

2024 Consolidated Plan Draft For August 6, 2024 Hearing

Executive Summary

AP-05 Executive Summary - 24 CFR 91.200(c), 91.220(b)

1. Introduction

The City of Duluth expects to receive about \$3 million in funds from the U.S. Department of Housing and Urban Development (HUD). Annually, HUD provides the City three types of funds: Community Development Block Grant (CDBG), HOME Investment Partnerships (HOME), and Emergency Solutions Grant (ESG). CDBG funds support community development projects including affordable housing, public services, public facilities, and economic development. HOME funds support programs that create affordable housing for low-income households. ESG funds support projects that offer basic needs and housing stabilization services to community members experiencing or at risk of experiencing homelessness. Local organizations apply to the Community Development Program requesting these HUD funds for their projects.

The Community Development Committee reviews the applications and recommends funding amounts for the Community Development Program. The CD Committee holds public input sessions and comment periods regarding the funding recommendations and then make its final funding recommendations to the City Council.

If there is a difference between the HUD allocated amounts and the estimations made during the allocation planning process, the CD Committee adopted this following Contingency Plan:

If there should be a higher level of funding allocated to the city for FY 2024 than estimated, such funding shall be distributed proportionally to previously recommended projects that were not recommended to receive full funding, up to 3% of the final allocation, and if less funding is allocated, all projects shall be reduced proportionally up to 3% of the final allocation. If the final allocated amount varies by more than 3% of the estimated amount then the Community Development Committee shall reconvene and revise the funding recommendation and submit it to the City Council.

2. Summarize the objectives and outcomes identified in the Plan

This could be a restatement of items or a table listed elsewhere in the plan or a reference to another location. It may also contain any essential items from the housing and homeless needs assessment, the housing market analysis or the strategic plan.

Themes were developed from community input.

Theme #1: Ensure all residents have access to necessary transportation and utility infrastructure.

Priorities include:

- Improve streets and sidewalks, and address snow clearing, in ways that do not increase cost burdens on low-income property owners. Support multimodal transportation by improving access to transit, and adding transit amenities such as bus shelters and street lights. Invest in pedestrian and bicycle infrastructure, and implement ADA improvements in targeted areas. Provide reasonable access to clean energy and improve energy efficiency to relieve energy burdens.

Theme #2: Increase the supply of affordable, quality housing.

Priorities include:

- Provide housing cost assistance to alleviate cost burdens. Increase the number of housing units in locations that are convenient for access to jobs and food. Provide a variety of unit types at all levels of affordability, aiming for mixed-income neighborhoods. Housing types to focus on include supportive housing, accessible housing, units for individuals, and senior housing. Improve quality and safety of housing, including enforcement of existing codes and rehab of older structures.

Theme #3: Support thriving neighborhoods by addressing neighborhood issues and improving aesthetics.

Priorities include:

- Identify solutions to homes that are condemned or vacant, in order to address neighborhood blight. Ensure neighborhoods have key amenities such as quality lighting, street trees, and public art. Collaborate with the police department, neighborhood groups, and others to ensure neighborhood safety. Increase waste receptacles and sharps containers in parks and public facilities.

Theme #4: Build employment skills and opportunities.

Priorities include:

- Provide job training for low- and moderate-income individuals. Build the capacity of contractors in order to provide skilled jobs and meet housing development needs. Use economic development strategies to increase living wage jobs.

Theme #5: Support health and well-being.

Priorities include:

- Ensure health care access. Provide connections to recreation activities that promote physical and mental well-being. Eliminate food deserts and expand food access. Provide chemical dependency and mental health treatment, with a particular need for residential treatment.

3. Evaluation of past performance

This is an evaluation of past performance that helped lead the grantee to choose its goals or projects.

Each program that is funded with CDBG, HOME and ESG funding is monitored annually to make sure that the number of people who were going to be served for a specific need were met. If not, then that program is evaluated to determine if the need for that the program is still a priority or if that need is being met elsewhere due to other new funding sources or if the community dynamics have changed and the demand for a specific need has decreased. Every year, there are public input sessions to gather input on community needs to evaluate if a need should be a goal for this plan. A description of the goals and a description of the public input process is provided in the annual action plan, which is submitted to HUD for review and approval.

4. Summary of Citizen Participation Process and consultation process

Summary from citizen participation section of plan.

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

As part of the community outreach process, the City Planning & Development Division staff used multiple outreach strategies to engage community members and the organizations that serve our community. Division staff consulted with nonprofit and service providers who work on issues of healthcare, housing, homelessness, and education, and other community issues.

The Planning & Development Division published the annual Housing Indicator Report, which is an analysis of the housing market in Duluth.

The Community Development Committee reviews the draft Action Plans and funding recommendations and contingency plan at public meetings. These documents are made available for 30-day public comment period from November 25, 2023 to January 9, 2024. All public comment received during the comment periods and at the meeting was presented to the CD Committee and is referenced in the minutes. The CD Committee held their public input session on the draft Action Plan recommendations on December 5, 2023.

5. Summary of public comments

This could be a brief narrative summary or reference an attached document from the Citizen Participation section of the Con Plan.

All of the comments received during the public comment period and at the Community Development Committee meetings are referenced in the meeting summaries from the public hearings. All comments were accepted.

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

All comments were accepted

7. Summary

The 2024 Annual Action Plan, is the fifth and final of the five annual plans of the 2020-2024 Consolidated Plan and it outlines how the federal Community Development resources will be allocated in FY 2024. Each year after that an Annual Plan will be completed to communicate how these funds will be allocated to meet the objectives identified in the Consolidated Plan.

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

PR-05 Lead & Responsible Agencies – 91.200(b)

1. Agency/entity responsible for preparing/administering the Consolidated Plan

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

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

Table 1 – Responsible Agencies

Narrative (optional)

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

Consolidated Plan Public Contact Information

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AP-10 Consultation – 91.100, 91.200(b), 91.215(I)

1. Introduction

The City of Duluth is dedicated to developing an annual action plan that is effective in meeting the needs of low income & moderate income people within the city.

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

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

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

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

The Planning and Development Division works closely with the Housing and Redevelopment Authority of Duluth (Duluth HRA) which is the local public housing administrator for Duluth. The City participates in a group called the Affordable Housing Coalition, which is made up of numerous agencies in Duluth that provide housing and homeless services and programs to those in need. This group meets regularly to discuss issues and gaps in service, as well as, works to develop strategies to assist those in need of housing assistance and other needs. This group is comprised of City and County officials, as well as housing agencies: Duluth HRA, One Roof Community Housing and Ecolibrium3, as well as supportive housing providers: Salvation Army, Center City Housing, Loaves and Fishes, Life House, Lutheran Social Services, MACV; and homeless shelters: CHUM and Safe Haven, and service providers such as Human Development Center, Damiano, American Indian Community Housing Organization, Community Action Duluth. City staff attends these meetings with the St. Louis County Public Health and Human Services staff.

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

The City of Duluth is located in the St. Louis County Continuum of Care (COC). The City of Duluth has a very interactive role with the COC, in reviewing the community needs for the whole populations as well as the sub populations and using this information in developing a prioritization process based on the annual needs and current data and performance measures to align the funding to best address the needs of homeless persons and persons at risk. The City is also actively works with the COC to implement the 2018 St. Louis County Five-Year Plan to End Homelessness

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

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

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

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

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

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

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

Table 2 – Agencies, groups, organizations who participated

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

3	Agency/Group/Organization	COMMUNITY ACTION DULUTH
	Agency/Group/Organization Type	Services-Children Services-Education Services-Employment
	What section of the Plan was addressed by Consultation?	Economic Development
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	Community Action Duluth provides a number of services including a Financial Opportunities Center, is a career and personal financial service centers that focus on the financial bottom line for low-to-moderate income individuals. They will continue to be consulted for the identification of barriers to employment and increasing income. Community Action Duluth works with other agencies that were actively involved in the development of the action plan.
4	Agency/Group/Organization	Duluth Workforce Center
	Agency/Group/Organization Type	Services-Education Services-Employment Local and State Collaboration
	What section of the Plan was addressed by Consultation?	Economic Development Anti-poverty Strategy

	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	The Duluth Workforce Center is also known as the Duluth CareerForce, which is a collaboration of the several agencies including the Duluth Workforce Department and the State Department of Employment and Economic Development. The city relies upon this agency to coordinate city job training, education, and employment connections. CareerForce will continue to be used in identifying growing industry sectors, employment training needs, and other efforts needed to grow jobs and employment in Duluth. As identified by the center, Duluth is now working to encourage economic development efforts to include training for construction and aircraft assembly sectors.
5	Agency/Group/Organization	Community Development Open House Forums
	Agency/Group/Organization Type	Citizen Committee
	What section of the Plan was addressed by Consultation?	Oversees City funding process
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	The Community Development Committee is a group of appointed citizens that have interest and experience with housing and community development issues. The Committee oversees the entire CPD Program; including the development of the Consolidated Plan, Annual Action Plan, CAPER Report, and all funding recommendations. The committee makes recommendations to the City Council and Mayor.
6	Agency/Group/Organization	United Way of Great Duluth
	Agency/Group/Organization Type	Services-Children Services-Education Services-Employment Private Foundation Foundation

	What section of the Plan was addressed by Consultation?	Funding partner
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	The United Way of Greater Duluth helps the community through strategic investments in a network of local programs and initiatives, United Way helps meet the health and human care needs of people in the Greater Duluth area by investing in the building blocks of a good life: Education, Income, Health and Basic Needs. As a funding partner with the City, the two agencies will continue to work together to identify gaps and work to avoid duplication of services/funding.
7	Agency/Group/Organization	Ordean Foundation
	Agency/Group/Organization Type	Private Foundation Foundation
	What section of the Plan was addressed by Consultation?	Funding partner
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	The Ordean Foundation works to fund projects and efforts in the Duluth area, often times with much overlap of CDBG related activities. The City of Duluth will continue to collaborate with the Ordean Foundation to continue to ensure that gaps in services are met and avoid duplication of services/funding.
8	Agency/Group/Organization	Northland Foundation
	Agency/Group/Organization Type	Private Foundation Foundation
	What section of the Plan was addressed by Consultation?	Funding Partner

	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	The Northland Foundation is a regional foundation serving the communities of northeastern Minnesota, emphasizing funding projects to help children, youth, families, small/medium businesses, and the elderly. The City will continue to work with the Northland Foundation to identify funding gaps and eliminate the duplication of services/funding.
9	Agency/Group/Organization	Duluth Superior Area Community Foundation
	Agency/Group/Organization Type	Private Foundation Foundation
	What section of the Plan was addressed by Consultation?	Funding Partner
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	The Duluth Superior Area Community Foundation works to improve the region through funding projects that include the arts, community and economic development, education, environment, and human services. The City will continue to collaborate with the foundation to identify the gaps in services and avoid the duplication of services.
10	Agency/Group/Organization	Generations Health Care Initiatives
	Agency/Group/Organization Type	Private Foundation Foundation
	What section of the Plan was addressed by Consultation?	Funding Partner

	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	Generations Health Care Initiatives is a private foundation that supports innovative, local programs that expands access to health care and improves the health of underserved people in the Duluth/Superior area and northeastern Minnesota. Generations place in Duluth is important and the city relies upon Generations to provide health related information, like the report titled "Bridge to Health" which provides information that helps to identify gaps and health needs in the region.
11	Agency/Group/Organization	Duluth Local Initiatives Support Corporation
	Agency/Group/Organization Type	Local Initiatives Support Coalition
	What section of the Plan was addressed by Consultation?	Economic Development Funding Partner
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	Duluth Local Initiative Support Coalition (Duluth LISC) is an agency in Duluth that works to help nonprofit community development organizations transform distressed neighborhoods into healthy and sustainable communities. Duluth LISC also helps to coordinate the neighborhood revitalization plans that Duluth has completed for each of the four core neighborhoods in Duluth. The city works with LISC to coordinate the Duluth At Work program which is a job training program for low income people. Duluth works with LISC to identify needs, coordinate revitalization efforts, and collaborate to reach the low income neighborhoods and CDBG Target areas in Duluth.
12	Agency/Group/Organization	St. Louis County Public Health and Human Services
	Agency/Group/Organization Type	Services-Children Services-Health Child Welfare Agency Other government - County

	What section of the Plan was addressed by Consultation?	Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Needs - Veterans Homelessness Needs - Unaccompanied youth Homelessness Strategy Government Partner
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	The St. Louis County Health and Human Services Department manages the county Continuum of Care process and works to coordinate homeless and emergency services in within the County. The County is a partner with the city in a providing coordination in homeless services and working to identify gaps and unmet needs.
13	Agency/Group/Organization	Saint Louis County Community Development Division
	Agency/Group/Organization Type	Other government - County
	What section of the Plan was addressed by Consultation?	Government Partner
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	The St. Louis County Community Development Division manages the CDBG funds that come to the county. Although these funds are directed outside of the City of Duluth, the city continues to consult with the county's Community Development staff in order to look for opportunities for collaboration and to identify gaps.
14	Agency/Group/Organization	ARDC- Arrowhead Area Agency on Aging
	Agency/Group/Organization Type	Services-Elderly Persons Other government - Local
	What section of the Plan was addressed by Consultation?	Senior Services

	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	The Arrowhead Regional Development Commission- Arrowhead Area Agency on Aging the designated area agency on aging for the seven county arrowhead region and works to provide three critical functions: OAA funding administration, community planning and service development, and information and assistance. Further coordination and consultation could be helpful in identifying needs and service gaps for elderly people in the community.
15	Agency/Group/Organization	MN ASSISTANCE COUNCIL FOR VETERANS
	Agency/Group/Organization Type	Services - Housing Services-homeless
	What section of the Plan was addressed by Consultation?	Homelessness Needs - Veterans
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	MACV offers services and housing for veterans experiencing homelessness. The organization was asked a series of five questions regarding the identification of priority community needs, emerging needs, and fair housing. The information they provided in the consultation helped inform the Community Needs Assessment and the Annual Action Plan.
16	Agency/Group/Organization	SALVATION ARMY (DULUTH)
	Agency/Group/Organization Type	Services - Housing Services-homeless
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Homelessness Strategy
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	Salvation Army offers services and housing for people experiencing homelessness The information they provided in the consultation helped inform the Community Needs Assessment and the goals for this Action Plan.

17	Agency/Group/Organization	CENTER CITY HOUSING
	Agency/Group/Organization Type	Housing Services - Housing
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Homelessness Strategy
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	Center City Housing develops, owns and manages affordable housing properties for low to moderate income people, people struggling with alcoholism and addiction, and people experiencing homelessness. The information they provided in the consultation helped inform the Community Needs Assessment and the goals for this annual action plan.
18	Agency/Group/Organization	ACCESSIBLE SPACE INC. (ASI)
	Agency/Group/Organization Type	Housing Services - Housing
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Non-Homeless Special Needs Disabilities
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	ASI develops, owns and manages affordable housing properties for low to moderate income people with traumatic brain injuries and physical disabilities. The information they provided in the consultation helped inform the Community Needs Assessment and the annual action plan.
19	Agency/Group/Organization	City of Duluth
	Agency/Group/Organization Type	Other government - Local Engineering Department
	What section of the Plan was addressed by Consultation?	Transportation and Infrastructure

	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	The Engineering Department is responsible for designing and maintaining much of the transportation infrastructure such as roads and sidewalks. They consider ADA requirement, safe routes to school, and ways to improve neighborhood aesthetics via boulevard design and tree planting along roads. The information they provided in the consultation helped inform the Community Needs Assessment and the 2021 action plan.
20	Agency/Group/Organization	SOAR CAREER SOLUTIONS
	Agency/Group/Organization Type	Services-Education Services-Employment
	What section of the Plan was addressed by Consultation?	Economic Development Anti-poverty Strategy
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	SOAR provides holistic and creative career planning services to low to moderate income job seekers and career changers in Duluth and the surrounding area. The information they provided in the consultation helped inform the Community Needs Assessment and the goals for this annual action plan.
21	Agency/Group/Organization	CHURCHES UNITED IN MINISTRY (CHUM)
	Agency/Group/Organization Type	Services-homeless Services-Food Distribution
	What section of the Plan was addressed by Consultation?	Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Strategy
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	CHUM runs the homeless shelter in Duluth; and CHUM staff have active roles in the homeless programing for the community. CHUM also administers the food distribution programs.

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

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

Name of Plan	Lead Organization	How do the goals of your Strategic Plan overlap with the goals of each plan?
Continuum of Care	St. Louis County	Coordinate efforts, funding recommendations and accomplishment data to reduce the number of people experiencing homelessness.

Table 3 – Other local / regional / federal planning efforts

Narrative (optional)

AP-12 Participation – 91.105, 91.200(c)

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

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

As part of the community outreach process, the City Planning & Development Division staff used multiple outreach strategies to engage community members and the organizations that serve our community. Division staff consulted with nonprofit and service providers who work on issues of healthcare, housing, homelessness, and education, and other community issues. The Community Development Committee held a Community Input Session on July 18, 2023.

The Planning & Development Division published the annual Housing Indicator Report, which is an analysis of the housing market in Duluth.

The Community Development Committee reviews the draft Action Plans and funding recommendations at public meetings. These documents are made available for 30-day public comment period from October 29, 2022 to December 6, 2022. All public comment received during the comment periods and at the meeting was presented to the CD Committee and is referenced in the minutes. The CD Committee held their public input session on the draft Action Plan recommendations on December 5, 2023. At the December 5, 2023 meeting, the CD Committee adopted a contingency plan stating that if the allocation of funding was within 3% of the estimated amounts, the funds could be distributed proportionally without having a public hearing. The CDBG and ESG funds were within the 3% contingency plan, however a public hearing was needed on the 13% decrease in HOME funds. The public hearing was held on August 6, 2024.

Citizen Participation Outreach

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (if applicable)
1	Public Meeting	Minorities Non-targeted/broad community Residents of Public and Assisted Housing				

Table 4 – Citizen Participation Outreach

Expected Resources

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

Introduction

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

Anticipated Resources

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
CDBG	public - federal	Acquisition Admin and Planning Economic Development Housing Public Improvements Public Services	2,352,496	250,000	0	2,602,496	0	The Program Income is from a Revolving Loan Fund, which is utilized for housing rehabilitation loans.

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
HOME	public - federal	Acquisition Homebuyer assistance Homeowner rehab Multifamily rental new construction Multifamily rental rehab New construction for ownership TBRA	499,732	0	0	499,732	0	
ESG	public - federal	Conversion and rehab for transitional housing Financial Assistance Overnight shelter Rapid re-housing (rental assistance) Rental Assistance Services Transitional housing	209,696	0	0	209,696	0	

Table 5 - Expected Resources – Priority Table

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

CDBG, HOME, and ESG funds will help to leverage over \$20,000,000 annually (\$100,000,000 over the 5-year plan) of other federal, state, and local funds. Matching requirements have been regularly met and the city does not anticipate having difficulty in satisfying these requirements. Typically the \$20,000,000 match includes a substantial amount from tax credit projects (averages around \$13,000,000); other state programs such as Minnesota Housing, Greater Minnesota Housing Fund, and Minnesota Department of Employment and Economic Development (DEED) (averages \$4,000,000 total). The remaining match comes from Federal funds (averages \$1,500,000) and local funds which includes St. Louis County and private contributions (averages \$1,500,000). The Housing Programs receive the largest amount of matching funds (\$16,000,000 average), while \$1,000,000 is usually match for Economic Development programs. Public Services programs usually receives an average of \$2,000,000 in match, while \$1,000,000 in match is usually provided for Public Facility projects.

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

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

Discussion

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

Currently there are prior year funds that have not been committed in IDIS, these funds are being tracked internally, have been allocated for contracts that are pending will be expedited in a timely manner.

Annual Goals and Objectives

AP-20 Annual Goals and Objectives

Goals Summary Information

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
3	Affordable Housing	2020	2025	Affordable Housing		Affordable Housing	CDBG: \$992,611 HOME: \$503,898	Rental units constructed: 60 Household Housing Unit Rental units rehabilitated: 20 Household Housing Unit Homeowner Housing Added: 10 Household Housing Unit Homeowner Housing Rehabilitated: 45 Household Housing Unit
4	Neighborhood Revitalization	2020	2025	Non-Housing Community Development		Community Development Public Facilities Non-Homeless Need Neighborhood Improvement and Safety Homelessness	CDBG: \$316,389	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 650 Persons Assisted Buildings Demolished: 8 Buildings

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
5	Increase Incomes	2020	2025	Non-Housing Community Development		Economic Development	CDBG: \$291,200	Jobs created/retained: 180 Jobs
6	Public Services	2020	2025	Homeless Non-Housing Community Development		Public Services	CDBG: \$86,000	Public service activities other than Low/Moderate Income Housing Benefit: 2270 Persons Assisted
7	Create Living Wage Jobs	2020	2025	Non-Housing Community Development		Economic Development	CDBG: \$56,000	Businesses assisted: 7 Businesses Assisted
9	Homelessness	2020	2025	Homeless		Homelessness	CDBG: \$115,500 HOME: \$50,000 ESG: \$191,003	Public service activities other than Low/Moderate Income Housing Benefit: 1876 Persons Assisted Tenant-based rental assistance / Rapid Rehousing: 41 Households Assisted Homeless Person Overnight Shelter: 1600 Persons Assisted Homelessness Prevention: 25 Persons Assisted
10	Health Services	2020	2025	Non-Housing Community Development		Neighborhood Improvement and Safety	CDBG: \$40,500	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 2700 Persons Assisted
11	Food Access	2020	2024	Non-Housing Community Development		Non-Homeless Need Homelessness	CDBG: \$116,385	Public service activities other than Low/Moderate Income Housing Benefit: 20625 Persons Assisted

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
12	Childcare Access	2020	2024	Non-Housing Community Development		Non-Homeless Need	CDBG: \$40,000	Public service activities other than Low/Moderate Income Housing Benefit: 95 Persons Assisted
13	Staff Administration	2020	2025	Affordable Housing Public Housing Homeless Non-Homeless Special Needs Non-Housing Community Development		Non-Homeless Need Economic Development Neighborhood Improvement and Safety Homelessness Affordable Housing	CDBG: \$477,180 HOME: \$61,544 ESG: \$15,486	Other: 1 Other
14	Infrastructure Improvements	2020	2025	Non-Homeless Special Needs Non-Housing Community Development		Community Development Public Facilities Homelessness	CDBG: \$104,136	Overnight/Emergency Shelter/Transitional Housing Beds added: 5 Beds
15	Transportation Access	2020	2025	Non-Homeless Special Needs Non-Housing Community Development		Community Development Public Facilities	CDBG: \$92,000	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 3000 Persons Assisted

Table 6 – Goals Summary

Goal Descriptions

3	Goal Name	Affordable Housing
	Goal Description	CDBG funds will be used to provide rehab dollars for 71 units. Includes 50 HRA rehab units (30 owner occupied and 20 rental/multi) and 15 owner occupied One Roof rehab work and 6 new CLT units. HOME funds will be used to construct 4 new single family units and construct a 60 unit rental apartment.
4	Goal Name	Neighborhood Revitalization
	Goal Description	Funding will be used for acquisition and demolition for 8 blighted housing units and improvements to a building provide activities to LMI youth
5	Goal Name	Increase Incomes
	Goal Description	Three employment programs will provide training that will allow 180 LMI people to achieve livage wage jobs.
6	Goal Name	Public Services
	Goal Description	Funding will be used to provide basic needs and services to help low income people such as provide assistance with tenant/landlord counseling, tax preparation, and education.
7	Goal Name	Create Living Wage Jobs
	Goal Description	This program will work different business owners who are low income to increase revenue and create jobs.
9	Goal Name	Homelessness
	Goal Description	CDBG, HOME and ESG funding will be used to assist people who are either experiencing or have recently experienced homeless or on the verge of becoming homeless. CDBG funds will be used to rehab a facility that provides services to homeless youth, and purchase a facility to provide shelter for homeless mothers.

10	Goal Name	Health Services
	Goal Description	Funding will be used to purchase new equipment and upgrades for a health center clinic that provides care to LMI individuals
11	Goal Name	Food Access
	Goal Description	Funding will be used to provide meals to at least 20,625 very low income people, some of whom may be experiencing homelessness.
12	Goal Name	Childcare Access
	Goal Description	CDBG funds will be used to assist agencies in providing child care for LMI families.
13	Goal Name	Staff Administration
	Goal Description	Staff Administration of the CBDG, HOME, and ESG Programs
14	Goal Name	Infrastructure Improvements
	Goal Description	Investment in an infrastructure to improve shelter capacity
15	Goal Name	Transportation Access
	Goal Description	Transportation Improvements

Projects

AP-35 Projects – 91.220(d)

Introduction

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

Projects

#	Project Name
1	Housing Rehab-2024
2	Acquistion-Rehab-Resale- CDBG and HOME (CHDO)
3	New Construction- Single Family - 2024
4	Annie's House Project 2024
5	Job Training Programs- 2024- CBDO
6	Business Assistance-2024
7	Public Services-Childcare 2024
8	Public Services-Food Access 2024
9	Public Services-Rental Services 2024
10	Public Services-Tax assistance 2024
11	Public Services-Housing Supports 2024
12	Public Services- Coordinated Entry 2024
13	Public Services-Shelter 2024
14	Tenant Based Rental Assistance- 2024
15	ESG24 Duluth
16	Program administration of the CDBG, HOME and ESG Programs 2024
17	Welch Place Apartments -HOME CHDO 2024
18	Equipment Upgrades to Improve Dental Care-2024
19	Life House Downtown Campus Reboot-2024
20	YWCA Spirit Valley Facility Repairs
21	Transportation Improvements
22	Hillside Sport Court Park Revitalization
23	Stepping On Up Homeless Triage Shelter

Table 7 - Project Information

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

needs

Each year the Community Development Committee develops funding targets based on needs assessments, data analysis, and input from public hearings. These funding targets then guide the review of applications and funding recommendations. For 2024, the funding targets were set as the following:

Community Development Block Grant

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

AP-38 Project Summary
Project Summary Information

1	Project Name	Housing Rehab-2024
	Target Area	
	Goals Supported	Affordable Housing Neighborhood Revitalization Homelessness
	Needs Addressed	Non-Homeless Need Affordable Housing Neighborhood Improvement and Safety Homelessness Public Housing
	Funding	:
	Description	Provide rehab loans and services for LMI households-HRA and One Roof Lending, includes the RLF funding. This project implements strategy 4.4 in the Fair Housing Plan, "Support new or existing rehabilitation programs that focus on healthy homes and retrofitting for ADA accessibility. Implement these programs in a variety of neighborhoods throughout Duluth."
	Target Date	3/31/2025
	Estimate the number and type of families that will benefit from the proposed activities	150 households will benefit
	Location Description	City of Duluth
	Planned Activities	The Duluth HRA, One Roof and ECO 3 will provide funding and services for rehab activities for LMI households. In additiona Center City will rehab an existing 70 unit LMI rental development - New San Marco Redevelopment.
2	Project Name	Acquistion-Rehab-Resale- CDBG and HOME (CHDO)
	Target Area	
	Goals Supported	Affordable Housing Neighborhood Revitalization

	Needs Addressed	Non-Homeless Need Affordable Housing Neighborhood Improvement and Safety
	Funding	CDBG: \$50,000 HOME: \$152,000
	Description	A community land trust will acquire and rehab blighted houses and sell them to LMI households. This project implements strategy 4.4 in the Fair Housing Plan, "Support new or existing rehabilitation programs that focus on healthy homes and retrofitting for ADA accessibility. Implement these programs in a variety of neighborhoods throughout Duluth."
	Target Date	3/31/2025
	Estimate the number and type of families that will benefit from the proposed activities	4 LMI households will benefit
	Location Description	City of Duluth
	Planned Activities	acquire blighted or soon to be blighted structures, rehab them and resale them to LMI HH
3	Project Name	New Construction- Single Family - 2024
	Target Area	
	Goals Supported	Affordable Housing Neighborhood Revitalization
	Needs Addressed	Non-Homeless Need Affordable Housing Neighborhood Improvement and Safety
	Funding	CDBG: \$200,000
	Description	One Roof will construct 2 new housing units that will be sold to LMI households and be entered into the Community Land Trust program to remain affordable.
	Target Date	3/31/2025

	Estimate the number and type of families that will benefit from the proposed activities	2 families will benefit
	Location Description	City of Duluth
	Planned Activities	construction of two units
4	Project Name	Annie's House Project 2024
	Target Area	
	Goals Supported	Affordable Housing
	Needs Addressed	Non-Homeless Need Affordable Housing
	Funding	CDBG: \$10,000
	Description	Purchase of dwelling units to provide LMI rental housing
	Target Date	3/31/2025
	Estimate the number and type of families that will benefit from the proposed activities	2 households
	Location Description	City of Duluth
	Planned Activities	purchase housing units to be rented to LMI households
5	Project Name	Job Training Programs- 2024- CBDO
	Target Area	

	Goals Supported	Increase Incomes Create Living Wage Jobs
	Needs Addressed	Economic Development
	Funding	CDBG: \$254,000
	Description	Agencies will provide training skills to LMI individuals with the goal for them to obtain living wage jobs. Agencies include Life House and SOAR Career Solutions who are Certified Business Development Organization (CBDO) and the Family Freedom Center.
	Target Date	
	Estimate the number and type of families that will benefit from the proposed activities	390 people will benefit
	Location Description	City of Duluth
	Planned Activities	Agencies will provide training skills to LMI individuals with the goal for them to obtain living wage jobs
	6	Project Name
	Target Area	
	Goals Supported	Increase Incomes Create Living Wage Jobs
	Needs Addressed	Economic Development
	Funding	CDBG: \$98,000
	Description	Agencies will provide technical training to LMI businesses
	Target Date	3/31/2025

	Estimate the number and type of families that will benefit from the proposed activities	30 businesses will be assisted
	Location Description	LMI Census tracts in the City of Duluth
	Planned Activities	Agencies will provide technical training to LMI businesses
7	Project Name	Public Services-Childcare 2024
	Target Area	
	Goals Supported	Public Services Childcare Access
	Needs Addressed	Public Services
	Funding	CDBG: \$40,000
	Description	Agencies will provide funding for child care for LMI families, this includes CHUM's Steve O'Neil Early Childhood Education and YWCA Young Mother's Program
	Target Date	3/31/2025
	Estimate the number and type of families that will benefit from the proposed activities	105 families will benefit
	Location Description	daycare operations are in LMI census tracts, families being assisted are LMH
	Planned Activities	CHUM will provide on-site child program to residents of the Steve O'Neil Apartment Building and YWCA will provide child care to young mothers.
	Project Name	Public Services-Food Access 2024

8	Target Area	
	Goals Supported	Public Services Food Access
	Needs Addressed	Public Services
	Funding	CDBG: \$143,000
	Description	Agencies will provide food to LMI people, some who are experiencing homelessness- CHUM will operate a food shelf and Life House will provide food to youth who are or at risk of becoming homeless
	Target Date	
	Estimate the number and type of families that will benefit from the proposed activities	18,000 people
	Location Description	CHUM and Life House facilities in the downtown area
	Planned Activities	Agencies will provide food to LMI people, some who are experiencing homelessness- CHUM will operate a food shelf and Life House will provide food to youth who are or at risk of becoming homeless.
9	Project Name	Public Services-Rental Services 2024
	Target Area	
	Goals Supported	Affordable Housing Homelessness
	Needs Addressed	Affordable Housing Homelessness
	Funding	CDBG: \$15,000
	Description	One Roof Community Housing will provide technical assistance to renters and landlords to avoid eviction
	Target Date	3/31/2025

	Estimate the number and type of families that will benefit from the proposed activities	625 people will benefit, majority of them being LMI households
	Location Description	City of Duluth
	Planned Activities	One Roof Community Housing will provide technical assistance to renters and landlords to avoid eviction.
10	Project Name	Public Services-Tax assistance 2024
	Target Area	
	Goals Supported	Increase Incomes Public Services
	Needs Addressed	Non-Homeless Need
	Funding	CDBG: \$20,000
	Description	Agencies will help LMI families with basic services, such as preparing their tax returns (Community Action's Free Tax Site)
	Target Date	3/31/2025
	Estimate the number and type of families that will benefit from the proposed activities	1,200 people will benefit
	Location Description	Free Tax site will occur at Community Action Duluth's offices in Lincoln Park
	Planned Activities	Community Action will assist LMI families with their tax returns
11	Project Name	Public Services-Housing Supports 2024
	Target Area	

	Goals Supported	Homelessness
	Needs Addressed	Homelessness
	Funding	CDBG: \$67,000
	Description	Funding will be used to provide supportive housing for LMI households. Agencies include MACV, Center City, and The Salvation Army
	Target Date	3/31/2025
	Estimate the number and type of families that will benefit from the proposed activities	315 families will benefit
	Location Description	MACV, Center City, and Salvation Army units
	Planned Activities	Funding will be used to provide supportive housing for LMI households. Agencies include MACV, Center City, and The Salvation Army.
12	Project Name	Public Services- Coordinated Entry 2024
	Target Area	
	Goals Supported	Homelessness
	Needs Addressed	Homelessness
	Funding	CDBG: \$12,000
	Description	Coordinated Entry for housing that serves people experiencing homeless
	Target Date	3/31/2025

	Estimate the number and type of families that will benefit from the proposed activities	1600 people who are experienceing homeless will benefit
	Location Description	City of Duluth
	Planned Activities	Coordinated Entry for housing for people expereincing homeless
13	Project Name	Public Services-Shelter 2024
	Target Area	
	Goals Supported	Homelessness
	Needs Addressed	Homelessness
	Funding	CDBG: \$55,000
	Description	Provide funding for shelters that serve people who are homeless, including due to domestic violence. Agencies include CHUM and Safe Haven.
	Target Date	3/31/2025
	Estimate the number and type of families that will benefit from the proposed activities	assist 1600 people who are experiencing homeless and need immediate shelter
	Location Description	CHUM and Safe Haven
Planned Activities	Provide on-site shelter and supportive services	
14	Project Name	Tenant Based Rental Assistance- 2024
	Target Area	

	Goals Supported	Homelessness
	Needs Addressed	Homelessness
	Funding	CDBG: \$70,000
	Description	Tenant Based Rental Assistance- provide rental assistance to LMI households
	Target Date	3/31/2025
	Estimate the number and type of families that will benefit from the proposed activities	14 LMI households will benefit
	Location Description	City of Duluth
	Planned Activities	Tenant based rental assistance
15	Project Name	ESG24 Duluth
	Target Area	
	Goals Supported	Homelessness Staff Administration
	Needs Addressed	Homelessness
	Funding	ESG: \$207,000
	Description	Entitlement funding for the 2024 HESG Program. Funds will be spent on shelter, outreach, prevention, and rapid rehousing.
	Target Date	3/31/2025

	Estimate the number and type of families that will benefit from the proposed activities	2300 people who are at risk of becoming homeless or are homeless; along with 50 other households who need rental assistance to either become rapidly rehoused or prevented from becoming homeless.
	Location Description	MACV, Safe Haven Shelter, The Loft Emergency Shelter for Youth, CHUM, Center City Housing Corporation, The Salvation Army and Annie's House of Refuge and Restoration, and citywide.
	Planned Activities	Shelter and outreach services, rapid rehousing and prevention and HMIS data. Specifically funding will be allocated :DDDDDDDD Shelter- \$ - 54% of funding allocationDDD Outreach- \$13,000- 6% of funding allocationDDD HMIS- \$4200- 2% of funding allocationDDD Prevention and Rapid Rehousing -\$63,075 - 31% of funding allocationDDDDDD Admin-\$15,486 - 7% of funding allocationDDD
16	Project Name	Program administration of the CDBG, HOME and ESG Programs 2024
	Target Area	
	Goals Supported	Staff Administration
	Needs Addressed	Non-Homeless Need Community Development Public Facilities Affordable Housing Neighborhood Improvement and Safety Economic Development Public Services Homelessness Public Housing
	Funding	CDBG: \$470,000 HOME: \$58,000
	Description	Administration of the CDBG, HOME and ESG Programs for the 2024 Program Year.
	Target Date	

	Estimate the number and type of families that will benefit from the proposed activities	City of Duluth benefits with the HUD programming
	Location Description	Primarily in LMA census tracts, but also as LMI households throughout the City
	Planned Activities	ESG Admin \$15,486 fund will be allocated for the 2024 PY.DDDDDDDDDDDDDDDDDDDDDDD
17	Project Name	Welch Place Apartments -HOME CHDO 2024
	Target Area	
	Goals Supported	Affordable Housing Homelessness
	Needs Addressed	Affordable Housing Homelessness
	Funding	HOME: \$300,000
	Description	Construction of 30 rental units for LMI individuals
	Target Date	3/31/2025
	Estimate the number and type of families that will benefit from the proposed activities	30 LMI people will benefit
	Location Description	Spirit Valley Neighborhood in West Duluth, off of Welch Street
	Planned Activities	Construction of a 30 rental units
18	Project Name	Equipment Upgrades to Improve Dental Care-2024
	Target Area	

	Goals Supported	Health Services
	Needs Addressed	Community Development Public Facilities
	Funding	CDBG: \$15,000
	Description	purchase dental care equipment for a medical clinic that serves LMI people
	Target Date	3/31/2025
	Estimate the number and type of families that will benefit from the proposed activities	700 people will benefit
	Location Description	Lake Superior Health Center
	Planned Activities	purchase dental equipment
19	Project Name	Life House Downtown Campus Reboot-2024
	Target Area	
	Goals Supported	Neighborhood Revitalization Homelessness
	Needs Addressed	Community Development Public Facilities Homelessness
	Funding	CDBG: \$40,000
	Description	Improvements to a community building that serves homeless youths
	Target Date	3/31/2025

	Estimate the number and type of families that will benefit from the proposed activities	650 youth will benefit
	Location Description	Downtown Duluth, MN 55802
	Planned Activities	rehab a building that serves youth who are or about to become homeless
20	Project Name	YWCA Spirit Valley Facility Repairs
	Target Area	
	Goals Supported	Childcare Access
	Needs Addressed	Community Development Public Facilities
	Funding	CDBG: \$25,000
	Description	Repairs to a facility that provides child care to LMI families
	Target Date	3/31/2025
	Estimate the number and type of families that will benefit from the proposed activities	25 LMI Families
	Location Description	32 E 1st Street, Duluth MN
	Planned Activities	Repairs to the Spirit Valley Facility include pavement repairs
21	Project Name	Transportation Improvements
	Target Area	

	Estimate the number and type of families that will benefit from the proposed activities	500 families will benefitDDDDDDDDDDDDDDDDDDDDDDDD
	Location Description	Central Hillside Neighborhood
	Planned Activities	Improvements to a park in a LMA neighborhood
23	Project Name	Stepping On Up Homeless Triage Shelter
	Target Area	
	Goals Supported	Homelessness
	Needs Addressed	Homelessness
	Funding	CDBG: \$150,000
	Description	Adding a fully staffed emergency shelter and resource center
	Target Date	
	Estimate the number and type of families that will benefit from the proposed activities	100 people
	Location Description	City of Duluth
	Planned Activities	Provide 100 shelter beds

AP-50 Geographic Distribution – 91.220(f)

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

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

Geographic Distribution

Target Area	Percentage of Funds

Table 8 - Geographic Distribution

Rationale for the priorities for allocating investments geographically

NA

Discussion

NA

Affordable Housing

AP-55 Affordable Housing – 91.220(g)

Introduction

The city of Duluth works to provide affordable housing in a multi-faceted manner through its policies and entitlement funding goals. The City will utilize sub-recipients to provide services for homeless people to help them obtain stable and affordable housing as well as assist low- and moderate-income populations to acquire or maintain affordable housing through rental assistance, building new units, and rehabbing existing units.

One Year Goals for the Number of Households to be Supported	
Homeless	3,544
Non-Homeless	135
Special-Needs	344
Total	4,023

Table 9 - One Year Goals for Affordable Housing by Support Requirement

One Year Goals for the Number of Households Supported Through	
Rental Assistance	570
The Production of New Units	4
Rehab of Existing Units	65
Acquisition of Existing Units	6
Total	645

Table 10 - One Year Goals for Affordable Housing by Support Type

Discussion

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

Sub-recipient agencies that are working to either rehab existing housing or build/provide new affordable housing programs to low income populations include One Roof Community Housing, Center City Housing Corporation, and the Duluth HRA.

The Duluth HRA provides a rental assistance program through the City’s HOME funds, which will support approximately very low income households using tenant based rental assistance. This program

combined with the ESG Prevention and Rapid Rehousing program provides rental assistance.

AP-60 Public Housing – 91.220(h)

Introduction

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

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

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

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

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

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

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

NA

Discussion

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

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

Introduction

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

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

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

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

The City of Duluth is part of the St. Louis County Continuum of Care (CoC). The CoC coordinates with homeless providers and has developed a collaborative system to reach out to homeless. An integral part of the system is the Coordinate Access. The service providers have agreed under Coordinated Entry to use the Service Prioritization Decision Assistance Tool (SPDAT) as a common assessment tool for all homeless persons. As part of the assessment all individuals and families looking to receive housing assistance will first undergo a pre-screen administered by 2-1-1 United Way. This first step will help with prevention and diversion and refer those in need to emergency shelter. The client will then be administered the Vulnerability Index (VI) SPDAT at determined entry points. This is a quick, condensed version of the SPDAT and will give the recipient a acuity score which will determine the appropriate housing solution. The score will assess what program the individual best fits and puts the individual on a wait list if not available units are available. The most vulnerable individuals receive priority for housing. Once matched with the appropriate housing, the client's case manager will administer the SPDAT. The SPDAT measures a variety of issues that can effects a persons stability. The categories can be tracked over time as the SPDAT is administered every 3 months or so. The SPDAT can be inputted into HMIS. This will allow service providers to track stability much more effectively and show with data the progress an individual or family is making toward housing stability.

Addressing the emergency shelter and transitional housing needs of homeless persons

Through the Coordinate Entry system persons experiencing a housing crisis will be able to be provided with a housing solution efficiently and effectively. The transitional housing providers, emergency shelters, permanent supportive housing providers, and public housing providers have collaborated on creation of the Coordinate Access System. In doing so the agencies also worked to developed goals and standards for each part of the system for which a client may utilize. For example, in shelter the goal is to reduce bed nights or average stay in shelter before housing. If a person is in transitional housing the goal

is to place the client into permanent housing or at least keep the person in transitional housing for 6 months rather than the street. If the person is in a permanent housing situation such as permanent supportive housing or public housing the goal is keep that person housed for 6 months. Meanwhile during all stages providers will be working to getting their clients stable income and employment, access to health services, etc.

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

In 2024, the City of Duluth will fund Housing, Stabilization, and Coordinated Entry for people who are or recently have been homeless. This will include the work of seven agencies that include; Churches United in Ministry, Life House, Salvation Army, Center City Housing Corporation, Safe Haven, Divine Konnections, and MACV-Duluth.

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

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

Discussion

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

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

Introduction:

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

In recent years the Lincoln Park neighborhood, one of the lowest income neighborhoods in the city, has started to see much needed reinvestment, but appears to have undergone some significant demographic changes since 2015, signifying that this neighborhood has a high displacement risk. Necessary reinvestment in neighborhoods, such as what is occurring in Lincoln Park, has the potential to displace or limit the ability to stay in place for some residents and businesses.

Impediments to Fair Housing Choice

The City reviewed demographic data, collected input from community members and organizations, and researched trends in housing and real estate in order to develop these impediments to fair housing choice. The following are the identified Impediments to affordable housing.

- 1) Exclusionary rental housing practices and policies directed at Section 8 Housing Choice Voucher holders
- 2) Exclusionary rental housing practices and policies directed at persons with criminal histories
- 3) Involuntary displacement and limited housing choice caused by gentrification
- 4) Policies and physical limitations in the built environment

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

Impediment 4: Policies and physical limitations in the built environment

Strategy 4.1: Conduct a feasibility study that investigates creative tools to incentivize or require some

affordable and/or accessible units in new housing developments.

Strategy 4.2: Continue to make changes to the City's Unified Development Code that address outdated land use and zoning policies, which in turn affect density and mixed income neighborhoods and residential developments.

Strategy 4.3: Explore an alternative rental-licensing program, such as a targeted or tiered system, that addresses rental housing quality, regulatory body and property owner accountability.

Strategy 4.4: Support new or existing rehabilitation programs that focus on healthy homes and retrofitting for ADA accessibility. Implement these programs in a variety of neighborhoods throughout Duluth.

Discussion:

As outlined in the Analysis of Impediments to Fair Housing Choice (AI), the City has taken steps to bring to light the legacies of historical discriminatory housing policies and is committed to addressing the modern-day effects of those policies and practices. Working with community partners, the City will use the Fair Housing Plan in the AI to track and address fair housing issues over the next few years.

AP-85 Other Actions – 91.220(k)

Introduction:

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

Actions planned to address obstacles to meeting underserved needs

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

- Reuse previously developed lands, thereby allowing people to live close to services
- Support existing economic base and growth sectors, thereby increasing employment opportunities
- Promote reinvestment in neighborhoods, this includes addressing the digital divide
- Reinforce the place-specific, including increasing visibility of different cultures
- Creating and maintain connectivity, promoting non-vehicular transportation
- Encouraging a mix of activities, uses, and densities
- Supporting private actions that contribute to the public realm
- Taking action that enhance the environmental, economic, and social well-being of the community. The City recently adopted an Earned Safe and Sick time policy requiring employers to provide sick time to

employees

- Working with education systems in the community to increase connectivity and programs
- Creating efficiencies in delivery of public services
- Developing a healthy community
- Integrating fairness into the fabric of the community

Actions planned to foster and maintain affordable housing

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

- Increase density in and around the designated Core Investment Areas
- Provide affordable, attainable housing opportunities, including projects that receive City funding such as TIF, are required to have an affordable housing component
- Prioritize inclusive housing policies to reflect the city's social, cultural, economic and historic diversity and development patterns
- Improve the quality of the city's housing stock and neighborhoods
- Expand the cohesiveness of "One Duluth" by expanding a variety of housing opportunities throughout the city while maintaining unique community characteristics within distinct individual neighborhoods
- Working with other local and state agencies on funding affordable housing
- Working with MN Housing to maintain affordability in existing projects, aka Preservation Projects
- Actively looking for areas for new affordable housing

Actions planned to reduce lead-based paint hazards

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

rehabbed units will contain potential lead hazards.

Actions planned to reduce the number of poverty-level families

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

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

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

- Embrace the Outdoors as an Economic Engine and Source of Community Wealth- this provides additional employment opportunities as well as social/physical/mental health to help improve people's lives

- The City adopted a Community Benefits Policy and Business Subsidy Policy when City funds are being used

Actions planned to develop institutional structure

This City has a number of commissions to address traditional institutional structure that has not been all inclusive. These commissions develop policies and provide feedback on legislation. These commissions include: Indigenous Commission, African Heritage Commission, Human Rights Commission, Commission on Disabilities, and the Citizen Review Board.

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

City Staff are members of many community oriented groups, include the Affordable Housing Coalition, COC Governance Board, Census Outreach Committee, and local neighborhood groups.

Discussion:

The City of Duluth adopted the Imagine Duluth 2035 plan on June 25, 2018 which contains many provisions to address these issues. Every year the City produces a "report card" of the implementation steps to review progress.

Program Specific Requirements

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

Introduction:

The City of Duluth has policies and procedures for the HOME and ESG programs this is attached to this Action Plan. For the CDBG program, the program income process is attached.

City of Duluth Program Income Process

1. Every quarter:
 1. The Housing and Redevelopment Authority of Duluth (aka HRA) will provide a financial summary of the program income to the City Auditor and to the Planning and Development office.
 2. The HRA will also send a check for the amount of program income funds earned in the quarter in to the City Auditor.
 3. The City Auditor will receipt the funds and will provide an updated summary sheet of the program income amount to the Manager of Planning and Development.
 4. As the HRA prepares their application for the Entitlement Funding for the following program year, they contact staff on the number of units they expect to rehab during that program year. The HRA also uses this time to submit a request to the Manager of Planning and Development for the amount of program income through the Revolving Loan Fund process that will be used as “stick and bricks” funds to help achieve the proposed goal. The request of program income through the Revolving Loan Fund process does not guarantee approval.
 5. During the application process for the Entitlement Funding, HRA’s application will be reviewed, scored, and awarded based on the application process outlined in the Citizen Participation Plan. This process may affect amount of funds that are approved.

1. Fall:

1. Winter: The Community Development Committee and City Council award the Entitlement Funds following the process in the Citizen Participation Plan. After the HRA has been formally awarded the Entitlement Funds, the Manager of Planning and Development will provide a written approval of the amount of program income funds through the Revolving Loan Fund process to the HRA. Spring: The Planning and Development Division will provide the program year contracts to the HRA that will include the Revolving Loan Amount. Monthly: For invoices- the HRA will continue to submit separate invoices; each invoice relating to specific funding source, such as the Program Administration, or a specific year for the Revolving Loan Fund. Each invoice will list the addresses being assisted with the funds. B. Monthly Reports- the HRA will continue to provide the Housing Tracking form on the 15th of month. The Housing Economic Developer and

Grants and Compliance Team Lead will review the progress to see if there are any issues to report to the Manager of Planning and Development.

**Community Development Block Grant Program (CDBG)
Reference 24 CFR 91.220(I)(1)**

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

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

Other CDBG Requirements

1. The amount of urgent need activities	0
2. The estimated percentage of CDBG funds that will be used for activities that benefit persons of low and moderate income. Overall Benefit - A consecutive period of one, two or three years may be used to determine that a minimum overall benefit of 70% of CDBG funds is used to benefit persons of low and moderate income. Specify the years covered that include this Annual Action Plan.	70.00%

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

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

For the 2023 Program Year, the City of Duluth will be receiving \$615,442 from HUD for the HOME Investment Partnership Program (HOME) that will be used for Housing Rehab, Tenant Based Rental Assistance, and Administration. The HOME funding will include \$503,898 in CHDO funds to be used for new construction of single family units and a 60 unit rental project. CHDO funding will only be

used for project costs and not for admin.

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

See Appendix:

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

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

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

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

NA

5. If applicable to a planned HOME TBRA activity, a description of the preference for persons with special needs or disabilities. (See 24 CFR 92.209(c)(2)(i) and CFR 91.220(l)(2)(vii)).

The TBRA program utilizes the Coordinated Entry process as established by the St. Louis Continuum of Care.

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

The TBRA program utilizes the Coordinated Entry process as established by the St. Louis Continuum of Care.

7. If applicable, a description of any preference or limitation for rental housing projects. (See 24 CFR 92.253(d)(3) and CFR 91.220(l)(2)(vii)). Note: Preferences cannot be administered in a manner that

limits the opportunities of persons on any basis prohibited by the laws listed under 24 CFR 5.105(a).

The TBRA program utilizes the Coordinated Entry process as established by the St. Louis Continuum of Care.

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

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

Yes, See Appendix: ESG Written Standards.

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

The CoC Coordinator with homeless providers and City staff developed a Coordinated Assessment/Entry System. The service providers have used the Service Prioritization Decision Assistance Tool (SPDAT) as a common assessment tool for all people who are or about to experience homelessness. As part of the assessment all individuals and families looking to receive housing assistance will first undergo a pre-screen administered by 2-1-1 United Way. This first step will help with prevention and diversion and refer those in need to emergency shelter. The client will then be administered the Vulnerability Index (VI) SPDAT at determined entry points. This is a quick, condensed version of the SPDAT and will give the recipient a acuity score which will determine the appropriate housing solution. The score will assess what program the individual best fits and puts the individual on a wait list if not available units are available. The most vulnerable individuals receive priority for housing. Once matched with the appropriate housing, the client's case manager will administer the SPDAT. The SPDAT measures a variety of issues that can affect a person's stability. The categories can be tracked over time as the SPDAT is administered every 3 months or so. The SPDAT can be inputted into HMIS. This will allow service providers to track stability much more effectively and show with data the progress an individual or family is making toward housing stability. The City, County and Duluth HRA jointly pay and supervise a Coordinated Entry Coordinator who oversees the list of available housing opportunities and the people on the waiting list to look for the best matches.

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

The City Community Development Committee uses the same process to allocate CDBG, HOME and ESG funds, based on an annual open application process, that is open to non-profit and community organization. During the process, the organizations submit applications describing how their use of ESG funding would help to reduce the number of people experiencing homelessness or provide

services for those people who are or about to become homeless.

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

The Community Development Committee seeks out homeless or formerly homeless individuals to serve on the committee. The Committee has regularly had at least one person who has experienced homeless appointed, and participates in the policy and funding decisions. Also the COC's Heading Home Saint Louis County Leadership Council has people who have experienced homeless and this group helps to develop the priorities used for ESG and COC funds.

5. Describe performance standards for evaluating ESG.

Yes, See Appendix: ESG Written Standards.

