

State of Montana 2013 ANNUAL ACTION PLAN EXECUTIVE SUMMARY



Governor Steve Bullock

Investing in Montana's Communities

DEPARTMENT OF COMMERCE

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For the Plan Year
April 1, 2013
through
March 31, 2014

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2013 ANNUAL ACTION PLAN

EXECUTIVE SUMMARY

INTRODUCTION

This Executive Summary is being provided pursuant to the March 13, 2006 revisions to the Consolidated Plan regulations (24 CFR part 91). Those regulations require that an Executive Summary be prepared and must include:

- A summary of the citizen participation and consultation process
- Objectives and outcomes and an evaluation of past performance
- Summary of comments on the plan and responses to comments

The Montana Department of Commerce (MDOC) is the lead agency overseeing the development of the Consolidated Plan. This Annual Action Plan is for the 12-month period beginning April 1, 2013 and ending March 31, 2014 and is designed to meet the requirements set forth by the U.S. Department of Housing and Urban Development (HUD). Each year, Montana submits an action plan illustrating how the HUD Community Planning and Development (CPD) resources it receives will be used to improve communities throughout the state. Information on Montana's Consolidated Plan can be accessed at <http://housing.mt.gov/cp/default.mcp.x>.

The Annual Action Plan, developed with the input of citizens and community groups, serves as the state's application for funds available through the three HUD formula grant programs administered by the state of Montana:

- The Community Development Block Grant (CDBG) Program, administered by the Community Development and Business Resources Divisions of the MDOC;
- The HOME Investment Partnerships (HOME) Program, administered by the Housing Division of the MDOC; and
- The Emergency Solutions Grant (ESG) Program, formerly the Emergency Shelter Grant Program, administered by the Human and Community Services Division of the Montana Department of Public Health and Human Services (MDPHHS).

FFY 2013 Funds*	Formula Grant Program
\$ 5,497,803	Community Development Block Grant Program
\$ 3,000,000 **	Home Investment Partnerships Program
\$ 720,940	Emergency Solutions Grant Program
\$ 9,218,743	Totals

* Estimates based on FFY 2012 HUD allocations

This Action Plan includes information about the overall goals and objectives for the coming year with a description of the available resources and proposed actions to address identified needs. In addition, it includes information about the specific activities

and allocation of resources available for the three federal block grant programs covered by Montana's Consolidated Plan.

The state's overall goals include:

- Increasing the supply of decent, safe, sanitary, affordable housing, especially for low- and very low-income families, individuals, and special needs populations such as the elderly, disabled and homeless;
- Expanding economic opportunities in order to improve the living conditions for low- and moderate-income groups;
- Expanding and improving community facilities and services, principally for low- and moderate-income persons, which are essential for sound community development and for development of viable communities; and
- Preventing homelessness through direct services as well as providing resources to shelters in an effort to maintain facilities.

The primary objective of the CDBG Program is to develop viable communities by providing decent housing; a suitable living environment; and expanding economic opportunities that principally benefit low- and moderate-income (LMI) persons. Low and moderate income persons are identified as those individuals living at or below 80 percent of the area median income. The CDBG program will assist communities to expand affordable housing and economic opportunities, provide necessary infrastructure, and improve public facilities. With the participation of citizens, communities can devote funds to a wide range of activities that best serve their own particular community development needs and priorities.

The purpose of the HOME Program is to expand the supply of affordable housing for low- and very low-income households (persons at or below 80 percent of the area median income). The HOME Program distributes funds to communities, public housing authorities (PHAs), and nonprofit community housing development organizations (CHDOs) around the state for acquisition, rental rehabilitation, new construction of multi- and single-family housing, homeowner rehabilitation, and homebuyer assistance.

ESG funds are distributed to Montana's 10 Human Resource Development Councils (HRDC). The HRDCs use the funds at the local level to meet the needs of the homeless or those at risk of becoming homeless.

SUMMARY OF CONSOLIDATED PLAN REVISIONS FOR 2013

The revisions that are included in the Consolidated Plan 2013 Annual Action Plan are summarized below.

The Department of Commerce is developing a new program that will provide strategic technical assistance to communities directly impacted by rapid increases in population growth associated with oil and gas development. The Department will assist communities in developing a comprehensive strategic plan that will guide the development of housing, infrastructure, public health and safety services, and economic

development to encourage long-term sustainable growth. Commerce will facilitate direct consultation with other state and federal agencies and local non-profits to provide a comprehensive approach to the planning and implementation of the improvements. The CDBG planning and project funds, partnered with other state and federal agency funds, can assist communities in strategic objectives identified in local community plan.

Community Development Block Grant Program

Changes for CDBG Housing and Public Facilities Projects

For the FFY 2013, CDBG community planning, public facility, and housing planning grants will be awarded through a noncompetitive application on a first-come, first served basis.

Also for FFY 2013, to better serve all persons of low and moderate income, the CDBG housing and neighborhood renewal program is establishing two housing applications; noncompetitive and competitive applications. The noncompetitive application will allow eligible applicants to submit an individual property assistance housing application for distinct projects that propose to complete infill development activities; redevelopment or rehabilitation of individual properties in order to bring units to a safe, decent and sanitary living condition; or homebuyer support through down payment assistance. The traditional competitive housing application will continue to allow eligible applicants to submit multi-unit housing development applications for CDBG housing funds. A portion of the housing funds will be set-aside for the non-competitive individual property assistance activities. Further information regarding this is contained in the Action Plan.

Economic Development

Amended Changes for CDBG Economic Development Projects

As of plan year 2012, CDBG-ED eliminated the minimum grant amount of \$100,000 to make the program more attractive to small businesses that may need assistance but do not have a large number of employees. CDBG-ED no longer requires match in the form of new money, grants, investments, or loans, and will consider as match documented expenses incurred related to the proposal that occurred no more than 18 months prior to the date of the application. The final change to the CDBG-ED program was to drop the interest rate from 5% to 2%.

Home Investment Partnerships Program

For FFY 2013 it is anticipated the Fiscal Year (FY) Appropriations law will carry forward as stated below.

The FY 2012 HUD Appropriations law imposes new statutory requirements on FY 2012 funded HOME projects. The purpose of these requirements is to improve project and developer selection by the HOME Program and to ensure that there is adequate market demand for FY 2012 HOME projects. The FY 2012 HUD Appropriations Law imposes

key requirements, which apply to ALL 2012 HOME projects. (See CPD Notice 12-007, Operating Guidance for Implementing FY 2012 HOME Appropriation Requirements.) Applicants will be required to address the additional requirements in their applications.

Ø Four (4) Year Project Completion Deadline

All 2012 HOME projects must be completed within four years of the date the written agreement is executed. In cases where a project is not completed by this deadline, the project will be considered “involuntarily terminated before completion” and the HOME funds invested in that project will need to be repaid to the HOME Investment Trust Fund. For the purposes of this requirement, project “completion” means that all necessary construction work has been completed and the project has received a certificate of occupancy or other local certification indicating that construction or rehabilitation has been completed and the project is ready for occupancy.

HUD may grant a one-year extension to the four-year deadline if it determines that the circumstances that led to the failure to complete the project by the deadline were beyond the HOME Program’s control. But, because this is a statutory provision, HUD has no authority to grant waivers or otherwise extend the deadline beyond this one year extension. If the project is not completed within four years of the written agreement, HUD will block HOME Program access to these activities in IDIS and the HOME investment will be required to be repaid.

Ø Project Certification

Before entering into a legally binding written agreement to provide HOME funds for an activity, the HOME Program must:

- underwrite the project or evaluate the underwriting of another funder,
- assess the development capacity and fiscal soundness of the developer, and
- examine neighborhood market conditions to ensure that there is adequate need for each project.

The HOME Program must certify that it has conducted an underwriting review, assessed developer capacity and fiscal soundness, and examined neighborhood market conditions to ensure there is adequate need for the project

Ø Deadline for Sale of Homebuyer Units (Single Family Development)

Any 2012 HOME homebuyer unit that has not been sold to an eligible homebuyer within six months of construction completion must be converted to a HOME-assisted rental unit. Once converted to rental units, they must be operated in compliance with HOME rental project requirements. The FY 2012 Appropriations law does not provide HUD with the authority to waive or otherwise make exceptions to this requirement. “Construction completion” means that all necessary construction work has been completed and a certificate of occupancy (or its equivalent) has been issued. It is at this point that the 6 month tracking period begins. A homebuyer unit is considered to have met this requirement when there is a ratified sales contract between the developer of the housing and the homebuyer. Applicants seeking HOME funding for single family development activities will be required to develop policies and procedures to account for the possibility of rental conversion

Note: This requirement applies only to single family development projects where the HOME grantee is building and/or rehabilitating homebuyer units for sale to a HOME-eligible homebuyer. It does not apply to activities funded through that provide down

payment and closing costs to assist a HOME-eligible homebuyer to purchase an existing house. Nor does it apply to homeowner (owner-occupied) rehabilitation.

Ø CHDO Development Capacity

The HOME Program may not reserve FY 2012 HOME funds to a CHDO unless it has determined that the CHDO has staff with demonstrated development experience. The HOME Program must ensure that the current CHDO staff has experience developing projects of the same size, scope and level of complexity as the activities for which HOME funds are being reserved or committed. HUD defines CHDO staff as paid employees responsible for day-to-day operations (volunteers, board members, and consultants are not considered staff). Any time the HOME Program grants HOME funds from its 2012 CHDO set-aside to a CHDO, the HOME Program must certify that it has conducted this required evaluation of the CHDO's development capacity.

Go to <http://housing.mt.gov/CP/cpdocuments.mcp>x for the 2013 Annual Action Plan and Appendix B, Citizen Comments for a full description of these changes. Also see the HOME Happenings webpage, <http://housing.mt.gov/HM/hmhappenings.mcp>x, for further discussion of the changes.

OBJECTIVES AND OUTCOMES

HUD has established a performance outcome measurement system for its programs. The MDOC and MDPHHS have adopted the framework of HUD's outcome measurement system as the foundation for establishing performance measures and outcomes for each of the three HUD formula grant programs covered by this plan.

Montana's HUD-funded formula grant programs fund a variety of activities. For the purposes of the performance management system, each activity is assigned to one of three **objective categories** that best illustrates the purpose and intent of the activity. The three objectives are:

- **Suitable Living Environment**: In general, this objective relates to activities that are designed to benefit communities, families, or individuals by addressing issues in their living environment.
- **Decent Housing**: The activities that typically would be found under this objective are designed to cover the wide range of housing possible under HOME, CDBG, or ESG. This objective focuses on housing programs where the purpose of the program is to meet individual family or community needs and not programs where housing is an element of a larger effort, since such programs would be more appropriately reported under Suitable Living Environment.
- **Creating Economic Opportunities**: This objective applies to the types of activities related to economic development, commercial revitalization, or job creation.

Similarly, once the objective for the activity is determined, one of three outcome categories will be selected that best reflects what will be achieved by funding the activity. The three outcome categories are:

- **Availability/Accessibility:** This outcome category applies to activities that make services, infrastructure, public services, public facilities, housing, or shelter available or accessible to low- and moderate-income people, including persons with disabilities. In this category, accessibility does not refer only to physical barriers, but also to making the affordable basics of daily living available and accessible to low- and moderate-income people where they live.
- **Affordability:** This outcome category applies to activities that provide affordability in a variety of ways in the lives of low- and moderate-income people. It can include the creation or maintenance of affordable housing, basic infrastructure hook-ups, or services such as transportation or day care.
- **Sustainability - Promoting Livable or Viable Communities:** This outcome applies to projects where the activity or activities are aimed at improving communities or neighborhoods, helping to make them livable or viable by providing benefit to persons of low- and moderate-income or by removing or eliminating slums or blighted areas, through multiple activities or services that sustain communities or neighborhoods.

Each outcome category can be connected to each of the overarching objectives, resulting in nine groups of outcome/objective statements under which to report the activity or project data to document the results of the activities or projects. Each activity will provide one of the following statements, although sometimes an adjective such as new, improved, or corrective may be appropriate to refine the outcome statement.

	<u>Outcome 1:</u> Availability or Accessibility	<u>Outcome 2:</u> Affordability	<u>Outcome 3:</u> Sustainability
<u>Objective 1:</u> Suitable Living Environment	Enhance Suitable Living Environment through Improved Accessibility (SL-1)	Enhance Suitable Living Environment through Improved or New Affordability (SL-2)	Enhance Suitable Living Environment through Improved or New Sustainability (SL-3)
<u>Objective 2:</u> Decent Housing	Create Decent Housing with Improved or New Availability (DH-1)	Create Decent Housing with Improved or New Affordability (DH-2)	Create Decent Housing With Improved or New Sustainability (DH-3)
<u>Objective 3:</u> Economic Opportunities	Provide Economic Opportunity through Improved or New Accessibility (EO-1)	Provide Economic Opportunity through Improved or New Affordability (EO-2)	Provide Economic Opportunity through Improved or New Sustainability (EO-3)

Each program, project, and activity funded by the three formula grant programs covered by the Annual Action Plan will meet the requirements of the framework.

It should be noted that the federal HUD funding has been declining for several years, while during the same timeframe, costs have continued to escalate due to a variety of factors. In such an environment, it becomes increasingly difficult to attempt to measure performance in light of long-term production goals, because the factors and assumptions the goals are based upon simply are not stable or constant over time. However, the performance measures and indicators still have value in that they illustrate the nature and extent of the impacts of the state's HUD-assisted programs on Montana's communities and residents.

**Table 3A - Summary of Specific Annual Objectives
Plan Year 2013**

Since HOME and CDBG grant funds are primarily distributed through application processes, the state cannot accurately predict the number of and distribution of grant assistance among specific objectives. The specific number of households, businesses, etc., expected to be assisted each program year is based on the historic number assisted in previous years, adjusted for anticipated declines in funding and rising costs, which may or may not be an accurate reflection of future fund distributions.

Specific Obj. #	Outcome/Objective Specific Annual Objectives	Sources of Funds	Performance Indicators	Program Year	Expected Number	Actual Number	Percent Completed
DH-1	Availability/Accessibility of Decent Housing						
DH-1.1	Enhance the availability / accessibility of decent housing through assistance for the acquisition / new construction of rental and homeownership units for LMI households	CDBG	<ul style="list-style-type: none"> ▪ Number of units acquired and newly constructed 	2010	0	47	90%
				2011	0	33	0%
				2012	12		
				2013	12		
				2014			
MULTI-YEAR GOAL							
DH-2	Affordability of Decent Housing						
DH-2.1	Address the need for affordable decent housing by offering rehabilitation assistance to low- and very low-income homeowner households	HOME Local Match: 5% <i>minimum required</i>	<ul style="list-style-type: none"> ▪ Number of units rehabilitated <ul style="list-style-type: none"> ▪ # of units meeting Section 504 standards ▪ # of units qualified as Energy Star 	2010	40	13	33%
				2011	40	12	30%
				2012	40		
				2013			
				2014			
MULTI-YEAR GOAL							
DH-2.2	Address the need for affordable decent housing by offering down payment and closing cost assistance to low and very low-income households	HOME Local match: 5% min. <i>required</i>	<ul style="list-style-type: none"> ▪ Number of households receiving homebuyer assistance <ul style="list-style-type: none"> ▪ # of first-time homebuyers ▪ # receiving homebuyer education/ counseling ▪ # coming from subsidized housing 	2010	100	66	66%
				2011	100	47	47%
				2012	100		
				2013			
				2014			
MULTI-YEAR GOAL							
DH-2.3	Address the need for affordable decent housing by offering tenant-based rental assistance (TBRA) to low- and very low-income households	HOME Local Match: 5% min. <i>required</i>	<ul style="list-style-type: none"> ▪ Number of households provided with rental assistance <ul style="list-style-type: none"> ▪ # designated for the homeless ▪ # for the chronically homeless 	2010	50	169	338%
				2011	50	33	66%
				2012	50		
				2013			
				2014			
MULTI-YEAR GOAL							

Specific Obj. #	Outcome/Objective Specific Annual Objectives	Sources of Funds	Performance Indicators	Program Year	Expected Number	Actual Number	Percent Completed
DH-2.4	Address the need for affordable decent housing by offering assistance for the acquisition, rehabilitation and new construction of rental housing to serve low- and very low-income households	HOME Local Match: <i>5% min. required</i>	<ul style="list-style-type: none"> ▪ Number of rental units assisted <ul style="list-style-type: none"> ▪ # of units meeting Section 504 standards ▪ # of units qualified as Energy Star ▪ # designated for persons with HIV/AIDS ▪ # for the chronically homeless ▪ # designated for the homeless ▪ # for the chronically homeless 	2010	115	117	102%
				2011	115	165	143%
				2012	115		
				2013			
				2014			
MULTI-YEAR GOAL							
DH-2.5	Address the need for affordable decent housing through down payment and closing cost assistance to low- and moderate -income households	CDBG	<ul style="list-style-type: none"> ▪ Number of households receiving homebuyer assistance 	2010	4	0	N/A
				2011	4	0	N/A
				2012	0		
				2013	0		
				2014			
MULTI-YEAR GOAL							
DH-2.6	Create decent housing with improved affordability	ESG	<ul style="list-style-type: none"> ▪ Number of adults served 	2010	4,000	4,000	100%
				2011	6,000	6,000	100%
				2012	4,000		
				2013	875		
				2014			
MULTI-YEAR GOAL							
DH-3	Sustainability of Decent Housing						
DH-3.1	Improve the sustainability of decent housing through the rehabilitation of homeowner and rental units to benefit LMI households.	CDBG	<ul style="list-style-type: none"> ▪ Number of LMI households assisted 	2010	50	4	90%
				2011	50	0	N/A
				2012	0		
				2013	0		
				2014			
MULTI-YEAR GOAL							
SL-1	Availability/Accessibility of Suitable Living Environment						
SL-1.1	Enhance the availability / accessibility of suitable living environments through the new construction of public facilities to benefit a geographic area with an LMI percentage of 51% or higher	CDBG	<ul style="list-style-type: none"> ▪ Number of persons with new access to the public facility or receiving a service provided by the public facility that is no longer substandard 	2010	230	821	75%
				2011	230	667	0%
				2012	230		
				2013	300		
				2014			
MULTI-YEAR GOAL							

Specific Obj. #	Outcome/Objective Specific Annual Objectives	Sources of Funds	Performance Indicators	Program Year	Expected Number	Actual Number	Percent Completed
SL-1.2	Enhance the availability/accessibility of decent housing by offering new construction and rehabilitation of non-rental shelters to LMI households	CDBG	▪ Number of units constructed and rehabilitated	2010	0	0	N/A
				2011	0	0	N/A
				2012	0		
				2013	0		
				2014			
MULTI-YEAR GOAL							
SL-1.3	Enhance suitable living environment through availability and accessibility of emergency or transitional shelters for adults	ESG	▪ Number of adults served	2010	6,800	6,800	100%
				2011	6,800	6,800	100%
				2012	6,800		
				2013	1,400		
				2014			
MULTI-YEAR GOAL							
SL-1.4	Enhance suitable living environment through availability and accessibility of emergency or transitional shelters for children	ESG	▪ Number of children served	2010	353	353	100%
				2011	353	353	100%
				2012	350		
				2013	400		
				2014			
MULTI-YEAR GOAL							
SL-1.5	Enhance suitable living environment through availability and accessibility of the central services for the homeless.	ESG	▪ Number of individuals assisted with essential services: such as shelter, food and individual support services.	2010	200	200	100%
				2011	300	300	100%
				2012	300		
				2013	780		
				2014			
MULTI-YEAR GOAL							
SL-2	Affordability of Suitable Living Environment						
SL-2.1	Improve the affordability of suitable living environment through rehabilitation of existing or new construction of public facilities by targeting direct benefits to serve a specific LMI clientele.	CDBG	▪ Number of persons with improved or new access to the public facility or receiving a service provided by the public facility that is no longer substandard	2010	220	855	60%
				2011	220	45	0%
				2012	50		
				2013	25		
				2014			
MULTI-YEAR GOAL							

Specific Obj. #	Outcome/Objective Specific Annual Objectives	Sources of Funds	Performance Indicators	Program Year	Expected Number	Actual Number	Percent Completed
SL-3	Sustainability of Suitable Living Environment						
SL-3.1	Improve the sustainability of suitable living environments through rehabilitation of existing public facilities to benefit a geographic area with an LMI percentage of 51% or higher.	CDBG	<ul style="list-style-type: none"> ▪ Number of persons with improved access to the public facility or receiving a service provided by the public facility that is no longer substandard 	2010	2,400	7790	75%
				2011	2,400	60	0%
				2012	1000		
				2013	1000		
				2014			
			MULTI-YEAR GOAL				
SL-3.2	Address the need for a suitable living environment by supporting existing facilities providing services as emergency shelters and domestic violence facilities as shelter maintenance programs.	ESG	<ul style="list-style-type: none"> ▪ Number of emergency shelters/domestic violence facilities assisted that provide shelter, food and individual support services through Shelter Maintenance funding. 	2010	23	23	100%
				2011	23	23	100%
				2012	23		
				2013	6		
				2014			
			MULTI-YEAR GOAL				
EO-1	Availability/Accessibility of Economic Opportunity						
EO-1.1	Provide economic opportunity through improved or new availability/accessibility	CDBG	<ul style="list-style-type: none"> ▪ Number of loans/grants <ul style="list-style-type: none"> ▪ Number of new businesses assisted ▪ Number of existing businesses assisted ▪ Number of jobs created ▪ Number of jobs retained 	2010	1	1	100%
				2011	1	2	100%
				2012	1	0	
				2013	1		
				2014			
			MULTI-YEAR GOAL				
EO-2	Affordability of Economic Opportunity						
EO-2.1	Provide economic opportunity through improved or new affordability	CDBG	<ul style="list-style-type: none"> ▪ Number of loans/grants <ul style="list-style-type: none"> ▪ Number of new businesses assisted ▪ Number of existing businesses assisted ▪ Number of jobs created ▪ Number of jobs retained 	2010	3	3	100%
				2011	3	1	100%
				2012	3	0	
				2013	3		
				2014			
			MULTI-YEAR GOAL				

Specific Obj. #	Outcome/Objective Specific Annual Objectives	Sources of Funds	Performance Indicators	Program Year	Expected Number	Actual Number	Percent Completed
EO-3	Sustainability of Economic Opportunity						
EO-3.1	Provide economic opportunity through improved or new sustainability	CDBG	<ul style="list-style-type: none"> ▪ Number of loans/grants <ul style="list-style-type: none"> ▪ Number of new businesses assisted ▪ Number of existing businesses assisted ▪ Number of jobs created ▪ Number of jobs retained 	2010	3	4	100%
				2011	3	3	100%
				2012	1	0	
				2013	2		
				2014			
			MULTI-YEAR GOAL				
CR-1	Community Revitalization						
	Not applicable						
O-1	Other						
	Not applicable						

CITIZEN PARTICIPATION SUMMARY

Montana's Citizen Participation Plan, found in Appendix A of the Annual Action Plan, lays out the general guidelines around which the Consolidated Plan was developed and outlines methods for citizens to guide and assist the state in formulating the plan. The objective of the Citizen Participation Plan is to ensure that Montana citizens are encouraged to make use of the opportunity to participate in planning for and preparing the Five-Year Consolidated Plan, the Annual Action Plan, (including amendments), and the Consolidated Annual Performance and Evaluation Report. All interested parties are urged to participate, but a special emphasis is placed on participation by the following groups:

- low- and moderate-income persons;
- low-income households living in slum and blight areas;
- units of local government;
- statewide and regional institutions and other organizations, including businesses, developers, and community and faith-based organizations;
- public and private agencies that provide assisted housing, health, and social services; and
- public housing agencies.

In order to collect input on specific issues, the Consolidated Plan was developed through public input solicited at multiple hearings that were made accessible via webinar. Two public hearings occurred to provide comments on the HUD-accepted 2012 Action Plan. Afterwards, MDOC staff responded to those comments in the draft 2013 Action Plan, which was publicly released on November 28, 2012. The final hearing on the 2013 draft plan was December 12, 2012. Notification of all the meetings were made in advance of the meetings through display advertisements in major newspapers around the state, e-mail notices, and postings on the State's e-calendar and Consolidated Plan website.

ANNUAL UPDATE

This Annual Action Plan represents the beginning of the planning cycle for the April 1, 2013 through March 31, 2014 plan year.