



City of Missoula 2024-28 Consolidated Plan and 2024-25 Annual Action Plan — Public Comment Draft

PREPARED FOR:

City of Missoula
Community Planning, Development, and Innovation (CPDI)
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CREATED

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CITY OF MISSOULA
2024-28 CONSOLIDATED PLAN AND
2024-25 ANNUAL ACTION PLAN

I. EXECUTIVE SUMMARY

Executive Summary

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

1. Introduction

The City of Missoula receives U.S. Department of Housing and Urban Development (HUD) funds annually to address housing and community needs. As a requirement of receiving the funding, the City must prepare a Consolidated Plan and an Annual Action Plan. Missoula became an Entitlement City for CDBG in 1999 and a Participating Jurisdiction (PJ) for HOME in 2003, designations that mean that HUD provides funding for those programs directly to the City and does not require the City to compete for the funds with other state jurisdictions. Missoula is one of three cities in Montana that are a CDBG Entitlement City and HOME Participating Jurisdiction, alongside Billings and Great Falls. Missoula County still competes on a statewide basis for HOME and CDBG funds.

As it has historically done, the City will continue to deploy its CDBG and HOME resources with other local, state, and private resources to increase affordable housing options, support vulnerable Missoulians, and address critical community needs.

In addition to a variety of quantitative data sources analyzed to understand community needs and the Missoula housing market, the City implemented a robust community engagement strategy to inform the development of the Consolidated Plan strategies and goals.

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

For the 2024-2028 Program Years, the City has identified four (4) goals and corresponding outcomes through extensive community outreach, data analysis, and alignment with other municipal and county planning efforts.

Goal #1 – Housing Options

The City will aim to leverage, incentivize, and fund efforts that support the development, preservation, and rehabilitation of affordable housing options in Missoula for extremely low-, low-, and moderate-income households, particularly projects that emphasize serving residents with accessibility limitations, are located near transit corridors and other community services, and that include sustainable and climate-resilient approaches and practices in their efforts.

Goal #2 – Supporting Vulnerable Populations

This goal will aim to provide housing stability for unhoused residents and residents at-risk of becoming unhoused through the provision of emergency, transitional, and permanent supportive housing options, as well as targeted and comprehensive service provision. Funding will be prioritized for capital and/or public services projects that increase the efficiency of service delivery, continue to build systemic capacity in the Missoula Coordinated Entry System, and projects and/or programs that implement a Housing First approach.

Goal #3 – Community Services

This targeted approach aims to address pressing community needs that have been identified as having significant impacts on the quality of life for low- and moderate-income residents. The City will strategically target projects, programs, and other efforts that increase access to community services, such as, but not limited to, affordable childcare, increased access to mental health care and chemical dependency services, and employment opportunities for low- and moderate-income Missoulians. The City will continue to engage the community over the next five years to ensure that funding is directed at community services that address the greatest needs voiced by Missoula residents.

Goal #4 - Planning and Administration

The City will plan annually to ensure it is successfully meeting the first three goals identified in this plan. Ensuring that planning for our HUD-funded programs align and complement other community planning efforts and the City's housing policy are top priorities over the next five years. Additionally, we will work to establish additional, flexible funding sources to support our housing and community development goals.

3. Evaluation of past performance

The City of Missoula has completed nearly 25 years of administration of the CDBG Entitlement program and nearly 20 years of the HOME program. In 2020 the City established the Department of Community Planning, Development & Innovation and the Community Development division of that department, where our administration of HUD programs lives. The division has worked steadily since that time to build up programmatic and grant administration capacity, streamline city processes, and improve coordination of grants staff across departments. The City of Missoula's 2024-2028 [Strategic Plan](#) explicitly calls out the development and advancement of city grants infrastructure for which the CPDI Grants Program team is instrumental.

The Missoula community continues to struggle with both a high cost of living and high housing costs. These challenges are much the same as they were five years ago – but many are even more amplified due to the global pandemic and its economic impacts. As a result of these challenges, the Community Development Division has steadily shifted the focus of these federal grants programs to be more targeted on making an impact on the number and quality of affordable homes in Missoula and working to end homelessness in the community. This has meant focusing Annual Action Plans and Consolidated

Plans on fewer goals. This strategy intends to more highly leverage these federal grants programs and make a greater impact in the areas that the community sees the most need. This Consolidated Plan is a continuation of that more focused strategy. Over the next five years, we hope to ensure that adequate resources are available to our unhoused residents and alleviate the pressures on the housing market to ensure that all Missoulians can afford and sustain their homes.

4. Summary of citizen participation process and consultation process

The City of Missoula's primary goal for community participation is to ensure that a broad and diverse representation of residents are afforded the opportunity to provide their input on the development of the plan. Additionally, the City engaged with several housing, economic, and other service agencies, organizations, and experts to gather current information on the needs and priorities of low- to moderate-income Missoulians. Specifically, the City:

- Presented to the Missoula City Council twice over the course of the development of the plan's development. These meetings are open to the public and were held on December 11, 2023 and April 22, 2024.
- Consulted with approximately 40 stakeholders representing over 25 organizations to gain insight into the housing and service needs of low- to moderate-income Missoulians and other special needs populations, as well as information related to the city's broader housing needs and conditions of the current housing market.
- Administered a housing and community survey that asked residents and stakeholders to identify Missoulians with the greatest housing challenges, unmet housing, community development, economic development needs, and which outcomes should be prioritized by the City with the federal funding it receives from HUD. In total, 729 individuals responded to the survey.
- Held five resident groups with approximately 50 residents to better understand their housing and service challenges and needs and their ideas about how the City could better meet their needs.
- Concurrently developed the Equity Plan, which is a fair housing plan that identifies housing barriers and challenges experienced by protected class populations and articulates how the City will address those challenges. This plan was also informed by information collected throughout the community engagement process.
- Created and routinely updated the "Fair Housing & HUD Housing Goals" webpage on its Engage Missoula website, the City's online engagement platform. The webpage provided updates on both the Consolidated Plan and Equity Plan throughout the development of the plans, as well as the opportunity for residents to subscribe to an email list for project updates.

5. Summary of public comments

TBD—A summary of public comments and the City's response to them will be available in the Appendices after the public comment period has ended.

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

A summary of comments or views will be made available after the public comment period has ended.

7. Summary

A tight rental market and increasing median home prices continue to impact Missoulians' ability to find an affordable place to live. The Community Planning, Development & Innovation department continues to build upon past efforts that have positioned the City to leverage resources and partnerships to address the community's affordable housing crisis. The Consolidated Plan complements and reinforces the City's Housing Policy and other strategic housing efforts that aim to help Missoula's most vulnerable populations meet their housing and service needs.

II. THE PROCESS

The Process

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

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

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

Agency Role	Name	Department/Agency
Lead Agency	MISSOULA	
CDBG Administrator	MISSOULA	Missoula Community Planning, Development, and Innovation Department
HOPWA Administrator	N/A	N/A
HOME Administrator	MISSOULA	Missoula Community Planning, Development, and Innovation Department
HOPWA-C Administrator	N/A	N/A

Table 1– Responsible Agencies

Narrative

The City of Missoula Department of Community Planning, Development, and Innovation administers the Community Development Block Grant (CDBG) and HOME Investment Partnerships (HOME) programs for the City of Missoula, Montana. The City has administered the CDBG Entitlement Program since 1999 and the HOME program since 2003.

CDBG and HOME funds are awarded to the City from the U.S. Department of Housing & Urban Development (HUD) annual budget on a Federal Fiscal Year (FFY). The FFY24 runs from October 1, 2023 through September 30, 2024. Program Years (PY) are adopted by each local jurisdiction and are often different from the FFY. The City of Missoula Program Year 2024 runs July 1, 2024 through June 30, 2025.

Consolidated Plan Public Contact Information

For information about Missoula's 2024-2028 Consolidated Plan for HUD-Funded Programs:

Go To: <https://ci.missoula.mt.us/3071/HUD-Grants>

Call: 406-552-6630

Mail/Visit: Community Planning, Development & Innovation, 435 Ryman Street, Missoula, MT 59802

PR-10 Consultation - 91.100, 91.110, 91.200(b), 91.300(b), 91.215(l) and 91.315(l)

1. Introduction

The City's Community Planning, Development & Innovation (CPDI) staff collaborated with several city departments throughout the development of the Consolidated Plan to ensure that the goals and strategies complemented and aligned other city efforts. Additionally, the City consulted with the Missoula Housing Authority, affordable housing developers and housing service providers, real estate professionals, Missoula County staff, social service providers, economic development professionals, and community residents to reflect the most current housing and service needs of Missoula's most vulnerable residents. The City appreciates the time and support of all partner agencies and departments in the creation of this plan.

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(l)).

Community Planning, Development and Innovation (CPDI) staff regularly attend meetings within both City and County government and participate actively in the meetings and events sponsored by our nonprofit and for-profit partners. CPDI staff have been working to build these relationships since 2016 when the office opened. An important aspect of that relationship has been coordinating efforts within the areas of housing, public improvements, economic development and public services. CPDI staff also coordinate and administer Missoula's At-Risk Housing Coalition (ARHC) as well as the Coordinated Entry System.

CPDI maintains an email and mailing list of individuals and entities that are interested in the planning process and the award and administration of the City's HOME and CDBG programs, and other community development activities. This list includes representatives of Missoula's Public Housing Agency, nonprofit, and for-profit assisted housing providers, and representatives of the community's private and governmental health, mental health, and service agencies; many are listed in the table below. Regular updates and information action items are sent to the lists, especially at times when public comment is being solicited. CD also distributes information via the At-Risk Housing Coalition frequently.

CPDI Staff are represented on a number of community advisory boards or committees, including:

- The Strategic Alliance for Improved Behavioral Health
- The Criminal Justice Coordinating Council
- Invest Health
- Downtown Business Advisory Committee
- At-Risk Housing Coalition (ARHC)

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 Missoula Continuum of Care Coalition is titled the At-Risk Housing Coalition (ARHC). ARHC is an ongoing formal task force comprised of representatives from health and human service agencies and governmental departments. ARHC was formed in 1993 to initiate a community-wide effort to prevent and address homelessness. In 2004, ARHC formalized as a coalition requiring membership and adherence to agreements and protocols. ARHC works on issues surrounding low-income housing and homelessness in Missoula and coordinates the local effort to plan and provide comprehensive services through a continuum of care.

ARHC meets bi-monthly and sub-committees meet both monthly and bi-monthly. Members perform the Annual Homeless Point-in-Time Survey and Housing Inventory. They plan, review and endorse local projects for HUD Continuum of Care funding and represent Missoula on the Montana Continuum of Care Board of Directors. Members of ARHC committees also work on distinct projects, such as the annual Project Community Connect, annual Point-in-Time Survey and Housing Inventory, Missoula's Coordinated Entry System, and program planning and coordination.

ARHC membership includes representation from local government (City and County), health care, mental health and substance abuse service providers, law enforcement/corrections agencies, affordable housing developers, the Missoula Housing Authority, the district homeless school liaison, victim service providers, street outreach teams, veteran service providers, homeless shelter director and staff members, leadership of a local interfaith collaborative, faith-based service providers and university students (e.g., social work, psychology, public administration).

In 2017 the Coordinated Entry System introduced a By-Name List intended to give the Continuum of Care a robust set of data points that can be used in addition to the annual Point in Time Count. This formed the basis for the Missoula Coordinated Entry System (MCES) which operates today with approximately 40 participating agencies. City of Missoula Houseless Programs is the lead agency that administers MCES and oversees system development and monitoring. Partners within MCES work diligently to collect regular, real-time data on those accessing MCES to provide an accurate picture of homelessness in Missoula year-round.

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

The District XI Human Resource Council (HRC) is the local recipient of Emergency Solution Grant (ESG) funds. Starting in February 2017, the Missoula Coordinated Entry System (MCES) was developed, a

collaboration between Missoula's CoC, the At-Risk Housing Coalition, and Reaching Home, Missoula's 10-year plan to end homelessness. ESG funds are prioritized via the MCES Prioritization Policy, which was crafted by partnering organizations and technical assistance from Our Path Home in Boise, Idaho. In 2019, MCES leaders across organizations committed to prioritizing all CoC resources for the most vulnerable households first, including ESG. Said Prioritization was approved by the At-Risk Housing Coalition's Executive Committee. Targeted outreach and connection to ESG-eligible households occurs weekly in MCES Case Conferencing, a meeting of over a dozen different programs and organizations to creatively problem-solve systemic barriers to housing for households on Missoula's By-Name List. Outcomes from ESG referrals are collaboratively reflected in HMIS, both under the ESG program enrollment and MCES enrollment.

The Missoula CoC is an active participant in the State CoC and works closely with the State to develop performance standards, evaluate program outcomes, and to develop policies and procedures for the administration of the Homeless Management Information System (HMIS). Highlights of the oversight and collaborative implementation activities are:

- The Montana CoC is in the early phases of exploring an update to Coalition governance structures, with the goal of reviewing and updating current governance policies to match changes in best practice and Coalition governance process.
- The Montana CoC is also exploring conducting a review of the "Access" component of the Coordinated Entry System to understand accessibility across the state, seeking to identify and resolve any barriers or challenges to that element of the process.
- MT CoC is creating a redistribution policy to create a formal process to redistribute and allocate funds that are not fully expended by CoC-funded projects to other projects across the state with needs and uses for those funds.
- Performance standards are provided by both the HEARTH Act and HUD, and the MT CoC incorporates them into grantee scoring criteria and performance review processes.
- The MT CoC Board reviews scoring measures each year to stay current with federal changes and provides recommended performance measures to the CoC membership at its annual membership meeting for final approval.
- CoC membership adopts scoring measures.
- Performance data tables are constructed from HMIS by CoC staff and reported by program type to the following grantees: permanent supportive housing, transitional housing, Emergency Solutions Grant, and Reallocation-Rapid Rehousing. Grantees participate in performance review sessions to evaluate progress and, if standards are not being met, each group is responsible for developing remediation activities. Each program group provides input or recommendations on future performance measures to the MT CoC Board.
- Staff (DPHHS & CoC) and user groups provide input to the Board. MT CoC staff and the Montana Department of Public Health and Human Services-ESG program managers also provide input to the MT CoC Board.

The Board considers changes and makes recommendations to the membership. The Montana CoC Board is responsible for providing, governing and operating a HMIS.

A Policies and Procedures Manual was developed by the HMIS grantee and vendor using HUD provided documents and future HMIS users in focus groups and beta testing and is reviewed annually to ensure compliance with national HMIS standards. In 2023, members of Missoula's Coordinated Entry Oversight Committee completed a comprehensive review and revision of Missoula's Coordinated Entry Policy & Procedures, resulting in a document with clarified and updated policies, and significantly more user accessibility. Annual reviews occur every year through a subcommittee of the Oversight Committee and are approved by the At-Risk Housing Coalition's Executive Committee.

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

Table 2– Agencies, groups, organizations who participated

1	Agency/Group/Organization	Missoula County — Office of Emergency Management
	Agency/Group/Organization Type	Agency — Emergency Management
	What section of the Plan was addressed by Consultation?	Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	A representative from the County's Office of Emergency Management provided input during a stakeholder interview on September 12, 2023.
2	Agency/Group/Organization	City of Missoula Community Planning, Development, and Innovation Department
	Agency/Group/Organization Type	Services — Homeless Services—Housing
	What section of the Plan was addressed by Consultation?	Housing Needs Assessment Non-Homeless Special Needs
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	A representative from the City's Community Planning, Development, and Innovation department provided input during a stakeholder interview on September 12, 2023.
3	Agency/Group/Organization	Mountain Home Montana
	Agency/Group/Organization Type	Services—Children Services—Victims of Domestic Violence Services—Health Services—Education
	What section of the Plan was addressed by Consultation?	Housing Needs Assessment Homeless Needs - Families with children Non-Homeless Special Needs Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	A representative from Mountain Home Montana provided input during stakeholder meetings on September 12, 2023 and September 21, 2023.
4	Agency/Group/Organization	Providence Health & Services
	Agency/Group/Organization Type	Services—Health Services—Children Services—Elderly Persons

	What section of the Plan was addressed by Consultation?	Housing Needs Assessment Non-Homeless Special Needs Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	A representative from Providence Health & Services provided input during a stakeholder interview on September 13, 2023.
5	Agency/Group/Organization	First United Methodist Church
	Agency/Group/Organization Type	Civic Leaders
	What section of the Plan was addressed by Consultation?	Housing Needs Assessment Non-Homeless Special Needs
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	A representative from First United Methodist Church provided input during a stakeholder interview on September 13, 2023.
6	Agency/Group/Organization	Missoula County Community Development Department
	Agency/Group/Organization Type	Other government—County
	What section of the Plan was addressed by Consultation?	Housing Needs Assessment Non-Homeless Special Needs Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Three representatives from Missoula County's Community Development Department provided input during a stakeholder interview on September 13, September 14, September 19, and September 20, 21, 2023.
7	Agency/Group/Organization	International Rescue Committee Missoula
	Agency/Group/Organization Type	Other
	What section of the Plan was addressed by Consultation?	Housing Needs Assessment Non-Homeless Special Needs Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	A representative from International Rescue Committee Missoula provided input during a stakeholder interview on September 13, 2023.
	Agency/Group/Organization	Missoula in Motion

8	Agency/Group/Organization Type	Other government – local
	What section of the Plan was addressed by Consultation?	Housing Needs Assessment Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	A representative from Missoula in Motion provided input during a stakeholder interview on September 14, 2023.
9	Agency/Group/Organization	VA Missoula
	Agency/Group/Organization Type	Services—Veterans
	What section of the Plan was addressed by Consultation?	Housing Needs Assessment Homelessness Needs—Veterans Non-Homeless Special Needs
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	A representative from the VA in Missoula provided input during a stakeholder interview on September 20, 2023.
10	Agency/Group/Organization	North Missoula Community Development Corporation
	Agency/Group/Organization Type	Housing
	What section of the Plan was addressed by Consultation?	Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	A representative from North Missoula Community Development Corporation provided input during a stakeholder interview on September 20, 2023.
11	Agency/Group/Organization	Habitat for Humanity Missoula
	Agency/Group/Organization Type	Housing
	What section of the Plan was addressed by Consultation?	Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	A representative from Habitat for Humanity provided input during a stakeholder interview on September 20, 2023.
	Agency/Group/Organization	Homeword

12	Agency/Group/Organization Type	Housing Services—Housing Services—Education
	What section of the Plan was addressed by Consultation?	Housing Needs Assessment Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	A representative from Homeword provided input during a stakeholder interview on September 20, 2023.
13	Agency/Group/Organization	Internet Connect
	Agency/Group/Organization Type	Services—Broadband Internet Service Providers
	What section of the Plan was addressed by Consultation?	Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	A representative from Internet Connect provided input during a stakeholder interview on October 3, 2023.
14	Agency/Group/Organization	Missoula Aging Services
	Agency/Group/Organization Type	Services—Elderly Persons Regional Organization
	What section of the Plan was addressed by Consultation?	Housing Needs Assessment Non-Homeless Special Needs Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	A representative from Missoula Aging Services provided input during a stakeholder interview on September 21, 2023.
15	Agency/Group/Organization	Partnership Health Center
	Agency/Group/Organization Type	Services—Health Services—Children Services—Elderly Persons
	What section of the Plan was addressed by Consultation?	Housing Needs Assessment Non-Homeless Special Needs Market Analysis

	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	A representative from Partnership Health Center provided input during a stakeholder interview on September 21, 2023.
16	Agency/Group/Organization	Missoula Housing Authority
	Agency/Group/Organization Type	Public Housing Authority
	What section of the Plan was addressed by Consultation?	Housing Needs Assessment Public Housing Needs Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	A representative from the Missoula Housing Authority provided input during a stakeholder interview on September 25, 2023.
15	Agency/Group/Organization	Missoula County Community Justice Department
	Agency/Group/Organization Type	Publicly Funded Institution/System of Care
	What section of the Plan was addressed by Consultation?	Housing Needs Assessment Non-Homeless Special Needs Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	A representative from the Missoula County Community Justice Department provided input during a stakeholder interview on September 27, 2023.
16	Agency/Group/Organization	Missoula Organization of Realtors
	Agency/Group/Organization Type	Business Leaders Regional Organization
	What section of the Plan was addressed by Consultation?	Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Several representatives of the Missoula Organization of Realtors' Housing Attainability Task Force provided input during a meeting on October 5, 2023.
17	Agency/Group/Organization	Montana Fair Housing
	Agency/Group/Organization Type	Services—Fair Housing

	What section of the Plan was addressed by Consultation?	Housing Needs Assessment Non-Homeless Special Needs Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	A representative from Montana Fair Housing provided input during a stakeholder interview on October 5, 2023.
18	Agency/Group/Organization	Volunteers of America Northern Rockies
	Agency/Group/Organization Type	Services—Veterans
	What section of the Plan was addressed by Consultation?	Non-Homeless Special Needs Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Two representatives of Volunteers of America Northern Rockies provided input during a stakeholder interview on October 16, 2023.
19	Agency/Group/Organization	Fort Lewis Family Resource Center
	Agency/Group/Organization Type	Services—Children Services—Education
	What section of the Plan was addressed by Consultation?	Housing Needs Assessment Non-Homeless Special Needs Homeless Needs—Families with Children Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	A representative from Fort Lewis Family Resource Center provided input during a stakeholder interview on October 17, 2023.
20	Agency/Group/Organization	Missoula County Floodplain Administration Program
	Agency/Group/Organization Type	Agency—Managing Flood Prone Areas
	What section of the Plan was addressed by Consultation?	Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	A representative from the Missoula County's Floodplain Administration program provided input during a stakeholder interview on October 18, 2023.

21	Agency/Group/Organization	Missoula Food Bank
	Agency/Group/Organization Type	Services—Children Services—Elderly Persons Services—Persons with Disabilities Services—Persons with HIV/AIDS Services—Health
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Homeless Needs - Families with children Non-Homeless Special Needs Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	A representative from the Missoula Food Bank provided input during a stakeholder interview on October 23, 2023.
22	Agency/Group/Organization	Opportunity Resources, Inc.
	Agency/Group/Organization Type	Services—Housing Services—Persons with Disabilities Services—Employment
	What section of the Plan was addressed by Consultation?	Housing Needs Assessment Non-Homeless Special Needs Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	A representative from Opportunity Resources provided input during a stakeholder interview on October 24, 2023.
23	Agency/Group/Organization	District XI Human Resource Council
	Agency/Group/Organization Type	Services—Housing Regional organization
	What section of the Plan was addressed by Consultation?	Housing Needs Assessment Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	A representative from the Human Resource Council XI provided input during a stakeholder interview on October 30, 2023.
24	Agency/Group/Organization	Missoula City-County Health Department

	Agency/Group/Organization Type	Services—Health
	What section of the Plan was addressed by Consultation?	Housing Needs Assessment Non-Homeless Special Needs Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	A representative from the Missoula City-County Health Department provided input during a stakeholder interview on October 31, 2023.
25	Agency/Group/Organization	Missoula Economic Partnership
	Agency/Group/Organization Type	Business Leaders Services—Employment
	What section of the Plan was addressed by Consultation?	Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	A representative from the Missoula City-County Health Department provided input during a stakeholder interview on November 14, 2023.
26	Agency/Group/Organization	United Way of Missoula County
	Agency/Group/Organization Type	Services-Children Services-Elderly Persons Services-Persons with Disabilities Services-Homelessness Services-Health
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Non-Homeless Special Needs Homeless Needs - Families with children Market Analysis
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	A representative from United Way of Missoula County provided input during a stakeholder interview on December 5, 2023.

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

Multiple efforts were made to contact all required agency types for consultation to help inform the Consolidated Plan. However, despite multiple attempts, not all of the agencies contacted responded.

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	Montana Continuum of Care Coalition	The statewide Continuum of Care provides funding for many of the activities provided locally to bring services and housing to homeless individuals and families.
Our Missoula Growth Policy	City of Missoula, Community Planning, Development & Innovation	The City's Community Planning, Development, and Innovation department is leading the development of the City's new Growth Policy. The Consolidated Plan goals align with the Growth Policy's goals and strategies, including to address housing affordability, housing shortages, and the impacts of climate change.
A Place to Call Home: Meeting Missoula's Housing Needs	City of Missoula, Community Planning, Development & Innovation	Adopted in June 2019, the City adopted a citywide housing policy that proposed a fundamental shift in how housing is prioritized within the City of Missoula, as well as a commitment to long-term funding of housing initiatives. The City is working to leverage both its local and federal resources to address the goals articulated in the Consolidated Plan.
10-Year Plan to End Homelessness	City of Missoula, Community Planning, Development & Innovation	While the 10-Year Plan ended in 2022, the City continues to coordinate programs and strategies to provide housing and services to homeless individuals and families, which aligns with the goals of this Consolidated Plan.
Our Missoula Development Guide	City of Missoula, Community Planning, Development & Innovation	The Our Missoula Development Guide, previously known as the Urban Fringe Development Area (UFDA) focuses primarily on residential and infrastructure development that supports residential uses. CPDI staff use this information to inform needs and opportunities for housing in Missoula.
Activate Missoula 2045	City of Missoula Public Works & Mobility, Transportation Plan	Active Missoula 2045 is Missoula's Long Range Transportation Plan; CPDI consults with the Transportation Plan team to ensure the Consolidated Plan goals and strategies align with infrastructure development within the city.
State Consolidated Plan and Annual Action Plans	State of Montana, Department of Commerce	The City and the State of Montana's CDBG and HOME programs collaborate on jointly-funded projects. The City testifies at public comment sessions on the State's plans and participates in the development of those plans.
Missoula County Jail Diversion Master Plan	Missoula County Sheriff's Office	The Jail Diversion Master Plan (JDMP) proposes short and long-term policy and procedure changes to reduce the number of nonviolent arrestees and offenders in the Missoula County Detention Facility (MCDF), which includes efforts related to pre-sentencing and behavioral health.

Table 3– Other local / regional / federal planning efforts

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

Cooperation and coordination among partners are integral to the success of implementing the goals of the Consolidated Plan. The City continues to foster strong partnerships with local, state, and federal governmental entities to address its housing and community needs and challenges and implement solutions. The Community Planning, Development, and Innovation (CPDI) staff works collaboratively with several city departments and teams, including the City-County Health Department, Missoula Housing Authority, Missoula Redevelopment Agency, Missoula Economic Partnership, and Partnership Health Center, in assessing needs, coordinating planning efforts, and providing services.

The City also works closely with Missoula County, the State of Montana, and other federal partners, including the U.S. Department of Housing and Urban Development and the Environmental Protection Agency. Throughout the development of the Consolidated Plan process, the City worked with the partners listed above and others to assist with identifying needs, developing solutions, and collaborating on implementation of the Plan's strategies and goals.

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

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

Below is a summary of the citizen participation process to help inform the development of the City's 2024-28 Consolidated Plan.

Housing and Community Needs Survey

The City of Missoula administered a housing and community survey that asked residents and stakeholders to identify Missoulians with the greatest housing challenges, unmet housing, community development, economic development needs, and which outcomes should be prioritized by the City with the federal funding it receives from HUD.

The survey was available online, in a format accessible to screen readers, and promoted through the City's communications and social media channels, as well as through partner networks. The survey was also available in paper format. The survey was available from August 2023 through December 2023. In total, 729 individuals responded to the survey.

Stakeholder Consultations

The City of Missoula conducted one-on-one interviews with approximately 40 individuals representing over 25 organizations to gain insight into the housing and service needs of low- to moderate-income Missoulians and other special needs populations, as well as information related to the city's broader housing needs and conditions of the current housing market. These conversations also helped inform the Plan's strategies and goals.

Resident Focus Groups

The City of Missoula hosted five resident focus groups with approximately 50 residents to better understand their housing and service challenges and needs and their ideas about how the City could better meet their needs. The City worked with the Missoula Housing Authority, Mountain Home Montana, YWCA, Homeword, Missoula Aging Services, Summit Independent Living, and the Poverello Center to help recruit participants for the conversations.

Equity Plan

Concurrent with the development of the Consolidated Plan, the City of Missoula is also developing its Equity Plan, which is a fair housing plan that identifies housing barriers and challenges experienced by protected class populations and how the City will address those challenges. In addition to several data sources, this plan was also informed by the housing and community needs survey, stakeholder consultations, and resident focus groups.

Engage Missoula Webpage

The City of Missoula created a "Fair Housing & HUD Housing Goals" webpage on its Engage Missoula website, the City's online engagement platform. The webpage provides updates on both the Consolidated Plan and Equity Plan throughout the development of the plans, as well as the opportunity for residents to subscribe to an email list for project updates.

Public Hearings

On December 11, 2023, a public hearing was held at the Missoula City Council meeting to provide an overview of the Consolidated Plan, as well as preliminary findings of the City's engagement efforts. The public hearing also provided the opportunity for the community to provide input and feedback on the plan. One public comment was received during the public hearing—this participant advocated for the prioritization of increasing and preserving affordable housing in Missoula.

The City of Missoula will hold another public hearing on April 22, 2024 during the 30-day comment period to afford residents the opportunity to comment and provide feedback on both the Consolidated Plan and Equity Plan.

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
1	Internet Outreach	Non-targeted/broad community	The project webpage provided an overview of the Consolidated Plan project, as well as project updates and community engagement opportunities. A link to the Housing and Community Needs survey was also available on the webpage. Additional outreach was provided in Missoula's Community Connections newsletter, ARHC's newsletter, and across other city department's social media feeds.	N/A	N/A	https://www.engagemissoula.com/fair-housing-hud-housing-goals

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
2	Press Release	Non-targeted/broad community	To advertise the Housing and Community Needs survey, a press release was sent to our local community access television station, MCAT, on 9/19/23, as well as our local bus system display board on 9/11/23. Both releases were advertised for several weeks. Additional posters were displayed at various locations around the community, including the local food bank, library, and within and outside local businesses.	N/A	N/A	N/A

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)
3	Newspaper Ad	Non-targeted/broad community	To advertise the public hearing on December 11, 2023, legal ads and display ads were sent to the Missoulian on 11/1/2023 and 11/11/2023.	N/A	N/A	N/A
4	Internet Outreach	Non-targeted/broad community	An online Housing and Community Needs survey was live from August 2023 through the end of the year. A total of 729 individuals responded to the survey.	The Survey Analysis is available in Appendix A.	N/A	N/A
5	Public Hearing	Non-targeted/broad community	On December 11, 2023, the City held a public hearing to receive public comment on the City's housing and community development needs.	One comment was received; this individual advocated for increasing and preserving affordable housing in Missoula.	N/A	N/A

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)
6	Newspaper Ad	Non-targeted/broad community	To advertise the public hearing on April 22, 2024, legal ads and display ads were sent to the Missoulian on 3/30/2024 and 4/6/2024.	N/A	N/A	N/A
7	Public Hearing	Non-targeted/broad community	On April 22, 2024, the City held a public hearing to receive public comment on the City's housing and community development needs.	TBD	TBD	N/A

Table 4– Citizen Participation Outreach

III. NEEDS ASSESSMENT

Needs Assessment

NA-05 Overview

Needs Assessment Overview

The City of Missoula's Needs Assessment was informed by 2015-2019 Comprehensive Housing Affordability Strategy (CHAS) data, 2017-2021 American Community Survey (ACS) 5-year estimates, and reports and data from local and state organizations. These represent the most current data available on housing needs at the time the section was prepared. The needs projected for the next five years were based on a combination of analysis of the HUD data provided in the pre-populated tables and additional data and sources to augment HUD's data with more recent information.

The Needs Assessment aims to articulate the City's needs related to affordable housing, community development, houselessness, and special needs. The Needs Assessment provides detailed information on the groups most in need of housing assistance, current gaps in affordable housing, and the future changes and challenges the city of Missoula will face in the coming years in regard to housing and community development.

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

Summary of Housing Needs

- Currently, 10,065 low-income households (those making less than or equal to 80% of area median income) have housing needs in Missoula—equivalent to 65% of all households earning 80% of AMI or less. Approximately 500 more households earning 80% of AMI or less are projected to have housing needs in the next five years, putting the five-year total of households with housing needs close to 10,550 households.
- An estimated 7,830 low-income renters and 2,235 low-income homeowners currently have housing needs, representing 66% of low-income renters and 55% of low-income owners. In the next five years, an estimated 8,205 low-income renter households and 2,342 low-income homeowners will have housing needs.
- By household type, 3,515 households including a person living with a disability have housing needs, representing 48% of all households with a disability. Low-income, small related households, and low-income, elderly households also represent the household types with the greatest proportion of housing needs (54% each, respectively).
- The housing problem impacting the greatest number of Missoula homeowners is cost burden, while renter-occupied households are most likely to experience severe cost burden. For households making between 0-30% AMI, 72% of Missoula renters and 54% of Missoula homeowners are severely cost burdened.
- The City of Missoula administered a community survey in 2022 to gather feedback from the community about major challenges and priorities in the realm of housing, public infrastructure, and economic development. The majority of respondents agreed that the biggest community priority is the need to increase the supply of affordable housing. The second greatest community priority was the need to improve existing infrastructure.
- Similarly, the City's 2023 Housing and Community Needs survey affirmed these findings, with the lack of affordable rental housing and homeownership opportunities as the greatest challenge currently facing Missoula. Additionally, increased access to mental health services, addiction treatment services, additional and/or higher quality childcare centers, and street and sidewalk improvements were also cited as outcomes that should be prioritized by the City.

As shown in Table 5, Missoula's population grew to nearly 75,000 people between 2010 and 2021 — a 12% increase. Household growth in Missoula grew at a similar rate (11%) over the same time period. Additionally, the city's median income increased by almost \$18,000, about 50%.

Demographics	Base Year: 2010	Most Recent Year: 2021	% Change
Population	66,788	74,834	12%
Households	29,081	32,233	11%
Median Income	\$36,547	\$54,423	49%

Data Source: 2010 Decennial Census (Base Year), 2010 and 2021 ACS 5-year estimates (Most Recent Year)

Table 1 - Housing Needs Assessment Demographics

The following tables provide segmented housing needs by household type, utilizing HUD's unique Comprehensive Housing Affordability Strategy (CHAS) data. There are four housing problems reflected in the CHAS data:

- 1) Housing unit lacks complete kitchen facilities;
- 2) Housing unit lacks complete plumbing facilities;
- 3) Household is overcrowded; and
- 4) Household is cost burdened.

A household is said to have a housing problem if they have any one or more of these four problems:

- **Overcrowding**—more than one (1) person per room.
- **Severe overcrowding**—more than 1.5 persons per room.
- **Cost burden**—monthly housing costs (including utilities) exceeding 30% of monthly income.
- **Severe cost burden**—monthly housing costs (including utilities) exceeding 50% of monthly income.

According to the CHAS data shown in Table 6, approximately half of the households in Missoula are considered low-income households, meaning these households earn 80% or less of the city's median income.

The following proportions of each respective household type are also considered low-income:

- 30% of small family households
- 39% of large family households
- 46% of households that contain at least one person between the ages of 62-74
- 53% of households that contain at least one person over the age of 75
- 35% of households that contain one or more children under the age of 6

Number of Households Table

	0-30% HAMFI	>30-50% HAMFI	>50-80% HAMFI	>80- 100% HAMFI	>100% HAMFI
Total Households	5,230	4,295	6,445	3,620	12,730
Small Family Households	675	870	1,750	1,485	6,325
Large Family Households	160	110	205	155	585
Household contains at least one person 62-74 years of age	740	665	1,275	590	2,600
Household contains at least one person age 75 or older	335	460	595	245	995
Households with one or more children 6 years old or younger	340	530	445	755	1,675

Table 2 - Total Households Table

Data
Source:

2015-2019 CHAS

Housing Needs Summary Tables

Analysis of the data in Table 7 shows that the most significant housing need of extremely low-income households is cost burden—72% of Missoula renters and 54% of owners with incomes between 0-30% AMI are severely cost burdened.

Renters and owners with incomes between 30-50% AMI are most likely to experience cost burden rather than severe cost burden (76% of renters and 55% of owners, respectively).

Cost burden is much lower for higher income renters and owners. Only 10% of renters with incomes between 0-30% AMI have no housing problems compared to 24% of 31-50% AMI renters, 59% of 51-80% AMI renters, and 77% of 81-100% AMI renters. Similarly, only 6% of 0-30% AMI owners have no housing problems compared to 45% of 31-50% AMI owners, 60% of 51-80% AMI owners, and 57% of 81-100% owners.

Table 8 focuses specifically on severe cost burden and shows that 85% of renter and owner households with incomes of 0-30% AMI experience at least one or more of the four housing problems—primarily cost burden.

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

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
NUMBER OF HOUSEHOLDS										
Substandard Housing - Lacking complete plumbing or kitchen facilities	125	315	45	10	495	0	25	0	0	25
Severely Overcrowded - With >1.51 people per room (and complete kitchen and plumbing)	185	50	25	15	275	0	0	0	4	4

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
Overcrowded - With 1.01-1.5 people per room (and none of the above problems)	0	60	60	75	195	20	0	25	95	140
Housing cost burden greater than 50% of income (and none of the above problems)	3,040	735	265	40	4,080	535	270	135	50	990
Housing cost burden greater than 30% of income (and none of the above problems)	225	1,335	1,365	295	3,220	290	260	675	595	1,820
Zero/negative Income (and none of the above problems)	240	0	0	0	240	90	0	0	0	90

Table 3 – Housing Problems Table

Data 2015-2019 CHAS
Source:

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

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
NUMBER OF HOUSEHOLDS										
Having 1 or more of four housing problems	3,575	2,500	1,760	435	8,270	840	555	835	745	2,975

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
Having none of four housing problems	415	785	2,585	1,445	5,230	60	455	1,265	1,000	2,780
Household has negative income, but none of the other housing problems	240	0	0	0	240	90	0	0	0	90

Table 4 – Housing Problems 2

Data Source: 2015-2019 CHAS

Table 9 provides more detail on the types of households who experience cost burden. Fifty-five percent of large households with incomes between 30-50% AMI experience cost burden—the greatest proportion among household types and AMI categories. Other households have the greatest proportion among household types earning below 80% AMI experiencing cost burden (23%) compared to other household types.

The data in Table 10 show that 62% of households earning less than 30% AMI experience severe cost burden. Among housing types, Other households (73%) and small related households (58%) earning less than 30% AMI are more likely to experience severe cost burden relative to other household types. Nearly 4 in 10 “Other” households earning less than 80% AMI experience severe cost burden (37%).

2. Cost Burden > 30%

	Renter				Owner				Total
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	
NUMBER OF HOUSEHOLDS									
Small Related	50	190	390	630	20	20	235	275	
Large Related	0	60	10	70	0	0	10	10	
Elderly	95	280	170	545	140	195	250	585	
Other	145	900	795	1,840	130	70	180	380	
Total need by income	290	1,430	1,365	3,085	290	285	675	1,250	

Table 5 – Cost Burden > 30%

Data Source: 2015-2019 CHAS

3. Cost Burden > 50%

	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
NUMBER OF HOUSEHOLDS								
Small Related	390	195	30	615	145	75	35	255
Large Related	75	20	0	95	50	0	0	50
Elderly	335	140	175	650	145	175	90	410
Other	2,420	465	95	2,980	210	25	10	245
Total need by income	3,220	820	300	4,340	550	275	135	960

Table 6 – Cost Burden > 50%

Data 2015-2019 CHAS
Source:

According to 2019 CHAS data, approximately 1% of Missoula households experience overcrowding, defined as households with more than one person per room. Single family households are most likely to experience overcrowding compared with other household types. By tenure, 100% of renter-occupied households and 89% of owner-occupied housing experiencing overcrowding in Missoula are single family households. A total of 940 renter households with children and 375 owner households with children are overcrowded.

4. Crowding (More than one person per room)

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
NUMBER OF HOUSEHOLDS										
Single family households	0	60	60	75	195	20	0	10	95	125
Multiple, unrelated family households	0	0	0	0	0	0	0	15	0	15

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
Other, non-family households	0	0	0	0	0	0	0	0	0	0
Total need by income	0	60	60	75	195	20	0	25	95	140

Table 7 – Crowding Information – 1/2

Data Source: 2015-2019 CHAS

	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
Households with Children Present	215	470	255	940	125	60	190	375

Table 8 – Crowding Information – 2/2

Data Source: 2015-2019 CHAS

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

In 2021, the number of households in Missoula increased to 32,320, an 11% gain since 2010. Over this same time period, the city's population increased by 12%. In 2021, non-family households made up 53% of all households in Missoula — a one percentage point increase since 2010. Additionally, there were 11,346 households in Missoula where the householder lived alone (35.2% of all households). Using a housing needs model, an estimated 1,700 single person households are currently in need of housing assistance (15% of all householders who live alone in Missoula).

Non-family households make up a majority of households who experience housing challenges. The presence of the University of Montana in Missoula is a factor, as students who have low or no incomes may be counted as experiencing cost burden, even if they have assistance with housing costs from family members or college savings accounts.

Among the four household types (small related, large related, elderly, other) in the HUD CHAS tables, 2,220 “other, non-family” households experience cost burden. Most of these other, non-family households are renters. Another 3,225 other, non-family households experience severe cost burden and the vast majority are renters. While the proportion of other, non-family households experiencing cost burden and severe cost burden remain relatively high compared to the other household types, these proportions are slightly lower compared to 2015 data reported in the last Consolidated Plan.

The City of Missoula held several conversations with stakeholders and residents to better understand the experiences of low-income residents and residents who are unhoused. Specific to single-person households, stakeholders shared that single person households have significant housing challenges in Missoula. One stakeholder noted that a single person working a service/retail job is barely able to afford rent right now, “...let alone a security deposit, first and last month’s rent, utilities, etc.” Another stakeholder noted that they know a significant number of families, many who are single mothers with children, living “doubled-up”—living with another family in one housing unit—because there is nothing that is available or affordable for them.

One stakeholder who works with single mothers spoke about the long-term impact of housing instability or insecurity. They noted that for a new mother who should be just focusing on creating connections with their newborn, the stress of worrying about housing, employment, and mental health among other issues can create generational trauma. Other stakeholders described a need for women-only shelters, to better cater to the needs of mothers and women when experiencing homelessness or housing insecurity. Additionally, stakeholders and residents shared that low-income single mothers also have challenges entering the workforce, mainly due to the lack of affordable childcare, scheduling flexibility and low wages.

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

According to the 2021 5-year ACS data, approximately 8,200 individuals in Missoula live with a mental, physical, and/or developmental disability — 11% of the city’s population. Among this population, based on the share who live in poverty, there are approximately 2,300 Missoula residents with disabilities and who have housing or supportive service needs. In its most acute form, the need becomes houselessness: Of the 356 individuals identified during the 2023 PIT Count experiencing houselessness in Missoula, 218 of those individuals—or 61%—reported experiencing a disabling condition.

Using national incidence rates applied to the city's 2021 population, there are approximately 1,850 Missoula residents who are survivors of domestic violence, dating violence, sexual assault, and stalking. Of this population, approximately 175 individuals have housing, medical or service needs, which is equivalent to 10% of Missoula residents who experience domestic violence, dating violence, and related violence.

Several organizations currently work to support these special needs populations to meet their housing and service needs. The YWCA is the City of Missoula's primary provider of both domestic violence services and emergency housing and rapid rehousing for families who are unhoused, and they have been tracking the intersection of domestic violence and homelessness for many years. In addition to providing rapid re-housing space, the YWCA also provides transitional Housing for unhoused survivors of domestic violence, with or without children, in an 18-month program. The YWCA also helps families work toward self-sufficiency and independence by working with staff to develop life skills, heal from trauma, obtain permanent housing, and achieve economic security. In FY23, the YWCA Pathways Shelter served 127 adults and 88 children (215 individuals total), the Missoula Family Housing Center provided short-term emergency housing for 162 adults and 189 children (108 families), and 51 households (10 had one-bedroom units, 34 had two-bedroom units, and 7 had three-bedroom units) benefitted from rapid rehousing services.

Several residents shared that they lost their housing while fleeing and surviving domestic violence. In addition to looking for housing, many single mothers noted that they cannot find employment because there are no affordable childcare options available that would be conducive to getting a full-time job. For the single mothers able to work, many described that their entire paycheck goes to rent. One mother said, "finding housing as a single parent and working full-time is an almost impossible job." Some stakeholders shared that working through the emotional trauma of domestic violence makes it challenging to find housing, which a couple people described as also "emotionally taxing." Single mothers overwhelmingly felt like housing and employment benefits aren't on the same page, with one resident adding that the two systems "work against each other." A few residents also spoke about the "benefits cliff," calling it a real disincentive to work. Some residents also shared that fulfilling the requirements of benefits programs (e.g., TANF) can be more burdensome than regular employment.

Additionally, the Missoula Housing Authority supports Shelter Plus Care, a program focused on assisting individuals who are unhoused or households where a member of the household has a disabling condition. MHA targets the following disabilities: severe mental illness, recovery from chronic substance use, dual diagnosis, and HIV/AIDS. To assist the disabled unhoused population of Missoula, Shelter Plus Care requires the individual or household to pay 30% of the recipient's monthly adjusted income towards rent, while MHA pays for the rest of the rent.

What are the most common housing problems?

Of the approximately 19,600 households earning less than or equal to 100% of Missoula's area median income, 10,110 households, or 52%, experience either cost burden (paying between 30-50% of household income on housing costs) or severe cost burden (paying more than 50% of household income on housing costs). While cost burden is the most common housing problem experienced by owners in Missoula with incomes of 100% of median income or below, severe cost burden is the most common housing problem experienced by renters in the same income category.

Renters are disproportionately impacted by cost burden: They represent 80% of households experiencing severe cost burden and 64% of households experiencing cost burden. Of the 8,265 Missoula renters experiencing one of the housing needs listed in Table 7, 88% identified experiencing either housing cost burden or severe housing cost burden.

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

The following household types are more affected than others by cost burden and severe cost burden:

- 55% of **Large Related households** earning between 30-50% AMI are impacted by cost burden;
- 73% of **Other renter households** earning between 0-30% AMI are impacted by severe cost burden;
- 58% of **Small Related renter households** in the 0-30% AMI are impacted by severe cost burden;
- Of the total renters experiencing severe cost burden, 72% fall under the **0-30% AMI category**;
- Of the total owners experiencing severe cost burden, 54% fall under the **0-30% AMI category**.

This data shows that populations experiencing the most need in the City of Missoula are renters and households earning between 0-50% AMI.

The qualitative research conducted for the Consolidated Plan found single mothers and their children to be particularly affected by the affordable housing shortage in Missoula. Single mothers fleeing and surviving domestic violence overwhelmingly described how challenging it is to afford housing in Missoula—units are not available and waiting lists for affordable units are years long. On top of the emotional impact of fleeing domestic violence, many single mothers discussed the barriers to finding affordable housing. Many described how long the housing waitlists are to get into affordable housing and then when/if you are approved, the turnaround time to submit your paperwork, fees, etc. is incredibly quick. One mother described being approved for an affordable housing unit and then being given only three days to get all of the paperwork in order. The mother said they needed to take out a loan to cover the upfront fees.

For single mothers who received a housing voucher, several discussed the lack of units available that will take housing vouchers. Others spoke about how units are still out of reach because the rents being asked for are higher than the established payment standard. Many mothers described the process of applying for Section 8 housing vouchers as “hurdles and hoops” they have to jump through. Almost every single mother during these conversations suggested having “housing navigation” services available to help those look for, find, and secure housing.

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

Severe cost burden can be used as a proxy for households with imminent risk of either residing in shelters or becoming unsheltered. According to HUD CHAS data, 4,340 renters and 960 owners are severely cost burdened. A portion of these renters are students at the University of Montana and may face lower risk of homelessness because they have family support and/or can rely on college savings accounts to manage housing costs. Even if only one-quarter of these renters are truly severely cost burdened, this puts the total number of households at risk of homelessness at more than 2,000.

A housing needs model used for this analysis estimates that 10,065 households earning less than or equal to 80% AMI in Missoula have housing needs (65% of all households earning at least 80% AMI). By income, 4,750 households making between 0-30% AMI are estimated to have housing needs, which represents 91% of all extremely low-income households in Missoula. Additionally, 3,050 households earning between 30-50% AMI (71% of households earning between 30-50% AMI) and 2,595 households earning between 50-80% AMI (40% of households earning between 50-80% AMI) in Missoula are estimated to have housing needs. These households are also at risk, particularly if they are severely cost burdened and have no or limited community networks.

Additionally, 3,515 households with a person living with a disability are estimated to have housing needs – the highest level of need among household types. The next greatest proportion of households by household type estimated to have housing needs are low-income elderly households (2,190, 54% of all low-income elderly households) and low-income small families (1,775, 54% of all low-income small families).

The significant number of low-income households with children with housing needs is supported by conversations with stakeholders. One stakeholder who works in the school system noted that many families are in desperate need of housing resources and support. Stakeholders shared that many families, including a significant number of single mothers with children, are “doubled up,” meaning they live with another

family in one housing unit. One stakeholder who works with a Title I school said they aim to provide a variety of services to families, including housing navigation assistance, food, school supplies and materials, and laundry services, among other things. This stakeholder highlighted the short-term and long-term impacts to children who are living in poverty and are housing insecure.

Many stakeholders and residents with children who are experiencing housing insecurity or on the precipice of housing insecurity described that one major event in their life contributed to their housing insecurity, including a partner or significant other leaving the household, an unexpected medical event, losing employment, and a death in the family, among others. One stakeholder with several children felt equipped and aware of how to navigate affordable housing and service provision systems, however, they noted that “it was really difficult to navigate these systems and jump through all the necessary hoops...I can understand why so many people give up trying to find help.” Many residents experiencing/or who have experienced housing insecurity said that it can be demoralizing asking for help and then not receiving the help they need.

Rapid Re-housing (RRH) programs in Missoula provide individuals and families with funds for damage deposits and the first month’s rent. ESG RRH assistance is targeted at very low-income households who are most likely subsisting on Supplemental Security Income (SSI), Social Security Disability Insurance (SSDI), or low wage jobs. Past surveys have found that households who utilize ESG RRH use the assistance for transportation, insurance, utility bills, or homeless prevention assistance for people who are unhoused. Households who find themselves in need of this assistance have likely experienced one or more destabilizing events in their lives, leading to housing instability and eventually homelessness. Local social service providers report that housing instability for low-income individuals and families with children is linked to poverty, unemployment, underemployment, domestic violence, a decline in public assistance, lack of affordable health care, unforeseen medical emergencies, mental illness, substance use, and chemical addiction. Families and individuals who are at-risk of becoming unhoused often live in substandard housing, have poor credit history, poor landlord references, and high utility bills or an outstanding balance with a utility company.

Retention supportive services are a national best practice that Missoula continues to lack the funding or provider capacity to support. Households who become housed after living without housing are more likely to remain housed when service providers are dedicated to supporting the household into their housing solution and remaining connected for at least six months to one year after the housing solution is secured. These positions, when operated successfully, are accompanied by a flexible client needs fund that staff can deploy to assist the household in securing household items and bridging other funding gaps discovered in the first 6-12 months, or more, of living in the housing solution. This allows the transitioning household time to navigate the significant life change with support and resources to increase the likelihood of the solution remaining successful in the long term. Ensuring successful housing placements also decreases the number of

households falling back into houselessness, which decreases the strain on the houseless crisis system. In this way, retention resources serve also as a form of prevention.

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

HUD defines an individual or family at risk of becoming unhoused as those who have an annual income below 30% of median family income for the area, do not have sufficient resources or support networks immediately available to prevent them from moving to an emergency shelter, and meet one of seven conditions like living in a motel, exiting a publicly funded institution, or otherwise lives in housing that is unstable (Source: U.S. Department of Housing & Urban Development, 2012).

As noted above, households paying more than 50% of their income towards housing costs (“severe cost burden”) can be used as a proxy for populations at imminent risk of becoming unsheltered. Of households in Missoula making less than or equal to 100% AMI, 5,070 households experience severe cost burden. Renters are particularly at-risk of experiencing housing instability or houselessness — there are more renter households making equal to or less than 100% AMI experiencing severe cost burden than there are households experiencing cost burden. As such, the financial burden of maintaining safe and adequate housing remains a concern in Missoula.

The Montana Point-in-Time Survey is an annual, unduplicated count on a single night of the people, both sheltered and unsheltered populations, in the community who are unhoused. This data is used to help communities plan services and programs to appropriately address local needs, measure progress in decreasing houselessness, and identify strengths and gaps in the community’s current houselessness assistance system. While the PIT provides the City with valuable information on the unhoused population, it does not encompass the entire unhoused population or those at risk of becoming houseless. The City of Missoula’s Coordinated Entry System (CES) provides more information on populations experiencing housing instability or houselessness that were not identified during the annual Point-in-Time Survey.

While the 2023 PIT Count identified 356 people in Missoula experiencing houselessness, MCES data recorded 1,471 people in its system in 2022 and 1,047 people as of June 2023. While it is difficult to provide precise numbers on the number of people who are unhoused and those at-risk of houselessness, using both tools can provide a clearer picture about the scope of populations with housing needs.

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

Throughout the community engagement process, residents and stakeholders described several factors related to housing instability and an increased risk of houselessness. Among others, surviving domestic violence, eviction, and inability to find a home because of past criminal history were cited as primary reasons that contributed to a household's precarious housing situation. Personal/relationship reasons (e.g., divorce) and the lack of employment were other factors articulated by residents and stakeholders.

While Missoula's unemployment rate in 2021 was lower compared to the national average (4.8% and 5.5%, respectively) residents described several barriers to employment. Several single mothers described while there are plenty of jobs available, most of them pay really low and do not offer other benefits. One mother shared that it didn't make financial sense for her to get a job because working would not only force her to find childcare, but her paycheck would not cover all of her expenses. She added that by getting a job, she would lose all of her benefits (e.g., TANF). Another primary reason cited by single mothers was the lack of schedule flexibility while pursuing employment. Many single mothers noted that they are unable to pursue jobs with "swing shift hours" because they don't have childcare options. The majority of single mothers shared that if 24-hour childcare was available, there would be a higher likelihood of them entering the workforce.

The lack of affordable and safe housing options can also contribute to other issues that impact households' quality of life. One significant issue highlighted by stakeholders was the trauma that can be experienced by residents who are experiencing housing instability or who are unhoused, which can surface or intensify mental health challenges. One study published in the International Journal of Mental Health Systems found that "...the impact of long-term housing affordability stress—meaning high housing cost burden—found that both persistent and intermittent exposure to housing affordability stress negatively affected self-reported mental health related to social, emotional, and mental functioning, even when accounting for initial mental health status."¹

Moreover, evidence has shown that increasing access to safe and stable housing options can relieve less acute mental health challenges. One study² found that those receiving rental assistance "...reported significantly less psychological distress than those on waiting lists, suggesting rental assistance can help support mental health among people earning lower incomes."³ Another study⁴ reported that "housing assistance helped reduce anxiety and helped improve variables that influence mental health, specifically anxiety and stress."⁵

¹ <https://housingmatters.urban.org/articles/how-does-housing-stability-affect-mental-health>

² <https://link.springer.com/article/10.1007/s00127-020-01849-1>

³ <https://housingmatters.urban.org/articles/how-does-housing-stability-affect-mental-health>

⁴ <https://www.tandfonline.com/doi/abs/10.1080/01944363.2022.2156380>

⁵ <https://housingmatters.urban.org/articles/how-does-housing-stability-affect-mental-health>

While not all residents/households who are unhoused or experience housing instability need support and/or services, stakeholders articulated that it is usually critical to pair housing with supportive services (e.g., case management, mental health services) for those experiencing more severe mental health challenges. Stakeholders noted that due to recent funding cuts for mental health services at the state level, it has been increasingly challenging to provide this support for residents who need it. Several stakeholders stressed the need for increasing mental health services available to the community.

According to 2021 ACS data, 51% of Missoula renters spent more than 30% of their income on housing. To address the need for housing assistance, the Missoula Housing Authority provides vouchers to low-income families and individuals by paying a portion of the family's rent. Between the Missoula Housing Authority and the Human Resource Council, there are approximately 1,400 Section 8 vouchers available that subsidize rent to private landlords for eligible participants, helping to make private market housing affordable for low-income families and individuals. As of September 2023, there were approximately 1,816 households on the Missoula Housing Authority's Section 8 waiting list.

Discussion

None.

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

Introduction

The "Disproportionately Greater Need" tables below show the housing problems by area median income (AMI), and by racial or ethnic group within those categories, who have one or more housing problem(s). HUD defines housing problems as: lacking complete kitchen facilities, lacking complete plumbing facilities, more than one person per room, or a cost burden when housing costs are greater than 30% of the household income.

In 2021, 89% of Missoula's population identified as non-Hispanic White, with Hispanic/Latino residents (4%) and American Indian and Alaska Natives (2%) representing the next largest racial or ethnic groups in the city.

For households earning between 0-30% of area median income, 85% of households experience a housing problem. Black/African American, Asian, and Hispanic households disproportionately experience housing problems at a higher rate than White households and the jurisdiction as a whole—meaning that they represent a large share of those with housing problems in that income range than their overall share of the City's population would suggest. American Indian and Alaska Native households earning between 30-50% AMI and Black/African American and Pacific Islander households⁶ earning between 50-80% AMI also experience disproportionate housing needs compared to other racial and ethnic households and the jurisdiction as a whole in their respective income groups. American Indian or Alaska Native households earning between 80-100% AMI also experience housing problems at a disproportionate rate compared to White households and the jurisdiction as a whole.

Of those with disproportionately greater housing needs earning under 100% AMI, 39% earn between 0-30% of area median income while 27% earn between 30-50% of area median income. White residents account for the largest proportion of both groups (89% and 91%, respectively).

⁶ The population of Pacific Islander residents is significantly smaller than other households in this income category. As such, disproportionate need of Pacific Islander households should be interpreted with caution.

0%-30% of Area Median Income

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	4,415	805	0
White	3,940	775	0
Black / African American	25	0	0
Asian	65	0	0
American Indian, Alaska Native	15	25	0
Pacific Islander	0	0	0
Hispanic	175	4	0

Table 9 - Disproportionally Greater Need 0 - 30% AMI

Data Source: 2015-2019 CHAS

*The four housing problems are:

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

30%-50% of Area Median Income

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	3,055	1,240	0
White	2,765	1,120	0
Black / African American	0	0	0
Asian	0	15	0
American Indian, Alaska Native	190	25	0
Pacific Islander	0	0	0

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Hispanic	80	45	0

Table 10 - Disproportionally Greater Need 30 - 50% AMI

Data Source: 2015-2019 CHAS

*The four housing problems are:

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

50%-80% of Area Median Income

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	2,595	3,850	0
White	2,300	3,130	0
Black / African American	60	4	0
Asian	75	125	0
American Indian, Alaska Native	10	130	0
Pacific Islander	15	0	0
Hispanic	94	215	0

Table 11 - Disproportionally Greater Need 50 - 80% AMI

Data Source: 2015-2019 CHAS

*The four housing problems are:

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

80%-100% of Area Median Income

Housing Problems	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	1,175	2,445	0
White	1,075	2,250	0
Black / African American	0	0	0
Asian	15	125	0
American Indian, Alaska Native	40	20	0
Pacific Islander	0	0	0
Hispanic	20	40	0

Table 12 - Disproportionally Greater Need 80 - 100% AMI

Data Source: 2015-2019 CHAS

*The four housing problems are:

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

Discussion

Black/African American (0-30% AMI, 50-80% AMI) and American Indian or Alaskan Native (30-50% AMI, 80-100% AMI) households are disproportionately represented among income groups for households earning under 100% AMI. Excluding White households, Hispanic households have the greatest collective number of households experiencing housing problems, followed by American Indian and Alaska Native and Black/African American households.

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

Introduction

The "Severe Housing Problems" tables below show the severe housing problems by area median income (AMI), and by racial or ethnic group within those categories, who have one or more housing problems. HUD defines severe housing problems as: lacking complete kitchen facilities, lacking complete plumbing facilities, more than 1.5 persons per room, or a cost burden when housing costs are greater than 50% of the household income.

As noted above, almost 9 in 10 residents in Missoula identify as non-Hispanic White. The next largest populations are residents who identify as two or more races (6%), Hispanic or Latino (4%) and American Indian or Alaska Native (2%), Asian, (1.7%) and residents who identify as some other race (1%). Black/African American and Native Hawaiian or Pacific Islander residents represent less than 1% of Missoula's population, respectively.

For households earning between 0-30% of area median income, 75% of households experience a severe housing problem. Black/African American and Hispanic households earning between 0-30% of area median income experience severe housing problems disproportionately compared to White households and the jurisdiction as a whole. American Indian and Alaskan Native households earning between 30-50% AMI, Black/African American households earning between 50-80% AMI, and American Indian and Alaskan Native and Hispanic households earning between 80-100% AMI also experience severe housing problems disproportionately among their respective income groups compared to White households and the jurisdiction as a whole. With households of color presenting significantly higher percentages of severe housing problems compared to White households, it suggests that households of color have a disproportionately greater need for housing assistance.

0%-30% of Area Median Income

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	3,900	1,325	0
White	3,440	1,270	0
Black / African American	25	0	0

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Asian	40	20	0
American Indian, Alaska Native	15	25	0
Pacific Islander	0	0	0
Hispanic	175	4	0

Table 13 – Severe Housing Problems 0 - 30% AMI

Data Source: 2015-2019 CHAS

*The four severe housing problems are:

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

30%-50% of Area Median Income

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	1,460	2,835	0
White	1,255	2,625	0
Black / African American	0	0	0
Asian	0	15	0
American Indian, Alaska Native	190	25	0
Pacific Islander	0	0	0
Hispanic	15	110	0

Table 14 – Severe Housing Problems 30 - 50% AMI

Data Source: 2015-2019 CHAS

*The four severe housing problems are:

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

50%-80% of Area Median Income

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	555	5,890	0
White	455	4,970	0
Black / African American	45	19	0
Asian	35	165	0
American Indian, Alaska Native	0	145	0
Pacific Islander	0	15	0
Hispanic	0	310	0

Table 15 – Severe Housing Problems 50 - 80% AMI

Data Source: 2015-2019 CHAS

*The four severe housing problems are:

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

80%-100% of Area Median Income

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	285	3,330	0
White	230	3,095	0
Black / African American	0	0	0
Asian	0	140	0
American Indian, Alaska Native	40	20	0
Pacific Islander	0	0	0
Hispanic	20	40	0

Table 16 – Severe Housing Problems 80 - 100% AMI

Data Source: 2015-2019 CHAS

*The four severe housing problems are:

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

Discussion

For households experiencing severe housing problems, Black/African American and American Indian and Alaskan Native households are disproportionately represented among households earning under 100% AMI. Both the 0-30% AMI and 80-100% AMI categories have two racial/ethnic household groups that experience severe housing problems disproportionately.

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

Introduction:

HUD typically presumes that a household can pay up to 30% of their income for housing costs. Any percentage above 30% but below 50% is considered a housing cost burden, and if a household is paying 50% or more than their household income on housing, then that household is experiencing a severe housing cost burden.

As shown in the table below, nearly two thirds of households (64%) do not experience cost burden, meaning these households spend 30% or less of their household income on housing. Of the remaining 36% of households, 18% are considered cost burdened (spending between 30-50% of their income on housing costs) while 17% are severely cost burdened (spending more than half their household income on housing costs). The remaining one percent of households have either no income or negative income.

Nearly 4 in 10 of Hispanic households in Missoula experience cost burden (39%) while nearly 1 in 5 households experiencing severe cost burden (18%). Similarly, nearly 4 in 10 Black/African American households (38%) experience cost burden, while nearly 1 in 4 experience severe cost burden (24%). With the high percentages of Black/African American and Hispanic households that experience cost burden it suggests that these households have disproportionately greater housing needs compared to other racial and ethnic groups in Missoula. Additionally, all Pacific Islander households (15 in total) experience cost burden; however, because of the small population, these data should be interpreted with caution.

Housing Cost Burden

Housing Cost Burden	<=30%	30-50%	>50%	No / negative income (not computed)
Jurisdiction as a whole	20,700	5,775	5,510	329
White	18,465	5,345	4,980	325
Black / African American	65	15	25	0
Asian	555	80	75	0
American Indian, Alaska Native	485	40	15	0
Pacific Islander	0	15	0	0
Hispanic	625	205	195	4

Table 17 – Greater Need: Housing Cost Burdens AMI

Data Source: 2015-2019 CHAS

Discussion:

Thirty-five percent of Missoula households are cost burdened — a seven percentage point decrease since 2018. Hispanic and Black/African American households have the greatest proportion of households in Missoula that experience cost burden, with nearly 1 in 5 Hispanic households and 1 in 4 Black/African American households experiencing severe cost burden.

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

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

Housing Problems: For households earning 100% of area median income and below, Black/African American, Asian and Hispanic households earning between 0-30% AMI experience housing problems at a disproportionate rate relative to White households and the jurisdiction as a whole. Similarly, American Indian or Alaskan Native households earning 30-50% AMI, Black/African American households earning between 50-80% AMI, and American Indian or Alaskan Native earning between 80-100% AMI also experience housing problems at a disproportionate rate in their respective income categories relative to White households and the jurisdiction as a whole.

Severe Housing Problems: Overall, households of color earning 100% of area median income or below experience severe housing problems relative to their White counterparts and the jurisdiction as a whole. By income category, Black/African American and Hispanic households earning between 0-30% AMI, American Indian or Alaskan Native households earning between 30-50% AMI, Black/African American households earning between 50-80% AMI, and American Indian and Alaska Native and Hispanic households earning between 80-100% AMI disproportionately experience severe housing problems relative to White households and the jurisdiction as a whole.

Housing Cost-Burden: Overall, 35% of households in Missoula experience cost burden (paying between 30-50% of their household income on housing costs) or severe cost burden (paying more than 50% of their household income on housing costs). The racial and ethnic groups with the greatest proportion of households experiencing cost burden are Hispanic (39%) and Black/African American (38%), with nearly 1 in 5 Hispanic households and 1 in 4 Black/African American households experiencing severe cost burden. In 2021, Hispanic residents made up just 4% of Missoula's total population while Black/African Americans made up an even small percentage (less than 1% of the total population). Comparing the percentage of these households experiencing cost burden with their overall proportion of Missoula's population, targeted interventions to address alleviation of cost burden for these households is greatly needed.

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

Missoula residents who identify as American Indian and Alaska Native and Black, African American, or African are disproportionately represented in the houselessness population relative to their proportion in the general population. According to October 2023 Missoula Coordinated Entry System (MCES) data, Native American/Alaskan residents represented a quarter (24.8%) of Missoula's houselessness

population, while only making up 1.5% of the city's overall population. Additionally, African Americans make up less than 1% of the population in Missoula but represent 5% of the population experiencing houselessness in Missoula.

Stakeholders spoke to the important connection of mental health services and housing stability, particularly for Indigenous residents. In addition to a lack of mental health care in general, few treatment options are culturally appropriate for Indigenous populations. While All Nations Health Center provides culturally competent care to American Indian and Alaska Native throughout the Missoula community, stakeholders described a significant outstanding need for this population.

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

There are no concentrations of racial or ethnic groups in specific areas or neighborhoods in Missoula. However, the greatest concentration of racial and ethnic groups are found in the following Census Tracts and neighborhoods:

- Asian residents make up 6.8% of the population in Census Tract 1 (Upper and Lower Rattlesnake) and 4.8% in Census Tract 7 (Riverfront);
- American Indian or Alaska Native residents make up 8% of the population in Census Tracts 12 (Rose Park and Lewis and Clark), 7% of the population in Census Tract 2.04 (Westside and Grant Creek), and 6.3% of the population in Census Tract 11 (Rose Park);
- Black/African American residents make up 1% of the population in Census Tracts 3 (Heart of Missoula);
- Residents who identify as some other race make up 3.4% of the population in Census Tract 2.05 (Captain John Mullan);
- Residents who identify as two or more groups make up 13.1% of the population in Census Tract 8.02 (Franklin to the Fort) and 11.1% of the population in Census Tract 11 (Rose Park); and
- Hispanic residents make up 8.5% of the population in Census Tract 1 (Upper and Lower Rattlesnake) and 7.9% of the population in Census Tract 2.03 (Westside and Northside)

NA-35 Public Housing – 91.205(b)

Introduction

The mission of the Missoula Housing Authority (MHA) is to provide quality housing solutions for low and middle-income households in Missoula. The MHA offers subsidized housing programs where participants pay just 30% of their income to housing, affordable housing properties that have fixed rents, supportive housing and other programs that serve unhoused populations, and special voucher programs for veterans, residents living with a disability, residents fleeing domestic violence, and foster youth. In July 2021, MHA converted its remaining public housing units into project-based housing choice vouchers. There are no longer any public housing units in MHA's portfolio.

The Missoula Housing Authority, along with the Human Resource Council, which serves Mineral, Missoula, and Ravalli Counties, administer Section 8 housing choice vouchers in the Missoula area. As of September 2023, the Missoula Housing Authority has 979 housing choice vouchers available for qualifying households in the Missoula area. Additionally, the Human Resource Council estimates that their organization currently administers between 400-460 vouchers. As such, an estimated 1,100 vouchers are available for use in the Missoula area.

According to MHA's 2022 Annual Action Plan, "Missoula is facing a housing crisis unlike any that has been seen before." The Plan reports that the cost of renting any unit has escalated by 25-30%, which is exacerbated by a severe lack of units available. MHA received two waivers to increase the payment standard to make rentals more accessible to those with vouchers, but the lack of units means that for the first time in MHA's history, voucher holders are not able to find units to rent. MHA has pursued opportunities to place project-based vouchers in existing properties and new projects. The Villagio, a 200-unit LIHTC project that opened in spring of 2023, has 32 units with project-based vouchers.

MHA 2022 Progress Report:

- Projects in development will add an additional 402 units to MHA's management portfolio over the next 2 years. We are not actively seeking properties to manage that are owned by others. Our management portfolio is now over 750 units with 402 additional units to be added in early 2023.
- One Housing Trust Fund project was leased up in December 2020, and two 4% LIHTC projects are currently under construction, to be completed by early 2023.
- The East Missoula site has an existing affordable duplex rental and further development of the site is on hold while we work on the current projects.

- 811 vouchers have been added to four of our developments, and PBRA were added to our NSP project, Silvertip Apartments. We have added 32 HUD VASH vouchers, 26 Mainstream vouchers, and up to 25 FYI vouchers per year.

As of September 2023, MHA reported that 1,816 families are currently on its housing waitlist for public housing.

Totals in Use

	Certificate	Mod-Rehab	Public Housing	Program Type					
				Vouchers			Special Purpose Voucher		
				Total	Project - based	Tenant - based	Veterans Affairs Supportive Housing	Family Unification Program	Disabled *
# of units vouchers in use		14	0	1,169	245	823	33	6	66

Table 18 - Public Housing by Program Type

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

Data Source: PIC (PIH Information Center)

Characteristics of Residents

	Certificate	Mod-Rehab	Public Housing	Program Type					
				Vouchers			Special Purpose Voucher		
				Total	Project - based	Tenant - based	Veterans Affairs Supportive Housing	Family Unification Program	
Average Annual Income		\$13,605		\$16,275	\$17,526	\$15,799	\$16,368	\$17,822	
Average length of stay		5-10 years		5	2-5	5	2	1	

	Certificate	Mod-Rehab	Public Housing	Program Type				
				Vouchers			Special Purpose Voucher	
				Total	Project - based	Tenant - based		Veterans Affairs Supportive Housing
Average Household size		1		1	3	1	1	2
# Unhoused at admission		14		190	73	116	33	6
# of Elderly Program Participants (>62)		10		351	48	306		
# of Disabled Families		10		724	110	401	20	1
# of Families requesting accessibility features								
# of HIV/AIDS program participants								
# of DV survivors					6			

Table 19 – Characteristics of Public Housing Residents by Program Type

Data Source: PIC (PIH Information Center)

Race of Residents

Race	Certificate	Mod-Rehab	Public Housing	Program Type				
				Vouchers			Special Purpose Voucher	
				Total	Project - based	Tenant - based		Veterans Affairs Supportive Housing
White		76%		86	81	87	88	50 90
Black/African American				2	3	2	6	1
Asian								

Race	Certificate	Mod-Rehab	Public Housing	Program Type								
				Vouchers			Total	Project - based	Tenant - based	Special Purpose Voucher		
				Veterans Affairs Supportive Housing	Family Unification Program	Disabled *						
American Indian/Alaska Native		6		8	11	8	6	50		5		
Pacific Islander												
Other		12		3	4	3				4		

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

Table 20 – Race of Public Housing Residents by Program Type

Data Source: PIC (PIH Information Center)

Ethnicity of Residents

Ethnicity	Certificate	Mod-Rehab	Public Housing	Program Type								
				Vouchers			Total	Project - based	Tenant - based	Special Purpose Voucher		
				Veterans Affairs Supportive Housing	Family Unification Program	Disabled *						
Hispanic		6		5	4	5				4		
Not Hispanic		94		95	96	95	100	100	100	96		

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

Table 21 – Ethnicity of Public Housing Residents by Program Type

Data Source: PIC (PIH Information Center)

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

The Missoula Housing Authority does not have any public housing units.

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

The greatest challenge faced by Missoulians with a housing choice voucher is the lack of available units. One stakeholder shared that while the Missoula Housing Authority administers almost 900 vouchers, they are only able to deploy 800 of them due to lack of rental units with rent levels affordable to voucher holders. Even for residents who have vouchers, stakeholders shared that many of these vouchers go unused because there are no available units. Stakeholders expressed frustration with the system where once they finally receive a voucher, it is difficult to find a unit that will take the voucher before the time to find a place to live with the voucher expires.

Another major challenge faced by voucher holders in Missoula is the inconsistency between the payment standard of HUD vouchers (based on the fair market rent (FMR) of the area) and what the rental market is actually demanding. One stakeholder described a “lag” between the market rate and how much the housing choice voucher can actually cover. Stakeholders shared that for many residents with a voucher, there is still a gap between what the unit costs and how much the voucher can cover.

Stakeholders also described challenges around “navigating the system.” In conversations with residents who have obtained housing choice vouchers or are in the process of applying for housing choice vouchers, many voiced a desire for more assistance putting the application together and guidance through the process. Many of the residents described issues they were experiencing (e.g., domestic violence, mental health challenges, other trauma), and how not knowing how to navigate the system to find housing and access services puts them under more stress.

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

While the lack of affordable housing is an issue throughout the city, many of the issues described above are not experienced by a large proportion of Missoulians. Vulnerable and at-risk populations, those usually most in need of housing choice vouchers, also tend to need more assistance with finding housing and services for their households. Particularly for low-income households, in addition to being able to pay rent on a monthly basis, resources to cover upfront costs (e.g., application fees, security deposit, first and last month’s rent) are more difficult to come up with compared to the general population.

Discussion

NA-40 Homeless Needs Assessment – 91.205(c)

Introduction:

The Missoula Continuum of Care, also known as the At-Risk Housing Coalition (ARHC), is an ongoing formal task force comprised of representatives from health and human service agencies and governmental departments. ARHC was formed in 1993 to initiate a community-wide effort to prevent and address homelessness. ARHC works on issues surrounding low-income housing and homelessness in Missoula and coordinates the local effort to plan and provide comprehensive services through a continuum of care. Missoula follows the protocol established by the State CoC for conducting the survey of people who are unhoused and the housing inventory. For the purposes of the survey, both sheltered persons (those residing in emergency shelters, domestic violence shelters, transitional housing, rapid re-housing beds, or recipients of motel or hotel vouchers,) and unsheltered persons are surveyed.

The Montana Point-in-Time Survey (PIT) is an annual, unduplicated count of the people, both sheltered and unsheltered, in the community who are unhoused on a single night. This data is used to help communities plan services and programs to appropriately address local needs, measure progress in decreasing homelessness and identify strengths and gaps in the community's current homeless assistance system. While the PIT provides the City with valuable information on the unhoused population, it is important to note that it only produces a snapshot of homelessness and does not represent, nor count, all individuals who are unhoused.

The most recent survey results were collected in January 2023, identifying 356 people as unhoused in Missoula. This accounts for 16.3% of all people experiencing homelessness identified in Montana during the count.

Of the 356 people identified during the 2023 PIT Count, 299 people were unhoused and sheltered in an emergency shelter or transitional housing, and 57 people were unhoused and unsheltered. Among the people who were unhoused, there were 321 adult individuals, 35 individuals in family households, and no child-only households.

Of those identified during the PIT Count, 268 individuals identified as White (75%), Native American (20%), and Other (5%). Of the 29 children identified during the Count, 15 (52% of children) were between the ages of 0-4, nine (31%), between the ages of 5-12 years, and five (17%) between the ages of 13-17 years. Eighteen individuals identified during the Count were unaccompanied youth between the ages of 18-24 years.

Of the 143 individuals identified as experiencing chronic homelessness, 129 were adults only, while 14 individuals made up households with children. Of the 207 veterans identified in the state of Montana experiencing homelessness, 61 (29% of all veterans) were counted in Missoula. Of the 356 people who identified as experiencing homelessness in Missoula, 17% identified themselves as veterans.

Of individuals experiencing homelessness in Missoula identified during the Count, 218 also had disabling conditions (20% of all those identified during PIT Count).

As previously stated, the Point-in-Time Count does not paint a complete picture of the extent of residents living in Missoula who are unhoused. The Missoula Coordinated Entry System (MCES) provides more robust data on unhoused populations. As of June 17, 2023, there were 1,047 people in the MCES. Of those that answered the question, 315 individuals (30%) were designated as chronically homeless. Over a quarter of this population (26%) were between the ages of 35-44, followed by the 55-64 (18% of the population) and 45-54 (18%) age cohorts. There were 104 people over the age of 65 accounted for in the MCES (11% of the population). Additionally, 115 individuals identified as veterans (11% of that population).

From June 2022 through June 2023, 530 unique individuals entered the MCES. Of those entered into MCES who reported their race and ethnicity, the top three categories of residents by race are:

- 72% identified as White (395 people)
- 20% identified as American Indian or Alaska Native (111 people)
- 3% identified as Black, African American, or American (16 people)

Of the 511 people reporting their race, the majority of people (51%) entered into the MCES did not complete an exit interview. For those that did report their exit destination, the top five responses are noted below:

- 34 people (7%) found a rental unit with no ongoing subsidy;
- 16 people (3%) found a rental unit with rapid re-housing assistance or an equivalent subsidy;
- 14 people (3%) stayed or lived with family permanently;
- 12 people (2%) found emergency shelter, including hotel/motel paid for with ES voucher or RHY-funded Host Home shelter;
- 12 people (2%) found a rental unit with a different ongoing housing subsidy.

The most common response for those who identified as White were “found a rental unit with no ongoing housing subsidy” (28 people), while the most common response for those who identified as American Indiana or Alaska Native were “found a rental with rapid re-housing or equivalent subsidy” (six people each). Additionally, the most common exit reason among all residents who reported their race was “Unknown/Disappeared.” For those who identified as White and Black, African American, or African, the next most common response was “Left for housing opportunity before completing the program,” while “Completed program” was the next most common response for individuals identifying as American Indian or Alaska Native.

According to the 2022 Needs and Gaps Data report provided by the Montana CoC, the housing inventory in Missoula for CoC Rapid Re-Housing is 101 beds, 44 ESG rapid rehousing beds for a total of 145 RRH beds. The CoC in Missoula also has 194 beds available of permanent supportive housing. Additionally, 14 vouchers are available from the Department of Veterans Affairs “Supportive Services for Veteran Families” funded program.

Households with adults and children

The 2023 Point-in-Time (PIT) Count identified 13 individuals in households with adults and children experiencing houselessness while no households with children experienced unsheltered houselessness. Comparatively, 79 individuals in households with adults and children came through the Missoula Coordinated Entry System (MCES) in 2022, with 46 individuals in these households exiting⁷ the MCES the same year. The 2023 PIT Count found that of these 13 individuals, seven (58% of individuals in these households) experienced houselessness for a year or longer.

Adult-only households

The 2023 PIT Count identified 286 adults experiencing sheltered houselessness while 57 adults experienced unsheltered houselessness. Comparatively, the MCES accounted for 261 adults (18+) coming through the system in 2022, with 117 individuals exiting the system the same year. Of the 311 individuals who responded to the question in the 2023 PIT Count, 189 individuals (61%) experienced houselessness for a year or longer.

Chronic individuals and families

⁷ MCES data tracks “last contact date” for every individual that comes through its system; this is being used as a proxy for “exiting” the system.

The 2023 PIT Count identified 19 residents experiencing chronic homelessness in a sheltered setting, while 27 residents were identified as experiencing unsheltered chronic homelessness. Comparatively, 168 individuals entering the MCES during 2022 were identified as chronically homeless, while 80 individuals exited the same year. Additionally, 38 chronically homeless individuals in households with adults and children were identified through MCES in 2022. Of these individuals, 18 exited the system in 2022.

Veterans

The 2023 PIT Count identified 54 veterans experiencing sheltered homelessness while seven veterans experienced unsheltered homelessness. Comparatively, 76 individuals entering the MCES self-identified as a veteran in 2022. Of those that entered the MCES in 2022, 45 veterans exited the MCES the same year. Of those that responded to the question, the 2023 PIT Count found that 34 of the 59 individuals (58%) have experienced homelessness for a year or longer.

No unaccompanied children were identified during the 2023 PIT Count or in the MCES in 2022. Seven residents experiencing homelessness identified during the 2023 PIT Count reported they were living with HIV/AIDS. All seven of these residents have experienced homelessness for a year or longer.

Population	Estimate the # of persons experiencing homelessness on a given night		Estimate the # experiencing homelessness each year	Estimate the # becoming homeless each year	Estimate the # exiting homelessness each year	Estimate the # of days persons experience homelessness
	Sheltered	Unsheltered				
Persons in Households with Adult(s) and Child(ren)	13	0				
Persons in Households with Only Children	0	0				
Persons in Households with Only Adults	286	57				
Chronically Homeless Individuals	19	27				
Chronically Homeless Families	1	0				
Veterans	54	7				
Unaccompanied Child	0	0	0	0	0	0

Population	Estimate the # of persons experiencing homelessness on a given night		Estimate the # experiencing homelessness each year	Estimate the # becoming homeless each year	Estimate the # exiting homelessness each year	Estimate the # of days persons experience homelessness
	Sheltered	Unsheltered				
Persons with HIV	6	1	n/a	n/a	n/a	n/a

Table 22 - Homeless Needs Assessment

Data Source Comments: 2023 Missoula PIT Count raw data and 2022 MCES data

Indicate if the homeless population
is: Has No Rural Homeless

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

Nature and Extent of Homelessness: (Optional)

Race:	Sheltered:	Unsheltered (optional)
White	212	33
Black or African American	9	4
Asian	1	0
American Indian or Alaska Native	45	7
Pacific Islander	2	1
Ethnicity:		
Hispanic	27	6
Not Hispanic	267	48

Data Source <http://mthomelessdata.com/2018/>/*NOTE: Asian and Hispanic were not categories collected by the Point in Time Count.

As seen in the table above, of those that reported their race/ethnicity in the provided categories, 79% of unhoused residents who were sheltered identified as White, which is an underrepresentation compared to the proportion of White residents in Missoula's overall population (approximately 86%). Conversely, American Indian/Alaska Native accounted for 17% of unhoused residents who were sheltered, although this population only makes up 1.5% of the city's population. Similarly for residents who are unhoused and unsheltered, White residents are underrepresented while American Indian/Alaska Native residents are significantly overrepresented.

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

Families with Children: According to the 2023 PIT Count, 13 households were unhoused with family members (10% of those identified in Missoula as being unhoused). Within these households, 29 children were identified, with the largest proportion of children who were unhoused between the ages of 0-4 (52% of children who were unhoused).

The YWCA is the City of Missoula's primary provider of both domestic violence services and emergency housing and rapid rehousing for families who were unhoused and has been tracking the intersection of domestic violence and houselessness for many years. In FY23, the YWCA Pathways Shelter served 127 adults and 88 children (215 total), the Missoula Family Housing Center provided short-term emergency housing for 162 adults and 189 children (108 families), and rapid rehousing beds for 51 households (10 had one-bedroom units, 34 had two-bedroom units, and 7 had three-bedroom units).

In 2022, the YWCA helped 261 families, including 347 children, access emergency housing or other supportive services. Additionally, the YWCA helped 45 families move into permanent housing with

rental assistance. The YWCA also reported that 7,381 nights of safe shelter were provided to adults and children fleeing domestic violence.

Mountain Home Montana (MHM), a non-profit organization, also provides shelter and therapeutic services for young mothers and their families. In their 2022 Annual Report, MHM reported a 160% increase in families serviced between 2019 and 2022. In 2022, they increased the number of families served by 16% and noted they have a referral list of 30+ families per day. In April 2023, they purchased a new facility that will allow them to expand their services to 50 families within the next 3-5 years.

Under the umbrella of families with children, stakeholders described single mothers fleeing domestic violence as the population with the most acute needs.

Veterans: The 2023 PIT count identified 61 veterans experiencing homelessness in Missoula, a slight increase compared with the 2022 PIT Count (57 veterans identified). Missoula had the largest number of veterans who were unhoused in the state identified during the 2023 Count (29% of all veterans identified). Compared with 2022, the number of veterans identified during the 2023 count increased by 17%.

Operated by the Missoula Housing Authority, the Valor House of Missoula has served 275 veterans with transitional housing and supportive services since 2005. This long-term transitional housing program provided 17 former service members with small apartments and the opportunity to transition out of homelessness and into a stable and healthy future over a two-year period. In 2023, the Missoula Housing Authority decided to "...exit the space of transitional housing and created new permanent housing for Veterans at Valor Housing, addressing a rising community need for permanent housing solutions for veterans."⁸

The Poverello Center of Missoula operates Housing Montana Heroes, which provides supportive housing to 20 qualified veterans who are unhoused. This program serves men and women in segregated semi-private rooms, offers prepared meals, and provides commons spaces to recreate and support one another. The Poverello is building a new Housing Montana Heroes facility that will provide 20 individual units and a community space with 24/7 staffing. The HMH program will be relocated from the Poverello to the new facility and will provide individual apartments for veterans as they transition from homelessness to stable housing. Historically, the program has served an average of 38 veterans per year.

Stakeholders shared that because some Veterans experience Post Traumatic Stress Disorder (PTSD) or mental illness, the ideal type of housing is lower density (4-8 unit) developments. Additionally, for veterans experiencing PTSD, mental illness, or other challenges, stakeholders described a significant need for trauma-informed, wraparound services to help veterans stabilize their housing situation.

⁸ <https://www.missoulahousing.org/news/changes-at-mhas-valor-house>

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

According to the 2023 PIT Count, 268 individuals identified as White (75% of those identified during the count in Missoula), followed by 70 individuals that identified as Native American (20%), and 18 that identified or were classified as Other (5%). These proportions are similar to MCES data from June 2022 to June 2023, which found that 395 individuals identified as White (72%), while 111 identified as American Indian, Alaska Native, or Indigenous (20%), and 16 identified as Black/African American (3%).

In October 2023, American Indian, Alaska Native, or Indigenous residents made up 25% of the proportion of unhoused individuals identified through the MCES, while Black/African American individuals made up 5%. In comparison, American Indian, Alaska Native, or Indigenous residents make up just 1.5% of Missoula's general population while African Americans make up just 1%.

Stakeholders confirmed that even though they represent a small proportion of Missoula's overall population, Indigenous residents experience some of the greatest housing challenges among all populations in the city.

Describe the Nature and Extent of Unsheltered and Sheltered Homelessness.

In 2023, 57 individuals (or 16% of the unhoused population, were identified as being unhoused and unsheltered. Of the remaining 299 individuals who were unhoused and sheltered, 256 individuals (72% of the individuals identified during the PIT Count) accessed emergency shelters while 43 individuals (12%) accessed transitional housing. From June 2022 to June 2023, 530 unique individuals entered the MCES. As of June 2023, there were 1,047 unique individuals within MCES—more than three times the number of unhoused individuals captured in the 2023 PIT Count.

Individuals who experience houselessness chronically, are often the most visible amongst the unhoused population. HUD defines chronic houselessness as: (1) an unaccompanied houseless individual with a disabling condition who has been continuously houseless for a year or more, or (2) an unaccompanied individual with a disabling condition who has had at least four episodes of houselessness in the past three years (Source: U.S. Department of Housing & Urban Development, 2007). According to the 2023 PIT Count, approximately 40% of the unhoused population identified in Missoula are considered chronically houseless. Compared with the 2018 PIT Count, this represents a 21-percentage point increase in individuals who are unhoused and considered to be chronically houseless.

Conversations with stakeholders and residents elicited a wide range of opinions on the challenges of unhoused residents—both sheltered and unsheltered—in Missoula. Many stakeholders and residents felt that additional shelter space (while acknowledging the recent opening of the Johnson Street Shelter) was greatly needed. Many stakeholders wanted to see population-specific shelters, specifically women-only shelters and shelters for veterans.

Many stakeholders emphasized a significant need for more supportive housing options, both transitional and permanent. The availability of wraparound services, case managers, and high cost were highlighted multiple times as barriers to providing this type of housing.

Discussion:

It is worth noting that the COVID-19 pandemic compounded several issues impacting people already experiencing houselessness and unsheltered houselessness throughout the country, including Missoula. For vulnerable and high-risk populations, the combination of the pandemic with an affordable housing crisis, slow wage growth, inflation, the end of pandemic-era protections, and other contributing factors exacerbated the challenges facing unhoused residents, as well as directly contributing to the number of households experiencing houselessness for the first time. Although President Biden formally declared an end to the COVID-19 public health emergency in May 2023, the effects of the pandemic are still being felt by unhoused populations and organizations and communities serving them.

Collectively, the PIT Count and Missoula's Coordinated Entry System (MCES) continue to serve as the best tools to understand the scope of people who are unhoused in Missoula. Collaborative efforts with partners to improve temporary housing, emergency shelters, employment, affordable housing, mental illness treatment, substance use treatment, and credit assistance will continue to address the significant needs of Missoula's unhoused residents.

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

Introduction:

Populations with special needs are identified as those groups that are often in greater need for assistance with housing, adaptation of public facilities, additional public services and economic development opportunities. Included in the category of special needs are the elderly, the frail elderly, persons with mental, physical and/or developmental disabilities, persons with alcohol or other drug addiction, persons with HIV/AIDS and their families, and survivors of domestic violence, dating violence, sexual assault, and stalking.

Describe the characteristics of special needs populations in your community:

Elderly: According to the 2017-2021 American Community Survey (ACS), 13% of Missoula residents are aged 65 years or older (9,689 people). This age cohort primarily lives in owner occupied housing units (70%). Of the 30% of renter households aged 65 or older, 61% pay more than 30% of their income on housing costs. According to the Missoula Aging Services (MAS) Area Plan on Aging, in Area VII (covering Missoula and Ravalli counties), “the number of older adults increased 46% from 2010 to 2020, with another 38% increase projected between 2020 and 2050. Approximately 1 in 3 households in [this] area includes an older adult, and about 1/3 of older adults report a disabling condition that may affect their daily living or quality of life.” Additionally, by 2050, Missoula County will have the third largest number of older adults in the state and will experience the second highest growth rate (49%) between now and then.

Persons with Disabilities: According to 2021 5-year ACS data, 7% of Missoula residents, or approximately 5,120 people, are living with a disability and are under 65 years old. Additionally, 3,072 residents in Missoula are both elderly and live with a disability. Overall, approximately 8,200 people in Missoula live with a mental, physical, and/or developmental disability, which equates to 11% of the city’s population. The age cohort with the greatest number of residents living with disabilities is between 35-64 (2,632 people).

Substance use and Chemical Dependency: Substance use is a pressing concern for the entire state of Montana and affects thousands of individuals and families each year. According to the 2020-2023 Montana Substance Use Disorder Task Force Strategic Plan:

“An estimated 79,000 Montanans struggle with substance use disorders...drug overdoses are the fourth leading cause of injury-related death in Montana, accounting for 1,437 deaths from 2007-2018, and Montanans aged 35-54 years have the highest rate of drug poisoning deaths. Though Montana has bucked national trends with sustained declines in opioid deaths in recent years, hundreds of thousands of Montanans continue to be affected by substance misuse and abuse.”

According to the CDC’s Behavioral Risk Factor Surveillance System (BRFSS) Prevalence & Trends Data, in 2021, 20.5% of Montanans reported binge drinking in the past year (the national average is 16.6%).

Additionally, 92% of Montanans with a substance use disorder are not receiving treatment (2020-2023 Montana Substance Use Disorder Task Force Strategic Plan).

Mental Illness: According to the Montana Department of Public Health and Human Services (DPHHS) Medicaid Health Metrics Dashboard, there were 2,627 residents in Missoula County receiving mental health services through traditional Medicaid in May 2023. In the previous year, 4,871 Missoula County residents were recipients of mental health services. Missoula County has the second largest number of residents receiving mental health services through Medicaid, following Yellowstone County. With Medicaid Expansion, there were 2,513 Missoula County recipients receiving mental health services, with 5,412 county residents utilizing mental health services over the last year.

The MAS needs assessment also reported that “older adults are struggling with and need support for physical and mental health concerns.” The State’s 2022 Community Assessment Survey for Older Adults found that mental health services are lacking, despite the high rate of depression and suicide among older Montanans. Forty percent of the participants in the survey reported feeling depressed. Additionally, the 2023 Point-in-Time Count found that 136 of the 356 individuals identified reported having a mental illness (38%).

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

The greatest housing problem owner-occupied households face in Missoula is cost burden, while severe cost burden is the greatest housing problem for renter households. Both household types have difficulties obtaining housing in tight rental and ownership markets, and access to public service programs for special needs populations continues to be a challenge.

Stakeholders agreed that several critical housing and supportive service needs are shared by all special populations noted below. In addition to the lack of affordable housing, the lack of accessible housing, comprehensive supportive service provision, lack of case management services, and lack of staffing capacity are all adversely affecting the housing and health situations of these populations. Several stakeholders also highlighted that while many service providers are at full capacity and doing their best, there is still major room for improvement with coordination and collaboration among service providers in Missoula.

One significant need across all special populations highlighted by stakeholders was the complexity of the service delivery system. One stakeholder summed up this sentiment shared by several others, saying “even when a service exists, hearing about it, getting to it, applying for it, and keeping it is a challenge, especially when it is paired with other services.” For populations who are financially insecure, living with a disability, or experiencing physical or mental health challenges, stakeholders felt the current model of service provision that puts the burden on these populations to continually “engage with the system” is not serving them well. Many stakeholders advocated for an alternative method of service delivery that better serves these vulnerable populations.

Stakeholders also spoke about the need for more supportive housing, however, many stakeholders felt that “the supportive piece is missing.” As highlighted above, the lack of resources for these critical services, as well as the lack of staff to provide these services, are major contributing factors to this issue.

As noted, several stakeholders expressed concern about the inability to pay their employees enough money to be able to afford to live in Missoula. One stakeholder shared that “it’s alarming that I can’t pay my own staff enough to live here...I don’t want them to be in situations like our clients.” Several other stakeholders highlighted that a major contributing factor to the lack of treatment services being available is due to the lack of qualified workforce able to find affordable housing in the city.

Persons with Disabilities: As new housing gets developed or existing units are rehabilitated, it is important to ensure that units are accessible and visitable for people experiencing disabilities, particularly for people living with a physical disability. Ideally, housing is located near health facilities and services, and is accessible both inside (e.g., wider hallways and doors, single-story) and outside (e.g., no step entrances, accessible by wheelchair or other assisted mobility device).

According to a housing needs model used for this analysis, 2,285 households that include a person living with a disability (28% of households with persons experiencing a mental, physical, and/or development disability) are estimated to have housing or service needs in Missoula.

Stakeholders spoke of the lack of accessible housing available for this population. Specifically, they spoke to the challenge of getting people who have disabilities matched with housing units that best meet their needs (e.g., accessible). One stakeholder emphasized that just because accessible units are being built does not mean that people with disabilities are getting those units. One resident living with disabilities shared that they declined a housing unit offered by the Housing Authority because it did not meet their needs and then had to go through “extraordinary lengths” to not only ensure they could find a more suitable unit, but that they wouldn’t be penalized and dropped from the waiting list for “declining a unit.” The stakeholder attributed this to the lack of coordination and communication with the Housing Authority, as well as the overall lack of accessible and affordable units.

Similar to older populations in Missoula, Missoulians living with disabilities might also be living in a home that no longer meets their needs. With a lack of accessible housing units to downsize or meet another need, this population is unable to live in more appropriate settings for their specific situation. Stakeholders perceived that most of the new development going up in Missoula is too expensive and not accessible (e.g., multi-story housing). Another issue impacting this population is the lack of available case management services; many stakeholders attributed this challenge to state budget cuts. Stakeholders felt case management for residents living with physical and/or mental disabilities is critical to ensure these populations know what services are available and can be connected to those services.

Elderly: The State of Montana conducted a community assessment survey in 2022 for older adults. This survey is “...designed to examine the status of older adults and the community around seventeen aspects of livability within six domains: Community Design, Employment and Finances, Equity and

Inclusivity, Health and Wellness, Information and Assistance, and Productive Activities.” Of all seventeen livability aspects, housing received a “10” —the lowest score of all topics on the survey. More specifically, just 10% of respondents reported the following characteristics of housing in their communities to be excellent or good.

The MAS report also notes that “older adults with limited resources are struggling. They are particularly vulnerable to rising costs related to housing, but many are also unable to afford basic necessities.” Specific challenges older adults in Missoula County face are detailed below:

- When older adults are at risk of housing instability or becoming unhoused, it often leads to a breakdown of their support system overall and can result in significant crisis.
- Access to affordable, trustworthy home maintenance, repair and modification is frequently identified as a need.
- Many older adults rely on limited Social Security benefits and are concerned about inadequate adjustments for inflation.
- Lack of available, affordable home and community-based services can lead to negative outcomes or premature institutionalization.

According to a housing needs model used for this analysis, 976 elderly households (8% of the elderly population in Missoula) have housing or service needs. Of the estimated 600 households that include residents considered “frail elderly,” approximately 50 of these households also have housing and service needs. Older adults comprise households that are smaller than the average Missoula household, which will create a demand for smaller, accessible units. As this population continues to increase in size over the coming decades, the City will have to continue ensuring that new housing developments match the needs of elderly populations and are in close proximity to health and supportive services.

Several stakeholders felt the city of Missoula lacked housing options for older populations to age in place. Because of the cost of housing and the lack of suitable, accessible, and available options, many older populations are forced to remain in homes that are too big for them and/or they can no longer take care of. Some stakeholders noted that with no housing available for older populations to downsize, this also impacts larger households who are looking for bigger units. Stakeholders also felt that most of the new housing being built in Missoula (larger, multi-family housing) is not conducive for older populations to thrive.

Additionally, older populations are more likely to be on fixed incomes, which makes it difficult to keep up with increasing housing costs. A handful of stakeholders noted that even for older populations who have the resources to hire caregivers, unless the caregivers are living in the house, the lack of affordable housing makes it difficult for this workforce to live in Missoula. One stakeholder also noted that elderly populations are concerned about their lack of options for assisted living. Additionally, several stakeholders spoke about the isolation faced by many older populations in Missoula and how the lack of community available for a proportion of this population has significant mental and emotional health impacts.

Substance Use: Substance use, along with mental health, are two main characteristics of populations that are frequent utilizers of city services. In addition to providing services for those experiencing substance use disorders, permanent housing options, access to behavioral health treatment and recovery centers, and access to behavioral health and substance use counselors will continue to play a significant role in stabilizing the lives of this population.

According to a housing needs model used for this analysis, of the estimated 11,673 Missoula residents experience substance use and/or chemical dependency, 5,562 (48% of these households) are estimated to have housing or service needs in Missoula.

Stakeholders expressed a critical need for more addiction treatment services, as well as safe places for people to detox. Overall, stakeholders articulated that the community not only lacks treatment options for populations who have chemical dependencies, but overall support, too. One stakeholder noted that because of the pandemic, “community health workers and supportive coordinators have been able to better get people connected to the services they need.” However, the stakeholder admitted that coordination of services is still not great. Another stakeholder agreed with this point, sharing that “10% of the population is getting 90% of the resources—we need better coordination of who is working with who.” One stakeholder advocated for a dedicated detox space/facility solely for women.

One stakeholder wanted to see those in recovery get “credit” for taking the necessary steps to do so in order to access permanent supportive housing.

Mental Illness: In the 2023 Point in Time Survey, 218 individuals or 61% of the city’s unhoused population reported living with a disabling condition (Source: Montana Continuum of Care Coalition, 2023). Within the City of Missoula, the most frequent utilizers of emergency services are often those who suffer from either mental illness or from substance use. Mental health counselors and mental health services continue to be a significant need in Missoula to help this population.

In general, the greatest overall need articulated by stakeholders and residents was a significant need for more mental health services. As noted at the beginning of this section, the complexity of not only finding services, but getting to them, keeping up with them, etc. was cited as particularly challenging for this population. Additionally, stakeholders described the need for wraparound services to help populations with mental illness remain stable in their housing situation as critical and essential.

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

According to AIDSVu, 119 of every 100,000 people in Missoula County are living with HIV. Based on the state’s incidence rate of people living with HIV and AIDS, there are approximately 50 people in the city of Missoula who are living with HIV/AIDS. However, this is likely an undercount. In Missoula County, several organizations offer counseling and testing for HIV/AIDS, including Open Aid Alliance, All Nations Health Center, and Partnership Health Center. Objectives of the Health Assessment plan in the realm of

HIV/AIDS include reducing the number of new HIV diagnoses, reducing the rate of transmission, and increasing the proportion of people who have been tested.

Similar to the housing and supportive service needs described above, low-income Missoulians living with HIV/AIDS have a significant need for additional resources to help keep them housed and stable. One stakeholder noted that while HOPWA funds are essential for this population, “it doesn’t help them with housing indefinitely.” This stakeholder wanted to see more resources made available, as well as more case management support, to help keep this population housed. They added that because of the housing affordability concerns in Missoula, it’s becoming more and more difficult to retain staff to help this specific population.

Discussion:

None.

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

Describe the jurisdiction's need for Public Facilities:

Stakeholders overwhelmingly highlighted the need for more community centers throughout the city. One stakeholder said that a lot of their clientele “are craving human connections” coming out of the COVID-19 pandemic. Several stakeholders shared that it was difficult to make friends as adults and that having places the community can come together would make it easier to forge these relationships. Another stakeholder wanted to see more accessible community centers dispersed throughout the city, adding that just because public facilities are built to building code standards does not mean they are accessible to everyone. Stakeholders also wanted to see community centers serve different functions. One stakeholder highlighted that in case of emergencies, they wanted to see these spaces used as cooling stations or places for people to congregate during wildfires.

Several stakeholders also described a need for the provision of public hygiene facilities (e.g., public showers or public bathrooms) throughout the city. One stakeholder articulated felt that providing these facilities for unhoused residents is low-hanging fruit and would be beneficial for the entire community. Survey results confirmed the desire by both residents and stakeholders to see more community centers throughout the city, particularly in the Northside and Franklin to the Fort neighborhoods, as well more public restrooms and showers made available to the community.

How were these needs determined?

The City of Missoula conducted a Housing and Community Needs survey in fall 2023, as well as a series of public meetings and stakeholder interviews throughout the year to determine the most urgent community needs. The information provided guides how the city distributes U.S. Department of Housing and Urban Development funds for housing and community development projects to assist low- and moderate-income residents of the Missoula community.

Describe the jurisdiction's need for Public Improvements:

Stakeholders and residents highlighted the need for significant sidewalk improvements and better lighting, especially in older neighborhoods. Stakeholders also specifically noted the Northside and Westside neighborhoods as areas that needed infrastructure improvements, as well. Several stakeholders spoke about the need for placement of more trash cans and community cleanup efforts throughout the city, especially where people are camping. Similarly, the most significant public improvement cited by survey respondents was street and sidewalk improvements in older neighborhoods.

How were these needs determined?

The City of Missoula conducted a Housing and Community Needs survey in fall 2023, as well as a series of public meetings and stakeholder interviews throughout the year to determine the most urgent

community needs. The information provided guides how the city distributes U.S. Department of Housing and Urban Development funds for housing and community development projects to assist low- and moderate-income residents of the Missoula community.

Describe the jurisdiction's need for Public Services:

The greatest public service articulated by stakeholders and residents was the need for mental health services. Many stakeholders described the significant impact that housing instability has on not only a person's physical health, but their mental and emotional health, as well. Specifically, stakeholders and residents wanted to see more permanent supportive housing available, as well as more assistance to help residents receive and maintain the services they need. One stakeholder described that many vulnerable populations have difficulty "hearing about services, getting to them, applying for services, and keeping up with them." Increased access to mental health care services was the number one community development need identified by both residents and stakeholders in the City's Housing and Community Needs survey.

Stakeholders and residents also voiced a need for "housing navigation" services to help residents with finding housing units, ensuring all requirements are met, submitting applications, etc. Several residents described the process of looking for housing as challenging and discouraging. Additionally, several stakeholders described a need for more chemical dependency and addiction services, behavioral health services, life skills classes, and affordable childcare options. Survey results affirmed these needs, with respondents ranking increased access to addiction treatment services and additional/higher quality childcare centers as critical public services that are needed in Missoula.

Overall, stakeholders generally thought well of the transportation system, particularly that it is free to all city residents. However, stakeholders voiced a need for more frequent service and better coverage throughout the city. Many residents wanted to see a stronger connection between transportation routes and the location of basic life amenities (e.g., grocery stores, health clinics) and other multimodal systems (e.g., bicycle networks and trails). There were also several stakeholders who identified a need for better bus signage and more accessible bus stops.

How were these needs determined?

The City of Missoula conducted a Housing and Community Needs survey in fall 2023, as well as a series of public meetings and stakeholder interviews throughout the year to determine the most urgent community needs.

The information provided guides how the city distributes U.S. Department of Housing and Urban Development funds for housing and community development projects to assist low- and moderate-income residents of the Missoula community.

IV. MARKET ANALYSIS

Housing Market Analysis

MA-05 Overview

Housing Market Analysis Overview:

The city of Missoula continues to experience consistent and strong population growth, seeing a 12.1% increase in population between 2010 and 2021. This is a higher growth rate compared to both the State of Montana (10.7%) and the United States (8.4%). Over the same time period, Missoula has seen the addition of over 4,200 housing units, a 14% increase in housing unit growth. While the construction of new housing units has exceeded population growth between 2010 and 2021, Missoula continues to wrestle with extremely low vacancy rates and escalating housing rental and sales prices, continuing a significant housing affordability problem in the city.

As discussed throughout the Needs Assessment (NA) section, low-income renter households, especially 0-30% AMI households, experience significant challenges finding affordable housing options in Missoula. Continued increases in public infrastructure, materials, labor, land, and high interest rates make it very difficult to not only build housing, but to build housing that is affordable to a range of households at different income levels.

The City of Missoula has worked diligently to address this crisis. As noted above, housing unit growth has exceeded population growth over the last decade. However, household income growth is not keeping pace with the cost of development. To address this imbalance, the City of Missoula continues to offer several programs intended to ease the cost of housing, including rental assistance and homeownership programs and supporting the development of subsidized housing (e.g., LIHTC projects).

In 2017, the City set out to develop a comprehensive, community-driven housing policy to address the gaps in the city's housing market and ensure the market met the needs of its residents. In January 2018, the City came out with a report titled "Making Missoula Home: A Path to Attainable Housing", which identified several barriers and constraints to affordable housing development in the city. This served as the foundation for the City's housing policy, *A Place to Call Home: Meeting Missoula's Housing Needs*. The recommendations coming out of the policy aim to align and leverage existing funding to support housing, reduce barriers to new supply and promote access to affordable homes, and leverage partnerships to create and preserve affordable homes. Additionally, the City is currently undergoing an update to its growth policy and development code to ensure that it is in alignment with the housing goals of the community.

The State of Montana also recently passed a suite of legislation aimed at tackling the state's affordable housing crisis, including regulatory reforms to facilitate housing production, state funding directed toward housing initiatives and low-interest loans for developers who build rent-restricted apartments.

In addition to state and local efforts aimed at increasing housing supply, the City is also looking at preservation strategies to ensure that existing affordable housing remains so. Housing built before 1980 has a higher likelihood of being affordable due to issues like deferred maintenance, energy inefficiencies, and greater likelihood of lead paint. Just over half of Missoula's housing stock (51%) was built prior to 1980, with 52% of owner-occupied households and 51% of renter-occupied households living in units built before 1980. While the City has undertaken a comprehensive approach to increasing affordable housing opportunities for Missoula residents, demand still exceeds supply of affordable housing in the city. As of September 2023, the Missoula Housing Authority has 979 housing choice vouchers available for qualifying households in the Missoula area. Currently, its waitlist is 1,816 families and is approximately 3 years long. Additionally, the Human Resource Council administers between 400-460 Section 8 vouchers in the three-county area.

As discussed in the NA-45 section, the number of older adults in Missoula County almost doubled over the last decade and is projected to increase by approximately 40% between 2020 and 2050. Additionally, by 2050, Missoula County will have the third largest number of older adults in the state and will experience the second highest growth rate (49%) between now and then. This age cohort has a greater likelihood of experiencing disabilities, which will increase their needs for homecare, medical, and other supportive services and accommodations.

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

Introduction

Between 2010 and 2021, the number of housing units in the City of Missoula increased by 4,262 (14.1%). This is a slightly higher rate compared to the population growth rate over the same time period. According to American Community Survey five-year estimates, the rental vacancy rate has decreased over time, standing at 5.6% in 2010 and 4.4% in 2022. According to the Missoula Organization of Realtors, the rental vacancy rate hit its lowest point over the last 10 years (1.15%) in 2022. However, it has rebounded to 4.4% in the third quarter of 2023. Generally, a healthy rental market has vacancy rates between 5-8%.

- 2021: 34,551 housing units
- 2010: 30,289 housing units

According to the data in Table 32, 46.5% of occupied housing units are owner-occupied while renter-occupied housing units comprise 53.5% of total units (2021 5-year ACS). Table 31 shows that 50% of the city's residential structures are 1-unit detached structures; 35% are duplexes to multifamily units; and 5% are mobile homes. While 1-unit attached structures accounted for 4% of housing units in 2017, they accounted for 6% in 2021. The distribution of the city's residential structures is relatively comparable to previous years.

All residential properties by number of units

Property Type	Number	%
1-unit detached structure	17,291	50%
1-unit, attached structure	2,019	6%
2-4 units	4,876	14%
5-19 units	5,210	11%
20 or more units	3,585	10%
Mobile Home, boat, RV, van, etc	1,570	5%
Total	34,551	100%

Table 23 – Residential Properties by Unit Number

Data Source: 2017-2021 ACS

Unit Size by Tenure

	Owners		Renters	
	Number	%	Number	%
No bedroom	0	0%	1,618	9%
1 bedroom	709	5%	5,108	30%
2 bedrooms	3,307	22%	6,833	40%
3 or more bedrooms	10,978	73%	3,680	21%

	Owners		Renters	
	Number	%	Number	%
Total	14,994	100%	17,239	100%

Table 24 – Unit Size by Tenure

Data Source: 2017-2021 ACS

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

City of Missoula

The City of Missoula Office of Housing and Community Development (HCD) administers the Community Development Block Grant (CDBG) and Home Investment Partnerships (HOME) programs for the City of Missoula, Montana. The City has administered the CDBG Entitlement program since 1999, and the HOME program since 2003.

Missoula's Community Development Division (CD) funded five projects in PY2021 and four in 2022. In total, the City of Missoula and its CDBG and HOME partners made great strides in achieving the goals of the 2022 Annual Action plan, which was the fourth year of the 2019-2023 Consolidated Plan. The City of Missoula and its partners leveraged HUD and non-HUD resources to work towards continuing an owner-occupied rehabilitation program that provides loans to people with low-incomes, and a new domestic violence shelter and shelter for families who are unhoused was also built that will serve thousands of families each year. Additionally, the Villagio broke ground in May 2021 and is set to make 200 rental homes available to low-income families. Finally, Trinity Apartments broke ground in June 2021, which will provide 202 rental homes and a navigation center providing supportive services to residents and other community members. As of summer 2023, both projects are in the process of leasing the homes.

The City also partnered with nonprofit service providers and provided one-on-one support for 20 people to maintain housing long-term, provided emergency shelter to 4,447 people without a home, and connected 1,152 people with public services focused on financial and renter education. In PY 2021, an additional 270 individuals were assisted with emergency housing stipends and 313 individuals were supported through financial education. Collectively, 869 unhoused individuals were assisted with 2021 funds. In total, more than 6,400 people directly benefitted from activities completed in PY 2020 and PY 2021.

PY 2022 saw one additional unit acquired to be placed into a community land trust to ensure permanent affordability. An adjacent lot will be developed to include 3-4 more affordable units.

Additionally, in response to the COVID-19 pandemic, CV-Public Services funding was used to support the shelter system and people who are unhoused through outreach, services and appropriate support, as well as support and service coordination for people in isolation and quarantine in order to prevent,

prepare for, and respond to the pandemic. Overall, these programs proved to be a success with over 3,500 people served.

Missoula Housing Authority

According to the Missoula Organization of Realtors (MOR), the Missoula Housing Authority voucher success rate⁹ has seen a downward trend since 2016. Historically around 75%, this rate dropped abruptly around May of 2020, despite extension being offered on expired vouchers. One of the primary reasons attributed to the reduced rate is the lack of available rental units.

Since 2008, the number of people on the Missoula Housing Authority voucher waitlist has trended upward. In 2021, there were 1,472 people on the waitlist —a decline of approximately 300 people from the previous year. However, “the waitlist number decline in 2021 does not necessarily indicate less need. There were a number of applicants that year who received vouchers they were not able to use because of market conditions. So, those people came off the waitlist and reduced that number, but did not find housing.”

Stakeholders confirmed this occurrence, with many expressing frustration about how long it takes to get approved for a voucher and then not being able to find a unit to use it. The number of families on the waitlist continues to trend upward. In September 2022, there were 1,424 families on the waiting list for MHA Section 8 vouchers. As of September 2023, the Missoula Housing Authority waitlist has 1,816 families on it and is approximately 3 years long.

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

According to the Montana Department of Commerce’s Affordable Housing Preservation Database, the following developments will be expiring in the next five years:

- Palace Hotel, 123 W. Broadway, 2025, LIHTC
- Cove Apartments, 1330 South Fourth Street West, 2025, HOME
- Carol SEM Apartments, 102 Inez Street, 2026, HOME
- Creekside Apartments, 1405 E Broadway Street, 2026, LIHTC
- Solstice Apartments, 1535 Liberty Lane, 2027, HOME
- Phillips Apartments, 1805 Phillips Street, 2028, HOME

Without any further subsidies for these six developments, the city would lose approximately 273 affordable housing units.

⁹ The “success rate” is defined as “the percentage of recipients who secure housing before their vouchers expire.”

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

No; in the City of Missoula, there is a shortage of affordable rental units for renters with incomes of \$25,000 or less. To support the Housing Market Analysis of the Consolidated Plan, a “gaps analysis” was conducted, which compares renter household incomes to the distribution of affordable rental units. That analysis was based on 2021 American Community Survey (ACS) data and reflects housing market conditions during 2021.

According to the gaps analysis, renters making less than \$25,000 do not have an adequate supply of affordable housing. There are 5,620 renter households in Missoula with incomes of \$25,000 or less. These renters have 2,162 rental units that are affordable to them, leaving a gap of 3,458 affordable rentals or rental subsidies to accommodate their needs. The city’s rental vacancy rate reflects this shortage of rental units. While the rental vacancy rate rebounded in 2023 to 4.4%, it dipped to as low as 1% in 2022. Based on the number of families on MHA waitlists, there are not enough affordable units available to meet the needs of the low-income population.

Missoula’s homeownership rate is 46.5%, which is significantly lower than the statewide rate of 69%. While the presence of the University of Montana affects the homeownership rate, the lack of affordable homes for non-student renters to buy is also a factor. In 2021, the vacancy rate for owner-occupied units was 0.6%, lower than the state rate of 1.2%.

The lack of affordable housing to rent and for sale was also highlighted throughout the community engagement process. Stakeholders described a significant mismatch between existing housing stock and household need, particularly for special populations. A handful of single mothers fleeing domestic violence desired to find a one- or two-bedroom unit for themselves and their child(ren). However, for the units that are actually available that meet their needs, these stakeholders reported that they could not afford them. One stakeholder recalled a previous housing situation in Missoula where to afford a studio unit, they had to live with two other non-related people in the unit to afford it.

Several stakeholders also spoke about the lack of affordable studio and one-bedroom units available for seniors. Because many seniors are living on fixed incomes (e.g., SSI, SSDI), they are unable to afford higher priced units. Moreover, this creates a barrier for seniors looking to downsize, as well as for households/families that are looking for larger places. Additionally, the lack of units available for seniors to downsize also can lead to housing precarity. As previously noted, with many seniors living on fixed incomes, increasing property taxes can potentially (and involuntarily) push seniors from their homes with no other place to go.

Residents living with disabilities and stakeholders serving these populations highlighted the significant lack of accessible and affordable units available in Missoula. Stakeholders noted that older units tend to be the most affordable but are also more likely to not be able to accommodate the residents’ accessibility needs. Residents and stakeholders alike advocated for more affordable housing developments to be accessible or have the ability to be easily adapted to meet the needs of the tenant.

Stakeholders also advocated for the adoption of more universal design standards for residential development to normalize accessible building practices, as well as make it cheaper on the front end of construction.

Stakeholders who work with disabled veterans also spoke to the specific housing needs of this population. A couple stakeholders articulated that because many veterans are living with PTSD or other mental health challenges, they usually prefer to live in developments with a small number of units (e.g., four to eight units).

Housing Permit Data

Missoula's Growth Policy indicates that to meet its projected housing need, it will need to develop between 450 to 700 units per year. According to HUD's SOCDS Building Permits Database, between 2018 and 2022, the City issued 3,868 housing unit permits — an average of 774 units per year over the last five years. In 2018 and 2019, a total of 907 housing units were permitted, with 58% of permits issued for single family structures.

Since 2020, permits for multi-family structures have made up the majority of permits issued. In 2020, out of 547 total permits issued, 59% were for multi-family structures. In the last two years, 2,414 permits were issued, with 84% of the permits issued for multi-family housing (2,030 permits). The majority of multi-family housing permits were issued for structures with five or more units.

Over the last five years, the number of building permits issued peaked in 2021 (1,556 total units). In 2022, total building permits declined by 45%. However, according to the Missoula Organization of Realtors, "2022 marked a reversal in the three-year trend of increasing undersupply [for the city of Missoula]. While still below a three months' supply, Q4 finished improved at 2.69 months' supply. Supply in five neighborhoods improved into the normal market range of 3 to 9 months of supply, with one neighborhood just over at 10-month supply."

These data indicate that Missoula is keeping up with its needed growth. However, the units produced may not align with affordable housing needs, particularly those of special needs and 0-30% AMI households. To address these needs, deep public subsidies are necessary for both housing construction, rent payments, and ongoing maintenance.

Describe the need for specific types of housing:

As described above, several populations articulated a need for the availability of more specific housing types. Through stakeholder conversations, older populations and populations living with disabilities expressed a need for smaller, accessible units (e.g., studios or one-bedrooms) to better facilitate the ability to downsize from their current housing situations. Stakeholders also shared that disabled veterans tend to prefer living in housing developments with a limited number of units. In general, stakeholders and residents emphasized the significant need for a range (e.g., small and larger units) and

diversity of housing types (i.e., single-family, multi-family, land trust) to rent and own that were affordable to all segments of the community.

Working with partners such as non-profit partners to increase the inventory of affordable housing is a key strategy to meeting housing needs in Missoula. These partners include:

- **Habitat for Humanity** —Non-profit housing developer. Builds affordable homes and provides affordable homeownership opportunities for working families.
- **Housing Solutions, LLC** – Non-profit housing developer. Built and operates following affordable housing projects - Union Place I & II and Aspen Place.
- **Homeword** – Certified housing counselor, first-time homebuyer education, renter education. Developed and operates following affordable housing projects – Equinox, Fireweed Court, Gold dust, Lenox Flats, Montana Street Homes, Orchard Gardens, Solstice, Sweetgrass Commons.
- **The North-Missoula Community Development Corporation (NMCDC)** – Community land trust and neighborhood programs. Housing properties include Lee Gordon Place, Whittier Court, Clark Fork Commons, and Burns Street Commons.
- **Private Sector Low-Income Housing Tax Credit developers.**
- **Missoula Public Housing Authority.**

Discussion

As described above, the City of Missoula has made great strides in facilitating housing development with its existing available resources, particularly for vulnerable and high-need populations. However, stakeholders, particularly seniors, residents living with disabilities, and single mothers fleeing domestic violence, all voiced the need for more affordable housing specific to their needs. Additionally, the lack of affordable rental units for low-income populations continues to persist, affirmed by over 1,800 families on the Missoula Housing Authority waitlist. While vacancy rates continue to reflect a tight housing market for both renters and owners, the City of Missoula continues to work with public, private, and nonprofit partners to increase the inventory of affordable housing in the city.

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

Introduction

Housing costs continue to dramatically increase in Missoula. Between 2010 and 2021, the median home value increased by 40%, while rents have increased by 43% over the same time.

According to 2015 ACS data, 21% of renter households paid less than \$500 per month for their unit, which was approximately 3,200 units available at that price point. However, in 2021, just 9% of renter households paid this amount, approximately 1,450 units available at this price point. Similarly, while just 3% of renter households paid more than \$1,500 per month for their unit (475 units), in 2021, 10% of renters now pay more than \$1,500 per month (1,624 units). As described in the Needs Assessment section, cost burden is the greatest challenge experienced by Missoulians.

Additionally, MOR reported that “housing attainability across most price points continues to be a challenge. Mortgage rates have effectively doubled from year-end 2021 and the continued increase in median home prices have strained the ability of buyers with a median family income to purchase a home.

When buying a median-priced home for \$520,000, at an interest rate of 6.625 percent on a 30-year conventional mortgage and down payment of 5 percent, the income needed to be at 30% of the estimated mortgage payment is \$160,897 per year. If you compare this data point with the Census Median Family income projection of \$80,200 for 2022, the buyer of this scenario would be short approximately \$80,697 in annual gross income.” According to 2021 5-year ACS data, 89% of Missoula households make less than \$150,000.

Cost of Housing

	Base Year: 2010	Most Recent Year: 2021	% Change
Median Home Value	232,700	324,700	40%
Median Contract Rent	612	875	43%

Table 25 – Cost of Housing

Data Source: 2010 and 2021 5-year ACS

Rent Paid	Number	%
Less than \$500	1,439	8.5%
\$500-999	9,693	57.3%
\$1,000-1,499	4,150	24.6%
\$1,500-1,999	1,158	6.9%
\$2,000 or more	466	2.8%
Total	16,906	100.0%

Table 26 - Rent Paid

Data Source: 2017-2021 ACS

Housing Affordability

Number of Units affordable to Households earning	Renter	Owner
30% HAMFI	725	No Data
50% HAMFI	3,515	615
80% HAMFI	10,490	2,270
100% HAMFI	No Data	3,975
Total	14,730	6,860

Table 27 – Housing Affordability

Data Source: 2015-2019 CHAS

Monthly Rent

Monthly Rent (\$)	Efficiency (no bedroom)	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom
Fair Market Rent	789	906	1,120	1,566	1,908
High HOME Rent	789	906	1,120	1,426	1,571
Low HOME Rent	756	810	972	1,123	1,253

Table 28 – Monthly Rent

Data Source: HUD FMR and HOME Rents

Is there sufficient housing for households at all income levels?

As noted above, using a housing gaps model for this analysis, a current rental gap exists of approximately 3,500 units that are affordable to households making less than \$25,000 — households that are considered to be extremely low-income. Overall, there is a total gap of 1,441 units available to renter households at affordable prices. While the housing unit growth rate has slightly exceeded the population growth rate over the last ten years, there is still a significant need for deeply affordable housing in Missoula.

Unsurprisingly, nearly all of these households experience cost burden. According to the 2021 5-year ACS data, for households making less than \$20,000 per year, 94% of both owners and renter households experience cost burden in Missoula. For households making between \$20,000-\$35,000, 79% of renters and 36% of owners experience cost burden. For households making between \$35,000-\$49,999, 50% of owner-occupied households are cost burden and 40% of renter households are cost burden.

Stakeholders and residents confirmed the lack of sufficient housing available at all income levels in Missoula. Aside from monthly rental payments, many stakeholders and residents described one of the largest barriers to getting into housing were the upfront costs, which include an application fee, security

deposit, and first and last month's rent. The additional requirement of landlords wanting tenants to make three times the income of the monthly rent payment is infeasible for a significant number of low-income residents. One resident shared that when they were approved for a unit, they had three days to come up with all upfront costs and were forced to take out a loan. Stakeholders and residents emphasized that the City should not only focus on increasing the availability of affordable housing but also removing these upfront barriers for low-income households.

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

Rental Market

According to the Missoula Organization of Realtors, the rental vacancy rate in Missoula continues to be extremely low. While vacancy rates between 5-8% indicate a healthy rental market, the MOR's rental data dashboard from their 2023 Five Valleys Housing Report shows that the first quarter of 2018 was the last time the city of Missoula had a rental vacancy rate above 5%. Since then, the vacancy rate has continued to decrease, falling to an average of 1.1% through all of 2022.

By housing type, in 2022, the vacancy rate for a studio was 0.7%, a one-bedroom unit was 1.6%, a two-bedroom unit was 0.9%, a three-bedroom unit was 0.5%, and a unit with four or more bedrooms was 5%. The low vacancy rate has in turn contributed to rising rental prices. Between 2018 and 2022, the average rental price for a studio increased 48% (\$821), a one-bedroom unit increased 52% (\$925), a two-bedroom unit increased 47% (\$1,191), a three-bedroom unit increased 42% (\$1,489), and a unit with four or more bedrooms increased 33% (\$1800).

The tight rental market will continue to make it challenging for low-income households to find affordable housing options in Missoula.

Homeownership Market

Low- and moderate-income households in Missoula continue to find themselves further and further out of reach from buying a home, particularly over the last five years. The Missoula Organization of Realtors reported that in the Missoula Urban Area, the 2018 median sales price was \$290,000. In 2022, the median sales price was \$520,000 — a 79% increase over the last five years. According to 2021 5-year ACS data, the median home value in Missoula was \$324,700. Housing costs for new construction are projected to continue increasing.

According to the Joint Center for Housing Studies at Harvard (JCHS) 2023 State of the Nation's Housing report, "single-family homebuilding declined significantly last year as buyers reacted to sharply higher borrowing costs." This trend is most likely to impact lower income households and first-time homebuyers, with the report stating that "the decline in new homebuilding is particularly acute for

lower-priced homes, due to rising construction and land costs, limited lot availability, and regulatory barriers.”

Stakeholders described that the populations in need of homeownership assistance is continuing to increase. One stakeholder who works with residents trying to buy a home shared that every organization in the city is struggling to meet the needs of populations making between 30-50% AMI with homeownership opportunities. Another stakeholder shared that their organization has traditionally only assisted households making 80% AMI or below with homeownership assistance. However, because of escalating home sales prices in Missoula, they have expanded their programs for households making 120% AMI or below. They wanted to see more flexibility in the funding sources they receive to serve more people in need. Other stakeholders stressed the importance of homeownership rehabilitation programs to keep people who might be on the verge of losing their homes.

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

Fair market rent is established by HUD based on rent surveys in the county and represent the average rent in the area. The National Low-Income Housing Coalition (NLIHC) calculates the affordability levels of rental costs based on the definition that rent and utilities should not exceed 30% of income. Using fair market rent data and assuming a 40-hour work week for 52 weeks per year, the NLIHC has determined the average hourly wage for renters in the Missoula MSA is not sufficient to afford an average two-bedroom apartment.

- Hourly wage needed to afford 1-bedroom unit @ fair market rent = \$17.42
- Hourly wage needed to afford 2-bedroom unit @ fair market rent = \$21.54
- Annual Income needed to afford 2-bedroom unit (average fair market rent) = \$44,800
- Median renter household income = \$43,744

Additionally, for a Missoula resident earning minimum wage (\$9.95/hour), they would have to work 70 hours in a week to afford a modest one-bedroom rental home at Fair Market Rent. For a two-bedroom apartment at Fair Market Rent, a Missoula resident earning minimum wage would need to work 87 hours.

Discussion

Increasing prices of homes for rent and sale in Missoula continue to have a disproportionate impact on low- and moderate- income households. Household median income increased at a higher rate (49%) compared to median home value (40%) and median contract rent (43%) between 2010 and 2021. However, rising interest rates and high downpayment costs make it increasingly difficult for lower-income households to buy a home. In 2022, the median sales price for a home in the Missoula Urban Area was \$520,000. To afford a home at this price point, assuming a 5% downpayment, a household would need to make an income of approximately \$160,900 to make the mortgage payments and not be

cost burdened. Additionally, there is a current rental gap of approximately 3,500 units that are affordable to households making less than \$25,000 — households that are considered to be extremely low-income. Overall, there is a total gap of 1,441 units available to renter households at affordable prices.

While the City has made great strides at increasing housing development over the last few years, escalating housing prices are still impacting low-income households' ability to buy an affordable home or find a place to rent. The City will continue working to minimize barriers and provide financial incentives, where possible, and to promote the production and preservation of diverse, healthy, and safe homes. Additionally, the City will continue to prioritize partnerships with affordable housing developers and partners to increase affordable housing in the city.

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

Introduction

According to 2021 5-year ACS data, 53% of owner-occupied housing and 51% of renter-occupied housing in Missoula was built before 1980. As such, these homes are more susceptible to lead-based paint hazards and more likely to have deferred maintenance and require energy efficiency upgrades. Of the four factors that HUD uses to define housing problems, the most common housing problem for owner-occupied households is cost burden, while severe cost burden is the most common housing problem for renter-occupied households. Households experiencing cost burden often lack funds for housing repairs and basic maintenance.

Definitions

HUD defines housing problems to include the following:

- Lack of a complete kitchen;
- Lack complete plumbing facilities;
- Cost burdened: A housing cost burden of more than 30% of the household income. Cost burden is the fraction of a household's total gross income spent on housing costs. For renters, housing costs include rent paid by the tenant plus utilities. For owners, housing costs include mortgage payments, taxes, insurance, and utilities; and
- Overcrowded: Overcrowded is defined as more than one person per room, not including bathrooms, porches, foyers, halls, or half- rooms.

The Condition of Units table below, pre-populated by HUD, utilizes "conditions" in a similar manner to housing problems as defined above. In addition to this definition, HUD requires the jurisdiction to provide a definition of "standard condition" and "substandard condition but suitable for rehabilitation." For purposes of this Plan, "standard condition" is defined as a dwelling unit that meets all applicable housing and building codes, and "substandard condition but suitable for rehabilitation" is defined as a dwelling unit that does not meet some of the applicable housing and building codes, and its rehabilitation would not exceed 50% of the replacement cost of the dwelling. Exceptions may be made to the 50% of replacement cost threshold on a case-by-case basis, and the rationale will be documented.

Condition of Units

Condition of Units	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
With one selected Condition	3,320	22%	8,499	49%
With two selected Conditions	39	0%	231	1%
With three selected Conditions	0	0%	73	0%
With four selected Conditions	0	0%	0	0%
No selected Conditions	11,635	78%	8,436	49%
Total	14,994	100%	17,239	100%

Data Source: 2015-2019 CHAS

Year Unit Built

Year Unit Built	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
2000 or later	4,378	29%	5,146	30%
1980-1999	2,772	18%	3,328	19%
1950-1979	4,759	32%	6,048	35%
Before 1950	3,085	21%	2,717	16%
Total	14,994	100%	17,239	100%

Table 30 – Year Unit Built

Data Source: 2015-2019 CHAS

Risk of Lead-Based Paint Hazard

Risk of Lead-Based Paint Hazard	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
Total Number of Units Built Before 1980	7,844	53%	8,765	51%
Housing Units built before 1980 with children present	1,205	54%	645	43%

Table 31 – Risk of Lead-Based Paint

Data Source: 2017-2021 ACS (Total Units) 2015-2019 CHAS (Units with Children present)

Vacant Units

	Suitable for Rehabilitation	Not Suitable for Rehabilitation	Total
Vacant Units	0	0	2,318
Abandoned Vacant Units	0	0	0
REO Properties	0	0	0
Abandoned REO Properties	0	0	0

Data Source: 2021 5-year ACS

Need for Owner and Rental Rehabilitation

According to 2021 ACS data, an estimated 53% of owner-occupied housing and 51% of renter-occupied housing in Missoula was built before 1980. Census Tracts (and their corresponding neighborhood(s) with the highest percentage of housing units built before 1980 include:

- Census Tract 5.02 (88% of all housing units), University District;
- Census Tract 11 (81%), Rose Park;
- Census Tract 12 (79%), Rose Park and Lewis & Clark;
- Census Tract 3 (71%), Heart of Missoula; and
- Census Tract 2.03 (70%) Westside and Northside.

Additionally, CHAS data estimates that 54% of owner-occupied housing built before 1980 includes children, as well as 43% of renter-occupied housing built before 1980. Homes built before 1980 are more likely to lack complete kitchen and/or plumbing facilities, have deferred maintenance, as well as have heating and cooling deficiencies. Generally, because lower income households are more likely to live in these housing units, rehabilitation or maintenance of the unit is less likely to occur.

HUD CPD maps show that Census Tracts 2.05 and 2.06 have the greatest concentration of low-income households living in substandard housing in Missoula. The Captain John Mullan and Grant Creek neighborhoods are located within these Census Tracts.

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

Homes built before 1980 have the greatest risk of lead-based paint hazard, as the federal government banned lead from paint beginning in 1978. According to the federal Environmental Protection Agency (EPA), nationally, 24% of homes built between 1960 and 1977 contain lead-based paint, in addition to 69% of homes built between 1940 and 1950, and 87% of homes built before 1940. According to 2021 ACS 5-year data, there are 7,844 owner-occupied units and 8,765 renter-occupied units in Missoula built before 1980 that are susceptible to lead-based paint. Of these units, there are 1,850 children living in units built prior to 1980 in Missoula.

Typically, lead based paint is discovered during a construction project, and many households may not know if their home contains such risk. As such, awareness of the potential hazards and education to properly maintain, control, and abate lead-based paint is important. Applicants for state CDBG and HOME funds receive information on dealing with lead-based paint hazards and may receive technical assistance, training and assistance with the cost of lead-based paint removal activities. City of Missoula subrecipients also receive information about lead-based paint hazards.

Discussion

The need for rehabilitation is typically in neighborhoods with high concentrations of older homes. In addition to issues like deferred maintenance and lack of energy efficient features, older homes are also more likely to be impacted by other toxins, such as radon, mold, and asbestos. There are several existing programs operated through Missoula area non-profits and government agencies that address rehabilitation in residential units:

- **NeighborWorks Montana and Homeword:** Home-buyer counseling and post-purchase education classes address home maintenance needs.
- **Human Resource Council:** Homeowner Rehab and Repair Loans and Energy Conservation programs are available for income-qualifying households.
- **Montana Department of Commerce:** The Housing Division administers Low-Income Housing Tax Credits can be used for rehabilitation of multi-family properties.

- **Northwest Energy:** Energy Conservation Education and Audits.
- **Missoula County Health Department:** Provides lead, radon, asbestos, and mold remediation information to County residents.

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

Introduction

Created in 1978, the Missoula Housing Authority (MHA) serves low- and moderate-income persons living in Missoula and surrounding areas (outside the city limits and within a ten-mile radius). The main programs the agency operates include:

- **Affordable housing:** MHA owns and manages the following properties that serve low-to-moderate income families throughout Missoula. All of MHA's affordable housing properties accept tenant-based vouchers, such as Section 8 Housing Choice Voucher, Shelter Plus Care, and VASH.
- **Subsidized housing:** MHA offers housing choice vouchers to participants that live within the City of Missoula and within a 10-mile radius outside the city limits and meet certain income thresholds. Additionally, MHA offers permanent housing for people who are unhoused and project-based rental assistance.
- **Programs for people who are unhoused:** including a permanent supportive housing program, supportive housing with wraparound services, and emergency voucher programs.
- **Special vouchers:** In addition to MHA's affordable housing options, applicants may qualify for special programs that connect them with housing. Special vouchers include those for veterans, survivors of domestic violence, people living with disabilities, foster youth, and emergency housing vouchers for residents experiencing homelessness, those at-risk of experiencing homelessness, those fleeing or attempting to flee domestic violence, stalking or human trafficking, or those recently homeless in a rapid re-housing program.

The Missoula Housing Authority currently has the designation of a “High-Performing PHA” and has never been designated as “troubled” or “performing poorly.”

The following is a list of assisted multifamily properties in Missoula:

- Cottage Park (60 units) (low and very low, Section 8)
- Council Groves (72 units) (extremely low income)
- Grandview (48 family units) (Section 8)
- Eagle Watch Estates (24 units) (Disabled)
- Bruce Blattner Apartments (8 units) (Disabled)

- Uptown Apartments (14 units) (Single homeless adults)
- Silvercrest Apartment Community (50 units) (62+ seniors)
- Valor House (17 units) (Veterans)
- Missoula Manor (126 unit) (Seniors, Section 8)
- Clark Fork Riverside Manor (134 units) (Seniors)
- Union Place I & II (LIHTC properties)
- Fireweed Apartments (12 low-income families)
- Equinox (35 units)
- Gold Dust Apartments (18 low-income families)
- Lenox Flats (10 low-income families)
- Orchard Gardens (35 units) (Low to moderate income)
- Phillips Street Apartments (8 units) (Low to moderate income)
- Russell Square Apartments (52 units) (LIHTC)
- Palace Apartments (60 units)
- River Ridge (70 units) (Seniors)
- Garden District (37 units) (LIHTC)
- Silvertip Apartments (115 units) (Low to moderate income)
- Burlington Square (51 units) (Seniors)
- Alder Park Apartments (74 units) (Section 8)
- Parkside Village (104 units)
- Creekside Apartments (161 units)
- Wildflower Apartments (96 units)
- COAD Apartments (three 6-plex units)

Totals Number of Units

	Certificate	Mod-Rehab	Public Housing	Program Type						
				Vouchers			Special Purpose Voucher			
				Total	Project -based	Tenant -based	Veterans Affairs Supportive Housing	Family Unification Program	Disabled *	
# of units vouchers available		14	0	1,108	245	863 (includes SPV)	52	11 FYI	66 MS5	
# of accessible units										

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

Table 32 – Total Number of Units by Program Type

Data Source: PIC (PIH Information Center)

Describe the supply of public housing developments:

In July 2021, the Missoula Housing Authority converted their remaining public housing units into project-based housing choice vouchers. As such, there are no remaining public housing units or developments in the city of Missoula.

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

n/a

Public Housing Condition

n/a

Table 33 - Public Housing Condition

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

n/a

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

n/a

Discussion:

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

Introduction

In 2011, the City of Missoula and Missoula County worked together to develop *Reaching Home: Missoula's 10-year Plan to End Homelessness*. The plan built upon community efforts to address homelessness with the ultimate goal to make instances of homelessness rare, brief, and one-time only in both the city and the county. The two fundamental principles of the plan include:

- **Prevention and Rapid Re-Housing:** Preventing homelessness is far less costly than trying to address the problem once housing has been lost. Paying overdue rent or first month's rent and a deposit when individuals or families are in a crisis may be all it takes to keep people from losing their housing. The longer people are without housing, the costlier and more difficult it is to get them back in homes.
- **Housing First:** This model supports the idea that the best way to address homelessness is to house people. It prioritizes supporting households to housing without any prerequisites or requirements for service engagement, with the recognition that people must have safe and stable housing before they can address other life challenges. Housing first encourages housing solutions to be accompanied by supportive services, which are voluntary but readily available to anyone who chooses to engage. Applying this model has helped communities reduce public expenditures on emergency hospital services, jails, ambulance services and emergency shelters. Assessment is key to determining who is at risk of becoming unhoused and providing a quick response.

With the conclusion of the plan in 2022, one staff member described that while the plan did not end the experience of homelessness in Missoula, "...it did make the connections needed to bring organizations together to better understand homelessness while supporting and measuring creative efforts to make real improvements for those experiencing homelessness."¹⁰ A brief summary of the successes coming out of the plan are articulated below.

- In 2016, the City of Missoula created its Housing and Community Development department
- In 2017, Missoula's Coordinated Entry System was created, which "allowed for a single entry point into service provision for all Missoulians experiencing homelessness. It [also] helped cut down on competition between service providers, enabled centralized data about the population and increased efficiency all around."¹¹
- In 2020," the Temporary Safe Outdoor Space opened at its original site and the Emergency Winter Shelter program at the Johnson Street Community Center opened in spring 2021. In January 2023, the Temporary Safe Outdoor Space moved to a new expanded location, which includes the addition of Pallet shelters.

¹⁰ <https://pub-missoula.escribemeetings.com/filestream.ashx?DocumentId=275193>

¹¹ <https://www.kpax.com/news/missoula-county/missoulas-plan-to-end-homelessness-10-years-later-whats-next>

- In 2020, United Way of Missoula County partnered with the City to create the Housing Solutions Fund, a flexible financial assistance fund that has proven highly effective in keeping households in their housing and/or helping households rapidly resolve a housing crisis.
- In spring 2021, the City and County jointly launched an initiative called Operation Shelter, which set up an incident management team with operations and logistics experience to identify and vet potential alternative locations to live for community members who are unhoused.
- In February 2023, the Trinity Apartments began leasing affordable rental housing to low-income households in Missoula.

At the conclusion of the plan, the City hired a consultant to evaluate the efficacy of the plan. While the plan generated many successes, challenges to end houselessness still exist. Below is a brief summary of the recommendations coming from the evaluation.

- **Create an updated plan** that responds to the shifting landscape around housing and houselessness and leverages the attention and focus housing and houselessness is currently receiving from policymakers and elected officials;
- **Continue to build on Reaching Home successes** by building upon the infrastructure and framework that *Reaching Home* developed to respond to and prevent houselessness;
- **Improve communication and messaging** to better highlight what actions the City and partners are taking and how they are impacting houselessness;
- **Strengthen community engagement** to better help the community understand the complexities of addressing houselessness and build community generated-solutions;
- **Enhance data collection and use of Missoula's Coordinated Entry System (MCES)** to continue to identify, track, and report data that reflect client interactions across multiple continuum of care (CoC) levels and include factors that contribute to preventing the experience of houselessness and/or sustaining and enabling an exit from houselessness;
- **Increase affordable housing** by pursuing creative ways to both increase the development of affordable, low-income housing units and limit the ability of landlords and property managers to raise rents and set prohibitive restrictions for applicants and tenants; and
- **Support substance use disorder management** to better support those with serious medical management issues or disabilities find and remain housed.

As described in the Needs Assessment, collecting data on unhoused residents is challenging. While the annual Point-in-Time Count provides a useful snapshot of the extent of houselessness in the city, it does not paint a complete picture. For example, 356 people were identified as experiencing houselessness in Missoula at the time of the count in January 2023. However, in the Missoula Coordinated Entry System (MCES), there were 1,047 people as of June 17, 2023. To better understand the realities of neighbors who are living without shelter and what types of shelter or services they would like to see available, the City implemented its own survey “Point-in-Time” survey during the summer of 2023.

The City surveyed 121 unhoused residents between July 31st and August 4th, 2023. Findings from the survey included:

- 64% of respondents reported previously being unhoused;
- 64% of respondents reported being unhoused for more than a year;
- Job loss was the most common self-reported cause for experiencing houselessness, followed by “mental health,” “physical disability,” “family conflict,” and “eviction.”
- The top three answers for preferred temporary living environment were “hotel, motel, or AirBnb,” “authorized campsite,” and “shelter.”
- Respondents were asked what would best foster support during their time experiencing houselessness, with answers including “food,” “access to bathrooms,” “stable place to rest or sleep,” and “friendship.”

The City of Missoula continues to make efforts to strengthen its data collection efforts on houselessness, as well as share the data with the community.

Facilities and Housing Targeted to Homeless Households.

The Missoula Coordinated Entry System (MCES) does not have real-time tracking of resources, which includes beds, units, rental assistance, and case management enrollment. The table below provides an estimate of facilities and housing targeted to residents experiencing houselessness.

	Emergency Shelter Beds		Transitional Housing Beds	Permanent Supportive Housing Beds	
	Year Round Beds (Current & New)	Voucher / Seasonal / Overflow Beds	Current & New	Current & New	Under Development
Households with Adult(s) and Child(ren)	178		12		0
Households with Only Adults	282		6	194	0
Chronically Homeless Households					0
Veterans			20	17	16
Unaccompanied Youth					0

Table 34 - Facilities and Housing Targeted to Homeless Households

Data Source State of Montana Continuum of Care
Comments:

The Poverello Center has the capacity to shelter between 125 and 132 individuals at its Broadway Street location, as well as an additional 150 individuals at the Johnson Street Shelter. The Poverello Center also provides 20 transitional housing units for Veterans through its Housing Montana Heroes program and plans to build another facility that will serve an additional 16 veterans.

Additionally, the Meadowlark Family Housing Center, a joint venture between the YWCA and the Missoula Interfaith Collaborative, provides 178 beds for families and survivors of domestic violence. The YWCA also offers six transitional housing beds. Mountain Home Montana provides 12 transitional units for mothers and their children.

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

A network of public and private agencies in Missoula provides a variety of mainstream services through referrals and cooperative service agreements:

- The Western Montana Mental Health Center (WMMHC) has a specific certified Mental Health Professional that coordinates discharges with the Montana State Hospital and attends the Admission and Discharge Review Team (ADRT) meeting every other month; this also allows for meeting with prospective and established clients face-to-face at the State Hospital. Locally, WMMHC also coordinates discharges with Missoula's two hospitals: St. Patrick Hospital and Community Medical Center. In addition to ADRT, WMMHC has PATH (Projects for Assistance in Transition from Homelessness) and PACT (Program of Assertive Community Treatment) teams that offer various housing navigation, medication management, and housing retention services.
- Missoula has two part-time Community Liaison Outreach Specialists funded through the Department of Public Health and Human Services. They provide transitional support to individuals with mental illness being discharged from the Montana State Hospital and into services offered in our community.
- St. Patrick Hospital is coordinating with the Montana State Hospital to receive signed releases of information for patient's being conditionally released; this helps ensure that if/when the recently released patient is seeking services in the emergency department, the staff have some background information.
- Partnership Health Center has a Community Care Team (CCT) which includes a Registered Nurse and provides street medicine and connections to other behavioral and medical health services directly to neighbors who are living without shelter.
- Partnership Health Center has three satellite health clinics, one at the Missoula Food Bank and Community Center, one at The Poverello Center shelter, and one at Lowell Elementary School to offer accessible medical care to neighbors who may visit those organizations for services. They are working to open a fourth satellite clinic at the Trinity Navigation Center, which is intended to open later this year. All satellite clinics are also open to the general public.
- Partners for Reintegration (PFR), a sub-committee of the Missoula Criminal Justice Coordinating Council (CJCC), is a community coalition focused on improving reentry for returning citizens. Safe, affordable housing is the current biggest difficulty facing returning citizens from both state and county facilities, and also affects their families and children.
- In Missoula, the Emergency Solutions Grant rapid re-housing (RRH) program was used to provide unhoused individuals in a three-county area with any of the following forms of assistance: one to three months of rental assistance, a rental security deposit equal to no more

than two months' rent, last months' rent, a utility security deposit, rental application fees, utility payments, utility arrears up to 12 months, and arrears from a prior rental.

- Missoula is actively involved in Crisis Intervention Team (CIT) Montana and provides a 40-hour basic academy each year. CIT is a collaborative effort between law enforcement, mental health agencies and community resource providers.
- Missoula has a Mobile Support Team (MST), operated through a partnership between the City of Missoula's Fire Department and Partnership Health Center. This team is dispatched through 9-1-1 for emergency calls that are mental or behavioral health related.
- As shown in the 2023 PIT Count, Native Americans are over-represented in the population experiencing houselessness in the city. Missoula includes All Nations Health Center in local coordinated services and programming efforts to assure we are providing peer support and culturally-sensitive interventions, when possible.
- All Nations Health Center (ANHC) provides sustainable healthy lives for Native people and the surrounding community through culturally-based, holistic care. In addition to medical services that provide culturally competent care to Indigenous residents of the Missoula community, ANHC also provides dental, behavioral health, health promotion, and transportation services.
- Missoula Works is a non-profit subsidiary of the Missoula Interfaith Collaborative organization. Missoula Works was founded in 2016 with the mission to provide employment opportunities, both temporary and permanent, for the long-term unemployed in the Missoula community.
- The David J. Thatcher VA Clinic provides medical, mental health and social services to veterans and their families.
- The At-Risk Housing Coalition has three committees and four working groups to help ensure that resources from public and private sources are being utilized and kept up-to-date:
 - General Committee
 - The Executive Committee is comprised of executive directors and management level staff. The committee meets to discuss agency projects, unhoused policy issues, and to offer input and support for the implementation of the 10-year plan.
 - The SOAR Committee ensures high quality SOAR applications are being submitted to the local Social Security Administration by monitoring community outcomes, identifying and resolving application challenges, identifying areas for SOAR expansion and exploring strategies for ongoing funding and sustainability.
 - The Point in Time Count workgroup meets each September through January to plan and implement Missoula's annual point-in-time houseless survey and housing inventory.
 - The Homeless Persons' Memorial workgroup meets in the fall to plan the annual Homeless Persons' Memorial held in December on the longest night of the year
 - The Continuum of Care workgroup convenes in the summer to compile the necessary information for Missoula's HUD Continuum of Care applications and make recommendations to ARHC for endorsement. Meeting times are dependent on Housing and Urban Development process with the State CoC – Montana Continuum of Care Coalition.
 - The Missoula Coordinated Entry System Oversight Committee meets every 1st Tuesday to discuss improvements, questions, and updates within MCES.

- The Houseless Providers workgroup meets every 1st Thursday to discuss urgent needs and weather-related challenges and engage in problem solving to support neighbors who are unhoused.

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

Chronically unhoused individuals and families

- As noted previously, Missoula has dedicated emergency shelter and transitional housing beds for those who are chronically unhoused. The Missoula “Reaching Home -10-year Plan” included strategies to address chronic homelessness, including supportive services and providing permanent housing. As of 2023, the City is in the process of developing the next strategy to address homelessness.
- The City of Missoula's HOME-supported Tenant-Based Rental Assistance (TBRA) program provided rental housing assistance to unhoused households.
- Missoula's Coordinated Outreach Team (WMMHC, Poverello Center, Open Aid Alliance, Volunteers of America, Hope Rescue Mission, and others) provides outreach services to neighbors who are unhoused in the city of Missoula, the urban area around Missoula, as well as East Missoula and Bonner.
- Missoula Housing Authority, Homewood, and BlueLine Development developed the new Blue Heron Place, which has 30 one-bedroom apartments dedicated to Permanent Supportive Housing. These apartments will support neighbors who are chronically unhoused and the most vulnerable in Missoula. The property will be managed by Missoula Housing Authority with supportive services provided by Partnership Health Center and The Poverello Center.
- Missoula has a FUSE program – Frequent Users System Engagement – operated by Partnership Health Center in coordination with Missoula's Coordinated Entry System. This program identifies the highest utilizers of crisis services (911, jail, hospital emergency rooms) and provides targeted case conferencing and housing navigation to support those neighbors to housing solutions. Neighbors who are on the FUSE list are the top priority in the Missoula Coordinated Entry System prioritization policy for local housing resources such as housing vouchers.
- YWCA Missoula has a Family Housing Center that provides short-term shelter for families, as well as shelter for survivors of interpersonal violence.
- The Poverello Center provides emergency shelter for adults over the age of 18. They also provide food and entry to the Missoula Coordinated Entry System.
- The PATH program out of Western Montana Mental Health Center provides resources and case management for individuals with a serious mental illness, or serious mental illness and substance use disorder, who are experiencing homelessness or are at imminent risk of becoming unhoused.

Families with Children

- Missoula provides 178 emergency shelter beds for unhoused families with children.
- 18 transitional housing beds are provided to unhoused families with children.
- 128 permanent housing beds are provided for families through various programs.
- Unhoused families with children are connected with any and all applicable services and programs.
- District School Liaisons identify families and youth in Missoula school who are unhoused or at-risk of being unhoused.
- Missoula County Public Schools participate in the Missoula Coordinated Entry System as a partnering agency.
- Mountain Home Montana provides housing and supportive services for young mothers and their children.

Veterans and their families

- The U.S. Department of Housing and Urban Development (HUD) - Veterans Affairs Supportive Housing (VASH) Program combines Housing Choice Voucher rental assistance for veterans who are unhoused with case management and clinical services provided by the Department of Veterans Affairs. The Montana Department of Commerce's Rental Assistance Bureau provides this rental assistance for eligible veterans across the state.
- The Poverello Center's Valor House provides permanent housing for veterans. The facilities offer the following services: housing, case management, transportation, community service referrals, laundry facilities, internet access, access to Veterans' Affairs and support services (medical, dental, mental health and vision care plus employment services).
- There is a Veterans' Affairs Office in Missoula, which provides outreach and services to Veterans and receives referrals from primary health care providers, as well as HUD-VASH vouchers.
- Missoula Coordinated Entry System's Prioritization Policy ensures that chronically unhoused households and non-VASH eligible Veterans are prioritized first for Permanent Supportive Housing. The aforementioned Prioritization Policy considers the scores of local vulnerability assessment, the MAP (Matching to Appropriate Placement), in addition to other factors associated with vulnerability. Those with the highest MCES scores are prioritized for limited resources first. Missoula's Coordinated Entry System ensures that Veterans are receiving VA dollars first, whenever possible.
- Volunteers of America Northern Rockies supports Veterans and their families with housing services through Supportive Services for Veteran Families (SSVF), providing rental assistance and housing case management.
- Veterans Inc. provides case management, housing and employment support, and Supportive Services for Veteran Families (SSVF) across the state of Montana.

Unaccompanied Youth

- The Montana State Continuum of Care has a Youth Homelessness Demonstration Project (YHDP) grant and has developed an active and engaged Youth Action Board (YAB) which guides the YHDP work and participates in all Montana CoC activities. The Youth Action Board is made up of young people with lived expertise of houselessness.

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

Introduction

As discussed throughout the plan, the city of Missoula has a robust system of organizations and agencies working to provide housing and other supportive services to the city's most vulnerable populations. In the face of declining state and federal resources, these organizations are finding it increasingly difficult to adequately maintain facilities and provide robust supportive services for all those in need.

Compounding this situation is a growing aging population, as well as increasing costs of developing affordable housing. The following section details the similar, yet unique, housing and supportive service needs of these populations throughout the city.

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

Elderly

As previously described in the NA-45 section, the elderly population has grown rapidly and is projected to continue growing rapidly in Missoula over the coming decades. In Missoula, 11,948 households are considered elderly (over the age of 62) and approximately 600 households are considered frail elderly. Current challenges faced by this population include:

- Fixed income makes it more difficult to afford rising housing costs;
- Housing instability or experiencing houselessness for older populations can often lead to a breakdown of their support system;
- Access to affordable, trustworthy home maintenance, repair and modification is frequently identified as a need.
- Lack of available, affordable home and community-based services can lead to negative outcomes or premature institutionalization.

According to a housing needs model used for this analysis, 976 elderly households (8% of the elderly population in Missoula) have housing or service needs. Of the estimated 600 households that include residents considered “frail elderly”, approximately 50 of these households also have housing and service needs. Older adults comprise households smaller than the average households, which will create a demand for smaller, accessible units.

Several stakeholders spoke about how fixed income is a major challenge for seniors and contributes to their economic and housing insecurity. Stakeholders shared that because of this, it can be difficult for seniors to stay in their homes if they don't have the financial resources to have caregivers and service providers come to their home. Many stakeholders noted that in addition to medical, health, and care services needed by this population, companionship is also another service greatly in need. Stakeholders

described that isolated elderly populations can be more at risk of health challenges. Additionally, stakeholders felt that a lot of services targeted at seniors assume these populations have places to live. One stakeholder described that a lot of elderly Missoulians are barely able to stay in their homes because of property tax increases and accessibility challenges. Stakeholders felt that with more housing options that met the needs of this population, there would be less of a reliance on the need for intensive supportive service delivery.

Persons with Disabilities

According to 2021 ACS data, 11.3% of Missoula's population or 8,189 people have some type of disability. Among the general population, the most common type of disability is a cognitive disability (5.6% of Missoula's population) while among the population over age 65, the most common type of disability is ambulatory (19.9% of Missoula residents over than 65), followed by hearing difficulty (14.6%). Since many residents in this population rely on SSDI, it is increasingly difficult to find housing that is affordable. Additionally, residents who want to age in place in their current home might not be able to due to the high cost of rehabilitation. Moreover, the lack of accessible housing —housing with universal design features—makes it that much more difficult for residents living with disabilities to age in place.

According to a housing needs model used for this analysis, 2,285 households that include a person living with a disability (28% of households with persons experiencing a mental, physical, and/or development disability) are estimated to have housing or service needs in Missoula. As described in the Needs Assessment section, stakeholders pointed to the lack of accessible housing as the greatest housing need for populations living with disabilities. Stakeholders highlighted that even when accessible units are built, it does not mean that a person living with a disability will be able to live in those units. Stakeholders also emphasized that depending on the disability a person is living with (physical, mental, or developmental), the housing and supportive service needs vary widely. In addition to the lack of resources available to serve this population, many stakeholders talked about losing staff and capacity to assist these populations due to the lack of affordable housing available for their staff. Case management was another supportive service need articulated by stakeholders.

Persons with HIV/AIDS

According to AIDSVu, 119 of every 100,000 people in Missoula County are living with HIV. Based on the state's incidence rate of people living with HIV and AIDS, there are approximately 50 people in the city of Missoula who are living with HIV/AIDS. However, this is likely an undercount.

Open Aid Alliance, an organization that serves the immediate needs of people living HIV/AIDS and fights the stigma and fear associated with the disease, administers the Housing Opportunities for People with Aids (HOPWA) program. This program provides access to affordable housing and support services to people living with HIV/AIDS and their families, such as housing assistance, free counseling services, support groups and social activities, and comprehensive case management services.

Additionally, several organizations in Missoula County offer counseling and testing for HIV/AIDS, including All Nations Health Center and Partnership Health Center. While HOPWA is an invaluable resource for this population, stakeholders stressed that more resources are needed for this population to stay housed and receive the services they require. In addition to more housing assistance, case management and more resources to help retain staff were other significant needs described by stakeholders.

Substance Use

Stakeholder shared that people with unmet substance use and mental health needs disproportionately utilize emergency city services, such as fire, ambulance, and the City's Crisis Intervention Team (CIT). According to a housing needs model used for this analysis, of the estimated 11,673 Missoula residents experiencing substance use and/or chemical dependency, 5,562 (48% of these households) are estimated to have housing or service needs in Missoula. Permanent housing access and behavioral health and substance use counseling are essential to support this population. Stakeholders expressed a critical need for more addiction treatment services, as well as safe places for people to detox. Stakeholders also emphasized a need for different segments of the population to have their own dedicated facilities (e.g., women-only facilities). Stakeholders agreed that the greatest need for this population was permanent supportive housing (with wraparound services).

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

The following organizations provide mental health and disability services in Missoula.

Mental Health

- All Nations Health Center
- Western Montana Mental Health Center
- Providence Psychiatry – Saint Patrick's Hospital
- Partnership Health Center
- Curry Health Center
- AWARE
- Blue Mountain Clinic
- Ag Worker Health & Services
- Private Providers

Disability Services

- Missoula Aging Services & Disability Resource Center
- Montana Advocacy program
- MonTech – Assistive Technology

- Opportunity Resources
- Jobs Inc.
- Summit Independent Living

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

All four goals articulated in the Consolidated Plan aim to address not only the needs of residents experiencing houselessness, but also the needs of special populations and residents who are at risk of becoming unhoused. The Plan's first goal is to increase housing options for extremely low, low, and moderate-income households through new development, preservation, and rehabilitation. Housing options that emphasize accessibility, are located near transit corridors and other amenities, and include sustainable and climate-resilient approaches and practices will be prioritized by the City.

Additionally, the City will fund activities that improve housing stability for individuals and households with critical needs, particularly special populations and populations at risk of experiencing houselessness. The City's Affordable Housing Trust Fund updated its policies in December 2023 to expand funding eligibility to housing case management and supportive services that results in people staying in permanent housing. The City is also working with HUD to provide three fair housing trainings in spring 2024, with one focused on housing service providers and another on tenants/residents.

The City will also look to address critical community needs by funding gaps that serve special populations and households considered extremely low, low, or moderate income.

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

Missoula's community mental health center, Western Montana Mental Health Center (WMMHC) has a specific certified Mental Health Professional that coordinates discharges with the Montana State Hospital and attends the Admission and Discharge Review Team (ADRT) meeting every other month; this also allows for meeting with prospective and established clients face-to-face at the State Hospital. Locally, WMMHC also coordinates discharges with Missoula's two hospitals: St. Patrick Hospital and Community Medical Center.

WMMHC also employs several staff at the Missoula County Detention Facility and they specifically have a case manager that completes discharge planning at the jail. This person also works with households after they are released for up to 90 days in attempt to reduce recidivism.

Missoula has two part-time Community Liaison Outreach Specialists funded through the Department of Public Health and Human Services. They provide transitional support to individuals with mental illness being discharged from the Montana State Hospital and into services offered in our community.

St. Patrick Hospital is coordinating with the Montana State Hospital to receive signed releases of information for patient's being conditionally released; this helps ensure that if/when the recently released patient is seeking services in the emergency department, the staff have some background information.

Partners for Reintegration (PFR), a sub-committee under ARHC, is a community coalition focused on improving reentry for returning citizens. Safe, affordable housing is the current biggest difficulty facing returning citizens from both state and county facilities, and also affects their families and children. PFR's close working relationship with ARHC benefits both organizations and can increase community safety and success in reintegration. PFR has been active for four years and is supported by over 300 people, as reflected in their mailing list. This includes returning citizens, probation and parole, attorneys, individuals in private practice as well as agencies already involved in ARHC.

The Human Resource Council operates an Owner-Occupied Rehab program to support homeowners with low incomes staying in place and living in accessible, habitable housing. The program receives funding from Community Development Block Grant (CDBG) funding.

The Regional Access Mobility Program (RAMP) provides wheelchair ramps to homes of seniors and people with disabilities to increase housing retention and visitability.

The Housing Solutions Fund is a flexible financial assistance fund to prevent households from entering homelessness or quickly divert households from the homeless system through rapid resolutions. It's operated through a partnership between United Way of Missoula County and Human Resource Council. All referrals are made through the Missoula Coordinated Entry System. The City is the lead entity operating the Missoula Coordinated Entry System.

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

Negative Effects of Public Policies on Affordable Housing and Residential Investment

There are several barriers inhibiting affordable housing development in Missoula. Regulatory environment barriers, such as land use regulations that are incompatible with city housing goals, limited land zoned for affordable housing, burdensome subdivision requirements, and lack of city/county alignment around future growth, all play a part in slowing down the City's ability to build affordable housing. Barriers related to housing development, including expensive infrastructure requirements, rising development costs due to labor shortages and inflation, neighborhood pushback on affordable housing development, and uncertainty in development review processes also prove to be challenging. Additionally, funding, cooperation and collaboration among partners, and lack of understanding about housing issues on a community-level all contribute to developing affordable housing in the city.

Barriers and Challenges

In 2019, the City of Missoula adopted *A Place to Call Home*, the city-wide housing policy which was born out of a community driven engagement process. *A Place to Call Home* is a comprehensive, community-driven housing policy that aims to address the gaps in the city's housing market and ensure the market meets the needs of its residents. The adopted housing policy addresses constraints that were identified through reports and community engagement, which are outlined below. The City actively addresses local barriers through policy and programming. The City has limited powers related to regulating the rental environment due to preemptions at the state level. For instance, state statute denies local government the authority to license or regulate the behaviors and activities of landlords regarding tenants beyond the provisions in the Residential Landlord and Tenant Act of 1977. ([Subsections \(1\) and \(13\) of 7-1-111, MCA](#))

Regulatory Environment

1. The City has not completely aligned its land use codes with the goal of infill and providing affordable housing.
2. No performative standards for private developers to meet community housing needs. State preemption on Mandatory Inclusionary Zoning enacted in 2023.
3. Land conservation requirements impacting development costs and ultimately, affordability.
4. State subdivision regulations are burdensome, particularly in the county without base zoning and local processes are layered on top of that.
5. No clear long-term strategic approach to annexation.
6. Infill land use policies are at odds with neighborhood preservation.
7. Limited land zoned dense enough for affordable development.
8. Lack of city/county alignment around growth policy and definitions of infill, tension between providing choice for both urban and rural areas

Housing Development

1. High up-front or uncertain infrastructure requirements.
2. Rising development cost driven by labor shortage and material cost inflation.
3. Neighborhood push-back to infill development.
4. Limited models for below-market rate homeownership development being deployed.
5. No meaningful incentives or clear performative standards for meeting ownership needs.
6. City and county lands are restricted due to infrastructure challenges.
7. Limited land for housing development.
8. Health department regulations uncertain.
9. Limited LIHTC credits for addressing statewide needs. LIHTC allocation on state level is subjective and erratic.
10. Uncertainty in development review processes.
11. Developers feel infrastructure requirements are costly and unpredictable.
12. Public and policy maker perceptions of developers limit opportunities for partnership.
13. Limited education and pervasive perception of Tax Increment Financing makes values aligned development challenging

Funding

1. Limited recurring local source of funding for housing construction.
2. Potential threats for federal funding.
3. Perception of high tax rates in the city.
4. Limited mechanisms for recapturing and recycling affordable housing funding

Other

1. Lack of community level understanding of housing issues.
2. Collaboration between public/private/nonprofit sectors not being fully leveraged.
3. Lack of communication/collaboration between real estate industry, banking, nonprofit and public sectors.
4. NGOs need additional financial support to expand housing efforts.
5. Small pool of developers and providers to meet needs; capacity is limited.

Policy Framework to Address Challenges and Barriers

The City of Missoula Office of Housing & Community Development led an effort to engage community partners in a conversation that resulted in the City of Missoula's Housing Policy, called *A Place to Call Home: Meeting Missoula's Housing Needs*. The resulting recommendations aim to both spur and harness the market to better provide housing at a wide range of entry points, and to ensure all Missoula residents can obtain safe and decent homes. The recommendations coming out of the policy are organized into **four primary action areas**, with the following bulleted recommendations:

- Track and analyze progress for continuous improvement;

- Align and leverage existing funding resources to support housing;
- Reduce barriers to new supply and promote access to affordable homes; and
- Partner to create and preserve affordable homes.

Align and leverage existing funding resources to support housing

- Establish the Affordable Housing Trust Fund (AHTF);
- Leverage and expand funding access with the Missoula Redevelopment Agency; and
- Create a unified application process to streamline work for applicants.

Reduce barriers to new supply and promote access to affordable homes

- Incentivize affordable housing development;
- Support housing consumers; and
- Promote infill through accessory dwelling unit (ADU) development.

Partner to create and preserve affordable homes

- Preserve existing affordable housing;
- Support affordable rental development; and
- Expand affordable homeownership options.

The Missoula Growth Policy is a long-range master plan for the city that was adopted in 2015. Objectives in the Growth Policy to address the above issues include rezoning land for multi-family development, modifying the zoning regulations to provide more options for affordable housing, in-fill development on under-utilized parcels and potential redevelopment of brownfield sites. Currently, the City is working with the community to update Missoula's vision for future growth and to modernize its development regulations to ensure its policies and priorities can be more responsive to current challenges, such as housing affordability, equity, and climate change, as well as respond to the identified affordable housing barriers and challenges in the city. During this process, an *Equity in Land Use* report was completed, which will also help inform equity considerations for affordable housing .

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

Introduction

The City of Missoula is the regional hub for medical, retail, and business in western Montana and is also home to the University of Montana. Other major employers include Missoula County Public Schools, Community Medical Center, and Providence St. Patrick' Hospital. In 2021, the University of Montana reported an increase in enrollment for the first time since 2011. In 2022, the University welcomed its largest first-year class in the last six years. Even with cyclical enrollment over the last decade, the population base and economic base continued to grow. However, that growth has not come without challenges. According to the County's Comprehensive Economic Development Strategy (CEDS), challenges that have emerged during Missoula's rapid growth include "the decline in availability of qualified workers to fill jobs, the increasing cost and decreasing availability of housing, a lack of suitable commercial facilities to accommodate growing companies, and the pace of infrastructure expansion and improvement—ranging from roads and broadband to neighborhood parks and sidewalks—relative to increased population and demand." However, even with a relatively higher proportion of people in the 16-24 age group—a group that typically has a higher unemployment rate—Missoula still boasts one of the lower unemployment rates in Montana. According to the U.S. Bureau of Labor Statistics, Missoula had a 2.3% unemployment rate as of May 2023.

Economic Development Market Analysis

Business Activity

Business by Sector	Number of Workers	Number of Jobs	Share of Workers %	Share of Jobs %	Jobs less workers %
Agriculture, Mining, Oil & Gas Extraction	390	405	1	1	0
Arts, Entertainment, Accommodations	5,368	6,085	11	12	1
Construction	1,964	2,027	4	4	0
Education and Health Care Services	14,275	15,321	30	30	0
Finance, Insurance, and Real Estate	2,836	2,908	6	6	0
Information	1,076	1,133	2	2	0
Manufacturing	1,443	1,537	3	3	0
Other Services	2,099	2,355	4	5	0
Professional, Scientific, Management Services	3,897	4,074	8	8	0

Business by Sector	Number of Workers	Number of Jobs	Share of Workers %	Share of Jobs %	Jobs less workers %
Administration and Support, Waste Management	2,589	2,881	5	6	0
Public Administration	2,776	2,820	6	6	0
Retail Trade	5,937	6,400	12	13	0
Transportation, Warehousing, and Utilities	1,204	1,260	3	2	0
Wholesale Trade	1,811	1,870	4	4	0
Total	47,665	51,076	--	--	--

Table 35 - Business Activity

Data 2011-2015 ACS (Workers), 2015 Longitudinal Employer-Household Dynamics (Jobs)
Source:

Labor Force

Total Population in the Civilian Labor Force	45,631
Civilian Employed Population 16 years and over	43,179
Unemployment Rate	4.8%
Unemployment Rate for Ages 16-24	11.4%
Unemployment Rate for Ages 25-65	4.2%

Table 36 - Labor Force

Data Source: 2017-2021 5-year and 1-year ACS

Occupations by Sector	Number of People
Management, business, science, and arts	17,131
Natural resources, construction, and maintenance	2,968
Service	9,672
Sales and office	9,659
Production, transportation and material moving	3,749

Table 37 – Occupations by Sector

Data Source: 2017-2021 ACS

Travel Time

Travel Time	Number	Percentage
< 30 Minutes	34,701	91%
30-59 Minutes	2,634	7%
60 or More Minutes	858	2%
Total	38,193	100%

Table 38 - Travel Time

Data Source: 2017-2021 ACS

Education:**Educational Attainment by Employment Status (Population 16 and Older)**

Educational Attainment	In Labor Force		
	Civilian Employed	Unemployed	Not in Labor Force
Less than high school graduate	557	83	407

Educational Attainment	In Labor Force			Not in Labor Force
	Civilian Employed	Unemployed		
High school graduate (includes equivalency)	5,168	178		1,212
Some college or Associate's degree	8,958	459		2,006
Bachelor's degree or higher	16,950	451		1,686

Table 39 - Educational Attainment by Employment Status

Data Source: 2017-2021 ACS

Educational Attainment by Age

	Age				
	18–24 yrs	25–34 yrs	35–44 yrs	45–65 yrs	65+ yrs
Less than 9th grade	5	152	137	130	119
9th to 12th grade, no diploma	528	154	183	291	285
High school graduate, GED, or alternative	2,926	2,115	1,952	2,491	1,878
Some college, no degree	6,339	2,638	1,691	3,639	1,941
Associate's degree	465	1,681	667	1,111	627
Bachelor's degree	2,079	4,675	3,454	4,188	2,773
Graduate or professional degree	89	1,783	2,157	2,830	2,357

Table 40 - Educational Attainment by Age

Data Source: 2017-2021 ACS

Educational Attainment – Median Earnings in the Past 12 Months

Educational Attainment	Median Earnings in the Past 12 Months
Less than high school graduate	17,078
High school graduate (includes equivalency)	29,898
Some college or Associate's degree	30,490
Bachelor's degree	38,146
Graduate or professional degree	60,756

Table 41 – Median Earnings in the Past 12 Months

Data Source: 2017-2021 ACS

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

The major employment sectors in Missoula include “Education and Healthcare Services”, “Arts, Entertainment, and Accommodations”, and “Retail Trade.” The table reports the number of workers,

number of jobs, and calculates the totals and a final ration of workers to each job by business sector. A negative number reflects an oversupply of labor for the sector (more workers than jobs) and a positive number reflects an undersupply of labor (more jobs than workers). According to Table 45, every major employment sector in Missoula has an undersupply of labor, with “Arts, Entertainment, and Accommodations” having the greatest undersupply among the sectors. One likely reason for the undersupply of labor are high housing costs in Missoula. According to the occupations by sector table, the largest number of workers in the labor are “Management, Business, Science, and Arts”, followed by “Service” and “Sales and Office”.

Describe the workforce and infrastructure needs of the business community:

The City of Missoula contributes funding to the Missoula Economic Partnership (MEP), a non-profit organization that serves Missoula County. MEP undertakes strategic initiatives to support business expansion, business recruitment, and business start-ups. The organization also has a goal to attract a skilled workforce and to work with educational institutions to develop training programs. The MEP’s 2022-2026 Strategic Plan describes the current challenges facing the county and region:

“Three factors that challenge Missoula County’s economic future include cost of living, low wages, and regional isolation. Missoula’s desirable quality of life contributes to the rising cost of living. High demand for place does not necessarily lead to high housing prices but does so when demand is not met with sufficient supply.

Today, businesses of all sizes and across all industries indicate that they are currently experiencing high demand for their products and services and have strong potential for continued growth, but several factors, including a high cost of living, make it difficult to recruit talent from elsewhere and force some workers to leave. If Missoula is unable to attract or retain certain types of workers, some firms or industries may become unviable. With the large increase in remote working, Missoula has become an even more desirable place to relocate and bring an existing job. This has increased the competition for limited housing, and has potentially displaced workers, replaced by residents who are not available or motivated to take jobs offered by local firms.”

The 2022-2026 Strategic Plan lays out several strategies to support businesses, people, and place. A sample of the strategies described are detailed below.

- Expand available workforce for businesses by providing businesses with knowledge and resources to support families with young children;
- Support new commercial developments that enable growth of best-fit industries;
- Facilitate value added peer to peer education and networking opportunities in priority sectors;
- Expand access to higher wage jobs for all Missoula County residents through connection to education, career development, specialized training, and work-based learning;
- Catalyze projects that increase the supply of affordable and middle-income housing for both owners and renters;

- Support partner efforts to protect the natural environment that defines our quality of life and standard of living; and
- Support local government efforts to expand and maintain the physical infrastructure that connects all individuals and communities to regional opportunity.

Stakeholders confirmed these challenges experienced by businesses in Missoula. One stakeholder shared that the greatest challenge for businesses trying to recruit employees and serve their clientele is the escalating cost of housing and lack of affordable housing options. This stakeholder added that it's not just the biggest constraint to the economic health of the city, but it's also impacting the "social infrastructure of the community." They added that Missoula used to be known for being a place where people of all incomes could thrive, but that is not the case anymore.

Stakeholders added that current efforts are targeted at rebuilding a resurging manufacturing sector in the city, as well as making economic development investments that are more environmentally friendly. Stakeholders also noted that without significant federal investment, major infrastructure projects will likely not occur over the next five years. However, one stakeholder noted that an immediate need is the construction of basic infrastructure (e.g., street lighting and new sidewalks) in existing neighborhoods. They added that many families do not let their children walk to and from school because of the lack of infrastructure in their neighborhood. This stakeholder also noted that water and sewer infrastructure will need to be built in areas of the city where new housing is proposed.

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

C2M Beta – Housed within Blackfoot Communications, the C2M Beta Accelerator is a 12-week program that brings together leaders of start-ups and corporations aiming to build connections and better solutions for users. Supporting six cohorts since 2018, the Accelerator offers curated curriculums to help advance ideas into implementation, pairs cohorts with mentors and experts, and provides access to resources and investors to help their early-stage businesses achieve success.

Missoula International Airport - The Missoula International Airport is located just over four miles northwest of the city center and is governed by the Missoula County Airport Authority, a nine-member nonpartisan board. The airport's 9,501-foot-long runway serves commercial and general aviation activities including commercial flight operations, freight, recreational flying, corporate and business activity, and emergency medical aviation. The airport also has a significant aerial wildland firefighting presence and serves as a firefighting base for 215 U.S. Forest Service employees. The first phase of the airport's new terminal project was completed in 2022, which featured new and expanded ticketing, screening, and boarding experiencing for passengers. Upcoming phases of the terminal expansion will focus on expanding baggage claims, rental car, and passenger gates. Airport officials are also exploring an update to the Airport's master plan, which was last updated in 2008.

Transportation Projects – The City of Missoula’s Transportation Safety Team (TST) includes planners, engineers, and Street Maintenance Division staff who collaborate frequently to improve safety and operations for multi-modal system users. Current projects include traffic calming, trail crossing, surface improvement, streets mobility improvements, and infrastructure improvement projects across the city.

Water & Sewer Projects – After taking over the water utility from private ownership in 2017, the City completed a water system master plan the following year. The Plan describes the existing system and projected water demands, evaluates existing facilities and infrastructure needs, and develops recommendations for improvement projects to be included in a comprehensive Capital Improvement Plan (CIP). Since 2020, the City’s Public Works department has completed several water main and sewer force main replacements, drainage improvement, and maintenance projects. Current projects include several water main replacements, water storage tank installments, and water main extension projects throughout the city.

Stakeholders shared other proposed projects in the next five years that are anticipated to have a major economic impact in the city. In October 2023, the State of Montana was selected as a “regional tech hub” by the U.S. Economic Development Administration. Following the state’s designation as a “regional tech hub,” the City of Missoula and Missoula Economic Partnership applied for an EDA Regional Technology and Innovation Hubs grant and expects to hear if they were chosen in summer 2024. If selected, \$75 million of capital would be available to support growth in technology and technology-adjacent jobs in both Missoula and Bozeman. Stakeholders also noted that in the next five years, there will be several projects related to housing and industrial land development in and around the city of Missoula.

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

As mentioned previously, the Missoula Economic Partnership released the Comprehensive Economic Development Strategy (CEDS) for Missoula County in 2021. According to the CEDS, the best-fit industries for the county include the following:

- **Biosciences** – University of Montana has necessary programs and majors to provide talent for this industry.
- **Creative Professional and Business Services** - University of Montana has the necessary programs and majors to provide talent for this industry.
- **High Value Technology Service** – The University of Montana and Missoula College offer various technology degrees. There are also online programs and coding schools that offer alternative training in the technology sector. Graduates in these programs are in high demand and lower wages in Missoula are not competitive with national wages. Many graduates leave the state for higher paying jobs so there is an on-going need for job training in this sector.
- **High Value Manufacturing** – University of Montana lacks an engineering school making the county less attractive to recruit these types of industry. Missoula College does have some 2-year

programs offering training in the manufacturing sector (welding, precision machine technology and computer-aided design.) Expansion of these 2-year programs, apprenticeship programs and vo-tech programs at the secondary schools are recommended.

- **Experiential Economy** - University of Montana has the necessary programs and majors to provide talent for this industry.

While Missoula's educational opportunities are generally aligned with the best-fit industries for the county, the CEDS report identified additional barriers currently impacting the growth of Missoula County businesses:

- Housing cost and availability;
- Workforce skill and availability;
- Rising costs of goods and materials;
- Limited transportation and access to international markets; and
- Complex local and state government regulations.

Additionally, the CEDS identified barriers currently impacting startups in Missoula County:

- Access to capital;
- Declining availability of office and industrial sites;
- Workforce skills and availability; and
- Access to entrepreneurial support networks.

One stakeholder shared that historically, Missoula had an overabundance of overqualified and underemployed residents. However, currently, workforce programs are being aimed at residents who are more challenging to employ. To address this issue, Missoula Economic Partnership, in collaboration with the City and County, have developed a workforce development program to match unemployed residents with lower and middle skill training opportunities to help address capacity challenges of many employers. This stakeholder noted that this program is mainly focused on getting residents employment in the trades.

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

Current workforce training initiatives are offered by higher educational institutions, public schools, state agencies and non-profits. These programs support the consolidated plan by providing supportive services to low-income households, racial minorities (Native American), and special needs populations such as veterans.

University of Montana & Missoula College – The University of Montana is located in Missoula and offers undergraduate and graduate degrees. Missoula College is the two-year unit of the University and

offers 2-year associate programs as well as occupational and technical certifications. In spring 2023, the University of Montana reported a total enrollment of 10,109 students, a 3.1% increase from 2022. The University's strategic plan, *A Flagship for the Future*, Priority 2 is "Drive excellence and innovation in teaching, learning, and research." The strategies articulated to achieve this priority include growing market-driven online programs and strengthening rural two-year education and workforce development. Specific programs and efforts to achieve this priority include:

- **University of Montana Online and Distance Offerings** – Online programs for degrees, certifications, and professional development.
- **TRIO Student Support Services** - TRIO provides support for educational opportunity for low-income and/or first-generation students and Americans with disabilities.
- **School of Extended and Lifelong Learning** – The School of Extended & Lifelong Learning (SELL) at the University of Montana creates and provides innovative and flexible education experiences and personal growth opportunities for a variety of audiences.
- **Blackstone Launch Pad** - Experiential, campus program designed to introduce entrepreneurship as a viable career path and develop entrepreneurial skills.
- **Missoula College** – Apprenticeship Programs for skilled labor.

Montana Job Service – The Montana Department of Labor and Industry has a Job Service office in Missoula. The office provides services and training for job seekers. Also offers veteran job services and links to apprenticeship jobs.

Missoula County Schools – Serves the entire city of Missoula and surrounding area. At the high school level, the district provides Advanced Placement (AP) classes, dual-credit classes that offer both high school and college credit, and online classes through the Montana Digital Academy. Within the district are high school programs for vocational/technical training, Indian education, and a Health Science Academy.

Human Resource Council – Workforce Innovation and Opportunity Act - Provides eligible out of school youth ages 16 to 24 with assistance in achieving their educational and/or employment goals. Provides services such as career counseling, tutoring, work experience, financial literacy, leadership development, and employment plans.

Blackfoot Communications – C2M Betta Lab – A place where entrepreneurs, investors and mentors come together in an incubator setting to help early-stage businesses achieve success.

Missoula Works — Missoula Works is a non-profit subsidiary of the Missoula Interfaith Collaborative and provides employment opportunities, both temporary and permanent, for the long-term unemployed in the Missoula community.

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

Yes.

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

Established in 2010, the Missoula Economic Partnership (MEP) is a nonprofit organization that partners with regional business leaders, the City of Missoula, and Missoula County to understand the factors that shape the region's economy and collaborate to bring about the greatest benefit to current and future generations of community members.

Before its dissolution in 2017, the Bitterroot Economic Development District (BREDD), a Certified Regional Development Corporation (CRDC) that covered the counties of Missoula, Mineral, and Ravalli counties, prepared the Comprehensive Economic Development Strategy (CEDS). The Missoula Economic Partnership assumed many of the economic development functions of the BREDD.

In 2021, the Missoula Economic Partnership put together the Comprehensive Economic Development Strategy (CEDS) for the Missoula region. The strategy is oriented around the following strategies:

- **Economic strategies to support people.** Strategies include measuring inclusive growth, expanding access to higher wages through education and specialized training and work-based learning, increasing access to childcare, and increasing the supply of affordable and middle-income housing for both owners and renters.
- **Economic strategies to support business.** Strategies include business expansion and increased productivity of businesses; new commercial developments that leverage best-fit industries, support entrepreneurship and business innovation, and recruitment of businesses that align with the County's economic vision.
- **Economic strategies to support place.** Strategies include sustaining the natural environment and surroundings that play a major role in public health, quality of life, and economic success, and expand and maintain physical infrastructure.

Missoula Economic Partnership. The MEP released a 2022-2026 Strategic Plan that details its strategies to improve the region's economic conditions for businesses and people while protecting and enhancing quality of life. In addition to supporting strategies outlined in the CEDS, the MEP will focus its efforts on business development, talent development, land development, and communications and engagement.

Missoula Downtown Master Plan. The Missoula Downtown Master Plan was completed in November 2019 and lays out a vision, as well as strategies and actions, that focus on urban design; mobility, transportation, and infrastructure; arts & culture, economic development, and historic preservation; parks & open space, river access, and sustainability; and inclusiveness and affordability. The Plan has several actions specific to housing, including plans to increase housing downtown, support the transition

of people experiencing houselessness into stable housing options, and increasing legal and other services to protect tenants.

City of Missoula Growth Policy. Last updated in 2015, the *Our Missoula* growth policy establishes the long-range vision and policy to inform land use, growth and development in the city of Missoula. Currently, the City is working with the community to update Missoula's vision for future growth and to modernize its development regulations to ensure its policies and priorities can be more responsive to current challenges, such as housing affordability, equity, and climate change.

A Place to Call Home: Meeting Missoula's Housing Needs — In 2019, Missoula's City Council adopted this citywide housing policy that articulates over two dozen individual strategies to address increasing housing costs in Missoula. The policy proposes a fundamental shift in how housing is prioritized within the City of Missoula, as well as a commitment to long-term funding of housing initiatives. The recommendations from the policy balance support for the housing market while also ensuring long-term affordability and preservation.

The Missoula Redevelopment Agency (MRA) — Created in 1978, the MRA is a public agency that operates in accordance with state law to revitalize Missoula's Urban Renewal Districts. MRA partners with public and private entities to help improve economic vitality, create jobs and encourage investment in its six urban renewal districts. MRA also invests in public improvements like parks, trails, streets and sidewalks.

Discussion

Although Missoula has a low unemployment rate, barriers still impacting the growth of Missoula County include housing cost and availability, workforce skill and availability, rising costs of goods and materials, limited transportation and access to international markets, and complex local and state government regulations. One major project currently underway is the Montana Innovation Corridor Gateway, a 10-acre corridor that would help meet "...critical infrastructure needs for [Missoula's] rapidly growing bioscience startups." Additionally, the project will aim to bring...a catalytic culture for growth that...will bring jobs, capital investment, and an important pathway to long-term sustainability for UM's economic development initiatives." (Missoula Current, October 2021). The project is a joint partnership between the University of Montana and the Montana Technology Enterprise Center (MonTec).

Workforce training is necessary to increase participation in the workforce and productivity of the regional economy. In addition to the workforce development programs and initiatives already in place to address workforce skill and availability challenges, the County's CEDS plan also highlights that "rapidly rising home prices impact the working population of both attracting workers from elsewhere and retaining employees whose housing is not secure. By far, housing affordability and availability was identified as the most pressing issue in a current assessment of Missoula's labor market." In response, the MEP has included relevant goals and actions from the City of Missoula's "A Place to Call Home"

housing policy into the CEDS Implementation Plan, "...especially where the private sector can provide additional capacity to advance goals." (Missoula County CEDS, 2021)

MA-50 Needs and Market Analysis Discussion

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

Lack of Complete Facilities & Overcrowding

According to 2017-2021 5-year ACS data, 99.1% of occupied housing units have complete plumbing and kitchen facilities. There are no concentrations of housing units lacking plumbing or kitchen facilities. Additionally, 0.9% of households experience overcrowding (more than 1 occupant per room) while 1% of households experience severe overcrowding (more than 1.5 occupants per room). The census tracts with the greatest concentration of extremely low-income households experiencing overcrowding are found in Census Tract 1 (14.23% of ELI households) and Census Tracts 2.03 and 2.04 (8.79%). These Census Tracts include the Westside, Northside, Upper Rattlesnake, and Lower Rattlesnake neighborhoods.

For low-income households, the greatest concentration of low-income households experiencing overcrowding are located in Census Tract 1 (14.23%), Census Tracts 2.03 and 2.04 (8.79%), and Census Tract 7 (8.24%). Riverfront neighborhood is in Census Tract 7.

Substandard Housing

According to HUD CPD maps, Census Tracts 2.05 and 2.06 have the greatest concentration of low-income households living in substandard housing in Missoula. The Captain John Mullan and Grant Creek neighborhoods are located within these Census Tracts. As noted in "Section MA-20, Condition of Housing," homes with an effective age over 50 years, typically have not had any major upgrades and often have plumbing and electrical systems that need replacement, doors and windows that are deteriorated, and the floor plan and interior details that are outdated. Energy and water efficient features and appliances are lacking.

Severe Cost Burden

As noted previously, the most common housing problem experienced by Missoula households is cost burden (severe cost burden for renters). According to HUD's CPD maps, Census Tract 9.01, the Two Rivers neighborhood, has the greatest concentration of low-income households experiencing severe cost burden (79.1% of low-income households). Additionally, Census Tracts 10.01 and 10.02 (72.1%), Census Tracts 2.05 and 2.06 (70.8%), Census Tract 7 (69.4%), and Census Tract 11 (67.3%) also have high concentrations of low-income households experiencing severe cost burden. These Census Tracts include Franklin to the Fort, Southgate Triangle, Captain John Mullan, Grant Creek, Riverfront, and Rose Park.

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

According to 2021 5-year ACS data, about 11% of Missoula's population were non-white races and 4% were classified as Hispanic of any race. An area of minority concentration is defined as census tracts where the minority concentration is at least 5% greater than the City as a whole. Therefore, census tracts or areas with 16% or greater minority population would be considered an area of minority concentration. Missoula is not racially diverse and there are no census tracts in Missoula that meet the definition of area of minority concentration. The largest minority groups are "Two or More Races," "Hispanic," and "American Indian." According to 2021 5-year ACS data:

- Asian residents make up 6.8% of the population in Census Tract 1 (Upper and Lower Rattlesnake) and 4.8% in Census Tract 7 (Riverfront);
- American Indian or Alaska Native residents make up 8% of the population in Census Tract 12 (Lewis and Clark), 7% of the population in Census Tract 2.04 (Westside and Grant Creek), and 6.3% of the population in Census Tract 11 (Rose Park);
- Black/African American residents make up 1% of the population in Census Tracts 3 (Heart of Missoula);
- Residents who identify as some other race make up 3.4% of the population in Census Tract 2.05 (Captain John Mullan);
- Residents who identify as two or more residents make up 13.1% of the population in Census Tract 8.02 (Franklin to the Fort) and 11.1% of the population in Census Tract 11 (Rose Park); and
- Hispanic residents make up 8.5% of the population in Census Tract 1 (Upper and Lower Rattlesnake) and 7.9% of the population in Census Tract 2.03 (Westside and Northside)

An area of low-income concentration is defined as an area where 51% of the population has income at or below 80% AMI. According to HUD CPD maps, similar to the City's last Consolidated Plan, the highest concentration of lower income households is found in Census Tracts 2.03 and 2.04 (Northside and Westside), Census Tract 3 (Heart of Missoula), and Census Tracts 8.01 and 8.02 (River Road and Franklin to the Fort).

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

Characteristics of Neighborhoods with Concentration of Low-Income Households

Census Tracts 2.03 and 2.04

- **Geography** –Census Tract 2.03 is located west of Census Tract 3, while Census Tract 2.04 is located west and north of Census Tract 2.03. Collectively, the Census Tracts are bordered by Interstate-90 to the north, the Clark Fork River on the south and Reserve Street on the west. These Census Tracts generally correspond with the boundaries for the "Westside" and "Northside" neighborhoods.

- Land Use – There are large tracts of industrial area between the Interstate and the railroad and large big box retail uses along Reserve Street. Multi-family dwellings can be found in districts zoned for commercial or industrial.
- Housing – Collectively, just under a third of housing units in the Census Tracts are single-family detached (30%). According to 2021 5-year ACS data, collectively, renters comprise 64% of the households in these Census Tracts. Nearly 9% of low-income households in these Census Tracts experience overcrowding, the second greatest concentration of low-income households experiencing overcrowding in the City (after low-income households in Census Tract 1).

Census Tract 3

- Geography – This census tract is bordered by the Clark Fork River on the South, the railroad on the north and west and Van Buren Street on the east. The boundaries generally correspond with the “Heart of Missoula” neighborhood.
- Land Use – This tract encompasses the downtown area, government offices, and Saint Patrick Hospital campus. It is a mix of commercial/institutional/single-family and multi-family uses.
- Housing – Single-family detached units comprise 18% of housing units in this tract. Households are primarily renters, comprising 94% of households. Overcrowding is not an issue in this area.

Census Tracts 8.01 and 8.02

- Geography – These Census Tracts are bordered by the Clark Fork River to the north, 11th Street on the south, Reserve Street on the west and Russell Street on the east. The boundaries generally correspond to the “River Road” neighborhood and include some of the “Franklin to the Fort” neighborhood.
- Land Use – The dominant land use is residential with medium to high density.
- Housing – Slightly below the city average for housing type and tenure, collectively, 44% of housing units are detached single-family homes and 40% of households are owner-occupied in these Census Tracts. Less than 2% of households are experiencing overcrowding.

Market Trends by Neighborhood

The Missoula Organization of Realtors (MOR) compiles information on median sales price by neighborhood for the city and surrounding areas. MOR neighborhood boundaries are different than the boundaries for the neighborhood councils. For the Westside and Northside neighborhoods, the “Northside” neighborhood corresponds best with Census Tracts 2.03 and 2.04. For the Heart of Missoula neighborhood, “Downtown” corresponds best with Census Tract 3. River Road and Franklin to the Fort are neighborhoods reported in the MOR report (Census Tracts 8.01 and 8.02).

Below are the median sales prices for these neighborhoods in 2022:

- Northside - \$392,000
- Franklin to the Fort - \$413,000

- Downtown - \$437,000
- River Road \$448,000

While these neighborhoods still represent a handful of the more affordable places to live in Missoula, each neighborhood has seen their median home sales price increase significantly. Between 2018 and 2022, the median sale price increased by:

- 83% in the River Road neighborhood;
- 82% in the Franklin to the Fort neighborhood;
- 59% in the Northside neighborhood; and
- 53% in the Downtown neighborhood.

Median Home Value by Census Tract

According to 2021 5-year ACS data, median home values for the Census Tracts are:

- \$261,800 in Census Tract 2.03 (median home value not provided for Census Tract 2.04);
- \$390,500 in Census Tract 3;
- \$277,200 in Census Tract 8.01; and
- \$289,500 in Census Tract 8.02.

With the exception of Census Tract 3, all other Census Tracts have lower median home values compared to the city overall (\$324,700).

Are there any community assets in these areas/neighborhoods?

Schools, Parks, and Trails

Most Heart of Missoula parks are located along the Clark Fork River. In the Westside neighborhood the residential area is located east of Russell Street. There is only one small neighborhood park in this area. The River Road area has just two small neighborhood parks. There are pedestrian and bicycle trails in all three neighborhoods but the connectivity for the trails continues to be improved. The Russell Street reconstruction project in the River Road neighborhood will include improvements to the trail system. There are no K-12 schools in the River Road neighborhood.

Transit

The Mountain Line Transfer station is located in the Heart of Missoula neighborhood. The neighborhoods with the highest concentration of low-income households are adequately served by transit lines. Additionally, the Mountain Line bus system is free to ride, ensuring that low-income households are able to access the transportation system.

Sidewalks

The Heart of Missoula neighborhood has very good sidewalk coverage. There are significant residential areas in both the Westside neighborhood and River Road neighborhood that are lacking sidewalks. According to Missoula's Pedestrian Facilities Master Plan (2018), the River Road neighborhood has the greatest percentage of missing sidewalks (approximately 55%). The Northside neighborhood (46-47%) also has a relatively high percentage of missing sidewalks. The Westside and Heart of Missoula neighborhoods have the best coverage among neighborhoods in these selected Census Tracts. Lack of sidewalks, lack of connectivity, and lack of adequate lighting also make it difficult to have safe routes of schools.

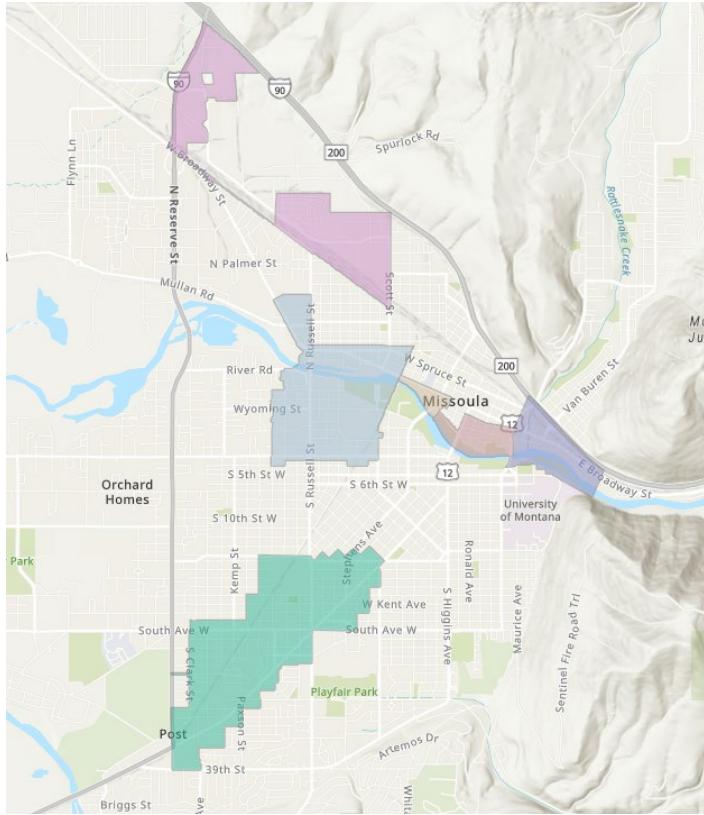
Nutrition

According to the City-County Health Department "Community Health Map", there is at least one grocery store within or immediately adjacent to each of the subject census tracts. The farmer's market is located within Census Tract 3. Census Tracts 2.03, 2.04, and 8.01 have community gardens. Census Tract 2.04 and Census Tracts 8.01/8.02 have six Supplemental Nutrition Assistance Program (SNAP) retailers, Census Tract 2.03 has four SNAP retailers, and Census Tract 3 has three SNAP retailers.

Several stakeholders and residents shared that the Missoula Food Bank is an invaluable resource for the community and praised the organization for not only providing no-barrier access to food but also serving as a hub for centralized services, including housing assistance, health services, mental health services, and childcare.

Are there other strategic opportunities in any of these areas?

An agency of the City of Missoula, the Missoula Redevelopment Agency (MRA) is responsible for the revitalization of Missoula's six Urban Renewal Districts (URD). MRA collaborates with public and private entities to help improve economic vitality, create jobs, and encourage investment in the City's six URD districts.



- Bitterroot Trail Lighting; and
- California Street Reconstruction.

URD II (Census Tracts 2.03, 2.04, 7, 8.01 and 8.02)—URD II was established in 1991 and has prioritized strategies to improve the motorized and non-motorized transportation network and upgrades to the sewer and water infrastructure. Programs available within the district include Tax Increment Financing (TIF), Façade Improvement Program (FIP), Code Compliance Program (CCP), and the Commercial Rehabilitation Loan Program (CRLP). With a planned sunset of URD II in 2031, the top five priorities of the district include:

- Bitterroot Railroad Pedestrian Bridge;
- River & Riverbank Improvements and Riverfront Trail Connections;
- Property purchases for housing development;

URD III (Census Tracts 10.01, 10.02, 11, 12, 13.03)—Established in 2000, URD III focuses on improving traffic congestion, enhancing sidewalk connections, and supporting multi-modal transportation options. URD III also aims to provide community and public facilities in the district, support residential and commercial development, and improve air quality. Programs available within the district include Tax Increment Financing (TIF) and the Façade Improvement Program (FIP).

North Reserve-Scott Street URD (Census Tract 2.04)—Established in 2014, the district focuses on improving transportation connections, enhancing opportunities for industrial uses, and exploring the potential for new homes and businesses that will stimulate Missoula's economy. Programs available within the district include Tax Increment Financing (TIF).

Riverfront Triangle (Census Tract 3)—Established in 2008, the district has strategies to improve infrastructure and parking needs, redevelop or remove deteriorating structures, and facilitate and

encourage private development of vacant and underutilized property in order for the area to realize successful redevelopment. Programs available within the district include Tax Increment Financing (TIF).

Front Street URD (Census Tract 3) – Established in 2007, the district has strategies for both residential and commercial redevelopment. The Front Street URD also proposes upgrades to water and sewer infrastructure and improvements to parking and trail systems. Historic preservation and public art are also part of the improvement plan. Programs available within the district include Tax Increment Financing (TIF).

Hellgate URD (Census Tracts 1, 3, 4, 5.02) – Established in 2014, the Hellgate URD plan calls for the area to become an “employment anchor” with residential uses, including student housing. The plan calls for well-planned mixed residential and commercial uses that integrate with and enhance riverfront aesthetics and recreation.

As of 2023, the Missoula Redevelopment Agency is currently working on the following major projects:

- **Southgate Area Redevelopment Plan** – identifies strategies for redeveloping vacant property south of Southgate Mall and provides direction on how to best apply public and private dollars toward that goal.
- **Russell Street Corridor Design Study** – examines urban design and land use regulations as part of the City’s effort to shape future building design and land use along Russell Street from South Third Street West to West Broadway.
- **California Street Preliminary Design** – MRA has undertaken a project to complete the preliminary design of California Street from Dakota Street to S. 3rd Street W. in URD II.
- **Greater Downtown Master Plan** – MRA has part partnered with the Business Improvement District, the Missoula Parking Commission, the Missoula Downtown Association, and numerous business and property owners to create the first long range master plan for the downtown area.
- **MRA URD II Montana Idaho Water & Sidewalk Project** - The goal of the program is to complete the City sidewalk network in URD II prior to the Sunset of the District. The next phase of URD II sidewalk construction will take place on Idaho Street and River Street between California Street and Russell Street.
- **Front Street/Main Street Two-Way Conversion** – This project combines several transportation and safety projects along Front Street, Main Street, Higgins Avenue, and ADA access to Caras Park.
- **Riverfront Triangle Development** – The city, through MRA, has prepared the Fox Site to accommodate a model multi-use development which will be the anchor of the west entrance to the downtown core and the east entry to the West Broadway corridor.
- **Shaping the Future of West Broadway** - In early Spring 2020, the MRA Board and City Council authorized the City to use \$1.1 million in TIF funds from URD II to purchase the former Sleepy Inn (1427 West Broadway) for a non-congregate shelter during the COVID-19 pandemic. The Envision West Broadway Plan anticipated that the Sleepy Inn site would be one of the first to redevelop when the site was no longer needed as a non-congregate shelter. As of September

2023, the property is listed for sale. Once sold, the proceeds will go to the City's Affordable Housing Trust Fund.

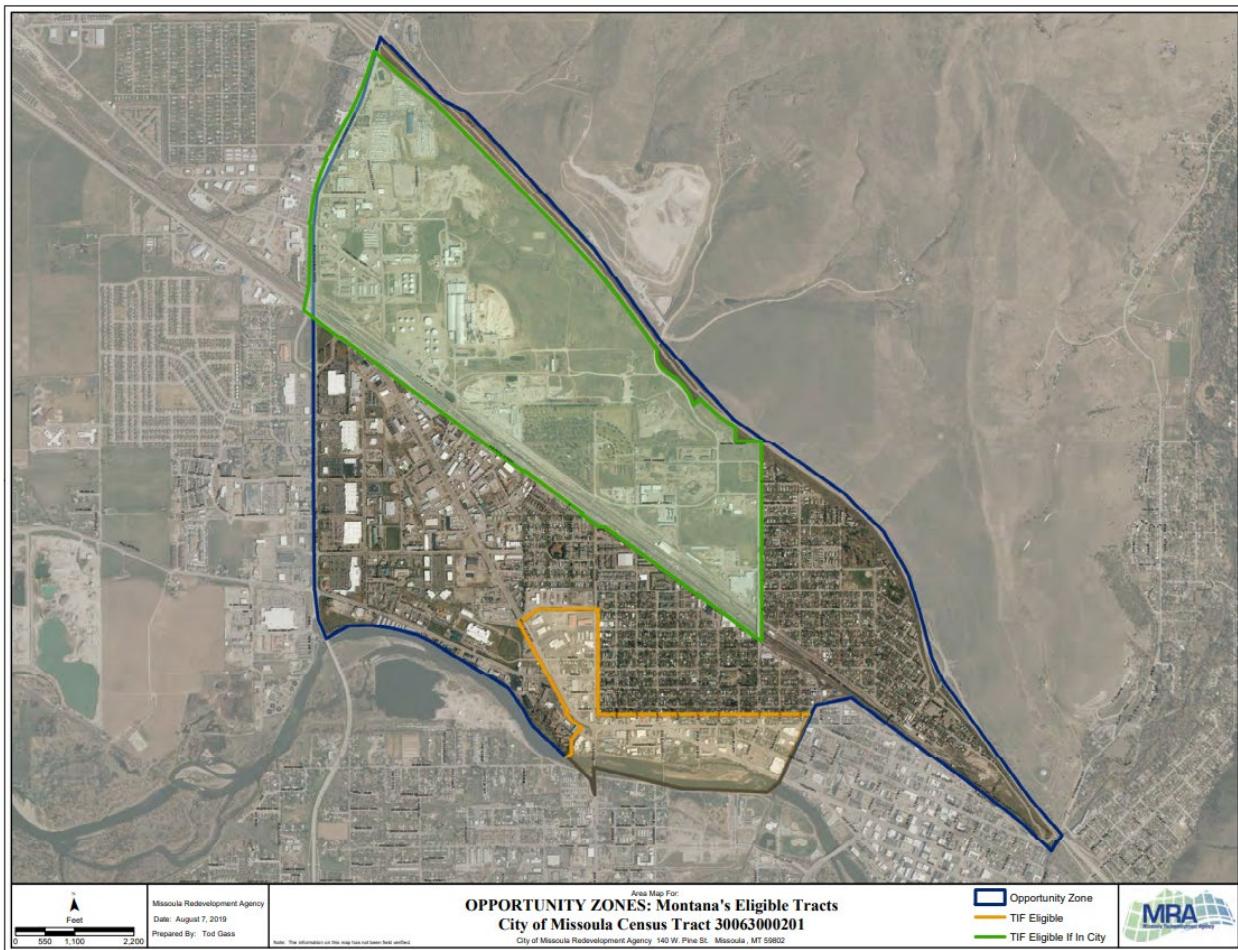
- **Ravara-Scott Street Property** - The Scott Street Development is a proposed new development located at the former White Pine Sash location on Scott Street in the Northside neighborhood of Missoula. The project consists of 9 acres total, with 3 acres dedicated for 70 permanently income-qualified home ownership community land trust homes and 6 acres dedicated for mixed-use (retail and 240 market rate apartments).
- **West Broadway River Corridor Plan** - The West Broadway River Corridor Project is designed to improve ecological, recreational and safety conditions along the Clark Fork River between McCormick Park and the California Street Bridge.
- **Transforming the Brooks Street Corridor** – In November 2021, the City of Missoula, in partnership with the Missoula Urban Transportation District (MUTD/Mountain Line) was awarded an \$847,000 grant through the U.S. Department of Transportation's Rebuilding American Infrastructure with Sustainability and Equity (RAISE) program. As of November 2023, MRA is inviting the community to provide feedback on multimodal challenges in the corridor.

Additionally, in 2021, the Montana Code Annotated, which guides the use of Tax Increment Financing in Montana, was amended to add “workforce housing,” to the definition of infrastructure. In 2023, the state further defined workforce housing as serving individuals or families earning between 60-140% of the Area Median Income (AMI). In Missoula County, this equates to an income of \$51,840-\$120,960 for a family of four. There are very few developers building workforce housing in Missoula and very limited state and local resources to encourage construction of this type of housing. The MRA Board directed staff to develop program guidelines to support acquisition, construction, and improvements to workforce housing. In September 2023, the Workforce Housing Program was approved by the MRA Board.

Opportunity Zones

In 2017, Congress passed the Tax Cuts and Jobs Act, establishing the Opportunity Zones program. A new economic development program, this tool allows people to invest in distressed areas throughout the United States with the purpose of spurring economic growth and job creation in low-income communities. The tool provides a federal tax incentive for taxpayers who reinvest unrealized capital gains into “Opportunity Funds,” which are specialized mechanisms dedicated to investing in low-income areas called “Opportunity Zones.” Funds can be used for downtown revitalization efforts, workforce development, affordable housing, infrastructure, and business startup and expansion.

In Missoula, Census Tract 2.01 has been designated an Opportunity Zone.



In fall of 2019, the Missoula Redevelopment Agency Board approved \$50,000 for the Missoula Economic Partnership (MEP) “to develop a proactive package of potential projects and tools to attract new investment in the Missoula Opportunity Zone.” According to the Missoula Current, in October 2019, the MEP planned to showcase “...several pieces of property within the city’s new opportunity zone [in spring of 2020] in hopes of attracting new investment that could help achieve a number of community goals around housing, retail and office development.”

One of the largest projects coming out of the Opportunity Zone is the Scott Street Development, a nine-acre project with three acres dedicated to 70 permanently affordable homes and six acres dedicated to mixed-use development (retail and 240 market rate apartments). Other major projects in the Opportunity Zone include a \$3.5 million office building and a \$7 million gastroenterology medical facility.

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

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

According to 2021 1-year ACS data, 88% of households have access to a desktop or laptop while 95% have access to a smartphone. Additionally, 69% of households have access to a tablet or other wireless computer. Just under 3% of households do not have access to a computer.

Ninety-three percent of households have some type of access to broadband. Over three quarters of households (76%) have broadband, such as cable, fiber, or DSL. Just 7% of Missoula households do not have an internet subscription.

Lower income households in Missoula are less likely to have internet access than households with higher income. According to 2021 1-year ACS data, 79% of households making less than \$20,000 have a broadband subscription while 20% of households do not have an internet subscription. Conversely, 95% of households making between \$20,000-\$74,999 and 94% of households making more than \$75,000 have a broadband subscription (5% and 6% do not have internet subscriptions, respectively).

One stakeholder with a local internet company shared that they are not able to widely serve lower-income populations in Missoula because larger companies, like Spectrum, are able to offer more affordable internet packages. This stakeholder reflected that while they wished they could serve these populations, it is not “financially viable” for them to do so.

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

According to the Federal Communications Commission (FCC) database, the city of Missoula is served primarily by nine large broadband providers (figure below). In terms of coverage at 25/3 Mbps or greater speed, Space Exploration Technologies Corporation, Viasat, Inc., and Hughes Network Systems, LLC serve 100% of units in Missoula. They are followed by Charter Communications (90.9% of households served), Lumen Technologies, Inc. (80.1%), Ravalli Electric Cooperative (56.1% of households served), T-Mobile USA, Inc. (53.5%), Blackfoot Telephone Cooperative, Inc. (25.8%), and Verizon Communications, Inc. (3.11% of households served), and Ravalli Broadband LLC (0.2% of households served).

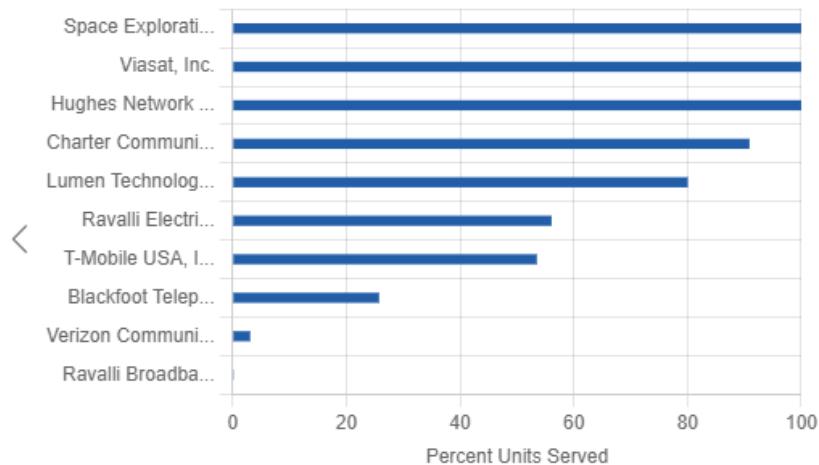
Federal Communications Commission (FCC) National Broadband Map — Residential Broadband Providers, Missoula, MT.

Missoula, MT

Broadband

Type Residential
Technology Any Technology
Speed 25/3 Mbps or greater
Data As Of Dec 31, 2022 (Last Updated: 10/24/23)

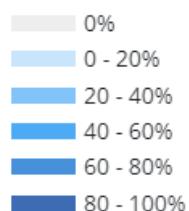
Top 10 Providers



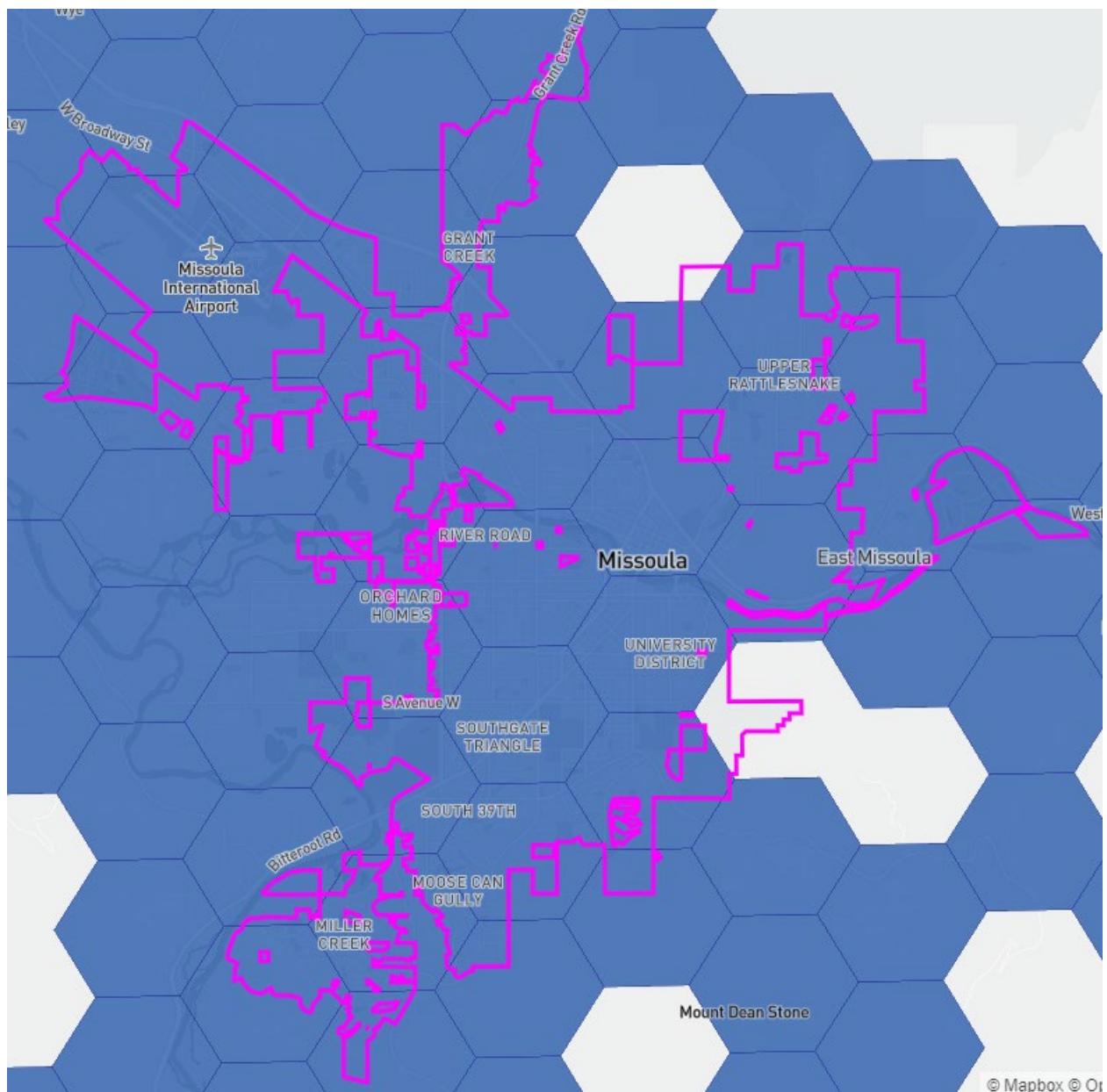
From the filters applied above, Business/Residential is the only filter reflected on this graph.

Map Legend

Served Units Percentage



Federal Communications Commission (FCC) Broadband Map — Area Summary of Missoula, MT.



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

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

In spring of 2020, the City of Missoula and Missoula County adopted the *Climate Ready Missoula* plan, which identifies a broad range of strategies needed to protect Missoula's community health and safety, economy, and ecosystems. The plan identifies 29 goals and 77 strategies across eight sectors to address climate impacts in Missoula County. Below are summaries of climate impacts currently being experienced by city and county residents.¹²

- **Wildfires.** In the region, the frequency and severity of fires vary over forest types and location. In some areas, fire suppression policies have resulted in denser forests and as a result, more destructive and intense burns. Additionally, the expansion of the Wildland-Urban Interface (WUI) and increased development in the WUI puts more people and structures at risk of wildfire. As the County's climate warms and summers become drier, wildfires are likely to increase in size and frequency and fire season is likely to become longer.
- **Wildfire smoke.** With more wildfires in Montana and throughout the western United States, as well as a longer wildfire season, city and county residents are likely to experience longer stretches of unhealthy air quality. Vulnerable populations, such as elderly residents, youth, and residents living with chronic illnesses, will be most at-risk of experiencing adverse impacts.
- **Higher temperatures.** As average temperatures rise, the average number of days with temperatures over 90 degrees Fahrenheit is projected to increase by 12-20 days by 2050. By mid-century, Missoula County's average annual temperature is projected to increase by about 3-5 degrees, with the greatest temperature increased projects to occur in the later summer months (July-September). Similarly, vulnerable populations will be more likely to experience adverse impacts as a result of extreme heat.
- **Wetter winters/springs and flooding.** Climate projections indicate that Missoula County is likely to experience increased year-round precipitation. Because year-round temperatures will be higher, more precipitation will fall as rain rather than snow, especially at low elevations. Throughout Montana's history, rain-on-snow events have caused the most severe and destructive floods. Some evidence suggests that warm and wet winter storms originating in the Pacific Ocean will become more severe in the future, likely bringing more rain-on-snow events to Missoula County. Additionally, increased flooding increases the threat to the city's infrastructure, as well as the overall public health and safety of the community.
- **Drier summers and drought.** Climate projections anticipate that summers will be significantly drier. Higher temperatures are projected to reduce low-elevation snowpack, early snowmelt,

¹² <https://www.missoulacounty.us/government/community-development/community-planning-services/climate-ready-missoula-copy#:~:text=Building%20Community%20Climate%20Resiliency&text=The%20Climate%20Ready%20Missoula%20plan,the%20face%20of%20these%20changes>

and an earlier peak in spring runoff. Earlier snowmelt and decreased summer precipitation are expected to reduce late-summer stream flows across the county. There is widespread agreement that long-term droughts will be more severe when and where they do occur, which could have significant impacts on the city's water supply and local agriculture. Extreme drought is also likely to contribute to an increase in the number and severity of wildfires.

- **Climate variability.** One plausible future scenario for Missoula County includes a significant increase in year-to-year climate variability. While variability and unpredictability will affect all sectors, agriculture, recreation, and tourism will find it particularly difficult to adapt to these conditions. The county may experience some very wet years and other intense drought years, with the concept of a "typical" year simply no longer being meaningful. Additionally, Missoula may experience an increase in extreme weather patterns, such as wind or prolonged rain events.
- **Climate migration.** Climate migration is one example of how Missoula County will ultimately be affected not only by our changing climate, but by the impacts of climate change elsewhere in the county and world. Missoula County will likely experience an increase in population due to climate change.

The City is working to address the impacts of climate change in several ways. Currently, the City is in the process of updating its growth policy and code regulations to respond to challenges such as housing affordability, equity, and climate change. The City is also in the process of updating its Parks, Recreation, Open Space, and Trails (PROST) plan which will influence the next 10-15 years and will consider climate strategies in its assets, programs, services, and operations. Additionally, Missoula County's Office of Emergency Management, in partnership with the City, is currently undergoing an update to the County's Pre-Disaster Mitigation Plan, which will help develop mitigation strategies that aim to minimize the impacts of disasters and better prepare residents to respond to disasters. The County is currently updating its Community Wildfire Protection Plan (CWPP), which is a community-based plan focused on identifying and addressing local wildfire threats. The plan also helps determine what is at risk and provide a roadmap of actions for the community to address its wildfire risk. Additionally, the City and County are investing significant capacity and resources into carbon mitigation strategies to help curb the future effects of climate change

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

As part of the development of the City and County's *Climate Ready Missoula* plan, a Vulnerability Assessment was completed to identify and prioritize risks brought about by climate change to develop strategies to address those risks. The report describes that climate change impacts are likely to increase inequities, particularly among disadvantaged groups. It goes on to describe that "...people of lower socioeconomic status are more likely to live in homes that are not well-insulated and that lack shade trees, increasing their exposure to wildfire smoke and heat; and/or to live in low-lying areas, increasing their exposure to flooding. People of lower socioeconomic status also have fewer resources to cope with climate change impacts once they occur. For example, those without health insurance will be most

burdened by the increased healthcare costs associated with respiratory and cardiovascular disease related to wildfire smoke. Those with limited resources will be least likely to have the ability to rebuild their homes after a flood.”

In the state of Montana’s *2021 Climate Change and Human Health in Montana*, the report details populations that are particularly vulnerable to the impacts of climate change. These groups include:

- People with existing chronic conditions
- People threatened by increased heat
- People living in proximity to wildfire and smoke.
- People facing food and water insecurity.
- People who are very young, very old, or pregnant
- People with limited access to healthcare services
- People living poverty
- American Indians
- People lacking adequate health insurance.
- People with mental health issues.

In addition to these populations, Missoulians who are unhoused (and intersect with many of the population groups described above) are also disproportionately vulnerable to the impacts of climate change.

Stakeholders confirmed the greatest natural hazard risks associated with climate change are wildfires and flooding. One stakeholder noted that while there have been large fires in Missoula, the greater population has not been collectively impacted by wildfires, partially due to the density of the city. They advocated to see growth and development continue to be directed into previously developed areas of the city.

One stakeholder described that populations particularly vulnerable to the impacts of flooding are those who live in trailer courts or mobile home parks in the floodplain and other high hazard areas. One of the more concerning areas susceptible to flooding impacts identified by the stakeholder was the area south of the Clark Fork River and north of 3rd Street.

Additionally, there are also significant efforts to address the impacts of wildfire smoke. Stakeholders described that due to its location in the valley, Missoula is more prone to impacts from smoke inhalation and poor air quality for longer period of time after a wildfire. One stakeholder said that “we know at-risk populations are compromised when we have hazardous air quality for long stretches of time.” Several strategies are being implemented to address this issue include providing portable air purifiers to at-risk populations, education campaigns around prevention measures and where to buy portable air cleaners, and efforts to assist schools improve their air purification systems. This stakeholder also added that wildfire smoke will continue to have significant impacts on Missoula and it is important to account for this when building facilities (e.g., schools, senior centers) and housing for at-risk populations.

V. STRATEGIC PLAN

Strategic Plan

SP-05 Overview

Strategic Plan Overview

The City of Missoula's 2024-2028 Strategic Plan identifies the priority needs in the City and describes strategies the City will undertake to serve the priority needs. The sections of the Strategic Plan include: Geographic Priorities; Priority Needs; Influence of Market Conditions; Anticipated Resources; Institutional Delivery System; Goals; Public Housing; Barriers to Affordable Housing; Homeless Strategy; Lead-Based Paint Hazards; and an Anti-Poverty Strategy.

The Plan reiterates the priority goals and needs as established through public meetings and analysis contained in the Needs Assessment and Market Analysis chapters. Missoula's Strategic Plan does not target assistance by geography alone but directs assistance to where it is needed most - to extremely low, low, and moderate income Missoulians.

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

Geographic Area

Area Name:	Area Type:	Other Target Area Description:	HUD Approval Date:	% of Low/ Mod:	Revital Type:	Other Revital Description:	Identify the neighborhood boundaries for this target area.	Include specific housing and commercial characteristics of this target area.	How did your consultation and citizen participation process help you to identify this neighborhood as a target area?	Identify the needs in this target area.	What are the opportunities for improvement in this target area?	Are there barriers to improvement in this target area?

Table 1 - Geographic Priority Areas

General Allocation Priorities

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

The City of Missoula does not allocate its entitlement funding on the basis of geography. Due to its relatively small allocation, the City aims to have the necessary flexibility to fund and leverage projects, programs, and other efforts that will have the greatest impact on low- and moderate-income populations.

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

Priority Needs

Table 2 – Priority Needs Summary

1	Priority Need Name	Affordable Housing Options
	Priority Level	High
	Population	Extremely Low Low Moderate
	Geographic Areas Affected	
	Associated Goals	Affordable Housing Options
	Description	<p>More affordable rental and for-sale housing was identified as a critical need by residents and stakeholders throughout the community engagement process and affirmed by HUD and local data and the City's analysis of housing needs. The analysis found that cost burden is the greatest housing problem impacting Missoula homeowners, while severe cost burden is the greatest housing challenge faced by renters in Missoula. The Needs Assessment found that approximately 10,100 low-income households in Missoula have housing needs, with an estimated 500 additional low-income households projected to have housing needs over the next five years. Residents and stakeholders described the increasing difficulty of trying to find available and affordable rental housing that serves the needs of varying households. Additionally, with increasing home prices and mortgage rates, the ability to buy a home in Missoula continues to be further out of reach for low and moderate-income households.</p> <p>The City also recognizes the housing needs of special populations in the community, particularly older populations and residents living with disabilities. The Needs Assessment found that approximately 1,000 households with elderly residents and 2,300 households that include a person living with a disability in Missoula have housing and service needs. In both the city and county, the proportion of older adults continues to grow, which will also likely increase the number of residents experiencing disabilities.</p>

	Basis for Relative Priority	<p>With more than 700 responses to the City's housing and community needs survey, residents and stakeholders both identified more affordable rental housing options and homeownership opportunities as the City's top two housing outcomes for extremely low, low, and moderate-income households in Missoula. Stakeholders also emphasized the need for the City to prioritize smaller, accessible housing units in close proximity to health and supportive services to best serve older populations, as well as populations living with disabilities.</p> <p>With the robust housing needs of several cross-sections of the community, the City of Missoula will continue prioritizing the development of affordable, accessible, and available rental housing options. Additionally, with a homeownership rate that lags far behind the state and housing costs that continue to trend upward for both renters and owners, it will become increasingly difficult for low- and moderate-income households to enter the homeownership market without targeted interventions. As such, the City will look to support efforts that lead to an increase in homeownership opportunities.</p> <p>The City will continue to pursue strategies and leverage funding and other resources that aim to increase the availability of affordable housing rental and for-sale options for low- and moderate-income Missoulians.</p>
2	Priority Need Name	Housing Stability
	Priority Level	High
	Population	Extremely Low Low Chronic Homelessness Individuals Families with Children Mentally Ill Chronic Substance Abuse veterans Persons with HIV/AIDS Victims of Domestic Violence Unaccompanied Youth
	Geographic Areas Affected	
	Associated Goals	Housing Stability

	Description	Missoula has continued to build and strengthen its network of community organizations and service providers collectively working to make houselessness rare, brief, and one-time only. Capacity and financial limitations continue to impact the ability to provide assistance to all those in need. However, the continued investment in Missoula's Coordinated Entry System has proved to be an invaluable tool in helping people who are unhoused get connected to the services they need and reduce the burden in navigating those services. Nonetheless, houselessness continues to be an issue facing the Missoula community.
	Basis for Relative Priority	Through the community engagement process and analysis of data articulated in the Needs Assessment, houselessness remains a challenge in Missoula. Survey respondents identified a need for more transitional housing to assist people who are unhoused stabilize their housing situations prior to finding permanent housing solutions. Survey respondents also identified increased access to mental health care and addiction treatment services as critical services to be prioritized by the City. Additionally, data from the Point-in-Time Count and the Coordinated Entry System demonstrate that there is still a need to build more capacity and target more resources to address houselessness challenges in the city.
3	Priority Need Name	Community Needs
	Priority Level	High
	Population	Extremely Low Low Chronic Homelessness Individuals Families with Children Mentally Ill Chronic Substance Abuse veterans Persons with HIV/AIDS Victims of Domestic Violence Unaccompanied Youth
	Geographic Areas Affected	
	Associated Goals	Community Needs

	Description	In addition to the significant housing challenges identified through the data analysis and community engagement process, a variety of community needs were also articulated by residents and stakeholders as priorities that should receive attention by the City. The City aims to leverage its strong partnerships with non-profit and other community organizations who serve low- and moderate-income residents with its federal resources to be responsive to opportunities that can help improve the lives of low- to moderate income Missoulians.
	Basis for Relative Priority	Throughout the community engagement process, residents and stakeholders identified several gaps in community services and activities that can compound the challenges of finding and securing housing. Several needs, including but not limited to affordable childcare, mental health services, addiction treatment services, and housing and employment services, were identified through the survey and conversations with residents and stakeholders as significant hindrances to housing stability and economic opportunity. The City will look to prioritize opportunities that address needs identified by the community and contribute to the social and economic well-being of low- and moderate-income residents.
4	Priority Need Name	Planning and Administration
	Priority Level	High
	Population	Non-housing Community Development
	Geographic Areas Affected	
	Associated Goals	Planning and Administration
	Description	Effective and holistic planning and administration of the City's entitlement funding sources ensures that the three priority needs articulated above are successfully met and aligned with the City's other strategic planning and policy efforts.
	Basis for Relative Priority	In addition to implementing the Consolidated Plan and Annual Action Plan, holistic planning and administration of these funds will help move forward the City's housing policy, efforts to address homelessness, and service delivery system in a manner that provides the greatest benefit to low- and moderate-income Missoulians. This priority will also give the City the opportunity to "learn on the fly" and adjust strategies and resource deployment based on new data, information, and community input.

Narrative (Optional)

The City's priority needs were identified through a collective analysis of quantitative data and feedback/information gathered from engagement with stakeholders and residents. As more affordable housing, housing stability efforts, and community services were highlighted repeatedly as significant needs throughout Missoula, all three priorities are considered "high."

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

Influence of Market Conditions

Affordable Housing Type	Market Characteristics that will influence the use of funds available for housing type
Tenant Based Rental Assistance (TBRA)	Low vacancy rates continue to characterize Missoula's rental market. According to the Missoula Organization of Realtors, the rental vacancy rate hit its lowest point over the last ten years (1.15%) in 2022. While vacancy rates have progressively improved over the last year (4.4% in mid-2023), Missoula's rental market is not expected to significantly soften over the next five years. Through the community engagement process for the development of this plan, residents and stakeholders overwhelmingly identified the need for more affordable rental housing and homeownership opportunities. As such, while TBRA plays an important role in keeping households at-risk of homelessness housed in the short-term, the community has continued to indicate that the City should prioritize its HOME allocation for production of units.
TBRA for Non-Homeless Special Needs	Low vacancy rates are the primary market conditions that affect TBRA for Non-Homeless Special Needs. Throughout the community engagement process, residents and stakeholders consistently voiced a desire for the City to use its federal funding to prioritize longer-term housing solutions, including housing units targeted at special needs populations.
New Unit Production	New unit production in Missoula will be affected by several market conditions, including building costs, land costs, and labor shortages. As articulated throughout this plan, Missoula needs more affordable rental housing and affordable homeownership opportunities. Given the large subsidy needed to make homeownership units affordable, Missoula will continue to focus on multifamily rental development, primarily LIHTC, which aligns with what was heard throughout the community engagement process.
Rehabilitation	A majority of Missoula's housing stock was built prior to 1980 and has a higher susceptibility of the presence of lead-based paint hazards. Additionally, as heard throughout the community engagement process, large swaths of existing housing stock continue to be in need of rehabilitation, including weatherization, energy improvements, and kitchen, bathroom, and roof repairs. The City will continue to focus its efforts on rehabilitation to help improve the physical condition of units, but to also help maintain the affordability of rehabbed units that may otherwise become too costly with needed repairs.

Affordable Housing Type	Market Characteristics that will influence the use of funds available for housing type
Acquisition, including preservation	Land prices and median home sales in Missoula continue to increase. In addition to rising development costs and a shorter building season, home prices continue to remain out of reach for a growing segment of Missoula's population, particularly for low- and moderate-income residents. Land acquisition is an integral part of the City's affordable housing strategy, not only to take advantage and leverage opportunities for new development but to ensure that the City does not lose affordable housing that already exists.

Table 3 – Influence of Market Conditions

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

Introduction

The following section describes Missoula's CDBG and HOME resources for the upcoming year and other anticipated resources over the next five years covered by this Consolidated Plan. This includes federal, state, local, and private resources expected to be available to the city to address the priority needs and specific objectives identified in this Strategic Plan.

HUD Resources

The City of Missoula receives HUD entitlement funding through two programs: the Community Development Block Grant (CDBG) program and the HOME Investment Partnerships (HOME) program. In PY2024, the City anticipates receiving \$555,089, in CDBG funding and \$397,905 in HOME funding. Additionally, the City receives program income from the two entitlement programs, which is earned from loan payments. In PY2024, the City anticipates receiving program income of \$29,370 from CDBG and \$800 from HOME. Please note that official allocations have not yet been released by HUD.

Federal

The City of Missoula's Brownfields Program facilitates the expansion, redevelopment, or reuse of real property when complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant. This funding is often leveraged to support affordable housing development. The amount available for loans and/or grants from the Brownfield Revolving Loan Fund varies, depending on the number of outstanding grants and loans, and when repayment of loans is expected. As of the beginning of 2024, the program has an estimated \$200,000.

State

The Montana Board of Housing (MBOH) administers the state of Montana's Low Income Housing Tax Credit (LIHTC) Program, which developers can apply to. Additionally, the State's Coal Trust Multifamily Homes Program provides \$65 million of Coal Trust funds to be invested in loans to projects providing multifamily rental homes. More specifically, the funds can be used for new construction, acquisition, and/or rehabilitation of existing multifamily rental homes; acquisition of land for multifamily rental homes including land trusts for rental, mobile, or manufactured housing projects; and development or preservation of a mobile home parks. Additionally, in 2023, the State of Montana passed House Bill 819,

which invests over \$175 million to increase the supply of affordable workforce housing and \$105 million to expand water and sewer infrastructure.

Local

In 2023, the Missoula Redevelopment Authority Board (MRA) approved the MRA Workforce Housing Program, which allows for Tax Increment Financing (TIF) to be used for the construction of workforce housing in the city's six urban renewal districts. Missoula residents earning between \$51,840-\$120,960 (family of four) are eligible to be served through this program. The City of Missoula is the first city in Montana to utilize TIF for workforce housing. Additionally, MRA continues to invest TIF in building deconstruction and public improvements in the public right of way to support both private and non-profit housing projects, as well as investment in publicly owner housing in the city's urban renewal district.

Additionally, the City of Missoula adopted a citywide housing policy, *A Place to Call Home*, in June 2019. As part of the housing policy, the City Council established the Affordable Housing Trust Fund (AHTF) as a permanent and annually renewable source of revenue to help meet the housing needs of the City's low- and moderate-income households. The City is currently working on the FY 2024 AHTF Allocation Plan to determine funding and allocation priorities. Since the AHTF was established, the City has received \$1.7 million for the fund; it anticipates receiving an additional \$100,000 allocation from City Council in the FY24 budget.

Private

When opportunities arise, the City works to support projects that leverage private equity through the LIHTC program.

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	\$555,089	\$29,370	\$300,525	\$952,920	\$2,300,	Annual allocation awarded to the City of Missoula as an Entitlement City plus program income.
HOME	public - federal	Acquisition Homebuyer assistance Homeowner rehab Multifamily rental new construction Multifamily rental rehab New construction for ownership TBRA						Annual allocation awarded to the City of Missoula as a Participating Jurisdiction plus program income.
General Fund	public - local	Admin and Planning Other						

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: \$		
Other	public - federal	Housing Multifamily rental new construction New construction for ownership Public Improvements						

Table 4 - Anticipated Resources

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

Due to its limited resources, the City makes a concerted effort to leverage its federal funding with other local, state, and private resources, as well as volunteer labor and in-kind support, where applicable. With the creation of the City's Affordable Housing Trust Fund (AHTF) in July 2020, the City administers the Unified Application Round, which provides the opportunity for local organizations/agencies to apply for both local and federal funding in the same process. With all of the City's funding sources allocated through a singular process, the City and its partners can ensure that resources are being maximized and leveraged in alignment with the City's housing policy and other goals, as well as ensuring that resources are not allocated to duplicative efforts.

HOME Match. The HOME Program requires participating jurisdictions to provide a 25 percent match on most HOME entitlement funds expended each program year. Match is a permanent contribution to affordable housing of non-federal funds. Applicants for HOME-CHDO set-aside funds are encouraged to demonstrate matching funds. Matching funds are reported and approved by CPDI annually. HOME-funded projects and match resources are reported in the annual CAPER.

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

The City is continuously reviewing its available vacant public lands to see what might be used to address the community's needs. Given the need to produce more affordable housing, the City is evaluating these parcels to determine which may be most appropriate for housing or mixed-use development.

Two large affordable housing construction projects were completed in PY23. The Villagio is a 200-unit project priced to be affordable to individuals and families making at or below 60% AMI. The Trinity Apartments are located on two sites in Missoula and offer 200 affordable units, which will eventually be accompanied by a navigation center, for Missoula's long-term unhoused neighbors.

A redevelopment plan is underway for City-owned land of which, as proposed, three acres will be given to a Community Land Trust dedicated for 46 permanently affordable homes. These will be income restricted for people making 120% AMI and below. Additional acreage will be used for lease housing and retail/commercial uses. The property sits in one of the city's urban renewal districts. The plan also analyzes infrastructure needs related to development of other nearby vacant parcels owned by the City, MRL and Republic Services.

The City of Missoula is in the process of developing comprehensive building and zoning code reforms to streamline construction of housing across all incomes and ensure development meets city standards. Addressing barriers to affordable housing will include rezoning land for multi-family development, modifying the zoning regulations to provide more options for affordable housing, in-fill development on under-utilized parcels, and potential redevelopment of brownfield sites.

Discussion

The resources listed here are financial and thus are not all-encompassing. Funds come from other sources that are not within the purview of HUD-sponsored programs, but still contribute to the vitality of the City and CDBG- and HOME-funded projects. Missoula staff and volunteers who provide their personal time and money to assist their fellow Missoulians every day cannot be adequately captured here. Most boards are all volunteer, and every nonprofit relies heavily on volunteer support to accomplish its work. Volunteer labor and in-kind support are often captured in project budgets but are difficult to quantify in all instances. The City's CDBG and HOME funding decisions try to leverage and capture the value of those contributions and support projects with varied and robust funding and support bases.

SP-40 Institutional Delivery Structure – 91.215(k)

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

Responsible Entity	Responsible Entity Type	Role	Geographic Area Served
City of Missoula Community Planning, Development and Innovation	Government	Economic Development Homelessness Non-homeless special needs Planning neighborhood improvements public facilities public services	Jurisdiction
Missoula Housing Authority	PHA	Public Housing	Jurisdiction
Missoula Redevelopment Agency	Redevelopment authority	Economic Development	Jurisdiction
Missoula County	Government	Homelessness Non-homeless special needs public services	Jurisdiction

Table 5 - Institutional Delivery Structure

Assess of Strengths and Gaps in the Institutional Delivery System

The Community Planning, Development and Innovation Department works to maintain strong partnerships with its public, private, and non-profit organizations to effectively administer its resources. The entities listed above are established partners that the City works closely with to address its housing and service delivery goals. The City works closely with the Missoula Housing Authority on housing issues pertaining to low- and moderate-income residents, as well as the Missoula Redevelopment Agency on improving economic vitality, job creation, and private investment in targeted areas around the city. Additionally, Missoula County is a strategic partner to the City with a shared City-County Health Department, a collaborative Grants and Community Programs Division, and provides strategic funding to many of the City's supported programs and projects. The City has also made efforts to work with private and non-profit developers to identify strategic opportunities for housing development, which will help implement the housing options goal identified in this plan. The primary strength of the city's institutional delivery structure is the continuing stewardship of strong partnerships and relationships in the community.

However, one significant gap in the institutional delivery system is the lack of capacity and financial resources to address the demand for services in the community. Through the community engagement process, many partner organizations described losing staff for two primary reasons: lack of competitive pay and the inability for their staff to afford housing in Missoula. While partner organizations and stakeholders lauded the system overall, they described a significant need for more affordable housing for their workforce in order to provide services in a robust and efficient manner.

Homelessness Delivery Structure

The institutional structure of Missoula's Homelessness System continues to evolve, with significant strides made in addressing the challenges of houselessness. However, gaps remain in the system to completely solve the issue. Following the conclusion of the City's 10-year homelessness plan, *Reaching Home: Missoula's 10-Year Plan to End Homelessness*, in 2022, an evaluation of the successes and remaining gaps of the City's homelessness delivery structure was prepared.

Successes of the plan included collaborative partnerships and input from several different types of organizations people, city leadership, key funding resources, and the creation of the Missoula Coordinated Entry System (MCES). The City has also helped expand shelter options for those experiencing houselessness, as well as helped residents experiencing houselessness access housing more efficiently.

In addition to increases in staff capacity, the City and its partners implemented several programs to help first responders and partner agencies work more collaboratively to address the needs of residents experiencing houselessness. These programs include the Mobile Support Team (hosted by the Missoula Fire Department, Frequent Users of Systems Engagement (FUSE) program (created by the City and Partnership Health Center), Homeless Outreach Team (hosted by the Poverello Center), and the Crisis Intervention Team (hosted by the Missoula Police Department).

The most significant gaps identified in the City's homelessness delivery structure include a lack of reliable, long-term funding sources, as well as limited staff and resources among partner agencies and social service providers. As noted above and highlighted in the evaluation, the greatest gap in this system is the lack of a continuum of housing options, which as the evaluation articulates, "...requires the development and expansion of housing infrastructure which requires money, time, and political and social willpower." The evaluation also found that while the creation of the MCES has greatly helped the City connect residents to housing and services more quickly, "there are gaps in data completeness and quality, which makes it difficult to understand the outcomes of individuals moving through Missoula's system of services." However, the evaluation also noted that data quality is improving and residents are spending less time in the MCES.

The Community Planning, Development and Innovation department is committed to address these gaps in the system, as reflected in this Plan's first and second goals.

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

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

Table 6 - Homeless Prevention Services Summary

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

Chronically homeless individuals and families

The 2023 Point-in-Time Count found that approximately 40% of the unhoused population during the count were considered to be chronically unhoused, a 21-percentage point increase in the number of individuals who were considered to be chronically unhoused in the 2018 Point-in-Time Count. As described above, the Missoula Coordinated Entry System has been instrumental in serving chronically

unhoused individuals in a quick and efficient manner. However, as stakeholders articulated throughout the community engagement process, chronically unhoused residents typically need a more robust set of services and interventions to stabilize their housing situations. Due to lack of long-term funding and staff capacity, it is becoming increasingly difficult for the existing level of service delivery to completely fulfill the needs of these residents.

Families with Children

The Meadowlark Family Housing Center provides 178 short-term emergency shelter beds for families and survivors of domestic violence who are unsheltered, as well as support and resources to find a permanent home. The YWCA also provides six transitional housing beds, while Mountain Home Montana provides 12 transitional units for mothers and their children. Through the Coordinated Entry System, families with children experiencing houselessness are connected with all applicable services and programs. Additionally, Missoula County Public Schools (MCPS) District School Liaisons identify at-risk and homeless families and youth in Missoula Schools and also work to connect them to the appropriate services. Stakeholders also shared that the Housing Advocate Network, under the umbrella of the Missoula Interfaith Collaborative, is comprised of volunteers who assist and support individuals and families experiencing houselessness in their housing search.

Veterans and their families

The Veterans Affairs Supportive Housing (VASH) Program combines Housing Choice Voucher rental assistance for homeless veterans with case management and clinical services, which is administered by the Montana Department of Commerce. The Poverello Center provides 20 transitional housing units for Veterans through its Housing Montana Heroes program and plans to build another facility that will serve an additional 16 veterans. In 2023, the Missoula Housing Authority reported that they will create new permanent housing for Veterans at Valor House, which will support the placement of HUD VASH vouchers at the site. Additionally, the Veterans Affairs Office in Missoula provides outreach and services to Veterans, as well as referrals from primary health care providers. Finally, the MCES ensures that Veterans are connected to VA resources, when available. Veterans are identified as the first population of focus for Missoula's Built for Zero efforts. Built for Zero partners in Missoula set a community aim to achieve functional zero for veterans by November 11, 2026. This goal will catalyze additional targeted efforts and system improvements in the system of services supporting veterans who are unhoused.

Unaccompanied Youth

In 2019, the Montana Continuum of Care Coalition applied for a Youth Homelessness Demonstration, receiving \$3.4 million to help reduce the number of youth experiencing houselessness throughout Montana. In addition to connecting unhoused youth with immediate, safe, and supported housing options, the YHDP also aims to support strategies that address social-emotional well being, education,

and employment for this population. Grants were awarded to twelve agencies throughout the state. The District XI Human Resource Council administers the YHDP for Mineral, Missoula, and Ravalli counties.

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

The strengths and gaps of the service delivery system described above also translate to serving special needs populations experiencing homelessness in Missoula. Namely, there remains a lack of sufficient financial resources and staff capacity from organizations serving these populations to provide the level of services and attention needed. Special needs populations with acute service needs include justice-involved youth, children in the welfare system, members of the LGBTQ+ community, single parents, residents with significant mental health and chemical dependency challenges, and Indigenous residents.

While the City and partner organizations have made significant strides to address the housing challenges and service needs of these special populations, including expanding shelter options for unhoused residents and helping these individuals access housing and services more efficiently, there are not enough resources available to holistically address the needs of all special populations.

Throughout the community engagement process, residents and stakeholders identified increased access to mental health and chemical dependency services as priority outcomes the City needs to pursue. Additionally, several stakeholders spoke about the need for demographic-specific facilities and programs to address the different needs of special populations. One stakeholder advocated for a detox center specifically for women, while several other stakeholders articulated a significant need for more culturally-responsive service delivery and programs, particularly for Indigenous residents. In October 2023, the MCES reported that 25% of unhoused residents currently in the system identified as American Indian, Alaska Native, or Indigenous, while only representing 1.5% of the general population.

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

The primary gaps identified in this section include:

- Financial resource and organizational capacity constraints;
- Lack of resources for special needs populations;
- The need for increasing and evolving partnerships and relationships community-wide.

While finding a long-term funding source to address houseless in Missoula will remain a challenge in the near future, the City will overcome these gaps by building upon the successes of the *Reaching Home* plan. This includes continually working to improve the Missoula Coordinated Entry System to ensure that residents are connected with housing and services that meet their needs in an efficient manner, as well as supporting existing programs and partners working collaboratively to address the needs of **Missoula's unhoused residents**. Missoula is participating in Built for Zero, a program of Community

Solutions, which provides collaborating partners with a framework and toolbox to strengthen MCES and work towards achieving Missoula's first community aim to achieve functional zero for veterans by November 11, 2026. The City also contracted recently with Homebase to embark on a process to create Missoula's next community strategy to address houselessness. This is envisioned to be co-created with community members, including people with lived expertise of being unhoused, general public, and community partners. The City is also currently engaged in a research project with NYU graduate students to explore capacity limitations in Missoula for sheltering and supportive services. The project will produce findings from a survey of community partners to better understand barriers that they face, along with case studies of how other communities are overcoming similar limitations. The City will continue to look for opportunities to leverage its strong partnerships and existing resources to increase a continuum of housing options for residents most in need.

SP-45 Goals Summary – 91.215(a)(4)

Goals Summary Information

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
1	Housing Options	2024	2028	Affordable Housing Homeless		Rental Housing Homeownership	\$3,017,850	Rental Housing Rehabilitated: 220 Household Housing Units Homeowner Housing Added: 5 Household Housing Units Homeowner Housing Rehabilitated: 60 Household Housing Unit
2	Supporting Vulnerable Populations	2024	2028	Homeless		Homelessness	\$421,490	Overnight/Emergency Shelter/Transitional Housing Beds added: 50 Beds
3	Community Services	2024	2028	Public Services		Public Services	\$202,848	Public service activities other than Low/Moderate Income Housing Benefit: 300 Persons Assisted
4	Planning and Administration	2024	2028	Planning and Administration		Planning and Administration	\$476,870	Other: 3 Other

Table 7 – Goals Summary

Goal Descriptions

1	Goal Name	Housing Options
	Goal Description	<p>Increase and preserve affordable housing options for extremely low, low, and moderate-income households emphasizing accessibility, energy efficiency, and proximity to community amenities and services.</p> <p>This goal will aim to leverage, incentivize, and fund efforts that support the development, preservation, and rehabilitation of affordable housing options in Missoula for extremely low-, low-, and moderate-income households, particularly projects that emphasize serving residents with accessibility limitations, are located near transit corridors and other community services, and that include sustainable and climate-resilient approaches and practices in their efforts.</p>
2	Goal Name	Supporting Vulnerable Populations
	Goal Description	<p>Improve housing stability for individuals and households with critical needs, particularly those experiencing or at-risk of homelessness, by creating permanent supportive housing and providing emergency and transitional housing services.</p> <p>This goal will aim to provide housing stability for unhoused residents and residents at-risk of becoming unhoused through the provision of emergency, transitional, and permanent supportive housing options, as well as targeted and comprehensive service provision. Funding will be prioritized for capital and/or public services projects that increase the efficiency of service delivery, continue to build systemic capacity in the Missoula Coordinated Entry System, and projects and/or programs that implement a Housing First approach.</p>

3	Goal Name Community Services	
	Goal Description	<p>Address critical community needs by funding gaps in services for extremely low, low, and moderate-income individuals and households.</p> <p>This targeted approach aims to address pressing community needs that have been identified as having significant impacts on the quality of life for low- and moderate-income residents. The City will strategically target projects, programs, and other efforts that increase access to community services, such as, but not limited to, affordable childcare, increased access to mental health care and chemical dependency services, and employment opportunities for low- and moderate-income Missoulians. The City will continue to engage the community over the next five years to ensure that funding is directed at community services that address the greatest needs voiced by Missoula residents.</p>
4	Goal Name Planning and Administration	
	Goal Description	<p>The City will plan annually to ensure it is successfully meeting the first three goals identified in this plan. Ensuring that planning for our HUD-funded programs align and complement other community planning efforts and the City's housing policy are top priorities over the next five years. Additionally, we will work to establish additional, flexible funding sources to support our housing and community development goals.</p>

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

Through robust engagement with residents and stakeholders in the community, as well as an analysis of HUD and local data on housing and community needs, the City of Missoula has developed four goals for the 2024-2028 Program Years:

- Increase and preserve affordable housing options for extremely low, low, and moderate-income households emphasizing accessibility, energy efficiency, and proximity to community amenities.
- Improve housing stability for individuals and households with critical needs, particularly those experiencing or at-risk of homelessness, by creating permanent supportive housing and providing emergency and transitional housing services.
- Address critical community needs by funding gaps in services for extremely low, low, and moderate-income individuals and households.
- Planning and administration.

Throughout the plan development process, affordable housing, both for rent and for sale, was continually identified as a critical need in Missoula. Aligned with the primary objective of the Community Development Block Grant (CDBG) program to benefit low- and moderate-income residents, the City has created these goals to strategically utilize its federal funding with other resources to address the housing, service, and community needs of Missoula's most vulnerable populations.

The City's short-term goals are articulated in the PY24 Annual Action Plan, which includes the funding of several affordable housing rehabilitation projects and an affordable housing acquisition for placement into a community land trust. As noted above, with the implementation of the City's Housing Policy in June 2019 and the creation of the Affordable Housing Trust Fund in 2020, the City has created the Unified Application process to strategically allocate both local and federal funding that will support the construction and rehabilitation of affordable housing options for low- and moderate-income Missoulians. Over the next five years, the City estimates rehabilitating existing affordable units for approximately 200 extremely low-, low-, and moderate-income households.

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

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

The Missoula Housing Authority (MHA) has fulfilled the necessary number of accessible units throughout all properties. MHA consistently makes efforts to improve the accessibility of units through reasonable accommodations and strategic investments at turnovers or during rehabilitation projects. The Missoula Housing Authority offers a “Tenant Handbook” for residents in its affordable housing properties that includes information on how to request a reasonable accommodation or modification.

Activities to Increase Resident Involvements

Missoula Housing Authority employs three Family Self-Sufficiency Coordinator to work with residents on basic life skills and resident relations, as well as job training, job searches, educational opportunities, and overcoming other barriers to self-sufficiency. MHA holds public meetings and regularly hosts resident meetings at properties including holiday gatherings and group meals.

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

No.

Plan to remove the ‘troubled’ designation

N/A. The Missoula Housing Authority is not designated as a troubled agency.

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

Barriers to Affordable Housing

There are several barriers inhibiting affordable housing development in Missoula. Regulatory environment barriers, such as land use regulations that are incompatible with city housing goals, limited land zoned for affordable housing, burdensome subdivision requirements, and lack of city/county alignment around future growth, all play a part in slowing down the City's ability to build affordable housing. Barriers related to housing development, including expensive infrastructure requirements, rising development costs due to labor shortages and inflation, neighborhood pushback on affordable housing development, and uncertainty in development review processes also prove to be challenging. Additionally, funding, cooperation and collaboration among partners, and lack of understanding about housing issues on a community-level all contribute to developing affordable housing in the city. From a climate perspective, rising energy costs can be a barrier to affordable housing, particularly because many older buildings do not have adequate weatherization to maintain safe and comfortable temperatures without high cost during extreme winter and summer weather events.

Strategy to Remove or Ameliorate the Barriers to Affordable Housing

While challenging, the City is making significant strides in addressing barriers highlighted above. In June 2019, the City of Missoula adopted “A Place to Call Home”, a citywide housing policy aiming to address increasing housing costs in Missoula. The policy outlined four strategy areas:

- Track and Analyze Progress for Continuous Improvement
- Align and Leverage Existing Funding Resources to Support Housing
- Reduce Barriers to New Supply and Promote Access to Affordable Homes
- Partner to Create and Preserve Affordable Homes

To address regulatory environment barriers, the City is currently undergoing an update to its growth policy, called *Our Missoula*. The growth policy will guide future urban growth and development over the next 20 years that aim to address social, cultural, and racial inequities; housing shortages and rising housing costs; and the causes, as well as accelerating effects, of climate change. As part of the Growth Policy update, the City commissioned an “Equity in Land Use” report, which evaluated Missoula’s land use policy and zoning regulations to assess how well they currently support its social equity goals, including advancing housing affordability and reducing barriers to historically disadvantaged populations from thriving in the community. The report found four key findings related to Missoula’s current zoning and land use regulations:

- A high share of land is reserved for low density, exclusive single-dwelling housing that is unaffordable to all but the most affluent households.

- A very small share of land allows housing at density levels high enough to deliver housing affordable to middle- and lower-income households.
- The spatial distribution of zone districts has contributed to, and perpetuates, segregation along lines of class and race and exclusion of lower income households from neighborhoods with high economic and educational opportunity.
- The spatial distribution of zone districts has also concentrated lower income households in the same neighborhoods where new development activity is concentrated, contributing to a higher risk of gentrification and displacement of lower income households in those neighborhoods.

Coming out of the “Equity in Land Use” report, the City will explore recommendations that effectively advance equity through land use policy and regulations. Recommendations include:

- Distributing opportunities for affordable housing types broadly throughout the city
- Enabling density levels that open up the possibility for smaller, more affordable units, which are more energy efficient
- Avoiding concentrated upzoning in vulnerable neighborhoods
- Providing zoning incentives for income-restricted affordable housing
- Focusing regulations more on the form of buildings and less on the number of units in the building
- Designing reforms that increase opportunities for adding amenities and services within a walkable distance of all households.

Exploring and pursuing these recommendations will aim to improve equitable outcomes in land use policy and regulations, community resiliency, and affordability. Smaller units, especially those in multifamily or mixed-use buildings, tend to be much more energy efficient than single family dwellings or larger units. The resultant lower energy bills contribute to the overall affordability of the housing unit. Additionally, developing walkable neighborhoods relieves pressure on urban sprawl and saves residents money on transportation costs.

Additionally, the City’s Our Missoula Development Guide (OMDG) is a tool that tracks and reports out on residential development trends occurring within the Missoula urban area. This area includes the city proper, as well as the Urban Fringe Area that extends into the County (also known as the Growth Policy Boundary).

The OMDG report was first developed in 2007 and has been updated on a semi-annual basis. The report focuses primarily on residential and infrastructure development that supports residential uses. Staff use building permit data to categorize residential development into types, regions, and other metrics, and measures infrastructure improvements such as roads, sewer and water, multi-modal commuter trails, and new or improved parks and open spaces. The City’s most recent OMDG, Looking Forward 2018-2028, estimates that there is enough capacity in the Urban Services Areas over the next ten years to

accommodate 6,500 new dwelling units. The report also notes that better utilizing densities as allowed by land use could add an additional 5,000 units to what is allowed by current zoning.

While funding continues to be a barrier to affordable housing development, the City established its Affordable Housing Trust Fund (AHTF) in 2020 with the intention of providing a targeted and sustainable source of funding to increase and preserve affordable housing in Missoula. The AHTF has currently committed \$1.7 million to preservation and acquisition of affordable housing, as well as consumer housing services to assist households with housing access/retention and homebuyer and financial education. The City's housing policy and climate teams continue to work on combining weatherization and clean energy measures with affordable housing projects to ensure energy costs remain low and predictable for residents. Additionally, the City created a Unified Application process to reduce time and process for applicants and leverage federal funding.

Other barriers impacting affordable housing include a lack of community-level understanding of housing issues in Missoula, lack of communication among different sectors that intersect with housing, continued collaboration among public, private, and nonprofit sectors, and additional financial support for nonprofit organizations to expand housing efforts. Through the efforts described above, the City is making intentional efforts to strengthen coordination and collaboration among partners and to educate the broader public about the collective benefits of affordable housing in the community.

The City will continue to implement its housing policy and identify strategic opportunities that contribute to addressing affordable housing barriers in the community.

SP-60 Homelessness Strategy – 91.215(d)

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

In 2012, the City of Missoula and Missoula County adopted *Reaching Home: Missoula's 10-Year Plan to End Homelessness (Reaching Home)*. The Plan was built around four fundamental themes:

- Homeless prevention and rapid re-housing
- Providing a Continuum of Housing Options
- Service Collaboration and Coordination
- 10-year plan implementation

A third-party evaluation of Reaching Home's progress found that the plan:

- Set a common vision and dedicated program staff within the City of Missoula's Community Development Division
- Created a simpler way to access services and resources by introducing the "no wrong door" philosophy across the city through the Missoula Coordinated Entry System, which is important in gathering measurable results and connecting people experiencing homelessness with the best available resources.
- Supported and started creative programs to improve first responder interactions, add shelter options, and provide behavioral health resources.

This Plan's Housing Options (Goal 1) and Supporting Vulnerable Populations (Goal 2) goals build upon the success of the *Reaching Home* plan by aiming to provide safe, stable, and appropriate housing situations for unhoused residents while also providing targeted services. This goal also intends to increase the efficiency and capacity of the Missoula Coordinated Entry System, which aims to prevent and divert households from entering into homelessness, reduce duplication of services, provide data to improve outcomes, and result in prioritizing limited housing resources.

Additionally, this goal was also informed by residents currently experiencing homelessness. A focus group was held at the Poverello Center's Johnson Street Shelter to better understand the needs of people experiencing homelessness. Overall, one of the most significant needs identified by these residents was the availability of more subsidized, accessible housing. Other needs articulated included services to help residents obtain identification cards, housing navigation services, mental health care services, and post move-in assistance.

The Missoula community is embarking on the development of a new Strategy to Address Homelessness that should be completed by the end of 2024. This new strategy will build on the success of *Reaching Home* and chart the course for the community for the next several years. It will be co-created with the broader Missoula community, including people with lived expertise of being unhoused, general public, and community partners. This will include direct involvement of people with lived expertise of homelessness on the leadership committee steering this strategy development.

Addressing the emergency and transitional housing needs of homeless persons

This Plan's Supporting Vulnerable Populations Goal (Goal 2) addresses the emergency and transitional housing needs of unhoused residents. The goal explicitly identifies the need for more emergency and transitional housing options in the city. Throughout the community engagement process, the need for more emergency housing/shelter space, as well as more transitional housing, were identified as significant needs. Several stakeholders identified transitional housing as a critical need, particularly transitional housing that allows residents to stay up to two or three years. Stakeholders who work with unhoused residents shared that longer-term transitional housing gives people the opportunity to work through and heal from their trauma, find stable employment, and find places to care for their children.

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.

This Plan's Housing Options (Goal 1) and Supporting Vulnerable Populations (Goal 2) goals build upon the success of the *Reaching Home* plan by aiming to provide safe, stable, and appropriate housing situations for unhoused residents while also providing targeted services. This goal also intends to increase the efficiency and capacity of the Missoula Coordinated Entry System, which aims to prevent and divert households from entering into homelessness, reduce duplication of services, provide data to improve outcomes, and result in prioritizing limited housing resources. Additionally, these goals were also informed by residents currently experiencing homelessness.

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

This Plan's Housing Options (Goal 1) and Supporting Vulnerable Populations (Goal 2) goals build upon the success of the *Reaching Home* plan by aiming to provide safe, stable, and appropriate housing situations for unhoused residents while also providing targeted services. This goal also intends to increase the efficiency and capacity of the Missoula Coordinated Entry System, which aims to prevent and divert households from entering into homelessness, reduce duplication of services, provide data to improve outcomes, and result in prioritizing limited housing resources. Stakeholders who work with residents impacted by the justice system helped inform these goals. In addition to the need for more affordable housing options for this population, additional investments in substance use intervention and

mental health services were highlighted as significant needs. Stakeholders also spoke to continuing to strengthen coordination and communication across service providers and sectors.

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

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

The City of Missoula works to address lead-based paint (LBP) hazards on any city project, where applicable, including new construction on sites that require site contamination cleanup (using Brownfields funds), homeownership rehabilitation projects, and down payment assistance loans. All homeowner rehabilitation or rental assistance projects funded through the City's HOME or CDBG programs require that units constructed prior to 1978 must pass a visual inspection for lead-based paint by certified inspectors. Owners or managers are required to complete a disclosure certification of their knowledge of the use of lead-based paint in the unit, provide tenants or potential buyers information outlining lead-based paint hazards, and a Lead Warning Statement is attached to the rental lease or home purchase documents. If required, mitigation procedures must be successfully completed prior to occupancy and a second inspection is done to verify compliance. If the owner/landlord is unwilling to abate identified lead-based paint hazards, the assisted client is directed to find another unit.

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

Any housing built before 1978 is at risk of containing some amount of lead-based paint. Older housing is more likely to have lead-based paint and the amount of lead pigment in the paint tends to increase with the age of the housing. Approximately 16,600, or 51% of the housing units in Missoula, were built in 1979 or earlier. The Census Tracts with the highest percentage of housing units built prior to 1980 correspond with the following neighborhoods: University District, Rose Park, Lewis & Clark, Heart of Missoula, Westside, and Northside.

Young children who could ingest lead-based paint are at a higher risk from lead poisoning than adults. Children of very low- and low-income families are disproportionately at risk for lead poisoning, as they tend to reside in older homes. According to 2021 American Community Survey data, there are 7,844 owner-occupied units and 8,765 renter-occupied units in Missoula built before 1980 with a higher susceptibility to lead-based paint. Additionally, of the approximately 16,600 units built prior to 1980, there are approximately 1,850 pre-1980 units with children present in Missoula. In 2021, approximately 18% of Missoula children under 5 years old live below the poverty level.

Lead-based paint screenings, mitigation (when necessary), and informing homeowners and tenants of the hazards of lead-based paint are actions that will help reduce the extent of lead poisoning, particularly for the low-income households that are served by the City's HOME and CDBG programs.

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

All CDBG and HOME contracts entered into between the City and recipients of funding from those programs include language that stipulates that recipients must comply with lead-based paint regulations and policies as established by City, State, and Federal laws and regulations, including specific policies related to lead-based paint in the CDBG and HOME programs.

Once under contract, CDBG and HOME subrecipients are required to follow the procedures outlined above to ensure that lead-based paint and other health and safety issues are detected and mitigated, if present. Subrecipients must also ensure that clients being served through HUD programs are fully informed of hazards and their rights pertaining to health and environmental safety.

Additionally, in accordance with HUD Notice CPD-23-103 on Addressing Radon in the Environmental Review Process, the City of Missoula will require that all CDBG and HOME contracts entered into between the City and recipients of funding from those programs include language that stipulates that recipients must comply with radon testing procedures. This will involve utilizing approved testing methods outlined by HUD and adhering to the recommended protocols for accurate measurement. Subsequently, if elevated radon levels are detected, the City will require effective mitigation measures in collaboration with qualified professionals. Additionally, each project will maintain detailed records of radon testing and mitigation efforts to comply with HUD reporting requirements.

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

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

As articulated throughout the Consolidated Plan, housing costs continue to rise in Missoula, impacting a significant proportion of the community. Between 2018 and 2022, the median sales price in Missoula increased by 79%. Compounding the impacts on low- to moderate-income residents pursuing homeownership are the rising costs of construction and land, limited availability of suitable parcels, and regulatory barriers. According to 2021 American Community Survey data, 94% of both owners and renter households experience cost burden in Missoula. For households making between \$20,000-\$35,000, 79% of renters and 36% of owners experience cost burden. For households making between \$35,000-\$49,999, 50% of owner-occupied households are cost burden and 40% of renter households are cost burden. Low wages and increasing housing costs continue to disproportionately impact families and individuals living in poverty.

Three factors identified by the Missoula Economic Partnership (MEP) as significant factors in the growth of Missoula's economy include the cost of living, low wages, and regional isolation. Additionally, MEP reported that businesses and industries of all sizes are experiencing high demand for their products and services, however, the high cost of living is making it difficult for these employers to retain their workforce. As such, housing affordability and economic growth are inextricably linked. In coordination with other City efforts, the primary objectives of the Consolidated Plan are to provide more affordable housing options, support unhoused residents, and offer targeted community services, which will not only provide housing stability but will also better position households and families to improve their economic situations.

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

Over the last five years, the City of Missoula has taken immense strides to address alleviate poverty and improve the quality of life of all Missoulians, particularly low- and moderate-income residents. In addition to the goals articulated in the Consolidated Plan, the City has implemented a comprehensive housing policy to address the housing needs of Missoulians, including establishing an Affordable Housing Trust Fund. Additionally, the City is currently updating the *Our Missoula Growth Policy* to better align its land use strategies with stated community goals. As part of that effort, the City conducted an "Equity in Land Use" to identify how the City's current code and policies fall short in support social equity goals and addressing community needs. Moreover, the City will look to build upon the successes of the *Reaching Home* plan and continue to serve its unhoused populations. These efforts align with the goals of the Consolidated Plan to reduce poverty by provide more affordable housing options, support vulnerable populations, and offering more targeted community services.

SP-80 Monitoring – 91.230

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

The City of Missoula is responsible for ensuring that Subrecipients comply with all regulations and requirements governing their administrative, financial, and programmatic operations. This includes ensuring that performance goals are achieved within the scheduled timeframe and budget, as well as ensuring that the Subrecipient is taking appropriate actions when performance problems arise.

Monitoring of the Subrecipient continues over the course of the project.

Each year, the Community Development division (CD) develops a monitoring plan for both CDBG and HOME. Monitoring will take various forms ranging from desk reviews to on-site monitoring visits. CD utilizes a risk analysis tool in order to identify those CDBG subrecipients that may require more in-depth and on-site monitoring. CD staff utilizes Chapter 5 of the Managing CDBG guidebook as guidance for CDBG monitoring as well as the CPD Monitoring Handbook.

Monitoring Process

City staff will conduct an ongoing monitoring process in order to review the programmatic and financial aspects of the Subrecipient's activities. CPDI staff will review draw requests and quarterly reports submitted by the Subrecipient for compliance with federal regulations regarding the use of federal funds and the implementation of the program. The monitoring process is oriented towards resolving problems, offering technical assistance, and promoting timely implementation of programs. To this end, CPDI staff may require corrective actions of the Subrecipient.

In accordance with HOME guidance found in Monitoring HOME, CD utilizes the following on-site monitoring schedule for HOME-assisted activities:

For any activity administered by a subrecipient, while contract is in effect:

- Tenant-based rental activity: Annually
- Project development activities during all phases of the project through to occupancy and project completion; provided that development has begun: At least annually, but may occur more frequently
- Post completion, for rental projects with 1-4 total units in the project: Every 3 years until period of affordability expires
- Post completion, for rental projects with 5-25 total units in the project: Every 2 years until period of affordability expires
- Post- completion, for rental projects with 26 or more total units in the project: Annually until period of affordability expires

CD utilizes the Monitoring HOME guidebook as well as the CPD Monitoring Handbook as guidance for monitoring. For both CDBG and HOME on-site monitoring, CD issues a written report to the Subrecipient and allows them an opportunity to respond to any of the observations, findings, or deficiencies. With respect to minority and women-owned business outreach, Section 3, labor standards, and other federal requirements tied to construction projects, CD staff conducts pre-construction meetings with CDBG-HOME subrecipients to ensure that they are familiar with all requirements and have the required documents and forms to include in bid and construction documents. Throughout the year, CD staff are reviewing draw requests, demographic reports, and narrative and financial reports to review CDBG and HOME-funded projects for compliance with all applicable federal regulations. If CD identifies any issues as part of this review, staff promptly notifies the Subrecipient to discuss the issue and identify any necessary corrective actions.

VI. ANNUAL ACTION PLAN

Action Plan Portion starts at AP15

AP-15

Introduction

The City has a history of collaborating with nonprofit service organizations to address priority housing needs. The table that immediately follows and the subsequent text describes Missoula's CDBG and HOME resources over the next five years covered by the Consolidated Plan. This includes federal, state, local, and private resources expected to be available to the City to address the priority needs and specific objectives identified in the Strategic Plan.

HUD Resources Due to delays in receiving actual allocation amounts from Congress, the HOME and CDBG allocated amounts listed below are estimates based on the PY2023 award. All proposed project budgets will be proportionally increased or decreased from the estimated funding levels to match actual allocation amounts. Upon receiving the final allocation amounts from HUD, the plan will be updated to reflect those amounts.

HUD entitlement funding is the primary resource to achieve goals in the Five-Year Consolidated Plan. In PY2024, the City will receive approximately \$555,089 (CDBG) and \$397,905 (HOME). In addition, the City anticipates receiving program income of approximately \$96,676 (CDBG) and \$59,065 (HOME) in PY2024. Program income is earned from loan payments.

Federal Resources

The City of Missoula's Brownfields Program facilitates the expansion, redevelopment, or reuse of real property when complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant. This funding is often leveraged to support affordable

housing development. The amount available for loans and/or grants from the Brownfield Revolving Loan Fund varies, depending on the number of outstanding grants and loans, and when repayment of loans is expected.

State Resources

Developers may access state resources through the Low-Income Housing Tax Credit (LIHTC) Program. This program is administered by the Montana Board of Housing (MBOH). The MBOH also facilitates and operates a number of down payment assistance loans that are available to qualifying households in Missoula. Additionally, the State's Coal Trust Multifamily Homes Program provides \$65 million of Coal Trust funds to be invested in loans to projects providing multifamily rental homes. Specifically, the funds can be used for new construction, acquisition, and/or rehabilitation of existing multifamily rental homes; acquisition of land for multifamily rental homes including land trusts for rental, mobile, or manufactured housing projects; and development or preservation of a mobile home parks.

The 2023 Legislative session created several new housing resources. House Bill 819, the Montana Community Reinvestment Act, includes funding for homebuyer assistance, infrastructure investment for below market projects through low interest bonds and loans, additional funding for the Permanent Coal Tax Trust Fund and planning funding to advance housing goals. As a result of HB 819, the MRA is collaborating with the Montana Board of Investments to bond on a public/private partnership that will result in the creation of 89 for sale homes, 46 of which will have dedicated use and affordability parameters.

Local Resources Over the next five years, the city will continue to explore using Tax Increment Financing (TIF) funds to meet housing goals. The State of Montana has authorized local governments to utilize TIF in designated areas. TIF in Montana is segregation of new property taxable value over a base year that may be used for certain activities within the specified areas. Through the Missoula Redevelopment Agency (MRA), the City of Missoula currently administers six urban renewal districts, each of which are unique in terms of size, uses, and TIF capacity. Use of TIF is primarily limited to clearing development sites, providing adequate utility infrastructure, as well as land cost subsidy for permanently affordable housing projects. Several of the urban renewal districts have the capacity to fund or bond for substantial amounts for eligible activities related to construction of affordable housing. Following a legislative change made in 2021 that permitted costs related to vertical construction for workforce housing development, the MRA convened a working group to develop a workforce housing policy in mid-2023. The approved workforce housing policy expands the use of TIF funding to include housing development that has a dedicated use for people earning between 60-140% of AMI.

Three years after the development of the City of Missoula's Affordable Housing Trust Fund, the fund has resulted in permanent housing connection or preservation for 149 households who were experiencing houselessness or housing instability. Six hundred twenty-nine households benefited from homebuyer and financial education and 213 homes were preserved or acquired to ensure lasting affordability. Housing policy

staff have created tracking and measurement protocols, completed qualitative data collection and analysis to evaluate community need related to displacement, developed a Voluntary Incentives Program to build and strengthen relationships with developers, participated in policy development to leverage other local resources like Tax Increment Financing, and engaged in the City's code reform process to ensure barriers to new supply are removed.

Private Resources

Whenever possible, the City works to support projects that leverage private equity through LIHTC. Investments from the private sector make these projects work and bring new resources into the community.

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	555,089	96,676	300,525	952,290	2,320,000	<p>This is the estimated annual allocation award based on last year's allocation, plus prior year resources and program income. Projects chosen for funding will be proportionally increased or decreased from estimated funding levels to match actual allocation amounts.</p> <p>Rental and homeowner rehabilitation, including ADA improvements, have been chosen for funding this year.</p>

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	397,905	59,065	64,329	521,299	1,800,000	<p>This is the estimated annual allocation award based on last year's allocation, plus prior year resources and program income. Projects chosen for funding will be proportionally increased or decreased from estimated funding levels to match actual allocation amounts.</p> <p>Rental housing rehabilitation, and the acquisition of a single family home to be placed into a community land trust, and CHDO operating assistance will be funded this year. Note – PR01 prior year resources of \$868,990 are adjusted here to include uncommitted CHDO set-aside of \$123,339, and the exclusion of \$928,000 for 2 projects previously reported under the HOME Affordable Housing Development and Rehabilitation project.</p>

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: \$		
General Fund	public - local	Admin and Planning Other	\$916,859	0	0	\$916,859	3,320,000	Community Planning, Development & Innovation dedicates significant portions of its general fund budget to the administration of HUD grant programs (\$82,699), affordable housing policy and fair housing activities (\$157,160), and houseless programs (\$577,000). In addition, \$100,000 from the General Fund was allocated to our local Affordable Housing Trust fund in FY24.
Other	public - federal	Housing Multifamily rental new construction New construction for ownership Public Improvements	200,000	0	0	0	800,000	The City's Brownfields Program facilitates the expansion, redevelopment, or reuse of real property when complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant. Federal funding cycles and the project-specific nature of Brownfields projects make projections challenging, but the City anticipates spending, in the next five years, \$300,000 in Brownfields assessment funding and \$700,000 in cleanup funding. A majority of this funding is expected to benefit the Goals outlined in this plan.

Table 1 - 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

Federal funding will leverage private, state, and local funds as well as leveraging other types of support such as volunteer labor and in-kind support. In each award decision, the ability of a project or agency to demonstrate sustainable services by both maximizing other sources of funding and minimizing or eliminating the need for ongoing CDBG or HOME support is an important ranking criterion. An agency or project must ensure that they are not duplicating services already available and that other sources of funding have been explored.

For Program Year 2024, agencies receiving HOME and CDBG funding are leveraging other resources to carry out their programs. Although not required, the City of Missoula asks CDBG subrecipients to provide match as well. Based on financial information submitted with each application, CDBG subrecipients are estimated to leverage \$190,700 from a variety of sources.

HOME Match. The HOME Program requires participating jurisdictions to provide a 25 percent match on most HOME funds expended each program year. Match is a permanent contribution to affordable housing of non-federal funds. Applicants for HOME-CHDO set-aside funds are encouraged to demonstrate matching funds. Matching funds are reported and approved by CD annually. HOME-funded projects and match resources are reported in the annual CAPER. For the PY24 HOME program, based on financial information submitted with each application, HOME subrecipients are estimated to leverage \$451,250.

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

The City is continuously reviewing its available vacant public lands to see what might be used to address the community's needs. Given the need to produce more affordable housing, the City is evaluating these parcels to determine which may be most appropriate for housing or mixed-use development.

One large affordable housing construction project was completed in PY23. The Villagio is a 200-unit project priced to be affordable to individuals and families making at or below 60% AMI. Another large 202-unit project, located on two sites in Missoula, is nearing completion. The Trinity Apartments, which offers 200 affordable units, will eventually be accompanied by a navigation center, for Missoula's long-term unhoused neighbors.

A redevelopment plan is underway for City-owned land of which, as proposed, three acres will be given to a Community Land Trust dedicated for 46 permanently affordable homes. These will be income restricted for people making 120% AMI and below. Additional acreage will be used for lease housing and retail/commercial uses. The property sits in one of the city's urban renewal districts. The plan also analyzes infrastructure needs related to development of other nearby vacant parcels owned by the City, MRL and Republic Services.

The City of Missoula is in the process of developing comprehensive building and zoning code reforms to streamline construction of housing across all incomes to ensure development meets city standards. Addressing barriers to affordable housing will include rezoning land for multi-family development, modifying the zoning regulations to provide more options for affordable housing, in-fill development on under-utilized parcels, and potential redevelopment of brownfield sites.

Discussion

The resources listed here are financial and thus are not all-encompassing. Funds come from other sources that are not within the purview of HUD-sponsored programs, but still contribute to the vitality of the City and CDBG- and HOME-funded projects. Missoula staff and volunteers who provide their personal time and money to assist their fellow Missoulians every day cannot be adequately captured here. Most boards are all volunteer, and every nonprofit relies heavily on volunteer support to accomplish its work. Volunteer labor and in-kind support are often captured in project budgets but are difficult to quantify in all instances. The City's CDBG and HOME funding decisions try to leverage and capture the value of those contributions and support projects with varied and robust funding and support bases.

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
1	Housing Options	2024	2028	Affordable Housing Homeless		Housing Options	481,509 HOME 585,000 CDBG	Rental Housing Rehabilitated: 50 Household Housing Unit Homeowner housing added: 1 Household Housing Unit Homeowner Housing Rehabilitated: 13 Household Housing Unit GOI for CHDO: "Other": 160 beneficiaries
2	Supporting Vulnerable Populations	2024	2028	Homeless		Supporting Vulnerable Populations	\$173,009 CDBG	Overnight/Emergency Shelter/Transitional Housing Beds added: 12 Beds

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
3	Community Services	2024	2028	Public Services		Public Services	\$83,263 CDBG	Public service activities other than Low/Moderate Income Housing Benefit: 65 Persons Assisted
4	Planning and Administration	2024	2028	Planning and Administration		Planning and Administration	111,018CDBG 39,790 HOME	Other: 2 0 Other

Table 2 – Goals Summary

Goal Descriptions

1	Goal Name	Housing Options
	Goal Description	<p>CDBG funds will support the preservation of 64 affordable housing units across its projects. This includes CDBG funds that will support low-income households with the installation of modular aluminum wheelchair ramps and other exterior access improvements for low-to moderate-income seniors or peoples with disabilities who have limited mobility and are in need of improved accessibility in their homes. In addition, the North Missoula Development Corporation will use CHDO Operating Assistance to support their efforts to plan and develop new housing developments that will result in increased rental and homeownership units that are affordable for low- to moderate-income households (estimated beneficiaries is 160).</p> <p>This goal will aim to leverage, incentivize, and fund efforts that support the development, preservation, and rehabilitation of affordable housing options in Missoula for extremely low-, low-, and moderate-income households, particularly projects that emphasize serving residents with accessibility limitations, are located near transit corridors and other community services, and that include sustainable and climate-resilient approaches and practices in their efforts.</p>
2	Goal Name	Supporting Vulnerable Populations
	Goal Description	<p>In PY24, CDBG dollars will be reserved to support eligible public facility and infrastructure projects to support unhoused residents. Although no project is available at the moment, the addition of 12 beds is estimated.</p> <p>This goal will aim to provide housing stability for unhoused residents and residents at-risk of becoming unhoused through the provision of emergency, transitional, and permanent supportive housing options, as well as targeted and comprehensive service provision. Funding will be prioritized for capital and/or public services projects that increase the efficiency of service delivery, continue to build systemic capacity in the Missoula Coordinated Entry System, and projects and/or programs that implement a Housing First approach.”</p>

3	Goal Name	Community Services
	Goal Description	<p>In PY2024, CDBG public service dollars will be reserved to fund public service projects. Although no project has been chosen, assistance for 65 persons is estimated. Local affordable housing trust fund dollars have been allocated to support a rental assistance program, leaving CDBG dollars available for other projects.</p> <p>This goal aims to address pressing community needs that have been identified as having significant impacts on the quality of life for low- and moderate-income residents. The City will strategically target projects, programs, and other efforts that increase access to community services, such as, but not limited to, affordable childcare, increased access to mental health care and chemical dependency services, and employment opportunities for low- and moderate-income Missoulians. The City will continue to engage the community over the next five years to ensure that funding is directed at community services that address the greatest needs voiced by Missoula residents.</p>
4	Goal Name	Planning and Administration
	Goal Description	<p>In PY24, Community Development will continue to undertake annual planning and administration tasks for CDBG and HOME, including grants administration, financial reporting, and development of the Annual Action Plan and Consolidated Annual Performance and Evaluation Report (CAPER).</p>

Projects

AP-35 Projects – 91.220(d)

Introduction

Missoula's Community Development (CD) division recommends funding seven CDBG and HOME projects, which include funding for administration and planning up to HUD limits. The projects will be funded with 2024 CDBG-HOME allocations.

Due to delays in receiving actual allocation amounts from Congress, the HOME and CDBG allocated amounts listed are estimates based on the PY2023 award. All proposed project budgets will be proportionally increased or decreased from the estimated funding levels to match actual allocation amounts. Upon receiving the final allocation amounts from HUD, the plan will be updated to reflect those amounts.

Other departmental factors have contributed to a change in the use of funding sources as the City adapts to leveraging all city assets and funding sources available to support underserved needs, especially in the realm of housing affordability. Missoula's Affordable Housing Trust Fund (AHTF) was established in July 2020. Program Year 2024 is the third year of the unified application round for CDBG, HOME and AHTF. This year, the AHTF was able to fund one project to support vulnerable citizens and keep them in their rental units or help them find suitable housing.

CD will comply with all federally mandated percentage limits including:

- HOME: 15% minimum CHDO set-aside; 10% maximum Administration and Planning; 5% maximum CHDO Operating Assistance; 10% maximum CHDO predevelopment loan (as percentage of total CHDO set-aside)
- CDBG: 15% maximum Public Services; 20% maximum Administration and Planning.

Projects

#	Project Name
1	PY24 CDBG Affordable Housing Development and Rehabilitation
2	PY24 CDBG Public Services
3	PY24 CDBG Public Facilities & Infrastructure
4	PY24 HOME Affordable Housing Development and Rehabilitation
5	PY24 HOME CHDO Operating Expenses
6	PY24 CD CDBG Planning and Admin

#	Project Name
7	PY24 CD HOME Planning and Admin

Table 3 - Project Information

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

CDBG & HOME

For PY24, the City has combined the application for projects into a Unified Application cycle that includes HOME, CDBG, and the local Affordable Housing Trust Fund (AHTF). Combining funding sources has allowed the City to better leverage the funds available to support underserved needs, especially in the realm of housing affordability. This is the third year that the City was able to fund projects with the city's Affordable Housing Trust Fund, which has helped leverage CDBG/HOME dollars across affordable housing projects.

CD staff reviewed guidelines and grant-ranking criteria with prospective applicants and members of the public at the Unified Application Workshop on January 9, 2024. Ranking criteria for the funds included the following: Project Design, Demonstrated Knowledge of Community Needs, Impact and Outcomes, Financial Feasibility, and Readiness/Timeliness.

The twelve applications submitted for funding were reviewed by staff from the Community Development, Planning, and Innovation Department, and members of the City Council, and ranked according to the criteria established in the application guidelines. The review team assigned points based on the above criteria and then ranked the projects based on average points received. Once this ranking was complete, funds were awarded to the top-ranking projects.

Despite the City's increased efforts to leverage additional resources, including the Affordable Housing Trust Fund, Brownfields, and LITHC, requests for funding from HOME and CDBG far exceed available funds, which is the primary obstacle to addressing underserved needs.

AP-38 Project Summary

Project Summary Information

1	Project Name	PY24 CDBG Affordable Housing Development and Rehabilitation
	Target Area	
	Goals Supported	Housing Options
	Needs Addressed	Affordable Housing Options
	Funding	\$585,000 CDBG
	Description	<p>Activities to include rehabilitation of rental or homeownership units made available to households at or below 80% AMI. This includes support to install ADA-compliant ramps for seniors and those living with disability.</p> <p>Due to a delay CDBG allocation funding, this project will receive a proportionally adjusted increase or decrease in the amount of awarded funds once the City has received their annual allocation from HUD.</p>
	Target Date	6/30/2024
	Estimate the number and type of families that will benefit from the proposed activities	At least 48 low-and-moderate income families will benefit from these PY24 activities.
	Location Description	City of Missoula

	<p>Planned Activities</p> <p>\$410,000 of CDBG will help support rehabilitation on an affordable Missoula property: Orchard Gardens. These improvements will positively impact the lives of 60 Missoulians living in the 35 units.</p> <p>Human Resource Council, District XI plans to use \$100,000 in CDBG funds to continue the owner-occupied rehabilitation program in Missoula, which will provide loans for up to 3 owners with incomes at 80% AMI or less. A financial capacity analysis will be conducted to compute applicant's repayment ability and loan terms. HRC will provide consultation services that allow the borrower to address conditions necessary to assure that their home is safe, decent, and sanitary, its structural integrity is preserved, further deterioration is prevented, and the unit is brought up to applicable codes for both site-constructed and off-site constructed.</p> <p>In addition, \$75,000 of CDBG will go to support the installation of a minimum of 10 modular aluminum wheelchair ramps and other exterior access improvements for low-to moderate-income seniors or peoples with disabilities who have limited mobility and are in need of improved accessibility in their homes. Ramps are constructed of modular aluminum components, which allows us to repurpose them when clients change. By reusing ramp components, we are able to help more clients at reduced cost.</p> <p>These activities help support the Equity Plan goals of providing housing stability and increasing affordable housing options throughout the city.</p>
2	Project Name
	Target Area
	Goals Supported
	Needs Addressed
	Funding

	<p>Description</p> <p>CDBG funds will provide support for a variety of public service activities eligible under the CDBG program to benefit low-and-moderate income individuals and households. CD will reserve a portion of its allocation for public services, not to exceed the 15% cap.</p> <p>Due to a delay CDBG allocation funding, this project will receive a proportionally adjusted increase or decrease in the amount of awarded funds once the City has received their annual allocation from HUD.</p>
Target Date	6/30/2024
Estimate the number and type of families that will benefit from the proposed activities	At least 65 individuals may be supported through public service activities.
Location Description	City of Missoula
Planned Activities	A variety of non-construction social service activities that benefit low-and moderate-income citizens, not to exceed the regulatory cap of 15% of the City of Missoula's CDBG annual allocation.
4	<p>Project Name</p> <p>PY24 HOME Affordable Housing Development and Rehabilitation</p> <p>Target Area</p> <p>Goals Supported</p> <p>Housing Options</p> <p>Needs Addressed</p> <p>Affordable Housing Options</p> <p>Funding</p> <p>HOME: \$ 461,614</p> <p>Description</p> <p>Activities to include acquisition and rehabilitation of rental or homeownership units made available to households at or below 80% AMI. In addition, the City of Missoula will reserve a portion of its HOME funds for HOME Affordable Housing Development and Rehabilitation Activities.</p> <p>Due to a delay HOME allocation funding, these projects will receive a proportionally adjusted increase or decrease in the amount of awarded funds once the City has received their annual allocation from HUD.</p> <p>Target Date</p> <p>Estimate the number and type of families that will benefit from the proposed activities</p> <p>At least 16 affordable units will be supported with HOME funds.</p>

	Location Description	City of Missoula
	Planned Activities	HOME funds will support exterior rehabilitation on an affordable housing complex in Missoula. In addition, a single-family home will be acquired and placed into a community land trust to ensure permanent affordability. These projects will address Con Plan Goal: Housing Options. These activities also help support the Equity Plan goals of providing housing stability and increasing affordable housing options throughout the city.
5	Project Name	PY24 HOME CHDO Operating Expenses
	Target Area	
	Goals Supported	Housing Options
	Needs Addressed	Affordable Housing Options
	Funding	HOME: \$19,895
	Description	CHDO Operating Assistance will provide assistance to support our local Community Housing Development Organizations (CHDOs). The funds will provide general operating assistance to CHDOs and will not exceed the 5% cap. Due to a delay HOME allocation funding, this project will receive a proportionally adjusted increase or decrease in the amount of awarded funds once the City has received their annual allocation from HUD.
	Target Date	6/30/2024
	Estimate the number and type of families that will benefit from the proposed activities	160 beneficiaries
	Location Description	City of Missoula
	Planned Activities	Activities will include overall support of North Missoula Community Development Corporation to grow their community land trust program.
6	Project Name	PY24 CD CDBG Planning and Admin
	Target Area	
	Goals Supported	Planning and Administration
	Needs Addressed	Planning and Administration
	Funding	CDBG: \$111,018

	<p>Description</p> <p>Administrative activities undertaken by the Community Development division to administer CDBG funds for program year 2024.</p> <p>Due to a delay in allocation funding, this project will receive a proportionally adjusted increase or decrease in the amount of awarded funds once the City has received their annual allocation from HUD and will be in keeping with the 20% cap on CDBG administration and planning dollars.</p>
	Target Date 6/30/2024
	Estimate the number and type of families that will benefit from the proposed activities
	Location Description
	Planned Activities Administrative activities undertaken by the Office of Housing & Community Development to administer CDBG funds for program year 2024.
7	<p>Project Name PY24 CD HOME Planning and Admin</p> <p>Target Area</p> <p>Goals Supported Planning and Administration</p> <p>Needs Addressed Planning and Administration</p> <p>Funding HOME: \$39,790</p> <p>Description</p> <p>Administrative activities undertaken by the Community Development division to administer HOME funds for program year 2024.</p> <p>Due to a delay in allocation funding, this project will receive a proportionally adjusted increase or decrease in the amount of awarded funds once the City has received their annual allocation from HUD and will be in keeping with the 10% cap on HOME administration and planning dollars.</p> <p>Target Date 6/30/2024</p> <p>Estimate the number and type of families that will benefit from the proposed activities</p> <p>Location Description</p>

	Planned Activities	Administrative activities undertaken by the Community Development division to administer HOME funds for program year 2024.
8	Project Name	PY24 CDBG Public Facility and Infrastructure
	Target Area	
	Goals Supported	Housing Stability
	Needs Addressed	Supporting Vulnerable Populations
	Funding	CDBG: \$173,009
	Description	<p>The City of Missoula will reserve a portion of its CDBG funds for CDBG Public Facility and/or Infrastructure Activities.</p> <p>Due to a delay CDBG allocation funding, this project will receive a proportionally adjusted increase or decrease in the amount of awarded funds once the City has received their annual allocation from HUD.</p>
	Target Date	6/30/2024
	Estimate the number and type of families that will benefit from the proposed activities	12
	Location Description	
	Planned Activities	<p>Activities such as the acquisition, construction, reconstruction, rehabilitation, or installation of public facilities and improvements to improve or create access to suitable living environments or necessary services that primarily benefit individuals earning less than 80% AMI.</p> <p>If an activity is funded under this project, it would support the Equity Plan goal of supporting vulnerable populations.</p>

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

N/A

Geographic Distribution

Target Area	Percentage of Funds

Table 4 - Geographic Distribution

Rationale for the priorities for allocating investments geographically

The City of Missoula does not allocate its entitlement funding on the basis of geography. Due to its relatively small allocation, the City aims to have the necessary flexibility to fund and leverage projects, programs, and other efforts that will have the greatest impact on low- and moderate-income populations.

Discussion

Affordable Housing

AP-55 Affordable Housing – 91.220(g)

Introduction

As described in the Needs Assessment section of this plan, nearly two-thirds of the households in Missoula making less than 80% AMI have housing needs. An additional 500 more households making less than 80% AMI are projected to have housing needs over the next five years. The housing problem impacting the greatest number of Missoula homeowners is cost burden, while renter-occupied households with housing needs are most likely to experience severe cost burden. For households making between 0-30% AMI, 72% of Missoula renters and 54% of Missoula homeowners are severely cost burdened.

More affordable housing in Missoula was the single most articulated need throughout the community engagement process for this Plan, particularly for low- to moderate income populations, unhoused populations, and special populations, such as seniors, residents living with disabilities, and single mothers. As such, the City has prioritized its entitlement funding and local resources to facilitate affordable housing production and preservation throughout the community. Previous years' funds have gone to support the construction of 402 affordable rental units for residents qualifying between 30% and 80% of the Area Median Income, as well as the placement of a single-family homes into a community land trust to ensure permanent affordability. While a significant achievement in itself, the additional units are not enough to ease the affordable housing burden many Missoulians face every day.

During the 2024 Program Year, HOME and CDBG funds will be used to preserve affordability and livability across 48 rental units. Funds will additionally be used to support the rehabilitation of three (3) low to moderate income homeownership units, and to install a minimum of 10 modular aluminum wheelchair ramps and other exterior access improvements for low-to moderate-income seniors or peoples with disabilities who have limited mobility and are in need of improved accessibility in their homes.

One Year Goals for the Number of Households to be Supported	
Homeless	0
Non-Homeless	51
Special-Needs	10
Total	61

Table 5 - One Year Goals for Affordable Housing by Support Requirement

One Year Goals for the Number of Households Supported Through	
Rental Assistance	0
The Production of New Units	0

One Year Goals for the Number of Households Supported Through	
Rehab of Existing Units	60
Acquisition of Existing Units	1
Total	61

Table 6 - One Year Goals for Affordable Housing by Support Type

Discussion

The City of Missoula will continue to pursue opportunities that increase and improve the affordable housing stock in the city and reduce housing cost burden for renters and owners. This will be primarily done by implement the City's Housing Policy, which looks to minimize barriers and provide financial incentives, where possible, to promote the production and preservation of diverse, healthy, and safe homes for Missoulians.

The City continues to work closely with several affordable housing development partners whose mission-driven approach provides opportunities to increase affordable housing in the City. To assist with these efforts, the City developed a Voluntary Incentives Program, which builds relationships with builders and developers in exchange for city resources that result in public benefits. To date, the program has produced eight one-bedroom condominiums sold below market to buyers earning at or below 120% of AMI. Additionally, staff completed a year-long listening project focused on housing displacement, which resulted in the development of a dozen policy and programmatic recommendations.

Looking ahead, City staff remain focused on implementing strategies that measure impact and leverage opportunities to improve housing outcomes in the community. Program Year 2024 was the third year for the City of Missoula's Unified Application, in which CDBG, HOME, and local Affordable Housing Trust Fund (AHTF) dollars were combined. The AHTF comes with less restrictive conditions for funding and can help those up to 120% AMI, which allows the City to better leverage available funds to support underserved needs, especially in the realm of housing affordability. This year, the fund will help one project.

City resources, including CDBG and HOME dollars, have been and will continue to be strategically devoted to construction and rehabilitation of affordable housing for low- and moderate-income Missoulians.

AP-60 Public Housing – 91.220(h)

Introduction

The City of Missoula's public housing authority is the Missoula Housing Authority. The Missoula Housing Authority (MHA) provides quality-housing solutions for low- and middle-income households in Missoula and the surrounding area.

Missoula voters created the Missoula Housing Authority in 1978. Currently, Montana state law states that public housing authorities shall address the problems of poor building conditions, improper planning, excessive land coverage, and unsafe conditions caused by overcrowding. To solve these problems, MHA is authorized to purchase property, demolish and rebuild areas of unsafe housing, and build new housing projects.

MHA operates and administers Housing Choice Vouchers (previously known as Section 8), Shelter Plus Care (permanent supportive housing for the homeless), Single Room Occupancy (SRO), and housing for homeless veterans' programs. It also develops affordable rental properties and provides rental management services to a number of affordable housing projects in Missoula. MHA originally operated public housing but converted its portfolio into Section 8 Housing Choice vouchers in 2021. MHA also receives a variety of special purpose vouchers serving the disabled, homeless veterans, foster youth at risk and other at-risk populations. MHA provides subsidized housing (HCV, SPC) for over 1,200 families, and owns (sometimes in partnership) and manages affordable housing for more than 1150 other households.

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

MHA completed a new HUD program referred to as "Streamlined Voluntary Conversion." This program converted all Public Housing units to project-based Housing Choice vouchers. The homes will continue to be owned and managed by MHA with very little disruption, if any, to the current residents. The conversion places these important subsidized units on a more stable funding platform, providing tenants with more security and the option of portability, which is not available to them under the Public Housing program. The rent they pay remains the same and they will still have access to the Family Self-Sufficiency Program, a program that assists them with overcoming barriers to employment. The conversion took place late spring 2021.

MHA received awards of 66 Mainstream vouchers for non-elderly disabled residents, 52 HUD VASH vouchers for Veterans, 11 Foster Youth Initiative vouchers for at-risk youth aging out of foster care, and 16 Emergency Housing Vouchers (EHV) for homeless or at-risk families. However, the EHV program is

currently winding down and the vouchers will sunset as people turn them over.

Missoula Housing Authority completed a 12-unit apartment complex that will house chronically homeless individuals in the community who are frequent utilizers of services. The Villagio, a new 200-unit affordable housing complex, was completed in 2024 and includes 32 units with project-based vouchers. This allows the project to benefit lower income households than would be possible without the vouchers.

Another exciting project that completed leasing in PY 2023 is Trinity Apartments. This project is a collaboration among another non-profit developer, a private developer, and supportive service providers. Situated on two separate sites, it includes 202 units of affordable homes people can afford. Thirty permanent supportive housing vouchers will be placed in one of the sites, along with a navigation center to provide supportive services for residents and others in the community. MHA has placed 30 of its SPC vouchers in the Trinity building named “Blue Heron Place”. Blue Heron Place has 30 one-bedroom units; all placements are filled via the Missoula Coordinated Entry System prioritization policy.

MHA deployed 20 of its Mainstream vouchers to stabilize the Bridge Apartments as it changed ownership. The plan is to “project-base” them when the permanent owner takes over. MHA converted its long-standing Veterans’ housing project, Valor House, from transitional housing to permanent housing and “project-based” its HUD VASH vouchers into Valor House, as well as Cornerstone Apartments. MHA is actively looking for additional opportunities to project-base HUD VASH vouchers.

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

MHA no longer has public housing and no longer has a resident advisory board. For many years, MHA has had a Housing Choice Voucher Homeownership program, which is open to voucher participants, including former public housing residents who are now in the Housing Choice Voucher program. Residents are offered the services of Family Self-Sufficiency (FSS) Coordinators. A key component of the FSS program are the escrow accounts made available to families, many of whom utilize these funds for homeownership.

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

provided or other assistance

The Missoula Housing Authority is a high-performing agency.

Discussion

n/a

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

Introduction

Missoula's Continuum of Care (CoC) strategy includes triage, housing problem solving, crisis stabilization through outreach, emergency shelter, and information and linkages using the coordinated entry system; assistance with securing resources and essential social services; housing stabilization through prevention programs, rapid re-housing assistance, transitional housing, and case management; permanent supportive housing; and finally, interdependency in the market economy.

Missoula's strategy was developed and is implemented and coordinated by the At-Risk Housing Coalition (ARHC). ARHC is an ongoing formal task force comprised of representatives of health and human service agencies and City and County governmental agencies. Since its inception in 1993, ARHC has worked to establish a common understanding of the issues surrounding low-income housing and homelessness in Missoula, and to develop a comprehensive plan with long- and short-term solutions. Projects are supported by ARHC-member agencies, and through grant funding administered on behalf of the community by local government or private non-profit entities.

The City and County have been key collaborators in the Missoula CoC and in community-wide planning processes designed to address the issue of providing adequate housing for low-income residents. The Community Planning, Development, and Innovation Department guides the work of ARHC by providing meeting coordination, facilitation of communications and strategies, and clerical support.

In October of 2012, the Reaching Home Work Group, convened by Mayor John Engen, released "Reaching Home: Missoula's 10-year plan to end homelessness (2012-2022)." In September 2013, a Reaching Home Coordinator was hired to begin implementation of the 10-year plan. The ARHC Executive Committee, comprised of the executive directors or upper-level managers of government and social service agencies that give direct assistance to people who are unhoused or are at-risk of becoming unhoused, works closely with the Reaching Home Coordinator on plan development and implementation.

Since inception, Reaching Home has doubled in staff size evolving into: a Houseless Program Manager, Houseless Operations Specialist, and a Coordinated Entry Specialist. The City hired an evaluation group to conduct a comprehensive evaluation of the 10-Year Plan upon its ending in October 2022. Findings of

that evaluation were released in spring of 2023. Key findings included:

- Recognition of key successes such as creating a shared community vision, creation and growth of the Missoula Coordinated Entry System, and new creative programs to improve first responder interactions, add shelter options, and provide behavioral health resources
- Recognition of key challenges including limited ongoing funding and challenges in staff capacity across service providers and the public sector
- Ongoing gaps in prevention services, retention services, transitional housing to bridge people into stable housing, and communications and community engagement
- Sources of information included interviews with individuals who have experience being unhoused (N=23), interviews with individuals working to serve those experiencing homelessness (i.e., city and partner agency staff (N=29), a partner agency staff survey (N=39) and focus group (N=8)), a community-based survey (N=601) and two focus groups with community members (N=18).
- Lastly, client-level data collected through the Missoula Coordinated Entry System (MCES, N= 3308) was used to look into how individuals used services over time and whether they became housed or not.

Following that evaluation, City Houseless Programs released a limited solicitation for a group to lead Missoula through the process to create a new strategy to address homelessness. The City selected and contracted with Homebase at the start of 2024 and work is underway on that project. City staff and Homebase hope to complete strategy creation by the end of the 2024 calendar year. Missoula is also participating in Built for Zero, a project of Community Solutions. Missoula joined Built for Zero in summer 2022 and has made great strides since then. Achievements thus far include achieving Quality Data for single adults, veterans, and chronically unhoused neighbors; hosting a two-day, in-person learning session in November 2023 with nearly 50 attendees from 26 different organizations where participants set the community aim to achieve functional zero homelessness for veterans by November 11, 2026; and receiving a Capacity Building Grant from Built for Zero to hire a full-time staff person to lead the City's Built for Zero work.

Challenges in addressing homelessness are felt across the State and nation. Missoula, like many localities, is attempting to respond to a national issue with limited local resources. In many ways, Missoula partners are stepping up to the challenge, but continue to face significant barriers in funding and services capacity.

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

Several programs in Missoula specialize in reaching out to unhoused residents, assessing their individual needs, and providing a wide range of unduplicated services. As part of Missoula's Coordinated Entry System, the City operates a Community Outreach Team comprised of staff from:

- Poverello Center's Homeless Outreach Team (H.O.T.);
- Western Montana Mental Health Center's federally-funded PATH program (Projects for the Assistance in Transitioning from Homelessness);
- Open Aid Alliance's Peer Support and harm reduction "Uncovery" treatment program;
- Volunteers of America;
- Staff from the Youth Homelessness Demonstration Program (YHDP) at Human Resource Council;
- Cross-organizational Community Health Workers; and
- Hope Rescue Mission.

The group assesses needs and identifies access barriers for people experiencing chronic homelessness and households that need to be met "where they are" – literally and circumstantially. The Homeless Outreach Team serves as a Coordinated Entry System Access Point, providing basic need survival items, like food, tents and clothing items, as well as access to the Coordinated Entry process. They may at times also provide short-term case management, as well as testing services (HIV, HEP C and Syphilis), syringe exchange services, overdose prevention training and supplies, and peer services.

Addressing the emergency shelter and transitional housing needs of homeless persons

The Poverello Center serves as Missoula's primary emergency shelter for adults who are unhoused. Currently, the Poverello offers 135 shelter beds with room for an additional 15 people to sit inside and be safe and warm, as well as 20 transitional housing beds for Veterans. Additionally, the Poverello Center contracts with the City to operate the Johnson Street Temporary Emergency Shelter, which is a low-barrier shelter with 165 beds and room for an addition 15 people to sit inside and be safe and warm. The Johnson Street Shelter was used as a winter-only Emergency Winter Shelter for three winters (2020-2023). In the summer of 2023, Missoula saw a clear need for additional emergency shelter capacity year-round, so with advocacy from community service providers, the City and County allocated funding to re-open the building used for Emergency Winter Shelter for full year-round operations instead, now called the Johnson Street Temporary Emergency Shelter. The shelter currently has funding

until September 2024; after that, its future is unknown.

Missoula continues to have the second largest population of unhoused families in the state, per the 2023 Point-in-Time count. Missoula's dramatic shift in real estate values—a 57% increase from 2020 to 2023 affects a broad cross section of the community. In addition, in the past four years, Missoula public schools report that the number of students from unhoused families has increased from 326 in 2020-2021 to 546 in 2023-2024. The lack of affordable housing is the primary contributor to family homelessness, followed by domestic violence. Additional factors include poverty and low wages, leading to cost-burdened households.

YWCA Missoula opened the doors to The Meadowlark in the spring of 2021; the facility has gone through various periods of being full since that time. When planning for the new facility, the YWCA knew that because of the strong intersection between domestic violence and family homelessness, participants from both of these programs often required the same or very similar trauma-informed comprehensive services to rebuild their lives. After looking at shelters across the country, it was determined that a model to provide these linked services would have to be custom designed. The Meadowlark is a single facility with two wings designed to help children and families take flight. This facility includes the Missoula Family Housing Center in one wing with 25 rooms for unhoused families, the YWCA Missoula Domestic Violence Shelter in the other wing with 13 rooms for individuals and families fleeing domestic and sexual violence and trafficking with a high safety risk.

In FY23, YWCA Missoula provided emergency shelter to 108 families (comprised of 113 women, 49 men, one trans/non-binary adult and 189 children). This represents an 18% increase in the number of families sheltered compared to last year, and a 52% increase from two years ago. The Family Housing Center also provided walk-in support and services to an additional 195 households, including 325 additional children. Across all housing programs, which includes Rapid Rehousing and Transitional Housing, 344 households made up of 837 individuals received shelter, housing, housing assistance or other housing services from YWCA Missoula. This represents a 32% increase in the number of households assisted compared to last year, and a 50% increase from the number of households assisted two years ago.

Because of the increase in demand, the Meadowlark's model has adapted and continues to adapt based on focus groups and feedback from participants. Staffing has been restructured to provide targeted intensive case management, balanced with daily supports. In addition, intake, orientation, and general policies and procedures have been restructured through an equity lens that considers race, ethnicity, ability, and gender. As the Meadowlark and the Family Housing Center continue to work through each of their processes and policies, they are strengthening channels for regular evaluation and feedback from residents that will continue to inform the process. All these changes support one of their primary programmatic goals: that participants leave their programs better able to take advantage of life's

opportunities and respond to challenges.

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

Missoula currently provides several forms of rental assistance and supportive housing to shorten the length of homelessness and facilitate a successful transition into safe, stable, and permanent housing.

In Missoula, ESG funding is awarded directly to the Human Resource Council (HRC). The ESG rapid re-housing (RRH) program can be used to assist homeless individuals with any of the following: one to three months of rental assistance, a rental security deposit equal to no more than two months' rent, last months' rent, rental application fees, and arrears from a prior rental. The ESG RRH program targets individuals who meet the "literally homeless definition" and are prioritized via the Missoula Coordinated Entry System.

Missoula also established a Housing Solutions Fund (HSF) in March 2020. The HSF operates as a flexible, creative, financial resource program, offering support to literally homeless or at-risk households and individuals. HSF funding has covered rental assistance and deposits, rent and utilities in arrears, relocation costs, personal identification and rental application fees, and other creative housing solutions. HSF strives to cover costs that are ineligible for other funding sources and at the lowest-barrier application threshold possible. As funding and processes became more stable, starting in 2021, over \$350,000 has been dispersed to 490 households to move into, get closer to, or stay within their current housing. In 2023 alone, \$253,000 was distributed to 277 households for an average of \$913 per approved request. Having HSF as a local resource is invaluable; HSF can serve households where they're at and bolsters self-identified goals, while simultaneously decreasing the number of households entering the houseless response system (inflow) and increasing the number of households exiting the system to permanent housing (outflow).

The Family Housing Center (FHC) serves homeless one and two-parent families with children. This population is largely comprised of low-income women and their children. Members of the BIPOC community are over-represented compared to the general population. The FHC serves and meets their needs in several ways. Above all, providing shelter on the same day a family loses their housing, along

with immediate access to staff and services 24-hours a day is paramount. Private sleeping rooms and bathrooms help families take the first step towards safety and dignity. Nightly dinners build community and helps families save money. The indoor and outdoor safe structured play spaces for children create opportunity for healing (and represent a positive change from children playing in motel parking lots). Evaluations and surveys guide service delivery so they are truly trauma-informed and address root causes, so residents are empowered to overcome the barriers that led them to shelter.

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 Missoula community has a robust collaborative effort that engages in system level planning aimed at addressing prevention, systems of care, and planning for successful discharges.

The At-Risk Housing Coalition (ARHC) convenes and monitors the Salvation Army's Winter Shelter rental assistance program. This program operates each December through April with the mission of keeping people housed during the coldest months by providing eviction prevention rental assistance to those at risk of homelessness.

The Community Supported Reentry Program (CSRP) is run by the Missoula County Sheriff's Office within the detention facility. The CSRP was developed to assist in reducing the pretrial population within the detention facility and provide innovative strategies to address the high demand, high needs offender population by accessing services available within the community. The program focusses on Native American adults, female adults, and individuals that have established a pattern of frequent interaction with the criminal justice system. The CSRP Team is made up of a Reentry Coordinator, a Reentry Program Specialist, a Native American Peer Support Program Specialist, and a Licensed Clinical Social Worker/Licensed Addiction Counselor. Team members screen eligible inmates in jail using the CSRP Intake Needs Assessment Screening Tool.

Discussion

The Strategic Goals in the action plan and in the five-year Consolidated Plan contribute to the City's overall efforts to address homelessness collectively across public and private sector agencies. The ending of Reaching Home: Missoula's 10-Year Plan to End Homelessness brought to light a number of successes from that plan, as well as a number of gaps and areas for opportunity given how much our

community changed since that place was launched in 2012. Community partners are currently guided by the Missoula Coordinated Entry System and Built for Zero priorities and will come together under a new shared vision through the current process to create a new community strategy to address homelessness. The At-Risk Housing Coalition (ARHC), which is Missoula's Continuum of Care organization, implements the Coordinated Entry System, aims to prevent and divert households from entering the homeless system, reduce duplication of services, provide data to improve outcomes, and result in prioritizing limited housing resources. Coordinated Entry not only saves lives, but local resources, too.

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

Introduction:

There are several barriers inhibiting affordable housing development in Missoula. Regulatory environment barriers, such as land use regulations that are incompatible with city housing goals, limited land zoned for affordable housing, burdensome subdivision requirements, and lack of city/county alignment around future growth, all play a part in slowing down the City's ability to build affordable housing. Barriers related to housing development, including expensive infrastructure requirements, rising development costs due to labor shortages and inflation, neighborhood pushback on affordable housing development, and uncertainty in development review processes also prove to be challenging.

Additionally, funding, cooperation and collaboration among partners, and lack of understanding about housing issues on a community-level all contribute to developing affordable housing in the city. From a climate perspective, rising energy costs can be a barrier to affordable housing, particularly because many older buildings do not have adequate weatherization to maintain safe and comfortable temperatures without high cost during extreme winter and summer weather events.

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

While challenging, the City is making significant strides in addressing barriers highlighted above. In June 2019, the City of Missoula adopted “A Place to Call Home”, a citywide housing policy aiming to address increasing housing costs in Missoula. The policy outlined four strategy areas:

- Track and Analyze Progress for Continuous Improvement
- Align and Leverage Existing Funding Resources to Support Housing
- Reduce Barriers to New Supply and Promote Access to Affordable Homes
- Partner to Create and Preserve Affordable Homes

To address regulatory environment barriers, the City is currently undergoing an update to its growth policy, called *Our Missoula*. The growth policy will guide future urban growth and development over the next 20 years that aim to address social, cultural, and racial inequities; housing shortages and rising housing costs; and the causes, as well as accelerating effects, of climate change. As part of the Growth Policy update, the City commissioned an “Equity in Land Use” report, which evaluated Missoula’s land use policy and zoning regulations to assess how well they currently support its social equity goals, including advancing housing affordability and reducing barriers to historically disadvantaged populations from thriving in the community. The report found four key findings related to Missoula’s current zoning and land use regulations:

- A high share of land is reserved for low density, exclusive single-dwelling housing that is unaffordable to all but the most affluent households.
- A very small share of land allows housing at density levels high enough to deliver housing affordable to middle- and lower-income households.
- The spatial distribution of zone districts has contributed to, and perpetuates, segregation along lines of class and race and exclusion of lower income households from neighborhoods with high economic and educational opportunity.
- The spatial distribution of zone districts has also concentrated lower income households in the same neighborhoods where new development activity is concentrated, contributing to a higher risk of gentrification and displacement of lower income households in those neighborhoods.

Coming out of the “Equity in Land Use” report, the City will explore recommendations that effectively advance equity through land use policy and regulations. Recommendations include:

- Distributing opportunities for affordable housing types broadly throughout the city
- Enabling density levels that open up the possibility for smaller, more affordable units, which are more energy efficient
- Avoiding concentrated upzoning in vulnerable neighborhoods
- Providing zoning incentives for income-restricted affordable housing
- Focusing regulations more on the form of buildings and less on the number of units in the building
- Designing reforms that increase opportunities for adding amenities and services within a walkable distance of all households.

Exploring and pursuing these recommendations will aim to improve equitable outcomes in land use policy and regulations, community resiliency, and affordability. Smaller units, especially those in multifamily or mixed-use buildings, tend to be much more energy efficient than single family dwellings or larger units. The resultant lower energy bills contribute to the overall affordability of the housing unit. Additionally, developing walkable neighborhoods relieves pressure on urban sprawl and saves residents money on transportation costs.

Additionally, the City’s Our Missoula Development Guide (OMDG) is a tool that tracks and reports out on residential development trends occurring within the Missoula urban area. This area includes the city proper, as well as the Urban Fringe Area that extends into the County (also known as the Growth Policy Boundary).

The OMDG report was first developed in 2007 and has been updated on a semi-annual basis. The report focuses primarily on residential and infrastructure development that supports residential uses. Staff use building permit data to categorize residential development into types, regions, and other metrics, and measures infrastructure improvements such as roads, sewer and water, multi-modal commuter trails, and new or improved parks and open spaces. The City’s most recent OMDG, Looking Forward 2018-

2028, estimates that there is enough capacity in the Urban Services Areas over the next ten years to accommodate 6,500 new dwelling units. The report also notes that better utilizing densities as allowed by land use could add an additional 5,000 units to what is allowed by current zoning.

While funding continues to be a barrier to affordable housing development, the City established its Affordable Housing Trust Fund (AHTF) in 2020 with the intention of providing a targeted and sustainable source of funding to increase and preserve affordable housing in Missoula. The Fund provides a dedicated, flexible local funding source to support housing activities in Missoula and to provide the consistency and predictability that enable long-range planning, multi-year projects, and measured risk-taking in order to address the city's severe housing needs. It is a revolving fund with a competitive application process intended to allow the leveraging of other outside resources and decrease the need for annual fund-seeking from other federal and private sources. The AHTF has currently committed \$1.7 million to preservation and acquisition of affordable housing, as well as consumer housing services to assist households with housing access/retention and homebuyer and financial education. The City's housing policy and climate teams continue to work on combining weatherization and clean energy measures with affordable housing projects to ensure energy costs remain low and predictable for residents. Additionally, the City created a Unified Application process to reduce time and process for applicants and leverage federal funding.

Other barriers impacting affordable housing include a lack of community-level understanding of housing issues in Missoula, lack of communication among different sectors that intersect with housing, continued collaboration among public, private, and nonprofit sectors, and additional financial support for nonprofit organizations to expand housing efforts. Through the efforts described above, the City is making intentional efforts to strengthen coordination and collaboration among partners and to educate the broader public about the collective benefits of affordable housing in the community.

Discussion:

The City will continue to implement its housing policy and identify strategic opportunities that contribute to addressing affordable housing barriers in the community.

AP-85 Other Actions – 91.220(k)

Introduction:

The Community Development (CD) division of the Community Planning, Development, and Innovation Department administers the City of Missoula's HOME and CDBG allocations, although additional funding efforts add value to these investments. The Missoula Redevelopment Agency administers Tax Incremental Financing (TIF) in six Urban Renewal Districts. Whenever possible, CD leverages TIF resources from MRA to support HOME and CDBG-funded projects. In addition, the City of Missoula administers EPA Brownfields Assessment and RLF Cleanup funds and often utilizes these funds to facilitate affordable housing development.

Actions planned to address obstacles to meeting underserved needs

The Missoula City Council adopted a comprehensive citywide Housing Policy, entitled "A Place to Call Home: Meeting Missoula's Housing Needs" on June 24, 2019. This policy aims to leverage all city assets and funding sources available to support underserved needs, especially in the realm of housing affordability. An overarching goal of the policy is to improve the experiences of housing consumers. This is achieved through funding direct service programs, building partnerships to expand access to housing and other resources and offering education around access. Staff in the Community Development division have Fair Housing education and partner with HUD's Office of Fair Housing and Equal Opportunity to offer Fair Housing education to various stakeholders and audiences.

The City has combined the application for projects into a Unified Application cycle that includes HOME, CDBG, and the local Affordable Housing Trust Fund (AHTF). Combining funding sources has allowed the City to better leverage the funds available to support underserved needs, especially in the realm of housing affordability.

The primary obstacle to addressing underserved needs is the fact that funding levels are simply insufficient to meet the needs. Requests for funding from HOME, CDBG, and AHTF far exceed funds available. To address the obstacle of limited funding, the City employs ranking criteria for the funds weighing most heavily on the community impact that will result from these investments.

Actions planned to foster and maintain affordable housing

Most of the barriers to affordable housing identified in Missoula are due to regulatory restrictions, a lack of funding sources, and a lack of partnership and community cohesion around affordable housing. As described above, the City is implementing several actions and strategies to address the community's shortage of affordable housing, including implementing the City's Housing Policy, updating its Growth

Policy, streamlining and leveraging available funding sources, and strengthening coordination and collaboration among public, private, and nonprofit partners in the community.

Actions planned to reduce lead-based paint hazards

The City of Missoula works to address lead-based paint (LBP) hazards as applicable on any city project. This includes new construction on sites that require site contamination cleanup (using Brownfields funds), homeownership rehabilitation projects, and down payment assistance loans. All homeowner rehabilitation or rental assistance projects funded through the City's HOME or CDBG programs require that units constructed prior to 1978 must pass a visual inspection for lead-based paint by certified LBP inspectors. Owners or managers are required to complete a disclosure certification of their knowledge of the use of LBP in the unit; potential tenants or buyers are provided a brochure outlining LBP hazards, and a Lead Warning Statement is attached to the rental lease or home purchase documents. If required, mitigation procedures must be successfully completed prior to occupancy, and a second inspection is done to verify compliance. If the owner/landlord is unwilling to abate identified LBP hazards, the assisted client is directed to find another unit. The Missoula City-County Health Department provides lead testing upon request and provides brochures and a video about the hazards of lead in paint and other materials.

Additionally, in accordance with the HUD Notice CPD-23-103 on Addressing Radon in the Environmental Review Process, the City of Missoula will require that all CDBG and HOME contracts entered into between the City and recipients of funding from those programs include language that stipulates that recipients must comply with radon testing procedures. This will involve utilizing approved testing methods outlined by HUD and adhering to the recommended protocols for accurate measurement. Subsequently, if elevated radon levels are detected, the City will require effective mitigation measures in collaboration with qualified professionals. Each project will maintain detailed records of radon testing and mitigation efforts to comply with HUD reporting requirements.

Actions planned to reduce the number of poverty-level families

The City of Missoula and the Community Development division make conscious efforts to coordinate and closely align action plan goals for HUD-Funded Programs with other City planning efforts. This plan and the goals contained within it are meant to work closely with other existing efforts to alleviate poverty in Missoula. The first three goals of this plan, Increasing Housing Options, Supporting Vulnerable Populations, and Community Services, complement and reinforce existing and ongoing efforts to address housing cost burden and other challenges experienced by Missoula families living in poverty.

Actions planned to develop institutional structure

The current Community Development (CD) division, previously named the Office of Housing and Community Development, was created in July 2016. As part of a city-wide reorganization and realignment, the Community Development division became a part of the Community Planning, Development, and Innovation Department (CPDI). The mission of the Community Development division is to empower our neighborhoods, increase quality of life, and address sustainability across the community. The office often has interns from the University of Montana as a part of the team as well. Currently, CD consists of a Deputy Director, a Community Development Coordinator, and four programs: a houseless program, a policy program, and a grants program. The programs work in conjunction to ensure a cohesive strategy to address Missoula's housing and houseless needs. In addition, the grants program is looking to expand its role to further leverage funding resources to better support the Missoula community.

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

Missoula has various public and private housing and social services agencies that coordinate a number of activities through different avenues.

The At-Risk Housing Coalition (ARHC), a coalition of health, human service, and local government agencies that was formed in 1992, works on issues concerning low-income housing and homelessness in Missoula and coordinates local efforts to plan and deliver comprehensive services through a Continuum of Care (CoC). In January of each year, ARHC organizes a Project Community Connect event: a one-day, one-stop event aimed at connecting homeless persons (sheltered and unsheltered) and those at-risk of becoming homeless with core social service agencies. The event offers an opportunity to assess and address the needs of many of Missoula's homeless persons who are unassisted.

Nonprofit housing developers, primarily Community Housing Development Organizations, meet occasionally to discuss future projects and local issues affecting housing. Private for-profit housing developers, realtors, nonprofits, and others are also part of those discussions from time to time. The annual Unified Application workshop has also become an avenue for discussion and coordination of efforts, as well as a key time to synchronize timing of applications for local and state funding for projects to maximize available funds and increase the success rate for projects to be developed in Missoula. Missoula participates in the statewide Montana Housing Coordinating Team, which is organized by the Montana Department of Commerce. Meetings are held quarterly to discuss affordable housing, new

developments, funding opportunities and other currently available resources and plans.

Additionally, through the implementation of the comprehensive housing policy, the City of Missoula has seated an Affordable Housing Resident Oversight Committee. The committee, which consists of 12 members and an even split between renters and owners, creates and oversees funding policies and priorities for the Affordable Housing Trust Fund.

Community Development hosts a monthly Community Partners Forum to facilitate communication and partnership among agencies across the community. Attendees include non-profits, for-profit assisted housing providers, and representatives of the community's private and governmental health, mental health, and service agencies

Discussion:

n/a

Program Specific Requirements

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

Introduction:

All CDBG funds expected to be available during the program year include program income that will have been received before the start of the next program year. Because the City does not have programs for Section 108 loans, surplus from urban renewal settlements, line of credit for planned use not included in prior plans, or float-funded activities, there is subsequently very little program income from these programs. All program income will be expended before or in conjunction with allocated CDBG or HOME funds, and for activities that benefit persons of low- and moderate-income.

HOME funds expected to be available during the program year include program income that will have been received before the start of the next program year and will be spent for activities that benefit persons of low- and moderate-income. HOME funds are not used to refinance existing debt secured by multifamily housing that may be rehabilitated with HOME funds.

The City of Missoula does not have program funds for ADDI, HOPWA or ESG.

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

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

1. The total amount of program income that will have been received before the start of the next program year and that has not yet been reprogrammed	29370
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:	29370

Other CDBG Requirements

1. The amount of urgent need activities	0
Annual Action Plan for Con Plan 2024	43

2. The estimated percentage of CDBG funds that will be used for activities that benefit persons of low and moderate income. Overall Benefit - A consecutive period of one, two or three years may be used to determine that a minimum overall benefit of 70% of CDBG funds is used to benefit persons of low and moderate income. Specify the years covered that include this Annual Action Plan. 100.00%

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

1. A description of other forms of investment being used beyond those identified in Section 92.205 is as follows:
 - (1) A participating jurisdiction may invest HOME funds as equity investments, interest-bearing loans or advances, non-interest-bearing loans or advances, interest subsidies consistent with the purposes of this part, deferred payment loans, grants, or other forms of assistance that HUD determines to be consistent with the purposes of this part. Each participating jurisdiction has the right to establish the terms of assistance, subject to the requirements of this part.
 - (2) A participating jurisdiction may invest HOME funds to guarantee loans made by lenders and, if required, the participating jurisdiction may establish a loan guarantee account with HOME funds. The HOME funds may be used to guarantee the timely payment of principal and interest or payment of the outstanding principal and interest upon foreclosure of the loan.
- Missoula does not intend to use any other form of investment beyond those listed above.

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:

In awarding HOME funds for homeownership, including down payment assistance, closing costs or other HOME assistance provided directly to the homebuyer, the City of Missoula has adopted the recapture provisions as specified by 24 CFR 92.254 and described in detail below. Homebuyers assisted under HOME will be required to adhere to recapture guidelines applied to their home. An organization awarded HOME funds (the "Subrecipient") for homebuyer assistance will be instructed to use the recapture or resale method and must submit their policy for the applicable method if a home is sold during the period of affordability.

In accordance with 24 CFR 92.254(a)(5)(ii)(A)(5), which states "If the HOME assistance is only used for the development subsidy and therefore not subject to recapture, the resale option must be used," if the City of Missoula provides HOME assistance as development subsidy only, it will follow the resale provisions detailed in the full City of Missoula Resale and Recapture Policy. In accordance

with HUD guidance, these resale provisions will apply to all Program Year 2024 HOME-assisted housing development activities as well as any homebuyer development projects that were approved in previous program years and are completed during PY2024.

To see the full City of Missoula Resale and Recapture Policy, contact the Community Development division at (406) 552-6330 or visit <https://www.ci.missoula.mt.us/3071/HUD-Grants>.

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:

To enforce HOME Program requirements, a Restriction Agreement, Subordinate Deed of Trust, and Promissory Note are used and contain the following provisions:

- amount and use of the loan;
- requirement that the property be the primary residence of the family;
- period of affordability;
- equity share provision upon sale of the home purchased with HOME fund assistance;
- equity sharing based on the ratio of subsidy provided to the purchase cost of the home; and
- recapture provision based on net proceeds available from sale, transfer or foreclosure of the home.

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:

The City of Missoula does not currently use or plan to use HOME funds to refinance existing debt secured by multifamily housing that is rehabilitated with HOME funds.

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)).
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)).
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 City of Missoula is committed to complying with all applicable CDBG and HOME regulations.