

## **Executive Summary**

### **ES-05 Executive Summary - 24 CFR 91.200(c), 91.220(b)**

#### **1. Introduction**

The Consolidated Plan is a five-year planning document that describes the goals for the City of Duluth's Community Development program. The City uses a collaborative process to establish the goals and priorities for community development actions. This process allows the City and Citizens to shape the various housing and community development programs into effective, coordinated neighborhood and community development strategies. It also creates the opportunity for strategic planning and citizen participation to take place in a comprehensive context, and to reduce duplication of efforts at all levels. This document outlines the community's outcomes and objectives for 2025 through 2029.

The Consolidated Plan approach is also the means to meet the submission requirements for the Community Development Block Grant (CDBG), HOME Investment Partnerships (HOME), Emergency Solutions Grant (ESG) formula programs. The City of Duluth is considered an entitlement community by the Department of Housing and Urban Development (HUD), therefore receives these funds on an annual basis. Eligibility for participation as an entitlement community is based on population data provided by the U.S. Census Bureau and metropolitan area delineations published by the Office of Management and Budget. HUD determines the amount of each entitlement grantee's annual funding allocation formula using several objective measures of community needs, including the extent of poverty, population, housing overcrowding, age of housing, and population growth lag in relationship to other metropolitan areas.

The Consolidated Plan goals are required to be addressed during the five-year period, therefore the City of Duluth prepares an annual action plan (AAP) stating how it will pursue these goals for community development programs, as well as all housing programs. The one-year Annual Action Plan (AAP) for 2025 program year is also included in this document. The AAP includes the City's applications for 2025 CDBG funding, which the City uses to invest in housing, public improvements, economic development, public services, and job creation activities. Duluth also receives HOME funds to assist in the provision of long-term, safe and affordable housing, as well as ESG funding, which supports programs that assist individuals and families to quickly regain stability in permanent housing after experiencing a housing crisis or homelessness.

## 2. Summary of the objectives and outcomes identified in the Plan Needs Assessment Overview

Through the needs assessment and market analysis, citizen participation process, and agency consultation, the City of Duluth Community Development Committee (CDC), a citizen-led group established the following Consolidated Plan Goals that are to be met during the next five years. Each goal is associated with an expected achievement number and expected total funding allocation for the entire five years. The City of Duluth expects to receive \$11,500,000 in CDBG funds, \$2,75,000 in HOME Funds, and \$1,050,000 in ESG funds during the next 5 years. Funding goals include:

**Affordable Housing:** Increase the number and condition of affordable housing units for low to moderate income (LMI) people. Project locations should be available throughout the community with convenient access to jobs, amenities, and services. The estimated 5-year allocation is \$6,675,000, which will provide:

300 homeowner housing units to be rehabilitated

250 rental units to be rehabilitated

50 homeowner housing units to be added

250 rental units to be added

**Community Development Facilities** are buildings or structures or items that meet a priority need, are open to the public and benefit low-income households, example of these facilities include Homeless Facilities, Transportation Facilities, or Recreation Facilities. Address vacant, condemned, blighted and/or deteriorated properties. Provide updated infrastructure, including pedestrian improvements and/or downtown improvements. Improve or provide essential services to LMI HH. The estimated 5-year allocation is \$1,500,000 and will provide a benefit to 350,000 people.

**Basic needs:** Provide services to LMI people that fulfill basic needs including food, health services, child care, prevent evictions, and address other needs such as tax preparation. The estimated 5-year allocation is \$2,000,000 and will provide a benefit to 350,000 people.

**Create Living Wage Jobs:** Create jobs by providing assistance/incentives to businesses to grow and hire LMI people. Provide job training and skill development to assist people who are LMI in accessing living wage jobs. Job training should include collaboration with the CareerForce Center and ensure a focus on needed job sectors. Assist LMI people to grow/start their business and grow their income. The estimated 5-year allocation is \$1,000,000 and will provide job training to 15,000 people and assist 60 businesses.

**Homelessness:** Provide shelter, services, outreach and rental assistance to people who are homeless or in danger of becoming homeless or have been homeless. The estimated 5-year cost is \$1,721,250 and will provide assistance to 24,150 people.

The City of Duluth will use HUD funds as leverage to increase funding for these goals, and perhaps exceed the number of people receiving these services in a coordinate effort.

### **3. Evaluation of past performance**

Each program that is funded with CDBG, HOME and ESG funding is monitored annually to make sure that the number of people who were going to be served for a specific need were met. If not, then that program is evaluated to determine whether the need for the program is still a priority or if that need is being met elsewhere due to other new funding sources or if the community dynamics have changed and the demand for a specific need has decreased. This information is presented in a document described as the Consolidated Annual Performance and Evaluation Report (CAPER).

The most recent CAPER was submitted for the 2024 program year, which contained accomplishment from the previous consolidated plan. During 2019/2020 the City of Duluth, along with the rest of the United States were impacted by COVID-19; a direct impact was a reduction in construction. Housing agencies have been focusing on construction and rehab projects to address the construction slowdown during these years.

### **4. Summary of citizen participation process and consultation process**

The citizen participation process outlined in the 2020 Citizen Participation Plan was integral in goal-setting and developing strategies in the plan. The City used a combination of a public hearing, newspaper outreach, and surveys (both online and in person) to identify needs in Duluth. The Citizen Participation Plan lists the public process that the Planning & Development Division utilizes throughout the year. The plan includes the process for the development of the Consolidated Plan. The Citizen Participation Plan can be found online at: <https://duluthmn.gov/planning-development>

As part of the community outreach supporting the 2025-2029 Consolidated Planning process, the City Planning & Development Division staff have used multiple outreach strategies to engage community members and the organizations that serve our community. A Community Needs survey was available for about three weeks from May 10 to May 31, 2024. The survey was available online and City staff tabled at community events with the survey. Division staff conducted one-on-one interviews, both in-person and over email, with nonprofit and service providers who work on issues of healthcare, housing, homelessness, education, and other community issues. The Community Development Committee held a Public Hearing on June 25, 2024 to hear about community needs and how to prioritize them.

## **5. Summary of public comments**

- A competitive housing market, including a limited availability of affordable housing units, is pushing people with moderate and lower incomes into lower quality housing and riskier home purchases. Many renters and potential homebuyers feel they are forced to choose unhealthy and unsafe housing because they cannot find affordable alternatives. Potential homebuyers reported having to offer over asking prices and sometimes waive inspections in order to make competitive bids.
- A lack of affordable childcare options, including outside typical business hours of 8am-4pm, is preventing community members from getting and maintaining employment.
- There are not enough landlords who accept Section 8 housing vouchers, resulting in very limited housing choices for renters with low incomes. Some survey respondents reported that once they mentioned their housing voucher, they had difficulty finding property managers who would even talk to them about rental units.

A public hearing on the draft Consolidated Plan was held on November 19, 2024. All comments received during the public comment period and at the Community Development Committee meetings are referenced in the meeting summary from the public hearings.

## **6. Summary of comments or views not accepted and the reasons for not accepting them**

All comments will be considered.

## **7. Summary**

The Consolidated Plan consists of a number of parts including: a housing and community needs assessment that analyzes the current market conditions, a section on the needs for people who are homeless, a Strategic Plan section and the Annual Action Plan. The Strategic Plan is a key component of the Consolidated Plan, as this section outlines the Community's objectives and outcomes to meet the needs identified in the assessment section. The Annual Action Plan, one of five annual plans, outlines how the federal Community Development resources will be allocated in FY 2025. Each year after that an Annual Plan will be completed to communicate how these funds will be allocated to meet the objectives identified in the Consolidated Plan.

The Annual Action Plans will also include a section that evaluates the community's performance towards meeting the objectives outlined in the Consolidated Plan, meaning how well we are achieving progress towards the priority needs of the City of Duluth.

## The Process

### PR-05 Lead & Responsible Agencies 24 CFR 91.200(b)

#### 1. Describe agency/entity responsible for preparing the Consolidated Plan and those responsible for administration of each grant program and funding source

The following are the agencies/entities responsible for preparing the Consolidated Plan and those responsible for administration of each grant program and funding source.

Agency Role	Name	Department/Agency
CDBG Administrator	DULUTH	Planning and Development Division
HOME Administrator	DULUTH	Planning and Development Division
ESG Administrator	DULUTH	Planning and Development Division

**Table 1 – Responsible Agencies**

#### Narrative

On behalf of the City of Duluth, the Planning and Development Division within the Department of Planning and Economic Development is the lead agency responsible for formulating plans and strategies for housing and community development efforts. The Division is directly responsible for administering and developing the Consolidated Plan, which outlines the community's goals and investment strategies for the Community Development Block Grant (CDBG) Program, HOME Investment Partnerships Program (HOME) and Emergency Solution Grant Program (HESG). Also, the Community Development Division works with other City departments, the Housing and Redevelopment Authority of Duluth (HRA), neighborhood and citywide non-profit groups to implement the Community Development program.

#### Consolidated Plan Public Contact Information

Planning and Development

411 West First Street City Hall, Room 160, Duluth, MN 55802

Email: [duluthcommdev@duluthmn.gov](mailto:duluthcommdev@duluthmn.gov) Phone: 218-730-5580

## **PR-10 Consultation – 91.100, 91.110, 91.200(b), 91.300(b), 91.215(I) and 91.315(I)**

### **1. Introduction**

The City of Duluth is dedicated to developing a Consolidated Plan that is effective in meeting the needs of low-income & moderate-income people within the city. The Community Development Division spent nine months developing this plan which included outreach to the public and a variety of stakeholders.

An advisory group of citizens assists with reviewing community development strategies by providing direct citizen input into the planning and prioritization process. That group is the Community Development Committee (CD Committee). The CD Committee is made up of nine communitywide representatives. The CD Committee is advisory to the City Administration and the City Council.

The participation process for the Community Development Program is detailed in the City of Duluth Citizen Participation Plan, 2020 publication. In general terms, the process consists of two tiers. The CD Committee helps to provide community perspectives on the Community Development Program and oversee the funding process. Secondly, the city uses a public hearing and community needs survey.

The Community Development Division, as the lead entity, strives to involve many partners in addressing community development needs and issues. There are many other participants involved with housing and community development issues and programs in Duluth. As the lead agency, the Division strives to achieve close cooperation among these other entities.

### **Provide a concise summary of the jurisdiction's activities to enhance coordination between public and assisted housing providers and private and governmental health, mental health and service agencies (91.215(I)).**

The Planning and Development Division works closely with the Housing and Redevelopment Authority of Duluth (Duluth HRA) which is the local public housing administrator for Duluth. The City participates in a group called the Affordable Housing Coalition, which is made up of numerous agencies in Duluth that provide housing and homeless services and programs to those in need. This group meets regularly to discuss issues and gaps in service, as well as, works to develop strategies to assist those in need of housing assistance and other needs. This group is comprised of City and County officials, as well as housing agencies: Duluth HRA, One Roof Community Housing and Ecolibrium<sup>3</sup>, as well as supportive housing providers: Salvation Army, Center City Housing, Loaves and Fishes, Life House, Lutheran Social Services, MACV; and homeless shelters: CHUM and Safe Haven, Union Gospel Mission and service providers such as Human Development Center, Damiano, American Indian Community Housing Organization, Community Action Duluth. City staff attends these meetings with the St. Louis County Public Health and Human Services staff.

**Describe coordination with the Continuum of Care and efforts to address the needs of homeless persons (particularly chronically homeless individuals and families, families with children, veterans, and unaccompanied youth) and persons at risk of homelessness**

The City of Duluth is located in the St. Louis County Continuum of Care (COC). The City of Duluth has a very interactive role with the COC- in reviewing the community needs for the whole populations as well as the sub populations, and using this information in developing a prioritization process based on the annual needs and current data and performance measures to align the funding to best address the needs of homeless persons and persons in danger. Annually, City Staff presents the draft funding recommendations for the ESG and CDBG funds. The City also presents the annual CAPER to the COC.

**Describe consultation with the Continuum(s) of Care that serves the jurisdiction's area in determining how to allocate ESG funds, develop performance standards and evaluate outcomes, and develop funding, policies and procedures for the administration of HMIS**

The City of Duluth continues to work closely with the St. Louis County Continuum of Care (CoC) on providing the ESG guidance which contains specific protocols for prioritizing services to eligible households. As part of the CoC several committees have been developed that have representation from the City, County, service providers, and clients. These committees and their duties are as follows.

Heading Home St. Louis County Leadership Council- Establishes annual targets through strategic planning, decides final funding and reallocation, review and ranks projects, and monitors program performances.

Data/HMIS Committee- Regularly review system level data and identify additional internal and external data sources. Oversees and monitors HMIS data collection and data quality and resolve any issues between provider (s) and Data Collection.

Evaluation and Planning Committee – Reviews the annual Point in Time Count (PIT), performance measures, HMIS data, and City and County ESG annual reports (CAPERS) and makes recommendations to the leadership council and identify strategies not yet in place, revisit and update the objective achievements and plan of action.

Other ad-hoc workgroups have been created to address Coordinated Entry, communication of priorities, and prevention targeting.

**2. Describe Agencies, groups, organizations and others who participated in the process and describe the jurisdictions consultations with housing, social service agencies and other entities**

Table 2 – Agencies, groups, organizations who participated

1	<b>Agency/Group/Organization</b>	HOUSING AND REDEVELOPMENT AUTHORITY OF DULUTH
	<b>Agency/Group/Organization Type</b>	Housing PHA Services - Housing
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Lead-based Paint Strategy Public Housing Needs
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The City of Duluth and the Housing and Redevelopment Authority of Duluth (HRA) have an ongoing working relationship, and HRA was consulted throughout the Consolidated Plan process to take into account housing needs and strategies.
2	<b>Agency/Group/Organization</b>	Duluth Affordable Housing Coalition
	<b>Agency/Group/Organization Type</b>	Housing
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Homelessness Strategy
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Duluth's Affordable Housing Coalition is made up of over twenty non-profit organizations and governmental agencies working to develop and preserve affordable housing throughout Duluth. The Coalition addresses the need for affordable housing along the entire spectrum from the "hardest to house" through workforce housing. The consultation with this group was extremely helpful in identifying gaps in service and developing priorities and goals. The city will continue to work with this group to prioritize and direct funding.
3	<b>Agency/Group/Organization</b>	COMMUNITY ACTION DULUTH
	<b>Agency/Group/Organization Type</b>	Services-Children Services-Education Services-Employment Community Action Agency
	<b>What section of the Plan was addressed by Consultation?</b>	Economic Development



	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Community Action Duluth is a Community Action Agency and provides a number of services including a Financial Opportunities Center, is a career and personal financial service centers that focus on the financial bottom line for low-to-moderate income individuals. They will continue to be consulted about the identification of blockades to employment and increasing income. Community Action Duluth works with other agencies that were actively involved in the development of the consolidated plan.
4	<b>Agency/Group/Organization</b>	Duluth Workforce Center
	<b>Agency/Group/Organization Type</b>	Services-Education Services-Employment Local and State Collaboration
	<b>What section of the Plan was addressed by Consultation?</b>	Economic Development Anti-poverty Strategy Employment Services
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The Duluth Workforce Center is also known as the Duluth CareerForce, which is a collaboration of the several agencies including the Duluth Workforce Department and Minnesota Department of Employment and Economic Development. The City relies upon this agency to coordinate city job training, education, and employment connections. CareerForce will continue to be used in identifying growing industry sectors, employment training needs, and other efforts needed to grow jobs and employment in Duluth. As identified by the center, Duluth is now working to encourage economic development efforts to include training for construction and aircraft assembly sectors, which are in great need.
5	<b>Agency/Group/Organization</b>	Community Development Committee
	<b>Agency/Group/Organization Type</b>	Citizen Committee
	<b>What section of the Plan was addressed by Consultation?</b>	Oversees City CDBG Process

	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The Community Development Committee is a group of appointed citizens that have interest and experience with housing and community development issues. The Committee oversees the entire CDBG Program; including the development of the Consolidated Plan, Annual Action Plan, CAPER Report, and all funding recommendations. The committee makes recommendations to the City Council and Mayor.
7	<b>Agency/Group/Organization</b>	Ordean Foundation
	<b>Agency/Group/Organization Type</b>	Private Foundation Foundation
	<b>What section of the Plan was addressed by Consultation?</b>	Funding Partner
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The Ordean Foundation works to fund projects and efforts in the Duluth area, often times with much overlap of CDBG related activities. The City of Duluth will continue to collaborate with the Ordean Foundation to continue to ensure that gaps in services are met and avoid duplication of services/funding.
8	<b>Agency/Group/Organization</b>	Northland Foundation
	<b>Agency/Group/Organization Type</b>	Private Foundation Foundation
	<b>What section of the Plan was addressed by Consultation?</b>	Funding Partner
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The Northland Foundation is a regional foundation serving the communities of northeastern Minnesota, emphasizing funding projects to help children, youth, families, small/medium businesses, and the elderly. The City will continue to work with the Northland Foundation to identify funding gaps and eliminate the duplication of services/funding.
9	<b>Agency/Group/Organization</b>	Duluth Superior Area Community Foundation
	<b>Agency/Group/Organization Type</b>	Private Foundation Foundation

	<b>What section of the Plan was addressed by Consultation?</b>	Funding Partner
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The Duluth Superior Area Community Foundation works to improve the region through funding projects that include the arts, community and economic development, education, environment, and human services. The City will continue to collaborate with the foundation to identify the gaps in services and avoid the duplication of services.
11	<b>Agency/Group/Organization</b>	Duluth Local Initiatives Support Corporation
	<b>Agency/Group/Organization Type</b>	Local Initiative Support Corporation
	<b>What section of the Plan was addressed by Consultation?</b>	Economic Development Funding Partner
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Duluth Local Initiative Support Coalition (Duluth LISC) is an agency in Duluth that works to help nonprofit community development organizations transform distressed neighborhoods into healthy and sustainable communities. Duluth LISC also helps to coordinate the neighborhood revitalization plans that Duluth has completed for each of the four core neighborhoods in Duluth. The city works with LISC to coordinate the Duluth At Work program which is a job training program for low income people. Duluth works with LISC to identify needs, coordinate revitalization efforts, and collaborate to reach the low income neighborhoods and CDBG Target areas in Duluth.
12	<b>Agency/Group/Organization</b>	Saint Louis County Health and Human Services Dept
	<b>Agency/Group/Organization Type</b>	Services-Children Services-Health Child Welfare Agency Other government - County
	<b>What section of the Plan was addressed by Consultation?</b>	County Government

	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The St. Louis County Health and Human Services Department manages the county Continuum of Care process and works to coordinate homeless and emergency services in within the County. The County is a partner with the city in a providing coordination in homeless services and working to identify gaps and unmet needs.
13	<b>Agency/Group/Organization</b>	Saint Louis County Community Development Division
	<b>Agency/Group/Organization Type</b>	Other government - County
	<b>What section of the Plan was addressed by Consultation?</b>	County Government
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The St. Louis County Community Development Division manages the CDBG funds that come to the county. Although these funds are directed outside of the City of Duluth, the city continues to consult with the county's Community Development staff in order to look for opportunities for collaboration and to identify gaps.
15	<b>Agency/Group/Organization</b>	MN ASSISTANCE COUNCIL FOR VETERANS
	<b>Agency/Group/Organization Type</b>	Services - Housing Services-homeless
	<b>What section of the Plan was addressed by Consultation?</b>	Homelessness Needs - Veterans
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	MACV offers services and housing for veterans experiencing homelessness. The information they provided in the consultation helped inform the Community Needs Assessment and the goals for this 5-year Consolidated Plan.
16	<b>Agency/Group/Organization</b>	SALVATION ARMY (DULUTH)
	<b>Agency/Group/Organization Type</b>	Services - Housing Services-homeless
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Homelessness Strategy

	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Salvation Army offers services and housing for people experiencing homelessness. The information they provided in the consultation helped inform the Community Needs Assessment and the goals for this 5-year Consolidated Plan.
17	<b>Agency/Group/Organization</b>	CENTER CITY HOUSING
	<b>Agency/Group/Organization Type</b>	Housing Services - Housing
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Homelessness Strategy
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Center City Housing develops, owns and manages affordable housing properties for low to moderate income people, people struggling with alcoholism and addiction, and people experiencing homelessness. The information they provided in the consultation helped inform the Community Needs Assessment and the goals for this 5-year Consolidated Plan.
18	<b>Agency/Group/Organization</b>	UNION GOSPEL MISSION
	<b>Agency/Group/Organization Type</b>	Services-homeless
	<b>What section of the Plan was addressed by Consultation?</b>	Homelessness Strategy Homeless Needs - Chronically homeless
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	UGM operates a food program and counseling services for people who are experiencing homelessness. They have recently opened 20 supportive units for people who were homeless. They are active in the community and regularly interact with the city regarding programming needs.
19	<b>Agency/Group/Organization</b>	City of Duluth
	<b>Agency/Group/Organization Type</b>	Other government - Local Engineering Department
	<b>What section of the Plan was addressed by Consultation?</b>	Transportation and Infrastructure

	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The Engineering Department is responsible for designing and maintaining much of the transportation infrastructure such as roads and sidewalks. The information they provided in the consultation helped inform the Community Needs Assessment and the goals for this 5-year Consolidated Plan.
20	<b>Agency/Group/Organization</b>	SOAR CAREER SOLUTIONS
	<b>Agency/Group/Organization Type</b>	Services-Education Services-Employment
	<b>What section of the Plan was addressed by Consultation?</b>	Economic Development Anti-poverty Strategy
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	SOAR provides holistic and creative career planning services to low to moderate income job seekers and career changers in Duluth and the surrounding area. The information they provided in the consultation helped inform the Community Needs Assessment and the goals for this 5-year Consolidated Plan.
21	<b>Agency/Group/Organization</b>	Churches United in Ministry (CHUM)
	<b>Agency/Group/Organization Type</b>	Services-homeless
	<b>What section of the Plan was addressed by Consultation?</b>	Homelessness Strategy Homeless Needs - Chronically homeless Homeless Needs - Families with children
	<b>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</b>	CHUM runs the homeless shelter in Duluth; and CHUM staff have active roles in the homeless programming for the community. City staff regularly interacts with CHUM on programming.

**Identify any Agency Types not consulted and provide rationale for not consulting**

NA

### Other local/regional/state/federal planning efforts considered when preparing the Plan

Name of Plan	Lead Organization	How do the goals of your Strategic Plan overlap with the goals of each plan?
Continuum of Care	Saint Louis County	The Continuum of Care efforts of the county relate closely with the goals and strategies of the development of the Strategic Plan. The City works closely with the county to ensure that the needs associated in the Continuum of Care are also addressed within the Strategic Plan. Both plans have a goal to provide homeless services and ensure that there is adequate coverage of homeless programs.
Imagine Duluth 2035	City of Duluth	In 2018, the City updated the Comprehensive Plan to focus more on providing a resilient, sustainable, fairer and health community for the people who live in Duluth. This plan is a guiding document that is currently being used.

**Table 3 – Other local / regional / federal planning efforts**

### Describe cooperation and coordination with other public entities, including the State and any adjacent units of general local government, in the implementation of the Consolidated Plan (91.215(l))

The City of Duluth works with Minnesota Housing in prioritizing housing and community needs. Annually the City signs a Joint Powers Agreement with the State for Low Income Housing Tax Credit financing to leverage higher dollar amounts for the construction of housing.

### Narrative (optional):

The City of Duluth coordinates with local governments and agencies that manage flood plains, shore land areas, public water, and emergency management which includes, the City of Duluth Fire Department which provides emergency management services, the Planning and Economic Development Department which provides flood plain management for the City, and the St Louis River Technical Advisory Committee which is committee organized by the city of Duluth to connect partners from the Minnesota Department of Natural Resources, MPCA, and the Environmental Protection Agency which advise and partner on land and water resources. The City also continues to consult with Duluth Workforce Development partners, Ecolibrium3, and Duluth Local Initiatives Support Corporation to identify partners and efforts to narrow the digital divide and improve access to technology which continues to be a priority in the community

## **PR-15 Citizen Participation – 91.105, 91.115, 91.200(c) and 91.300(c)**

### **1. Summary of citizen participation process/Efforts made to broaden citizen participation Summarize citizen participation process and how it impacted goal-setting**

Citizen Participation Plan can be found online at: <https://duluthmn.gov/planning-development>

As part of the 2025-2029 Consolidated Planning process community outreach, the City Planning & Development Division staff have used multiple outreach strategies to engage community members and the organizations that serve our community. A Community Needs survey was available for about 3 weeks from May 10 to May 31, 2024. The survey was available online and City staff tabled at community events with the survey. Division staff conducted one-on-one interviews, both in-person and over email, with nonprofit and service providers who work on issues of healthcare, housing, homelessness, education, and other community issues. The Community Development Committee held a Public Hearing on June 25, 2024 to hear about community needs.

#### **Key Needs From All Outreach Methods**

- A competitive housing market, including a limited availability of affordable housing units, is pushing people with moderate and lower incomes into lower quality housing and riskier home purchases. Many renters and potential homebuyers feel they are forced to choose unhealthy and unsafe housing because they can't find affordable alternatives. Potential homebuyers reported having to offer over asking prices and sometimes waive inspections in order to make competitive bids.
- A lack of affordable childcare options, including outside typical business hours of 8am-4pm, is preventing community members from getting and maintaining employment.
- There are not enough landlords who accept Section 8 housing vouchers, resulting in very limited housing choices for renters with low incomes. Some survey respondents reported that once they mentioned their housing voucher, they had difficulty finding property managers who would even talk to them about rental units.

#### **Community Needs Survey**

Planning & Development Division staff emailed information about the survey, and a printable flyer with the link and QR code to the survey, to community partners asking them to share the survey on social media. The City shared the survey on its Facebook page. City partners such as the



## Demo

library and CareerForce were asked to display the information about the survey near computers that members of the public have access to at their locations.

City staff tabled at three events held by various community entities. The Lincoln Park Farmer's Market Kick-Off Party was held at the Harrison Community Center in Lincoln Park on May 16th from 3-6 pm. The Union Gospel Mission during the lunch hour on May 29th from 12-1:00 pm. The Family Freedom Center in Central Hillside on May 31st, from 4-6:00 pm.

### Citizen Participation Outreach

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
1	Internet Outreach	Low to Moderate income people	The city conducted an online survey and asked sub-recipients to help to distribute and encourage their participants and the community to identify their needs.	231 responses were recorded and included in the Consolidated Plan Outreach Summary	All comments accepted.	<a href="https://duluthmn.gov/media/8263/outreach-summary-for-52819-cd-committee-meeting.pdf">https://duluthmn.gov/media/8263/outreach-summary-for-52819-cd-committee-meeting.pdf</a>

Demo

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
2	In Person	Persons experiencing homelessness	Consulted with nonprofit and service providers who work on issues of healthcare, housing, homelessness, and education, and other community issues.	12 agencies participated in the consultation and provided responses to the open-ended 5-question survey.	All comments were accepted.	<a href="https://duluthmn.gov/media/8263/outreach-summary-for-52819-cd-committee-meeting.pdf">https://duluthmn.gov/media/8263/outreach-summary-for-52819-cd-committee-meeting.pdf</a>
3	Newspaper Ad	Non-targeted/broad community	A Public Hearing advertisement was placed in the Duluth News Tribune which has a broad circulation throughout the region.	No comments were received.	NA	

Demo

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
4	Public Hearing	Non-targeted/broad community	8 people attended the public hearing.	No additional comments were received.	All comments were accepted.	<a href="https://duluthmn.gov/media/WebSubscriptions/33/20190528-33-10790.pdf">https://duluthmn.gov/media/WebSubscriptions/33/20190528-33-10790.pdf</a>

**Table 4 – Citizen Participation Outreach**

## Needs Assessment

### NA-05 Overview

#### Needs Assessment Overview

The citizen participation process is outlined in the 2020 Citizen Participation Plan and was integral in goal-setting and developing strategies in the plan. The City used a combination of public hearing, consultation, newspaper outreach, and surveys (both online and in person) to identify needs in Duluth. The key needs identified from all outreach methods include: 1) A competitive housing market, including a limited availability of affordable housing units, is pushing people with moderate and lower incomes into lower quality housing and riskier home purchases. Many renters and potential homebuyers feel they are forced to choose unhealthy and unsafe housing because they can't find affordable alternatives. Potential homebuyers reported having to offer over asking prices and sometimes waive inspections in order to make competitive bids, 2) A lack of affordable childcare options, including outside typical business hours of 8am-4pm, is preventing community members from getting and maintaining employment, and 3) There are not enough landlords who accept Section 8 housing vouchers, resulting in very limited housing choices for renters with low incomes. Some survey respondents reported that once they mentioned their housing voucher, they had difficulty finding property managers who would even talk to them about rental units.

A Community Needs survey was available for about 3 weeks from May 10 to May 31, 2024. The survey was available online and City staff tabled with the survey at community events and during a free lunch service for people experiencing homelessness. The Community Needs Assessment survey received 231 responses. About 53% of respondents live in neighborhoods that include CDBG eligible low-to moderate-income census tracts. Overall respondents reported struggling to find available housing at all, and the housing they could find was frequently too expensive or not in good condition. Some respondents reported having to agree to risky deals and having to settle for unhealthy or unaffordable housing because of a competitive housing market. Some respondents reported that their needs have changed since purchasing a home and that they are stuck in housing they can't age in or housing their family has outgrown because they can't find affordable housing that meets their new needs. Division staff conducted one-on-one interviews, both in-person and over email, with nonprofit and service providers who work on issues of healthcare, housing, homelessness, education, and other community issues. Every organization mentioned the dire need for affordable housing at least once, if not a few times. Making matters worse, even when affordable housing is available for rent, it is sometimes in too poor of a condition for Section 8 voucher holders to use their federal funding for subsidized housing. Approximately 20 people attended the Community Needs Public Hearing on June 25, 2024.

## Demo

In small groups, attendees participated in a funding activity. Each group was provided with 20 cards valuing \$50,000 each, for a total of \$1 million. In their groups, they decided how to allocate that funding among about 30 different eligible funding activities. The highest funded programs by all the groups combined were new construction of housing and housing rehab.

## NA-10 Housing Needs Assessment - 24 CFR 91.205 (a,b,c)

### Summary of Housing Needs

Information in the market study shows a lack of affordable housing.

Demographics	Base Year: 2009	Most Recent Year: 2020	% Change
Population	86,180	85,850	-0%
Households	35,410	36,525	3%
Median Income	\$45,034.00	\$54,084.00	20%

**Table 5 - Housing Needs Assessment Demographics**

**Data Source:** 2000 Census (Base Year), 2016-2020 ACS (Most Recent Year)

### Number of Households Table

	0-30% HAMFI	>30-50% HAMFI	>50-80% HAMFI	>80-100% HAMFI	>100% HAMFI
Total Households	5,995	5,350	6,460	4,145	14,575
Small Family Households	790	1,010	1,870	1,275	6,685
Large Family Households	130	275	195	250	795
Household contains at least one person 62-74 years of age	1,030	795	1,165	1,010	3,090
Household contains at least one person age 75 or older	655	1,120	760	470	1,280
Households with one or more children 6 years old or younger	424	655	715	639	1,265

**Table 6 - Total Households Table**

**Data Source:** 2016-2020 CHAS

## Housing Needs Summary Tables

### 1. Housing Problems (Households with one of the listed needs)

	Renter					Owner				
	0-30% AMI	>30- 50% AMI	>50- 80% AMI	>80- 100% AMI	Total	0-30% AMI	>30- 50% AMI	>50- 80% AMI	>80- 100% AMI	Total
NUMBER OF HOUSEHOLDS										
Substandard Housing - Lacking complete plumbing or kitchen facilities	225	125	4	20	374	0	0	10	45	55
Severely Overcrowded - With >1.51 people per room (and complete kitchen and plumbing)	65	0	30	85	180	4	0	40	4	48
Overcrowded - With 1.01-1.5 people per room (and none of the above problems)	40	155	20	10	225	4	10	30	20	64
Housing cost burden greater than 50% of income (and none of the above problems)	2,500	885	175	15	3,575	755	360	170	15	1,300

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
Housing cost burden greater than 30% of income (and none of the above problems)	690	1,240	650	155	2,735	310	655	955	310	2,230
Zero/negative Income (and none of the above problems)	285	0	0	0	285	90	0	0	0	90

Table 7 – Housing Problems Table

Data 2016-2020 CHAS  
Source:

2. Housing Problems 2 (Households with one or more Severe Housing Problems: Lacks kitchen or complete plumbing, severe overcrowding, severe cost burden)

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
NUMBER OF HOUSEHOLDS										
Having 1 or more of four housing problems	2,830	1,170	230	130	4,360	765	370	250	85	1,470
Having none of four housing problems	1,780	2,215	2,390	1,040	7,425	620	1,595	3,590	2,890	8,695
Household has negative income, but none of the other housing problems	0	0	0	0	0	0	0	0	0	0

Table 8 – Housing Problems 2

Data 2016-2020 CHAS  
Source:



## 3. Cost Burden &gt; 30%

	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
NUMBER OF HOUSEHOLDS								
Small Related	480	430	115	1,025	160	205	365	730
Large Related	60	40	10	110	35	44	25	104
Elderly	620	464	195	1,279	480	540	245	1,265
Other	2,220	1,335	515	4,070	395	240	480	1,115
Total need by income	3,380	2,269	835	6,484	1,070	1,029	1,115	3,214

Table 9 – Cost Burden &gt; 30%

Data 2016-2020 CHAS  
Source:

## 4. Cost Burden &gt; 50%

	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
NUMBER OF HOUSEHOLDS								
Small Related	0	0	115	115	150	70	0	220
Large Related	0	0	0	0	35	4	0	39
Elderly	325	319	85	729	280	150	60	490
Other	0	1,870	540	2,410	295	0	0	295
Total need by income	325	2,189	740	3,254	760	224	60	1,044

Table 10 – Cost Burden &gt; 50%

Data 2016-2020 CHAS  
Source:

## 5. Crowding (More than one person per room)

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
NUMBER OF HOUSEHOLDS										
Single family households	65	135	15	65	280	4	10	65	24	103

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
Multiple, unrelated family households	4	0	8	0	12	0	0	4	0	4
Other, non-family households	35	25	25	30	115	4	0	0	0	4
Total need by income	104	160	48	95	407	8	10	69	24	111

Table 11 – Crowding Information – 1/2

Data Source: 2016-2020 CHAS

	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
Households with Children Present	0	0	0	0	0	0	0	0

Table 12 – Crowding Information – 2/2

Data Source  
Comments:

### Describe the number and type of single person households in need of housing assistance.

There is no one comprehensive description of the single person household in need of housing assistance; they vary from people with felonies to people who have recently escaped a domestic violence situation to veterans to young adults who are no longer living in foster care. The COC uses the PIC and HMIS data to prioritize the housing need and services in the community.

### Estimate the number and type of families in need of housing assistance who are disabled or victims of domestic violence, dating violence, sexual assault and stalking.

Safe Haven Shelter and the American Indian Community Housing Organization's Dabinool'gan Shelter both provide emergency shelter for victims of domestic violence. Safe Haven serves more than 500 and AICHO serves more than 100 women and children each year. Approximately one third (1/3) of the persons served are single women; two thirds (2/3) are the women and children who make up the families that are served. Also, almost two thirds (2/3) of the women (and children) accessing the domestic violence shelters in Duluth are either of African American or Native American, which is extremely high compared to the general population of Duluth. According to shelter reports, many of the singles and families will return to their previous living situation, some will find market-rate housing in the community and a small amount will access transitional housing or permanent supportive housing

units in the community. Others will be assisted in obtaining housing through rapid re-housing assistance. Life House, which focuses on providing housing to youth, has also increased efforts to provide housing and services to victims of violence, especially ones who have had the experience of being trafficked.

### **What are the most common housing problems?**

The cost of housing and the lack of affordable units is the main housing problem in Duluth. Of those who had one or more housing problems, renters were the most affected by housing cost, at approximately twice the rate of homeowners. Low and moderate income rental households paying 30% or more of their income for housing numbered 7,125, the same income homeowners paying 30% or more numbered 3,403. For severely cost burdened households, those paying 50% or more of income for housing, there were 4,190 renters and 1,594 homeowners. The lowest income households (0-30% area median income) were the most cost burdened. In 2019, the City of Duluth commissioned a housing study that shows the need for affordable housing has been increasing.

### **Are any populations/household types more affected than others by these problems?**

The CHAS numbers indicate that approximately one-third of renter households have one or more severe housing problems. This information was substantiated with the 2019 Update of Affordable and Workforce Housing Needs in Duluth, Minnesota dated October 2019. This study stated that following affordable housing units needed to be built between 2019 and 2024 to meet demand:

- 87 single family units
- 36 owner occupied units
- 2,202 Subsidized Rental units for 50% or less AMI households
- 1,010 Affordable Rental units for 50 to 80% AMI households
- 297 Active Adult (55+) Senior 50 to 60% AMI households

These goals were not met.

**Describe the characteristics and needs of Low-income individuals and families with children (especially extremely low-income) who are currently housed but are at imminent risk of either residing in shelters or becoming unsheltered 91.205(c)/91.305(c)). Also discuss the needs of formerly homeless families and individuals who are receiving rapid re-housing assistance and are nearing the termination of that assistance**

For many years, St. Louis County has funded prevention and homeless assistance in the City of Duluth through the state-funded Family Homeless Prevention and Assistance Program (FHPAP). In 2009, the City began providing prevention and rapid re-housing assistance through the Homeless Prevention and Rapid Re-housing Program (HPRP) stimulus program. Through the HEARTH Act, and with the changes to the Emergency Solutions Grant (ESG) Program, the City began receiving additional ESG funds targeted

specifically for prevention and rapid re-housing activities. Community Development staff, along with the Duluth housing and services providers that carry out prevention and Rapid Re-housing assistance, identified Prevention risk factors to be used in targeting households to serve. The risk factors used by the ESG (and FHPAP) programs include:

- Has moved 2 or more times prior to application for assistance because of economic reasons
- Is living in the home of another because of economic hardship
- Has been notified that their right to occupy their current housing will be terminated within 2 weeks
- Lives in a hotel or motel because they have no place else to go
- Is exiting a public-funded institution or system of care
- Household income 30% or below the area median income

The needs of formerly homeless families and individuals receiving rapid-rehousing assistance whose assistance is or will be terminated continue to need connections to mainstream services as well as continued, but less frequent, monitoring by the case manager that has been working with them. In addition, the County has been increasing efforts to work with Board and Lodges to better address housing needs for low income individuals.

**If a jurisdiction provides estimates of the at-risk population(s), it should also include a description of the operational definition of the at-risk group and the methodology used to generate the estimates:**

The City does not have a methodology for estimating the number of at-risk households. However, with the ESG funds available for prevention and rapid re-housing assistance, 35% are targeted for prevention assistance and 65% are targeted for rapid re-housing. The FHPAP program targets 65% of the funding for prevention and 35% for rapid re-housing. ESG providers meet bi-monthly to review household need of current applicants and prioritize assistance to families first, then youth, then singles.

**Specify particular housing characteristics that have been linked with instability and an increased risk of homelessness**

The high cost of housing, especially for those in the 0-30% income category, creates instability and overcrowding. An increased risk of homelessness is also a by-product.

## **Discussion**

There is a variety of characteristics of LMI households that need housing, but there are several studies showing the City of Duluth needs more affordable units.

## NA-15 Disproportionately Greater Need: Housing Problems – 91.205 (b)(2)

Assess the need of any racial or ethnic group that has disproportionately greater need in comparison to the needs of that category of need as a whole.

### Introduction

Housing is needed for all incomes, especially for people who lower incomes.

### 0%-30% of Area Median Income

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	3,920	985	440
White	3,140	730	315
Black / African American	240	50	69
Asian	115	40	0
American Indian, Alaska Native	210	90	0
Pacific Islander	0	0	0
Hispanic	115	10	25

**Table 13 - Disproportionally Greater Need 0 - 30% AMI**

Data 2016-2020 CHAS  
Source:

\*The four housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than one person per room, 4. Cost Burden greater than 30%

### 30%-50% of Area Median Income

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	3,380	1,525	0
White	2,980	1,465	0
Black / African American	155	15	0
Asian	60	4	0
American Indian, Alaska Native	85	25	0
Pacific Islander	0	0	0
Hispanic	20	4	0

**Table 14 - Disproportionally Greater Need 30 - 50% AMI**

Data 2016-2020 CHAS  
Source:

\*The four housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than one person per room, 4. Cost Burden greater than 30%

**50%-80% of Area Median Income**

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	2,315	3,855	0
White	2,160	3,445	0
Black / African American	24	80	0
Asian	4	40	0
American Indian, Alaska Native	40	85	0
Pacific Islander	0	0	0
Hispanic	65	29	0

**Table 15 - Disproportionally Greater Need 50 - 80% AMI**

Data 2016-2020 CHAS  
Source:

\*The four housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than one person per room, 4. Cost Burden greater than 30%

**80%-100% of Area Median Income**

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	1,000	2,935	0
White	945	2,760	0
Black / African American	0	20	0
Asian	20	0	0
American Indian, Alaska Native	0	50	0
Pacific Islander	0	0	0
Hispanic	20	75	0

**Table 16 - Disproportionally Greater Need 80 - 100% AMI**

## Demo

**Data** 2016-2020 CHAS  
**Source:**

\*The four housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than one person per room, 4. Cost Burden greater than 30%

### **Discussion**

The information shows the current housing stock is insufficient.

## NA-20 Disproportionately Greater Need: Severe Housing Problems – 91.205 (b)(2)

Assess the need of any racial or ethnic group that has disproportionately greater need in comparison to the needs of that category of need as a whole.

### Introduction

Housing is needed for all incomes, especially for people who lower incomes.

### 0%-30% of Area Median Income

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	3,235	1,675	440
White	2,630	1,240	315
Black / African American	175	115	69
Asian	70	85	0
American Indian, Alaska Native	180	120	0
Pacific Islander	0	0	0
Hispanic	100	25	25

**Table 17 – Severe Housing Problems 0 - 30% AMI**

Data 2016-2020 CHAS  
Source:

\*The four severe housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than 1.5 persons per room, 4. Cost Burden over 50%

### 30%-50% of Area Median Income

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	1,695	3,215	0
White	1,505	2,935	0
Black / African American	90	80	0
Asian	10	54	0



<b>Severe Housing Problems*</b>	<b>Has one or more of four housing problems</b>	<b>Has none of the four housing problems</b>	<b>Household has no/negative income, but none of the other housing problems</b>
American Indian, Alaska Native	50	60	0
Pacific Islander	0	0	0
Hispanic	4	25	0

**Table 18 – Severe Housing Problems 30 - 50% AMI**

Data 2016-2020 CHAS  
Source:

\*The four severe housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than 1.5 persons per room, 4. Cost Burden over 50%

### 50%-80% of Area Median Income

<b>Severe Housing Problems*</b>	<b>Has one or more of four housing problems</b>	<b>Has none of the four housing problems</b>	<b>Household has no/negative income, but none of the other housing problems</b>
Jurisdiction as a whole	610	5,565	0
White	565	5,040	0
Black / African American	0	105	0
Asian	0	45	0
American Indian, Alaska Native	0	125	0
Pacific Islander	0	0	0
Hispanic	40	50	0

**Table 19 – Severe Housing Problems 50 - 80% AMI**

Data 2016-2020 CHAS  
Source:

\*The four severe housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than 1.5 persons per room, 4. Cost Burden over 50%

**80%-100% of Area Median Income**

<b>Severe Housing Problems*</b>	<b>Has one or more of four housing problems</b>	<b>Has none of the four housing problems</b>	<b>Household has no/negative income, but none of the other housing problems</b>
Jurisdiction as a whole	235	3,700	0
White	235	3,470	0
Black / African American	0	20	0
Asian	0	20	0
American Indian, Alaska Native	0	50	0
Pacific Islander	0	0	0
Hispanic	0	95	0

**Table 20 – Severe Housing Problems 80 - 100% AMI**

Data 2016-2020 CHAS  
Source:

\*The four severe housing problems are:

1. Lacks complete kitchen facilities, 2. Lacks complete plumbing facilities, 3. More than 1.5 persons per room, 4. Cost Burden over 50%

**Discussion**

In the 0%-30% area median income category, 76% or more of persons in an ethnic group would have to have severe housing problems to indicate a disproportionately greater need. In this income group, American Indian / Alaska Native were at 79%, and Hispanic at 86%. In the 80%-100% income category, African American, American Indian, and Hispanic groups showed greater percentage need than Duluth as a whole. These numbers are not statically significant, therefore it is difficult to determine need.

## NA-25 Disproportionately Greater Need: Housing Cost Burdens – 91.205 (b)(2)

Assess the need of any racial or ethnic group that has disproportionately greater need in comparison to the needs of that category of need as a whole.

### Introduction:

In the category of households who pay 30%-50% of their income for housing, there were ethnic group with disproportionately greater need than all households falling into this category. However, for those paying half or more of their income for housing, three groups showed a higher percentage of need, African American, American Indian, and Hispanic.

### Housing Cost Burden

Housing Cost Burden	<=30%	30-50%	>50%	No / negative income (not computed)
Jurisdiction as a whole	24,725	5,620	5,215	445
White	23,105	5,030	4,430	315
Black / African American	285	159	265	69
Asian	220	120	70	0
American Indian, Alaska Native	375	125	220	0
Pacific Islander	0	0	0	0
Hispanic	315	70	120	25

**Table 21 – Greater Need: Housing Cost Burdens AMI**

Data Source: 2016-2020 CHAS

### Discussion:

Housing is needed for all incomes, especially for people who lower incomes.

## **NA-30 Disproportionately Greater Need: Discussion – 91.205(b)(2)**

**Are there any Income categories in which a racial or ethnic group has disproportionately greater need than the needs of that income category as a whole?**

There are a few instances of statistical disproportional need by ethnic group in the tables showing housing problems. However, the small number of ethnic households make it difficult to draw any conclusions from these numbers. A general trend is seen when the ethnic categories are combined and compare that to the total jurisdiction and to white people. In general people of color disproportionately face a greater housing cost burden and greater housing need.

.

**If they have needs not identified above, what are those needs?**

All of the needs are identified above.

**Are any of those racial or ethnic groups located in specific areas or neighborhoods in your community?**

The population of people of color (POC) in Duluth is small so it is hard to show any statistically significant trends or difference when focusing on one group other than white people. If we combine all people of color into one group and compare to statistics about Duluth as a whole or to the white population it is easier to see statistically significant trends and differences. The overall population of people of color in Duluth has increased slightly since the previous Consolidated Plan, according to the 2020 Decennial Census reporting 10,170 people or 11.7% of the population. The demographics of Duluth neighborhoods continue to reflect the impacts of historic redlining practices. Some of the lowest income neighborhoods in the city also have some of the highest percent of residents that are people of color. The Downtown (30% POC), Central Hillside (35% POC), East Hillside (31% POC), and Lincoln Park (31% POC) all see much higher rates of residents of color and rates of poverty than Duluth as a whole. Duluth's overall poverty rate is 17% of the population living with income below poverty. In the Downtown, where many of the homeless shelters are currently located, 51% are living with income below poverty. Central Hillside, East Hillside, and Lincoln Park have rates of poverty at 42%, 33%, and 29% respectively.

## NA-35 Public Housing – 91.205(b)

### Introduction

The Duluth Housing and Redevelopment authority (HRA) was created by state-enabling legislation and approval of the city of Duluth in 1948. A seven-member Board of Commissioners governs the HRA. Commissioner terms are staggered five years and the Mayor of Duluth appoints all commissioners with approval by Duluth City Council.

Currently the Duluth HRA owns and manages 1008 units of public housing, including six high-rise developments (Tri-Towers, Grandview Manor, King Manor, Ramsey Manor, Midtowne Manor I, and Midtowne Manor II) as well as approximately 300 scattered site properties located throughout the City as mostly single-family homes. The Duluth HRA also owns public housing units through the HUD HOPE VI grant program awarded in 2003. Three mixed-income developments were created through this program. Those developments include Harbor Highlands, Village Place, and The Village at Matterhorn.

In addition to public housing, the Duluth HRA administers HUD funded rental assistance to qualifying households through the Section 8 Housing Choice Voucher program. Participants in this program select privately owned housing in the City that meets the program's payment standards, housing quality, and eligibility factors. The Housing Choice Voucher program currently serves 1,411 participating households.

### Totals in Use

	Program Type								
	Certificate	Mod-Rehab	Public Housing	Vouchers					
				Total	Project - based	Tenant - based	Special Purpose Voucher		
							Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
# of units vouchers in use	1	27	1,118	1,411	70	1,333	0	0	0

**Table 22 - Public Housing by Program Type**

**\*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition**

**Data Source:** PIC (PIH Information Center)

## Characteristics of Residents

	Program Type							
	Certificate	Mod-Rehab	Public Housing	Vouchers			Special Purpose Voucher	
				Total	Project - based	Tenant - based	Veterans Affairs Supportive Housing	Family Unification Program
Average Annual Income	2,436	4,537	10,456	10,419	7,337	10,524	0	0
Average length of stay	0	1	6	5	2	5	0	0
Average Household size	1	1	1	2	1	2	0	0
# Homeless at admission	0	3	4	7	5	2	0	0
# of Elderly Program Participants (>62)	0	2	179	144	4	140	0	0
# of Disabled Families	1	5	414	603	25	574	0	0
# of Families requesting accessibility features	1	27	1,118	1,411	70	1,333	0	0
# of HIV/AIDS program participants	0	0	0	0	0	0	0	0
# of DV victims	0	0	0	0	0	0	0	0

**Table 23 – Characteristics of Public Housing Residents by Program Type**

**Data Source:** PIC (PIH Information Center)

## Race of Residents

Race	Certificate	Mod-Rehab	Public Housing	Program Type					
				Vouchers			Special Purpose Voucher		
				Total	Project - based	Tenant - based	Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
White	0	23	856	1,058	44	1,009	0	0	0
Black/African American	0	3	136	207	11	196	0	0	0
Asian	0	0	58	14	1	12	0	0	0
American Indian/Alaska Native	1	1	60	132	14	116	0	0	0
Pacific Islander	0	0	8	0	0	0	0	0	0
Other	0	0	0	0	0	0	0	0	0
<b>*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition</b>									

Table 24 – Race of Public Housing Residents by Program Type

Data Source: PIC (PIH Information Center)

## Ethnicity of Residents

Ethnicity	Certificate	Mod-Rehab	Public Housing	Program Type					
				Vouchers			Special Purpose Voucher		
				Total	Project - based	Tenant - based	Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
Hispanic	0	0	9	11	0	11	0	0	0
Not Hispanic	1	27	1,109	1,400	70	1,322	0	0	0
<b>*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition</b>									

Table 25 – Ethnicity of Public Housing Residents by Program Type

**Data Source:** PIC (PIH Information Center)



## **Section 504 Needs Assessment: Describe the needs of public housing tenants and applicants on the waiting list for accessible units:**

Section 504 prohibits discernment in any program or activity that receives financial assistance from any federal agency, including HUD. In response to the Section 504 Needs assessment completed in the past, the HRA has set up an Admission and Continued Occupancy Plan (ACOP) to comply with 24 CFR Part 8. Further outlined in chapters 2 and 3 of the ACOP, the HRA must make all aspects of the public housing program to persons who are not able bodied and consider requests for reasonable accommodations when a person's not able bodied limits their full access to the unit, the program, or the PHA's services. In response to the Section 504 needs assessment, the HRA has put in place a detailed process for when an unit becomes available and when an applicant with a need for a unit comes into the pool of applicants being processed.

### **Most immediate needs of residents of Public Housing and Housing Choice voucher holders**

The wait times for public housing through the Duluth HRA are 12-18 months for all unit sizes. A total of 1,868 applications are on the waitlist for public housing. The breakdown of units for public housing applications are as follows: one bedroom with 1,233, two bedrooms with 447, three bedrooms with 163, four bedrooms with 22, and five bedrooms with three units. It is certain that not every applicant on the waiting list will receive public housing from the HRA in the next year, making it evident that outside housing programs or an increase in public housing is needed.

There are currently 2,935 individuals on the Section 8 Housing Choice Voucher waitlist. It takes approximately 24 months to obtain housing after being on the Section 8 waitlist. It is certain that not every applicant on the waiting list will receive a Housing Choice Voucher from the HRA in the next year, making it evident that outside housing programs or an increase in number of vouchers is needed. For the most recent full calendar year the percentage of Housing Choice vouchers returned was 46.5% of 200 vouchers issued. The percentage of participants not able to lease up is skewed due to the tight rental market in Duluth and short window of time to successfully find an apartment with a voucher, in addition not all property owners are accepting people with Vouchers as renters.

### **How do these needs compare to the housing needs of the population at large**

Housing is a pressing need for many individuals and households in Duluth; therefore, the HRA is not the sole entity addressing Duluth's housing concerns. As can be seen from the waitlist populations for both public housing and the Housing Choice Voucher program, other programs need to work to fill in the gaps to provide affordable housing options. The Duluth HRA administers a tenant based rental assistance program through the City's HOME program to fill some of these gaps. Other non-profits and private developers work to create new units through mixed income developments and subsidy or blockades removal programs to address the variety of Duluth's housing needs.

### **Discussion**

The HRA, as an entity operating both the public housing and Section 8 Housing Choice Voucher Certificate programs, is also required by HUD to prepare and submit an annual Agency Plan as well as a periodic five-year Plan to HUD, and the HRA is further required by HUD to submit these Plans to the City of Duluth for its review and completion of a certification of consistency with the City's Consolidated Plan. This HRA Agency Plan submission includes the HRA's planned capital improvements to its public housing properties for the upcoming year as well as five years out. The Plan also includes any proposed public housing development, and any planned demolition or disposition of public housing. The HRA has no plans to demolish any public housing units or properties in the coming year. It does expect to add an additional scattered site unit under the acquisition and rehab development method in the coming year with HUD Replacement Housing Funding. The agency is also currently undertaking many capital improvements of its public housing properties, including energy-related improvements, at both its high rises and scattered site properties. The City supports the HRA's Family Self-Sufficiency and Section 8 voucher homeownership programs, and is satisfied that residents have access to homeownership opportunities. For a number of years, the City has awarded HOME funds to the HRA for tenant-based rental assistance. This program provides housing vouchers for homeless families and individuals that would otherwise be on the Section 8 waiting list. It allows households that do not currently qualify for HRA's programs to receive a rental voucher, and then work to address their ineligibility issues, such as past unpaid rent or a too recent criminal conviction. The City intends to continue to set aside HOME funding for tenant-based rental assistance.

In addition to a Tenant representative on the Board of Commissioners, an active Resident Advisory Board reviews and provides input into the HRA's Agency Plan and capital improvement plans. The membership includes the Presidents of the Resident Clubs from each of the six high-rise buildings. These Clubs have regular meetings that serve as venue to talk about HRA policies and procedures. The City is satisfied that residents have meaningful input into the management of public housing. The HRA is a High Performer under HUD's Public Housing Assessment System (PHAS), which grades the HRA on management operations, physical conditions, Capital Fund administration, and financial condition. The HRA is also a High Performer under the Section 8 Management Assessment Program (SEMAP). The HRA will endeavor to retain its High Performer statuses for both programs. NA-40 Homeless Needs Assessment – 91.205(c)

## NA-40 Homeless Needs Assessment – 91.205(c)

### Introduction:

St. Louis County (SLC) is one of many Continuum of Care (CoC) regions in Minnesota. Duluth is geographically located at the southern end of St. Louis County. There are two entitlement communities in SLC, the City of Duluth and St. Louis County. The City of Duluth has long history of working closing with SLC and homeless housing and service providers to address issues that impact persons who are homeless or at-risk of becoming homeless. The City and County work on the COC's Planning and Evaluation Committee that look at homelessness through a countywide perspective and distribution of resources, is to help homeless individuals, families and youth to be rapidly re-housed in the most permanent housing possible, increase their housing stability and the housing security that goes along with stability, and to prevent new occurrences of homelessness. With the understanding that homelessness is not caused merely by lack of shelter, but rather involves underlying, unmet physical, economic and/or social needs, the supportive services provided for the homeless are designed to meet those needs.

The City and County work together with continued focus on the HEARTH regulations and related activities in administering a coordinated homeless response system that incorporates new prevention, rapid housing and coordinated assessment activities outlined in the Emergency Solutions Grant regulations and the Continuum of Care regulations along with former shelter (including transitional housing) outreach and supportive service activities. The HHSLC Leadership Council is the governing and advisory board that oversees the funding activities in Duluth and SLC, including the annual CoC funding competition, the Family Homeless Prevention and Assistance Program (FHPAP) state funding competition in SLC and the Emergency Solutions Grant Program funding process for both Duluth and SLC. The Continuum of Care's priorities are focusing on Permanent Supportive Housing, expanding shelter, and addressing disparities that exist across the housing and homelessness response system.

### Homeless Needs Assessment

Population	Estimate the # of persons experiencing homelessness on a given night		Estimate the # experiencing homelessness each year	Estimate the # becoming homeless each year	Estimate the # exiting homelessness each year	Estimate the # of days persons experience homelessness
	Sheltered	Unsheltered				
Persons in Households with Adult(s) and Child(ren)	200	2,941	3,500	250	0	0

Demo

Population	Estimate the # of persons experiencing homelessness on a given night		Estimate the # experiencing homelessness each year	Estimate the # becoming homeless each year	Estimate the # exiting homelessness each year	Estimate the # of days persons experience homelessness
	Sheltered	Unsheltered				
Persons in Households with Only Children	924	20	1,100	50	0	0
Persons in Households with Only Adults	2,017	180	2,400	200	0	0
Chronically Homeless Individuals	1,202	81	100	0	0	0
Chronically Homeless Families	0	0	0	0	0	0
Veterans	131	0	0	0	0	0
Unaccompanied Child	11	0	0	0	0	0
Persons with HIV	21	0	0	0	0	0

**Table 26 - Homeless Needs Assessment**

**Data Source Comments:** This table was created using both the OEO Point in Time Count and the Annual Subrecipient Reports. Items left blank are because no information was collected.

Indicate if the homeless population is:      Has No Rural Homeless

**If data is not available for the categories "number of persons becoming and exiting homelessness each year," and "number of days that persons experience homelessness," describe these categories for each homeless population type (including chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth):**

## Demo

Limited data is unavailable for homeless individuals and families, families with children, veterans and their families, and unaccompanied youth for number of persons becoming and exiting homelessness each year and number of days that persons experience homelessness. This is data that is not collected at this time. One of the priorities for the City and the COC is to improve data collection.

### Nature and Extent of Homelessness: (Optional)

<b>Race:</b>	<b>Sheltered:</b>	<b>Unsheltered (optional)</b>
White	1,246	0
Black or African American	657	0
Asian	16	0
American Indian or Alaska Native	880	0
Pacific Islander	14	0
<b>Ethnicity:</b>	<b>Sheltered:</b>	<b>Unsheltered (optional)</b>
Hispanic	81	0
Not Hispanic	1,165	0

Data Source

Comments:

### Estimate the number and type of families in need of housing assistance for families with children and the families of veterans.

The number of families experiencing homelessness is difficult due to many of them being "doubled-up" The COC had prioritized singles as having the most need in the community. Shelter agencies have also stated there is a greater demand for shelter units to house singles. Although there aren't any specific data numbers, a trend being seen at CHUM, Safe Haven, Union Gospel Mission and Loaves and Fishes shelter is an increase in the number of seniors (60+) who are using their facilities.

### Describe the Nature and Extent of Homelessness by Racial and Ethnic Group.

People of color experience a higher percentage of being homelessness.

### Describe the Nature and Extent of Unsheltered and Sheltered Homelessness.

Many of the people who are experiencing homelessness have had issues with mental illness and/or drug addiction. The City, COC and St. Louis County are working to address these significant issues in the community.

### Discussion:

Agencies, the COC and community agencies have stated one of the reasons for Duluth's high homeless rate is the lack of housing units. It has been determined that an additional 800 housing units would help address the homeless crisis.

## **NA-45 Non-Homeless Special Needs Assessment - 91.205 (b,d)**

### **Introduction:**

Through the Community Needs assessment, following priority needs have been identified by local organizations and community members: 1) Affordable housing,, 2) Continuing to provide the basics, such as food, clothing and shelter, 3) Assisting clients in navigating housing, employment, and available social services, 4) Down-payment assistance for homeownership and homeownership, 4) Providing or helping to supplement childcare and child programming.

### **Describe the characteristics of special needs populations in your community:**

The current housing market in Duluth not offering enough affordable options, or housing that accepts Section 8 vouchers, especially in neighborhoods with higher average household incomes. Clients have noticed this as well, as they have struggled to find housing in neighborhoods that feel safe to them. One respondent, when asked if they are living in their preferred neighborhood said, “No, I have section 8 so I am limited on where I can live... I have witnessed more violence here in this public and section 8 housing than I have in my entire 30 years. My heart aches for the conditions and locations that families have to live in because they are low income. You can only expect people to be as healthy as the people they are surrounded by.” Many renters with housing vouchers reported not being able to find enough landlords who will accept Section 8 vouchers and that they often had to settle for unhealthy, run-down housing. Some renters struggled with very high move-in costs, up to three times the monthly rent amount. Families, particularly single parents with only one household income, expressed difficulty being able to afford enough bedrooms for the size of their family. One respondent wrote, “Competition with college students renting single family homes by the bedroom. I'm a single mom and have to put 3 kids in a two bedroom because that's all I can afford.” According to 2017-2021 ACS data, 52% of renter households in Duluth are cost-burdened. Affordable childcare, including outside typical business hours of 8am-4pm, has been identified by area organizations as a necessity for acquiring and maintaining employment. According to the most recent ACS data, 20% of Duluth households include children under 18-years-old. Public transportation was also mentioned several times, for improving the rate of employment for their clients. City-wide 10% of households do not have access to a vehicle. In LMA census tracts, 30% to 60% of households do not have access to a vehicle. Duluth remains in the midst of an opioid and meth epidemic. From January to November 2023, the Duluth Police Department (DPD) responded to 37 opioid-related fatal overdoses, surpassing the total amount of fatal opioid-related overdoses that occurred in 2022 (35). This number represents an 11-year-high, or a 3,600% increase in opioid-related fatal overdoses (2013 to current), and an 11-year-high, or an 873.81% increase in opioid-related overdoses (2013 to current) within the City of Duluth. The Duluth Police Department along with the Lake Superior Violent Offender Task Force (LSVOTF) continues to work tirelessly to hold dealers accountable who bring these opioids into our community and victimize those who suffer from Substance Use

Disorders. The LSVOTF has seized a record number of opioid (fentanyl) pills, powder fentanyl, and meth already this year. From January to November 2023, the Duluth Police Department administered Narcan 110 times, 105 of which saved the individual from fatally overdosing. Two local organizations, Harm Reduction Sisters and Rural AIDS Action Network provide free Narcan and will train interested individuals its use. Minnesota's "Steve's Law" provides limited immunity for the individual overdosing, as well as the person calling 911. The DPD regularly reminds community members that they will not be prosecuted for calling 911 in an overdose event and encourages harm reduction methods such as not using alone, injecting slowly, testing each new batch with test strips, choosing smoking over injecting, using lower doses, and carrying Narcan.

### **What are the housing and supportive service needs of these populations and how are these needs determined?**

Supportive housing is an accommodating type of housing that either offers or connects occupants to needed support. Funding will be used for new construction, acquisition and rehabilitation of existing buildings for projects that provide supportive housing for persons with special needs. The supportive services that these projects provide to residents will allow persons who are not able bodied to live independently. Obstacles to non-homeless special needs primarily include lack of sufficient dollars. In Duluth 31% of households have an annual income of \$35,000 or less. State and federal funding has steadily decreased recently and the economic downturn impacts funding for persons with special needs, especially affecting homeownership costs (e.g., increased utilities) and impacting homebuyer programs. ASI is a statewide housing provider that provides affordable supportive housing for very low-income individuals who are not able bodied. ASI manages 87 units, both one and two bedroom, in Duluth which provides optional 24-hour Assisted Living Plus Services or allows supportive services from community providers. Units are constructed in a way that promotes accessibility for occupants. Residential Services of Northeast Minnesota (RSI) provides innovative services to support the needs of persons with physical ailments, developmental, mental illness, and other needs. RSI provides services that include: foster care (group home and in-home), adult rehabilitative health services, medical services, and a variety of other services. The Human Development Center (HDC) in Duluth provides many services that benefit special needs including health issues for children and adults, chemical dependency issues, and provides referrals to area resources. The Access North Center for Independent Living provides skill development for individuals to become independent, among a variety of other services that teach, help build relationships, and open doors to achieving independent living. Listed below is an inventory of supportive housing facilities for low-and-moderate-income, non-homeless persons, including rental units for elderly and disabled persons receiving Section 8 rental assistance and access to support services. Residential and support service programs for people who are developmentally disabled, have a severe and persistent mental illness or are elderly are also included. Ariel View, Lennox Apartments, Arrowhead House East, Maple Grove Estates, Arrowhead House West, McCarthy Manor, Inc., Carlson Hall, Meridian Apartments, Caromin House, Miketin's Central, Duluth Regional Care Center, Nekton, Inc., Edgewood Vista, Pennel Park Commons, Faith Haven, Pinewood Duluth, Inc., Fresh Start, Reed's Pine Board &



Lodging, Gateway Apartments, Reed's Lakeview, Garden House Estates, Residential Services, Inc., Greyson Plaza, St. Ann's Home, Heritage Haven, Inc., September House, Hillside Homes, Inc., Spirit Lake Manor, Kiminki Homes Summit Manor, Lakeland Shores Apartments, Wesley Residence, Lakeside Manor, Inc., Westwood Apartments, Lakewind, Inc., Woodland Garden Apartments, and Lee's Residence. Senior adult services are also provided through the St. Louis County Social Service Department. More than 50 private homes provide long term, short term, respite care, and adult day care. St. Louis County also offers three levels of assisted living in Duluth at HRA's King Manor and Midtowne Manor II. The three levels include general congregate meals with a minimum of one meal per day; the Congregate Housing Service Program (CHSP), housecleaning, laundry, transportation, personal assistance and two meals per day; and the Assisted Living Program which provides 24-hour non-medical supervision, monitoring of medications, and personal care services.

**Discuss the size and characteristics of the population with HIV/AIDS and their families within the Eligible Metropolitan Statistical Area:**

In St. Louis County there were 6 new reported cases of HIV in 2023 according to the Minnesota Department of Health HIV Incidence Report. The Minnesota Department of Health also reports 183 individuals living with HIV/AIDS in St. Louis County as of December 31, 2023. Given the low estimates of persons in Duluth with HIV/AIDS, and because most of the HIV/AIDS related efforts have focused in the Twin Cities metropolitan area, the subpopulation of persons with HIV/AIDS is a low priority.

**If the PJ will establish a preference for a HOME TBRA activity for persons with a specific category of disabilities (e.g., persons with HIV/AIDS or chronic mental illness), describe their unmet need for housing and services needed to narrow the gap in benefits and services received by such persons. (See 24 CFR 92.209(c)(2) (ii))**

NA

**Discussion:**

The City of Duluth will continue to support applications to other funders (Greater Minnesota Housing Fund, Minnesota Housing Finance Agency, and various foundations) for housing projects and services that serve persons with special needs. Duluth is a sub allocator of Low Income Housing Tax Credits, and works with the State of Minnesota under a joint powers agreement to allocate credits to housing projects in the City. The City and the Community Development Committee use community input to develop funding targets and goals that support programs that offer services to address the needs of low-to-moderate income community members.

## **NA-50 Non-Housing Community Development Needs – 91.215 (f)**

### **Describe the jurisdiction’s need for Public Facilities:**

The City of Duluth has determined that the largest need for public facilities is related to upgrading the current public facilities for accessibility improvements, enhancements to neighborhood facilities that expand access to food, and blight removal. Duluth has some of the oldest housing stock in the state of Minnesota. In Duluth 44% of housing units were built before 1940, and 70% were built before 1970. Substandard, unhealthy housing due to aging housing stock and deferred maintenance is an increasingly urgent issue in Duluth. Blight from fire damage and deferred maintenance results in several housing units being condemned for human habitation every year. Once condemned, repairable buildings have a very short window for work to be done, since going through one winter without utilities turned on in Northern Minnesota typically results in the units being too expensive to repair and needing to be demolished.

### **How were these needs determined?**

The Community Survey for the 2025 Consolidated Plan and a survey that was used for the Imagine Duluth 2035 had significant number of responses where people expressed concerned about blight in their neighborhoods. There were also concerns about mobility and access to food, more public restrooms, garbage receptacles and sharps containers, as well as tree maintenance and invasive species mediation with native plantings.

### **Describe the jurisdiction’s need for Public Improvements:**

During the Consolidated Plan outreach, community members identified accessibility needs including making sidewalks ADA and “Anything that can be done to make it easier to travel without a car!” including multi-modal transportation options such as pedestrian, bicycle, and bus infrastructure as a priority.

### **How were these needs determined?**

During the Consolidated Plan process Community Needs Assessment.

### **Describe the jurisdiction’s need for Public Services:**

The city of Duluth has a strong network of public service providers. There is a high need for health services, childcare, and basic services including medical, food, and clothing services. A network of four congregate food sites and many food pantries help to provide food to thousands of people each

year. Many organizations also provide limited medical services, with a community clinic that fully serves the medical and dental needs of low-income people.

### **How were these needs determined?**

The city went through a very thorough needs assessment that worked to identify needs in low-income neighborhoods and the general community and received hundreds of responses. The city also regularly analyzes the service numbers for the different programs in Duluth and uses these numbers to re-evaluate how programs are funded and prioritized.

# Housing Market Analysis

## MA-05 Overview

### Housing Market Analysis Overview:

In an effort to provide current data on the housing market, the City's Community Development division tracks housing data and compiles it in the Housing Indicator Report. A survey of the rental market was conducted, and data was collected on 3,000 units in the City of Duluth. The data was aggregated, and the results calculated by bedroom type, rent charged, and geographic location. The American Community Survey, St. Louis County Assessor's Office, City of Duluth, and other data sources are tracked annually to determine significant shifts in the housing market and to assist housing providers and developers. Key findings in this report include

- The percentage of Homesteaded properties in Duluth increased slightly
- The median sales price of a single-family home in Duluth increased 58.5% from \$173,500 in 2018 to \$275,000 in 2023 according to the 2024 Housing Indicator Report. Over the last decade, the median sales price increased 86% from \$147,700 in 2013.
- The total number of valid sales (does not include family sales, short sales, forced sales, etc.) increased the highest total number of single-family homes sold in a single year in the last decade.
- Over 65% of homes in Duluth are over 50 years old.
- The overall rental vacancy rate in 2022 was 3.5%, which is generally considered low.
- The market-rate vacancy rate was 4.6% which included non-subsidized units.
- The average rent from 2018 to 2022 increased nearly 20% from \$1,111 to \$1,329, continuing the upward trend.

## MA-10 Number of Housing Units – 91.210(a)&(b)(2)

### Introduction

Based on 2023 ACS 1-year Estimates Data, there were 38,843 occupied housing units in Duluth, of which 22,868 units (58.9%) were owner occupied and 15,975 units (41.1%) were renter occupied. The 2023 American Community Survey 1-year estimates Duluth's rental vacancy rate at 2.7%.

The number of housing units has remained relatively consistent since the 1980's. While there was a slight dip in the 1990 census of 990 units from the previous decade, there has been a slight increase over the past 20 years. In 2010 there were an estimated 38,990 housing units, up from the 1990 count of 34,646 and 2000 count of 35,500. The increase in units despite stagnant population is due to the reduction in household size. In 2000, Duluth's average household size was 2.26 and in 2017 it was estimated at 2.21.

### All residential properties by number of units

Property Type	Number	%
1-unit detached structure	23,365	60%
1-unit, attached structure	1,165	3%
2-4 units	5,100	13%
5-19 units	2,395	6%
20 or more units	5,695	15%
Mobile Home, boat, RV, van, etc	1,095	3%
<b>Total</b>	<b>38,815</b>	<b>100%</b>

Table 27 – Residential Properties by Unit Number

Data Source: 2016-2020 ACS

### Unit Size by Tenure

	Owners		Renters	
	Number	%	Number	%
No bedroom	50	0%	1,270	9%
1 bedroom	820	4%	4,880	34%
2 bedrooms	6,110	28%	4,670	32%
3 or more bedrooms	15,010	68%	3,720	26%
<b>Total</b>	<b>21,990</b>	<b>100%</b>	<b>14,540</b>	<b>101%</b>

Table 28 – Unit Size by Tenure

Data Source: 2016-2020 ACS

**Describe the number and targeting (income level/type of family served) of units assisted with federal, state, and local programs.**

Currently the Duluth HRA owns and manages 1008 units of public housing, including six high-rise developments (Tri-Towers, Grandview Manor, King Manor, Ramsey Manor, Midtowne Manor I, and Midtowne Manor II) as well as approximately 300 scattered site properties located throughout the City. The Duluth HRA also owns public housing units through the HUD HOPE VI grant program awarded in 2003. Three mixed-income developments were created through this program. Those developments include Harbor Highlands, Village Place, and The Village at Matterhorn.

In addition to public housing, the Duluth HRA administers HUD funded rental assistance to qualifying households through the Section 8 Housing Choice Voucher program. Participants in this program select privately owned housing in the City that meets the program's payment standards, housing quality, and eligibility factors. A total of 1,453 individuals are current users of the Section 8 Housing Choice voucher.

For a number of years, the City has awarded HOME funds to the HRA for tenant based rental assistance. In the past, this program has served approximately 13 individuals or families each year. This program provides housing vouchers for homeless families and individuals that would otherwise be on the section 8 waiting list. It allows households that do not currently qualify for the HRA's programs to receive a rental voucher, and then work to address their ineligibility issues, such as past unpaid rent or a too recent criminal conviction. The City intends to continue to provide HOME funding for tenant based rental assistance.

**Provide an assessment of units expected to be lost from the affordable housing inventory for any reason, such as expiration of Section 8 contracts.**

Among the subsidized housing units in Duluth, 214 are currently in danger of losing their affordability status. This risk is the result of projects that receive Low Income Tax Credit assistance reaching the end of the 15 year compliance period. However, due to 15 year extended affordability agreements with the Minnesota Housing Agency, they are under legal obligation to continue as affordable units for 30 years. Harbor View Phase I was constructed as part of a HOPE VI project, and those 44 units are not in danger of conversion to market rate. The remaining properties were assisted with Low Income Housing Tax Credits, and are covered by restrictive covenants to maintain affordability for a minimum of an additional 15 years. There is presently no reliable information available for the expiration of Section 8 contracts in Duluth. Please see the chart identifying affordability periods that will expire within the five-year Consolidated Plan period.

**Does the availability of housing units meet the needs of the population?**

According the recent Duluth Housing Indicator Report the rental market has about a 3.9% vacancy rate which is strained. This vacancy rate is driven by the lack of affordable housing units for low to moderate income residents. More rental units are required for all income groups to help free supply. The student population from University of Minnesota Duluth, College of St. Scholastica, and Lake Superior College,

has decreased recently. Although enrollment has declined, a Survey of the 38,461 total housing units in Duluth, 43.5% of Duluth's units were built before 1940. Minnesota has 16% of its total housing stock that was built before 1940 compared to 15% nationally. According to a market study conducted by Maxfield Research Inc. in 2019 for the Duluth Economic Development Authority and Duluth Housing and Redevelopment Authority, the City of Duluth needs to add 3,632 units to accommodate population growth.

### **Describe the need for specific types of housing:**

Most of Duluth's housing stock requires significant upgrades. As Duluth grows economically, attracting jobs in health care, airplane manufacturing, and engineering, population is also projected to grow. A study conducted by Maxfield Research Inc. found that the current housing stock cannot accommodate the growth in population. Some issues that were highlighted by the study were that there has been limited development of new affordable rental housing targeted to low- and moderate-income households. Since 2010, we have identified a total of 1,096 units of market rate housing either delivered or under construction and 194 units of deep-subsidy or affordable housing delivered. According to the 2019 Update of Affordable and Workforce Housing Needs Report, an estimate of the following affordable housing demands from 2019 to 2024 are to be considered: Single-family- 87 units, Owned multifamily -36 units, Subsidized Rental (50% or less AMI)-2,202 units, Affordable Rental (50% to 80% AMI)-1,010 units, Active Adult (55+) Senior (50% to 60% AMI)-297 units, Another example of the limitations of an old housing stock was explained to the Community Development staff at an open house in the Lincoln Park Neighborhood. A young couple explained their experience looking to purchase a house in the neighborhood. Most of the houses were built before the 1950's and required many substantial upgrades. Upgrades include weatherization, lead paint mitigation, installation of modern appliances, and general maintenance requirements. While most of the homes were affordable even with the upgrades, they could not secure a loan from the bank. The value of the upgrades would not have been reflected in the houses market value thus creating a value gap at which a commercial bank would not support. With the need for 3,632 new housing units by 2024 the City of Duluth believes that a varied approach to new housing is necessary. There needs to be an increase in supply of all types of housing units including rental, owner occupied, affordable, and market rate.

### **Discussion**

The housing market analysis shows the following:

- Public and housing choice voucher programs cannot meet the demand for affordable housing.

-Duluth has a low 3.9% vacancy rate.

-Student housing creates additional demand for rental units.

-New construction will be needed to increase the supply of all types of housing, with an emphasis on subsidized and affordable rental units.



## MA-15 Housing Market Analysis: Cost of Housing - 91.210(a)

### Introduction

Despite maintaining a relatively steady population of about 87,000 residents over the past three decades, Duluth has experienced an increasing need for suitable housing over the past ten years, specifically affordable units. This challenge mirrors a nationwide trend, where cities face a shortage of housing across all income levels amidst escalating development costs. The lingering impacts of the COVID-19 pandemic continue to create financial instability and uncertainty within the housing sector, exacerbated by a tight labor market, elevated interest rates, and high construction material costs.

### Cost of Housing

	Base Year: 2009	Most Recent Year: 2020	% Change
Median Home Value	147,800	167,300	13%
Median Contract Rent	664	788	19%

Table 29 – Cost of Housing

Data Source: 2000 Census (Base Year), 2016-2020 ACS (Most Recent Year)

Rent Paid	Number	%
Less than \$500	3,155	21.7%
\$500-999	7,340	50.5%
\$1,000-1,499	2,555	17.6%
\$1,500-1,999	995	6.9%
\$2,000 or more	485	3.3%
<b>Total</b>	<b>14,530</b>	<b>100.0%</b>

Table 30 - Rent Paid

Data Source: 2016-2020 ACS

### Housing Affordability

Number of Units affordable to Households earning	Renter	Owner
30% HAMFI	1,845	No Data
50% HAMFI	5,195	1,825
80% HAMFI	9,970	6,385
100% HAMFI	No Data	9,480
<b>Total</b>	<b>17,010</b>	<b>17,690</b>

Table 31 – Housing Affordability

Data Source: 2016-2020 CHAS

<b>2017 HUD</b>	<b>Maximum Affordable</b>	<b>Average</b>	<b>Average</b>	<b>Payment for Median</b>	<b>Affordability</b>
<b>Income</b>	<b>Housing</b>	<b>Rent</b>	<b>Rent</b>	<b>Cost of a</b>	<b>GAP*</b>
<b>Definitions</b>	<b>Payment</b>	<b>2/Bedroom</b>	<b>3/Bedroom</b>	<b>Home</b>	
<b>Extremely Low</b> 60% of the Sect 8 very low income \$24,600	<b>\$615</b>	<b>\$1,062</b>	<b>\$1,124</b>	<b>\$1,224</b>	At least \$447
<b>Low</b> 50% of Median Income \$33,600	<b>\$840</b>	<b>\$1,062</b>	<b>\$1,124</b>	<b>\$1,224</b>	At least \$222
<b>Low-Moderate</b> 80% of Median Income \$53,750	<b>\$1,344</b>	<b>\$1,062</b>	<b>\$1,124</b>	<b>\$1,224</b>	No gap

#### Housing Affordability in Duluth

#### Monthly Rent

<b>Monthly Rent (\$)</b>	<b>Efficiency (no bedroom)</b>	<b>1 Bedroom</b>	<b>2 Bedroom</b>	<b>3 Bedroom</b>	<b>4 Bedroom</b>
Fair Market Rent	780	838	1,087	1,435	1,789
High HOME Rent	626	670	871	1,121	1,308
Low HOME Rent	626	670	815	941	1,050

**Table 32 – Monthly Rent**

**Data Source:** HUD FMR and HOME Rents

## **Is there sufficient housing for households at all income levels?**

No there is not. The City of Duluth has a significant housing need, especially for LMI households.

## **How is affordability of housing likely to change considering changes to home values and/or rents?**

According to a 2019 study by Maxfield Research and Associates, Duluth requires approximately 3,600 affordable (at 80% of AMI or below) housing units by 2024 to meet its residents' needs, however, the City has only seen a net gain of 1,006 units total, including market-rate units, since 2020. The Maxfield study identified that the lack of affordable housing has increased Housing Choice Voucher waitlists, decreased utilizations, and increased homelessness (particularly those that are unsheltered). The Maxfield study found that first-time homebuyers who are in the market to purchase may be deterred by older homes with a substantial amount of deferred maintenance. Since 2020 the median single-family home sale price has increased 34% from \$205,000 to \$275,000. According to Duluth's 2023 Housing Indicator Report, with a 20% downpayment and a 30-year fixed loan, the estimated yearly household income to afford a home at this price is \$71,920. However, it is increasingly uncommon for households to be able to afford a full 20% downpayment. Many households below 80% AMI rely on additional loans to cover downpayment and closing costs, enabling them to purchase a home, but sometimes with a higher monthly housing payment. American Community Survey (ACS) data from 2022 shows that 58% of households have an annual income of less than \$75,000. Based on these numbers, less than half of Duluth households would be able to afford an average market-rate single-family home. ACS data from 2022 shows that 32% of all households in Duluth are cost-burdened, meaning they spend more than 30% of their household income on housing costs.

About 37% of households in Duluth rent their home, and 55% of renter households are cost burdened. This is an increase from 2020 when ACS data showed that 51% of renter households were cost-burdened. Since 2020, the average market-rate rent has increased 17% from \$1,125 to \$1,311. ACS data from 2022 shows that half of all workers in Duluth earn less than \$40,000 a year, with 21% earning less than \$15,000 a year. About 28% of households in Duluth have an annual income of less than \$35,000, and 40% of households have an annual income of less than \$50,000. Based on these numbers, more than 40% of Duluth households are unable to afford an average market-rate rental unit. According to the ACS household income data and average rents from the City's 2023 Housing Indicator Report, approximately 20% of households would be cost-burdened renting an average-priced studio apartment in Duluth and 28% would be cost burdened renting an average-priced 1-bedroom apartment. A minimum wage worker in 2023 must work 54 hours a week to afford an average-priced studio apartment in Duluth and work 63 hours a week to afford an average-priced 1-bedroom apartment. The City's annual Housing Indicator Reports have consistently show rental vacancy rates below 5% over the last several years. The 2019 Maxfield study included a survey of rental properties that showed even lower vacancy rates of 0.9% for market rate rental units and 0.4% for rental units affordable to

households at or below 80% AMI. This indicates a tight rental market limiting choice and decreasing landlord need to keep units affordable.

### **How do HOME rents / Fair Market Rent compare to Area Median Rent? How might this impact your strategy to produce or preserve affordable housing?**

The 2019 Maxfield study found that affordable rental properties have lengthy waiting lists. Rent levels at income-restricted affordable rental properties are at and sometimes above rent levels at older market rate rental properties, however this typically means those market rate units have significant deferred maintenance and quality issues. Households with the lowest incomes (under \$20,000 a year) have an exceptionally difficult time obtaining rental housing in Duluth. The waitlist for subsidized public housing units has nearly doubled from 1,087 households in 2020 to 2,003 households in 2023. The housing choice voucher (HCV) waitlist has increased from 2,792 households in 2020 to 3,363 households in 2023. The lowest income households in Duluth are spending years on waiting lists to access housing that is affordable. Out of all of the Section 8 HCVs, nearly 75% of users who are able to find housing find it in the 55805, 55806, and the 55807 zip codes. All of these neighborhoods are located adjacent to downtown Duluth or on the west side of the city. They are some of the lowest income neighborhoods in Duluth, with most of these zip codes encompassing LMA Qualified Census Tracts. HCVs are meant to be used almost anywhere but include federally moderated rent caps that limit where a voucher holder is able to find attainably priced housing. It is common in Duluth to find ads in the private rental housing market exclusively stating that the property owner is not accepting Section 8.

HOME / Fair Market Rents are calculated based on the Duluth/Superior Metropolitan Statistical Area (MSA), which includes Duluth and St. Louis County, as well as the City of Superior and Douglas County in Wisconsin. The MSA encompasses large rural areas that have significantly lower rents than the urban areas. Therefore, HOME / Fair Market Rents are skewed below the actual market rents. The Duluth HRA conducted a local survey in a successful effort to increase Housing Voucher rent limits to more closely match actual market conditions in Duluth. Therefore, the HRA's "exception rents" are higher than the published FMRs. However, this means the HRA is consistently operating at 108-109% of the HCV budget and the voucher utilization rate is around 76% in 2024 because there isn't enough money available to adequately fund more vouchers. For HOME funded rental projects, owners can't accept the full Housing Voucher payment, only that amount under the HOME rent limit. Tenants are unaffected, as their portion of the rent is based solely on a percentage of their income. This is a disincentive to housing developers to participate in the HOME Program due to the reduction in operating income. To date, only non-profit housing developers have utilized HOME funding for the creation of affordable rental units.

### **Discussion**

Households that are in the Extremely Low Income (30% or less of area median income) bracket, based on paying 30% of income towards housing, cannot afford anything other than an efficiency unit in Duluth. Households that are at or below 50% of area median income cannot afford a 2+ bedroom house to purchase but can afford a 2-bedroom unit to rent. Households that are near the 80% of area median

income can afford to purchase or rent 2- and 3-bedroom homes in Duluth. While there is increased need for affordable housing for extremely low income residents, using federal assistance has helped St. Louis County provide at least some of those who need it.

## MA-20 Housing Market Analysis: Condition of Housing – 91.210(a)

### Introduction

The average lifespan of a house, according to HUD, is 40 to 50 years, without significant annual maintenance. According to the most recent American Community Survey (2008-2012), about half of Duluth's units were built before 1940. This is significantly higher than Minnesota, where the percent of housing units built before 1940 in the state is 18.1%, and 13.9% for the nation. Properties built prior to 1979 are in danger of containing lead-based paint. In Duluth, 85% of the owner-occupied housing stock, and 81% of the rental stock, were built before 1980. The table below shows about a quarter of owner-occupied homes, and over half of rental units, have at least one housing condition.

### Describe the jurisdiction's definition of "standard condition" and "substandard condition but suitable for rehabilitation":

Duluth's definitions follow:

Standard Housing Condition Housing which in initial construction quality and current condition is safe, fit for human occupancy, and is structurally sound according to Section 108 of *Duluth Housing Maintenance Code, Chapter 29A*.

Substandard Housing Condition but Suitable for Rehabilitation Any housing unit which does not meet the definition for standard housing condition, or contains lead paint, or could be on the City of Duluth Condemned for Human Habitation, but is not on the City of Duluth Condemned for Demolition list.

Substandard Housing Condition Any housing units that are listed on the City of Duluth Condemned for Demolition list.

### Condition of Units

Condition of Units	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
With one selected Condition	4,070	19%	6,900	47%
With two selected Conditions	25	0%	455	3%
With three selected Conditions	0	0%	35	0%
With four selected Conditions	0	0%	0	0%
No selected Conditions	17,895	81%	7,145	49%
<b>Total</b>	<b>21,990</b>	<b>100%</b>	<b>14,535</b>	<b>99%</b>

Table 33 - Condition of Units

Data Source: 2016-2020 ACS

## Year Unit Built

Year Unit Built	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
2000 or later	1,710	8%	1,570	11%
1980-1999	2,035	9%	1,955	13%
1950-1979	6,430	29%	4,755	33%
Before 1950	11,820	54%	6,260	43%
<b>Total</b>	<b>21,995</b>	<b>100%</b>	<b>14,540</b>	<b>100%</b>

**Table 34 – Year Unit Built**

Data Source: 2016-2020 CHAS

## Risk of Lead-Based Paint Hazard

Risk of Lead-Based Paint Hazard	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
Total Number of Units Built Before 1980	18,250	83%	11,015	76%
Housing Units build before 1980 with children present	609	3%	314	2%

**Table 35 – Risk of Lead-Based Paint**

Data Source: 2016-2020 ACS (Total Units) 2016-2020 CHAS (Units with Children present)

Age of Duluth's Housing Stock and Predicted Occurrence of Lead-Based Paint			
Year Built	Number of Units	Percentage of Units with Lead-Based Paint	Number of Lead-Based Paint Units
Post 1980	6,304	0%	0
1960 - 1979	6,634	62%	4,113
1940 - 1959	7,723	80%	6,178
1939 or Earlier	17,529	90%	15,776
<b>Total</b>	<b>38,190</b>		<b>26,068</b>

Sources: U.S. Census Bureau, 2008 – 2012 American Community Survey

## Lead-Based Paint by Age of House

### Vacant Units

	Suitable for Rehabilitation	Not Suitable for Rehabilitation	Total
Vacant Units	198	15	213
Abandoned Vacant Units	14	0	14
REO Properties	0	0	0
Abandoned REO Properties	0	0	0

**Table 36 - Vacant Units**

Data Source Comments:

## **Need for Owner and Rental Rehabilitation**

<TYPE=[text] REPORT\_GUID=[F8DC4D3147433947165558A235C46686]  
PLAN\_SECTION\_ID=[1313801000]>

## **Estimated Number of Housing Units Occupied by Low or Moderate Income Families with LBP Hazards**

Lead-based paint was banned from residential use in 1978. In spite of this, lead poisoning remains a serious problem, especially in older housing units that tend to have paint with higher concentrations of lead, more coats of paint, and larger areas covered with lead-based paint.

Data from the U.S. Census Bureau's American Community Survey indicates that two-thirds of Duluth's homes are 60 years old or older, compared to one-third of homes statewide. Of Duluth's housing stock, 90% was built before lead-based paint was removed from the market. According to HUD's 1991 report to the U.S. Congress, an estimated 90% of homes built before 1940 contain lead-based paint, as do 80% of those built between 1940 and 1959, and 62% between 1960 and 1978. The following table provides an estimate of the number of homes in Duluth containing lead-based paint.

Of the 26,068 homes with lead-based paint, approximately 10,427 are occupied by low- to moderate-income households, including 3,645 households at or below poverty level. The default data that populated the "Risk of Lead-Based Paint Hazard" table is incorrect for the owner-occupied housing units built before 1980 with children present.

## **Discussion**

While the housing stock in Duluth is livable it is old and in need to renovation. While most homes have access to complete plumbing facilities and kitchen facilities there is still a risk of Lead Paint Based Hazards. In many neighborhoods, houses are in need of repair but ability to obtain loans for renovation from commercial banks is limited.

While the housing stock in Duluth is livable it is old and in need to renovation. While most homes have access to complete plumbing facilities and kitchen facilities there is still a risk of Lead Paint Based Hazards. In many neighborhoods, houses are in need of repair but ability to obtain loans for renovation from commercial banks is limited. HOME Program after rehab value limits are not adjusted to the size of single family homes. Therefore it is difficult to use HOME funds to rehab three or more bedroom homes to accommodate families.



## MA-25 Public and Assisted Housing – 91.210(b)

### Introduction

The Duluth Housing and Redevelopment Authority (HRA) manages public housing and Section 8 Housing Choice vouchers. Not out of the ordinary, there is currently a waiting list for vouchers and public housing. The number of families or individuals on the list has increased since the last consolidated plan submitted. However, the supply of units in public housing is adequate to match the demand with consideration to the waitlist size.

### Totals Number of Units

	Program Type								
	Certificate	Mod-Rehab	Public Housing	Vouchers					
				Total	Project -based	Tenant -based	Special Purpose Voucher		
							Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
# of units vouchers available	0	24	1,152	1,467	77	1,390	0	0	0
# of accessible units									
<b>*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition</b>									

**Table 37 – Total Number of Units by Program Type**

Data Source: PIC (PIH Information Center)

### Describe the supply of public housing developments:

### Describe the number and physical condition of public housing units in the jurisdiction, including those that are participating in an approved Public Housing Agency Plan:

There are 1,008 number of public housing units in Duluth and all units are considered to be in generally good condition. In the most recent Public Housing Agency plan, 81 scattered site units have been identified as over 75 years old. It is under consideration by the HRA that if the costs to maintain these older units becomes too burdensome, it would be an appropriate option to demolish or dispose of the units.



## Public Housing Condition

Public Housing Development	Average Inspection Score

Table 38 - Public Housing Condition

### Describe the restoration and revitalization needs of public housing units in the jurisdiction:

In the previous consolidated plan, the HRA intended to submit an application to the Rental Housing Assistance Demonstration (RAD) program that helps provide alternative funding for public housing improvements. Since then, the HRA has continued to explore this option of RAD-PBRA and/or RAD-PBV for its high-rise buildings along with Section 22 Streamlined Voluntary Conversion for remaining smaller scaled units. Additionally, the HRA has a five-year capital fund plan for capital improvements that is approved by HUD. The HRA has two POHP (general obligation bond) awards from MN Housing totaling approximately \$1.4 Million. These POHP funds will be used at Ramsey Manor for a waste line replacement project and a window replacement project.

### Describe the public housing agency's strategy for improving the living environment of low- and moderate-income families residing in public housing:

The HRA has no plans to demolish any public housing units beyond one scattered site with 2 units this year. The HRA stays on top of the physical needs of public housing properties. There are two full time community police officers for safety, and the HRA is in the process of hiring a service coordinator to work with residents on resources, referrals, and other needs.

### Discussion:

HRA is monitoring public housing sufficiently.

## **MA-30 Homeless Facilities and Services – 91.210(c)**

### **Introduction**

As the largest metropolitan city in St. Louis County, Duluth has a proportionally larger population of homeless individuals and families than the other parts of St. Louis County. As such, Duluth has developed a strong network of housing and programs that serve the homeless. The City contributes funding to the Coordinated Entry coordinator who manages the system. The entry into the homeless system will be facilitated by a pre-screening process through a 211 referral and access and assessment through area agencies—CHUM Emergency Shelter, the American Indian Community Housing Organization’s Dabinoo’lgan (DV) Shelter or their American Indian Housing Resource Center, the Safe Haven (DV) Shelter, The Salvation Army (supportive service program) or the Life House Center (Youth).

Prevention and diversion, and access to transitional housing, permanent supportive housing, Tenant-Based Rental Assistance Vouchers, and other HUD supported housing will be facilitated through the Coordinated Access and Assessment System and directed to the appropriate type of housing based on their assessment scores. Data in table MA-19 reflects the numbers of beds available for homeless populations in Duluth and the number of beds for targeted populations.

Individual and families who are homeless or at-risk of homelessness can access the programs and supportive services described above at the CHUM shelter, located in the Central Hillside CDBG Target neighborhood or the American Indian Community Housing Organization, also located in the Central Hillside neighborhood. People can access the same types of services at the Salvation Army, located in the Lincoln Park CDBG neighborhood located in the western part of the city. Homeless and at-risk youth can access similar programs and services tailored to the unique needs of youth at the Life House Center in the Central Hillside neighborhood.

Housing and supportive services tailored specifically for veterans and their families who are homeless or in danger of homelessness are available through the Minnesota Assistance Council for Veterans (MACV), a statewide veterans’ service agency with offices and housing facilities in Duluth.

## Facilities and Housing Targeted to Homeless Households

	Emergency Shelter Beds		Transitional Housing Beds	Permanent Supportive Housing Beds	
	Year Round Beds (Current & New)	Voucher / Seasonal / Overflow Beds	Current & New	Current & New	Under Development
Households with Adult(s) and Child(ren)	69	0	81	312	44
Households with Only Adults	108	20	18	159	0
Chronically Homeless Households	0	0	0	33	0
Veterans	3	0	9	11	0
Unaccompanied Youth	7	0	22	0	7

**Table 39 - Facilities and Housing Targeted to Homeless Households**

**Data Source Comments:** The facilities identified above provide a wide range of supportive services to homeless persons and those in danger of becoming homeless. In addition to the emergency night-shelter, the CHUM congregate facility operates as a day-shelter where people can access additional support services such as hot meals, shower and laundry facilities, nursing services and health education, case management and housing search assistance, employment assistance and social security. In addition, CHUM provides street outreach and coordinates efforts with the Duluth Police Department, St. Louis County Health and Human Services, called Teen- Assertive Community Treatment). Life House operates a Drop-In Center that provides supportive services for homeless and in danger youth, including meals, education and employment assistance, health assistance, housing search assistance and case management. Duluth has 49 shelter beds targeted for women fleeing domestic violence, and their children. Of those, ten (10) are prioritized for Native American women and children. The Duluth Model a Coordinated Community Response to Domestic Violence, was developed in Duluth. It is a partnership between Domestic Abuse Intervention Program (DAIAP), and criminal justice agencies in the City of Duluth and St. Louis County. The Duluth Model won an international prize the 2014 Future Policy Award for Ending Violence against Women and Girls (the Gold Award). It is the first humanitarian policy to be honored in the history of this award. The Duluth Model won the award for because the program prioritizes the safety and autonomy of survivors while holding the perpetrators accountable through community-wide coordinated response, that includes the unique partnership between non-profit and government agencies. This approach as inspired violence protection law implementation and the creation of batterer intervention programs across the United States and throughout the world.

## Additional Text Related to Facilities

The facilities identified above provide a wide range of supportive services to homeless persons and those at-risk of becoming homeless. In addition to the emergency night-shelter, the CHUM congregate facility operates as a day-shelter where people can access additional support services such as hot meals, shower and laundry facilities, nursing services and health education, case management and housing search

assistance, employment assistance and social security advocacy. In addition, CHUM provides street outreach and coordinates efforts with the Duluth Police Department,

St. Louis County Health and Human Services, called ‘Assertive Community Treatment’ (ACT), provides outreach to people with mental illness and substance abuse and those identified as long-term and chronically homeless using a ‘harm reduction’ engagement model.

Life House and Lutheran Social Services (LSS) provide street outreach to homeless and at-risk youth and coordinate a similar outreach program called T-ACT (‘Teen- Assertive Community Treatment’). Life House operates a Drop-In Center that provides supportive services for homeless and at-risk youth, including meals, education and employment assistance, mental health assistance, housing search assistance and case management.

Duluth has 49 shelter beds targeted for women fleeing domestic violence, and their children. Of those, ten (10) are prioritized for Native American women and children. The ‘Duluth Model’: a Coordinated Community Response to Domestic Violence, was developed in Duluth. It is a partnership between Domestic Abuse Intervention Program (DAIAP), and criminal justice agencies in the City of Duluth and St. Louis County. The ‘Duluth Model’ recently won an international prize—the 2014 Future Policy Award for Ending Violence against Women and Girls (the Gold Award). It is the first humanitarian policy to be honored in the history of this award. The ‘Duluth Model’ won the award for because the program prioritizes the safety and autonomy of survivors while holding the perpetrators accountable through community-wide coordinated response, that includes the unique partnership between non-profit and government agencies. This approach as inspired violence protection law implementation and the creation of batterer intervention programs across the United States and throughout the world.

**Describe mainstream services, such as health, mental health, and employment services to the extent those services are used to complement services targeted to homeless persons**

The City of Duluth supports a wide array of mainstream services. The City of Duluth supports the Duluth at Work program through its CDBG funding. This is an employment program to help those facing blockade to employment. The Duluth at Work program mostly targets extremely low-income individuals who are often not deemed to be work ready by the workforce center. The Duluth at Work program brings together several organizations who share best practices in job training, employer relationship building, and screening. The participants in the Duluth at Work program often cannot find assistance through the more traditional workforce center. These two programs work together to help low-income individuals gain job readiness skills and job training. They help connect participants to employers.

The City of Duluth also supports several food access programs through its CDBG program. The Duluth Hunger project is a group consisting of the Salvation Army, Damiano Center, and Churches United in Ministry. These three organizations work to provide meals and operate food shelves. They coordinate with Second Harvest food pantry. Meals are served in a manner to prevent overlap and in geographically dispersed areas in order to provide greater access. There is also a medical food shelf for those individuals with dietary restrictions.

Access to health care is something that is evolving in Duluth. The CDBG program has funded for many years the Lake Superior Community Health Center. This facility has both doctors and dentists. The affordable health care act has helped many low-income residents obtain access to health care. Lake Superior Community Health Center and several other partners set up navigators to help low-income individuals and households gain access to no cost/ low-cost health insurance. Other health agencies that help connect individuals to health care include St. Louis County's Health and Human Services department, Lutheran Social Services, and Community Action Duluth. Furthermore, health services are provided by the Human Development Center and Saint Louis County Health and Human Services. Case Management and help with benefits applications, crisis assistance, day treatment, employability, and medication monitor are a few of the services that are available.

The Minnesota Assistance Council for Veterans provides services for veterans. It helps veterans to stabilized living through rent/mortgage assistance and temporary housing, sustainable, living wage employment through training and placement, referral and resolution to civil legal issues, life skills education, money management skills training and financial plan development.

**List and describe services and facilities that meet the needs of homeless persons, particularly chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth. If the services and facilities are listed on screen SP-40 Institutional Delivery Structure or screen MA-35 Special Needs Facilities and Services, describe how these facilities and services specifically address the needs of these populations.**

The agencies that provide housing and support services targeted to homeless individuals and families in Duluth include:

## **Emergency Shelter**

- CHUM Emergency Shelter--44 congregate bed-facility for singles and 4 off-site family units
- Safe Haven Shelter for Battered Women--39 beds for single women and women-headed households fleeing domestic violence
- American Indian Community Housing Organization--10 beds for single women/ women-headed families fleeing domestic violence (Native American preference)
- Union Gospel Mission—11 units for single adults who are chronically homeless
- Loaves & Fishes' —8 units for singles and families

## **Transitional Housing**

- American Indian Community Housing Organization-5 units for women-headed families and single women (Native American preference)
- Center City Housing Corporation-21 units for families and single adults and 7 units targeted for youth (services for youth provided by Life House)
- Life House- 4 housing vouchers targeted for homeless youth
- Lutheran Social Services—6 units for homeless youth
- The Duluth Veterans' Place—9 units for homeless veterans
- The Salvation Army —16 units for families

## **Permanent Supportive Housing**

- American Indian Community Housing Organization—29 units for families and 20 vouchers for long-term homeless families (Native American preference)
- Center City Housing Corporation—16 units for families and single women, 6 vouchers for long-term homeless families,
- MACV—12 units for homeless veterans and 5 VASH vouchers.
- YWCA—7 units for homeless youth families (single mothers with children)
- Lutheran Social Services—5 units of permanent supportive housing and 5 units of transitional housing
- The Housing and Redevelopment Authority (HRA) of Duluth provides 49 Shelter+ Care vouchers—CHUM and the Human Development Center provide the services.
- Steve O'Neil- A Permanent Supportive Housing development that contains 44 units for families

## **Permanent Housing**

- The HRA provides 111 Single-Room-Occupancy (SRO) vouchers for chronic and hardest to house single adults in facilities owned by Center City Housing and the Union Gospel Mission.



- CHUM—5 units of Supportive Housing operated by funds provided by the Duluth ‘Churches United in Ministry’.

One of the objectives in the SLC Continuum of Care Plan is to increase progress towards ending chronic homelessness.

## **MA-35 Special Needs Facilities and Services – 91.210(d)**

### **Introduction**

Special needs individuals have many options in Duluth for services. Many service providers have leveraged funding sources to create a robust network of resources, however, funding cuts and increasing costs of living have resulted in a continued need to increase organization's capacity to provide more of these services.

**Including the elderly, frail elderly, persons with disabilities (mental, physical, developmental), persons with alcohol or other drug addictions, persons with HIV/AIDS and their families, public housing residents and any other categories the jurisdiction may specify, and describe their supportive housing needs**

Through the Community Needs assessment, following priority needs have been identified by local organizations and community members: 1) Affordable housing, including in higher-income neighborhoods, 2) Continuing to provide the basics, such as food, clothing and shelter, 3) Assisting clients in navigating housing, employment, and available social services, 4) Down-payment assistance for homeownership and homeownership, 4) Providing or helping to supplement childcare.

**Describe programs for ensuring that persons returning from mental and physical health institutions receive appropriate supportive housing**

Almost half, 44% of all the housing units in Duluth were built 80 or more years ago and 70% were built before 1970. The upkeep of such old housing can often be too expensive for low-to-moderate income households and needed maintenance and repairs are often deferred due to cost. These households often experience energy cost burned because of the old, inefficient, heating/cooling and insulations systems. The large share of old housing stock also affects the accessibility of housing because most homes in Duluth were built before building codes existed that required ADA complaint accessible housing. According to the most recent ACS estimates, just over 11,000 people or 13% of the population in Duluth have a disability. Finding available, affordable, accessible housing units is an issue for many people with disabilities. Additionally, visitability, or being able to visit other homes and locations in the community, is an issue for many people with disabilities due to the age of buildings and the number of older buildings that lack ADA accessibility. Outreach conducted for the Consolidated Plan showed that some individuals identified having a limited choice of accessible housing as one of the biggest obstacles they faced in finding housing identified that they were treated differently than other people looking for housing due to a disability. The age and accessibility of Duluth's building

stock also affects the aging population, many of whom begin to have mobility impairments as they age. According to the 2020 Census, nearly more than 15,000 people or 17% of Duluth's population are age 65 years or older. This is an increase of about 4,000 people 65 years or older from the 2010 Census.

Special needs also include persons with mental illness and persons with substance use disorders. Both of these groups make up a significant portion of the homeless population. People in transitional housing and accessing rental housing through Section 8 vouchers also disproportionately struggle with mental health, however local organizations, in line with nationwide trends, are experiencing funding cuts and staffing shortages making it difficult to provide adequate case management to the households who are most vulnerable. Duluth remains in the midst of an opioid and meth epidemic. From January to November 2023, the Duluth Police Department (DPD) responded to 37 opioid-related fatal overdoses, surpassing the total amount of fatal opioid-related overdoses that occurred in 2022 (35). This number represents an 11-year-high, or a 3,600% increase in opioid-related fatal overdoses (2013 to current), and an 11-year-high, or an 873.81% increase in opioid-related overdoses (2013 to current) within the City of Duluth. The Duluth Police Department along with the Lake Superior Violent Offender Task Force (LSVOTF) continues to work tirelessly to hold dealers accountable who bring these opioids into our community and victimize those who suffer from Substance Use Disorders. The LSVOTF has seized a record number of opioid (fentanyl) pills, powder fentanyl, and meth already this year. From January to November 2023, the Duluth Police Department administered Narcan 110 times, 105 of which saved the individual from fatally overdosing. Two local organizations, Harm Reduction Sisters and Rural AIDS Action Network provide free Narcan and will train interested individuals its use. Minnesota's "Steve's Law" provides limited immunity for the individual overdosing, as well as the person calling 911.

**Specify the activities that the jurisdiction plans to undertake during the next year to address the housing and supportive services needs identified in accordance with 91.215(e) with respect to persons who are not homeless but have other special needs. Link to one-year goals. 91.315(e)**

Street Outreach staff employed by the CHUM and the community center coordinate with detox, residential programs, hospitals, corrections, and other institutions at discharge to ensure transitions are coordinated. Stakeholders meet weekly to discuss complex cases and work out housing solutions.

Several transitional and supportive housing programs from CHUM, Salvation Army, MAC-V, and Divine Konnections also offer support to people exiting institutions.

**For entitlement/consortia grantees: Specify the activities that the jurisdiction plans to undertake during the next year to address the housing and supportive services needs identified in accordance with 91.215(e) with respect to persons who are not homeless but have other special needs. Link to one-year goals. (91.220(2))**

For the 2025 program year, the City will providing a pre-commitment of funding for Decker II, a new rental development that will providing housing for 60 extremely low-income households. The developer, One Roof, will be coordinating supportive services with providers. In 2025, the City also allocates funding to several agencies for case workers to provide the supportive services including homelessness prevention and food access.

## **MA-40 Barriers to Affordable Housing – 91.210(e)**

### **Negative Effects of Public Policies on Affordable Housing and Residential Investment**

- Cost of construction, including materials and labor
- Shortage of qualified builders which causes difficulty in receiving competitive bids
- Lack of available land, most of the buildable land has been developed.
- Lack of annual budgeted funding to demolish or repair buildings condemned for demolition or human habitation, allowing blight to persist in LMI neighborhoods.
- Limited Minnesota Housing funding for rehab of aging single-family structures occupied by LMI households, which leads to higher maintenance costs.
- Lack of a policy to require improvements to foreclosed properties in LMI neighborhoods that are on the vacant property register.
- Minnesota State Historic Preservation Office policies that create additional rehab costs, such as wooden windows and doors repaired rather than replaced by new designed materials.
- Outdated historic property references that trigger SHPO review of affordable housing rehab projects on buildings not eligible for listing, which increases costs and delays.

## MA-45 Non-Housing Community Development Assets – 91.215 (f)

### Introduction

A high priority is working with businesses for livable wage jobs. It appears the City of Duluth is growing in business development, so there is an emphasis on working with people to develop skills so they can work at these businesses and become more self sufficient.

### Economic Development Market Analysis

#### Business Activity

Business by Sector	Number of Workers	Number of Jobs	Share of Workers %	Share of Jobs %	Jobs less workers %
Agriculture, Mining, Oil & Gas Extraction	125	31	0	0	0
Arts, Entertainment, Accommodations	4,945	6,637	16	13	-3
Construction	1,351	2,066	4	4	0
Education and Health Care Services	10,289	18,705	33	35	2
Finance, Insurance, and Real Estate	1,909	2,541	6	5	-1
Information	507	819	2	2	0
Manufacturing	1,713	2,044	6	4	-2
Other Services	1,593	2,483	5	5	0
Professional, Scientific, Management Services	2,523	3,948	8	7	-1
Public Administration	0	0	0	0	0
Retail Trade	3,938	5,228	13	10	-3
Transportation and Warehousing	1,279	7,213	4	14	10
Wholesale Trade	852	1,202	3	2	-1
Total	31,024	52,917	--	--	--

**Table 40 - Business Activity**

**Data Source:** 2016-2020 ACS (Workers), 2020 Longitudinal Employer-Household Dynamics (Jobs)

## Labor Force

Total Population in the Civilian Labor Force	47,650
Civilian Employed Population 16 years and over	45,250
Unemployment Rate	5.01
Unemployment Rate for Ages 16-24	14.16
Unemployment Rate for Ages 25-65	3.27

**Table 41 - Labor Force**

Data Source: 2016-2020 ACS

Occupations by Sector	Number of People
Management, business and financial	11,345
Farming, fisheries and forestry occupations	1,615
Service	6,625
Sales and office	8,495
Construction, extraction, maintenance and repair	2,900
Production, transportation and material moving	1,890

**Table 42 – Occupations by Sector**

Data Source: 2016-2020 ACS

## Travel Time

Travel Time	Number	Percentage
< 30 Minutes	37,350	89%
30-59 Minutes	3,575	9%
60 or More Minutes	1,129	3%
<b>Total</b>	<b>42,054</b>	<b>100%</b>

**Table 43 - Travel Time**

Data Source: 2016-2020 ACS

## Education:

### Educational Attainment by Employment Status (Population 16 and Older)

Educational Attainment	In Labor Force		Not in Labor Force
	Civilian Employed	Unemployed	
Less than high school graduate	0	0	0

Educational Attainment	In Labor Force		Not in Labor Force
	Civilian Employed	Unemployed	
High school graduate (includes equivalency)	0	0	0
Some college or Associate's degree	0	0	0
Bachelor's degree or higher	0	0	0

**Table 44 - Educational Attainment by Employment Status**

Data Source Comments:

#### Educational Attainment by Age

	Age				
	18–24 yrs	25–34 yrs	35–44 yrs	45–65 yrs	65+ yrs
Less than 9th grade	55	60	95	330	305
9th to 12th grade, no diploma	615	385	340	725	705
High school graduate, GED, or alternative	3,225	1,865	1,375	4,350	4,140
Some college, no degree	9,000	3,160	2,285	4,310	3,120
Associate's degree	1,255	1,440	1,210	1,890	625
Bachelor's degree	2,510	3,995	2,410	4,080	2,555
Graduate or professional degree	135	1,165	1,770	3,015	1,960

**Table 45 - Educational Attainment by Age**

Data Source: 2016-2020 ACS

#### Educational Attainment – Median Earnings in the Past 12 Months

Educational Attainment	Median Earnings in the Past 12 Months
Less than high school graduate	22,048
High school graduate (includes equivalency)	29,152
Some college or Associate's degree	34,527
Bachelor's degree	46,447
Graduate or professional degree	69,257

**Table 46 – Median Earnings in the Past 12 Months**

Data Source: 2016-2020 ACS

**Based on the Business Activity table above, what are the major employment sectors within your jurisdiction?**



The major industries in Duluth include Arts, Entertainment, and Accommodations, Education and Health Care Services, and Retail Trade, with a significant number of large construction projects driving demand for skilled labor.

The largest employment sector is Education and Health Care Services, with 10,289 workers and 18,705 jobs, accounting for 32% of the workforce and 34% of jobs. Arts, Entertainment, and Accommodations employs 4,945 workers with 6,637 jobs, reflecting strong demand, likely driven by tourism. Retail Trade had 3,938 workers and 5,228 jobs, while Professional, Scientific, and Management Services employs 2,523 workers and offers 3,948 jobs. These sectors are key drivers of employment and economic activity in Duluth.

### **Describe the workforce and infrastructure needs of the business community:**

Duluth's business community faces several workforce and infrastructure challenges that need to be addressed to support growth. The City's major industries include Education and Health Care Services, Arts, Entertainment, and Accommodations, Retail Trade, and Professional, Scientific, and Management Services. Each sector requires a skilled workforce, but there is a disconnect between the skills workers currently possess and the skills businesses need.

There is a significant demand for workers in the Education and Health Care Services sector, which would benefit from expanded training programs and partnerships with educational institutions to build a steady pipeline of qualified professionals. The Arts, Entertainment, and Accommodations sector requires a flexible workforce to meet seasonal demands, especially in customer service and hospitality. In Retail Trade, the workforce needs include customer service and retail management training, while the Professional, Scientific, and Management Services sector requires specialized training in areas like business management, technology, and engineering.

Workforce development initiatives are focused on young workers, skilled labor, and low-income populations. The high unemployment rate among young adults highlights a need for training, internships, and job placement programs. Programs that improve digital literacy, vocational training, and provide support like childcare assistance will help low-income workers access better job opportunities.

In looking at infrastructure, broadband expansion is crucial for improving remote work, education, and business operations, especially in low-income areas of the City. Public transportation needs to be expanded to help workers in communities. Affordable housing near employment centers is necessary to reduce travel time for these workers.

Addressing Duluth's workforce and infrastructure needs, such as expanding training programs, improving broadband, enhancing public transportation, and providing affordable housing, will create a stronger economy that supports both business growth and workforce development.

**Describe any major changes that may have an economic impact, such as planned local or regional public or private sector investments or initiatives that have affected or may affect job and business growth opportunities during the planning period. Describe any needs for workforce development, business support or infrastructure these changes may create.**

Investments in healthcare, tourism, and transportation infrastructure will likely help to drive job creation and business growth. The expansion of healthcare facilities will generate job opportunities across various skill levels, while tourism and hospitality growth will require additional workers skilled in customer service and event management. Additionally, improvements to transportation and digital infrastructure, such as expanded highways, additional modes of public transit, and high-speed internet, will support job growth across communities and better support businesses.

Duluth will need to address workforce, and infrastructure needs to support these developments. This includes providing specialized training in sectors like healthcare, transportation, and technology. Programs aimed at improving digital literacy and providing job placement opportunities for young adults will help meet these growing demands. Infrastructure investments, such as expanding broadband access and improving public transportation, will be crucial to supporting both workers and businesses. Increasing access and expanding training resources to individuals who are disadvantaged in the work force due to prior criminal history would be beneficial in encouraging rehabilitation. Finally, addressing the need for affordable housing near job centers will also help ensure that workers can access new opportunities.

### **How do the skills and education of the current workforce correspond to employment opportunities in the jurisdiction?**

Duluth faces a misalignment between the skills of its current workforce and the growing demand for specific jobs. While the city has implemented a Community Benefits Program to address these gaps, it is working with various local institutions—such as schools, universities, and hospitals—to expand educational and job training programs. These efforts are aimed at improving the skills of the workforce to meet current and future employment needs.

In key sectors like healthcare and education, the workforce is well-aligned with demand, particularly for roles such as nurses, technicians, and educators. However, with the expansion of healthcare facilities, there will be an increased need for specialized medical staff, requiring additional training programs. Sectors like arts, entertainment, and retail face gaps in higher-skilled roles, such as event management and e-commerce, highlighting the need for more targeted workforce development programs. The retail sector, for example, is seeing shifts toward digital skills, requiring workers to adapt through training in technology and customer service.

Other sectors, such as professional services and manufacturing, have workers with strong foundational skills, but there is a need for specialized training in areas like advanced technology, logistics, and skilled trades. Addressing these skill gaps through expanded education and training initiatives will be essential to ensuring that Duluth's workforce is prepared for both current and future job opportunities, fostering economic growth and job stability in the city.

**Describe any current workforce training initiatives, including those supported by Workforce Investment Boards, community colleges and other organizations. Describe how these efforts will support the jurisdiction's Consolidated Plan.**

The City of Duluth is working to enhance workforce training across key sectors such as construction, healthcare, manufacturing, and aviation. Through initiatives like the Duluth at Work collaborative, funded by CDBG dollars, the city is helping participants secure employment with the goal that participants become self-sufficient and create independence. This approach will continue to evolve to better meet the needs of the community.

Various local organizations, including community colleges and nonprofits also support these training efforts. Lake Superior College plays a vital role by providing training in healthcare, construction, and business services, aligning with the city's workforce needs. Additionally, CareerForce Duluth offers job search assistance, career counseling, and training workshops in areas like digital literacy, which are essential for industries like retail and hospitality.

Other initiatives focus on supporting underrepresented communities, such as offering job training and financial literacy classes. These programs aim to remove blockades to employment, like childcare and transportation, aligning with the city's goal of reducing poverty and improving quality of life. Through these combined efforts, Duluth is ensuring that its workforce is equipped with the skills needed for the current and future job market, supporting economic growth and reducing unemployment, particularly among low-income residents.

**Does your jurisdiction participate in a Comprehensive Economic Development Strategy (CEDS)?**

No

**If so, what economic development initiatives are you undertaking that may be coordinated with the Consolidated Plan? If not, describe other local/regional plans or initiatives that impact economic growth.**

NA

**Discussion**

The City of Duluth and partner organizations recognize that there is a skills misalignment in the community and are actively working to provide the training for the needed skills, aka "upskilling" people. The City and partner organization and businesses also recognize there is a gap and are actively working to provide the training and opportunities to address this gap. The City and partner organization also recognize that people with blockades need additional assistance to become employed and are working with social service agencies to tailor programs to provide the assistance to the people while helping to reduce the workforce shortage.

## **MA-50 Needs and Market Analysis Discussion**

### **Are there areas where households with multiple housing problems are concentrated? (include a definition of "concentration")**

The City of Duluth does not have a problem with multiple housing problems being concentrated in an area. There are areas where housing cost burden is a problem but the other housing problems such as substandard housing and overcrowding are not significant for LMI households

### **Are there any areas in the jurisdiction where racial or ethnic minorities or low-income families are concentrated? (include a definition of "concentration")**

The overall population of people of color in Duluth, according to the 2020 Census and 2017-2012 ACS estimates is 13,025 people or 15% of the population. There are a few neighborhoods that are home to a disproportionately higher share of people of color: the Central Hillside (30% POC), East Hillside (18% POC), and Lincoln Park (24% POC). These neighborhoods are home to just 19% of the total population of Duluth, but are home to 39% of Duluth's total population of people of color.

### **What are the characteristics of the market in these areas/neighborhoods?**

According to the 2020 Census data and 2017-2021 ACS 5-year estimates:

Citywide: 86,697 residents; residents living at or below poverty level 18%; households with less than \$35,000 annual household income 31%; residents not able bodied 13%; cost burdened households 32%; households without access to a vehicle 10%; housing units built 1939 or earlier 44%.

Central Hillside: 7,030 residents; residents living at or below poverty level 37%; households with less than \$35,000 annual household income 60%; residents not able bodied 37%; cost burdened households 47%; households without access to a vehicle 34%; housing units built 1939 or earlier 53%.

East Hillside: 8,329 residents; residents living at or below poverty level 27%; households with less than \$35,000 annual household income 41%; residents not able bodied 13%; cost burdened households 41%; households without access to a vehicle 12%; housing units built 1939 or earlier 54%.

Lincoln Park: 6,052 residents; residents living at or below poverty level 23%; households with less than \$35,000 annual household income 46%; residents not able bodied 19%; cost burdened households 41%; households without access to a vehicle 15%; housing units built 1939 or earlier 65%.

### **Are there any community assets in these areas/neighborhoods?**

Lincoln Park-close to the interstate, new businesses are opening, Wade Stadium, new middle school, located on the St. Louis River Corridor. In addition there is Community Action Financial Opportunity Center.

Hillside-located in the core of the Duluth, includes downtown (with theaters, hospitals, and the skywalk system) and has multiple parks. Has many active community groups and new developments. In addition there are social services and resources.

**Are there other strategic opportunities in any of these areas?**

Lincoln Park- in 2014 the City of Duluth updated the Small Area Land Use Plan and the City will be developing an economic/tourist oriented plan for the St. Louis River Corridor.

Hillside- residential developments (Build-Up Duluth); commercial structures (including a 14 story office building and a transit center); hospital campus redevelopments and new housing .

Lincoln Park- in 2014 the City of Duluth updated the Small Area Land Use Plan and the City will be developing an economic/tourist oriented plan for the St. Louis River Corridor.

Hillside- residential developments (Build-Up Duluth); commercial structures (including a 14 story office building and a transit center); hospital campus redevelopments and new housing .

## **MA-60 Broadband Needs of Housing occupied by Low- and Moderate-Income Households - 91.210(a)(4), 91.310(a)(2)**

### **Describe the need for broadband wiring and connections for households, including low- and moderate-income households and neighborhoods.**

In Duluth, access to broadband is crucial for low- and moderate-income households, as it plays a vital role in education, employment, social connectivity, and healthcare. However, many structures in these neighborhoods were built before 1940 and lack the necessary wiring for modern internet connections, limiting technological access.

Limited reliable broadband puts these households at a disadvantage, particularly for students and job seekers. Without internet, adults may find it difficult to apply for jobs or access workforce development resources. Many essential public services, such housing applications and social programs are now only available online, making it more difficult for those without internet to access needed support.

### **Describe the need for increased competition by having more than one broadband Internet service provider serve the jurisdiction.**

There are approximately half a dozen broadband internet service providers, however their monthly cost is similar, and this can affect a low- or moderate-income household of having internet access. The costs for data plans and internet access can be detrimental and sometimes prohibitive for low- or moderate-income households. Having a broadband internet provider that would provide the service for low to minimal costs would greatly benefit households.

There is a lack of competition among broadband internet service providers which is driving up costs, making it difficult for low- and moderate-income households to afford internet access. With only a few providers in the area, prices remain high with inconsistent service quality, particularly in neighborhoods. Social workers note that the high cost of data plans and internet service is a significant blockades for many low- or moderate-income household, making affordable broadband options essential for improving access

Increasing competition among broadband providers could address several challenges currently facing Duluth. Lower prices could make internet access more affordable for low- or moderate-income household, helping to close the digital divide in communities. Increased competition would encourage internet service providers to improve service quality, providing faster and more reliable connections, which are critical for remote work, education, and telehealth.

## **MA-65 Hazard Mitigation - 91.210(a)(5), 91.310(a)(3)**

### **Describe the jurisdiction's increased natural hazard risks associated with climate change.**

In the past 10 years, the City of Duluth has had an increase in erratic severe weather which has been costly. Specifically, the City suffered a flood in 2012 which resulted in at least 47 million dollars in damages; a severe windstorm in 2017 which resulted in at least 3.4 million dollars in costs and many households were without power for weeks, and in 2018 the City suffered another major storm that resulted in at least 18.4 million dollars in damage. It is assumed that the increased frequency and severity of these storms is due to change. The 2040 Imagine Duluth Comprehensive Plan that was adopted on June 25, 2018, contained a chapter, "Energy and Conservation" .

### **Describe the vulnerability to these risks of housing occupied by low- and moderate-income households based on an analysis of data, findings, and methods.**

According to the U.S. Department of Housing and Urban Development (HUD), the average lifespan of a single-family home is 40-50 years without significant annual maintenance. The American Community Survey indicated that of the 38,485 housing units in Duluth, 44% were built before 1940, compared to 16.1% of Minnesota's total housing stock and 12.8% nationally. The majority of these housing units are located in LMI Census tracts and occupied by LMI households. These housing units have minimal insulation and increased structural integrity concerns, especially because these units are over 80 years old and have had little on-going maintenance. The vulnerability of this situation is a significant concern to the community, therefore housing rehab and weatherization programs are an important goals for the community.



# Strategic Plan

## SP-05 Overview

### Strategic Plan Overview

The Strategic Plan was developed using data collected for the Needs Analysis and Market Analysis. Along with public input the priorities were created to address issues pertaining to Housing, Homelessness, Public Facilities, and Economic Development.

## SP-10 Geographic Priorities – 91.215 (a)(1)

### Geographic Area

Are a N am e:	Are a T yp e:	Other Tar get Area Descriptio n:	HUD A pprov al Dat e:	% of Low/ Mod :	Revi tal Typ e:	Other R evital D escripti on:	Iden tify the neig hbo rho od bou ndar ies for this targ et area .	Incl ude spec ific hou sing and com mer cial char acte risti cs of this targ et area .	How did your cons ulta tion and citiz en part icipa tion proc ess help you to iden tify this neig hbo rho od as a targ et area ?	Id en tif y th ne ed s in th is ta rg et ar ea .	Wh at are the opp ortu nitie s for imp rove men t in this targ et area ?	Are ther e barr iers to imp rove men t in this targ et area ?
------------------------	------------------------	---	--------------------------------	--------------------------	--------------------------	--	---	--	--	--	--	---

<TYPE=[pivot\_table] REPORT\_GUID=[580A1C4243185DA4A57AD1B7DE5CFB16] >

**Table 47 - Geographic Priority Areas**

### General Allocation Priorities

Describe the basis for allocating investments geographically within the jurisdiction (or within the EMSA

for HOPWA)

The City of Duluth does not have any HUD approved revitalization areas, however the City does focus its funding on 5 low income neighborhoods: Lincoln Park, Morgan Park, West Duluth, East Hillside and Central Hillside.

## SP-25 Priority Needs - 91.215(a)(2)

### Priority Needs

Table 48 – Priority Needs Summary

1	<b>Priority Need Name</b>	Housing stability and support services
	<b>Priority Level</b>	High
	<b>Population</b>	Extremely Low Low Moderate Middle Large Families Families with Children Elderly Public Housing Residents Elderly Frail Elderly Persons with Mental Disabilities Persons with Physical Disabilities Persons with Developmental Disabilities Persons with Alcohol or Other Addictions Persons with HIV/AIDS and their Families Victims of Domestic Violence Non-housing Community Development
	<b>Geographic Areas Affected</b>	
	<b>Associated Goals</b>	Affordable Housing Homelessness Staff Administration
	<b>Description</b>	
	<b>Basis for Relative Priority</b>	With Duluth's very low vacancy rate, people who have these needs have the most difficult time finding housing. By providing these supportive systems, people can receive the needed services to help prevent homelessness occurring.
2	<b>Priority Need Name</b>	Community Development Public Facilities
	<b>Priority Level</b>	High

	<b>Population</b>	Extremely Low Low Moderate Large Families Families with Children Elderly Public Housing Residents Chronic Homelessness Individuals Families with Children Mentally Ill Chronic Substance Abuse veterans Persons with HIV/AIDS Victims of Domestic Violence Unaccompanied Youth Elderly Persons with Mental Disabilities Persons with Physical Disabilities Persons with Developmental Disabilities Persons with Alcohol or Other Addictions Victims of Domestic Violence Non-housing Community Development
	<b>Geographic Areas Affected</b>	
	<b>Associated Goals</b>	Homelessness Basic Needs Staff Administration Community Development Facilities
	<b>Description</b>	Facilities that provide vital services with accessibility improvements or community services. These facilities include Homeless Facilities, Health Facilities, Child Programming Facilities, Food Facilities and Transportation Facilities. Support improvements in LMA areas in the downtown area.
	<b>Basis for Relative Priority</b>	Improving public facilities was identified as an important need in the community during the Consolidated Plan Needs Assessment.

3	<b>Priority Need Name</b>	Affordable Housing
	<b>Priority Level</b>	High
	<b>Population</b>	Extremely Low Low Moderate Middle Large Families Families with Children Elderly Public Housing Residents Chronic Homelessness Individuals Families with Children Mentally Ill Chronic Substance Abuse veterans Persons with HIV/AIDS Victims of Domestic Violence Unaccompanied Youth Elderly Frail Elderly Persons with Mental Disabilities Persons with Physical Disabilities Persons with Developmental Disabilities Persons with Alcohol or Other Addictions Persons with HIV/AIDS and their Families Victims of Domestic Violence
	<b>Geographic Areas Affected</b>	
	<b>Associated Goals</b>	Affordable Housing Homelessness Basic Needs Staff Administration
	<b>Description</b>	Increase the number and condition of affordable housing units for LMI people. Project locations should be available throughout the community with convenient access to jobs, amenities, and services.

	<b>Basis for Relative Priority</b>	Duluth has had a consistent vacancy rate of 3% for the past several years; the vacancy rate of housing units that could serve LMI has been lower than 3%, showing a substantial need in the community. In addition, the need for housing in the homeless population has also been increasing. Although homeowners in general may be less cost burden than renters, a higher percentage of low to moderate income owners are paying over half their income towards housing, as well as experiencing housing problems. Housing problems include plumbing disrepair, unvented or unreliable heating source, and lack of basic kitchen facilities, leaks, pest infestations, missing or unsafe electrical systems or other health safety violations. Many elderly homeowners are having difficulty maintaining their housing but do not have a safe alternative.
4	<b>Priority Need Name</b>	Neighborhood Revitalization
	<b>Priority Level</b>	High
	<b>Population</b>	Extremely Low Low Moderate Middle Large Families Families with Children Elderly Public Housing Residents Non-housing Community Development
	<b>Geographic Areas Affected</b>	
	<b>Associated Goals</b>	Affordable Housing Staff Administration
	<b>Description</b>	Improve LMA neighborhoods by addressing vacant, condemned, and deteriorated properties. Provide neighborhood infrastructure/amenities that improve safety and livability. Improve buildings that provide essential services and basic needs to LMI people. Revitalization efforts should include strategies to prevent displacement of LMI people.

	<b>Basis for Relative Priority</b>	Neighborhood improvement and safety has been a key priority for neighborhood groups. In addition, there are number of structures (mostly residential) that were built prior to 1940 that have not been maintained and have been determined by housing rehab specialists to be more expensive to repair than to demolish. The majority of these blighted structures are in LMI neighborhoods, which in impacts the living conditions and home values. By removing these structures, these neighborhoods could improve in value and safety.
5	<b>Priority Need Name</b>	Economic Development
	<b>Priority Level</b>	High
	<b>Population</b>	Low Moderate Large Families Families with Children Elderly Public Housing Residents
	<b>Geographic Areas Affected</b>	
	<b>Associated Goals</b>	Create Living Wage Jobs Staff Administration
	<b>Description</b>	Create jobs by providing assistance/incentives to businesses to grow and hire LMI people. Provide job training and/or education to people to enable them to earn a living wage. Support downtown projects in LMA areas.
	<b>Basis for Relative Priority</b>	
6	<b>Priority Need Name</b>	Public Services
	<b>Priority Level</b>	High



	<b>Population</b>	Extremely Low Low Large Families Families with Children Elderly Public Housing Residents Chronic Homelessness Individuals Families with Children Mentally Ill Chronic Substance Abuse veterans Persons with HIV/AIDS Victims of Domestic Violence Unaccompanied Youth Elderly Persons with Mental Disabilities Persons with Physical Disabilities Persons with Developmental Disabilities Persons with Alcohol or Other Addictions Persons with HIV/AIDS and their Families Victims of Domestic Violence
	<b>Geographic Areas Affected</b>	
	<b>Associated Goals</b>	Basic Needs Staff Administration
	<b>Description</b>	Provide services to LMI people that fulfill basic needs, prevent evictions, and address other needs. This priority need includes assisting people with childcare, health services and improving food access.
	<b>Basis for Relative Priority</b>	The programs to be supported fulfill basic needs (food and shelter) for people who are low-income and/or homeless; provide health care to LMI people; help abused and neglected youth and others who are homeless or in danger of becoming homeless, and provide tenant/landlord mediation services to prevent evictions; improve access to food, and provide child care services.
<b>7</b>	<b>Priority Need Name</b>	Homelessness
	<b>Priority Level</b>	High

	<b>Population</b>	Extremely Low Low Large Families Families with Children Chronic Homelessness Individuals Families with Children Mentally Ill Chronic Substance Abuse veterans Persons with HIV/AIDS Victims of Domestic Violence Unaccompanied Youth
	<b>Geographic Areas Affected</b>	
	<b>Associated Goals</b>	Homelessness Basic Needs Staff Administration
	<b>Description</b>	Provide shelter, services, and rental assistance to people who are homeless or in danger of becoming homeless. This includes supporting coordinated entry; housing stabilization initiatives; operating emergency shelters that help families and individuals who are experiencing homelessness rapidly become housed; providing shelter and stabilization services for people experiencing domestic abuse and/or trafficking; and building additional permanent supportive housing units for chronically homeless.
	<b>Basis for Relative Priority</b>	Based on recent homeless studies, there is an estimated population of 800 people who are experiencing homelessness in Duluth. Studies have shown that many of these individuals and families could maintain housing if they are provided an appropriate level of supportive services in subsidized housing units. As the "housing first" model becomes the focus of the Continuum of Care efforts to address long-term homelessness. There is an increased need for permanent, supportive housing units. There is also a need to reduce the number of days people experience in a shelter.

### Narrative (Optional)



## SP-30 Influence of Market Conditions – 91.215 (b)

### Influence of Market Conditions

<b>Affordable Housing Type</b>	<b>Market Characteristics that will influence the use of funds available for housing type</b>
Tenant Based Rental Assistance (TBRA)	The HRA provides rental assistance to approximately 22 households who would otherwise be homeless. These people are assisted until they can transition onto Section 8 Housing Choice Voucher. This program is part of the continuum of services to prevent homelessness by bridging the gap. These vouchers secure safe, decent and affordable housing for individuals who normally would not have the financial means do so it themselves. Market conditions that lead to the use of HOME funds for tenant-based rental assistance are rents that are unaffordable for extremely-low income households, and a vacancy rate of 3.4% in rental properties.
TBRA for Non-Homeless Special Needs	Not applicable.
New Unit Production	<p>Most of Duluth's housing stock requires significant upgrades. As Duluth grows economically, attracting jobs in airplane manufacturing and engineering, population is projected to grow. A study conducted by Maxfield Research Inc. found that the current housing stock cannot accommodate the growth in population. Issues that were highlighted by the study were the lack of larger and upscale rental units, the underutilization of financing tools to expand housing supply, and the age and maintenance requirements of the existing housing stock. Most of the houses were built before the 1950's and required many substantial upgrades. Upgrades include weatherization, lead paint mitigation, installation of modern appliances, and general maintenance requirements. While most of the homes were affordable even with the upgrades, they could not secure a loan from the bank. The value of the upgrades would not have been reflected in the houses market value thus creating a value gap at which a commercial bank would not support.</p> <p>With the need for new housing units the City of Duluth believes that an all of the above approach to new housing is necessary. There needs to be an increase in supply of all types of housing units including rental, owner occupied, affordable, and market rate.</p>

<b>Affordable Housing Type</b>	<b>Market Characteristics that will influence the use of funds available for housing type</b>
Rehabilitation	The City of Duluth has an aging housing stock. 54% and of owner occupied and 48% of rental units were built before 1950. Furthermore, units built before 1980 make up 85% of owner occupied and 80% of rental units. This means over 80% of housing units in Duluth are at least 35 years old. Most housing units in Duluth require or will require significant upgrades in the near future. With tight rental and homeowner markets there has been little incentive for property owners to upgrade their units. Code enforcement by the City of Duluth's Life Safety Division has been lacking. This was an impediment identified in the City's Analysis of Impediments to Fair Housing Choice.
Acquisition, including preservation	

**Table 49 – Influence of Market Conditions**

## SP-35 Anticipated Resources - 91.215(a)(4), 91.220(c)(1,2)

### Introduction

The City of Duluth expects to receive nearly \$3,000,000 in funds from the Department of Housing and Urban Development (including CDBG, HOME, and ESG). The city has prioritized projects and activities in this plan and will work to disburse the funds to meet the goals and objectives identified.

### Anticipated Resources

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
CDBG	public - federal	Acquisition Admin and Planning Economic Development Housing Public Improvements Public Services	2,341,913	250,000	0	2,591,913	8,908,087	All prior resources have been committed. \$250,000 in program income and additional program income that accrues will be utilized on housing rehabilitation projects.

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
HOME	public - federal	Acquisition Homebuyer assistance Homeowner rehab Multifamily rental new construction Multifamily rental rehab New construction for ownership TBRA	520,106	0	0	520,106	1,754,894	All prior resources have been committed. There is XXX in Program Income.
ESG	public - federal	Conversion and rehab for transitional housing Financial Assistance Overnight shelter Rapid re-housing (rental assistance) Rental Assistance Services Transitional housing	206,755	0	0	206,755	843,245	ESG Funds do not receive PI.All prior resources have been committed in IDIS.

Table 50 - Anticipated Resources

**Explain how federal funds will leverage those additional resources (private, state and local funds), including a description of how matching requirements will be satisfied**

CDBG, HOME, and ESG funds will help to leverage over \$20,000,000 annually (\$100,000,000 over the 5-year plan) of other federal, state, and local funds. Matching requirements have been regularly met and the city doesn't anticipate having difficulty in satisfying these requirements. The City of Duluth reports on the match and leverage expenses in the CAPER reports. During the application process, the agencies provide the City with match information. ESG projects exceed the 1:1 match requirement, due the funding being used by established agencies that have other funding sources. HOME projects are match with either Tax Credit funding and/or Minnesota Housing Fund and/or Greater Minnesota Fund and by local organizations. Typically HOME funds represent 10 to 30% of a project development cost. All new development and acquisition/rehab projects that use HOME funding are required to have an individualize development agreement that shows the scope of work and funding sources. The City will track match HOME and ESG throughout the year and continue to ensure 25% and 100% requirements are met.

**If appropriate, describe publicly owned land or property located within the jurisdiction that may be used to address the needs identified in the plan**

Although not already identified, publicly owned land is always considered as a way to reduce costs for new housing developments. The city of Duluth regularly considers using tax forfeited properties that Saint Louis County manages. These lands range from homes that are in need of rehab, to severely damaged/condemned buildings, to open lots. Often the city attempts to work with the county to remove the blighted structures and redevelop the land.

**Discussion**

The City continues to work with area funders, federal, state, and local funders to be able to leverage the federal funds that are received. While local private foundations experienced a period of reduced funding availability, projections show those amounts to increase. Individual organizations and collaborations have improved at seeking out new and alternative funding sources, in order to maintain service levels within the city. The city also continues to encourage cost-saving-collaborations within the housing, public service, and economic development areas.



## SP-40 Institutional Delivery Structure – 91.215(k)

Explain the institutional structure through which the jurisdiction will carry out its consolidated plan including private industry, non-profit organizations, and public institutions.

Responsible Entity	Responsible Entity Type	Role	Geographic Area Served
DULUTH	Government	Planning neighborhood improvements public facilities	Other
HOUSING AND REDEVELOPMENT AUTHORITY OF DULUTH	PHA	Homelessness Ownership Public Housing Rental	Other

**Table 51 - Institutional Delivery Structure**

### Assess of Strengths and Gaps in the Institutional Delivery System

To implement the Consolidated Plan, the City's Planning and Development Division has strong community partnerships with various local non-profits, private industry partners, and other public institutions working within the jurisdiction. City of Duluth staff attend meetings such as the Affordable Housing Coalition and Continuum of Care, among others, to foster strong continued partnerships to carry out Consolidated Plan goals.

Local non-profit organizations provide specialized services and programming to local communities. Non-profit organizations collaborate with the city of Duluth by being sub-recipients to community development funds. A strength in this relationship is the many long-term partnerships that have been formed with local organizations and the firsthand knowledge that they pass on to us in our planning efforts. Potential gaps include streamlining coordination with newly awarded/interested non-profits to receive funding.

The city of Duluth is open to collaborate with private sector industries in addition to non-profits to better advantage funds and address community and economic development needs.

Finally, the city of Duluth collaborates with public entities such as St. Louis County and the Duluth Housing and Redevelopment Authority (HRA). The HRA board is appointed by the Mayor and confirmed by City Council . A number of housing and support services are provided by the HRA that assist with community development program needs including administration, case management, and maintaining public housing assets. St. Louis County administers and manages homeless and other general public services for Duluth residents and is the local CoC. St. Louis County has recently adopted a 5 year plan to address homelessness which will be carried out in partnership with the city of Duluth.

**Availability of services targeted to homeless persons and persons with HIV and mainstream services**

Homelessness Prevention Services	Available in the Community	Targeted to Homeless	Targeted to People with HIV
<b>Homelessness Prevention Services</b>			
Counseling/Advocacy	X	X	
Legal Assistance	X	X	
Mortgage Assistance	X		
Rental Assistance	X	X	
Utilities Assistance	X	X	
<b>Street Outreach Services</b>			
Law Enforcement	X	X	
Mobile Clinics	X	X	
Other Street Outreach Services	X	X	
<b>Supportive Services</b>			
Alcohol & Drug Abuse	X	X	
Child Care	X	X	
Education	X		
Employment and Employment Training	X	X	
Healthcare	X	X	
HIV/AIDS			
Life Skills	X	X	
Mental Health Counseling	X	X	
Transportation	X		
<b>Other</b>			
Food Services	X	X	

**Table 52 - Homeless Prevention Services Summary**

**Describe how the service delivery system including, but not limited to, the services listed above meet the needs of homeless persons (particularly chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth)**

**Describe the strengths and gaps of the service delivery system for special needs population and persons experiencing homelessness, including, but not limited to, the services listed above**

The city of Duluth supports a wide array of services for special needs populations and persons experiencing homelessness through its community development funding which is allocated to nonprofits and other agencies to most efficiently carry out program goals. For example, the City

supports the Duluth at Work program, which targets extremely low-income individuals who often face blockades to employment. Through our funding, we also support the Duluth Hunger Project, which is a program in coordination of three local groups (CHUM, Damiano Center, and Salvation Army) to provide hot meals and food packages to low income or homeless households. As a final example, the city of Duluth also helps fund ASI, which provides affordable housing for very low-income individuals who are not able bodied. As with many services and delivery, gaps can spring from lack of sufficient dollar amounts to provide for long-term program funding

Beyond community development funding but also part of the service delivery system, the City of Duluth works with other government agencies such as St. Louis County, Minnesota Finance housing Agency, and the Greater Minnesota Housing Fund to address community needs. Funding allocation is also a concern in addressing future gaps of service and delivery as well as coordination between statewide, County, and local efforts.

**Provide a summary of the strategy for overcoming gaps in the institutional structure and service delivery system for carrying out a strategy to address priority needs**

A key strategy to address the priority needs in the community and having more intergovernmental and agency partnership. Partnerships have been successful in obtaining funding to build more supportive units in Duluth, which addresses many of the priorities. A key component of these partnerships has been the collaboration between the City, St. Louis County Government, the COC, and non-profit organizations.

## SP-45 Goals Summary – 91.215(a)(4)

### Goals Summary Information

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
1	Affordable Housing	2025	2029	Affordable Housing Public Housing		Affordable Housing Neighborhood Revitalization Housing stability and support services	CDBG: \$5,000,000 HOME: \$1,675,000	Rental units constructed: 250 Household Housing Unit  Rental units rehabilitated: 250 Household Housing Unit  Homeowner Housing Added: 50 Household Housing Unit  Homeowner Housing Rehabilitated: 300 Household Housing Unit
2	Basic Needs	2025	2029	Homeless Non-Homeless Special Needs Non-Housing Community Development		Affordable Housing Community Development Public Facilities Homelessness Public Services	CDBG: \$2,000,000	Public service activities other than Low/Moderate Income Housing Benefit: 350000 Persons Assisted

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
3	Create Living Wage Jobs	2025	2029	Non-Housing Community Development		Economic Development	CDBG: \$1,000,000	Public service activities other than Low/Moderate Income Housing Benefit: 15000 Persons Assisted  Businesses assisted: 60 Businesses Assisted
4	Homelessness	2025	2029	Homeless		Affordable Housing Community Development Public Facilities Homelessness Housing stability and support services	CDBG: \$400,000 HOME: \$350,000 ESG: \$971,250	Public service activities for Low/Moderate Income Housing Benefit: 15000 Households Assisted  Tenant-based rental assistance / Rapid Rehousing: 150 Households Assisted  Homeless Person Overnight Shelter: 8000 Persons Assisted  Other: 1000 Other

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
5	Staff Administration	2025	2029	Affordable Housing Public Housing Homeless Non-Homeless Special Needs Non-Housing Community Development		Affordable Housing Community Development Public Facilities Economic Development Homelessness Neighborhood Revitalization Housing stability and support services Public Services	CDBG: \$1,600,000 HOME: \$250,000 ESG: \$78,750	Other: 1 Other
6	Community Development Facilities	2025	2029	Homeless Non-Homeless Special Needs Non-Housing Community Development		Community Development Public Facilities	CDBG: \$1,500,000	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 350000 Persons Assisted

**Table 53 – Goals Summary**

## Goal Descriptions

1	<b>Goal Name</b>	Affordable Housing
	<b>Goal Description</b>	Increase the number and condition of affordable housing units for LMI people. Project locations should be available throughout the community with convenient access to jobs, amenities, and services.
2	<b>Goal Name</b>	Basic Needs
	<b>Goal Description</b>	Provide services to LMI people that fulfill basic needs including food, health services, child care, prevent evictions, and address other needs such as tax preparation.
3	<b>Goal Name</b>	Create Living Wage Jobs
	<b>Goal Description</b>	Create jobs by providing assistance/incentives to businesses to grow and hire LMI people. Provide job training and skill development to assist people who are LMI in accessing living wage jobs. Job training should include collaboration with the CareerForce Center and ensure a focus on needed job sectors. Assist LMI people to grow/start their business and grow their income.
4	<b>Goal Name</b>	Homelessness
	<b>Goal Description</b>	Provide shelter, services, outreach and rental assistance to people who are homeless or in danger of becoming homeless or would be homeless without supportive services utilizing CDBG and HOME funds. The City's HESG funds will be counted in HMIS, and in a separate report in the CAPER.
5	<b>Goal Name</b>	Staff Administration
	<b>Goal Description</b>	Administration funding for the CDBG, HOME, and ESG programs
6	<b>Goal Name</b>	Community Development Facilities
	<b>Goal Description</b>	Community Development Facilities are buildings or structure or items that meet a priority need, are open to the public and benefit low income households, example of these facilities include Homeless Facilities, Transportation Facilities, or Recreation Facilities. Address vacant, condemned, blighted and/or deteriorated properties. Provide updated infrastructure, including pedestrian improvements and/or downtown improvements. Improve or provide essential services to LMI HH.

**Estimate the number of extremely low-income, low-income, and moderate-income families to whom the jurisdiction will provide affordable housing as defined by HOME 91.315(b)(2)**

As defined by the HOME regulations it is estimated that to 50 to 100 extremely low-income families will be assted, 50 to 150 low-income families, and 75 to 100 moderate families will be assisted.



## **SP-50 Public Housing Accessibility and Involvement – 91.215(c)**

### **Need to Increase the Number of Accessible Units (if Required by a Section 504 Voluntary Compliance Agreement)**

Since completing the section 504 Needs Assessment, the HRA has put policies in place to address accessibility needs and compliance under 24 CFR 8.25. The HRA currently has a sufficient number of units

### **Activities to Increase Resident Involvements**

The HRA has continued to send out newsletters and help facilitate tenant meetings. The HRA also continues to have a resident who sits as commissioner on the HRA board. There is a resident advisory board for all public housing and resident clubs at each of the six high rises in Duluth.

### **Is the public housing agency designated as troubled under 24 CFR part 902?**

No

### **Plan to remove the ‘troubled’ designation**

NA

## **SP-55 Barriers to affordable housing – 91.215(h)**

### **Barriers to Affordable Housing**

- Cost of construction, including materials and labor
- Shortage of qualified builders which causes difficulty in receiving competitive bids
- Lack of available land, most of the buildable land has been developed.
- Lack of annual budgeted funding to demolish or repair buildings condemned for demolition or human habitation, allowing blight to persist in LMI neighborhoods.
- Limited Minnesota Housing funding for rehab of aging single-family structures occupied by LMI households, which leads to higher maintenance costs.
- Lack of a policy to require improvements to foreclosed properties in LMI neighborhoods that are on the vacant property register.
- Minnesota State Historic Preservation Office policies that create additional rehab costs, such as wooden windows and doors repaired rather than replaced by new designed materials.
- Outdated historic property references that trigger SHPO review of affordable housing rehab projects on buildings not eligible for listing, which increases costs and delays.

### **Strategy to Remove or Ameliorate the Barriers to Affordable Housing**

- Support selected demolition of blighted properties in LMI neighborhoods. If funded by Community Development, requirement will be to leave a “clean” site for redevelopment.
  - Community Development supported rehab projects will address all needed repairs and updates, including housing code, energy efficiency, and healthy home deficiencies.
  - Implement acquisition/rehab/resale activities to address vacant foreclosed properties in LMI neighborhoods.
  - Review annual Housing Report sales data to determine if a local study of median sales price would increase after-rehab value limit.
  - Provide funding for tenant-based rental assistance to help the “hard-to-house” and homeless population to secure adequate housing.

- Modify policies to eliminate the “re-instatement” of special assessments on tax forfeit lots that have the potential for redevelopment, when appropriate.

- Work with St. Louis County and the Minnesota Department of Revenue to revise policies to encourage redevelopment of tax forfeit land.

## **SP-60 Homelessness Strategy – 91.215(d)**

### **Reaching out to homeless persons (especially unsheltered persons) and assessing their individual needs**

The City of Duluth has a strong homeless response system and is working closely with St. Louis County and homelessness service provider agencies to strengthen system access and service delivery through implementation of the goals and outcomes outlined in the HEARTH Act and under the Emergency Solutions Grant and Continuum of Care regulations. Components of the Homeless Response System in Duluth include:

#### **Outreach**

Described in section MA-19, outreach activities in Duluth are coordinated through a strong network of homeless shelter and service provider agencies (CHUM, Life House Union Gospel Mission, LSS and HDC) in partnership with the Duluth Police and St. Louis County Health and Human Services. Street outreach activities are conducted daily and most evenings and extend beyond the city limits of Duluth. CHUM and MACV also conduct outreach in the hospitals and jails/prisons.

In addition to the day-to-day outreach, Duluth also conducts an annual Project Homeless Connect Event for homeless persons and MACV organizes an annual Stand Down event for homeless veterans. Continuum of Care homeless housing and service provider partner agencies also conduct an annual Homeless Summit annually.

### **Addressing the emergency and transitional housing needs of homeless persons**

#### **Emergency Shelter**

The shelter system in Duluth is comprised of three emergency shelters. The CHUM Shelter serves singles through their congregate facility and families at their off-site facilities. Many of the persons that access services at CHUM are identified as the 'hardest to house'. In addition to the 44 congregate beds, CHUM provide overflow mats if the beds are full. In some circumstances, CHUM works with their Churches United in Ministry partners to provide families with shelter at a nearby church when their family units are full.

Safe Haven Shelter and the American Indian Community Housing Organization both provide shelter and services to single women and women with children who are fleeing domestic violence. Safety is their first priority for the women (and children) who enter their shelters. Participants have access to a wide range of supportive services, including food, clothing, transportation and legal assistance, access to MH

assistance, case management and children's assistance. In addition, AICHO provides culturally specific programming for Native American women (and their children).

### **Union Gospel Mission (UGM)**

Union Gospel Mission provides a community kitchen and triage services for people experiencing homelessness. Currently they have 10 SRO units targeted for chronic homeless single men. UGM will be doubling their units in the next couple of years. UGM also plans to build a new facility for provide shelter for people experiencing homelessness.

### **Transitional Housing**

Five agencies in Duluth provide transitional housing and supportive services to homeless persons. They are the American Indian Community Housing Organization who provides transitional housing and culturally focused support services for primarily (but not limited to) Native American Women and Women-headed families, Center City Housing who provides transitional housing and supportive services to single women and families, the Salvation Army who provides transitional housing and supportive services to one and two-parent families and Life House and Lutheran Social Services, both provide transitional housing and supportive services to homeless youth (ages 16-23). Minnesota Assistance Council for Veterans provides transitional housing and services to homeless veterans. Approximately, 2000 homeless persons are assisted through the Duluth shelter system annually.

**Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again.**

Center City Housing Organization operates the San Marco and Memorial Park apartment facilities that house singles, Alicia's Place for single women, and Sheila's Place that serves families. Center City and CHUM operate the Steve O'Neil apartment building which provides 44 units to families that have experienced homelessness. The American Indian Community Housing Organization operates the Gimaajii apartments for families, primarily for (but not limited to) Native Americans. Minnesota Assistance Council for Veterans operates the Duluth Vets Place for single veterans.

The Housing Authority of Duluth provides Shelter + Care vouchers. Almost half – 42% (46/108) of the PSH units in Duluth are targeted for chronically homeless persons (does not include units under development).

### **Rapid Re-housing**

CHUM Shelter, Safe Haven Shelter, AICHO, Salvation Army and Life House all participate in Rapid Re-housing programming. Funding for rapid re-housing activities is provided through the Emergency Solutions Grant (ESG) Program, the Continuum of Care Program and through the state's Family Homeless Prevention and Assistance Program (FHPAP). Prioritization protocols were established for targeting families and households that are the most appropriate for this type of assistance. These are the agencies that will be the entry points for Coordinated Access and Assessment in Duluth and once that system is fully functioning, rapid re-housing activities will be coordinated through the CAA system. Rapid Re-housing assistance includes short and medium-term rental assistance, rental arrears, deposit, utility payments and utility arrears, and application fees, moving assistance, case management and connection to mainstream resources.

**Help low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families who are likely to become homeless after being discharged from a publicly funded institution or system of care, or who are receiving assistance from public and private agencies that address housing, health, social services, employment, education or youth needs**

Salvation Army, Life House, AICHO and Justice North (was Legal Aid Services of Northeast Minnesota) and One Roof Community Housing provide homeless prevention assistance in the City of Duluth. Funding for prevention assistance is provided through the ESG and Minnesota's Family Homelessness Prevention and Assistance Program, known as FHPAP. Justice North activities are limited to include mediation and legal issues support, whereas the other partners provide rental assistance, rental arrears, utility payments and utility arrears, moving assistance, case management and connection to mainstream resources.

SOAR Career Solutions, through their Community Offender Re-Entry Program, offers specialized assistance to people exiting prison. Program staff assist ex-offenders in their transition from incarceration to the community through support, employment services, mentoring, housing search and assistance and extended case management.

## **Continuum of Care Objectives**

### **Continuum of Care Objectives**

The St. Louis County SLC Continuum of Care Plan has five primary objectives; they are:

1. Increase progress towards ending chronic homelessness
  - Allocating funds for additional chronic beds
  - Set a goal to prioritize 95% of the PSH beds not dedicated for use by chronically homeless, but available through annual turnover, for use by the chronically homeless.

## 2. Increase housing stability

- Support Coordinated Entry and Assessment Process
- Best practices for case management and assessment
- Agencies adopt and implement Housing First model

## 3. Increased income for program participants

- Adopt best practices for increasing non-employment income
- Make sure eligible participants are connected to Supplemental Security Income/ Social Security Disability Benefits

## 4. Increase the number of people accessing mainstream benefits

- Agencies will participate in training sessions on Mainstream Benefits
- Enrollment and outreach activities are being implemented to connect eligible households to appropriate Affordable Care Act options.

## 5. Expand Rapid Re-housing assistance as a method to reduce family homelessness

- Allocate additional resources for Rapid Re-housing
- Maximize existing Rapid Rehousing resources using 'least touch' model
- Align CoC rapid re-housing assistance with Emergency Solutions Grant, Supportive Services for Veteran Families, and Family Homeless Prevention Assistance Program

## **SP-65 Lead based paint Hazards – 91.215(i)**

### **Actions to address LBP hazards and increase access to housing without LBP hazards**

All units that received CDBG and/or HOME funding are required to be in compliance with Lead regulations.

### **How are the actions listed above related to the extent of lead poisoning and hazards?**

The risks related to lead poisoning and hazards are being reduced.

### **How are the actions listed above integrated into housing policies and procedures?**

City of Duluth policy requires all rental and homeowner rehabilitation programs and projects receiving federally funded assistance to coordinate with the Duluth HRA for lead assessment, testing and clearance services. Given the age of Duluth's housing stock that predicts 68% contains lead-based paint, the concentration of low- and moderate-income households in less expensive older units, and the past experience of agencies implementing rehab programs, it is highly probable that all, or nearly all, rehabbed units will contain potential lead hazards. The Duluth HRA maintains a Lead Safe Housing registry of past units that have been made lead safe. To increase access to this registry by the general public, the HRA has made their database available on the HRA website.



## **SP-70 Anti-Poverty Strategy – 91.215(j)**

### **Jurisdiction Goals, Programs and Policies for reducing the number of Poverty-Level Families**

The City of Duluth aims to reduce the number of families and individuals currently living in poverty by looking beyond the effects (not being able to afford basic necessities like food, housing, healthcare, etc.) to address the root causes of poverty. The Planning and Development Division plans to move forward with the strategies listed below with consideration to the previous anti-poverty strategies and by synthesizing community with overarching consolidated plan goals.

**Policy #1: Training and Career Development.** Provide occupational training programs coupled with career development and job placement in partnership with the City's Workforce Development Division to enable people to obtain employment.

**Policy #2: Remove issues Obtaining Employment.** Assist families with removing issues to obtaining employment through long term or sustainable solutions that reduce the cost of essentials or burdens to household incomes, such as provide more childcare and school age child programming.

**Policy #3: Reduce Housing and Utility Costs.** Focus on efforts to reduce the costs on household's budgets through energy efficiency programs that lower utilities and/or through rehab programs that extend the livability of housing units.

**Policy #4: Increase Affordable Housing Units.** Increase the amount of affordable housing units within the City that have long-term affordability restrictions (greater than 30 years) to maintain housing for low-to-moderate-income residents within our community.

**Policy #5: Increase Access to Affordable and Healthy Food and Living Options.** Increase access to affordable and healthy food options as well as educational and social gathering programs that contribute to healthy living in order to address the long-term health and economic impacts on households experiencing poverty.

**Policy #6: Increase Homeownership.** Increase opportunities for LMI households to be able to purchase housing that will allow them to become financially sustainable.

**Policy #7: Create Sustainable Independence.** When possible, work with LMI people to help them develop skills such as through the Section 3 Program or other job training programs AND provide quality housing opportunities. This could be a multi-agency partnership.

Poverty is often more than a simple calculation of a person's household income. Some of the most common root causes of poverty that the City will address using these policies are as follows:

- Little or no education
- Insufficient employment skills, including soft skills

- Housing priced beyond a family's means
- Housing unattainable due to criminal history
- Lack of adequate nutrition and health care
- MH or substance abuse issues that impact employment opportunities

These policies and goals will be addressed through programming that is carried out by public, private, and non-profit city partners.

**How are the Jurisdiction poverty reducing goals, programs, and policies coordinated with this affordable housing plan**

Policy #4 of the Anti-poverty strategies align directly with the City's affordable housing plan. Increasing the amount and improving conditions of affordable housing units throughout the city is incredibly important for a healthy community.

## **SP-80 Monitoring – 91.230**

**Describe the standards and procedures that the jurisdiction will use to monitor activities carried out in furtherance of the plan and will use to ensure long-term compliance with requirements of the programs involved, including minority business outreach and the comprehensive planning requirements**

The Planning and Development Division and City Auditor's Office conduct an annual risk assessment. This risk assessment of the subrecipients is based upon material weaknesses cited in the audit and performance in submitting appropriate documentation of expenditures, demographic information and other contract requirements and is completed on an annual basis. A high-risk subrecipient has material weaknesses and/or significant deficiencies in their audit relating to the above-mentioned federal programs, lacks sufficient accounting policies and procedures to safeguard federal assets, and/or submits inaccurate payment request documentation and/or late demographic reports. On-site monitoring shall consist of financial monitoring and programmatic compliance. Further information can be found in the Community Program Monitoring manual.

The Community Development Committee shall hold a CAPER (Consolidated Annual Performance Evaluation Report) Public Hearing for the purpose of reviewing activity accomplishments for the previous year within 90 days after the completion of the City's Community Development Program year. The records presented at this hearing are available during normal business hours for public inspection in the Community Development Office.

The City of Duluth will strive to ensure all relevant projects positively address progress on Fair Housing efforts. During project proposal evaluation, funding decision making, and program performance monitoring integration of the strategies outlined in the City of Duluth's most current Analysis of Impediments to Fair Housing Plan will be evaluated. Projects that can impact and further implement removing or eliminating impediments to fair housing will be prioritized and connections to further the city's fair housing goals will be encouraged. The city will report progress on fair housing strategies annually with the completion of the CAPER and monitoring report.

## Expected Resources

### AP-15 Expected Resources – 91.220(c)(1,2)

#### Introduction

The City of Duluth expects to receive nearly \$3,000,000 in funds from the Department of Housing and Urban Development (including CDBG, HOME, and ESG). The city has prioritized projects and activities in this plan and will work to disperse the funds to meet the goals and objectives identified.

#### Anticipated Resources

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
CDBG	public - federal	Acquisition Admin and Planning Economic Development Housing Public Improvements Public Services	2,341,913.00	250,000.00	0.00	2,591,913.00	8,908,087.00	All prior resources have been committed. \$250,000 in program income and additional program income that accrues will be utilized on housing rehabilitation projects.

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
HOME	public - federal	Acquisition Homebuyer assistance Homeowner rehab Multifamily rental new construction Multifamily rental rehab New construction for ownership TBRA	520,106.07	0.00	0.00	520,106.07	1,754,894.00	All prior resources have been committed. There is XXX in Program Income.

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
ESG	public - federal	Conversion and rehab for transitional housing Financial Assistance Overnight shelter Rapid re-housing (rental assistance) Rental Assistance Services Transitional housing	206,755.00	0.00	0.00	206,755.00	843,245.00	ESG Funds do not receive PI. All prior resources have been committed in IDIS.

**Table 54 - Expected Resources – Priority Table**

**Explain how federal funds will leverage those additional resources (private, state and local funds), including a description of how matching requirements will be satisfied**

CDBG, HOME, and ESG funds will help to leverage over \$20,000,000 annually (\$100,000,000 over the 5-year plan) of other federal, state, and local funds. Matching requirements have been regularly met and the city doesn't anticipate having difficulty in satisfying these requirements. The City of Duluth reports on the match and leverage expenses in the CAPER reports. During the application process, the agencies provide the City with match information. ESG projects exceed the 1:1 match requirement, due the funding being used by established agencies that have other funding sources. HOME projects are match with either Tax Credit funding and/or Minnesota Housing Fund and/or Greater Minnesota Fund and by local organizations. Typically HOME funds represent 10 to 30% of a project development cost. All new development and

acquisition/rehab projects that use HOME funding are required to have an individualize development agreement that shows the scope of work and funding sources. The City will track match HOME and ESG throughout the year and continue to ensure 25% and 100% requirements are met.

**If appropriate, describe publically owned land or property located within the jurisdiction that may be used to address the needs identified in the plan**

Although not already identified, publicly owned land is always considered as a way to reduce costs for new housing developments. The city of Duluth regularly considers using tax forfeited properties that Saint Louis County manages. These lands range from homes that are in need of rehab, to severely damaged/condemned buildings, to open lots. Often the city attempts to work with the county to remove the blighted structures and redevelop the land.

**Discussion**

The City continues to work with area funders, federal, state, and local funders to be able to leverage the federal funds that are received. While local private foundations experienced a period of reduced funding availability, projections show those amounts to increase. Individual organizations and collaborations have improved at seeking out new and alternative funding sources, in order to maintain service levels within the city. The city also continues to encourage cost-saving-collaborations within the housing, public service, and economic development areas.



## Annual Goals and Objectives

### AP-20 Annual Goals and Objectives

#### Goals Summary Information

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
<b>1</b>	Affordable Housing	2020	2024	Affordable Housing Public Housing		Community Development Public Facilities Housing stability and support services	CDBG: \$1,075,000.00 HOME: \$369,000.00	Rental units constructed: 20 Household Housing Unit Homeowner Housing Added: 25 Household Housing Unit Homeowner Housing Rehabilitated: 50 Household Housing Unit
<b>2</b>	Basic Needs	2020	2024	Homeless Non-Homeless Special Needs Non-Housing Community Development		Housing stability and support services Public Services	CDBG: \$298,000.00	Public service activities other than Low/Moderate Income Housing Benefit: 66505 Persons Assisted Public service activities for Low/Moderate Income Housing Benefit: 324 Households Assisted

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
3	Create Living Wage Jobs	2020	2024	Non-Housing Community Development		Economic Development	CDBG: \$373,480.00	Public service activities other than Low/Moderate Income Housing Benefit: 530 Persons Assisted Businesses assisted: 19 Businesses Assisted
4	Homelessness	2020	2024	Homeless		Homelessness	CDBG: \$76,531.00 HOME: \$100,000.00 ESG: \$191,475.00	Tenant-based rental assistance / Rapid Rehousing: 40 Households Assisted Homeless Person Overnight Shelter: 2264 Persons Assisted Homelessness Prevention: 26 Persons Assisted Other: 220 Other
5	Staff Administration	2020	2025	Affordable Housing Public Housing Homeless Non-Homeless Special Needs Non-Housing Community Development		Affordable Housing Community Development Public Facilities Economic Development Homelessness Neighborhood Revitalization Housing stability and support services Public Services	CDBG: \$468,382.00 HOME: \$51,106.07 ESG: \$15,280.00	Other: 1 Other

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
6	Community Development Facilities	2025	2029	Homeless Non-Homeless Special Needs Non-Housing Community Development		Community Development Public Facilities Homelessness Neighborhood Revitalization	CDBG: \$330,520.00	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 55207 Persons Assisted

Table 55 – Goals Summary

## Goal Descriptions

1	Goal Name	Affordable Housing
	Goal Description	Increase the number and condition of affordable housing units for LMI people. Project locations should be available throughout the community with convenient access to jobs, amenities, and services.
2	Goal Name	Basic Needs
	Goal Description	Provide services to LMI people that fulfill basic needs including food, health services, child care, prevent evictions, and address other needs such as tax preparation.
3	Goal Name	Create Living Wage Jobs
	Goal Description	Create jobs by providing assistance/incentives to businesses to grow and hire LMI people. Provide job training and skill development to assist LMI people in accessing living wage jobs.
4	Goal Name	Homelessness
	Goal Description	Provide shelter, services, and rental assistance to people who are homeless or in danger of becoming homeless.

5	<b>Goal Name</b>	Staff Administration
	<b>Goal Description</b>	City staff administration of the programs : CDBG, HOME and ESG
6	<b>Goal Name</b>	Community Development Facilities
	<b>Goal Description</b>	Community Development Facilities are buildings or structure or items that meet a priority need, are open to the public and benefit low-income households, example of these facilities include Homeless Facilities, Transportation Facilities, or Recreation Facilities. Address vacant, condemned, blighted and/or deteriorated properties. Provide updated infrastructure, including pedestrian improvements and/or downtown improvements. Improve or provide essential services to LMI HH.

## Projects

### AP-35 Projects – 91.220(d)

#### Introduction

The city relies mostly upon non-profit and neighborhood organizations to carry out the goals of the Consolidated Plan and Annual Action Plans each year. Through an open application process the City of Duluth reviews and evaluates applications as to how they fit in with the plans. Projects are then funded and the city oversees progress to make sure the goals and objectives of the city are being met.

#### Projects

#	Project Name
1	Housing Rehab-2025
2	Acquisition-Rehab-Resale- CDBG 2025
3	DKI Duplexes
4	Westside Market Housing Units
5	Job Training Programs- 2025- CBDO
6	Business Assistance-2025
7	Job Training Programs not CBDO- 2025
8	Public Services-Childcare 2025
9	Public Services-Food Access 2025
10	Public Services-Eviction Prevention 2025
11	Public Services-Tax assistance 2025
12	Public Services-Housing Supports 2025
13	Public Services-Shelter 2025
14	Tenant Based Rental Assistance- 2025
15	ESG25 Duluth
16	Equipment Upgrades to Improve Dental Care 2025
17	Nourish the Northland Capital Campaign
18	Yellow Leaf Crisis Center Roof replacement
19	6th Ave E Corridor Revitalization
20	Child care rehab- Lincoln Park Collaborative
21	Chester Bowl Park Improvements
22	Program administration of the CDBG, HOME and ESG Programs 2025
23	Public Services-Coordinated Entry 2025
24	New Construction-Single Family 2025 CHDO

**Table 56 – Project Information**

**Describe the reasons for allocation priorities and any obstacles to addressing underserved**

## **needs**

Each year the Community Development Committee develops funding targets based on needs assessments, data analysis, and input from public hearings. These funding targets then guide the review of applications and funding recommendations. For 2025, the funding targets were set as the following:

### **Community Development Block Grant**

- Affordable Housing, Target: 35%, Recommended: 35%
- Economic Development, Target: 20%, Recommended: 16%
- Public Facilities, Target: 10%, Recommended: 14%
- Public Services, Target: 15%, Recommended: 15%
- Planning/Administration: 20%, Recommended: 20%

**AP-38 Project Summary**  
**Project Summary Information**

1	<b>Project Name</b>	Housing Rehab-2025
	<b>Target Area</b>	
	<b>Goals Supported</b>	Affordable Housing
	<b>Needs Addressed</b>	Housing stability and support services Affordable Housing Neighborhood Revitalization
	<b>Funding</b>	CDBG: \$575,000.00
	<b>Description</b>	Provide rehab loans and services for LMI households-HRA includes the RLF funding.
	<b>Target Date</b>	3/31/2026
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	50 low-income families will benefit
	<b>Location Description</b>	Throughout the City of Duluth
	<b>Planned Activities</b>	Housing rehab
2	<b>Project Name</b>	Acquisition-Rehab-Resale- CDBG 2025
	<b>Target Area</b>	
	<b>Goals Supported</b>	Affordable Housing
	<b>Needs Addressed</b>	Housing stability and support services Affordable Housing Neighborhood Revitalization
	<b>Funding</b>	CDBG: \$350,000.00
	<b>Description</b>	A community land trust will acquire and rehab blighted houses and sell them to LMI households
	<b>Target Date</b>	3/31/2026
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	8 families will benefit
	<b>Location Description</b>	throughout the City of Duluth
	<b>Planned Activities</b>	acquire blighted or soon to be blighted structures, rehab them and resale them to LMI HH
	<b>Project Name</b>	DKI Duplexes



3	<b>Target Area</b>	
	<b>Goals Supported</b>	Affordable Housing
	<b>Needs Addressed</b>	Housing stability and support services Affordable Housing Neighborhood Revitalization
	<b>Funding</b>	CDBG: \$120,000.00
	<b>Description</b>	Construction of 2 duplexes for LMI HH
	<b>Target Date</b>	3/31/2026
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	4 LMI HH will benefit
	<b>Location Description</b>	Throughout Duluth
	<b>Planned Activities</b>	Construction of 2 duplexes
4	<b>Project Name</b>	Westside Market Housing Units
	<b>Target Area</b>	
	<b>Goals Supported</b>	Affordable Housing
	<b>Needs Addressed</b>	Housing stability and support services Community Development Public Facilities Affordable Housing Neighborhood Revitalization
	<b>Funding</b>	CDBG: \$30,000.00
	<b>Description</b>	removal of a blighted building for the construction of a 15 unit building
	<b>Target Date</b>	3/31/2026
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	15 LMI HH will benefit
	<b>Location Description</b>	Spirit Valley Neighborhood
5	<b>Project Name</b>	Job Training Programs- 2025- CBDO
	<b>Target Area</b>	

	<b>Goals Supported</b>	Create Living Wage Jobs
	<b>Needs Addressed</b>	Economic Development Public Services
	<b>Funding</b>	CDBG: \$265,480.00
	<b>Description</b>	Agencies will provide training skills to LMI individuals with the goal for them to obtain living wage jobs. Agencies include Life House and SOAR Career Solutions and the Family Freedom Center who are Certified Business Development Organization (CBDO).
	<b>Target Date</b>	3/31/2026
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	390 LMI people will benefit
	<b>Location Description</b>	City of Duluth
	<b>Planned Activities</b>	Agencies will provide training skills to LMI individuals with the goal for them to obtain living wage jobs.
<b>6</b>	<b>Project Name</b>	Business Assistance-2025
	<b>Target Area</b>	
	<b>Goals Supported</b>	Create Living Wage Jobs
	<b>Needs Addressed</b>	Economic Development
	<b>Funding</b>	CDBG: \$78,000.00
	<b>Description</b>	Agencies will provide technical training to LMI businesses
	<b>Target Date</b>	3/31/2026
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	19 entrepreneurs will be assisted
	<b>Location Description</b>	City of Duluth
	<b>Planned Activities</b>	Agencies will provide technical training to LMI businesses
<b>7</b>	<b>Project Name</b>	Job Training Programs not CBDO- 2025
	<b>Target Area</b>	
	<b>Goals Supported</b>	Create Living Wage Jobs
	<b>Needs Addressed</b>	Economic Development Public Services

	<b>Funding</b>	CDBG: \$30,000.00
	<b>Description</b>	Career development job training, one focus will be for construction work and the other focus is for childcare workers.
	<b>Target Date</b>	3/31/2026
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	140 LMI People will benefit
	<b>Location Description</b>	City of Duluth
	<b>Planned Activities</b>	provide job training to LMI individuals in construction or in childcare work.
8	<b>Project Name</b>	Public Services-Childcare 2025
	<b>Target Area</b>	
	<b>Goals Supported</b>	Basic Needs
	<b>Needs Addressed</b>	Public Services
	<b>Funding</b>	CDBG: \$22,000.00
	<b>Description</b>	Agencies will provide funding for child care for LMI families, this includes Steve O'Neil Early Childhood Education and YWCA Young Mother's Program
	<b>Target Date</b>	3/31/2026
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	105 families will benefit
	<b>Location Description</b>	daycare operations are in LMI census tracts, families being assisted are LMH
	<b>Planned Activities</b>	On-site child program to residents of the Steve O'Neil Apartment Building and YWCA will provide child care to young mothers.
9	<b>Project Name</b>	Public Services-Food Access 2025
	<b>Target Area</b>	
	<b>Goals Supported</b>	Basic Needs
	<b>Needs Addressed</b>	Public Services
	<b>Funding</b>	CDBG: \$151,000.00

	<b>Description</b>	Agencies will provide food to LMI people, some who are experiencing homelessness- CHUM will operate a food shelf, Life House will provide food to youth who are or at risk of becoming homeless, Community Action Duluth will provide food to LMI individuals, UGM will provide meals to people who are homeless, and Second Harvest Northland will provide food to LMI individuals.
	<b>Target Date</b>	3/31/2026
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	64,625 people
	<b>Location Description</b>	City of Duluth
	<b>Planned Activities</b>	Agencies will provide food to LMI people, some who are experiencing homelessness.
<b>10</b>	<b>Project Name</b>	Public Services-Eviction Prevention 2025
	<b>Target Area</b>	
	<b>Goals Supported</b>	Basic Needs
	<b>Needs Addressed</b>	Housing stability and support services Public Services
	<b>Funding</b>	CDBG: \$30,000.00
	<b>Description</b>	One Roof Community Housing will provide technical assistance to renters and landlords to avoid eviction
	<b>Target Date</b>	3/31/2026
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	Their goal is 575 people.
	<b>Location Description</b>	City of Duluth
	<b>Planned Activities</b>	One Roof Community Housing will provide technical assistance to renters and landlords to avoid eviction.
<b>11</b>	<b>Project Name</b>	Public Services-Tax assistance 2025
	<b>Target Area</b>	
	<b>Goals Supported</b>	Basic Needs
	<b>Needs Addressed</b>	Housing stability and support services Public Services

	<b>Funding</b>	CDBG: \$15,000.00
	<b>Description</b>	Agencies will help LMI families prepare their tax returns
	<b>Target Date</b>	3/31/2026
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	1200 people will benefit
	<b>Location Description</b>	City of Duluth
	<b>Planned Activities</b>	tax preparation assistance
<b>12</b>	<b>Project Name</b>	Public Services-Housing Supports 2025
	<b>Target Area</b>	
	<b>Goals Supported</b>	Basic Needs Homelessness
	<b>Needs Addressed</b>	Housing stability and support services Affordable Housing Homelessness
	<b>Funding</b>	CDBG: \$50,000.00
	<b>Description</b>	Funding will be used to provide supportive housing for LMI households. Agencies include MACV, Center City, and The Salvation Army
	<b>Target Date</b>	3/31/2026
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	324 families will benefit
	<b>Location Description</b>	City of Duluth
	<b>Planned Activities</b>	Funding will be used to provide supportive housing for LMI households. Agencies include MACV, Center City, and The Salvation Army
<b>13</b>	<b>Project Name</b>	Public Services-Shelter 2025
	<b>Target Area</b>	
	<b>Goals Supported</b>	Basic Needs Homelessness

	<b>Needs Addressed</b>	Public Services Homelessness
	<b>Funding</b>	CDBG: \$52,531.00
	<b>Description</b>	Provide funding for shelters that serve people who are homeless, including due to domestic violence. Agencies include CHUM and Safe Haven.
	<b>Target Date</b>	3/31/2026
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	1675 people will benefit
	<b>Location Description</b>	At the Safe Have Women's Shelter and at the CHUM facility
	<b>Planned Activities</b>	Provide on-site shelter and supportive services
<b>14</b>	<b>Project Name</b>	Tenant Based Rental Assistance- 2025
	<b>Target Area</b>	
	<b>Goals Supported</b>	Affordable Housing Homelessness
	<b>Needs Addressed</b>	Housing stability and support services Affordable Housing
	<b>Funding</b>	HOME: \$100,000.00
	<b>Description</b>	Tenant Based Rental Assistance- provide rental assistance to LMI households
	<b>Target Date</b>	3/31/2026
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	14 LMI HH
	<b>Location Description</b>	City of Duluth
	<b>Planned Activities</b>	rental assistance
<b>15</b>	<b>Project Name</b>	ESG25 Duluth
	<b>Target Area</b>	
	<b>Goals Supported</b>	Homelessness
	<b>Needs Addressed</b>	Homelessness
	<b>Funding</b>	ESG: \$206,755.00

	<b>Description</b>	Entitlement funding for the 2025 HESG Program. Funds will be spent on shelter, outreach, prevention, and rapid rehousing.
	<b>Target Date</b>	3/31/2026
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	
	<b>Location Description</b>	Safe Haven Shelter, Life House, CHUM, Center City Housing Corporation, The Salvation Army and Annie's House of Refuge and Restoration, and citywide.
	<b>Planned Activities</b>	
<b>16</b>	<b>Project Name</b>	Equipment Upgrades to Improve Dental Care 2025
	<b>Target Area</b>	
	<b>Goals Supported</b>	Community Development Facilities
	<b>Needs Addressed</b>	Community Development Public Facilities
	<b>Funding</b>	CDBG: \$19,520.00
	<b>Description</b>	Purchase dental equipment to provide dental care to LMI HH
	<b>Target Date</b>	3/31/2026
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	6000 LMI people will benefit
	<b>Location Description</b>	Lake Superior Health Center, 4352 Grand Avenue, Duluth MN 55807
	<b>Planned Activities</b>	replace equipment
<b>17</b>	<b>Project Name</b>	Nourish the Northland Capital Campaign
	<b>Target Area</b>	
	<b>Goals Supported</b>	Community Development Facilities
	<b>Needs Addressed</b>	Community Development Public Facilities
	<b>Funding</b>	CDBG: \$85,000.00
	<b>Description</b>	Improvements to a food distribution facility for LMI HH
	<b>Target Date</b>	3/31/2026

	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	32,000 unduplicated LMI HH
	<b>Location Description</b>	Second Harvest Northland, 2302 Commonwealth Avenue, Duluth MN 55808
	<b>Planned Activities</b>	funding the construction of a food market for LMI HH
<b>18</b>	<b>Project Name</b>	Yellow Leaf Crisis Center Roof replacement
	<b>Target Area</b>	
	<b>Goals Supported</b>	Homelessness Community Development Facilities
	<b>Needs Addressed</b>	Housing stability and support services Community Development Public Facilities
	<b>Funding</b>	CDBG: \$90,000.00
	<b>Description</b>	Center City housing Corporation (CCHC) will use the funds to replace a failing roof at the Yellow Leaf Support Center. This roof will ensure continued programming serving households in mental health crisis. The goal is to serve 449 households, 100% of whom are LMI.
	<b>Target Date</b>	3/31/2026
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	The goal is to serve 449 households, 100% of whom are LMI.
	<b>Location Description</b>	Yellow Leaf Crisis Center, 4720 Burning Tree Road, Duluth, MN 55811
	<b>Planned Activities</b>	Replace a roof for a supportive housing development
<b>19</b>	<b>Project Name</b>	6th Ave E Corridor Revitalization
	<b>Target Area</b>	
	<b>Goals Supported</b>	Community Development Facilities
	<b>Needs Addressed</b>	Community Development Public Facilities Neighborhood Revitalization
	<b>Funding</b>	CDBG: \$20,000.00
	<b>Description</b>	Install traffic calming structures
	<b>Target Date</b>	3/31/2026



	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	16,545 LMI People
	<b>Location Description</b>	6th Avenue East
	<b>Planned Activities</b>	installation of traffic calming materials
<b>20</b>	<b>Project Name</b>	Child care rehab- Lincoln Park Collaborative
	<b>Target Area</b>	
	<b>Goals Supported</b>	Community Development Facilities
	<b>Needs Addressed</b>	Community Development Public Facilities
	<b>Funding</b>	CDBG: \$26,000.00
	<b>Description</b>	construction improvements to a child care center
	<b>Target Date</b>	3/31/2026
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	18 children from LMI HH are enrolled at the childcare, this child care center is in a LMI census tract
	<b>Location Description</b>	Lincoln Park Children and Families Collaborative
	<b>Planned Activities</b>	construction improvements to a child care facility
<b>21</b>	<b>Project Name</b>	Chester Bowl Park Improvements
	<b>Target Area</b>	
	<b>Goals Supported</b>	Community Development Facilities
	<b>Needs Addressed</b>	Community Development Public Facilities Neighborhood Revitalization
	<b>Funding</b>	CDBG: \$90,000.00
	<b>Description</b>	Expand the Chester Bowl chalet to improve children's programming
	<b>Target Date</b>	3/31/2026
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	195 LMI people, Chester Bowl is located in LMA Census Tract
	<b>Location Description</b>	Chester Bowl, 1801 E Skyline Pkway, Duluth MN 55812
	<b>Planned Activities</b>	expand the facility to allow for more child care programming

22	<b>Project Name</b>	Program administration of the CDBG, HOME and ESG Programs 2025
	<b>Target Area</b>	
	<b>Goals Supported</b>	Affordable Housing Basic Needs Create Living Wage Jobs Homelessness Staff Administration Community Development Facilities
	<b>Needs Addressed</b>	Housing stability and support services Community Development Public Facilities Affordable Housing Neighborhood Revitalization Economic Development Homelessness
	<b>Funding</b>	CDBG: \$468,382.00 HOME: \$51,106.07
	<b>Description</b>	Administration of the CDBG, HOME and ESG Programs
	<b>Target Date</b>	3/31/2026
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	The entire populations of the City of Duluth benefits with the HUD funding.
	<b>Location Description</b>	City of Duluth
	<b>Planned Activities</b>	Administration of the CDBG, HOME and ESG programs, the ESG administration amount of \$15,280 is listed in the ESG25 Project.
23	<b>Project Name</b>	Public Services-Coordinated Entry 2025
	<b>Target Area</b>	
	<b>Goals Supported</b>	Basic Needs Homelessness
	<b>Needs Addressed</b>	Public Services Homelessness
	<b>Funding</b>	CDBG: \$24,000.00
	<b>Description</b>	Coordinated Entry for people who are experiencing homelessness
	<b>Target Date</b>	

	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	Approximately 2500 people will benefit
	<b>Location Description</b>	Throughout the City of Duluth
	<b>Planned Activities</b>	Coordinated Entry
<b>24</b>	<b>Project Name</b>	New Construction-Single Family 2025 CHDO
	<b>Target Area</b>	
	<b>Goals Supported</b>	Affordable Housing
	<b>Needs Addressed</b>	Affordable Housing
	<b>Funding</b>	HOME: \$369,000.00
	<b>Description</b>	Construction of 15 single family units
	<b>Target Date</b>	3/31/2026
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	construction of 15 single family dwelling units for LMI households
	<b>Location Description</b>	Throughout the City of Duluth
	<b>Planned Activities</b>	construction of 15 single family housing units

## **AP-50 Geographic Distribution – 91.220(f)**

**Description of the geographic areas of the entitlement (including areas of low-income and minority concentration) where assistance will be directed**

CDBG, HOME and ESG fund will be spent throughout the City.

### **Geographic Distribution**

Target Area	Percentage of Funds

**Table 57 - Geographic Distribution**

### **Rationale for the priorities for allocating investments geographically**

NA

### **Discussion**

We do not have HUD approved neighborhood revitalization areas but we do have locally designated CDBG eligible neighborhoods that are over 51% LMI where efforts are often focused.

## Affordable Housing

### AP-55 Affordable Housing – 91.220(g)

#### Introduction

The city of Duluth works to provide affordable housing in a multi-faceted manner through its policies and entitlement funding goals. The City will utilize sub-recipients to provide services for homeless people to help them obtain stable and affordable housing as well as assist low- and moderate-income populations to acquire or maintain affordable housing through rental assistance, building new units, and rehabbing existing units. Homeless includes people who are experiencing homelessness, including being at the CHUM or Safe Haven Shelter or with street outreach. Non-homeless are people who are living in a unit being assisted with home funds, Special needs are people who are living in housing but need supportive care

One Year Goals for the Number of Households to be Supported	
Homeless	1,675
Non-Homeless	95
Special-Needs	324
Total	2,094

**Table 58 - One Year Goals for Affordable Housing by Support Requirement**

One Year Goals for the Number of Households Supported Through	
Rental Assistance	64
The Production of New Units	14
Rehab of Existing Units	50
Acquisition of Existing Units	8
Total	136

**Table 59 - One Year Goals for Affordable Housing by Support Type**  
**Discussion**

Homeless service providers in Duluth work to provide comprehensive services including access to stable, affordable housing options for those currently on the street or with the possibility of experiencing homelessness. Sub-recipient agencies working together to provide these services include: Churches United in Ministry, the Damiano Center, Safe Haven, Salvation Army, MACV Duluth, Divine Konnections, and Center City Housing Corporation.

Sub-recipient agencies that are working to either rehab existing housing or build/provide new affordable

housing programs to low income populations include One Roof Community Housing.

The Duluth HRA provides a rental assistance program through the City's HOME funds, which will support approximately very low income households using tenant based rental assistance (14 units). This program combined with the ESG Prevention and Rapid Rehousing program provides rental assistance (20 units).

## **AP-60 Public Housing – 91.220(h)**

### **Introduction**

The Duluth Housing and Redevelopment Authority manages approximately 1,008 public housing units and 1,453 Section 8 Housing Choice Voucher units.

### **Actions planned during the next year to address the needs to public housing**

The City of Duluth does not expect to spend any CDBG, HOME, or ESG funds to address the needs of public housing beyond funding the HRA's tenant based rental assistance program. The HRA is exploring the various repositioning options allowed by HUD to move public housing to a more sustainable and reliable source of funding; thus, preserving public housing assets. These options include Section 18 disposition of scattered sites, RAD-PBRA and/or RAD-PBV for high-rise buildings, and Section 22 Streamlined Voluntary Conversion for remaining units not eligible for other types of conversion. The HRA will continue to monitor expansion and addition of repositioning options offered by HUD.

There are extensive waitlists for both the Section 8 Housing Choice Voucher Program and public housing. The HRA will continue to work at diligently processing applications from these lists. Periodically the HRA will send out letters to all households on the list and ask them to respond that they want to remain on the list (some may have housing already, some may have moved out of the area, etc.), to maintain efficiency in addressing Duluth's pressing housing needs.

### **Actions to encourage public housing residents to become more involved in management and participate in homeownership**

The HRA has a resident who is commissioner on the HRA board in addition to a resident advisory board for all public housing and resident clubs at each of the six high rise buildings. The Duluth HRA also has a Family Self Sufficiency Program that receives funding from HUD for FSS activities, which include the option to set up an escrow for future home ownership.

### **If the PHA is designated as troubled, describe the manner in which financial assistance will be provided or other assistance**

NA

### **Discussion**

The city of Duluth works closely with the Duluth HRA to assure that the Public Housing policies and strategies are aligned with the cities strategies in order to best meet the need for housing in Duluth.

## **AP-65 Homeless and Other Special Needs Activities – 91.220(i)**

### **Introduction**

St. Louis County (SLC) is one of many Continuum of Care (CoC) regions in Minnesota. Duluth is geographically located at the southern end of St. Louis County. There are two entitlement communities in SLC, the City of Duluth and St. Louis County.

City of Duluth has long history of working closely with SLC and homeless housing and service providers to address issues that impact persons who are homeless or at-risk of becoming homeless.

### **Describe the jurisdictions one-year goals and actions for reducing and ending homelessness including**

#### **Reaching out to homeless persons (especially unsheltered persons) and assessing their individual needs**

The City of Duluth is part of the St. Louis County Continuum of Care (CoC). The CoC coordinates with homeless providers and has developed a collaborative system to reach out to homeless. An integral part of the system is the Coordinate Access.

#### **Addressing the emergency shelter and transitional housing needs of homeless persons**

Through the Coordinate Entry system persons experiencing a housing crisis will be able to be provided with a housing solution efficiently and effectively. The transitional housing providers, emergency shelters, permanent supportive housing providers, and public housing providers have collaborated on creation of the Coordinate Access System. In doing so the agencies also worked to develop goals and standards for each part of the system for which a client may utilize. For example, in shelter the goal is to reduce bed nights or average stay in shelter before housing. If a person is in transitional housing the goal is to place the client into permanent housing or at least keep the person in transitional housing for 6 months rather than the street. If the person is in a permanent housing situation such as permanent supportive housing or public housing the goal is keep that person housed for 6 months. Meanwhile during all stages providers will be working to getting their clients stable income and employment, access to health services, etc.

#### **Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals**



**and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again**

In 2025, the City of Duluth will fund Housing, Stabilization, and Coordinated Entry for people who are or recently have been homeless. This will include the work of seven agencies that include; Churches United in Ministry, Life House, Salvation Army, Center City Housing Corporation, Safe Haven, Divine Konnections, and MACV-Duluth.

**Helping low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families and those who are: being discharged from publicly funded institutions and systems of care (such as health care facilities, mental health facilities, foster care and other youth facilities, and corrections programs and institutions); or, receiving assistance from public or private agencies that address housing, health, social services, employment, education, or youth needs**

The discharge plan outlines transition process steps, based on an evidence-based model called Critical Time Intervention, a standardized assessment tool that is used by all discharging entities upon client admission to identify those at risk of homelessness, specific services to be offered to all clients and additional services offered to in danger clients. The Discharge Plan also outlines the roles and responsibilities of the collaborative partner agencies, including coordination, information sharing, staffing patterns for institutional-based and community-based staff, and training.

## **Discussion**

The City is actively working with community partners for new ideas/innovations to assist people facing homelessness.

## **AP-75 Barriers to affordable housing – 91.220(j)**

### **Introduction:**

As the housing market has recovered from previous recessions, rents and home sale prices are rising, but increases in income are not keeping up resulting in higher poverty rates and more cost-burdened households. The total number of housing units in Duluth is increasing, but there are still not enough units resulting in a “seller’s market” with competitive and quick home sales, low rental vacancy rates, and increasing rents. Recently and in the coming years baby boomers are retiring in record numbers, leaving positions that have been filled for decades. Employers across the state, including in Duluth, have had to be creative in attracting and retaining employees with competitive benefits packages and flexibility within the workplace.

### **Actions it planned to remove or ameliorate the negative effects of public policies that serve as barriers to affordable housing such as land use controls, tax policies affecting land, zoning ordinances, building codes, fees and charges, growth limitations, and policies affecting the return on residential investment**

Policies and physical limitations in the built environment

Conduct a feasibility study that investigates creative tools to incentivize or require some affordable units in new housing developments.

Continue to make changes to the City’s Unified Development Code that address outdated land use and zoning policies, which in turn affect density and mixed income neighborhoods and residential developments.

Explore an alternative rental-licensing program, such as a targeted or tiered system, that addresses rental housing quality, regulatory body and property owner accountability.

Support new or existing rehabilitation programs that focus on homes repair and retrofitting for ADA accessibility. Implement these programs in a variety of neighborhoods throughout Duluth.

### **Discussion:**

The City of Duluth has a lack of housing for all income levels, and this lack of housing is one of the City’s priorities to address.

## **AP-85 Other Actions – 91.220(k)**

### **Introduction:**

The city of Duluth has identified a number of actions that will address obstacles to meeting needs, foster and maintain affordable housing, reduce the number of poverty-level families, develop structures, and enhance coordination between public and private housing and social service agencies. Many of these actions were identified in the 2035 Imagine Duluth Comprehensive Plan and are in the process of being implemented.

### **Actions planned to address obstacles to meeting underserved needs**

Among with the information in the Action Plan, the City adopted several actions steps to address this issue:

- Reuse previously developed lands, thereby allowing people to live close to services
- Support existing economic base and growth sectors, thereby increasing employment opportunities
- Promote reinvestment in neighborhoods, this includes addressing the digital divide
- Creating and maintain connectivity, promoting non-vehicular transportation
- Encouraging a mix of activities, uses, and densities
- Supporting private actions that contribute to the public realm
- Working with education systems in the community to increase connectivity and programs
- Creating efficiencies in delivery of public services

### **Actions planned to foster and maintain affordable housing**

This Action Plan is providing funding to programs that foster and maintain affordable housing, in addition the City is working to:

- Increase density in areas where there businesses
- \_Improve the quality of the city's housing stock and neighborhoods
- Expand the cohesiveness of "One Duluth" by expanding a variety of housing opportunities throughout

the city while maintaining unique community characteristics within distinct individual neighborhoods

- Working with other local and state agencies on funding affordable housing

- Working with MN Housing to maintain affordability in existing projects, aka Preservation Projects

- Actively looking for areas for new affordable housing

### **Actions planned to reduce lead-based paint hazards**

City of Duluth policy requires all rental and homeowner rehabilitation programs and projects receiving federally funded assistance to coordinate with the Duluth HRA for lead assessment, testing and clearance services. Given the age of Duluth's housing stock that predicts 68% contains lead-based paint, the concentration of low- and moderate-income households in less expensive older units, and the past experience of agencies implementing rehab programs, it is highly probable that all, or nearly all, rehabbed units will contain potential lead hazards.

### **Actions planned to reduce the number of poverty-level families**

This Action Plan is providing funding to programs that provide job training and child care, in addition the City is working on other strategies, including:

- Investing in people to increase employee's skills, ensuring workforce availability for all employers, and promoting income self-sufficiency. This includes the City providing different pathways for CareerForce and Workforce

- Fostering growth of existing employers and strategically recruiting new employers to Duluth, to increase employment opportunities

### **Actions planned to develop institutional structure**

Actively involve community and neighborhood groups during the community input process.

### **Actions planned to enhance coordination between public and private housing and social service agencies**

City Staff are members of many community oriented groups, include the Affordable Housing Coalition,

COC Governance Board, Census Outreach Committee, and local neighborhood groups.

**Discussion:**

Continue to involve people in the decision making process.

## Program Specific Requirements

### AP-90 Program Specific Requirements – 91.220(l)(1,2,4)

#### Introduction:

The City of Duluth has a CDBG revolving loan fund for housing rehab, this fund is generated from CDBG rehab projects and used on new CDBG rehab projects. The Duluth HRA uses this revolving loan fund and it is the only revolving loan fund the City has. The City does not have a revolving fund or receives program income from HOME or ESG projects.

#### Community Development Block Grant Program (CDBG)

##### Reference 24 CFR 91.220(l)(1)

Projects planned with all CDBG funds expected to be available during the year are identified in the Projects Table. The following identifies program income that is available for use that is included in projects to be carried out.

1. The total amount of program income that will have been received before the start of the next program year and that has not yet been reprogrammed	250,000
2. The amount of proceeds from section 108 loan guarantees that will be used during the year to address the priority needs and specific objectives identified in the grantee's strategic plan.	0
3. The amount of surplus funds from urban renewal settlements	0
4. The amount of any grant funds returned to the line of credit for which the planned use has not been included in a prior statement or plan	0
5. The amount of income from float-funded activities	0
<b>Total Program Income:</b>	<b>250,000</b>

#### Other CDBG Requirements

1. The amount of urgent need activities	0
<TYPE=[text] REPORT_GUID=[A698417B4C924AE0218B42865313DACF] DELETE_TABLE_IF_EMPTY=[YES]>	
2. The estimated percentage of CDBG funds that will be used for activities that benefit persons of low and moderate income. Overall Benefit - A consecutive period of one, two or three years may be used to determine that a minimum overall benefit of 70% of CDBG funds is used to benefit persons of low and moderate income. Specify the years covered that include this Annual Action Plan.	100.00%

**HOME Investment Partnership Program (HOME)**  
**Reference 24 CFR 91.220(l)(2)**

1. A description of other forms of investment being used beyond those identified in Section 92.205 is as follows:

The City of Duluth receives an annual allocation from HUD for the program year, starting on April 1 and ending on March 31. These funds are used for TBRA, acquisition and rehab, and new construction of affordable units. At this time, the City does not receive program income or repayments from projects receiving HOME program funds. As required by HUD, the City of Duluth funds CHDO development projects including for acquisition rehab and new construction. The CHDO set aside is required to be a minimum of 15%, however the City of Duluth allocates a majority of the funding to CHDO projects. For the 2025 Action Plan, there is one development CHDO projects (New Construction Single Family) equal \$369,000 in HOME funds. The City of Duluth is receiving \$520,106.07 for the 2025 program year.

Currently there are two CHDO's in Duluth, One Roof Community Housing and Center City Housing Corp., every year both of these agencies are monitored for CHDO compliance to insure they are in compliance with the CHDO requirements. These organization, like other organizations, have the opportunity to apply to the City of Duluth for project funding during the application process, which typically begins in late summer. Specifically in late summer, the City of Duluth will advertise funding availability for HUD eligible projects based on needs addressed in the Consolidated Plan; these adds will be on websites, newspapers, and emailed to agencies/organizations who have expressed interest in working HUD eligible projects. These notices of funding will state the application is available on the website or paper copy is available at City Hall. All applications have the same due date to be submitted at City Hall (the application is typically three weeks). After all the applications have been submitted, City Staff reviews the applications for compliance with the HUD regulations. Afterwards the applications are submitted to the Community Development (CD) Committee, who typically reviews all of the CDBG, HOME, and ESG applications in two meetings. The CD Committee reviews the applications using a scoring process, then they provides recommendations for approval at a public meetings. This recommendations is forwarded to City Council, who may approve or change the recommendations. After this process, the plan is submitted to the Mayor for final approval.

2. A description of the guidelines that will be used for resale or recapture of HOME funds when used for homebuyer activities as required in 92.254, is as follows:

See Appendix:

CITY OF DULUTH HOME PROGRAM HOMEOWNERSHIP ASSISTANCE, HOMEBUYER ASSISTANCE,  
AND RESALE GUIDELINES

3. A description of the guidelines for resale or recapture that ensures the affordability of units acquired with HOME funds? See 24 CFR 92.254(a)(4) are as follows:

The city utilizes restrictive covenants to assure affordability during the required period.

4. Plans for using HOME funds to refinance existing debt secured by multifamily housing that is rehabilitated with HOME funds along with a description of the refinancing guidelines required that will be used under 24 CFR 92.206(b), are as follows:

N/A

5. If applicable to a planned HOME TBRA activity, a description of the preference for persons with special needs or disabilities. (See 24 CFR 92.209(c)(2)(i) and CFR 91.220(l)(2)(vii)). <TYPE=[text]  
REPORT\_GUID=[A0BBB986408D8C25582AC4BE59FA99C5]>

N/A

6. If applicable to a planned HOME TBRA activity, a description of how the preference for a specific category of individuals with disabilities (e.g. persons with HIV/AIDS or chronic mental illness) will narrow the gap in benefits and the preference is needed to narrow the gap in benefits and services received by such persons. (See 24 CFR 92.209(c)(2)(ii) and 91.220(l)(2)(vii)).

N/A

7. If applicable, a description of any preference or limitation for rental housing projects. (See 24 CFR 92.253(d)(3) and CFR 91.220(l)(2)(vii)). Note: Preferences cannot be administered in a manner that limits the opportunities of persons on any basis prohibited by the laws listed under 24 CFR 5.105(a).



N/A

**Emergency Solutions Grant (ESG)  
Reference 91.220(l)(4)**

1. Include written standards for providing ESG assistance (may include as attachment)

See ESG Written Standards Attachment.

2. If the Continuum of Care has established centralized or coordinated assessment system that meets HUD requirements, describe that centralized or coordinated assessment system.

The City and CoC coordinated with homeless providers and has developed a Coordinated Entry System, which the City helps to fund using CDBG funds. All ESG recipients participate in the Coordinated Entry System.

3. Identify the process for making sub-awards and describe how the ESG allocation available to private nonprofit organizations (including community and faith-based organizations).

The City Community Development Committee uses the same process to allocate CDBG and ESG funds, based on an annual open application process, that is open to non-profit and community organizations.

4. If the jurisdiction is unable to meet the homeless participation requirement in 24 CFR 576.405(a), the jurisdiction must specify its plan for reaching out to and consulting with homeless or formerly homeless individuals in considering policies and funding decisions regarding facilities and services funded under ESG.

The Community Development Committee seeks out homeless or formerly homeless individuals to serve on the committee. The Committee has regularly had at least one homeless person appointed, and participates in the policy and funding decisions. Also the Heading Home Saint Louis County Leadership Council has homeless appointees and this group helps to advise the funding of the ESG funds.

5. Describe performance standards for evaluating ESG.

See ESG Written Standards Attachment.

Every month the COC holds the Heading Home Advisory Committee to review and discuss COC priorities and goals. The City appoints members to the Committee and City Staff attends these meetings.

## Appendix - Alternate/Local Data Sources

Sort order	Type	Data Source Name	List the name of the organization or individual who originated the data set.	Provide a brief summary of the data set.	What was the purpose for developing this data set?	Provide the year (and optionally month, or month and day) for when the data was collected.	Briefly describe the methodology for the data collection.	Describe the total population from which the sample was taken.	Describe the demographics of the respondents or characteristics of the unit of measure, and the number of respondents or units surveyed.	How comprehensive is the coverage of this administrative data? Is data collection concentrated in one geographic area or among a certain population?	What time period (provide the year, and optionally month and day) is covered by this data set?	What is the status of the data set (complete, in progress, or planned)?
<TYPE=[pivot_table] VERSION=[2] REPORT_GUID=[884DC1E44796F035A521FE96F1A3ABF2]>												