

WEST DULUTH



Opportunities for Change



WEST DULUTH
OPPORTUNITIES FOR CHANGE

RECOMMENDED OPTIONS
FOR
LAND USE AND HOUSING

REPORT PREPARED BY THE
WEST DULUTH CITIZEN PLAN STEERING COMMITTEE
AND THE
CITY OF DULUTH

JOHN A FEDO
MAYOR

MAY 1987

The preparation of this book was financed in part through a Community Development Block Grant from the Department of Housing and Community Development Act of 1974 as amended.

MESSAGE FROM THE MAYOR

After a full year of concentrated planning effort the completion of the West Duluth Plan signals the end of the "dreaming" phase and the beginning of the "do it phase".

Envisioned in the plan are good solid ideas for the overall betterment of West Duluth. Neighborhood stabilization-through rezoning, rerouting of non-residential traffic, buffering, residential rehabilitation, street surfacing and other upgrading ideas are of key importance. New housing development-covering a variety of types and locations will expand opportunities not now available in the area.

Public improvements will include an expanded and upgraded Lake Superior Zoological Garden, extension of the Western Waterfront Trail around Fremont and to the Irving area, the construction of a new firehall/branch library building, development of the Oneota "Noise Pocket" area and the Oneota III area east of 40th Avenue West. Public access to the St. Louis River and Bay will be developed at several sites to enable West Duluth residents the opportunity to more fully enjoy those wonderful natural assets.

Through appropriate public-private partnerships we are confident that the majority of the proposals can become reality within a few short years. There is little question that implementation of this Plan will benefit West Duluth as well as the city as a whole.

Thank you to all who contributed to this comprehensive and broad-based planning effort. Take comfort in the knowledge that the plan recommendations are realistic and that we are committed to moving forward to see that it is implemented in a timely manner.

A handwritten signature in black ink, appearing to read "John A. Fedo". The signature is fluid and cursive, with a large initial "J" and "F".

John A. Fedo

ACKNOWLEDGEMENTS

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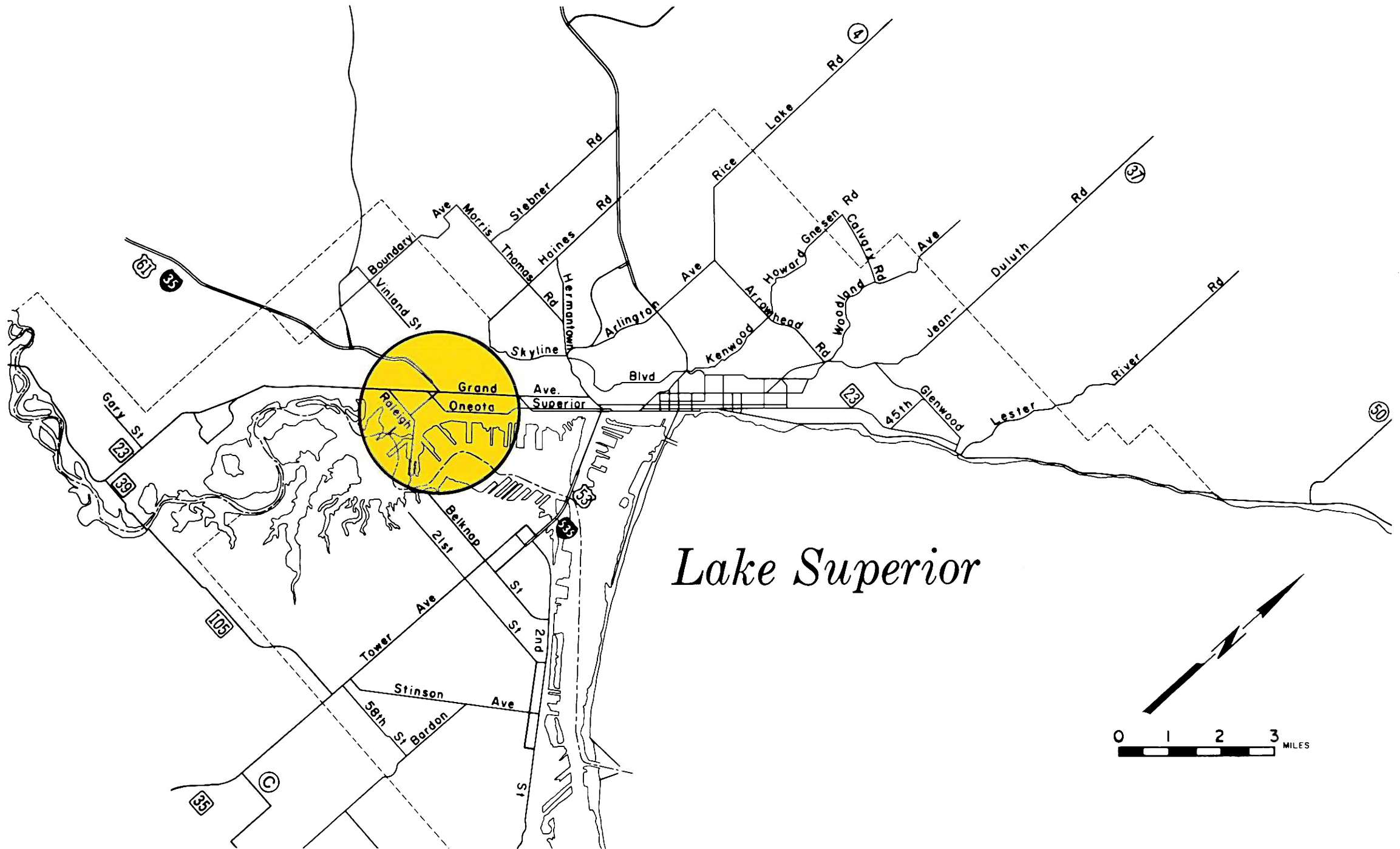
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WEST DULUTH NEIGHBORHOOD PLAN
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CITIZEN PARTICIPATION PROCESS

This booklet is the final product of a planning process started in May of 1986.

The plan was initiated because of neighborhood reactions to the continued removal of residential areas by various public and private activities over the last twenty years. Interstate Freeway, Oneota Industrial Park, Spirit Valley Shopping Center and Lake Superior Paper Industries have removed over 600 houses to make room for redevelopment activities. Few replacement units have been constructed and this has caused concern over a weakening of neighborhood social and economic fabric.

City staff was assigned to begin working with representatives of the neighborhood to prepare an action plan focusing on the prime areas of concern. The first task was to form a Plan Steering Committee which would be representative of geographic, income and age segments of the West Duluth population.

The Plan Steering Committee served as the primary sounding board for both the City Planning Staff as well as residents and business owners in the area. Their direct involvement and participation in the preparation of the plan has been extensive throughout the process and they have done a tremendous job.

In addition to frequent Staff and Steering Committee meetings, several workshops involving special expertise or the public-at-large, were held to gain valuable guidance.

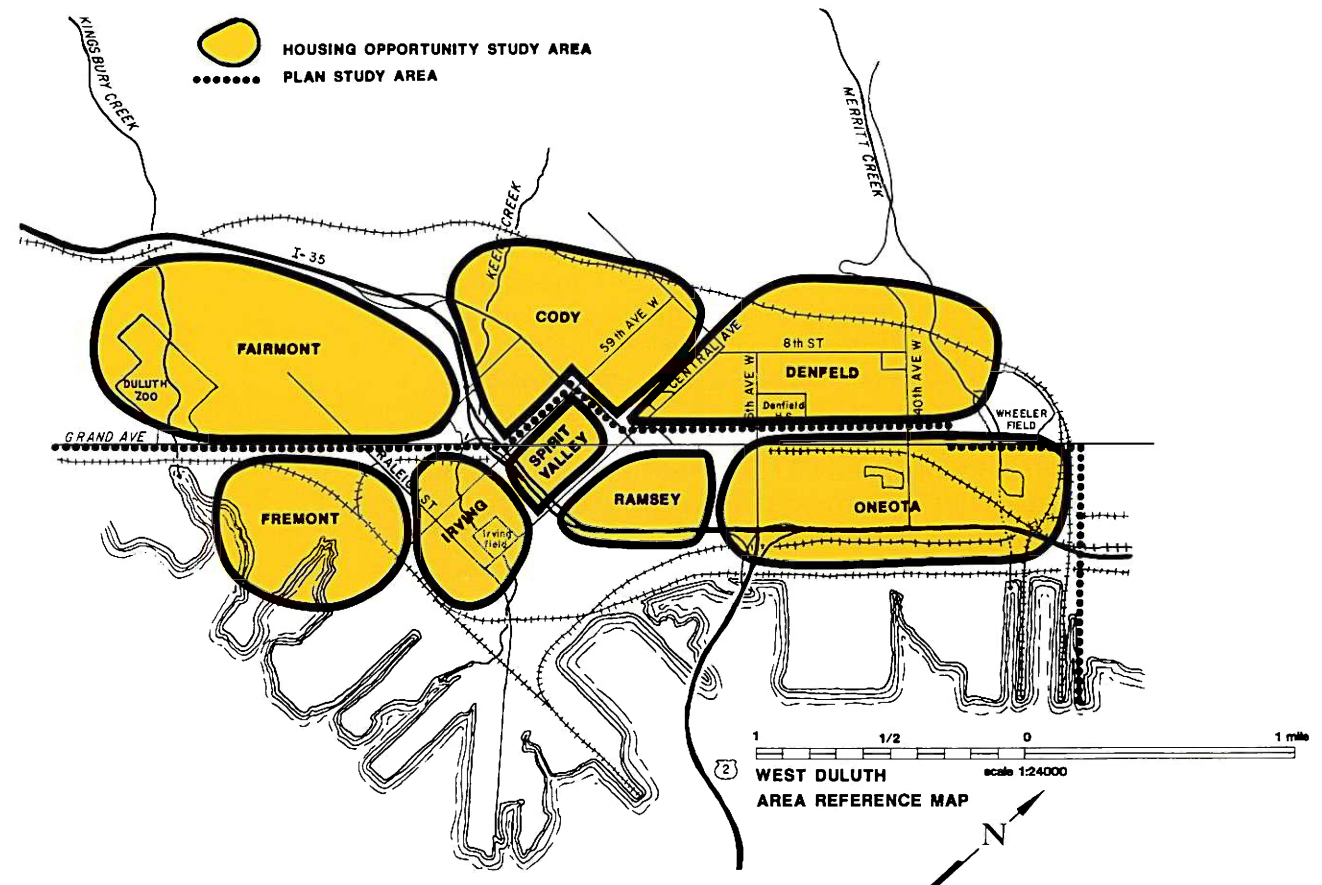
GEOGRAPHIC AREA

An early decision was made to focus the detailed planning on a portion of the overall neighborhood while considering the entire area for housing opportunities. The result was the

INTRODUCTION

Plan Study Area (PSA) and the Housing Opportunities Study Area (HOSA). These are shown on the Area Reference Map.

The Plan Study Area boundary was selected based on where changes were either taking place or were expected to occur in the future. As shown on the accompanying map this area consists of most of the land mass below Grand Avenue between the Ore Docks and The Lake Superior Zoological Gardens. In addition, the triangular shaped area above Grand Avenue between Elinor Street and 59th Avenue West is a part of the PSA.



PLANNING BACKGROUND

HISTORIC PATTERNS OF DEVELOPMENT

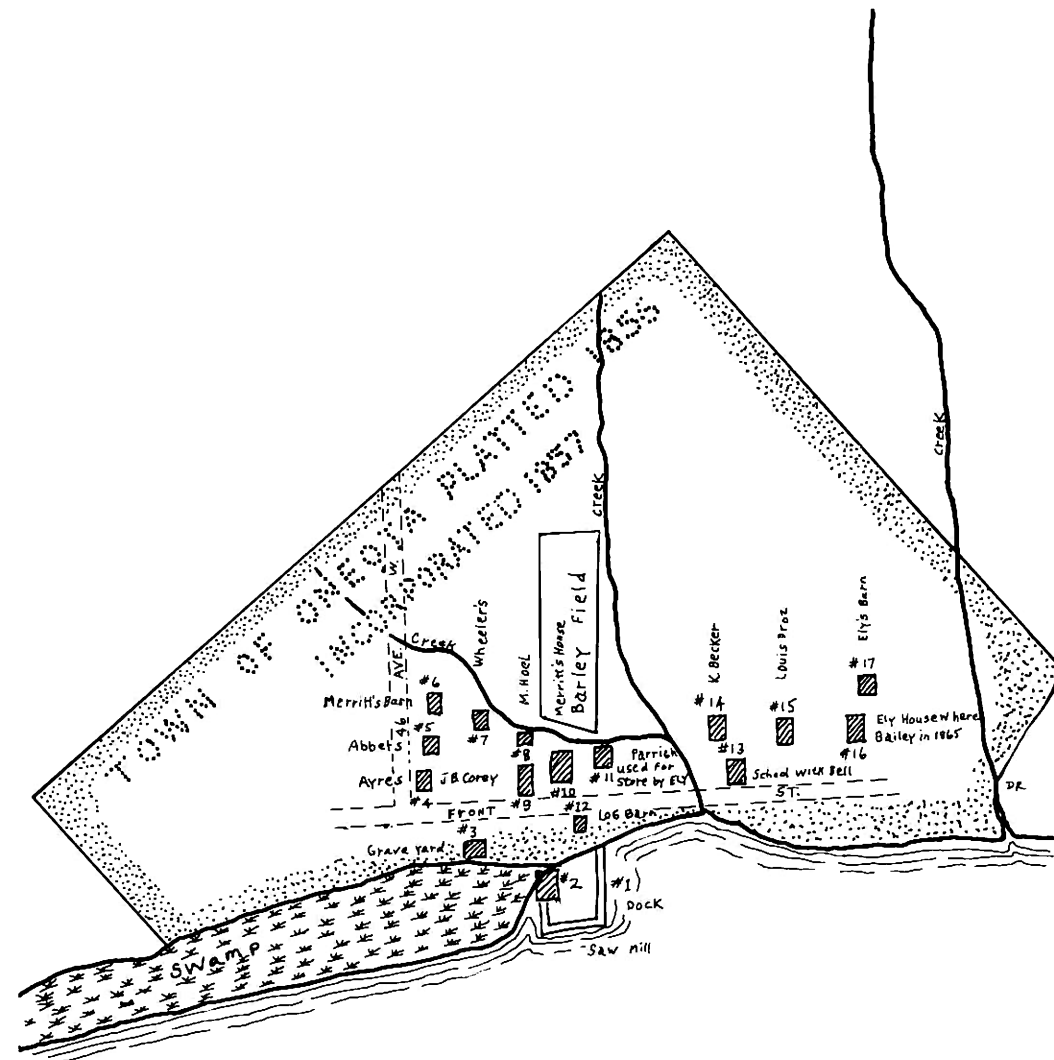
Habitation in West Duluth precedes known historical records. Early explorers to Duluth note in their journals the presence of Native American tribes at a number of locations. In the mid-1800's when more permanent white settlements started in the Oneota area along the waterfront, it was noted that Indians were living in the vicinity of Erie Pier. Soon afterward this was the site of the first sawmills in the area to be followed in later years by more mills up and down the St. Louis River. This activity in turn generated a demand for workers not only in the sawmills but in the shipping, commercial, building, railroad, public service and other industries.

As the lumbering industry grew so did the need for transportation of grain from the western prairies and iron ore from the Iron Range. Railroads needed ties and timbers, grain storage elevators required lumber, and expanding metropolitan areas to the east needed lumber and iron ore for steel-making.

The result was the industrialized waterfront of Western Duluth including a large concentration of heavy industry and related transportation transfer facilities consisting of wharves, docks, rail yards, warehouses, factories and roadways.

In the later 1800's and early 1900's, West Duluth was a virtual boom-town with industrial, commercial and residential expansion occurring simultaneously. Today's development pattern was largely established at that time. The commercial area started originally in the vicinity of Ramsey and 50th Avenue West and then moved to Grand Avenue where it remains today. Housing subdivisions in today's Ramsey, Irving, Fairmont, and Cody in addition to Oneota were some of the earliest residential developments with full public utilities installed in the early 1900's. Development of Denfeld followed in the 1920's and 1930's.

In recent years the gradual disappearance of heavy industry has been common. Redevelopment over



the past twenty-five years has caused such neighborhoods as Oneota, Irving and Fairmont to change substantially. Waterfront industry has undergone dramatic alterations from a once intensely active bustling area to one of low profile with a few bulk material transfer docks and little else. The filling of Erie Pier with maintenance dredge materials promises to offer future water-oriented industrial development opportunities. Despite the continuously upgraded DM&IR iron ore docks in West Duluth since the late 1800's the future of these operations are not assured. The trends of the past few years in the taconite and steel industry paint a cloudy picture.

Interstate 35 construction in the late 1960's began a trend of redevelopment in West Duluth which continues today. New opportunities with easy access to good commercial and industrial sites exist today. On the other hand, other sites located on former main thoroughfares are no longer in prime locations and have begun to show definite signs of deterioration with a need for attention to arrest the blight.

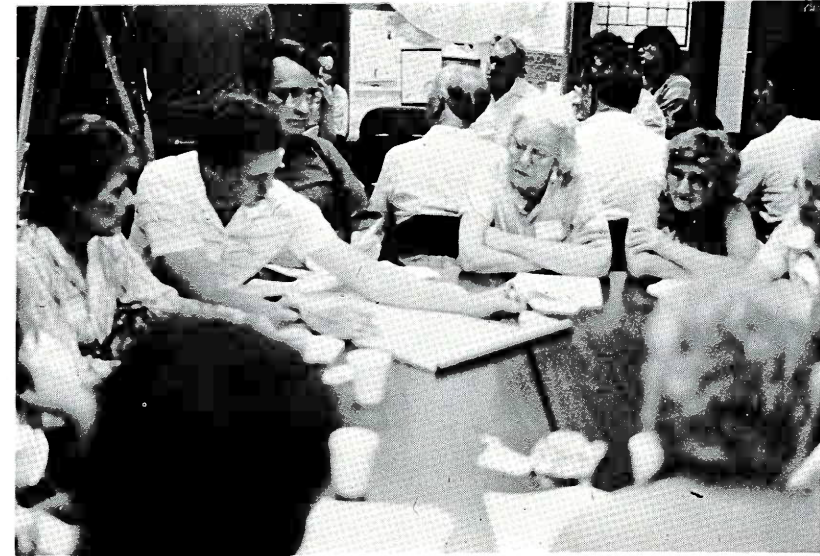
The strong ethnic concentrations have melted. The days are gone when ready reference can be made to the Italian, German, Norwegian, Finnish, Czech, Yugoslavian or Polish areas.

Along with the changes in land use came forfeiture of land to the State of Minnesota through non-payment of real estate taxes. A stagnating economy, poor land conditions, lack of public utilities and street access are but a few of the reasons large areas came under public ownership. Today, these blocks of land may be an asset to accomplishing the plan's recommended projects.

PLANNING PROCESS

Detailed land use and other data were collected for the Plan Study Area while only generalized information was gathered for the Housing Opportunity Study Area. This information is contained in the report "West Duluth-Opportunities for Change-Existing Conditions".

To be successful, the process of planning must include citizen participation. One of the first steps in the plan process was the formation of the West Duluth Plan Steering Committee representing a good cross section of the neighborhood. Several existing organizations were drawn from to create the Steering Committee. The Spirit Valley Citizen's Neighborhood Development Association, with an active membership from several other organizations formed the core of the Committee. Other members were selected to represent the West Duluth Business & Civic



Club, the Memorial, Merritt, Irving and Fairmont Community Clubs, the Senior Citizens Groups and the Western Community Council. Several City Planning Commission and City Council representatives also served on the Committee. This group has worked closely with City Planning staff to guide the formulation of the plan.

One of the first activities was to conduct Public Workshop I. This event, held on June 3, 1986, attracted over eighty interested persons who participated in several round table discussions to identify issues and select goals.

In excess of 200 persons attended Public Workshop II on January 28, 1987 and participated actively in the discussion of the primary issues and proposed alternatives.

The workshop spawned keen interest from several smaller area organizations and further meetings were held to continue a focused evaluation of the proposed alternatives.

The preparation of this plan has been by the neighborhood with assistance from the City Planning staff. All the issues covered earlier in the process are included in this report. While several are covered individually, others have been integrated into general sections. It should also be noted this report consists of three basic sections: A comprehensive plan for the Plan Study Area, Housing for the entire West Duluth Neighborhood, and an Implementation Framework.

This should be considered a framework plan to begin and continue actions to bring change not only during the long range future but immediately.

EXISTING CONDITIONS

As a way of bridging the process from Inventory & Analysis to final plan preparation a review of opportunities for change will help provide the basis for the meaningful recommendations.

Land Use

The pattern of land use shows that the entire waterfront between the Ore Docks and 61st Avenue West is devoted to industrial uses. The Grand Avenue corridor across the entire neighborhood has a high degree of mixed uses. Structural conditions are worse in the mixed use areas. Low density areas are found on the edges of the developed sections. The DW&P rail yards are now vacant. The business area is tightly contained by residential uses on all sides.

PSA LAND USE ACREAGES-1986

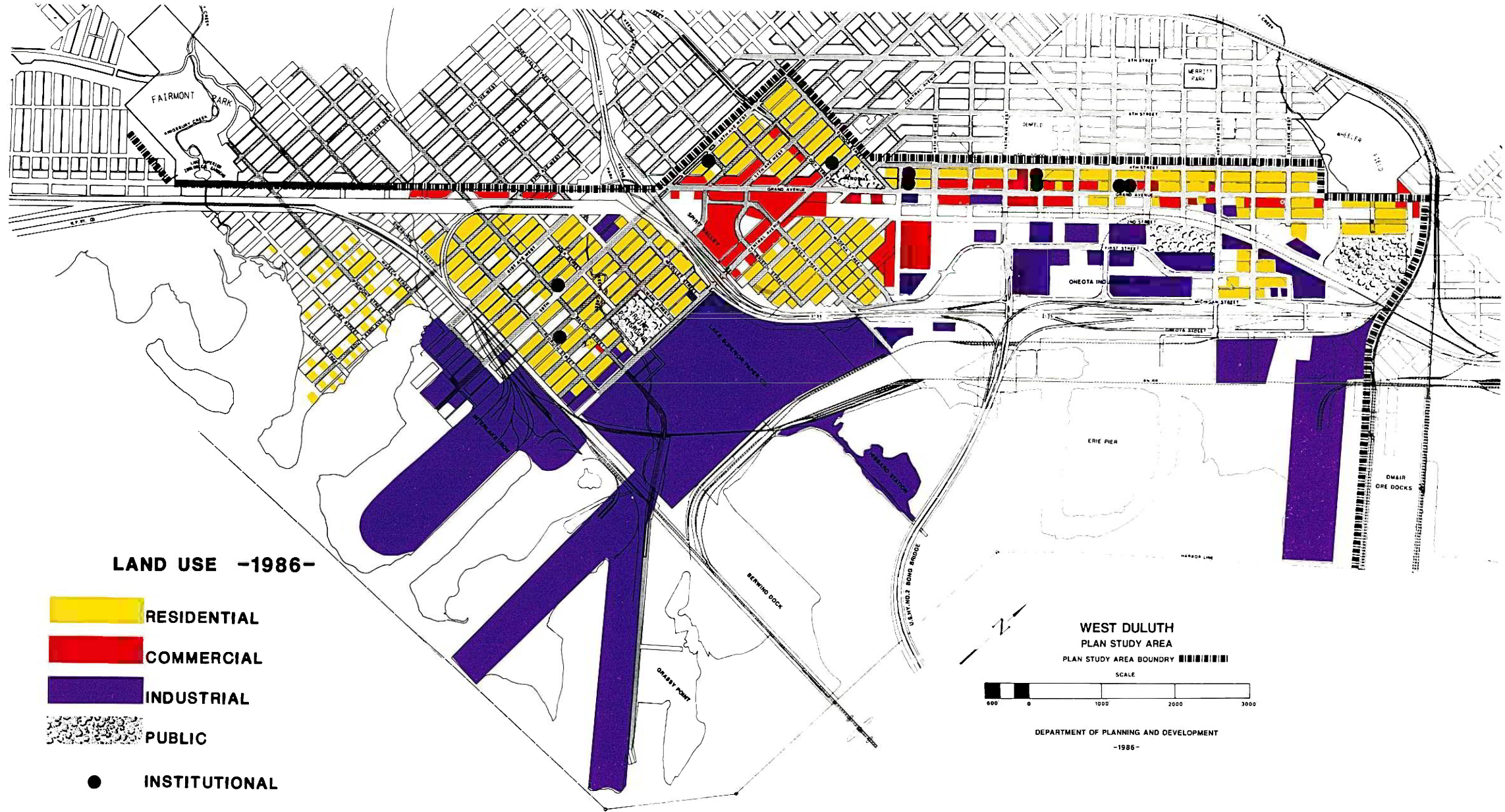
<u>Category</u>	<u>Acres</u>	<u>%</u>
Residential	134	19
Commercial	79	11
Industrial	454	64
Public	39	6
Total Developed	706	100
Vacant	1325	48
Prime Development	(240)	18

Source: Land Use Survey-1986

Housing

The West Duluth Neighborhood historically has been and continues to be a residential area of predominantly single-family houses. According to City Assessor's data in 1986, 2,933 or 74% of the units are single-family homes. Outside the Plan Study Area, the predominance of single-family homes is even greater, with approximately 78% of the units in the area single-family homes. In addition, there are 321 duplexes in the area which is approximately 16% of the total residential units.

The majority of the apartment buildings in the area are smaller (3-7 unit) structures. Two larger apartment buildings were constructed in the past 15 years in the Ramsey neighborhood. There are few alternative housing types such as townhouses, condominiums, newer apartments, and congregate housing facilities. In the past 15 years there have been few new residential units constructed in the neighborhood. Of those constructed, the majority were single-family homes built by individual owners. As a result, the majority of the housing units in the area tend to be older.



LAND USE -1986-

- RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PUBLIC
- INSTITUTIONAL

**WEST DULUTH
PLAN STUDY AREA**
PLAN STUDY AREA BOUNDARY

SCALE

DEPARTMENT OF PLANNING AND DEVELOPMENT
-1986-

Past Removal and Consequences: The number of residential units in West Duluth has decreased by over 510 units in the past 25 years, largely due to public-funded economic development and transportation projects which acquired homes and relocated residents. In the Plan Study Area, it is estimated that 463 units have been acquired and demolished through public action during this time. Since 1980, 195 households have been acquired and displaced through three public acquisition/relocation projects: the Spirit Valley Re-development Project, the Oneota Noise Pocket project and the Lake Superior Paper Industries project. In addition, another 65 have been removed through code enforcement efforts since 1980. While it is clear that these economic developments have benefited both the neighborhood and City by providing additional jobs and income, the Plan Study Area has experienced a substantial loss of population and residential units.

The population within the Plan Study Area declined by nearly half from 5,257 in 1960 to 2,767 in 1980. At the same time, the number of housing units declined from 1,571 in 1960 to 1,338 in 1980. Estimates from the City Assessor's Office and the Land Use Survey show a continued decline with approximately 1,066 units in the Plan Study Area in 1986. It is clear that the number and availability of housing opportunities suffered as a result of various development efforts.

Lake Superior Paper Industries acquisition-relocation files show that over 74% of the 114 displaced households relocated in Western Duluth (the area commonly defined as west of the Point of Rocks). This is an indication of neighborhood stability and the sense of pride and identity that West Duluthians have in their neighborhood.

Several potential housing development sites exists in the neighborhood for new single family and multi-family housing. There are

also a number of scattered, vacant City and State-owned lots which could be utilized for new housing and development. These sites and additional information on housing needs and recommendations will be discussed in detail in the Housing Opportunities Section of the Plan.

Vacant Land

The majority of undeveloped parcels in the area are vacant as the result of the features of wetlands, steep slope, bedrock, stream ravines and small individually owned parcels. In most cases it is unlikely the majority of these lands will be considered seriously for development without major alterations. However, there is vacant land that could be developed.

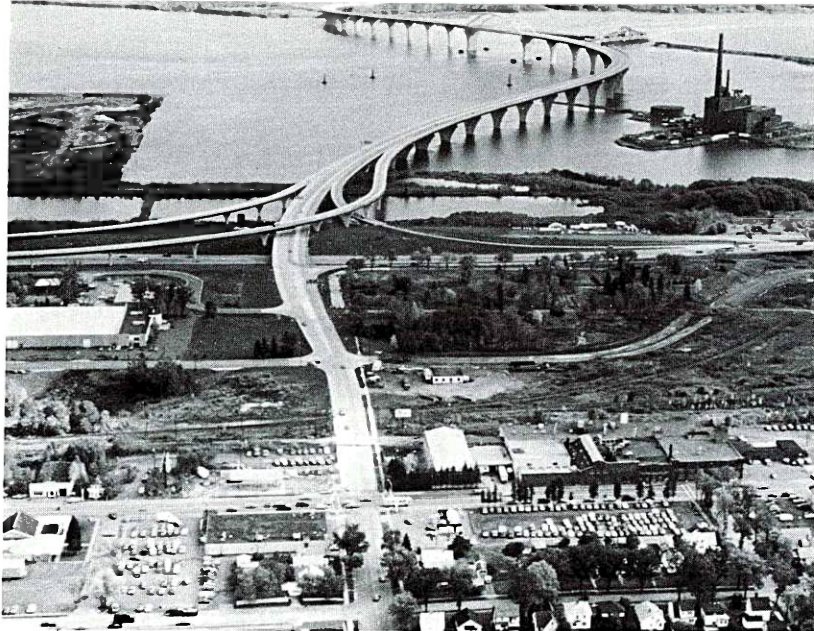
Transportation

The ability to move about the neighborhood in a safe efficient manner varies. Locations on major through streets with high numbers of driveways reveal large numbers of accidents while other areas exhibit ease of access with a high degree of safety.

I-35 carries more than 21,000 vehicles per day, Grand Avenue over 17,000, Central Avenue 12,000 in the business area, with volumes of lesser magnitude on other streets and roadways.

Rail is found throughout the area and is used to serve the industrial activities including the transfer to water transportation or to interconnect with other portions of the city or region. Its presence in the neighborhood has diminished in recent years with acquisition of the BN track through the business area and relocation of DW&P as a part of the Downtown Freeway project. The Duluth, Missabe & Iron Range route takes trains past extensive residential development along the hillside.

Water transport will likely see a boost in the next five years when the main river channels are deepened to 27 feet from the present 22 feet. Land areas needed for modern day bulk material handling require larger parcels than formerly. Packages of 100 or more acres will be desirable for future facilities.



Utilities

All utilities in the area are adequate to handle most anticipated future growth. Water, gas, electricity and sanitary sewage systems are in place and have served a heavier industrial demand in the past. A major 115 Kilovolt electrical transmission corridor crosses the neighborhood from above the Skyline Parkway along Keene Creek to the Hibbard Station on the waterfront.

Natural Environment

A number of watersheds provide for surface water runoff in the area. These are in the

form of streams ranging from intermittent runoff to a steady flow year around. In the past not many of the streams have been integrated into the development but rather they were ignored or covered over.

Slope in the area is most evident along the hillside above the present developed area. In addition, stream ravines can be found in steep slope sections as well as some areas along the St. Louis River.

Soils found in the area vary from the sandy bottom of the St. Louis River, to the alluvial (sand and muck) material along the creek bottoms, to the red clay in the flatter sections, and to the sandy loam along the edges of the sloped areas which have gravel deposits left by glaciers and bedrock found extensively along the hillside.

Filled-land resulting from industrial activities comprises the majority of the industrial waterfront between the Ore Docks and 61st Avenue West.

Vegetation has no particular uniqueness with the possible exception of the wetlands. The rest of the area other than that planted and maintained for urban purposes consists of brush and other species none of which are classified in a protected category.

Floodplain and Shoreland Management standards developed by Federal, State and Local governments must be followed throughout the city wherever property is located within 300 feet of major stream courses.

Environmental Quality

Human activity has resulted in a number of conditions warranting attention as considerations are given to change. Hazardous waste sites, either confirmed or potential, exist throughout the area.

Noise corridors created primarily by transportation facilities are located along highways, streets and railways.

Dust problems created by materials transfer, unpaved roadways and parking areas are found scattered throughout the neighborhood. The presence of these dust producing areas has resulted in a "secondary non-attainment" air quality classification by the Federal Environmental Protection Agency. This classification signifies a potential of prohibiting future economic development in the area until positive actions are taken to reduce the air pollution.

Public Land & Facilities

A wide range of facilities and lands exist in West Duluth. State of Minnesota properties were formerly in private ownership which became tax delinquent and reverted to State ownership. While largely concentrated on the periphery of the neighborhood on the hillside and waterfront, smaller isolated parcels are found scattered throughout the area. The DW&P Rail Yard area is currently under Minnesota Department of Transportation jurisdiction while disposition alternatives are under consideration for future use.

City lands are more defined in the form of specific facilities such as the Zoo, recreation sites, tool houses or redevelopment land in the Spirit Valley Commercial Area and Oneota II.

Seaway Port Authority lands are limited to specific project areas such as Radford, HBJ, Inc. and Erie Pier. The Duluth Board of Education owns several school sites in the West Duluth area and a few undeveloped sites.

Population & Demographic Trends

Population numbers have seen an overall decrease of 47 percent since 1960, an excess

of three times the rate experienced at the overall city level.

Household composition shows a larger proportion of female headed units than citywide.

Income trends show the area level is below the city average.

Minorities comprise a smaller proportion of the overall population in West Duluth than in the city. The highest concentration is of American Indian descent.

Economic Base

The area has lost jobs while the city as a whole has gained. The shift among existing jobs has been from industrial toward clerical/sales and service. Female employees as a proportion of the total employment has increased in West Duluth as it has in the city.



Early in 1986 at the time the Lake Superior Paper Industries project was in its initial stages, the U.M.D. Bureau of Business and Economic Research developed a working paper titled "The Economic Impact of a New Pulp Mill in Northeastern Minnesota". In 1983, the same bureau produced a working paper, "Duluth Retail Industry", and in 1986, the City sponsored a study by Jerrold M. Peterson to evaluate the West Duluth business and industrial base in terms of what quantities of new land use might be expected in the near future.

The Peterson survey forecast of business and industry area suggests a modest increase in jobs in the future based on jobs related to the Lake Superior Paper Industries mill construction and operations, indications from existing businesses in the area and other related trends. Needs for more land to accommodate other business or industrial expansion outside the sectors expected to be impacted by Lake Superior Paper Industries cannot be anticipated in such studies. However, the possibility exists for such needs to occur and the plan should make provisions for these eventualities.

Zoning

A review of existing land use patterns and zoning districts indicates the need to consider rezoning a number of locations. Recommendations are detailed later in the plan.



WEST DULUTH PLAN GOALS

GOALS

The Goals listed below were adopted by the Plan Steering Committee. Initially drafted from the results of Public Workshop I they were reviewed on several subsequent occasions

and modified as dictated by the introduction of new information or changing conditions. These Goals have served as the basis for much of what is contained in the plan.

- *To enhance the economic base of the neighborhood through the provision of incentives for the creation of new businesses and jobs.*
- *To expand the number and type of housing opportunities and to provide incentives in the neighborhood for housing for all age groups to replace that lost to non-residential development in recent years.*
- *To upgrade the neighborhood by improving streets, adding sidewalks and storm sewers in addition to solving traffic safety-related problems in specific locations.*
- *To improve the quality of life in the neighborhood through the removal of dilapidated buildings, rehabilitation of deteriorated housing units, creation of wage producing jobs, access to the waterfront, reduction of air, noise and water pollution, development of appropriate recreational facilities and recognition of the value of the existing natural resources.*
- *To provide a greater sense of stability to the neighborhood through the plan process, rezoning, and other efforts which work to stabilize existing land uses and to separate conflicting land uses.*
- *To offer opportunities for increased citizen participation in the decision-making process on issues which directly affect the residents.*

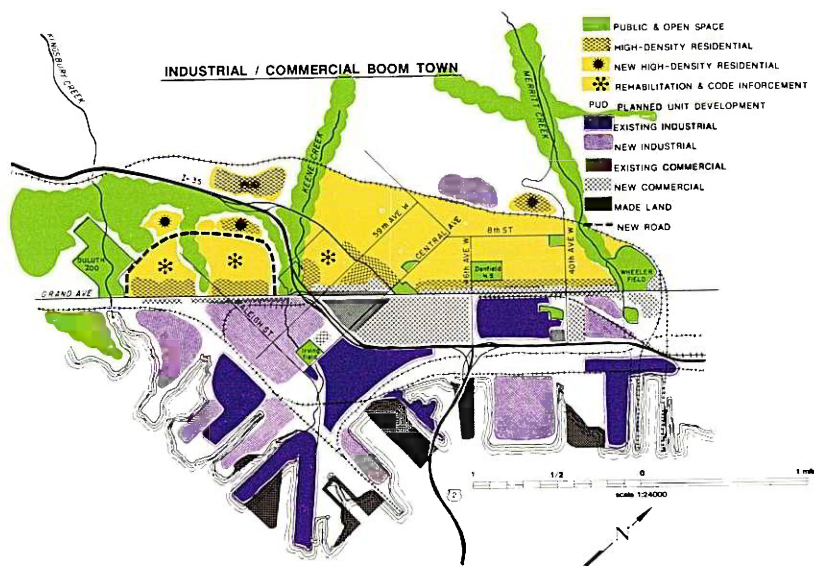
POTENTIAL DIRECTIONS

The question of how to sort through the wide range of issues and begin to focus on possible solutions was resolved through the creation of "What if" themes for specific areas.

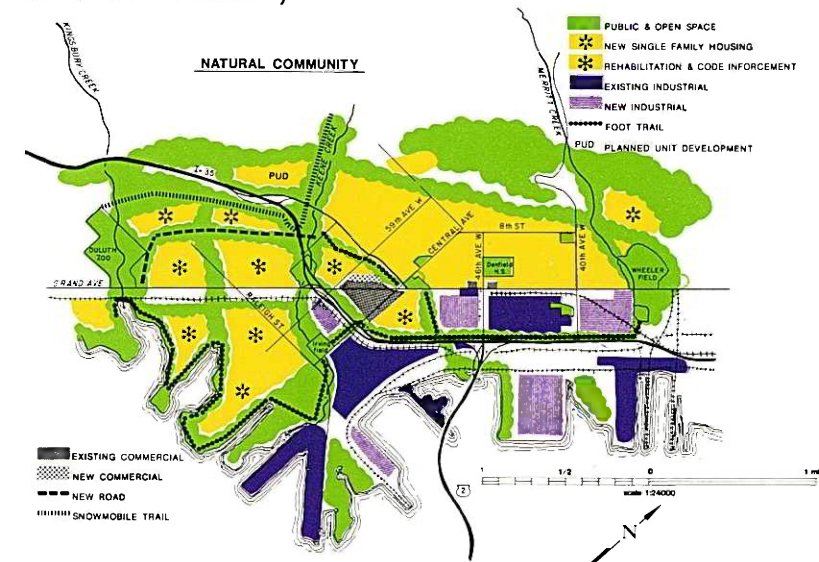
Scenarios

With the "Existing Conditions" report in hand and the results of Public Workshop I, a series of "Possible Directions" were developed in the form of scenarios. Each scenario had a simplified theme. Although they were generally impractical as realistic directions, they gave the Steering Committee a tool to use in developing future directions. By studying each scenario, the committee was able to determine what features of each were desirable and why. As a result the pieces of the puzzle then went together much more logically.

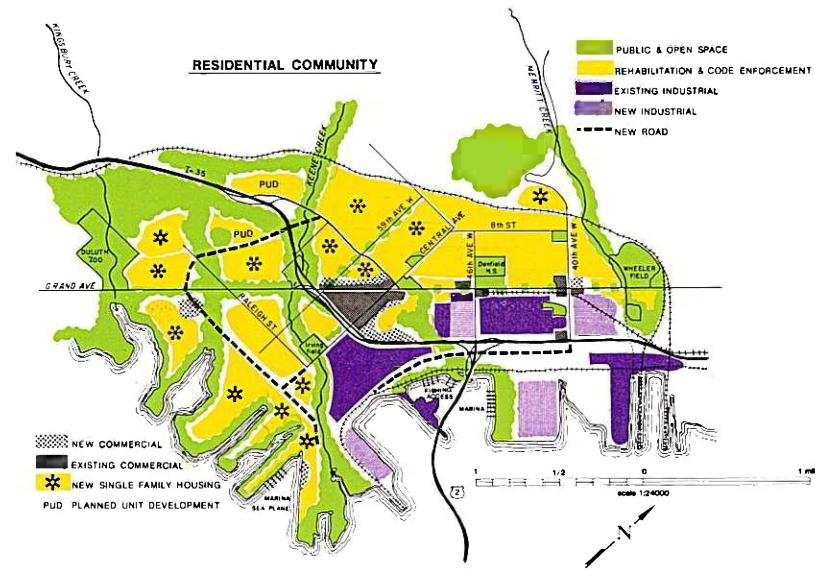
The scenarios developed were "Commercial-Industrial Boom Town", "Natural Community", "Residential Community" and "High-Tech".



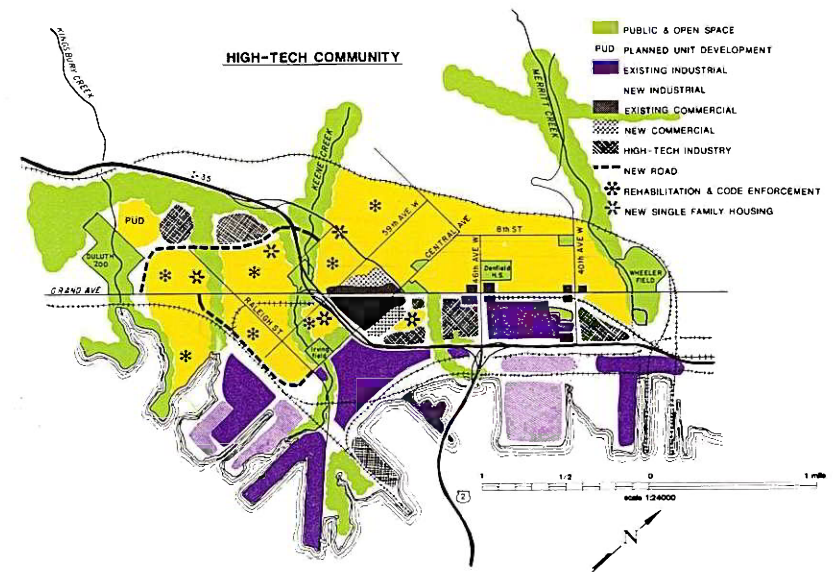
Industrial/Commercial Boom Town Scenario: The concept of this scenario was to illustrate the pattern of land use if future development efforts were focused heavily on the expansion of industrial and commercial activities. Virtually all the area below Grand Avenue would be consumed by such uses. The area above Grand Avenue was left to accommodate residential and other uses. The DW&P yard area and hillside above is redeveloped for residential purposes. Much of the waterfront is filled to its maximum to create additional land for industry.



Natural Community Scenario: This scenario envisioned a particularly strong emphasis on the preservation and enhancement of the considerable natural environmental characteristics found in West Duluth. This took the form of residential redevelopment of all the present industrial lands west of Grassy Point, and the removal of the Burlington Northern tracks west of Lake Superior Paper Industries. It also included creation of a new collector street along Sherburne Street, fishing access beneath Bong Bridge, several marinas along the waterfront including one at the edge of Erie Pier and development of all stream courses with public access facilities up the hillside.



Residential Community Scenario: The Residential Community reclaims much of the south industrial waterfront for new residential uses. The pier to the west of Keene Creek serves as a buffer with the C. Reiss Coal Dock. Public access to the water is maximized. BN tracks are removed west of Lake Superior Paper Industries and re-routed north of the new mill site. The DM&IR facilities are assumed to be functionally obsolete with the changing technology and all ore transshipment activities are shifted to Two Harbors. The right-of-way is converted to trail access along the hillside and allows new residential development to creep up the slope unhindered by effects of the train traffic.



High-Tech Community Scenario: Assuming the City were to designate West Duluth as the top priority site for the establishment of new high-tech industries in the future, this scenario investigates the range of considerations such a situation would generate. High-tech activities assume high cost products with clean environment younger workers and researchers who have different lifestyles centered more on work and recreation with a high interest in higher density housing close to their work place. Higher incomes would promote higher living standards requiring the neighborhood to upgrade structural appearances, streets and roadways, shopping facilities, etc. Locations selected for such industry were DW&P, Oneota Noise Pocket and Berwind Dock.

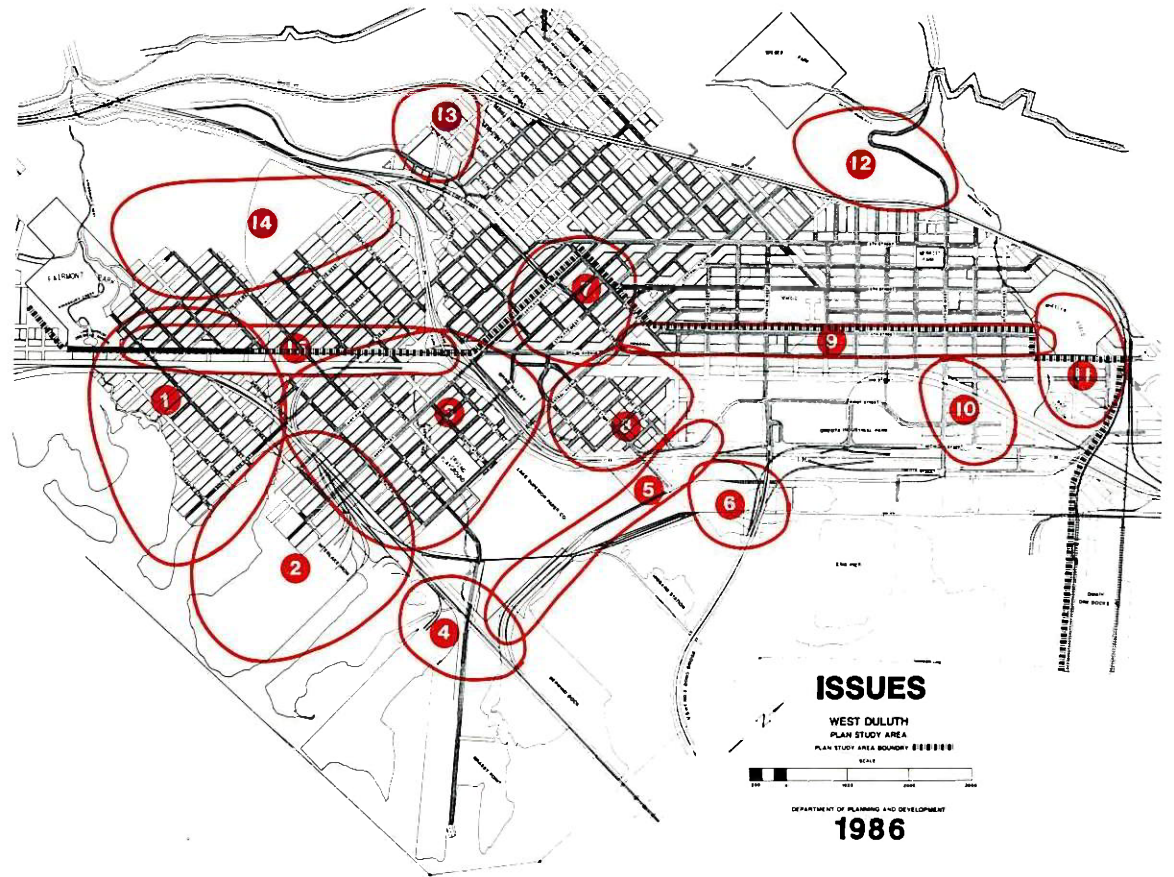
Balanced Community Scenario: This exercise resulted in a composite scenario made up of the desired elements chosen from the other scenarios.

The Plan Steering Committee's response gave the planning staff direction in the preliminary composition of the overall plan for West Duluth. Within the Balanced Community scenario was a number of items yet unresolved and in need of focused discussion. At this point a list was prepared to identify the elements of the area considered as mutually accepted features. A second list was developed to show the Issues.

ISSUES

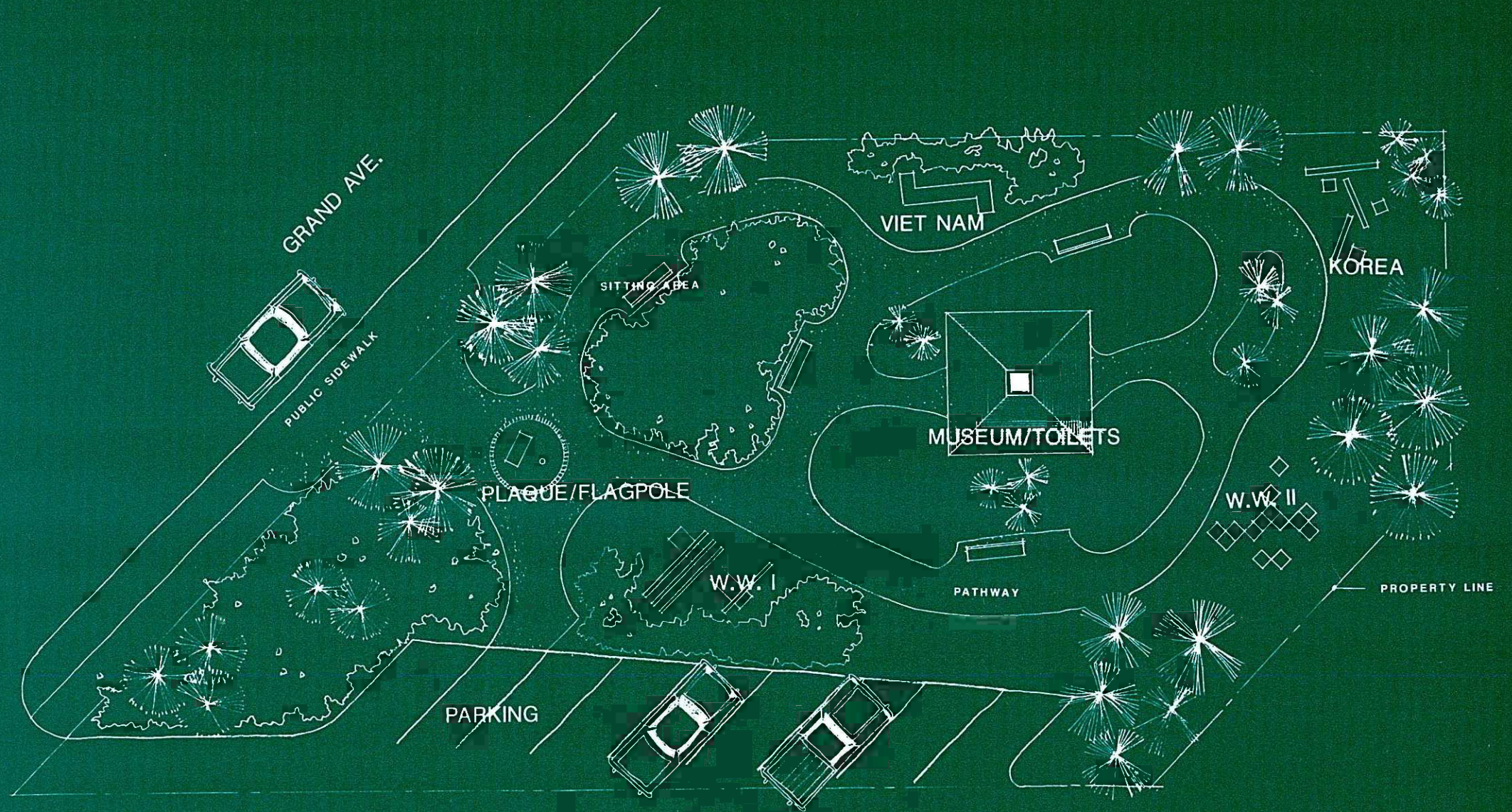
Issue Areas were the subject of the next effort. These were geographic sites where problems were identified along with a need for solutions, or changes were either taking place or about to begin and direction to accommodate this change was required. A total of fifteen Issue Areas were identified.

- Fremont Area
- Interlake/Hallet
- Irving Area
- Keene Creek Outlet
- Lake Superior Alternate Access
- Waterfront Access to "Hots"
- North Edge of Commercial Area
- Ramsey Area
- East Grand Avenue Commercial Strip
- Oneota III (East of 40th)
- Wade-Wheeler Area
- 40th Avenue West Housing Site
- Upper Cody Housing Site
- DW&P Housing Site
- West Grand Avenue/Zoo Approach





Plan Study Area

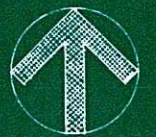


**VETERANS EVERGREEN
MEMORIAL PARK**

DULUTH, MN.

SITE PLAN

SCALE: 1/10" = 1'-0"



PROJECT NORTH

OPPORTUNITY AREAS

Issues that included a geographic site and had the kind of elements that lent themselves to physical solutions were developed further with alternative plans. From among these ideas a recommended action is presented for those areas.

Oneota III Area (East of 40th Ave. W.)

Recent changes have seen residential land uses become a minor element in this portion of the neighborhood. I-35 and Oneota Industrial Park have removed the majority of homes. Historically, industrial and residential uses have been inter-mixed creating a blight on each other.

At the initiative of area property owners in this area a petition was circulated to get the area rezoned to non-residential. This has set the stage for new options.

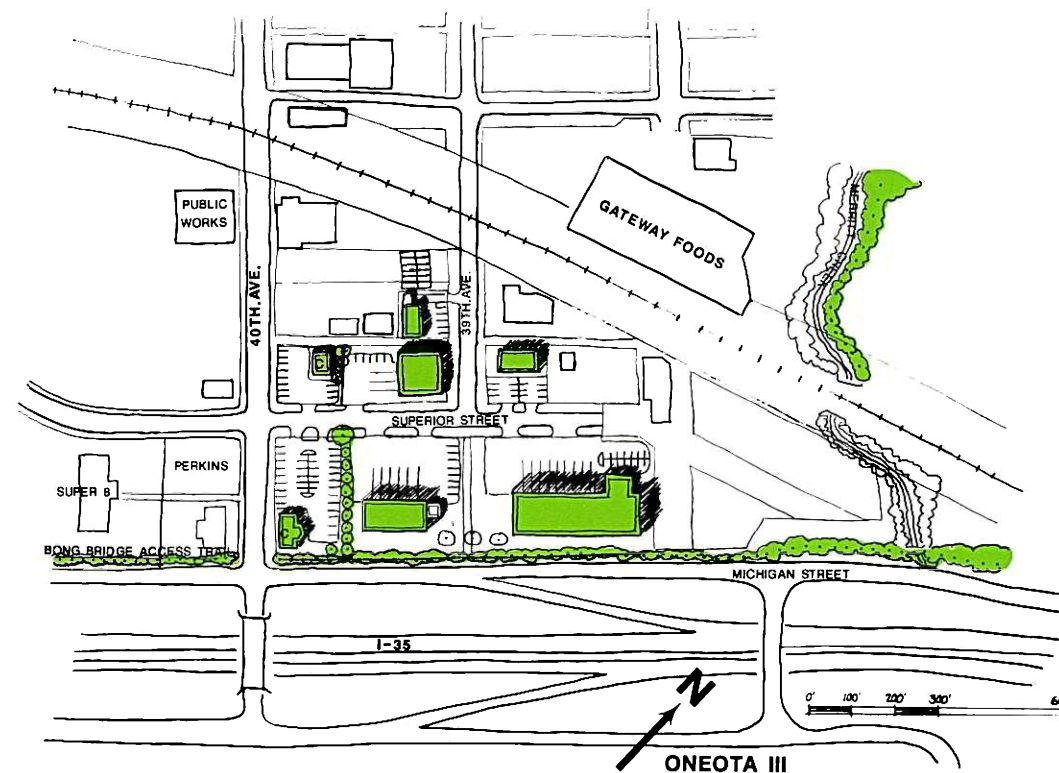
With the West Duluth industrial park sites nearly all developed, additional lands will be needed for both commercial and industrial uses especially for ones with good convenient Interstate Freeway access.

Recommended Actions

Future uses should be devoted to commercial development immediately fronting on the corner of 40th Avenue West and Michigan Street with the remainder of the area designated for industrial.

Thirty-Ninth Avenue West should be vacated between Superior and Michigan Streets (retaining a sufficient easement for utilities) to maximize the size of lots. The illustrated plan suggests a proposed layout for the space.

Minor rezoning will be needed.



Ramsey Neighborhood Area

The Ramsey area has been in a state of transition for many years. I-35 construction, the removal of the BN and DW&P tracks, conversion of the former Koolerator Plant to the K-Mart Store and temporary closure of Superior Street from 46th Avenue West have all had negative impacts on the aging housing stock found in this compact area.

Noise from I-35 has been mentioned by many of the residents. Absentee ownership of residential properties is obvious with its apparent lack of maintenance on many properties. Remaining owners find their property values declining despite maintenance efforts. No quality open park space exists in the immediate area for use by the residents.

However, the area does have immediate access to shopping, medical, active recreation and transportation facilities within easy walking distance.

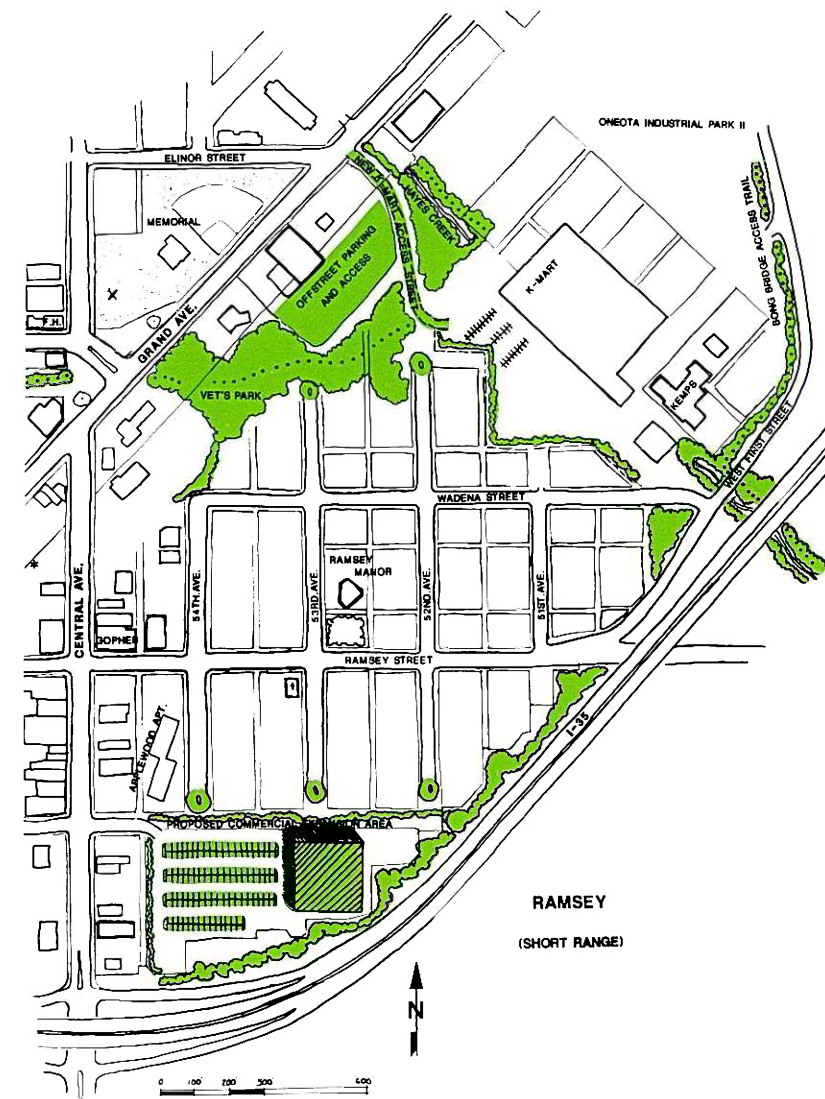
Structural conditions exhibit a rather high concentration of deteriorating and dilapidated buildings. Owners and occupants claim significant damage from heavy truck traffic on the local streets, in addition to the lack of basements and the modest quality of construction.

Recommended Actions

Two stages of change are recommended for this area. The first consists of actions capable of being accomplished with little delay. An initial action is to close the avenues having direct access to the K-Mart parking lot on the south side of the building to significantly reduce the through neighborhood traffic. This could be done following the construction of a new access road to the K-Mart property directly from Grand Avenue. Ramsey Street would no longer be the primary access.

Rezoning actions include the area south of Bristol Street between I-35 and the alley east of Central Avenue from residential to commercial to allow for Spirit Valley expansion. The commercial strip along Ramsey Street would be down-zoned to residential to reduce the future mixed land use potential.

The development of Veteran's Park on Grand Avenue offers an opportunity to extend the open space and buffer strip between the residential and commercial/industrial uses. The remnants of BN and DW&P right-of-way between the McDonald's and Chroma Glo buildings are suggested for a combination of public/private uses including off-street access and parking for the commercial properties.



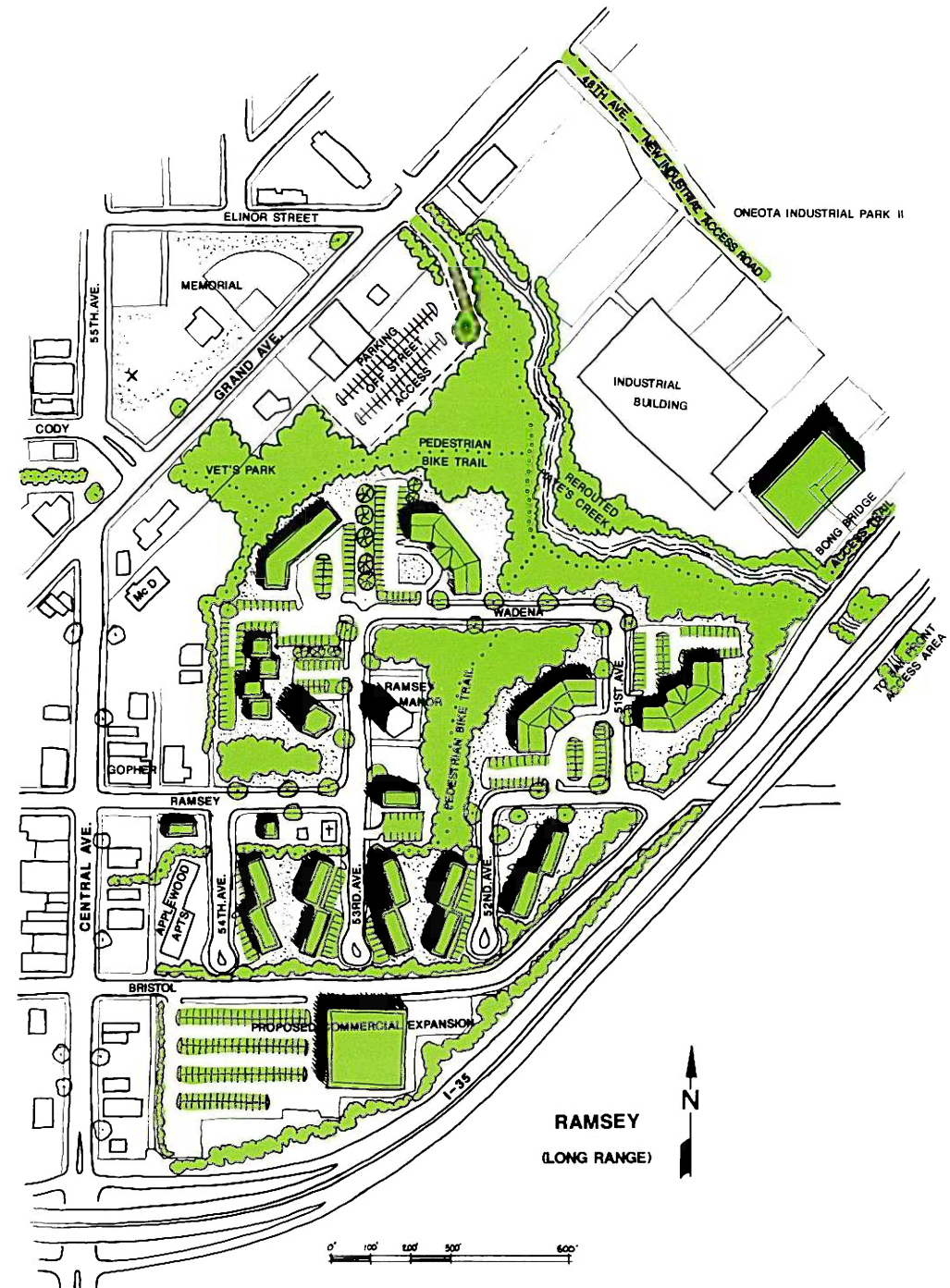
The long term plan envisions an almost complete redevelopment of the Ramsey Area with virtual removal of all single family residences to be replaced by higher density housing built to accommodate new living styles

and constructed to reduce noise. A new street connection extending the new First Street roadway would be connected to Bristol Street making Ramsey Street a minor street. Apartments similar in scale to Applewood are suggested to be constructed eastward from the existing building. Additional higher density apartment buildings are proposed north of Ramsey Street in the vicinity of Ramsey Manor. Hayes Creek (former 49th Avenue West Creek) should be uncovered from Grand Avenue to the St. Louis River. This would include uncovering the creek area presently under the K-Mart parking lot. If the K-Mart business is relocated from the Koolerator Building future use should revert to industrial with orientation from Oneota Industrial Park on the east side.

The renaming of 49th Avenue West Creek to Hayes Creek is suggested in honor of one of the early arrivals to the Oneota area. Hiram Hayes was an active member of the Old Settler's Association who first came to Duluth in 1854 while working on the survey of the route for the Lake Superior & Mississippi Railroad from the Twin Cities. He wrote short papers about his memories of West Duluth people and events. His home at 411 51st Avenue West still remains on one of the lots he subdivided in that area of West Duluth for development. He died at the age of 86 in 1918.

Opening the creek offers an opportunity to develop a trail system and extensive open space areas among the higher density structures with possible placement of a trail segment connecting into the Central Avenue Business Area south of Ramsey Street and another extending to a new park on the river.

The redevelopment will include buffer areas where needed to separate conflicting uses and to enhance the area in general.



Irving/Interlake-Hallet Dock-Area

Industrial development around Irving residential area has increased since the construction of I-35 about fifteen years ago.

Inappropriate zoning, industrial truck traffic on the neighborhood streets, air quality problems caused by open hauling and dirt streets, deteriorating housing quality caused by these adverse conditions and I-35 traffic noise and exhaust pollution all combine to create the need for changes to improve the area.



The opening of the Bong Bridge in late 1984 removed a considerable amount of interstate traffic from Central Avenue and Raleigh Street which formerly used the Arrowhead Bridge. The private acquisition of all of the residential properties between Nicollet and Main Streets on the west side of Central Avenue along with the construction of a paper mill on the east side has completely changed the character of this section of street.

Central Avenue from I-35 to Raleigh Street will have very little if any, residential useage. The former Irving School building is

gradually converting to residential use with an increased need for off-street parking. The Irving Playground facility has been in need of off-street parking space for a long time. The Keene Creek corridor is somewhat unsightly between Duluth Steel Fabricators and the playground. Public access to the St. Louis River from the neighborhood is virtually non-existent.

The south waterfront area is served by Raleigh Street and 59th Avenue West which requires the industrial vehicles to travel through the residential section of the neighborhood. Arterial traffic between Central Avenue and Grand Avenue also uses Raleigh Street.

Several dirt streets contribute to the dust problem, as evidenced by the federal non-attainment designation for air quality. Direct exposure between residential and other types of uses exists on almost all sides of the area.

Home owners in the Irving Area have chosen large parcels of land resulting in rather low development density even though the area is zoned for duplex use. Gardens and large yard space is the norm here.



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The presence of the Burlington Northern trackage connecting Grassy Point to Wisconsin and the Hallet Dock property, formerly Interlake Iron, causes the neighboring residents considerable inconvenience. The large bulk materials handling operation including a coal dock and its attendant trucks creates a negative impact in the form of noise, dust, vibrations and late night operations.

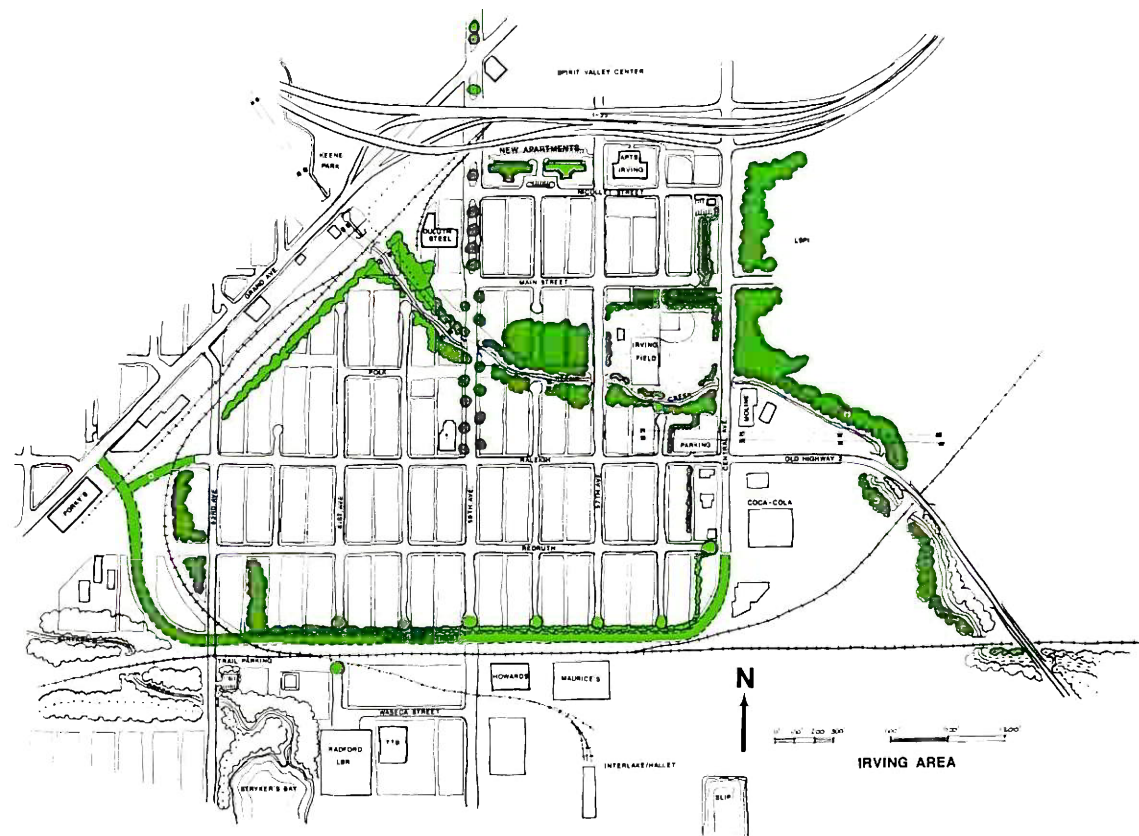
Recommended Actions

For stability to return to the neighborhood several changes can be made. One of the priority recommendations is the relocation of industrial truck traffic by constructing a new access road connecting Central Avenue to Grand Avenue along the north edge of the railroad in the general alignment of Sherburne Street. Construction of this street would allow the termination of north-south industrial traffic through the residential area. Sixty Third Avenue West should continue to provide access to the Fremont Area. In concert with the placement of the industrial road along the north edge of the railroad, a buffer of appropriate design and materials to effectively reduce the traffic noise, dust and visual exposure to the neighborhood should be created.

The one-half block of property on the west side of Central Avenue immediately adjacent to the paper mill site between Nicollet and Main Streets should be extensively buffered through combined use of fencing, mounding and plant materials. The paper mill is committed to heavy landscape treatment on the east side of Central Avenue within their project area.

Main Street access to Central Avenue should be closed off at the alley to eliminate cross neighborhood vehicle traffic west connecting to Central Avenue.

Off-street parking for the residents of the



former Irving School Building could be provided in the area beneath I-35 immediately adjacent the site. Parking for Irving Playground can be developed on the north edge of the site off Main Street with acquisition of the State property.

Efforts should be made to create a strong buffer south of Irving Field to separate the parking lot on the corner of Raleigh and Central and the alley between Central and 56th Avenue West below Raleigh Street to screen the industrial uses from the residential development to the west.

Along the west edge of the neighborhood the railroad track should be visually buffered

from the adjacent residential area between Sherburne Street and Nicollet St.

Rezoning is suggested to reduce the commercial classification on the west side of Central Avenue to residential to assure the buffer strip; in the vicinity of Raleigh Street and 56th Avenue West from commercial to residential; industrial to residential below Raleigh Street between 56th and 58th Avenues West and east of 59th Avenue West north of Nicollet St.

The dirt streets are recommended to be hard surfaced. Extension of pedestrian and bike trails, particularly along Keene Creek would enhance the residential living environment. Extensive public land ownership exists along Keene Creek between the park and playground facilities making the possibility of formalizing public access through this area more realistic.



Business Area (North of Grand Avenue)

Since the business area had been the subject of intense study and redevelopment in recent years this program did not focus heavily on it. However, attention was directed toward its

edges where an interface takes place with residential land uses. Because the commercial uses on the north side of Grand Avenue between Central Avenue and 59th Avenue West are so close to residential property, this edge was surveyed most closely. Off-street parking for customers here is almost non-existent. Businesses use the narrow alley behind the buildings for delivery purposes but the space is extremely limited and causes conflict with adjoining residential property.

These incompatible uses have caused some deterioration of structures along this edge. Restrictive zoning district boundaries have protected the residential property from encroachment while having a strangling effect on the commercial activity.

A resounding need for off-street parking throughout the commercial area has been heard from the business community. As new businesses develop and existing businesses change efforts are being made to incorporate adequate off-street parking to accommodate needs and hopefully some excess space for the public at large.

Recommended Actions

Selective removal of adjacent residential property for the creation of several small off-street parking lots along the north edge of the commercial district above Grand Avenue is proposed. Two of the areas could be formalized with removal of three residences.

When developed, the off-street parking lots should incorporate adequate buffering treatment in the form of fencing, landscape plantings and other appropriate techniques to protect the adjacent residential values and interests. The space should also be hard surfaced.

Rezonings related to this area are minor in nature reflecting the sites most likely to be targeted for off-street parking facilities.





The Storefront Revitalization Program should be accelerated to implement the upgrading initiated by the City and business community.

Wade/Wheeler Area

The area between Wade Stadium and the Wheeler Recreation facilities contains a compact pocket of housing with a few commercial operations. As the recreation activities have expanded at both facilities in response to field sports and a renewed interest in using Wade Stadium for other special entertainment events, off-street parking needs have increased significantly. With this has come a certain amount of conflict with the residential area.

Structural conditions of buildings close to the stadium have deteriorated to the extent that they have been removed without replacement. For the most part the majority of other buildings in this area are in good condition.

The parking lots at both Wade and Wheeler are mostly dirt surfaced and result in dusty conditions caused by wind and vehicle traffic.

Recommended Actions

The plan proposes further city expansion of parking space along the west edge of the Wade complex and incorporates a separate circulation system from the neighborhood streets. This includes no through traffic from Grand Avenue to the Wade parking area on 35th Avenue West.

The parking area could be used by the public for events at either facility. Its development should incorporate adequate separation to screen the lot from the adjacent residential areas and should serve as a model to be used elsewhere in the West Duluth area for buffering purposes.



As a part of the neighborhood plan, a pedestrian/bike trail system linking Wade/Wheeler to Memorial and the Bong Bridge is proposed along Michigan Street between Wade-Wheeler and Ramsey St.

Rezoning will reduce the amount of commercial classification and downzone some of the existing residential area from "R-2" (Duplex) to "R-1-C" (Single Family) in an effort to stabilize the area.

West Grand Avenue/Zoo/Highway Approach

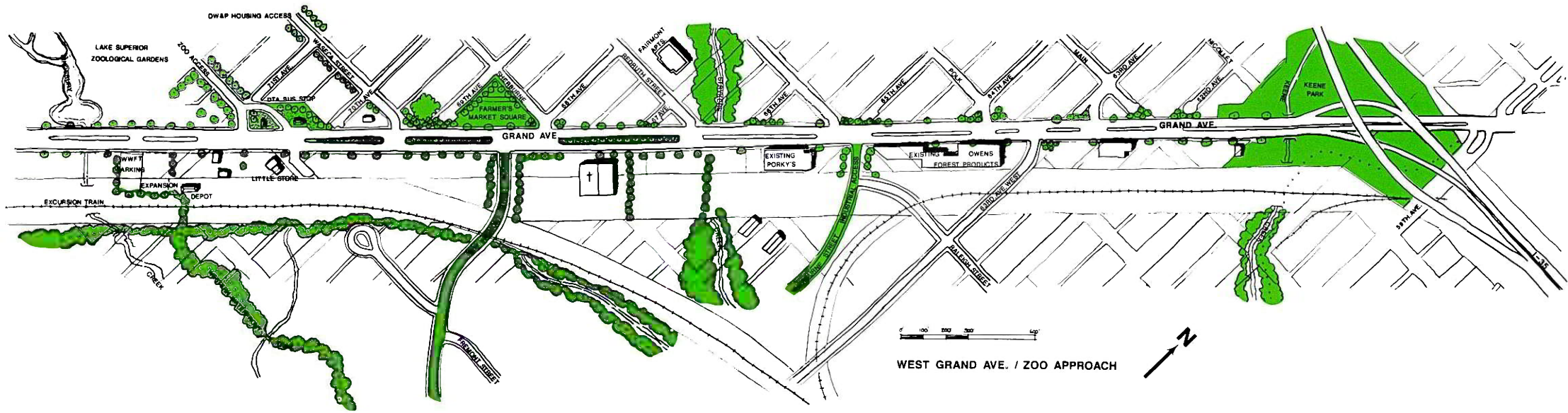
The Lake Superior Zoological Gardens will be undergoing a multi-million dollar renovation and expansion program in the near future. As a result, a significant increase in visitor traffic from throughout the region is anticipated.

With the acquisition of the BN right-of-way through the business area, use of the former track between Waseca and Raleigh Streets has been discontinued with some parcels sold to adjacent properties.

Commercial and industrial properties adjacent to Grand Avenue are in various states of repair with some in transition and others, such as the Klearflax Building, recently have been demolished.

Vacant commercial and industrial properties, poorly maintained occupied structures and open storage of unsightly materials and vehicles are but a few of the elements immediately apparent to the casual observer. Residential standard street lighting, lack of boulevard landscape trees, outdoor advertising structures and grown over vacant land further describe the character of this corridor.

Intersections of streets and avenues with Grand Avenue are at 45 degree angles creating hazardous access to this major roadway.



Recommended Actions

The multi-million dollar upgrading of the Lake Superior Zoological Gardens over the next few years will add yet another tourist and visitor attraction to the city. To compliment that facility, the route of arrival, West Grand Avenue from I-35 to the Fremont Street entrance should be improved to create a special sense of arrival. This can be accomplished through the addition of special street lights, selective placement of trees, shrubs and flowers, boulevard trees and

selective installation of poles for festive sign placards and banners related to zoo themes or special events.

Street intersections on Grand Avenue should be rebuilt to 90 degrees wherever practical. This will create areas for concentrated landscape planting and will improve the safety of intersecting traffic.

A farmer's market area should be created in the vicinity of the privately owned area now used occasionally for this purpose at the

corner of Sherburne and 68th Avenue West. Appropriately prepared and landscaped, such an area could serve all interested farmers with a location to sell their produce and at the same time provide a colorful and pleasant experience.

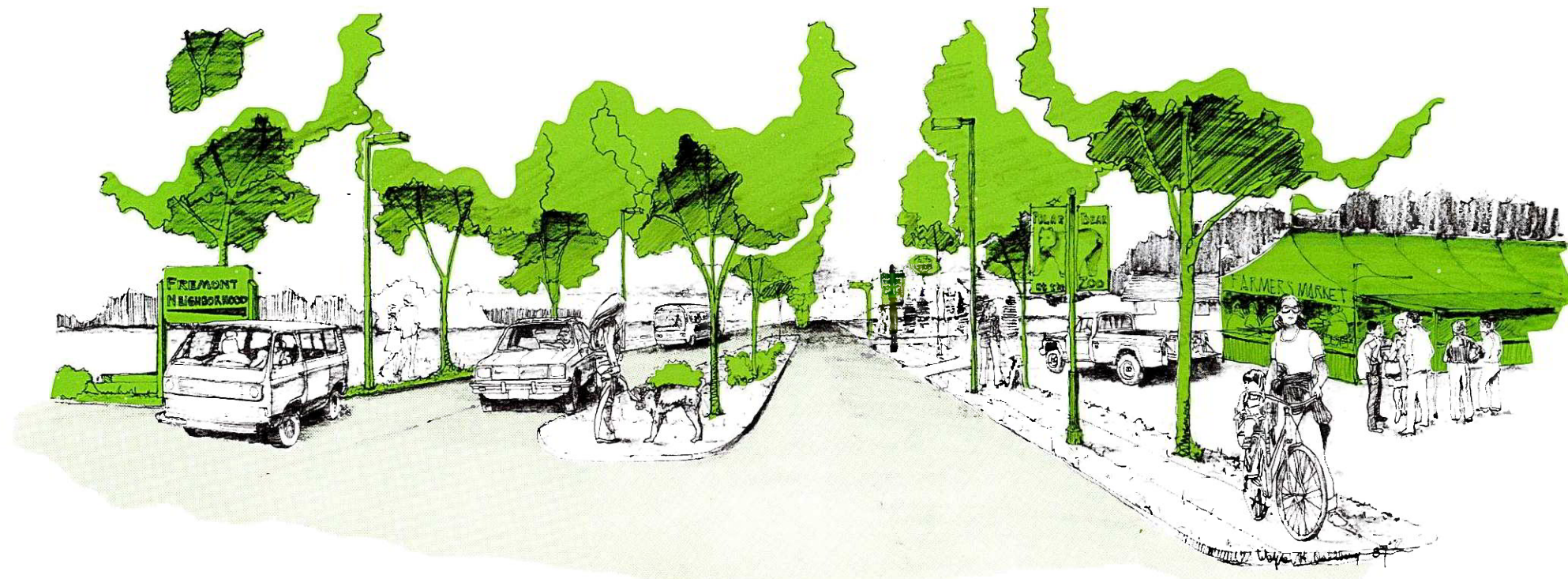
Visual screening of open storage areas will be strongly encouraged to enhance the visual experience between I-35 and the Zoological Gardens.

The parking area for the Western Waterfront Trail should be expanded to accommodate increased use because of the proposed extension eastward through the Fremont Area. If the excursion train continues to start and end its trips from this location it is another reason to expand public land ownership here.

Rezoning is proposed to reclassify land from commercial to residential along the upper side of Grand Avenue. On the lower side the industrial zone will be reclassified to residential west of Porky's building materials business fenced in area to Fremont Street and 70th Avenue West. A small area now occupied by commercial development adjacent to the Western Waterfront Trail parking lot should remain zoned commercial.

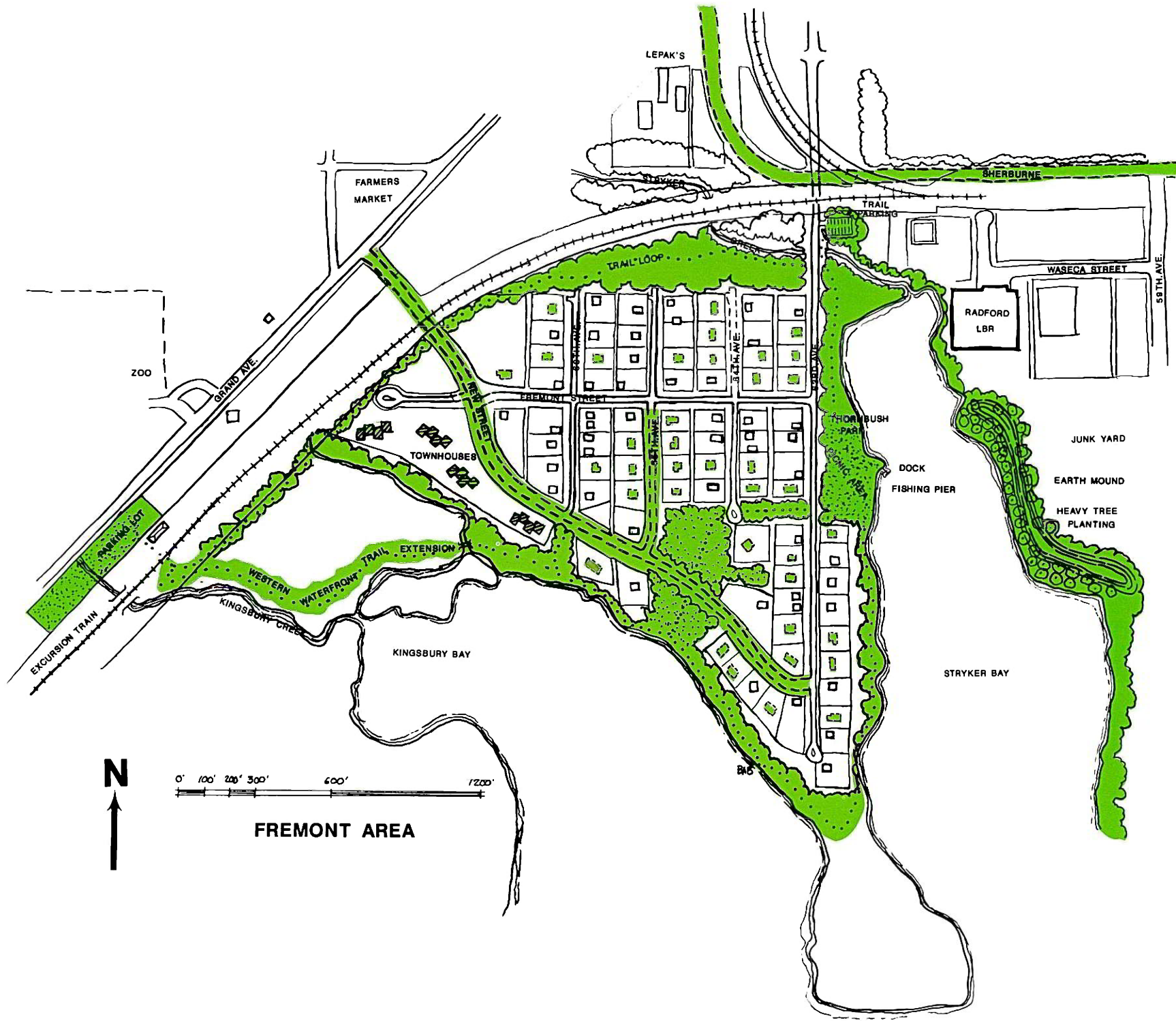
Fremont

Fremont is an isolated neighborhood with two major streets serving a low density residential development that could be characterized as rural-urban living. Pacquin Lumber went out of business several years ago and removed a materials storage yard from the



WEST GRAND AVENUE - ZOO - HIGHWAY APPROACH





FREMONT AREA

northwest edge of the area. The rail traffic to the west on the BN track has been reduced to very infrequent trips to serve a plant at Riverside and as an alternate route to Wisconsin through Oliver as a backup to any problems with the Grassy Point bridge.

The east edge of Fremont overlooks Stryker Bay to the east with the Interlake Iron-Hallet Dock industrial property situated on the far side. A large low undeveloped area beyond the south end of 63rd Avenue West projects out into the river and is used for the location of two communication towers.

Land use in the area is largely scattered residential. Structural quality varies from new to deteriorating with a few buildings dilapidated. Public land ownership is nearly one-third with the majority in state tax forfeit status. The land adjacent the St. Louis River is mostly in city ownership. South 63rd Avenue West is the only paved street but is in rough condition. All other streets are dirt surfaced. An old ice-house foundation is located adjacent to 63rd Avenue West on the water side between Natchez and Fremont Street and is somewhat of a blighting influence in the neighborhood.

Recommended Actions

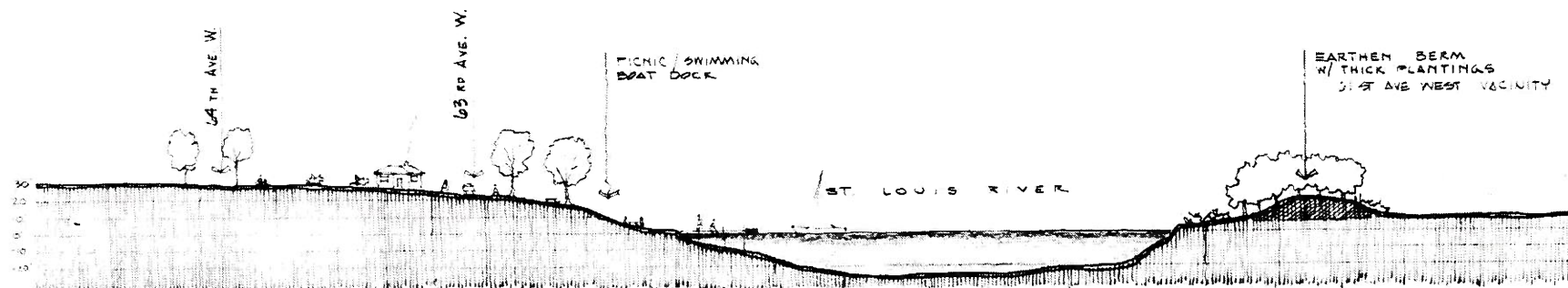
One of the goals established early in the planning process placed significant emphasis on increasing residential access to the water. The Fremont Area is one of the few areas in

West Duluth where residential access to the water is possible. This potential relationship to the water has significance to the entire West Duluth neighborhood as well as the Fremont residential area.

One recommendation is to extend the Western Waterfront Trail in this direction. Since it terminates at the west edge of the neighborhood, this would be an easy extension to achieve. It could be developed northward through Thornbush Park between Fremont and Natchez Streets and into the Irving neighborhood.

With the clean up of St. Louis River, there is a demand for new home sites with water exposure. It is proposed that the area east of 67th Avenue West be rezoned from "R-2" (Duplex) to "R-1-B" (Single Family) to encourage development of new single family residences. The remainder of the area to the west will remain in "R-2" with the "M-1" (Industrial) category downzoned to "R-2" along the railroad right-of-way to allow for the development of higher density housing more suitable for the Grand Avenue Corridor.

New street construction and hard surface paving of existing streets are recommended to upgrade the environmental quality of Fremont. Utility extensions should be made to coincide with the areas proposed for development. A new street would be located parallel with the



waterfront west of 63rd Avenue West connecting 67th Avenue West to Fremont Street. The intersection of Fremont Street and Grand Avenue is suggested to be relocated further to the northeast in the vicinity of the west edge of the new Baptist church site. Such a new access will create an entirely different and more positive, direct and attractive impression upon entering this area. Through creative design and landscaping a much more positive image of the neighborhood can be created.

Large lots will reflect existing patterns of development. In concert with the large lots, ready access to the river is shown at street ends to allow easy connection with the Western Waterfront Trail. In addition, the design integrates access from interior lots to public open spaces provided for recreation purposes and linkages to the linear trail system.

Thornbush Park would contain a swimming area and boat tie-up at a dock. Boat launch facilities are not proposed at this location due to lack of adequate space for parking vehicles with trailers and the desire to avoid introduction of traffic into the neighborhood.

PROPOSED FUTURE PATTERNS OF DEVELOPMENT-GENERAL ISSUES

Neighborhood Improvement & Stabilization

Environmental Quality:

Hazardous Wastes- A number of locations identified during the earlier phases of the planning program suggests care be taken when considering development. While some sites may not contain significant concentrations of hazardous materials preliminary testing would avoid serious consequences at a later time.

Air Quality-The area below Grand Avenue from the Ore Docks to 61st Avenue West is classi-



fied as non-attainment by the EPA. Much of this condition is dust entering the environment from vehicle traffic on dirt streets and parking lots, and wind blown particulates from open areas, streets, storage piles and bulk materials transfer.

Recommendations include paving as many streets, haul roads, driveways, and parking and storage lots as possible to reduce the amount of blowing dust. These include both public and private facilities. In addition, in handling bulk materials every precaution must be taken to insure dust emissions will be at a minimum. Covering trucks hauling fine granular material such as gravel, dirt, coal and wood chips can substantially reduce the amount of particulate matter released to the air.

Transportation System:

Truck Routes- As the neighborhood changes, attention must be paid to the function of truck routes and their location relative to adjoining land uses. The route designated on Cody Street between I-35 and Central Avenue is questionable.

The heavier traveled streets designated as "aided" are hard surfaced utilizing federal, state or county funds to accomplish the paving. Those streets serving local residential areas are paved only when a sufficient petition from the majority of adjoining property owners is submitted to the City. In this petition, property owners consent to the assessment to pay the cost of improvement to the surface which may include street, curb and gutter and sidewalks. Many of the older concrete streets and alleys in the neighborhood are in advanced stages of deterioration with several generations of cold mix patches. Oblique angle intersections occur with major thoroughfares such as Grand Avenue. Other uncontrolled intersections have traffic volume and turning movement conflicts. Locations mentioned by residents having difficulty are Bristol and Central Avenue, I-35 and Central Avenue, Elinor Street and Grand Avenue, Central Avenue and Cody Street with the island in the center, and Raleigh Street and Grand Avenue. The Cody intersection is particularly hazardous for pedestrians crossing Cody Street in the vicinity of Memorial Playground.

Concern expressed by area residents related to the expected traffic problems at the I-35-Central Avenue Intersection prompted consideration of a possible new access route for Lake Superior Paper Industries and other waterfront industrial traffic.

Recommended Actions

Truck Routes-

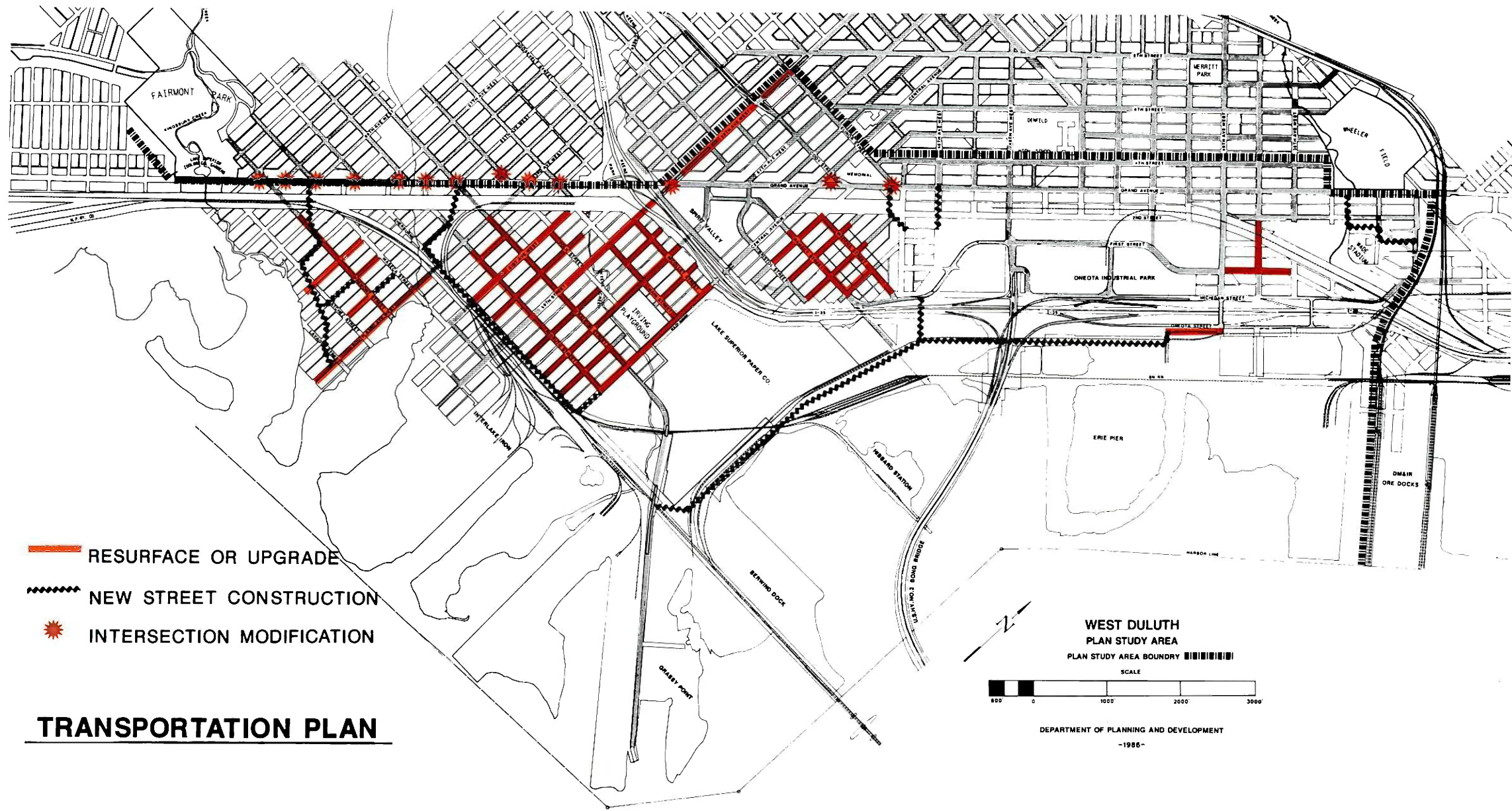
- Evaluate and consider elimination of Cody Street from the system
- Dedesignate Raleigh Street when Sherburne is constructed.
- Dedesignate 59th Ave. West between Raleigh Street and Sherburne when the new industrial access road (Sherburne St.) is built.




New Streets-

- If the Central Avenue and I-35 intersection traffic volumes exceed the design capacity of this facility and alterations are no longer feasible consideration should be given to the possible construction of an alternate waterfront route (as noted on the map) from 40th Avenue West to Old Highway 2.
- Construct residential access streets as noted on the detailed sketches.
- Construct 48th Avenue West connection between Grand Avenue and Oneota Industrial Park.

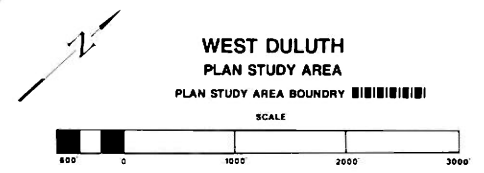
Improvement of Existing Surfacing and Intersections-

- Begin programming of repair and replacement of existing hard surfaced streets which are in bad condition.
- Initiate surfacing program for dirt surfaced streets especially in the air quality non-attainment area.
- Consider development of improved techniques to be implemented to minimize the incremental destruction of smooth surfaced streets by utility repairs.
- Investigate redesign of the Grand Avenue, Central Avenue and Cody Street intersection to reduce the free flow nature of traffic through this area by possibly combining Cody and Central Avenue into a 90 degree intersection with Grand Ave.
- Program redesign and reconstruction of all 45 degree intersections starting with the higher volume locations.
- Analyze uncontrolled high volume intersections for possible installation of control devices.

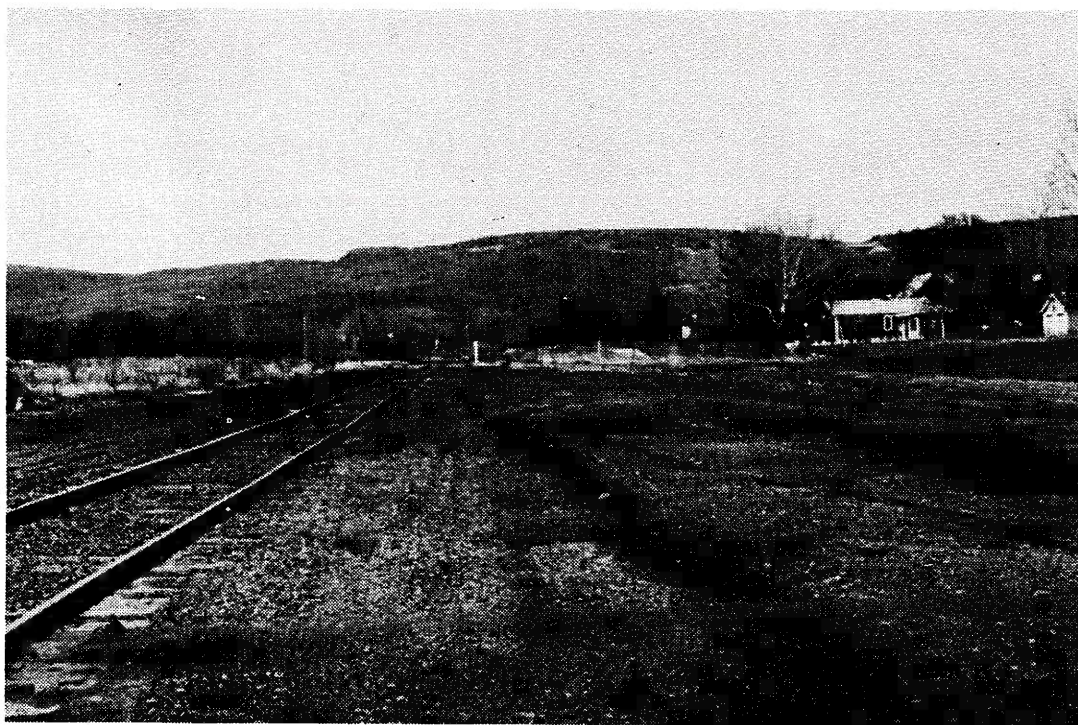


-  RESURFACE OR UPGRADE
-  NEW STREET CONSTRUCTION
-  INTERSECTION MODIFICATION

TRANSPORTATION PLAN



DEPARTMENT OF PLANNING AND DEVELOPMENT
 -1988-



Zoning Revisions:

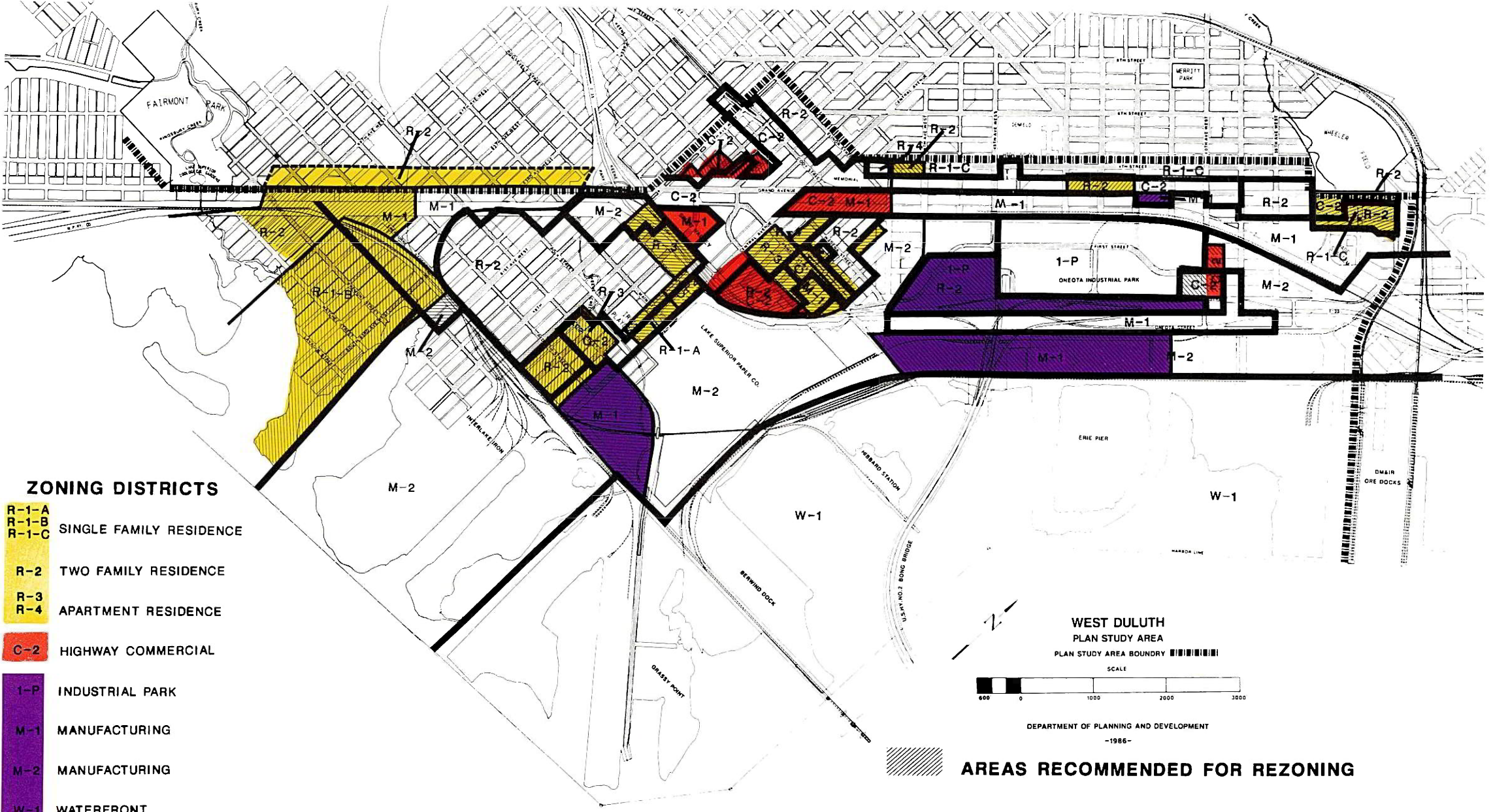
The classification of land areas according to certain use designations is intended to lend stability to investments and value.

The zoning in West Duluth was developed at the same time the entire city was classified and adopted through the comprehensive planning process. The first zoning was adopted in 1928 with subsequent major revisions in 1959. Other minor small area rezonings have taken place almost continuously in recent years to accommodate change through the redevelopment process. It is clear initial zoning districts in most cases reflected existing land uses with a few areas indicating potential future land use needs different from the current uses.

Recommended Rezoning

Within the West Duluth Plan Study Area 440 acres are recommended for rezoning action. The largest proposal is in the Fremont Area with downzoning from "R-2" (Duplex) to "R-1-B" (Single Family Residential) in order to recognize and nurture the existing low density of housing. Several small locations involve downzoning "M-2" (Heavy Industrial) to either "M-1" (Light Industrial) or "R" or "C" (Commercial) classifications. In a few instances "C-2" is downzoned to "R" to reflect existing development types. On the fringe of the central business area, "R" zones are recommended for change to "C-2" to accommodate expansion needs in the future. In the Oneota area, residual classifications from the former development are recommended to be revised to reflect anticipated future use patterns in the form of industrial development. Throughout the plan buffers are recommended in various forms. Consideration should be given to the drafting of specific language for addition to the zoning code which would incorporate buffer provisions.

Such rezoning will be accomplished after public hearings by both the City Planning Commission and City Council are held on specific recommendations.

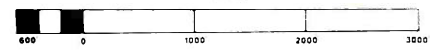


ZONING DISTRICTS

- R-1-A
- R-1-B
- R-1-C SINGLE FAMILY RESIDENCE
- R-2 TWO FAMILY RESIDENCE
- R-3
- R-4 APARTMENT RESIDENCE
- C-2 HIGHWAY COMMERCIAL
- 1-P INDUSTRIAL PARK
- M-1 MANUFACTURING
- M-2 MANUFACTURING
- W-1 WATERFRONT

**WEST DULUTH
PLAN STUDY AREA**

PLAN STUDY AREA BOUNDARY [Symbol]



DEPARTMENT OF PLANNING AND DEVELOPMENT
-1986-

AREAS RECOMMENDED FOR REZONING



Housing Preservation & Development

Within the Plan Study Area there are 983 residential buildings which contain a total of 1,492 units. Of these, the majority, 804 buildings, are single family homes. One hundred sixty three are duplexes and 16 are apartment buildings. While the majority of the apartment buildings are smaller structures containing three to seven units, several large apartment buildings are located in the area. Overall, the predominant residential type in the Plan Study Area is the detached single family home, with multi-family dwellings mainly concentrated in the Ramsey Neighborhood.

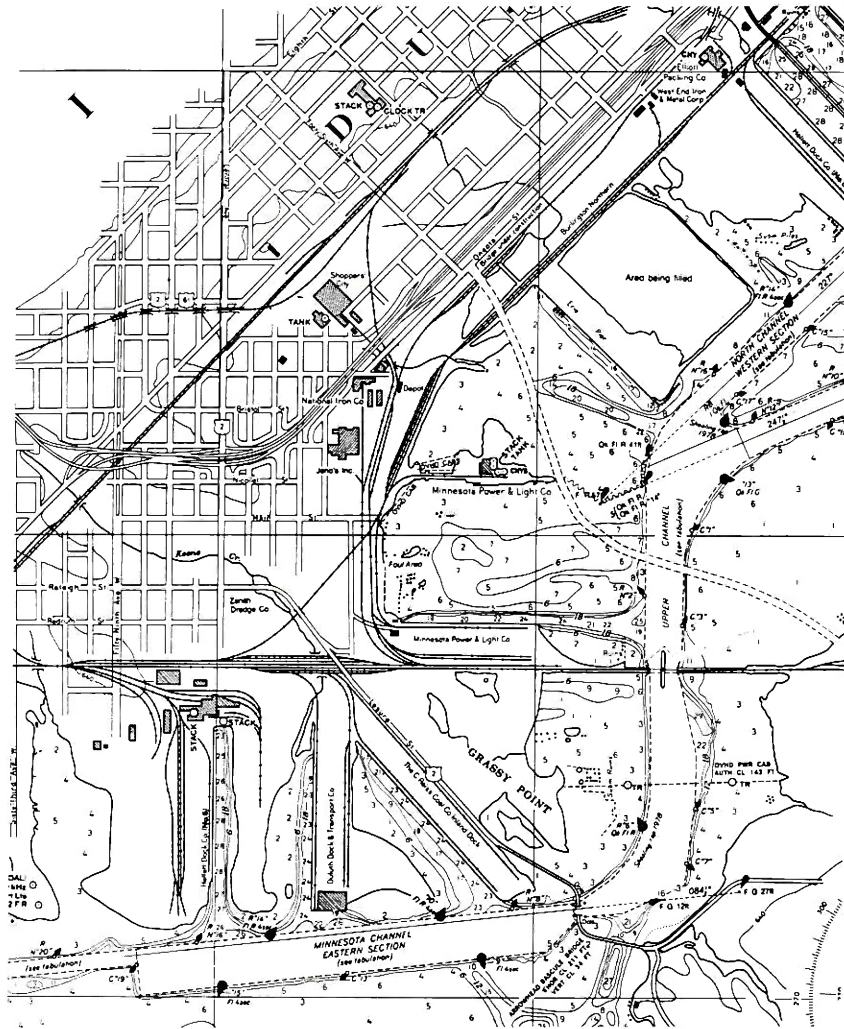
The majority of the housing units in the Plan Study Area tend to be older since there has been little new residential development in the PSA in recent years. For the large part, there has been a decrease in the number of residential units in the area over the last 20 years due to the expansion or development of various industrial, commercial or transportation activities. As a result, several of the residential neighborhoods have been isolated into small pockets which are surrounded by industrial or commercial land uses. This will be explored in more detail in the Housing Opportunity Study Area section of the Plan.

Since the entire West Duluth Neighborhood is viewed as an area of housing opportunities, a detailed look at housing conditions, needs and specific recommendations will be dealt with in the Housing Opportunity Study Area Section.

Waterfront Development & Redevelopment

As a means to keep the Ports of Duluth-Superior competitive with ocean ports on the coast lines, the U.S. Corps of Engineers prepared a study and proposal to deepen the channels in the Harbor and lower St. Louis River to a depth of 27 feet from the present 22 feet. The project is intended to extend up river to the foot of Hallet Dock #6 or approximately 59th Avenue West.

Funding for the work will come from the federal government with a portion from local units of government. Although the project has been authorized by Congress, funding has yet to be appropriated.



It is expected when the channels are deepened that more water shipping will be in demand for bulk cargo movements through the harbor. In West Duluth, few ideal sites are available for development of the 100+ acre size to accommodate the needs of modern material storage and handling. Sites similar to the ORTRAN facility in Superior, Wisconsin are desirable with channel-side loading as opposed to the perpendicular slip access historically used for this purpose.

Recommended Actions

Limited opportunities exist to consider the placement of fill materials along the waterfront in current slip and undeveloped areas to create large area parcels. Preliminary findings of the Harbor Plan indicate possible locations.

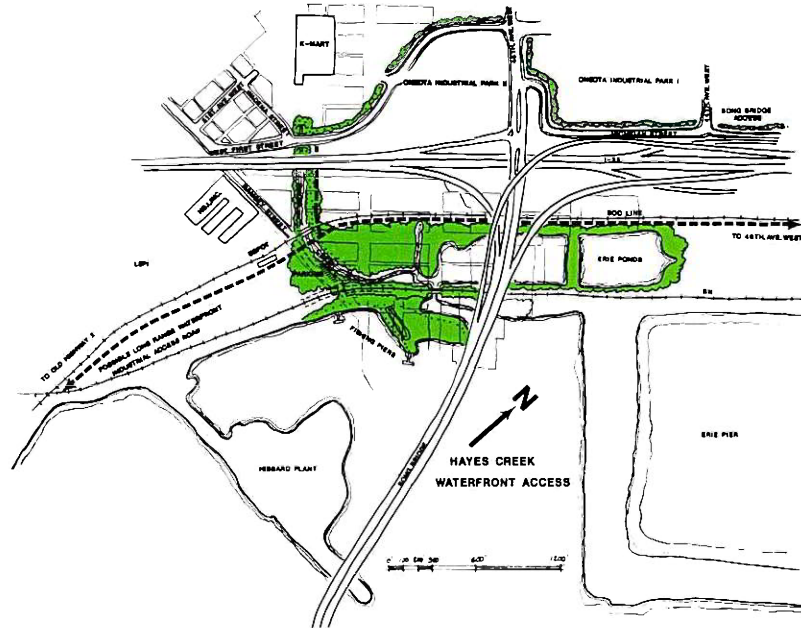
One site involves the triangular area between the C. Reiss Coal Company dock (now Koch) and the Hallet pier to the west. Ownership is split between two parties and would require some type of agreement or consolidation of ownership to proceed with this project.

It is not clear whether maintenance dredge spoils will continue to be required to be placed within containment areas such as Erie Pier because of the polluted status of these materials. Originally, Erie Pier was sized to accept all the polluted materials from channel maintenance operations. At such time the containment area would be filled, it was assumed the level of polluted materials remaining would be below the minimum federal and state standards. This need is under discussion between DNR and PCA to ascertain the future need for another containment area. Should that prove to be a need, it is recommended arrangements be made to dispose of the dredge spoils in one of the privately owned sites.

Public Access to the Water/River:

Considerable interest was expressed in the early planning stages to establish formal public access to the river since there are no existing sites in the neighborhood. Gone was the swimming hole at the end of S. 63rd Avenue West. A few places such as the "hots" at the Hibbard Station had been used informally as a fishing spot over the years but the station has not operated for over 10 years and construction of the Bong Bridge altered the river bottom in that area. The Hibbard

Station will be operating as a steam generation station for Lake Superior Paper Industries in the next few months and construction activity on Bong Bridge is over leaving the old fishing area quiet once again with the "hots" back. The property ownership in this area is railroad.



The closing and removal of the Arrowhead Bridge has left the end of the highway at the edge of the St. Louis River adjacent to Grassy Point a wildlife refuge area. The 240 acre triangular shaped area between the BN track and Old Highway 2 is largely a marshy back-water slough with a lush growth of water plants and lowland vegetation serving as an ideal habitat for a wide variety of flora and fauna. This area is in state ownership.

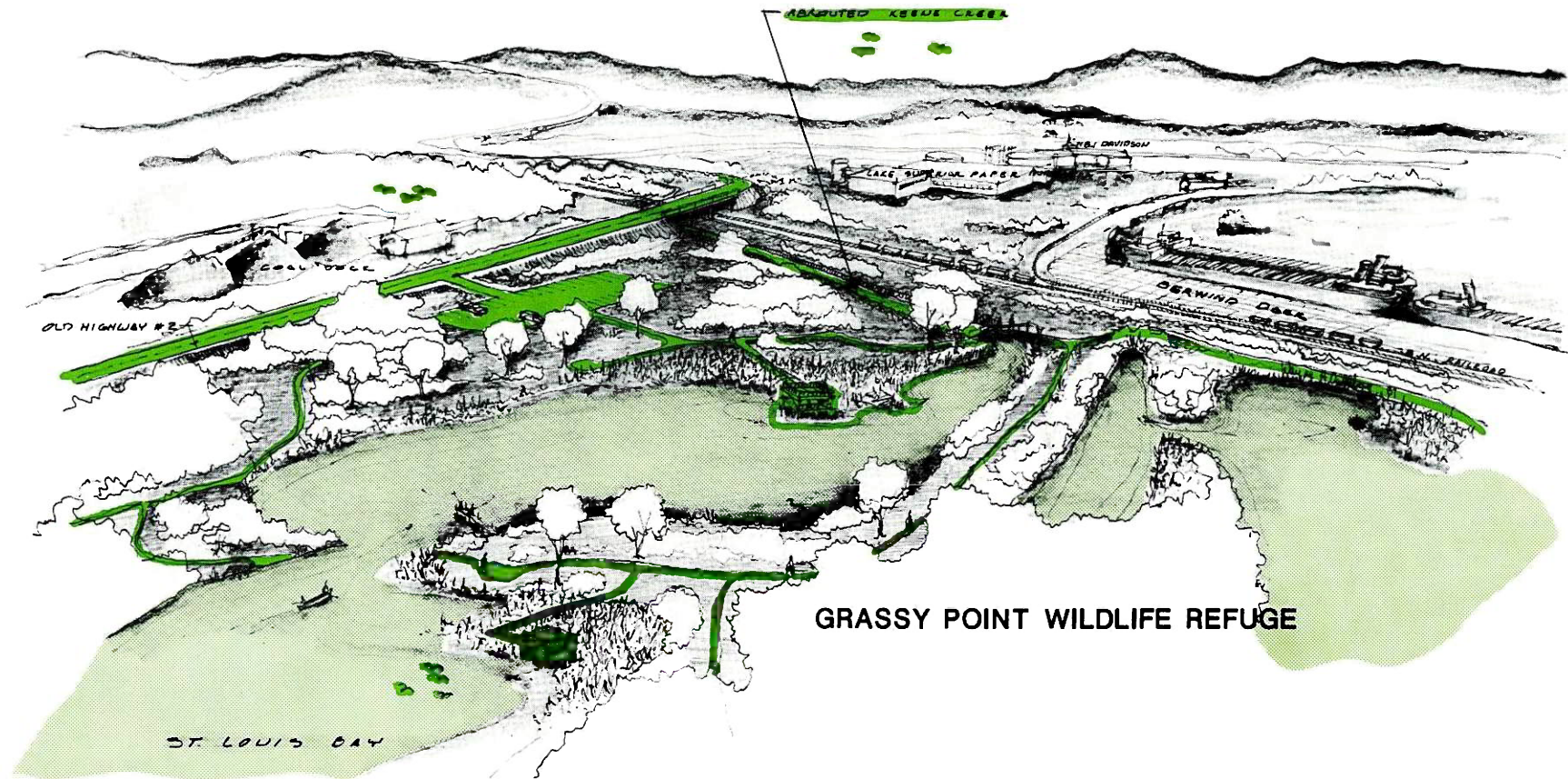
So. 63rd Avenue West and the northern shore area of the bay of the St. Louis River above the mouth of Kingsbury Creek are highly exposed to the water of the St. Louis River. The majority of the water frontage in this area is in public ownership.

Recommended Actions

The river is now considerably cleaner than it was in the past and the neighboring residents are showing a renewed interest in swimming, boating and fishing, especially in the area above the Arrowhead Bridge.

Fishing access at the "hots" is recommended at the foot of Ramsey Street and the outlet of Hayes Creek (formerly 49th Avenue West Creek). Although the waterfront property is owned by railroad interests, it is proposed efforts be made to secure adequate public easements to allow for usage of the waterfront for fishing and other passive activities. Prior to fishing improvements being made, DNR test netting should be done to determine the viability of the expenditure of public funds for pathways and fishing piers. Keene Creek should be rerouted to empty into the Grassy Bay area from its present location between the two in the slip for two piers. The "Trout Stream" status will require special care and study to assure proper permits are secured to allow the project to proceed. Such an action could also be beneficial toward the creation of additional industrial land in the Hallet area.

The Grassy Point area should be retained for wildlife refuge purposes with the inclusion of elevated boardwalks and observation blinds similar to that developed at Kreher Park in Ashland, Wisconsin or Wood Lake in the Twin Cities area. It has been suggested the end of Old Highway 2 be considered as a possible boat access site. Land area is limited for parking at the end of the existing roadway. The only way to make this possible may be to add fill material into the water. Environmental concerns may limit the area for passive recreation in the form of wildlife observation, viewing river boating activities and possible shore fishing.



Industrial Development

What have been referred to as "smoke stack" industries are gradually disappearing from the area. Foreign competition has taken its toll on wide segments of the manufacturing base in the United States including local businesses.

Current forecasts predict only minor demands for industrial and commercial lands in the near future based on recent trends and expected changes occurring locally or regionally. The Lake Superior Paper Industries plant and operation will have an impact on local neighborhood business operations but it will be in the form of expansions of existing businesses taking up excess capacity and not a proliferation of newly created business operations.

It is expected, however, that additional industry will be developed as a result of concerted business development efforts to continue the creation of a solid diversified industrial base in tune with today and hopefully future needs and available resources.

Because of the wide environmental differences between industrial land uses and residential development much concern has been expressed regarding the detrimental effects on adjoining residential values and conditions. Unsightly storage, traffic, dust and noise are conditions normally found at industrial locations. None of these are particularly suitable for residential living conditions.

Unfortunately, it is not hard to find situations in West Duluth where conflicting industrial and residential land uses are rather extensive such as the Sherburne Street area adjacent to the Interlake Iron-Hallet Dock property. Another smaller scale example can be found in the alley between 55th and 56th Avenue West between Raleigh and Redruth Street.

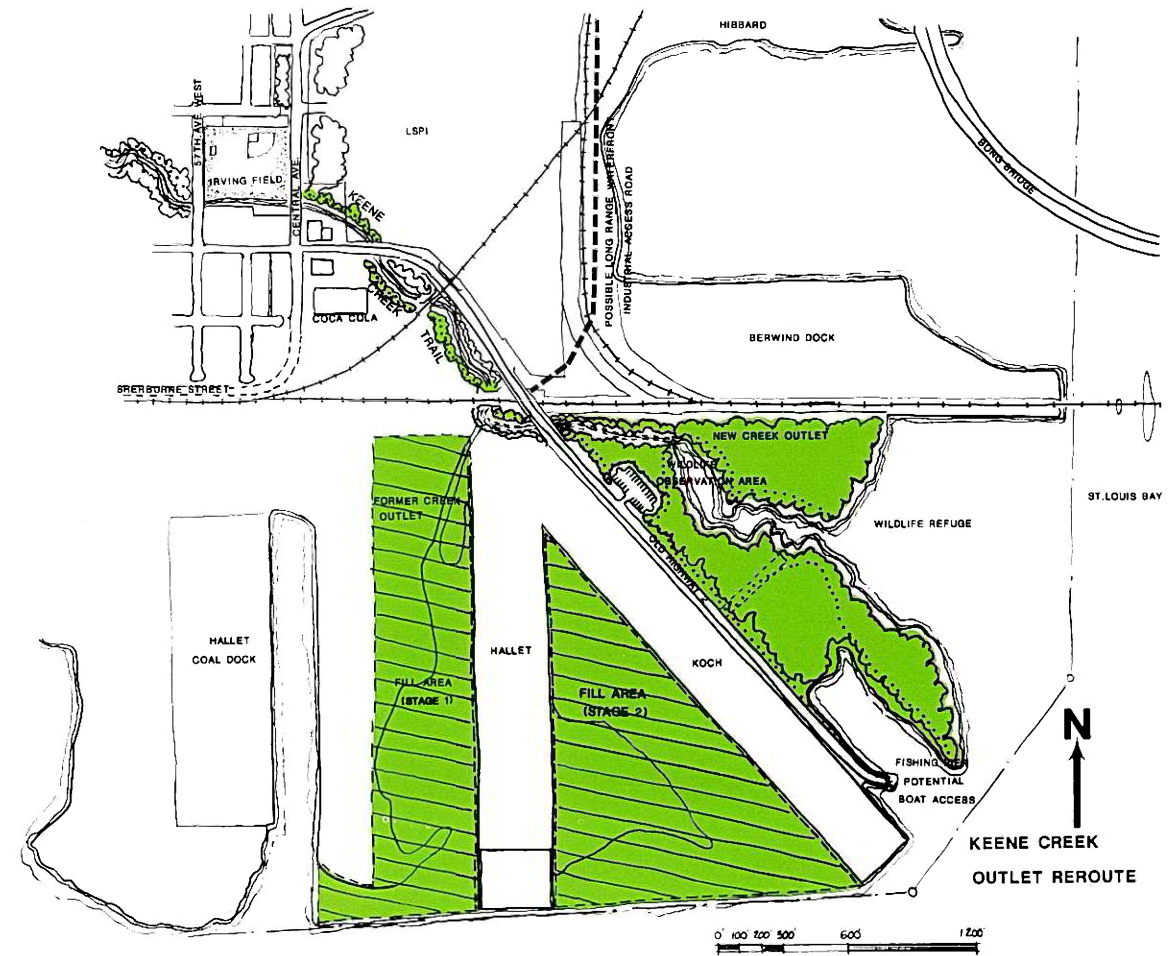
Additional areas of conflict include the I-35 corridor where noise levels exceed state and federal minimum standards.

Recommended Actions

Following the study of a wide range of alternatives, the future expansion limits for industrial development became rather clear. In order to establish a level of stability to the overall neighborhood, an early mandate of the planning process was to define a firm limit to industrial encroachment into the non-industrial portions of the neighborhood. It appears that limit can be generally described as east of 62nd Avenue West below Sherburne Street south of the tracks east to Central Avenue and I-35, south of I-35 to 49th Avenue West and Grand Avenue, below Grand Avenue east to 40th Avenue West and below Second Street east of 40th to the Ore Docks to the waterfront.

As Duluth's industrial base continues to redevelop, space needs will exist. Such space in West Duluth is becoming limited and future needs will have to rely on redevelopment of existing outmoded or vacant sites or locate elsewhere in the city or region. Oneota III, a privately initiated redevelopment area, will offer a limited amount of space for industrial uses and will likely be attractive for small operators.

Outside of industrial park sites additional areas have been identified with potential for utilization in the future. Hallet Dock #6 has underutilized space amounting to about twenty-two acres. Filling in the outlet of the Keene Creek area would create another 76



acres and the Carnegie Dock fill proposal would add 60 acres. The former Berwind Dock area does not appear to have future potential to be utilized for waterfront industrial uses but could make good industrial space for other purposes. At least 32 acres are found here.

Erie Pier, at approximately 43rd Avenue West, when filled, will provide 90 acres of waterfront industrial land. Immediately to the east, adjacent Hallet Dock #5 another 20 acre site is suitable for industrial purposes. Between the tracks above Erie Pier is an eight

acre site, and a five acre site is found between West End Iron & Metal and Elliot Meats. The Oneota II-Noise Pocket site, now under replatting and rerouting of utilities offers another 25 acres with immediate I-35 access. Aside from redevelopment land this would offer significant new land for industrial use.

Commercial Development

In West Duluth, two types of commercial development patterns have developed. The first is the concentrated business area generally bounded by Roosevelt St., Grand and Central Avenues. The second is the strip development along Grand Avenue both east and west of the business area.

Orientation toward vehicle traffic and easy access to the main roadway is the primary reason for locating there.

The proliferation of businesses fronting on major thoroughfares creates traffic congestion and accidents which eventually discourage business, particularly when adequate off-street parking is not available. Data indicates the incidence of traffic accidents increases proportionally with vehicular volumes and numbers of driveways between intersections.

Most businesses developed in recent years have been careful to provide adequate off-street parking space for their customers. Older establishments built during an era when such needs were not as critical now find their lack of off-street parking to be a definite detriment to business success.

Most successful areas have created an identity and an image regardless of their function. These are important factors for any area, especially if economic success is dependent upon them.



The image of West Duluth commercial area is not so much what one sees in physical form while in the area but what is felt about the area after leaving it. Was it attractive? Did one feel comfortable? Was it easy to get around and find what was needed? Was the service friendly and accommodating, was the business open for the convenience of the customer, was the business clean and well maintained?

It is hard to find situations where adjacent commercial and residential land uses do not have difficulties existing adjacent to one another. Because this is common in West Duluth in both the business area and along Grand Avenue, it is apparent that mandating installation of buffering between residential and commercial or industrial uses would be beneficial to the maintenance of property values. Buffering can be described as visual barriers in the form of fences, earth mounds, heavy landscape planting or a combination of all three or by distance between uses. Successful examples of this technique can be found in several locations throughout the area.

Future changes will include the removal of some of the existing commercial buildings through functional obsolescence or disaster such as fire.

In the main business area the city still owns a few smaller parcels from the Burlington Northern rail property acquisition. Recent sales considerations have been discussed with adjacent property owners to expand their ownership to provide expansion space or off-street parking space.

Along the upper side of Grand Avenue east of Elinor Street it is recommended that the overall amount of area devoted to commercial zoning be reduced. The purpose is to gradually phase out businesses solely dependent on curbside parking and the resulting negative impact on the adjacent residential properties.

On the lower side of Grand Avenue, residential uses will gradually be removed through zoning to eliminate the conflicting situations now evident along this strip. Light industrial of businesses which are low traffic generators will be encouraged as replacements. Buffering of non-residential uses across from residential development will be encouraged.

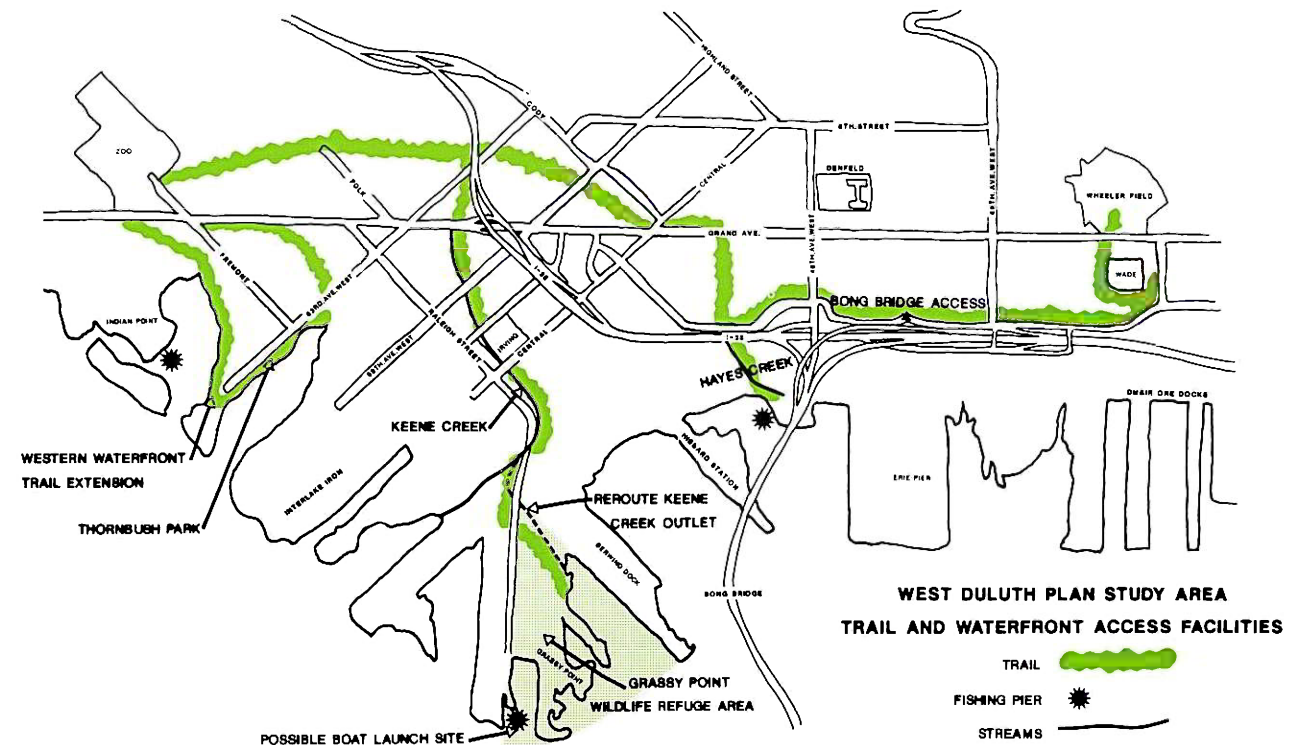
Public Land and Facilities

Neighborhood Recreation Centers

At present Memorial and Irving serve as neighborhood recreation centers although each has some features which serve different populations and activities. Both facilities serve more than the local residents, which suggests that their upgrading needs extend beyond the neighborhood service area. Both have been renovated and/or expanded in recent years but new needs are noted to serve the public more fully or better.

Field improvements at Irving and building expansion at Memorial appear to be the current concerns. They each have needs for more off-street vehicle parking area. Handicapped access was also noted as a requirement to more fully serve the public at both sites.

If additional housing is constructed elsewhere in the overall neighborhood such as the DW&P area, the development of another recreation facility in that vicinity should be considered. The flat yard area may lend itself well for such use.



Trails and Linkages

Such facilities are very limited in the area at the present. With the increasing interest in the use of bicycles, jogging and walking for health reasons the demand for facilities to accommodate these activities has grown significantly, especially in this neighborhood.

The Western Waterfront Trail stops at the west edge of this neighborhood. The Bong Bridge has a pedestrian/bicycle lane starting at about 44th Avenue West with no formal suitable access. A short crude pedestrian connection exists on the lower side of Grand Avenue between Faith Haven and K-Mart along Hayes Creek.

Recommended Actions

The general city policy should be followed in West Duluth to secure public ownership for access along streams and watercourses. Merritt Creek, Hayes Creek (49th Avenue West) Keene Creek and the 62nd Avenue West Creek are all streams with potential for further public land ownership and development for access with trails to create linkages. The former DW&P rail right-of-way from Cody and Central to 63rd Avenue West should be studied further for possible retention as a pedestrian-bike trail connection to the DW&P housing area and Zoological Gardens.

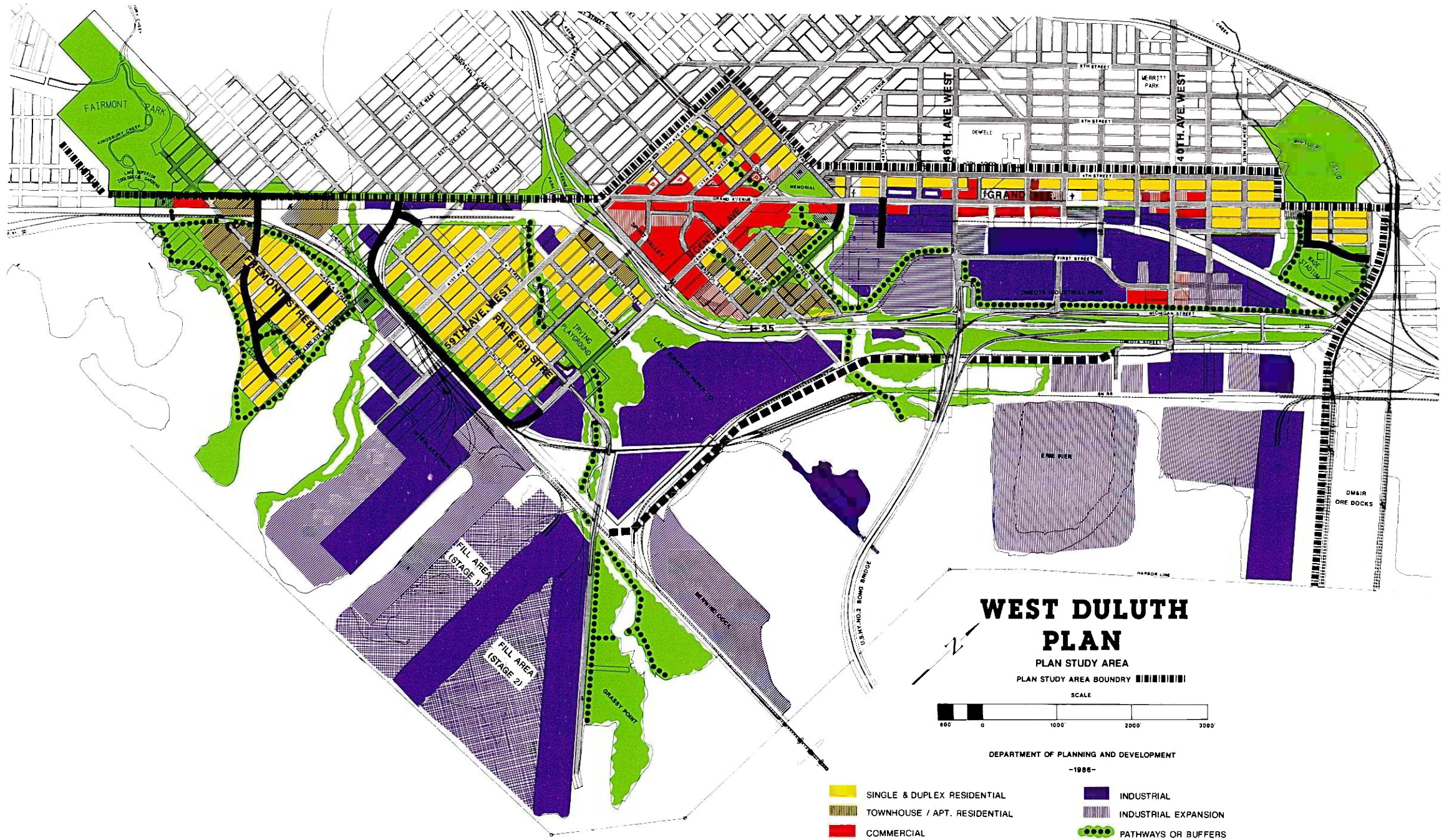
Working with MnDOT, the City should begin establishment of the trail system from either side to connect to the Bong Bridge. Landscape treatment of turnback and freeway frontage between 40th Avenue West and Central Avenue could go a long way toward accomplishment of this proposal with implementation within the next year.

Fire Protection & Library Facilities

Review of both the present firehall at Cody and Central and the Branch Public Library at Central Avenue indicated a new facility would save the city money through more energy efficient construction by the consolidation of three public facilities into one structure and lower maintenance demands. Today's equipment and operational needs differ substantially from the conditions when these separate buildings were built.



It is recommended the future site of the combined facility be located to provide optimum access of fire fighting equipment to streets, that the library have access to pedestrian traffic and that adequate off-street parking space be provided for employees and patrons. Several possible sites exist within the commercial area which meet this general criteria. Relative costs and other factors are being evaluated to determine the one or two best sites to select for further consideration. Minimum site size for the library and two bay firehall would be 90,000 square feet (2.0 acres) including adequate off-street parking. With a three bay firehall this requirement increases to 99,000 square feet or 2.3 acres.

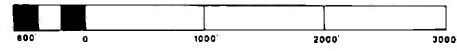


WEST DULUTH PLAN

PLAN STUDY AREA

PLAN STUDY AREA BOUNDARY [Symbol]

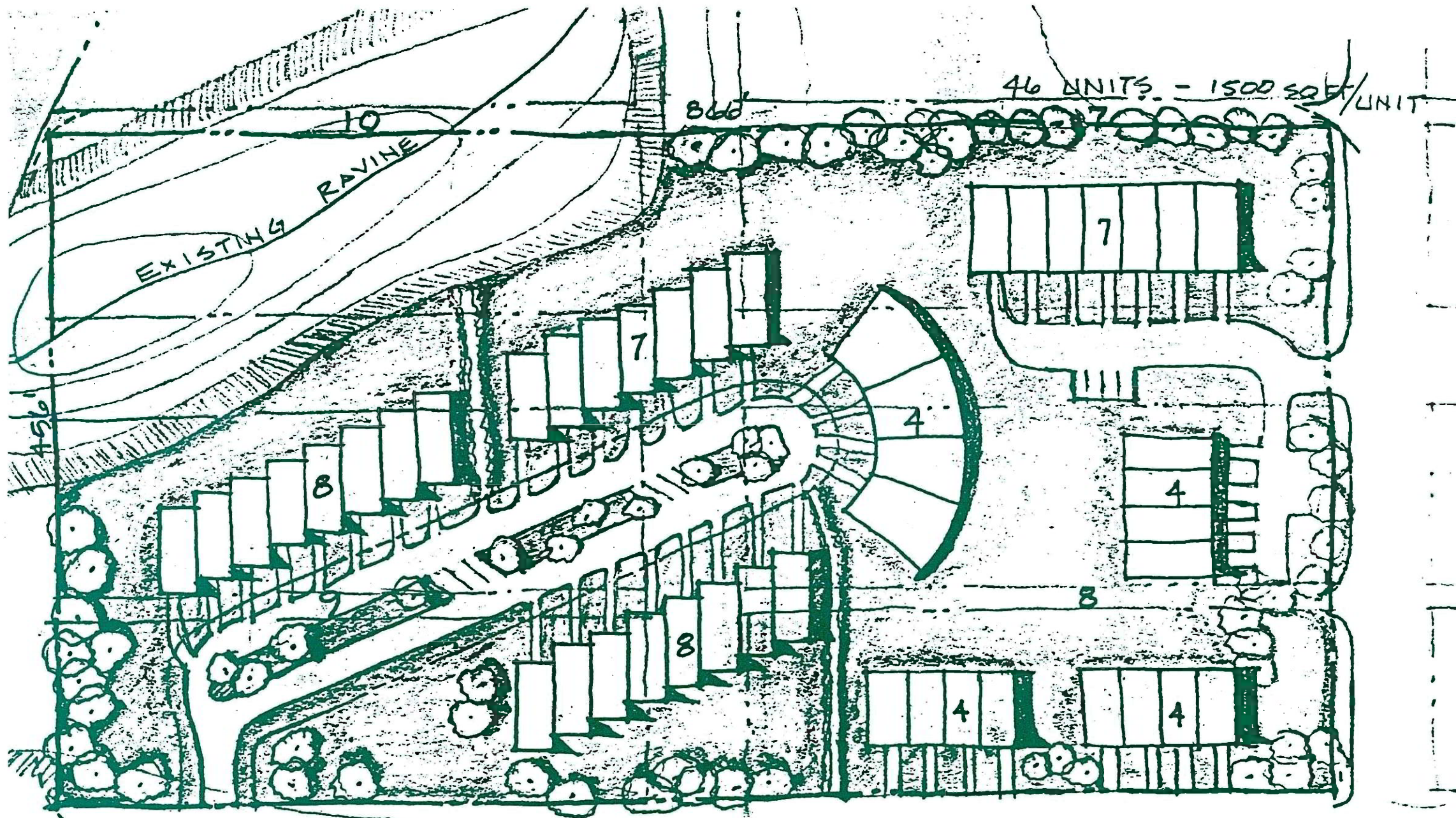
SCALE



DEPARTMENT OF PLANNING AND DEVELOPMENT
-1986-

- | | |
|--|--|
| [Yellow Box] SINGLE & DUPLEX RESIDENTIAL | [Purple Box] INDUSTRIAL |
| [Brown Box] TOWNHOUSE / APT. RESIDENTIAL | [Hatched Box] INDUSTRIAL EXPANSION |
| [Red Box] COMMERCIAL | [Green Dotted Box] PATHWAYS OR BUFFERS |
| [Hatched Box] COMMERCIAL EXPANSION | [Light Green Box] PUBLIC OR OPEN SPACE |
| [Red Box with P] OFF STREET PARKING-PROPOSED | [Hatched Box] PUBLIC EXPANSION P-PARKING |
| | [Black Dashed Box] NEW STREETS |

*Housing
Opportunity
Study
Area*



EXAMPLE OF TOWNHOUSE SITE PLAN

PATTERNS OF RESIDENTIAL DEVELOPMENT

In the issues and goals identified in Public Workshop I, housing was identified as a major concern. To address this, the plan was divided into a Plan Study Area component, which included development of a comprehensive plan for a major area of West Duluth, and the Housing Opportunity Study Area (HOSA) which focused on housing needs and opportunities. The HOSA is seen as the entire West Duluth Neighborhood, extending from the Docks on the east to the Duluth Zoo on the west. Its northern boundary is Skyline Parkway, and the southern boundary is the St. Louis River and harbor.

An understanding of residential development patterns in West Duluth can best be obtained by looking at the sub-neighborhoods - Irving, Ramsey, Cody, Fremont, Fairmont, Wade-Wheeler and Denfeld.

Ramsey is an older area which contains a mixture of residential and commercial uses. Housing in this area is the highest density in West Duluth, containing a number of apartment buildings and units located above commercial establishments. Although a number of single-family homes remain in the area, many of these are renter-occupied.

Next highest in density is the Fairmont neighborhood that contains the former Fairmont School, which has been converted to a 19 unit apartment building and 18 duplex units, owned by the Housing and Redevelopment Authority of Duluth. The majority of the residential units in the area, however, are older, modest single-family homes.

The Cody neighborhood also contains primarily older single-family homes but is unique in that it has experienced a "mini-building boom" in the past 15 years. Due to the availability of scattered vacant lots with dramatic views of the St. Louis River and Bay, a number of single-family homes have been constructed.

The Fremont neighborhood is located in the

southwestern edge of the neighborhood and is bordered on two sides by St. Louis Bay. It consists of older, modest single-family homes that have developed in a scattered, almost rural pattern. In addition to privately-owned vacant parcels, there are a number of vacant tax-forfeit and City-owned parcels which could be used for housing development or recreational use.



The Irving neighborhood is one of the oldest, most stable, residential areas of West Duluth. With the recent construction of the Lake Superior Paper Company, however, a number of single-family homes and smaller apartment buildings were removed. As a result, the population has declined and housing has been lost, causing the neighborhood to express concern over the future viability of Irving as a residential area. While the majority of houses are older modest units, the neighborhood is a solid one which should be upgraded and stabilized. In addition, the area includes a number of vacant lots which may provide an opportunity for limited infill housing.

The Oneota neighborhood is an area that has undergone a number of changes in recent years. A number of homes were removed with the development of I-35 and the Oneota Industrial Park. The area near the freeway, where a small pocket of homes remain, was recently rezoned M-1 industrial at the request of the residents. In the future this area is expected to convert to an industrial use.

The Wade-Wheeler neighborhood is a compact area which contains a small number of largely well kept, modest homes that are sandwiched between the Wade and Wheeler recreational facilities. Although parking for the recreational facilities can be a problem, the neighborhood appears to be a stable, viable one.

The Denfeld neighborhood is a solid, stable single-family area that contains older, well-constructed and maintained homes. While there is little potential for development of additional housing units in this neighborhood, it is expected to continue to serve as the residential anchor of the West Duluth community.

EXISTING HOUSING CONDITIONS

Plan Study Area

As a part of the West Duluth Neighborhood Plan process, the Plan Study Area was analyzed in

greater detail than the larger West Duluth neighborhood. This was done in order to develop a comprehensive plan for the areas which were seen as undergoing the greatest amount of change.

In analyzing existing housing conditions, two methods were used in the Plan Study Area which were not utilized in the larger area: 1) a neighborhood survey by the West Duluth Neighborhood Coalition and 2) extensive land use field work by the City Planning Department. By gathering this additional data the Planning staff and Plan Steering Committee were able to take a closer look at changes taking place in the Plan Study Area and to begin to define the future direction of the neighborhood.

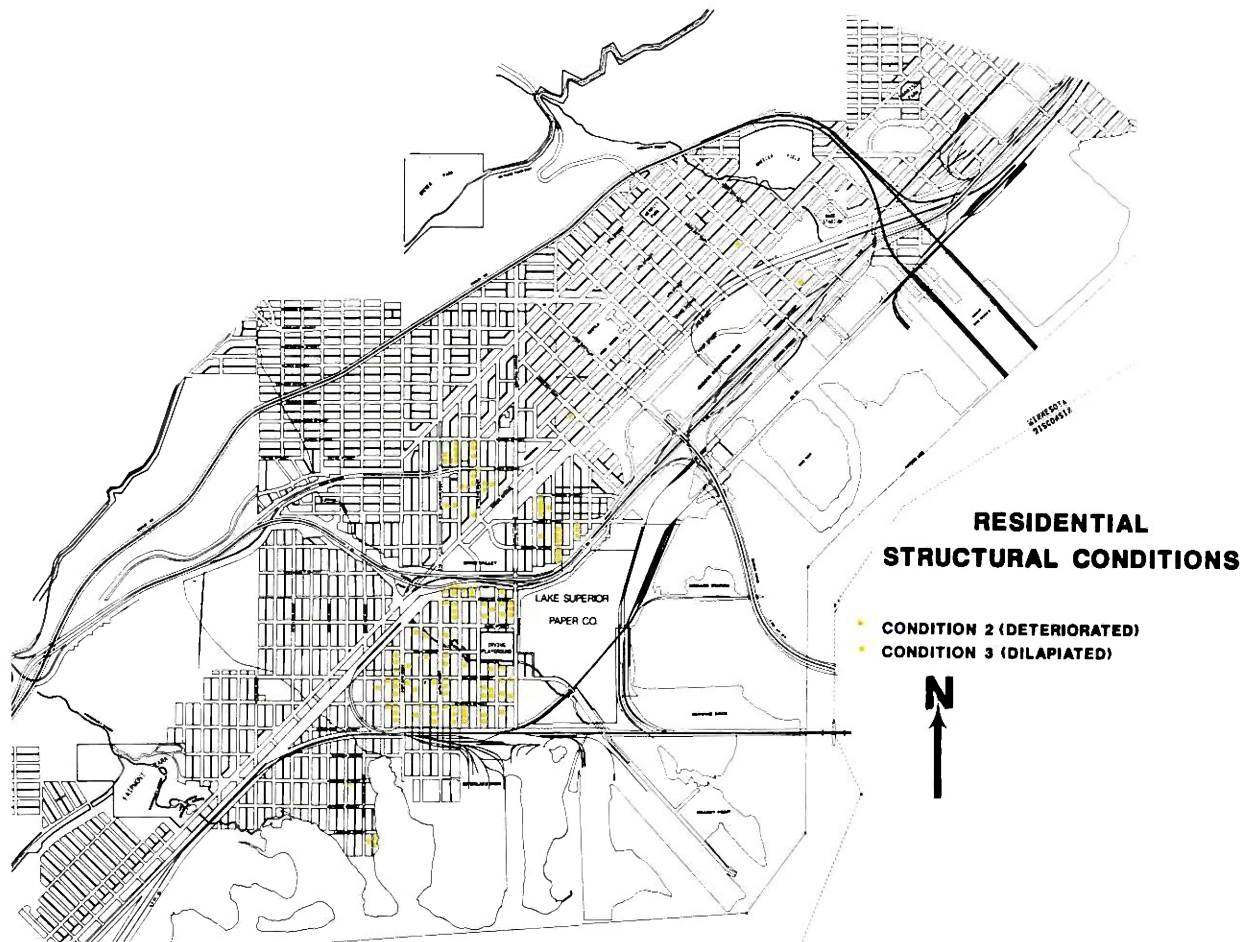
The Land Use Study conducted by the City Planning Department in 1986 indicated that there are 1,043 residential buildings in the Plan Study Area which contain 1,554 units. Of these, over 83% are single-family homes and 16 are apartment buildings containing 362 units. In both cases, there is a lack of diversity. The single-family homes are older, modest units concentrated in the developed areas. With 63% of the apartment units housing senior citizens or persons with disabilities, there are few options for renters in the neighborhood.

Through the survey each residential property was given an exterior inspection and rated: sound, deteriorating or dilapidated. The criteria used were based on structural conditions rather than maintenance considerations. A description of this criteria can be found in the West Duluth Plan Existing Conditions report.

The survey found that the majority (over 80%) of the residential properties in the Plan Study Area were found to be in sound condition, approximately 15% substandard, but suitable for rehabilitation and 3% dilapidated and beyond rehabilitation. The results of the survey are illustrated on the accompanying Structural Conditions map.

Several patterns emerged in identifying the location of substandard housing conditions.





Although some scattered housing deterioration could be found throughout the neighborhood, concentrations of deteriorated or dilapidated units exist in the Ramsey, Irving and Cody neighborhoods. This deterioration and need for rehabilitation and selective removal was particularly great in the Ramsey neighborhood.

The results of the neighborhood survey conducted by the West Duluth Neighborhood Coalition in August and September, 1985 were quite similar to those of the land use survey conducted by the City. It also indicated that 95% of the residential properties in the area are older, wood-frame structures with over 33% in need of weatherization assistance. The survey also noted a substantial need for street, alley, sidewalk and other capital improvements. In the neighborhood survey,

attention was also focused on the need to upgrade the entire neighborhood through cleanup efforts and removal of dilapidated garages and other buildings.

Housing Opportunity Study Area

In analyzing the existing housing conditions in the neighborhood, statistics were gathered from the Duluth Board of Realtors, U.S. Census, City Assessor's Office, Building Inspection Division, City Planning Land Use survey and a number of other sources. The following will be a brief overview of the more detailed inventory that can be found in the West Duluth Plan Existing Conditions report.

Housing in the West Duluth neighborhood is primarily older, single-family homes with an average estimated market value of \$25,000, compared to \$37,460 citywide. This may be due in part to the fact that 75% of the housing stock in West Duluth was built prior to 1939 and is beginning to show signs of deterioration and a need for rehabilitation or replacement. There has been little new housing construction in the neighborhood in recent years. Between 1980 and 1986, only nine single-family units, a duplex, and two apartment buildings were constructed in the neighborhood, resulting in 53 new units. Less than 10% of the units in the area were built between 1970 and 1986.

For the neighborhood as a whole, over 72% of the units are owner-occupied compared to 65% citywide. Owner/renter trends in the neighborhood, however, show that the number of renter-occupied units, particularly in the Ramsey area, is increasing. This could be the result of a lack of choices for renters in the neighborhood or a need for financial or counseling assistance regarding homeownership. In the Plan Study Area, for example, nearly 18% of the single-family units are renter-occupied and only 56% of the total units are owner-occupied. The table below indicates the owner/renter status of occupied units in West Duluth and the City for 1960, 1970 and 1980.

OWNER/RENTER STATUS OF OCCUPIED UNITS
1960, 1970, 1980

Year	West Duluth		City of Duluth			Total
	Owner	Renter	Total	Owner	Renter	
1960	3,488 75%	1,166 25%	4,654	22,261 64%	12,295 36%	34,556
1970	3,222 76%	1,024 24%	4,246	22,335 67%	11,049 33%	33,384
1980	3,140 72%	1,193 27%	4,333	22,816 65%	12,230 35%	35,046
Change 1960-1980	-348 -10%	27 2%	-321 -7%	-555 -2%	-65 -1%	490 1.5%

Source: U.S. Census, 1960, 1970, 1980

As indicated earlier, a detailed analysis of housing conditions was conducted in the Plan Study Area only and did not include the entire West Duluth area. However, field research and conversations with City Building Inspection staff indicated some scattered deterioration throughout the entire area. Substandard structures are largely located in the Plan Study Area and in the Fairmont neighborhood. Within the Plan Study Area, the Ramsey, Cody, Irving and Fremont neighborhoods were seen as those with the greatest need for housing rehabilitation, code enforcement and some selective demolition efforts.

West Duluth has experienced a substantial loss of units through various code enforcement and development projects. A recent analysis of the neighborhood indicates that the vacancy rate is quite low, with only 14 vacant units identified (August 1986). While there may be a number of homes advertised as "for sale" on the market, few diverse housing types are available to meet the changing needs of the community. As a result, one of the main goals of the Plan is to expand the number and type of housing opportunities in the neighborhood and ensure that choices are available for all economic levels and age groups.

The initial inventory of the neighborhood identified several potential sites for new housing development. In addition, a number of scattered, vacant City- and State-owned lots were identified as having some potential for use in the

development of infill housing in the Cody, Fairmont, Fremont and Irving neighborhoods. These areas were analyzed in terms of the availability of land, ownership patterns, suitable soil and slope conditions, accessibility to existing streets and utilities, environmental factors and future land uses. A more detailed analysis of these areas is featured later in the report.

Housing Needs Analysis

The neighborhood's desire to provide additional types and numbers of housing units is quite clear. To substantiate this need, the City set up a working group of twenty (20) experts which included: realtors, lenders, appraisers, builders, developers, and neighborhood residents, to participate in a Housing Market Analysis Workshop. Following a tour of the neighborhood, the participants discussed the opportunities and constraints for development, and were asked to develop a rough estimate of the housing need within the next five year period. Based on this preliminary review, it was estimated that the neighborhood has a need for approximately 300 new units over the next five years. The breakdown of housing types needed in the next five years could include the following:

<u>Housing Type</u>	<u>Estimated Number of Units *</u>
Single family - detached	90
Single family - townhouse	30
Small (2-4 unit) apartment building	35
5+ unit apartment building	47
Elderly units	80
Low-income rental units	48

According to their assessment, some of the positive aspects of the neighborhood for new development included: beautiful views from hillsides, availability of land, public support for development, access to I-35 and entire City,

access to river and waterfront, and changing household needs.

*This represents an average of the number of units estimated by the participants in the workshop.

The group's top-priority issues for housing in West Duluth over the next five years were:

- a. Rehabilitation of the existing housing stock,
- b. Removal of housing that is beyond rehabilitation (especially in the Ramsey area),
- c. Assistance in creating new development areas for a variety of housing types (single-family, townhouse, elderly, apartments) in the neighborhood.

This analysis should be seen as a first step in defining the potential for new housing development in West Duluth. It was clear from the workshop, however, that if the right location is selected and financial tools are available, the potential for a limited number of new housing units does exist.

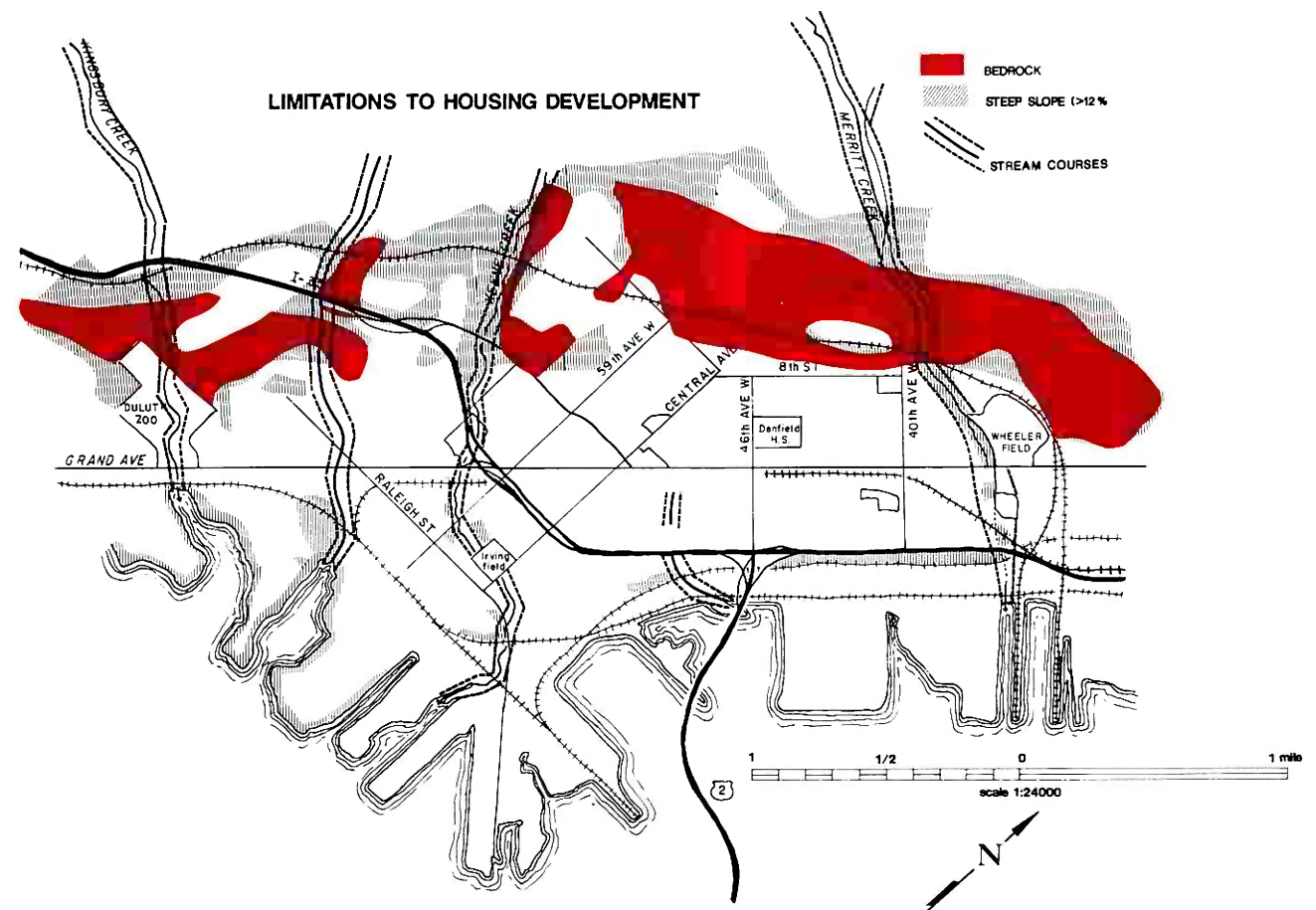
Limitations to Housing Development

The participants in the West Duluth Housing Market Analysis Workshop also highlighted a number of constraints and limitations to housing development which need to be addressed.

The greatest limitation was seen as the need for extensive rehabilitation and redevelopment of the existing area to attract new development and revitalize the neighborhood. Many of the participants cited the need to eliminate the visible pockets of deterioration in the Ramsey, Fremont and Fairmont areas before development can occur. Others stressed that public assistance and subsidies for land acquisition and utility extensions would be needed to encourage development and make a project workable.

Utility Extension: Other constraints identified which may influence housing development include the physical limitations common to many areas of

the city. Natural features such as slope, elevation and bedrock present some limitations on the development underground utilities and the possible need for system upgrading to handle new development. Service limits of existing utilities are found outside of the existing urban area (the developed area below the former DW&P tracks and to I-35 and below the DM&IR tracks from 69th Avenue West to the Ore Docks). Although the service area can be extended, limiting factors may be low water pressure, due to high elevations and high construction costs caused by bedrock and steep slope conditions.



Environmental Considerations: A wide range of environmental conditions can be found in the neighborhood, which in their extremes can be limiting factors for development. The following is a brief description of these factors:

- a. Watersheds - Natural drainage systems which are necessary for proper drainage. Within the immediate 300 feet of recognized stream courses, development is regulated by the City's Water Resources Management Ordinance.
- b. Soils - Quite often, characteristics of soils can limit development or make the development more costly. The 500 series soil (steep slope areas) may present some difficulties for development.
- c. Bedrock - Although it is possible to build on bedrock, the cost may be high and the ability to serve the site adequately with public utilities may be difficult.
- d. Slope - Again, costs associated with development on steep slopes may be excessive and narrow the range of development opportunities.

Human activity also has an impact upon identification of potential housing sites and the desire to live in an area. Some of the constraints present in the West Duluth area may include: traffic noise from I-35 and the DM&IR trains, hazardous materials from previous industrial use, dust from dirt streets and unpaved parking areas, and odors which act as a nuisance to residents in the WLSSD treatment plant and Riverside lift station area. In analyzing potential housing development sites, the liability of each one of these factors will be considered.

Transportation: Accessibility to a modern, convenient transportation system can be a positive element which attracts new residential development

to a location. On the other hand, high traffic volumes and excessive traffic noise can act as a limitation to development. While West Duluth has the benefit of easy access to all parts of the city from I-35 and the DTA bus system, it also suffers from the negative impact of traffic noise. This has particularly been a concern in the Ramsey neighborhood and in the Irving area with truck traffic crossing the neighborhood on Raleigh. The DM&IR train traffic and its impact on the residential area it passes through may also be a limiting factor for future development.

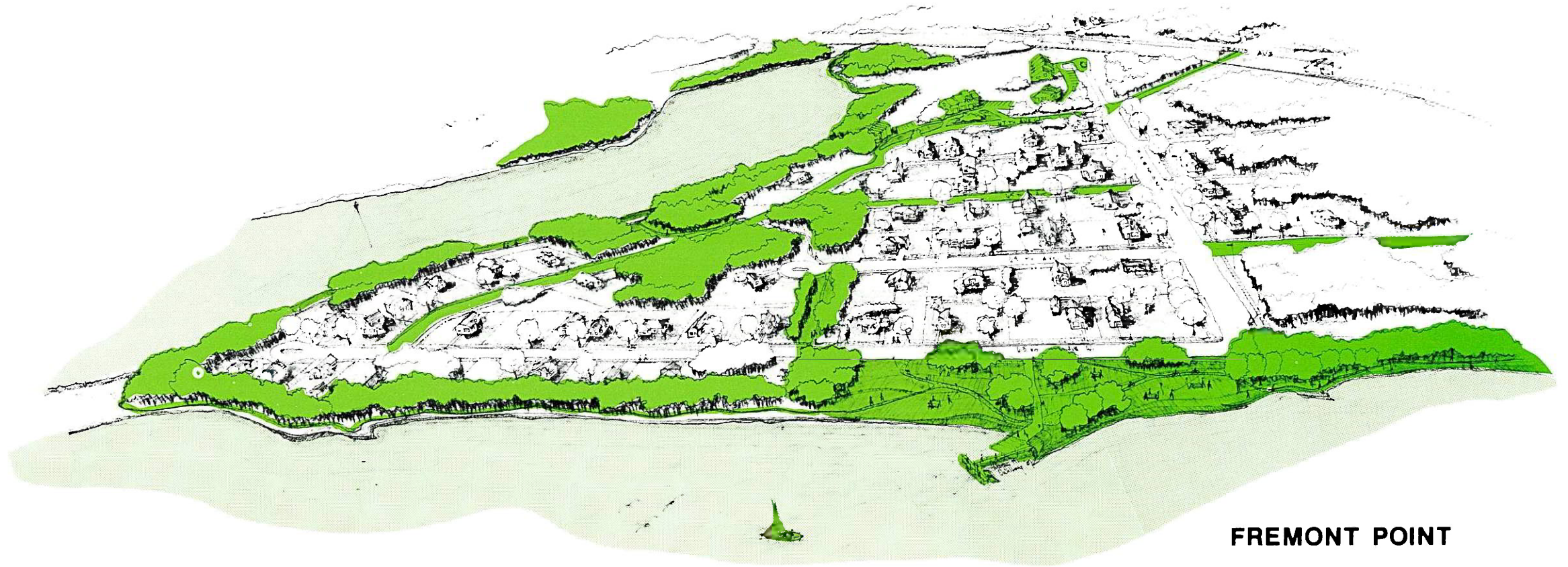
OPPORTUNITY AREAS

Four specific areas were identified as potential sites for new housing development. The intention of this section is to highlight these areas where the potential for change is great and to provide specific recommendations for each area.

Fremont Area

The Fremont area consists of a relatively isolated residential neighborhood which contains access to the St. Louis River Bay. Currently, housing conditions in the neighborhood range from new single-family homes to dilapidated units that should be removed. The character of the neighborhood is primarily one of single-family, owner-occupied units, with 89% of the residential units owner-occupied. The neighborhood contains a number of publicly-owned vacant lots along the waterfront and scattered throughout the existing residential neighborhood which are highly desirable for development. This area presents an opportunity to meet the goals of the Plan through housing infill and new alternative housing development with public and resident access to the St. Louis River.

According to the 1986 Land Use survey, 58 single-family homes and two duplexes are located in the Fremont neighborhood. The majority are in good condition with approximately six in need of renovation. There appears to be a need for removal of several dilapidated housing units as well as cleanup of some non-residential buildings and refuse throughout the neighborhood.



FREMONT POINT

The units are developed in a scattered-rural pattern with many of the properties having large garden spots, as well as outbuildings used for home occupations or hobbies. Mixed land uses exist, with some houses bordering on industrial or railroad uses. In addition, the majority of the streets are in poor condition, as are the sidewalks and street lights.

Recommended Actions

This neighborhood offers the opportunity to achieve several of the goals outlined early on in the planning process - increasing public access to the water, expanding the number of types of housing opportunities in West Duluth and upgrading

existing neighborhoods by improving the street, sidewalk and other neighborhood conditions. While there has been some resistance to change expressed by the residents of the area, it appears that their major concerns focus on the cost of capital improvements and a desire to prevent high-density development. The planned pattern of development and implementation strategy will work to alleviate these concerns and bolster, rather than damage, the quality of life in the Fremont area.

Because of the immediate access to the St. Louis River and availability of publically-owned, vacant land, there is a potential for approximately 64 new units in the neighborhood. The suggested pattern

of development is 48 single-family lots scattered throughout the existing neighborhood which will have direct access either to the water or to public open spaces provided for recreational purposes. The single-family lots will be at a minimum 100 x 150 lots which will be designed to maintain the open rural character of the neighborhood. To encourage single-family development, the area east of 67th Avenue West will be rezoned from "R-2" (duplex) to "R-1-B" (single-family homes).

In order to provide a diversity of housing types, the southwestern edge of the neighborhood should be designated for townhouse development. This area will provide space for a low-density, townhouse complex which would contain direct access to the St. Louis River as well as the Western Waterfront Trail. In order to enhance the quality of the neighborhood, the development will be designed to fit in with the existing character of the neighborhood and contain 16 to 24 units. To allow for the development of townhouse units, the area will remain zoned "R-2" and assistance will be provided in obtaining publicly-owned land.

Although the quality of housing in the Fremont area is generally in good condition, there is a need to provide rehabilitation assistance to bring some units up to code or to maintain their quality. Rehabilitation loan and grant funds will be made available to the area and code enforcement activities will be continued. Code enforcement efforts will include enforcement of litter and refuse ordinances, as well as the City Housing Code. Strict enforcement may require the removal of some dilapidated residential and non-residential buildings.

Finally, capital improvements will be targeted to the neighborhood in order to enhance neighborhood quality and encourage housing development. This will include new street and sidewalk construction, hard surfacing of existing streets, utility extensions, upgrading of existing utilities (as needed) and development of recreational areas such as the extension of the Western Waterfront Trail and smaller park areas.

It is believed that through creative design work and public and private investment in the area, the Fremont neighborhood can become a centerpiece for new housing opportunities and public access to the waterfront in the West Duluth neighborhood.

Fairmont Area/Old DW&P Yard Area Site

The Fairmont neighborhood is primarily an older, modest single-family residential area that also includes a 19-unit apartment building (Old Fairmont School) and a scattered 40 duplex unit public housing development owned by the Housing and Redevelopment Authority (HRA). Although the predominant character of the neighborhood is one of single-family homes, with the presence of apartment buildings and HRA units, there are more housing choices for renters and owners in this neighborhood than throughout the majority of West Duluth.

The recent abandonment of the DW&P tracks and round house in the northwestern corner of the neighborhood has provided potential for new housing construction in this area. With the City's plans to expand the Zoo, this area may become even more attractive for residential development. A large amount of vacant, tax-forfeit, undeveloped land exists above and below the DW&P yard area with the potential to be used for new residential development. Above the DW&P near the Zoo the topography is quite steep and features some bedrock outcropping in places. However, if developed, it could provide dramatic views of the St. Louis River Bay and West Duluth area.

Presently the DW&P and area is owned by the Minnesota Department of Transportation (Mn/DOT) but is available to interested developers. The adjoining track right-of-way which extends into the Cody neighborhood and into the West Duluth business district is largely owned by the City and offers the potential for a pedestrian/bike connection between the Duluth Zoo/Western Waterfront Trail area and Memorial Recreation Center.



The abandonment of the DW&P yards and trackage removed a long-standing blighting influence on the adjacent residential area. An opportunity exists to develop portions of this expansive 100-plus-acre site for residential use. The majority of the site is flat where buildings were and could be used for open space or recreational use, as well as housing development. The adjoining property to the north of the site is an open steeper hillside which could be utilized to promote a mixture of housing types with views of the water and neighborhood.

Some factors to consider in the development of this site include:

- 1) Safe removal of any known hazardous materials from former railroad use should be a high priority. According to the Minnesota Pollution Control Agency (MPCA) the site is considered safe for development but further investigation may need to be done.
- 2) Bedrock, steep slopes and watersheds in the upper DW&P location offer an opportunity for an attractive housing development site, but also add to the development cost of the

project. This should be considered in determining the size, type and location of a housing development.

- 3) Traffic noises from I-35 and the somewhat deteriorated condition of the surrounding residential area may be limitations to development of this site.
- 4) Environmental concerns about the need to create a buffer for the Zoo and to maintain some open, undeveloped area for wildlife should be considered.

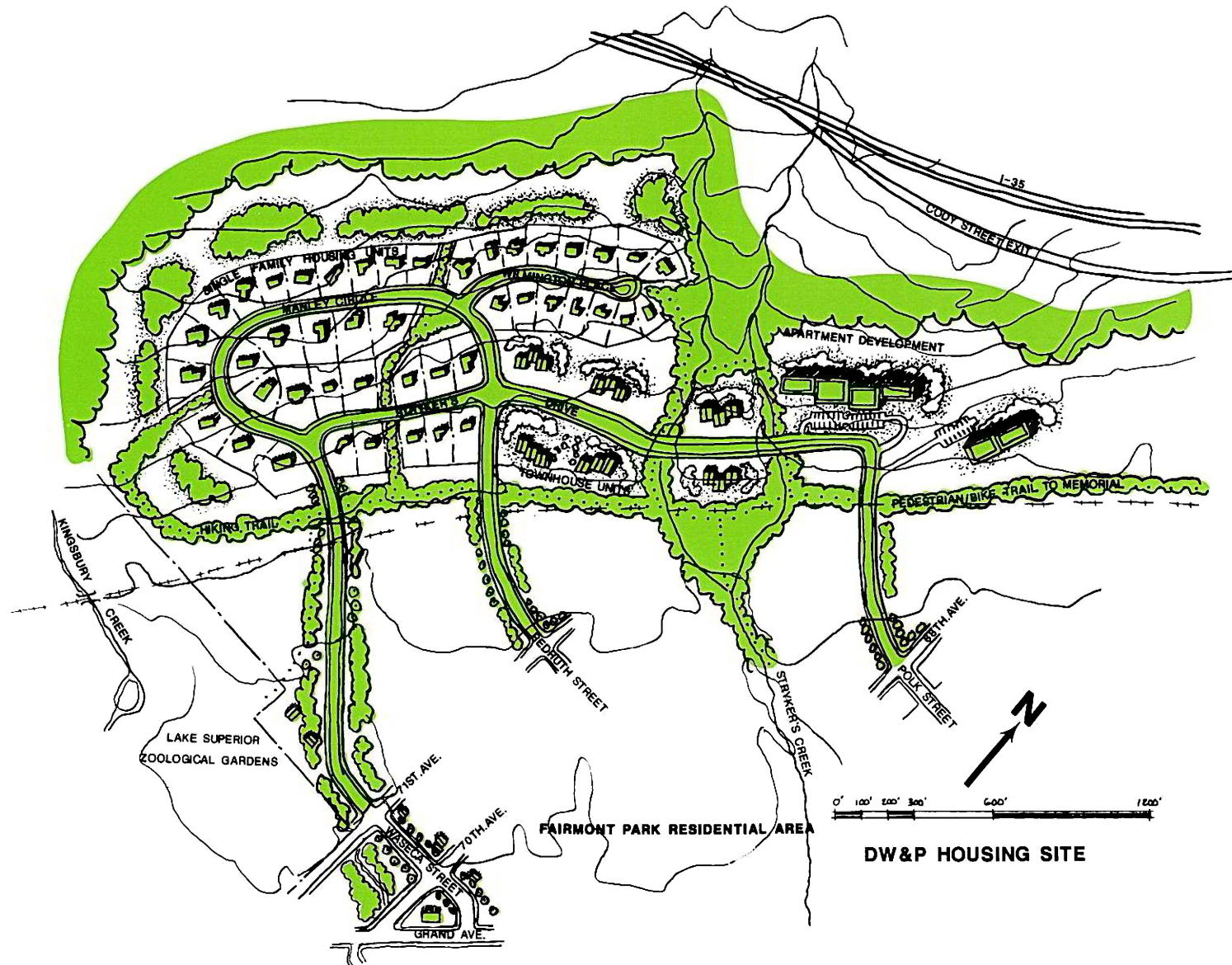
There are a number of positive aspects to development of the site including its proximity to the Zoo, Fairmont Park and I-35. Also with the large amount of land available, there is an opportunity to combine apartments, townhouses, elderly housing complexes, and single-family homes in one location. The intermittent streams which divide the site also present an opportunity for open space and a large recreational area.

Recommended Actions

In order to take advantage of the potential for future housing development at this site, it is recommended that the City work to secure site control over the DW&P yard area. While the City does not plan to act as a developer, this will guarantee that there is an opportunity for appropriate development in the future. This will also assist the City in its efforts to link the Zoo/Western Waterfront Trail area to the Memorial Recreation Center/Business District with a pedestrian trail system using the old DW&P tracks.

Efforts should be made to hold tax-forfeit land located above the DW&P site in conservation to ensure that the potential for housing development in the hillside is maintained and to buffer the area abutting the freeway.

Rezoning is suggested to encourage appropriate types of housing development for this location. The area west of the old roundhouse should be rezoned from "R-2" (duplex) to "R-1" (single



DW&P HOUSING SITE

family) to encourage single-family development. East of the roundhouse would remain "R-2" to allow use of the area for mid-density apartment development. Some of the area above the DW&P yard should be rezoned from "S" (Suburban) to "R-1" in order to facilitate a single-family detached-unit and townhouse community unit plan. Some of the "S" area would be maintained to

ensure that natural buffers and open space remain. The existing industrial use at the site, Duluth Brass & Aluminum will be "grandfathered-in" under the Ordinance. They would be encouraged to use creative landscaping techniques to develop a buffer between the existing industrial use and any adjoining residential uses.

The proposed scale of development for the DW&P site includes: 34 new single-family detached units, 44 new townhouse units, a park/recreational area, pedestrian/bike connection between the Zoo and Memorial and several apartment buildings containing a total of up to 200 units.

Efforts should be made to create a new access route to the development to create a fresh, new approach to the neighborhood's newest residential area. It is recommended that access be obtained off Grand Avenue, near the new Zoo entrance (possibly on Waseca Street), extending West to the new single-family development. Creation of a new access would also be intended to minimize the amount of additional traffic crossing through the Fairmont neighborhood. A second access to the multi-family development would be developed utilizing the existing Polk Street from Grand Avenue. This new street construction and hard surfacing of existing dirt streets would be recommended to enhance the quality of the environment and create a more positive entrance to the site. Utility extensions would be needed as a part of the development process.

Landscaping and creative design should be utilized to make use of both the hillside slopes and undeveloped flat areas of the site. Cleanup efforts and rehabilitation assistance should be targeted to the adjoining residential area to improve the overall quality of the neighborhood.

40th Avenue West/Dickerman Addition

Since one of the major focuses of the West Duluth Neighborhood Plan has been to encourage new housing construction, attempts were made to identify additional sites for new housing development. One example is the Dickerman Addition, a 17.5-acre site located above the DM&IR tracks at 40th Avenue West, just below Skyline Parkway. This vacant, undeveloped property is currently owned by DM&IR and was originally selected because of the dramatic views it offers of the St. Louis River Bay and the Harbor.

The development potential of this site is limited

due to its size, its proximity to a fairly heavily utilized railroad track, and natural features of the site. With only 17.5 acres to work with, the site is seen as mainly targeted to an upper-income, single-family development. It is estimated that 20 to 28 homes could be constructed, leaving some open area for recreational space and the existing watershed use. The site could offer an opportunity for a totally new, single-family housing subdivision that would offer moderate- to upper-income households an opportunity to build a new home in West Duluth and to enjoy the scenic hillside views.

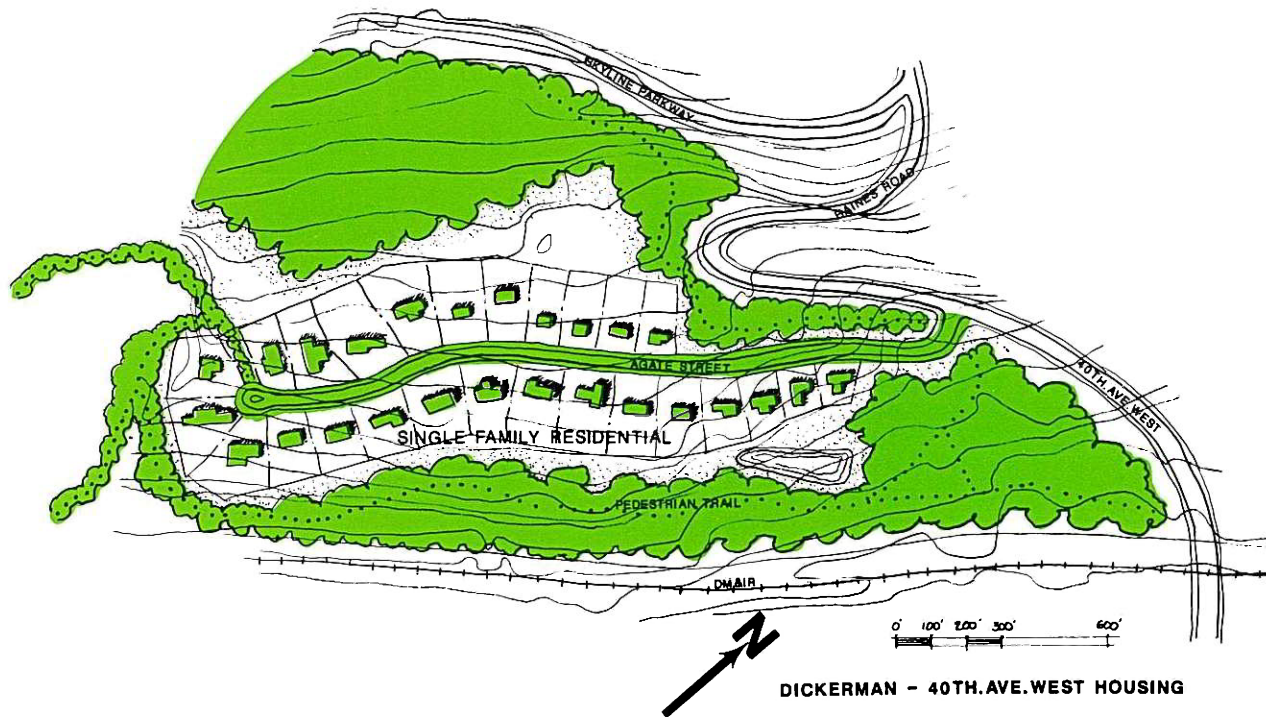
Some of the limitations of the site include: steep slopes which increase the cost of construction and utility extensions; wet soils and watershed areas which limit the size of the project; and proximity to the DM&IR which may create noise, vibration and dust problems that discourage development. The sharp, hairpin curve on 40th Avenue West near the site is also seen as a limiting factor. Although an access road meeting traffic engineering safety standards can be developed, some traffic safety and subdivision design concerns remain.

Some of these same features can be seen as positive aspects which may encourage development. The steep slopes, bedrock and watershed features all add texture and definition to the site. Such features can be utilized in the marketing, design and landscaping work for the project.

Finally, the availability of land is a crucial factor. DM&IR is currently interested in selling this property and would be interested in discussing the site with a potential developer. Ownership of land at least 100 feet from the tracks would be maintained by the Railroad.

Recommended Actions

Development of the site at a future date is uncertain. The City, however, will share information on the availability of the site, its potential sale price, the estimated cost of utility extensions and new roadway construction with any interested developer.



DICKERMAN - 40TH.AVE.WEST HOUSING

If it is to be developed, the site would need to be rezoned from "S" - (Suburban) to "R-1" (Single Family) for a single-family development.

The illustration shows a potential development scheme for this site which features 26 single-family housing sites.

Upper Cody Area Housing Development Site

The residential character of the Cody area is one of primarily single-family homes, 82% of which are owner-occupied. While the majority of houses in the neighborhood were built prior to 1940 and are in need of some rehabilitation, approximately twelve (12) new single-family homes have been constructed in the Upper Cody area east of Keene Creek since 1980. This area contained a number of scattered vacant lots that had dramatic views of the Harbor, St. Louis River and West Duluth neighborhood. The majority of these lots have been developed and there is little potential for additional infill.

The Upper Cody Housing Site incorporates the area with access off I-35 and Cody Street, bordered by Keene Creek on the east, the DM&IR on the north and Minnesota Power transmission lines on the west. Although this steep, wooded site is largely undeveloped, it does contain two small motels that would need to be acquired. Despite this barrier, the site was seen as offering a number of attractive features for a higher-density residential development.

This site is an attractive area to encourage a new housing development because of its high visibility, easy access to I-35, and its location as a new subdivision. Furthermore, its natural features, such as the wooded area near Keene Creek and impressive views of the St. Louis River and West Duluth neighborhood. The area also contains a number of tax-forfeit parcels which could be obtained for development of the site.

The accompanying schematic drawing illustrates a proposed development for this site with 78 hill-climber design townhouse units. These units could be developed as either owner- or renter-occupied units and the density could be increased sufficiently to cover the higher development costs.

Unfortunately, the site also has a number of limitations. A major factor is the cost of extending utilities and constructing the 1,300-foot new street on this site. The presence of steep slopes and the limited size makes it difficult to obtain adequate access to the site. In addition to excessive construction costs, it may be quite costly to acquire two existing businesses as a part of the project development.

Recommended Actions

Development of this site at some future date is uncertain. The City, however, will share information on the development potential of the site with any interested developer. This information includes: location of tax-forfeit land, potential development cost of new roadway and utility extensions, and the availability of any subsidies to assist development.

PROPOSED TARGETS FOR FUTURE HOUSING OPPORTUNITIES

Housing Maintenance and Rehabilitation

Code Enforcement: The need for more strenuous code enforcement activities was evidenced throughout the Plan Study Area and entire West Duluth area. The City Building Inspection Division is responsible for enforcement of the City Housing Code, State Energy Code for apartments, Uniform Building Code and City Ordinances regulating the condition of yards and outbuildings.

The importance of the City's code enforcement efforts is that they monitor health and safety violations and also encourage both owners and renters to maintain their properties. Unfortunately, the City Building Inspection Department is short-staffed and has reduced its routine inspections, complaint inspections and multi-family programs. As a result of these cutbacks, housing conditions and neighborhood quality may suffer.

Housing Rehabilitation: Although the majority of the housing stock in West Duluth is in sound condition, there is a clear need to encourage rehabilitation and maintenance. Due to the age of the existing housing stock and income level of the majority of West Duluthians, the area from the Ore Docks, and along Grand Avenue to Cody Street and over to the Zoo and including the Fremont neighborhood (see attached map) is a Community Development Block Grant (CDBG) eligible area.

As a CDBG-eligible area, this part of the neighborhood receives a priority in the distribution of CDBG Property Rehabilitation Grants and Loans. It is also eligible for HUD Section 312 Low Interest Loans which are currently offered at 4% interest to those earning 80% or less than the median income for the area. Loan applicants must also be determined to be creditworthy, as with any loan program. Several other sources of low-interest or deferred interest loans, offered through the Minnesota Housing Finance Agency (MHFA), are available to West Duluth property owners. The table includes as Appendix A illustrates the basic



If it is developed, the site needs to be rezoned from "C-2" (Commercial) to "R-2" (Duplex) for townhouse or a community unit plan. To make the site more attractive for development as well as to achieve one of the goals of the plan, public access to Keene Creek should be provided for and public land maintained to ensure future access. The "green belt" of publicly-owned, tax-forfeit land above the DM&IR tracks should also be maintained to protect the natural beauty of the steeply, sloped areas of West Duluth.

eligibility criteria and purpose of the housing rehabilitation programs currently available to neighborhood residents.

In addition to programs which assist owner-occupants, several programs are also available for rental property owners in the West Duluth area. Again, these programs are available only in the CDBG-eligible area. They include: the HUD Section 511 Rental Rehabilitation Program, the HUD Section 312 Loan Program and the Single Room Occupancy Loan Program. These programs are described in detail in the table which is included as Appendix A.

A program which is not currently available in West Duluth which is designed to provide comprehensive housing and neighborhood improvement assistance is the Neighborhood Housing Service (NHS) of Duluth. NHS is currently based in the West End and is operating a revolving loan fund which provides low and no interest loans to unbankable, low and moderate income applicants. NHS receives the majority of its loan funds from the City's CDBG Program and sells its loan papers on the secondary mortgage market to regenerate the loan fund. The operating and administrative funds for NHS are obtained from leading institutions, local businesses and other private sources.

Although NHS does not currently serve the West Duluth neighborhood, their Board has been discussing expansion into another neighborhood. The decision to move from the West End and into another neighborhood would be based on input from the Board, the City, neighborhood residents, neighborhood organizations, lenders and other business representatives.

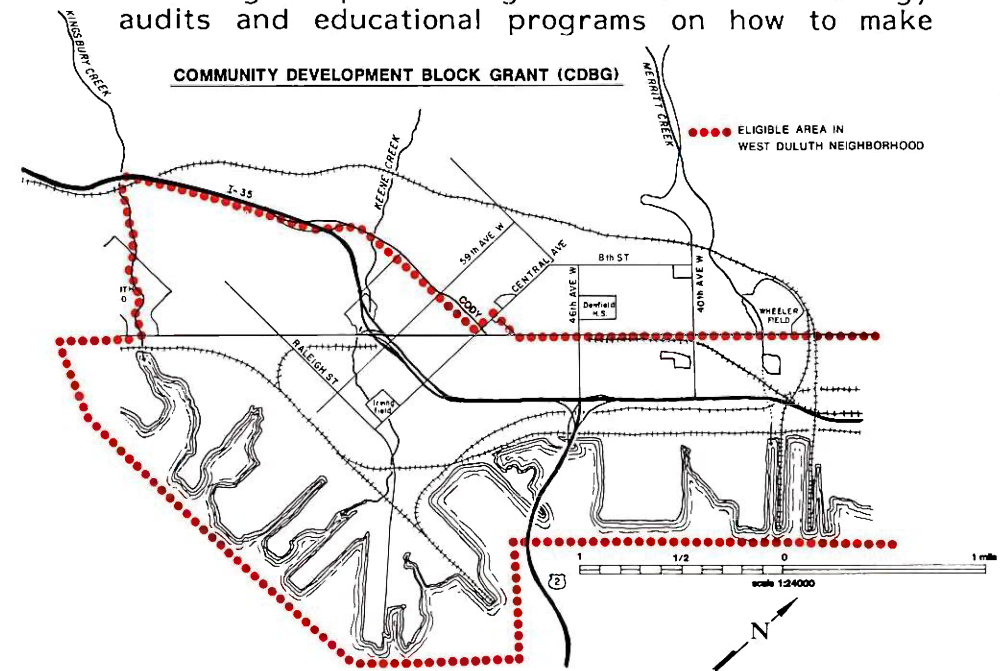
Energy Conservation Needs: In the survey conducted by the West Duluth Neighborhood Coalition, over one-third of the units in West Duluth were identified as in need of additional energy conservation improvements. Due to the age of the housing stock and harsh Minnesota winters, housing costs in older, deteriorated units are often higher than new units. By providing energy conservation improvements, this may assist the

occupant in lowering their housing costs.

The City has developed a second round of the Water and Gas Energy Conservation Loan Program which is available to both owner-occupants and rental property owners. The program offers 4.9% energy conservation loans to any creditworthy Duluth residential property owner. There are no income limits. Additional information on the program is available through the Department of Water & Gas.

The Duluth Community Action Agency's Weatherization Program - is also available in West Duluth. It is targeted to the West Duluth CDBG-eligible area and offers a weatherization grant to eligible owners and renters. The eligibility criteria follows the 80% of the median income limits listed in Appendix A.

Another potential resource for the neighborhood is the Neighborhood Energy Service (NES) Program. NES is a nonprofit organization which is working to provide educational programs on energy conservation, and also contracts with Minnesota Power to provide residential energy audit services. NES targets specific neighborhoods to offer energy audits and educational programs on how to make



homes or apartments more energy-efficient. They also offer energy audits citywide for a \$10 fee. In the future, if there is sufficient neighborhood interest, NES may consider targeting their services within the West Duluth neighborhood.

Recommended Actions

One of the goals adopted by the Plan Steering Committee earlier was the need to upgrade the neighborhood through rehabilitation of deteriorated housing units. Unfortunately, many homeowners and rental property owners lack the resources to bring their units up to code or to improve the basic appearance of their property. As a result, maintenance is deferred due to the need for some sort of financial assistance. Also within recent years, the public sector's ability to provide rehabilitation assistance has decreased as federal funds for the CDBG program and other housing programs have been cut back. The HRA Property Rehabilitation Grant Program, for example, currently has a waiting list of over 300 applicants, some with applications dating to 1981.

With cutbacks in CDBG funds, housing funds have declined as funds have been divided between economic development, housing, streets and sewer improvements, recreational and public service programs. Nevertheless, tools to assist low and moderate income property owners and renters in improving their housing conditions are available, but public support for the allocation of funds to housing is essential. In addition, greater outreach and public education regarding the availability of funds for housing should occur.

To ensure the existing housing stock is maintained, additional code enforcement efforts are needed. Efforts should be made and to place a greater priority on code enforcement in West Duluth.

Targeted rehabilitation and neighborhood improvement efforts could be administered by either a neighborhood non-profit organization or by bringing the Neighborhood Housing Service (NHS) into the West Duluth area. NHS, through

the CDBG-funded revolving loan program, has the ability to sell loan papers on a national secondary market which recycles funds back into the fund for additional housing assistance. One drawback, however, is that NHS relies on private-sector contributions to administer its program. To date, they have had a difficult time securing administrative funds. It is recommended that the West Duluth neighborhood explore the possibility of bringing NHS into the area through discussions with NHS, the City and the neighborhood.

The West Duluth Neighborhood Coalition should also pursue discussions with the City through the Community Development & Housing Division regarding the future potential of obtaining housing assistance through the Duluth Housing Trust Fund. Another potential source of funds for housing rehabilitation is the use of the City's bonding authority. The Housing Trust Fund currently plans to explore this option and discuss the development of such a program.

Provision of energy conservation assistance to homeowners and investor owners can assist in the ability to maintain their properties by cutting back on their annual energy costs. As a part of the Plan's goal of improving the quality of life in the neighborhood and increasing housing opportunities, it is important to offer energy audit services and assistance in making energy improvements. This is especially important for low-income households in order to make the best use of their limited financial resources.

Currently, several programs are available within the neighborhood, but there seems to be a need for greater public awareness of these programs. Efforts should be made to inform neighborhood residents that both energy conservation grants and loans and energy audit services are available through CAP, HRA, the City of Duluth, Water & Gas Department and NES.

The attached Housing Plan Map illustrates the areas of West Duluth which are targeted for rehabilitation and Code enforcement.

Lack of Alternative Housing Types - New Housing Development

A major concern expressed by both neighborhood residents and real estate and housing market experts is the lack of diversity that presently exists in the type of housing available in West Duluth. Although the neighborhood contains over 227 units for the elderly in two high-rise buildings, both buildings have lengthy waiting lists. In addition, many elderly West Duluthians have expressed a desire for alternative housing choices - other than single family ownership or high-rise apartment living. Congregate housing, which offers dining facilities and other amenities for seniors, who remain in independent living units, is one example of the options available. Another option is development of market-rate, lower density apartments for moderate income senior citizens.

There is also a need for additional housing alternatives for families. Currently, low income families, if they have resources to do so, may purchase their own home in the neighborhood. Others may rent an apartment in the Ramsey area or Fairmont Homes development. Again, there are few choices for new rental housing units in the neighborhood. Moderate income renters have even fewer choices with no new market rate units presently available. For those interested in luxury rental units, they must go outside of the West Duluth neighborhood to find the type of unit and accompanying amenities they are interested in.

Although the neighborhood is predominantly one of detached single family units, the majority of these are modest, older houses that are priced in the \$20,000-\$45,000 range. While this presents opportunities for first-time home buyers and lower income households to become homeowners, there are few opportunities for homeowners to "move up" in the housing market and remain in West Duluth. The need for new single family homes in the \$60,000-\$90,000 range in West Duluth has been expressed by both residents and housing professionals. These housing developments may occur as infill housing in neighborhoods such as



the Fremont area which offers the Western Waterfront Trail, access to the River and park space as amenities. Another type of development may be creation of a new separate single family subdivision which offers large lots and amenities such as hillside views and private cul-de-sac streets to potential homeowners. The addition of this type of unit may encourage native West Duluthians to remain in the neighborhood and new residents to move into the neighborhood as well as provide an opportunity for renters to move into home ownership by purchasing existing older homes.

Housing opportunities in West Duluth need to extend beyond apartment and detached single family units to offer townhouse and condominium opportunities to those who desire to live in a full-sized unit without the responsibilities of maintaining a large yard or lot. As the average age of West Duluthians continues to increase, many

homeowners may choose townhouse living over their present single family home. In addition to these "empty-nesters," young home buyers may find this type of unit more affordable and appropriate for their lifestyle. New residents to the City who have lived in areas where such units are common, may also create a demand for the development of townhouse and condominium units.

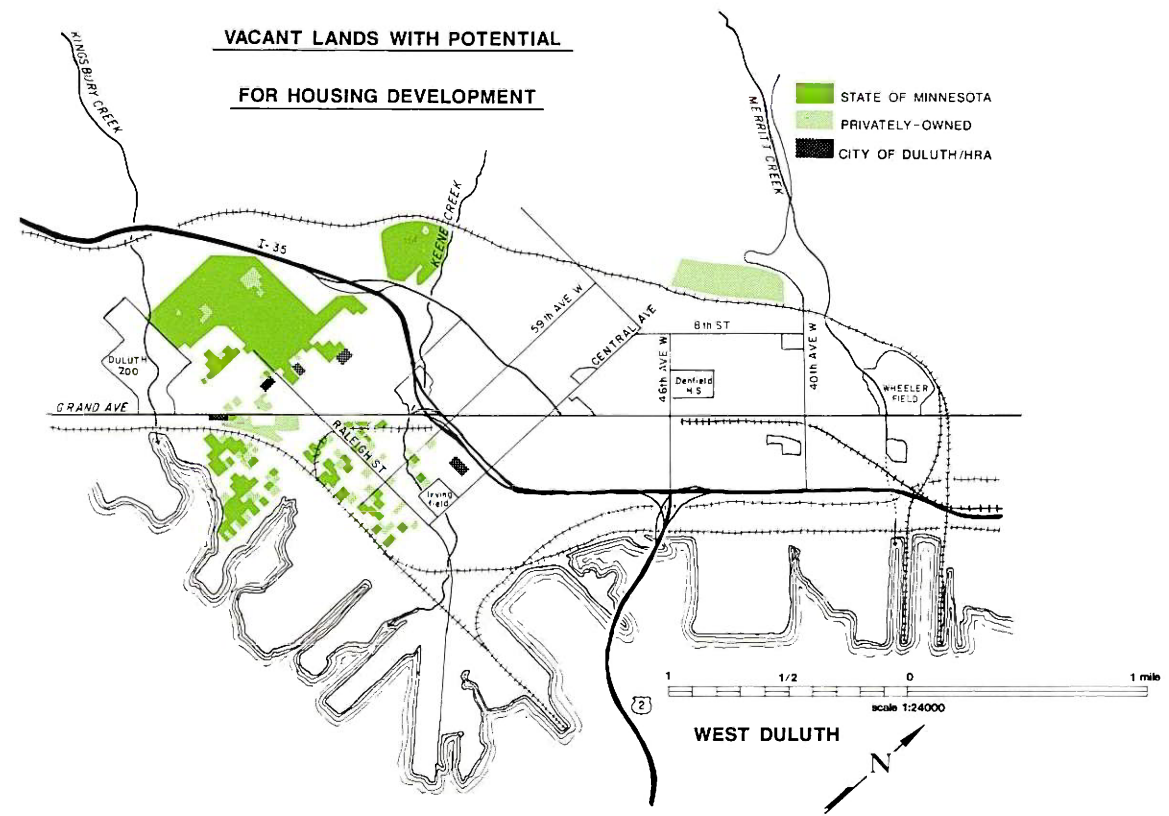
Regardless of the type of new housing development that occurs, it is essential to guide the design of these developments and ensure that this is done in a manner that is sensitive and compatible with the surrounding neighborhood. This Plan is intended for future direction of the neighborhood and to serve as a resource for interested developers.

Recommended Actions

A key goal identified earlier in the West Duluth Plan process was to expand the number and type of housing opportunities within the neighborhood. In order to do this, both public and private coordination and participation are needed.

In order to accomplish this, public ownership of vacant land should be secured to preserve the opportunity for housing and open space areas in appropriate locations. By continuing to hold tax-forfeited land in conservation and working with interested developers and/or potential homeowners, the City can help to guide the type of development and ensure that it enhances the quality of the neighborhood. To encourage housing development, tax-forfeited land may be able to be sold at a reduced cost to interested developers or builders.

The Residential Land Sale Program which sold City-owned land to potential homebuilders, should be reactivated to promote housing infill or suitable vacant, City-owned parcels. Private ownership of vacant, unbuildable publicly-owned land may be encouraged by selling this land at a minimal cost to adjacent property owners. This should also be used to recycle parcels once dilapidated units have been removed to ensure that these lots do not continue to have a negative influence on the surrounding property.



A special infill housing program could also be developed to encourage developers to build within the existing West Duluth neighborhood. Using a model from Rochester, New York, the City could contract with developers to design and build six to eight model homes on City or tax-forfeited lots. Efforts would be made to ensure that these homes are affordable to existing low- and moderate-income residents and designed to blend into the existing housing stock. Financial assistance through State or City mortgage loan programs, pre-purchase counseling and construction assistance could also be explored. The Rochester model may also be able to be adapted to promote construction of townhouse units in the Fremont, Irving or Fairmont areas.

To encourage the development of more diverse new housing opportunities, assistance will be needed in developing subdivisions, obtaining publicly-owned land and extending appropriate utilities to the site. Potential resources may include the use of CDBG funds and housing bond proceeds deferred special assessments and other creative financing tools for all income levels.

Other possible sources of funds to encourage new construction or homeownership are available. While resources are limited, several federal programs are available to encourage development of facilities for elderly, physically disabled or mentally ill persons. These are the Section 202 loan program and the FHA Section 221(d) mortgage program.

State financing for new home construction or home purchases by first-time homebuyers is available through the MHFA mortgage loan program administered by several local banks. In addition, City financing will be explored and may be available for promoting homeownership.

The attached Housing Plan Map details areas of potential housing infill and new housing development in the neighborhood.

Selective Demolition - Elimination of Blight

Throughout West Duluth there are scattered dilapidated units which serve as a blighting influence on the surrounding residential properties. As noted on the structural conditions map for the Plan Study Area, these units are mainly concentrated in the Irving, Fremont and Ramsey neighborhoods. It should be pointed out that as long as these units remain in their present condition they will continue to have a contagious, negative effect on the surrounding properties.

A number of dilapidated outbuildings and garages are scattered throughout the neighborhood. A concentration of these garages and outbuildings can be found in the Irving, Fairmont and Ramsey neighborhoods affecting the quality of the neighborhood as a whole.






Recommended Actions

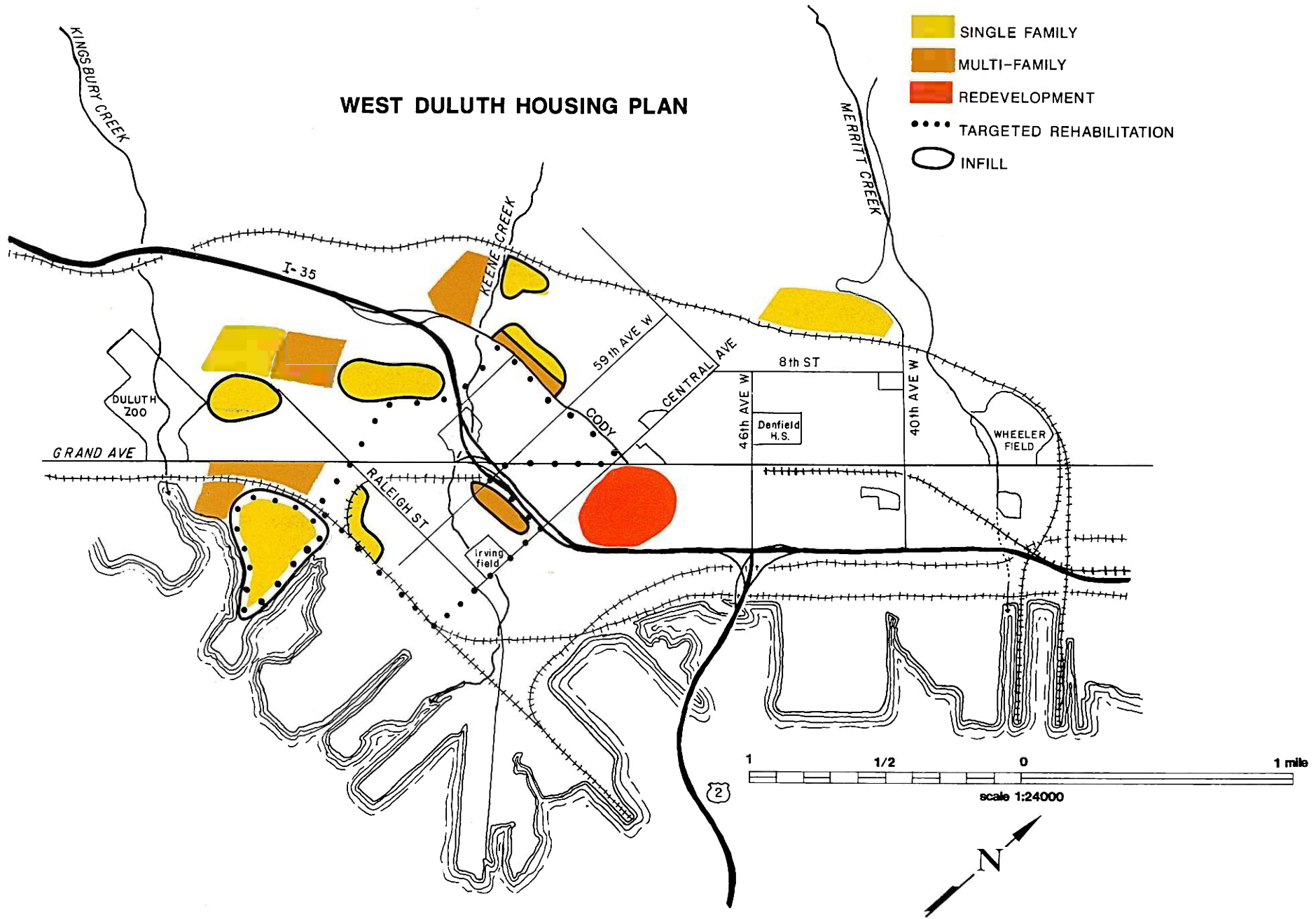
To remove blighted conditions, prevent further deterioration and pursue the goals of the Plan, a more aggressive demolition effort needs to be pursued within the West Duluth area.



Under the CDBG Program, the City established a Selective Demolition Program which set aside a limited amount of funds to remove dilapidated houses, garages and outbuildings at no charge to the owner. Although the guidelines for the program have not been finalized as of this date, the program will be designed to be a "voluntary demolition program". To be successful, it will be essential for the neighborhood individuals and groups to promote the program and encourage their neighbors to participate.

WEST DULUTH HOUSING PLAN

-  SINGLE FAMILY
-  MULTI-FAMILY
-  REDEVELOPMENT
-  TARGETED REHABILITATION
-  INFILL



Neighborhood clean-up campaigns and stricter code enforcement are potential resources for elimination of this blight. To be successful, neighborhood residents and the City must work together to encourage clean-up of the neighborhood.

Infrastructure - Capital Improvements

As noted in the selected Housing Opportunity Areas, in order to attract new housing development or upgrading of the existing housing stock, it is important to make an investment in the neighborhood streets, utilities, sidewalks and other capital needs. The City's experience with neighborhood improvement efforts in West End and East Hillside neighborhoods has shown that private investment in housing and other neighborhood improvement activities often follows investment in the area's infrastructure.

Recommended Actions

The Plan Study Area section of this report has detailed the capital improvement needs and recommendations for this part of the comprehensive neighborhood plan. The following items also need to be addressed in order to encourage new housing development in the larger West Duluth neighborhood:

- a. Separate access to the DW&P site in order to encourage a new single-family housing development.
- b. Improvement of existing streets through surfacing and repair and replacement of sidewalks in the Fairmont neighborhood.
- c. Assistance with extension of utilities to the DW&P site, 40th Avenue West/Dickerman site and Upper Cody location.
- d. Assistance in establishing access to the 40th Avenue West/Dickerman site and Upper Cody location.
- e. Landscaping and improvement of the West Grand Avenue approach to the Zoo and Fremont area to encourage housing development.

Currently several tools are available to upgrade the existing streets, sewers, sidewalks and other infrastructure within the existing West Duluth neighborhood. These tools include: use of CDBG funds for upgrading the infrastructure within the CDBG-eligible area, special assessment programs, state and federal grant programs and the City's bonding capacity.

Summary

The preceding recommendations for the housing opportunity areas and the overall Housing Opportunity Study Area were based on a thorough evaluation of housing in the neighborhood and an effort to implement the West Duluth Plan goals. It is believed that through the implementation of the Plan, the number and type of housing units in West Duluth will increase in the next five years offering housing opportunities for all age groups and income levels. In addition, enactment of more aggressive code enforcement efforts, expansion of housing rehabilitation and energy conservation assistance programs and removal of dilapidated structures will ensure that overall quality of life in the neighborhood is enhanced and the neighborhood image is improved.

It has been shown in Duluth and in cities throughout the country, that neighborhood improvements have a positive contagious effect. Often public investment in street improvements, housing rehabilitation or other visible projects act as catalysts to private investment and improvement in a neighborhood. It is through this type of public/private partnership that a neighborhood revitalization, both spiritual and physical, can occur, enhancing the quality of life for current and future residents.

Opportunities for Change



INTRODUCTION

Moving beyond the planning phase, often referred to as the dreaming stage, an action plan needs to lay out a framework for accomplishment of the specific proposals developed in the earlier work.

A review of all the material suggests there are several projects with a high potential of achievement in the near future while others will require a longer period to be fully realized. Ready identification of financial resources, decision makers and public support for specific projects early-on makes it easier to move forward immediately.

In order for a project to move from an idea to reality a series of actions are necessary. Once the decision is made to proceed with any given project, the action steps involved can range from rather basic with few participants involved to highly complicated forms with many participants and variables. Generally more complicated projects increase the time and cost involved. Participation in implementation can involve public, private or both interests depending on the composition of the project. Public involvement can include local, county, state and federal agencies.

In addition to decision-making involvement, providing financial resources can also play a strong role. The basis for private leveraging, and "gap" financing with public support input hinges on the test of public benefit, where private interests might be involved. Otherwise in the case of the traditional public projects such as recreation facilities, fire protection, libraries, etc. it is rare to see private funds directly involved.

Any project found in the plan could involve a unique combination of proponents, decision-makers, funding sources, activities and beneficiaries.

An effort is made here to outline the major activities and resources anticipated for most of the projects highlighted in the plan. Note should be made that some projects are easier to deal with than others due to timing, available resources, and relative priority among the decision-makers. Resources and project needs can change throughout the process until final financing and implementation are accomplished.

IMPLEMENTATION FRAMEWORK

RESOURCES & ACTION STEPS

The mere mention of the word, "project", almost always translates into money or cost. After the question of "how much?" comes the harder to answer "from where?" and "how?" Often the type of project will narrow the answer down quickly into traditional sources. However, in recent years, both public financing and development assistance for specific projects has deviated significantly from the routes followed. In the past, State enabling legislation has created new means to finance non-traditional projects with public involvement. Tax increment financing is one technique now used on selected projects or in specific geographic areas. Local, county, state and federal resources can also play a role in the realization of certain types of projects. The following briefly outlines potential development actions and financial resources, and public capital improvements which may be utilized in the implementation of the projects recommended for West Duluth.

Development Actions

- Rezoning - Reclassification of land areas according to certain use designations with the intention of creating greater stability to the area. Involves public hearings by both the Planning Commission and City Council.
- Replatting - A proposed development pattern with street design and lots that is approved by the City Planning Commission.
- Planning Development and Review - Planning Commission review and recommendation of proposed developments will be a means of coordinating and implementing the Plan.
- Neighborhood input and participation - An essential on-going element in the implementation of project recommendations and marketing the plan elements.
- Developer Solicitation - Private Sector participation is a key to implementation of the housing and other elements of the Plan. City Planning staff will actively solicit private investment.

Potential Financial Resources

- Tax Increment Financing - Encourages private investment by allowing private property owner to pay for improvements over a period of time through taxes levied against the increased value of the property which resulted from the newer development.
- Community Development Block Grant (CDBG) Program - Annual Federal entitlement funds which are targeted to communities to aid in the elimination of blighting influences and to benefit low and moderate income households. CDBG can be used for housing, parks, capital improvements, public services, etc.
- Urban Development Action Grant (UDAG) Program - Federal competitive project-specific grant gap financing program which leverages public and private dollars to create new jobs, industry and/or housing development in a community.
- General Fund Proceeds - Tax receipts which generally pay for daily operations of local government can also be used to pay for a variety of capital improvements.
- Special Assessment Proceeds - Project specific, local taxes which are levied against property owned by those benefitting from a public improvement on or near their property. Often used for street, sewer, sidewalk, lighting and other projects.
- Land Water Conservation-(LAWCON)Program - Federal, competitive grant program designed to assist in the planning and development of parks and recreational areas.
- Urban Parks & Recreation Recovery (UPARR) Program - Federal competitive grant program which assists in creating recreational areas.
- Legislative Committee on Minnesota Resources (LCMR) - State grant program which funds parks & recreational improvements.
- Minnesota Department of Natural Resources (MDNR) - State agency that supports and assists in the development of public water

access, trail facilities, boat launches and fishing piers.

- City of Duluth, Tax-Exempt Bonding - Tool which allows City to borrow and repay funds through issuance of a tax-exempt bond, used for development of housing, business, industry and other improvements.
- Minnesota Housing Finance Agency (MHFA) - State agency which provides low interest loans to property owners, developers and first time home buyers through a variety of housing and energy conservation programs. Mainly targeted to assist low and moderate income persons. Programs administered locally by HRA and lenders.
- Housing and Urban Development (HUD) - Federal agency which offers a variety of housing improvement development assistance and rental subsidy programs to eligible persons/entities. Programs administered locally by the HRA and local leaders include grants and loans to owner-occupants and investor owners.
- Duluth Community Action Program (CAP) - Local agency that administers grants to eligible low income households for weatherization and energy assistance.
- City of Duluth Water and Gas Department - Offers low interest energy conservation loans to owner-occupants and investor owners of single and multi-family units.
- Minnesota Department of Transportation (MnDOT) - State agency which funds improvements and maintains "state-aid" streets.
- Duluth Housing Trust Fund - Non-profit organization established by the City to assist in fund raising efforts and coordination of the City's housing rehabilitation and development efforts.
- Private Sector Investment - Key element in implementation of the plan. Investment may come from private homeowners, business owners, investor-owners, lenders and developers.

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Public Capital Improvements

- Street and Sewer Improvements - Improvements and expansion of the local infrastructure are largely coordinated by the City and can be funded through assessment, local, state and federal resources. This includes new street construction, maintenance and repair. It also includes both storm and sanitary sewer systems.
- Sidewalk Improvements - Improvements and extension of sidewalks are coordinated by the City and are normally paid through assessing the property owner or special assessment to a developer.
- Property Acquisition and Sale - City acquisition for development purposes can serve as catalyst and help to subsidize desired improvements.
- Park and Recreational Development - The City plays a principal role in providing quality recreational space for residents and visitors.
- Library Services and Facilities - City responsibility includes providing, quality library services and facilities for area residents.
- Police and Fire Facilities - The City works to protect the health, welfare and security of the community through the provision of top quality fire and police facilities and protection.

PROJECT AND PROGRAM IMPLEMENTATION LIST

The following provides an overview of the projects and programs which are recommended in the West Duluth Neighborhood Plan. It should be noted that, as in any planning process, some projects are already underway upon the completion of the Plan while others are more difficult to accomplish and may never be implemented. Therefore, the list of projects is in no particular order or ranking. With the cooperation of the West Duluth neighborhood and the private sector, the majority

of these projects and programs can be implemented within the next 10-15 years resulting in a revitalized and balanced West Duluth neighborhood.

Project/Program Implementation Actions

* (Cost estimates are general and very preliminary)

- | | |
|-------------------------------|--|
| Irving Area
(\$1,561,000*) | <ul style="list-style-type: none"> o Street construction and Improvements. <ul style="list-style-type: none"> -Construct Sherburne St. Industrial Access -Rebuild 59th Ave. West -Close off Main St. at Central Avenue. -Surface and repair neighborhood streets. o Buffers and Landscaping <ul style="list-style-type: none"> - Interlake Iron/Hallet buffer, Central Avenue buffer, Moline parking buffer and others. o Rezoning to stabilize residential area. o Targeted housing rehabilitation o Selective demolition and code enforcement o Single family and multi-family infill construction o Irving Recreation Center Improvments <ul style="list-style-type: none"> - Parking-Handicapped access. |
|-------------------------------|--|

Fremont
Neighborhood
(\$5,550,000)*

- Land Acquisition
- Rezoning and replatting
- Housing development
 - Single family housing construction (infill)
 - Townhouse construction
- Rehabilitation of existing housing
- Selective demolition and clean-up.
- Street construction and improvements
- Extension and upgrading of utilities
- Extension of Western Waterfront Trail
- Development of waterfront park area

West Grand Ave./
Zoo/I-35 Entrance
(\$172,000)*

- Rezoning
- Street Construction and Improvements
 - 10 street intersection modifications
 - Property acquisition for intersection
 - Sidewalk construction
- Farmer's Market
 - Land acquisition
 - Development

Zoo Redevelopment
(\$8,200,000*)

- Streetscape improvements
 - Street lighting (standards and buried electrical)
 - Poles for special festive signage
 - Canopy trees and other landscaping
 - Center island development & planting
- Demolition of deteriorated properties
- Acquisition/Relocation of residences
- New Construction
 - Administration and Food Service Buildings
 - Exhibits
- Parking & buffer development
 - Fencing
 - Landscaping

Keene Creek
Reroute
(\$306,000*)

- Property acquisition
- Rechannel creek to Grassy Point
- Parking Lot development and road reconstruction
- Creation of Upper Creek Trail and pathways
- Timber walkways, blinds & landscaping
- Boat Launch construction
- Wildlife refuge designation

Wade/Wheeler Area
(\$447,000*)

- Land Acquisition
- Parking
 - New development
 - Construction of Buffer
 - Surfacing of existing parking
- Rezoning
- Rehabilitation of existing housing
- New street construction
- Development of trail

Ramsey Area
(Short term)
(\$1,135,000*)

- Rezoning to commercial below Bristol
- Street construction and improvement
 - Ramsey Street extension
 - K-Mart access street from Grand Avenue
 - Street closing in K-Mart area
 - Street resurfacing
 - Parking lot screen

(Long Term)

- Property acquisition
- Property rehabilitation and demolition
- Hayes Creek Improvements
- Rezoning
- Property acquisition and relocation and demolition
- Street construction and improvements

Hayes Creek Access
to Waterfront
(\$141,000*)

- Reconstruction & improvements
- Street vacations
- Hayes Creek Channel
- Open space and landscaping
 - Trails
 - Pedestrian Bridges
- New housing construction
- Property acquisition and railroad easement for trail and parking
- Trail extension and development
- Parking for public access
- Construction of access road
- Recreation improvements
 - Fishing pier
 - Safety fence
 - Tables and benches

North Edge of
Commercial Area
(\$541,000*)

- Property acquisition/relocation demolition.
- Creation of off-street parking
 - Surfacing
 - Buffer development
- Rehabilitation of existing buildings
 - Storefront renovation
 - Residential rehabilitation programs

Oneota III
Project
(\$1,040,000*)

- Acquisition-Relocation
- Street reconstruction
- Planning and development of industrial/commercial uses

East Grand Avenue

- Rezoning
- Landscaping and buffers
- Redesign and reconstruction of Cody/Grand Ave. and Central intersection

DW&P Housing
Site
(\$14,025,000*)

- Rezoning and replatting
- Street Construction and Improvements
 - Construct new access street from Grand Avenue to DW&P
 - Reconstruct and surface Fairmont area streets
- Extend and upgrade utilities
- Create trail, open space and landscaping
- Housing Development
 - Single family development
 - Townhouse development
 - Apartment development-elderly and family
- Rehabilitation of existing housing in Fairmont area.

40th Avenue
West/Dickerman Site
(\$2,321,000*)

- Land acquisition
- Rezoning
- New street construction
- Extension and installation of utilities
- Single family construction
- Trail and landscaping improvements
- Creation of buffer between railroad and development

Upper Cody Site
(\$2,410,000*)

- Acquisition and relocation of commercial uses.
- Rezoning
- New street construction
- Extension of utilities
- Townhouse development
- Trail and landscaping improvements

Housing Infill
Sites

- Planning and development assistance
- Land acquisition and rezoning (if needed)
- Housing development
- Establish Housing Infill demonstration Program
- Rehab of existing housing near infill housing sites



Housing Rehabilitation and Energy Conservation

- Targeted to Irving, Fairmont & Fremont areas.
- Energy conservation initiatives and programs
- Rental rehabilitation assistance
- Ongoing public education & information on resources

Code Enforcement & Demolition of Dilapidated Buildings

- Increase code enforcement efforts (housing and neighborhood) throughout area
- Remove blighted dilapidated structures
- Implement Selective Demolition Program, which allows for "voluntary acquisition".
- Neighborhood clean-up and improvement efforts

Rezoning

- Document need/rationale for rezoning where needed.
- Initiate petition process for rezoning
- Establish series of Planning Commission and City Council public hearings
- Gather input, support & approval for rezoning area.

Beginnings

How can we start? The foregoing identifies a variety of funding resources, actions and projects from the analysis and planning activities completed for West Duluth. While some projects are already underway and will become reality in the near future, others will require a concerted effort to initiate actions toward accomplishment. With the long project list it will be necessary to refine a specific overall strategy to identify individual projects, match funding sources to projects and assign responsibilities to individuals to coordinate the necessary activities.

The costs of implementing the West Duluth Neighborhood Plan will be covered by a combination of public and private financing. Because public investment is expected to act as a catalyst to private expenditures, early and visible investment of public funds in these projects is essential.

One of the prime motivations for upgrading the West Duluth neighborhood is economic development. New attractions at the Duluth Zoo and along the St. Louis River are expected to generate additional jobs and revenues for the City. The development and construction of alternative housing opportunities throughout the neighborhood are also expected to revitalize the area by drawing in new residents and providing jobs in the home construction field. This sense of revitalization can stimulate additional investment in the neighborhood and increase property values, as new employees and residents seek places to live in the neighborhood. This may also generate spin-off housing rehabilitation and neighborhood improvement activities which create a more attractive, appealing residential environment.

While it is difficult at this time to put a price tag on the benefits that may be generated from a revitalized West Duluth neighborhood, the long range remunerations appear great. It can promote the diversification and availability of housing in the neighborhood, create new jobs, and enhance the neighborhood and the City's overall appearance

and image. Preliminary cost estimates prepared for the projects noted throughout the plan total in excess of \$40 million if everything were to come true.

Among those projects seen as prime targets for implementation are the following:

- Rezoning-These can proceed immediately without the need for capital expenditures.
- K-Mart Grand Avenue Access Street-This is an inexpensive project with tremendous spin-off benefits.
- North Edge Commercial Area Off-Street Parking-The acquisition and removal of three residences could be accomplished rather quickly making significant progress toward the sorely needed off-street parking. Two of the four suggested lots could be created.
- Irving Buffer-Private commitments have been made to create a suitable buffer along both sides of Central Avenue minimizing the industrial impact of the Lake Superior Paper Industries mill operations on the adjacent residential community.
- Oneota III-Activated by resident initiative the city is a ready partner to begin the work of converting the area to accommodate commercial-industrial redevelopment.
- Zoo Redevelopment and Expansion-Phased over a three year period with previous state funding for plan preparation this project appears to be a solid possibility.

- Sherburne St. & Buffer-The question of need is clear and the physical and financial obstacles do not appear to be beyond solution. The immediate benefits are great in terms of neighborhood stability.
- Fremont Housing Area-Immediate proximity to the St. Louis River, low density development, extensive public land ownership and available infra-structure make this proposal realistic to pursue. In addition, incentives are at hand that can be packaged to encourage the construction of new housing and to upgrade the existing structures.
- Keene Creek Outlet Rerouting-Public and private benefits are significant enough and the overall costs low enough to encourage progress toward the accomplishment of this project. The creation of the opportunity to create a significant industrial land parcel is only one-half of the attractiveness of this project. The other one-half creates a large wildlife refuge with improvements intended to attract public usage for wild life observation, passive and active water access as well as enhancement of the wild life refuge environment.
- West Grand Avenue/Zoo Approach-The investment of over \$6 million at the Zoo suggests the arrival to this upgraded public facility be considered. Cosmetic as well as physical changes can accomplish this goal. The timing should not be significantly different than the Zoo project itself.
- Wade Stadium Area-The city should be a good neighbor to the existing residents of this area. Redirection of access and upgrading and expanding the parking are two critical needs to resolve the more immediate problems.

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- DW&P Housing Development-The removal of the DW&P operations from the Fairmont Area has presented an opportunity to create an isolated new housing development project area on the hillside north of the Lake Superior Zoological Gardens.
- Western Waterfront Trail Extension-City land ownership and the success of the existing trail segment adjacent to this area will make this project rather easy to move forward once financial resources are committed.

Elements of the plan already underway include:

- Reconstruction of 59th Avenue W. from Raleigh Street to Highland Street.
- Ramsey-West First Street Connection through Oneota.
- Rezoning of Oneota III (east of 40th Ave. W.).
- Development of a buffer along Central Avenue across from the Lake Superior Paper Mill site.
- Commercial area storefront improvements, lighting, off-street parking and upgrading.
- Lake Superior Zoological Gardens expansion and renovation.

What will it take? A true partnership of public-private participants. That is what is necessary to make this plan come to life. Some projects are clearly public in nature while many will need a combination of both public and private resources and efforts and the remainder will depend solely on private financing and energy. Early development of the Implementation Strategy and Schedule will establish the program to be followed in the next phase. To work out an initial

list of projects which everyone can agree on should involve both city and private sector representatives. This should be carried forward without delay to take advantage of the momentum started through the planning process.

The West Duluth Neighborhood Plan is only a beginning. The completion of this document represents the development of a direction for the future which will benefit the West Duluth Neighborhood, the City and the Region.

This is an ambitious plan. It will require a real investment of time and energy from many people. In order to realize the dreams set forth in this document, a great deal of leadership, cooperation, effort and perseverance from the business community, neighborhood and city government will be required. This plan is intended to be used as a guide for each of the participants in this process in order to channel their energies in a unified direction.

The plans are also, by necessity, incomplete. It is certain that as the implementation process evolves changes will be made in order to take advantage of resources and opportunities that may present themselves along the way. It is important, however, that the spirit of this plan remains intact and the goals which guided the planning process continue to chart the course in the implementation of the plan.

The implementation process which is now being initiated offers excitement and opportunity. It is a creative process which includes abundant rewards, challenges and opportunities. This is the beginning.

APPENDIX A

HOUSING AND ENERGY ASSISTANCE PROGRAMS
WITHIN THE WEST DULUTH NEIGHBORHOOD

PROGRAM	PROGRAM DESCRIPTION	INCOME ELIGIBILITY CRITERIA	GEOGRAPHIC ELIGIBILITY CRITERIA	ADMINISTERING ENTITY
PROPERTY REHABILITATION GRANTS	Offers eligible owner-occupants grant assistance for meeting City Housing Code and energy conservation needs.	Adjusted annual household income below \$8,000	CDBG-eligible area is top priority. Property within City limits eligible for program.	HRA
PRINCIPAL REDUCTION GRANTS	Provides principal reduction loan assistance to owner-occupants to bring property into compliance with City Code, more energy-efficient and livable.	Adjusted household income below 80% of the median income for the area (see attached).	CDBG-eligible area is top priority. Within City limits eligible for program.	HRA
SECTION 312 LOANS	Offers 4% interest loans to owner-occupants or below-treasury-rate interest loans to credit-worthy investor-owners. Eligible work includes: City Code items, energy conservation work, modernization and livability improvements.	Annual household income below 80% of the median income for the area.	CDBG-eligible area	HRA
MINNESOTA HOUSING FINANCE AGENCY (MHFA) REHABILITATION LOAN PROGRAM (GRANT)	Loans for low-income homeowners to be used for basic repairs, to meet Code, to become more energy-efficient or accessible.	Adjusted annual household income below \$7,000	Within City limits	HRA

PROGRAM	PROGRAM DESCRIPTION	INCOME ELIGIBILITY CRITERIA	GEOGRAPHIC ELIGIBILITY CRITERIA	ADMINISTERING ENTITY
URBAN HOMESTEAD PROGRAM	The program offers low-income households the opportunity to obtain an FHA- or VA-foreclosed house for \$1 if they agree to rehabilitate the property and live in the house for at least 5 years. Low-interest loans are available to improve the property.	Annual household income below 80% of the median income for the area.	CDBG-eligible area	HRA
LOCAL PROPERTY URBAN HOMESTEAD DEMO PROGRAM	This program acquires vacant, tax-delinquent or foreclosed properties and offers them for \$1 to low-income homesteaders.	Annual household income below 80% of the median income.	CDBG-eligible area	HRA
SECTION 511 RENTAL REHAB LOAN	HUD-financed rehabilitation loan program for rental properties within target areas. Offers 50% deferred repayment loan of up to \$5,000 per unit. Priority to structures with sub-standard units occupied by low-income families.	None for owners; priority to units occupied by low-income families.	CDBG-eligible area	HRA
CAP WEATHERIZATION GRANTS	Grants low-income renters and owners weatherization assistance at no cost to improve the energy efficiency of their dwellings.	Annual household income below 80% of the median income for the area.	CDBG-eligible area	Duluth Community Action Program (CAP)

PROGRAM	PROGRAM DESCRIPTION	INCOME ELIGIBILITY CRITERIA	GEOGRAPHIC ELIGIBILITY CRITERIA	ADMINISTERING ENTITY
MINNESOTA HOUSING FINANCE AGENCY (MHFA) HOME IMPROVEMENT LOAN	Home improvement loans with interest rates of 3%, 5%, 7% or 9%, based on the applicant's income. One- to four-unit buildings must be owner-occupied. Up to \$15,000 for up to 15 years.	Households with annual adjusted income of up to \$27,000. None for owners; must primarily rent to low- and moderate-income tenants.	Statewide	Local Banks: - Park St - Wstrn Natl - Airport St - First Bank - Mdwst Fdrl - Republic
MINNESOTA HOUSING FINANCE AGENCY (MHFA) RENTAL REHAB LOAN	Below-market interest rate loans for 15 years for rental units to bring property into compliance with State Energy Code and improve livability.	None for owners; must primarily rent to low- and moderate-income tenants.	Within City limits	HRA and First Bank
MINNESOTA HOUSING FINANCE AGENCY (MHFA) AFFORDABLE FIRST-TIME HOME BUYING	Mortgage loan program for first-time homebuyers, offering a 7.85%, 30-year mortgage to eligible homebuyers. Maximum purchase prices are: \$67,500, new construction; \$37,500, existing homes. Development and monthly payment assistance is also available for lower-income buyers.	Households with annual adjusted gross income of up to \$28,000 for new homes and \$24,000 for existing homes.	Statewide (St. Louis County income and loan limits)	Local Banks: - First Bank - St Louis Co Fdrl S & L
SINGLE ROOM OCCUPANCY (SRO) LOAN	A deferred repayment loan program which offers rehabilitation and acquisition assistance to owners or purchasers of buildings containing SRO units and offer affordable housing to very low-income individuals. The program requires a 50% match and offers up to \$3,000 per room for rehabilitation assistance.	None for owners; must rent primarily to tenants with income below 50% of median.	CDBG-eligible commercial districts	City CD and Housing; HRA

PROGRAM	PROGRAM DESCRIPTION	INCOME ELIGIBILITY CRITERIA	GEOGRAPHIC ELIGIBILITY CRITERIA	ADMINISTERING ENTITY
CITY OF DULUTH ENERGY LOAN	Phase II will provide low-interest loans to owners and renters to improve the energy efficiency of their homes. Proposed rate of 4.9% for 10-year period.	No limits.	City limits	City Water & Gas Department.
NEIGHBORHOOD ENERGY SERVICE (NES) - Audit and Education Programs	Offers state-certified energy audit services and educational workshops on energy conservation to owners and renters in targeted areas of Duluth.	No limits.	Targeted areas of City	NES

* Note: 80% of median income guidelines for the City of Duluth, as of February 19, 1987.

Household Size	Maximum Income
1	\$15,100
2	17,300
3	19,450
4	21,600
5	22,950
6	24,300
7	25,650
8	27,000



1979 1980 1981 1982 1983 1984 1985 1986 1987 1988 1989 1990 1991 1992 1993 1994 1995 1996 1997 1998 1999 2000 2001 2002 2003 2004 2005 2006 2007 2008 2009 2010 2011 2012 2013 2014 2015 2016 2017 2018 2019 2020 2021 2022 2023 2024 2025