, provide post-contract services such as reviewing new or revised job descriptions and determining appropriate classification points and salary placement.

- B. The Consultant shall establish and provide detailed schedules for each of the tasks outlined in the Scope of Work. This includes developing a comprehensive project timeline that identifies key milestones, deliverables, review periods, stakeholder engagement points, and anticipated completion dates for all proposed activities.
- C. The Consultant shall present all findings and recommendations through both written and oral reports. This includes preparing and delivering presentations, policies, and supporting documentation at various meetings, such as employee meetings, City Council meetings, and other stakeholder sessions as requested.
- D. The Consultant shall propose clear and comprehensive contract terms that support successful delivery of all services outlined in the Scope of Work. The proposal must include the following components:

1. Itemized Fee Schedule

The Consultant shall provide an itemized fee schedule that includes, at minimum:

- A detailed breakdown of costs for each task or deliverable identified in the Scope of Work.
- Hourly rates for all personnel assigned to the project, along with estimated hours per task.
- Any anticipated reimbursable expenses, with cost estimates and justification.

- Costs associated with optional or post-contract services, if applicable.
- A total not-to-exceed project cost.

2. Payment Plan Based on Measurable Milestones

The Consultant shall propose a payment plan tied to the achievement of clearly defined and measurable contract milestones. At a minimum, the payment plan must outline:

- Identification of each milestone, aligned with the project schedule.
- A description of deliverables or performance outcomes required for milestone completion.
- The percentage or dollar amount of contract value payable upon completion of each milestone.
- Documentation or acceptance procedures required prior to payment (e.g., written approval by the City, submission of draft or final reports, completion of presentations, etc.).

3. Contract Performance Requirements

The Consultant shall include recommended contract terms addressing:

- Project management and communication expectations.
- Requirements for progress reporting and status updates.
- Procedures for requesting and approving any scope or schedule changes.
- Responsibilities related to data confidentiality, document retention, and compliance with State and Federal regulations.
- Warranty of services, corrective action expectations, and timelines for addressing deficiencies in completed work.
- Termination, dispute resolution, and performance remedy provisions.

4. Budget Transparency and Cost Controls

The Consultant shall identify measures to ensure cost control throughout the project, including:

- Clear delineation between included and optional services.
- Procedures for notifying the City of potential cost overruns and obtaining approval before incurring additional expenses.
- Any cost-saving strategies available to the City.

PROJECT COMPLETIONS

It is the intent of the City to provide as much support and assistance to the consultant to ensure that the project is completed by June 30, 2027, with presentation of outcomes and recommendations to the City Council shortly thereafter.

APPENDICES

Appendix A – Proposal Cover Sheet

Appendix B – List of Position Titles Subject to the State of MN Pay Equity Compliance Requirements

**APPENDIX A - Proposal Cover Sheet
CITY OF DULUTH
RFP 26-AA19 Job Classification and Total Compensation Study**

Bidder Information:	
Submitter Name	
Mailing Address	
Contact Person	
Contact Person's Phone Number	
Contact Person's E-Mail Address	
Federal ID Number	
Authorized Signature	
Name & Title of Authorized Signer	
Email of Authorized Signer	

ACKNOWLEDGEMENT OF ADDENDA

ADDENDUM #	INITIAL/DATE
ADDENDUM #	INITIAL/DATE
ADDENDUM #	INITIAL/DATE
ADDENDUM #	INITIAL/DATE

APPENDIX B – List of Position Titles (248) Subject to the State of MN Pay Equity Compliance Requirements
CITY OF DULUTH
RFP 26-AA19 Job Classification and Total Compensation Study

Item No.	Job Title
1	Accountant I
2	Administrative Clerical Special
3	Administrative Finance Special
4	Administrative Information Spe
5	Aerial Lift Bridge Supervisor
6	Animal Control Officer
7	Animal Services Technician
8	Animal Shelter Leadworker
9	Applications Administrator
10	Assistant Chief of Special Ope
11	Assistant Chief of Training (U
12	Assistant City Attorney
13	Assistant Fire Chief
14	Assistant Manager, Parks & Rec
15	Blight Mitigation Specialist
16	Bridge Operator
17	Bridge Operator - Electrical
18	Budget & Grant Supervisor
19	Budget & Operations Analyst
20	Budget Manager
21	Building Inspections Superviso
22	Buyer
23	Carpenter
24	Chief Engineer, Transportation
25	Chief Engineer, Utilities
26	City Administrator
27	City Attorney
28	City Auditor
29	City Clerk
30	City Engineer
31	Communications & Policy Office
32	Communications Infrastructure
33	Community Relations Officer
34	Construction Inspector
35	Construction Project Coordinat
36	Construction Project Superviso
37	Construction Services Permit C

38	Corrosion Technician II
39	Credit & Collections Administr
40	Customer Service Coordinator
41	Data Practices Compliance Spec
42	Data Release Coordinator
43	Deputy City Attorney
44	Deputy Fire Chief
45	Deputy Fire Marshal
46	Deputy Police Chief
47	Digital Evidence Specialist
48	Digital Forensic Analyst
49	Digital Navigator
50	Director, Administrative Servi
51	Director, Planning & Economic
52	Director, Property, Parks, & L
53	Director, Public Works & Utili
54	Director, Workforce Developmen
55	Economic Developer
56	Electrician
57	Employment Technician
58	Engineering Technician
59	Executive Administrator - Poli
60	Executive Assistant
61	Executive Assistant (Confident
62	Facilities Maintenance Special
63	Facility Operations & Maintena
64	Finance Director
65	Finance Office Coordinator
66	Finance Technician
67	Financial Analyst
68	Financial Systems Specialist
69	Fire Captain
70	Fire Chief
71	Fire Equipment Operator
72	Fire Inspector
73	Fire Marshal
74	Fire Systems Inspector
75	Firefighter
76	Fleet Services Coordinator
77	Fleet Services Inventory Techn
78	Fleet Services Inventory Techn
79	Fleet Services Leadworker
80	Forester
81	Gas Operations Supervisor

82	GIS Specialist
83	GIS Technician
84	Grant Coordinator
85	Graphics Coordinator
86	Heavy Equipment Mechanic
87	Heavy Equipment Operator
88	Help Desk Technician
89	Housing Inspector
90	HRIS Analyst
91	Human Resources Generalist
92	Human Resources Leave Speciali
93	Human Resources Supervisor
94	Human Resources Technician
95	Human Rights & Equity Officer
96	HVAC&R Inspector
97	Industrial Equipment Technicia
98	Industrial Painter
99	Information & Communications S
100	Information Technician
101	Instrument Specialist
102	Janitor I
103	Janitorial Services Coordinato
104	Lateral Firefighter
105	Lateral Police Officer
106	Lead Paralegal
107	Librarian I
108	Librarian II
109	Library Business Office Coordi
110	Library Circulation Coordinato
111	Library Safety Coordinator
112	Library Safety Specialist
113	Library Supervisor
114	Library Technician
115	Life Safety Supervisor
116	Maintenance Worker Helper
117	Manager, Customer Service
118	Manager, Economic Development
119	Manager, Fleet Services
120	Manager, Human Resources, Heal
121	Manager, Information Technolog
122	Manager, Library Services
123	Manager, Parks & Recreation
124	Manager, Planning & Community
125	Manager, Utility Operations

126	Mayor
127	Master Electrician - Property
128	Master Electrician - Public Wo
129	Master Plumber
130	Measurement Services Specialis
131	Natural Resource Coordinator
132	Network Administrator
133	Network Architect
134	Operations Manager, Workforce
135	Operations Program Coordinator
136	Paralegal
137	Park Maintenance Leadworker
138	Park Maintenance Worker
139	Parking Services Agent
140	Parking Services Leadworker
141	Parking Services Manager
142	Parks & Grounds Maintenance Ma
143	Parks Permit Coordinator
144	Payroll Administrator
145	Peer Recovery Specialist
146	Permitting Services Administra
147	Pipeline Welder
148	Planner I
149	Planner II
150	Plans Examiner
151	Plumber
152	Plumbing Inspector
153	Police Chief
154	Police Crime & Intelligence An
155	Police Lieutenant
156	Police Officer
157	Police Project Coordinator
158	Police Records Technician II
159	Police Sergeant
160	Police Technology, Intelligenc
161	Programmer Analyst
162	Project Coordinator
163	Project Technician
164	Property & Evidence Specialist
165	Property & Facilities Manager
166	Property & Solid Waste Complia
167	Property Services Supervisor
168	Public Information Officer
169	Public Works & Utilities Analy

170	Purchasing Agent
171	Recreation Specialist
172	Regulator Mechanic
173	Risk Manager
174	Safety & Training Officer
175	Safety Coordinator
176	Senior Applications Administra
177	Senior Benefits Specialist
178	Senior Engineer
179	Senior Engineering Specialist
180	Senior Engineering Technician
181	Senior GIS Technician
182	Senior Housing Developer
183	Senior Human Resources General
184	Senior Landscape Architect
185	Senior Library Technician
186	Senior Parks Planner
187	Senior Planner
188	Senior Plans Examiner
189	Senior Police Compliance & Rec
190	Senior Police Crime & Intellig
191	Senior Police Data Operations
192	Senior Programmer Analyst
193	Senior Property Services Speci
194	Senior Support Analyst
195	Senior Systems Administrator
196	Senior Transportation Planner
197	Senior Water Plant Operator
198	Service Center Supervisor
199	Storekeeper
200	Street Maintenance Laborer
201	Street Maintenance Leadworker
202	Street Maintenance Manager
203	Street Maintenance Operations
204	Street Maintenance Operator
205	Street Maintenance Supervisor
206	Support Analyst
207	Sustainability Officer
208	Systems Administrator
209	Technology Security Administra
210	Traffic Maintenance Worker
211	Traffic Operations Coordinator
212	Traffic Operations Electrician
213	Trails Coordinator

214	Unhoused Response Coordinator
215	Utilities Information Speciali
216	Utility Accounts Receivable Sp
217	Utility Customer Service Super
218	Utility Information Systems An
219	Utility Maintenance Worker
220	Utility Meter & Appliance Tech
221	Utility Operations Leadworker
222	Utility Operations Paralegal
223	Utility Operations Supervisor
224	Utility Operator
225	Utility Operator Apprentice
226	Utility Programs Coordinator
227	Utility Resources Specialist
228	Utility Services Dispatcher
229	Utility Services Specialist Jo
230	Utility Services Supervisor
231	Vehicle Maintenance Technician
232	Vehicle Repair Specialist
233	Victim Services Specialist
234	Warehouse Specialist
235	Water Conveyance Leadworker
236	Water Conveyance Specialist
237	Water Conveyance Technician
238	Water Lab Technician
239	Water Plant Maintenance Operat
240	Water Plant Operator
241	Water Plant Supervisor
242	Water Quality Compliance Offic
243	Water System Maintenance Forep
244	Welder
245	Wellness Coordinator
246	Workforce Development Supervisor
247	Workforce Development Technician
248	Workforce Development Technician