

CD Program FY 2025 Application Review September 17, 2024	Homelessness	Staff Contact: Suzanne Kelley
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Summary of Category Applications

- Eleven applications were submitted for homeless programming. One HOME application, two CDBG applications, five CDBG/ESG combined applications and three for ESG funding.
- The HOME application was for the Tenant Based Rental Assistance program, that can only be funded with the HOME program.
- The two Community Development Block Grant (CDBG) applications included funding for the HUD required Coordinated Entry program administer by the HRA and MACV’s application for staffing.
- The five combined CDBG/ESG applications were for shelter projects, supportive services, transitional housing services, and homeless prevention. These applications may receive funding from either one of the funding sources or from both sources.
- The three ESG applications included including a supportive housing program for BIPOC young mothers and two applications for street outreach.
- HUD regulations allow CDBG funds to be used for a wide range of activities that benefit low- and moderate-income (LMI) individuals, however only 15% of the CDBG funds may be used for Public Service activities each year. HUD classifies programs that provide assistance to people who are experiencing homelessness, such as supportive housing programs, as Public Services. The total request for CDBG Public Service funds in FY2025 is \$765,723, which includes the applications for general CDBG public services described in the Public Services Staff Report. \$278,223 of the CDBG request is only for the homeless programming described in this report.
- Emergency Solutions Grant (ESG) funds are meant to assist people to quickly regain stability in permanent housing after experiencing a housing crisis and/or homelessness. The total request solely for ESG funds in FY 2025 is \$292,303.
- HOME Investment Partnership Program (HOME) is meant to fund a wide range of activities including building, buying, and/or rehabilitating affordable housing for rent or homeownership or providing direct rental assistance to low-income people. \$147,370 was requested in HOME funds relating to homelessness programs in 2025.

Approach to Application Review

- Applications were reviewed for HUD funding eligibility, consistency with the 2024-2029 Consolidated Plan goals, Anti-Poverty Strategies, and alignment with the City’s comprehensive plan, Imagine Duluth 2035. Proposals were further reviewed based on the identified need, community benefits, budget, and project readiness as outlined in the scoring and rating criteria provided to applicants.

Applications Received

Code	Proposal Name	Organization	Eligible Activity	Amount
2025-01	Tenant Based Rental Assistance	Duluth HRA	Yes	HOME: \$147,370
2025-02	Coordinated Entry Program	Duluth HRA	Yes	CDBG: \$24,000

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2025-03	Comprehensive Services for Homeless Veterans	MACV	Yes	CDBG: \$52,920
2025-04	Expanded Homelessness Prevention at Justice North	Justice North	Yes	CDBG: \$106,303 ESG: \$106,303
2025-05	Safe Haven Shelter Program	Safe Haven	Yes	CDBG: \$35,000 SG: \$35,000
2025-06	Homeless Services	CHUM	Yes	CDBG: \$42,000 ESG: \$22,000
2025-07	Family Transitional Housing	The Salvation Army	Yes	CDBG: \$10,000 ESG: \$10,000
2025-08	Family Supportive Housing	Center City Housing Corp	Yes	CDBG: \$50,000 ESG: \$35,000
2025-09	Street Outreach	CHUM	Yes	ESG: \$20,000
2025-10	Annie's House of Refuge & Restoration	Divine Konnections, Inc	Yes	ESG: \$20,000
2025-11	Street Outreach for Under-Resourced and Youth Experiencing Homelessness	Life House, Inc	Yes	ESG: \$36,000

Total CDBG: \$278,223
Total ESG: \$262,303
Total HOME: \$147,370
Total: \$687,896

APPLICATION #2025-01: Tenant Based Rental Assistance- TBRA (HOME) – Duluth HRA

Brief Description of Application (including activities and target clientele):

- TBRA provides rental assistance to approximately 14 homeless/at-risk households through the HOME program. Housing vouchers are provided to clients that are experiencing (or at risk) of becoming homeless which allows them to better stabilize their housing and build references.

Eligible Activity (Identify eligible activity, national objective, and explain):

- Eligible activity: under the TBRA program, activities include rental assistance, inspections, tenant selection, management of tenant based rental assistance, and other services related to assisting owners, tenants, and other participating entities

Application goals/outcomes and relation to Consolidated Plan:

- Goal is to serve 14 families through TBRA throughout the program year.
- Consolidated Plan 2024-2029 goals:
 - Homeless services
- Anti-poverty Strategy:
 - Policy #2 Remove barriers to obtaining employment- program users can rely on a stable living situation allowing them more opportunity to apply for and maintain employment
 - Policy #3 Reduce housing and utilities costs
- Imagine Duluth 2035:

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- Governing Principle #13 Develop a healthy community
- Governing Principle #14 Integrate fairness into the fabric of the community
- Housing Policies:
 - Policy #2 Provide affordable, attainable housing opportunities

Budget and Project Readiness:

- Budget request: \$134,749 HOME funds for rental assistance, security deposits, and other eligible program costs, and \$12,621 will be used for administration costs including salary and benefits
- Total program budget: \$214,391.
- Secured: \$53,366; less than 1 dollar has been secured for every \$1 requested, but funding needs are not completely secured and confirmed.
- \$10,526 HOME funds spent per family served, and \$15,313 total budget spent per family served
- The HRA has effectively operated the Tenant Based Rental Assistance (TBRA) program for the past several years. This program has consistently meant their goal.

APPLICATION #2025-02: Coordinated Entry Program (CDBG) – Duluth HRA

Brief Description of Application (including activities and target clientele):

- Under the authority of 24 CFR 578.7(a)(8), Notice CPD 17-01, issued on January 23, 2017, HUD specifically requires that Continuums of Care (CoC) and recipients of CoC Program and Emergency Solutions Grants (ESG) Program funding must have a coordinated assessment system.
- The City of Duluth is an ESG recipient and works with the St. Louis County COC to fund and implement the coordinated assessment system, currently the Duluth HRA is assigned this responsibility.
- Due to this allocation, the Duluth HRA does not need to provide a formal application. The requested amount and reason for request has been reviewed by Senior City Staff and St. Louis County COC staff and it has been deemed appropriate.

Eligible Activity (Identify eligible activity, national objective, and explain):

- The Public Service project meets the national objective of benefitting low to moderate income people. The project exclusively benefits a clientele who are generally presumed by HUD to be low-income persons (homeless persons).

Application goals/outcomes and relation to Consolidated Plan:

- As described in their request, they are currently serving 1288 persons with the program.
- Consolidated Plan 2024-2029 goals:
 - Homeless services
 - Public Services
- Anti-poverty Strategy:
 - Policy #2 Remove barriers to obtaining employment – providing assistance to people who are experiencing homelessness to secure them with stable housing so that they can

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be connected to services, extensive case management, and education and employment resources to promote self-sufficiency

- Imagine Duluth 2035:
 - Governing Principle #13 Develop a healthy community
 - Governing Principle #14 Integrate fairness into the fabric of the community

Budget and Project Readiness:

- Budget request: \$24,000. This is the first time since 2014 the HRA has requested an increase.

APPLICATION #2025-PH-03: Comprehensive Services for Homeless Veterans – MACV (CDBG)

Brief Description of Application (including activities and target clientele):

- Minnesota Assistance Council for Veterans (MACV) provides housing and support services to Duluth veterans and their families who are experiencing or are at risk of experiencing homelessness. The Comprehensive Services for Homeless Veterans program would serve a total of 100 low-income and homeless veterans and their families.
- Please note that the 2024 Application form was submitted instead of the updated 2025 form.

Eligible Activity (Identify eligible activity, national objective, and explain):

- The Public Service project meets the national objective of benefitting low to moderate income people. The project exclusively benefits a clientele who are generally presumed by HUD to be low-income persons (homeless persons).

Application goals/outcomes related to Community Goals:

- 2025-2029 Consolidated Community Development Plan
 - Affordable Housing
 - Public Services
 - Homeless Services
- Anti-Poverty Strategy Plan
 - Policy 1: Training and Career Development
 - Policy 2: Remove Barriers to Obtaining Employment
 - Policy 3: Reduce Housing and Utility Costs
 - Policy 4: Increase Affordable Housing Units
- Imagine Duluth 2035
 - Governing Principle #13: Develop a healthy community.
 - Governing Principle #14: Integrate fairness into the fabric of the community.
 - Housing Policies:
 - Policy 2- Provide affordable, attainable housing opportunities.
 - Policy 3- Prioritize inclusive housing policies to reflect the city's social, cultural, economic, and historic diversity and development patterns.

Budget and Project Readiness:

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- Requesting \$52,920 from CDBG Public Services to pay for salary and benefits.
- The total budget is \$462,920. They have secured \$410,000, requested \$52,920. There is at least \$1 of secured funding for every \$1 requested, but funding needs are not completely secured.
- Per participant cost \$529.20 (\$52,920/100participants).
- MACV is not anticipated to have a problem with timeliness issues, and all proposed activities are allowable costs within the program requirements. MACV has operated this program in Duluth for the past several years.

APPLICATION #2025-04: Expanded Homelessness Prevention at Justice North- Justice North (CDBG/ESG)

Brief Description of Application (including activities and target clientele):

- The project will expand Justice North’s legal services including housing stabilization, eviction prevention, and public benefits cases. Justice North will serve 75 LMI people.

Eligible Activity (Identify eligible activity, national objective, and explain):

- National objective: LMI-Limited clientele activities - An activity which benefits a limited clientele, at least 51 percent of whom are low- or moderate-income persons. Have income eligibility requirements which limit the activity exclusively to low and moderate income persons.
- Eligible activity CDBG: Public services – the program provides public services, including meeting basic needs
- Eligible activity ESG: Legal services, Housing relocation and stabilization services – legal services

Application goals/outcomes related to Community Goals:

- Justice North will provide housing and public benefits legal services to 75 LMI people at or below 125% of the poverty level
- 2025-2029 Consolidated Plan Goal
 - Public Services
 - Homeless Services - preventing eviction for people at risk of becoming homeless
- Anti-Poverty Strategy
 - Policy 2: Remove Barriers to Obtaining Employment
 - Policy 7: Create Sustainable Independence
- Imagine Duluth 2035
 - Governing Principle #13 Develop a healthy community
 - Governing Principle #14 Integrate fairness into the fabric of the community

Budget and Project Readiness:

- CDBG request: \$106,303, ESG request: \$106,303. Funding will be used for legal and administrative staff salaries to provide legal services
- The approximate cost per person served with CDBG/ESG funds is \$2,835; the approximate cost per person served for the total program budget is \$ 20,943.
- Total funding budget: \$1,570,724; secured: \$1,358,118. There are at least \$2 of secured funding for every \$1 requested.

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- Justice North’s legal services are currently operating so require no extra preparation to continue operating in the 2025 program year. Justice North (then known as Legal Aid), received funding for this program in 2022 completed the program in line with HUD and City requirements.

APPLICATION #2025-05-PH: Safe Haven Shelter Program – Safe Haven Shelter for Battered Women (CDBG/ESG)

Brief Description of Application (including activities and target clientele):

- Safe Haven’s emergency shelter program will offer safe respite for 575 victims of domestic violence annually. Shelter guests are provided all basic necessities: food, hygiene essentials, transportation, clothing, and 24-hour access to the advocacy team.

Eligible Activity (Identify eligible activity, national objective, and explain):

- National objective: LMI-Presumed Benefit – the project’s participants (domestic violence victims) are presumed to be principally low- to moderate-income per HUD’s definitions
- Eligible activity CDBG: Public services
- Eligible activity ESG: Emergency shelter – Shelter operations.

Application goals/outcomes and relation to Consolidated Plan:

- Safe Haven’s program goal is to provide services to 575 women and children by providing safe shelter and basic living essentials to victim-survivors of domestic violence.
- Consolidated plan goals:
 - Homeless services
 - Public Services
- Anti-poverty strategy:
 - Policy #1 Training and career development- assistance is given to program users through intensive case management and referral to employment training programs
 - Policy #2 Remove barriers to obtaining employment- childcare is provided to program users
 - Policy # 7 Create Sustainable Independence – the Self-Sufficiency Program provides access to education, public benefits separate from partners, and help navigating protections.
- Imagine Duluth 2035:
 - Governing Principle #13 Develop a healthy community
 - Governing Principle #14 Integrate fairness into the fabric of the community

Budget and Project Readiness:

- Budget request: \$35,000 of CDBG funds for salary and benefits; \$35,000 ESG funds for shelter utilities costs
- Total budget: \$140,000
- Secured: \$70,000. There is at least \$1 of secured funding for every \$1 requested, but funding needs are not completely secured and confirmed.

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- Cost per program user served using CDBG and ESG funds is \$122 per person, and the cost per program user served using total budget is \$243 per person
- Safe Haven has not had any timeliness issues when receiving HUD funds in the past.

APPLICATION 2025-06: CHUM Shelter Services – CHUM (CDBG/ESG)

Brief Description of Application (including activities and target clientele):

- CHUM provides emergency shelter and a drop-in center with supportive services for about 1,100 people annually that includes housing advocacy and support to access mainstream benefits, food, health care, and mental health and recovery services.

Eligible Activity (Identify eligible activity, national objective, and explain):

- National objective: LMI-Presumed Benefit – the project’s participants (people experiencing homelessness) are presumed to be principally low- to moderate-income per HUD’s definitions
- Eligible activity CDBG: Public services – the program provides public services, including meeting basic needs
- Eligible activity ESG: Emergency shelter - operating an emergency shelter

Application goals/outcomes related to Community Goals:

- Chum will provide emergency shelter and a Drop-in Center with supportive services for 1,100 people annually that includes housing advocacy and support to access mainstream benefits, food, health care, and mental health and recovery services.
- 2025-2029 Consolidated Plan Goal
 - Food Access
 - Homeless Services
 - Health Services
 - Public Services
- Anti-Poverty Strategy
 - Policy 2: Remove Barriers to Obtaining Employment
- Imagine Duluth 2035
 - Governing Principles
 - #13: Develop a healthy community
 - #14: Integrate fairness into the fabric of the community

Budget and Project Readiness:

- CDBG request: \$42,000, which will be used for housing advocate staff salaries; ESG request: \$22,000, which will be used to operate the shelter by paying for security and maintenance worker
- The approximate cost per person served with CDBG/ESG funds is \$58; the approximate cost per person served for the total program budget is \$1,356.
- Total funding budget: \$2,123,507; secured: \$1,363,477. There is at least \$1 of secured funding for every \$1 requested, but funding needs are not completely secured and confirmed.

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- The CHUM emergency shelter is currently operating as so requires no extra preparation to continue operating in the 2025 program year. CHUM has a proven history of receive HUD grant funds from the City and operating and completing programs in line with HUD and City requirements.

APPLICATION #2025-07: Family Transitional Housing – The Salvation Army (CDBG/ESG)

Brief Description of Application (including activities and target clientele):

- This program provides 15 furnished apartments to families with minor children for up to 24 months. Supportive services assist families in increasing economic stability, moving them toward stabilization and self-reliance, and fosters growth and non-reliance on program funding.

Eligible Activity (Identify eligible activity, national objective, and explain):

- National Objective: benefit low to moderate income people. The project exclusively benefits a clientele who are generally presumed by HUD to be low income persons (homeless persons, abused children). (CDBG)
 - Eligible activity: Public service
- Program Component: Emergency Shelter (ESG)

Application goals/outcomes and relation to Consolidated Plan:

- Salvation Army has set a goal to serve 100 people through their transitional housing program
- Consolidated Plan 2025-2029 goals:
 - Affordable housing
 - Homeless Services
 - Childcare Access and Children’s Programming
 - Increase Income
 - Food Access
- Anti-poverty strategy:
 - Policy #1 Training and career development- this program connects participants to local job training agencies such as SOAR
 - Policy #2 Remove barriers to obtaining employment
 - Policy #3 Reduce housing and utility costs- service fee and escrow policy
 - Policy #5 Increase access to affordable and healthy food options- access to food shelves, SNAP education courses
 - Policy #7 Create Sustainable Independence
- Imagine Duluth 2035
 - Governing Principles
 - #13: Develop a healthy community
 - #14: Integrate fairness into the fabric of the community

Budget and Project Readiness:

- Budget request: \$10,000 CDBG funds for staff salaries and benefits; \$10,000 ESG funds for rent, utilities, maintenance, insurance, and supplies

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- Total program budget \$269,381; secured funds: \$202,422 There is at least \$1 of secured funding for every \$1 requested, but funding needs are not completely secured and confirmed.
- The cost per participant served with CDBG and ESG request is \$200, and the cost per participant served using the total budget is \$2,154
- City Staff has been notified that their Program Director Dana Weisman has resigned, therefore City Staff will work with the agency on on-boarding the new director.

APPLICATION 2025-08: Center City Housing Corp. - Family Supportive Housing

Brief Description of Application (including activities and target clientele):

- Center City Housing Corp. (CCHC)'s Family Supportive Housing will provide 30 units to homeless families and singles in our Transitional Housing and Permanent Supportive Housing units in Duluth. Supportive housing services are provided on-site to all tenants.

Eligible Activity (Identify eligible activity, national objective, and explain):

- National Objective: benefit low to moderate income people. The project exclusively benefits a clientele who are generally presumed by HUD to be low to moderate income persons (homeless persons). (CDBG)
 - Eligible activity: Public service (CDBG)
 - Program Component: Emergency Shelter (ESG)

Application goals/outcomes and relation to Consolidated Plan:

- Family Supportive Housing will provide 30 units to homeless families and singles in our Transitional Housing and Permanent Supportive Housing units in Duluth. Funds will be used to provide utilities, maintenance and HMIS & service staff for the program.
- Consolidated Plan 2025-2029 goals:
 - Affordable housing
 - Homeless services
 - Public services
 - Childcare Access and Children’s Programming
- Anti-poverty Strategy:
 - Policy #1 Training and career development- this program connects participants to local job training agencies such as SOAR
 - Policy #2 Remove barriers to obtaining employment
 - Policy #3 Reduce housing and utility costs- service fee and escrow policy
 - Policy #5 Increase access to affordable and healthy food options- access to food shelves, SNAP education courses
 - Policy #7 Create Sustainable Independence
- Imagine Duluth 2035
 - Governing Principles
 - #13: Develop a healthy community

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- #14: Integrate fairness into the fabric of the community

Budget and Project Readiness:

- Budget request: \$50,000 (CDBG) for staff salaries and benefits; \$35,000 (ESG) for utilities, maintenance, and insurance
- Total budget: \$544,787
- Secured funds: \$397,805; There is at least \$1 of secured funding for every \$1 requested, but funding needs are not completely secured and confirmed.
- The cost per participant served with CDBG and ESG funds is \$685, and the cost per participant served using the total budget is \$4,393.44.
- Center City has received HUD funds in the past and has spent them in a timely manner

APPLICATION #2025-PH-09: Street Outreach – CHUM (ESG)

Brief Description of Application (including activities and target clientele):

- CHUM will provide street outreach to support people experiencing unsheltered homelessness by helping them meet basic needs, reduce police contact, and gain housing. The Street Outreach program also responds to mental health and substance abuse emergencies.

Eligible Activity (Identify eligible activity, national objective, and explain):

- Eligible activity ESG: Street outreach – CHUM will provide essential services, such as connecting those experiencing unsheltered homelessness with low- or no-income with emergency shelter, housing, and case management. CDBG: Public Service – CHUM Street Outreach workers are the labor that provides the essential services.
- National objective: Limited Clientele Activities, served to those experiencing unsheltered homelessness with low- or no-income.
- The agency referenced both funding sources (ESG and CDBG) on the application and will need to identify which source they are applying for. They have received ESG funding for this program in the past.

Application goals/outcomes related to Community Goals:

- CHUM’s Street Outreach will serve 200+ people living outside, or in places unsuitable for human habitation. In addition to people encountered in the woods or on the street, CHUM Outreach Workers seek out people who are using chemical substances like meth, because they are less likely to be visible to the public.
- 2025 goals include successfully housing 50 people and refer and encourage 200 people to the needed services.
- The 2023 program year served 159 people, and successfully housed 37 people.
- Consolidated Plan Goals 2025-2029:
 - Homeless Services
 - Public Services
- Anti-Poverty Strategy
 - Policy 2: Remove Barriers to Obtaining Employment by assisting people to find suitable housing and services.

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- Imagine Duluth 2035
 - Governing Principles
 - #13: Develop a healthy community
 - #14: Integrate fairness into the fabric of the community

Budget and Project Readiness:

- ESG request: \$20,000, which will be used to pay a portion of the street outreach workers' salaries and benefits
- The approximate cost per person served with ESG funds is \$100; the approximate cost per person served for the total program budget is \$913.75
- Total funding budget: \$182,750; secured: \$162,750. There is at least \$1 of secured funding for every \$1 requested, but funding needs are not completely secured and confirmed.
- The CHUM Street Outreach program is currently operating and requires no extra preparation to continue operating in the 2025 program year. CHUM has a proven history of receive HUD grant funds from the City and operating and completing programs in line with HUD and City requirements.
- CHUM hired a second Street Outreach worker in 2024 due to increased need for service providers for unsheltered homeless persons.

APPLICATION #2025-10: Annie's House Operations – Divine Konnections Inc.

Brief Description of Application (including activities and target clientele):

- Divine Konnections, Inc. (DKI) operates Annie's House, which will provides shelter and wraparound case management services to homeless BIPOC young mothers with children 0-4 years old.

Eligible Activity (Identify eligible activity, national objective, and explain):

- ESG Program Components: Emergency Shelter, Homelessness Prevention

Application goals/outcomes and relation to Consolidated Plan:

- Annie's House will provide housing and services to 18 homeless BIPOC mothers and their young children. The program addresses basic needs, assists participants with obtaining any necessary documents to apply for schooling/jobs, connects participants with education and employment support, and offers on-site and virtual group programming related to life-skills, budgeting, and homeownership.
- Consolidated Plan 2020-2024 goals:
 - Affordable Housing
 - Homeless Services
 - Public Services
 - Food Access
 - Childcare Access and Children's Programming
- Anti-poverty strategy:
 - Policy 2: Remove Barriers to Obtaining Employment

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- Policy 5: Increase Access to Affordable and Healthy Food Options
- Policy 7: Create Sustainable Independence
- Imagine Duluth 2035:
 - Governing Principle #13 Develop a healthy community
 - Governing Principle #14 Integrate fairness into the fabric of the community

Budget and Project Readiness:

- ESG request: \$20,000 for shelter operations & maintenance
- Total budget \$133,838; secured: \$113,838. There are at least \$2 of secured funding for every \$1 requested.
- Cost per participant is \$1,111 ESG funds per family served and \$7,435 per family served with the total budget
- The organization is part of the St. Louis County Continuum of Care so already familiar with HUD regulations and reporting requirements. They previously received funding within the 2023 and 2024 contract years.

APPLICATION #2025-PH-11: Street Outreach for Under-Resourced and Youth Experiencing Homelessness – Life House

Brief Description of Application (including activities and target clientele):

- Life House is seeking ESG funding for Street Outreach, which connects homeless, under-resourced, and marginalized youth, ages 14-24 youth to basic needs, wrap-around services, and trustworthy adults.

Eligible Activity (Identify eligible activity, national objective, and explain):

- Eligible activity ESG: Street Outreach

Application goals/outcomes and relation to Consolidated Plan:

- The street outreach program goal is to serve 625 homeless youth and young adults per program year by connecting homeless and at-risk youth to basic needs and other wrap-around services.
- Consolidated Plan goals:
 - Homeless Services
 - Public Services
 - Food Access
- Anti-poverty strategy:
 - Policy #2 Remove barriers to obtaining employment – At-risk youth and youth experiencing homelessness are connected to services, extensive case management, and education and employment resources to promote self-sufficiency
 - Policy #5 Increase access to affordable and healthy food and living options – Connects youth to the Life House Drop-in Youth Center where they will be able to access warm meals, basic needs items, laundry, showers, mail, lockers, and more.
- Imagine Duluth 2035:
 - Governing Principle #13: Develop a healthy community.
 - Governing Principle #14: Integrate fairness into the fabric of the community.

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Budget and Project Readiness:

- Budget request: \$36,000 ESG funds for program staff salary and benefits
- Total budget \$78,600; Secured \$42,600. There is at least \$1 of secured funding for every \$1 requested, but funding needs are not completely secured and confirmed.
- Cost per participant is \$60 ESG funds per youth served and \$131 per youth served with the total budget
- Life House has received HUD funding in the past and has not had timeliness issues in spending all funding by the end of the program year. This specific program has not been funded since 2017.
- Life House has a new director, therefore City Staff will be involved with on-boarding activities.