

HOUSING FIRST VILLAGE GUIDEBOOK

A PROGRAM OF WHRDC



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PREFACE

Housing First Village (HFV), a tiny home community in Bozeman, Montana, adds critical capacity to a limited stock of affordable housing, improving housing stability and health for housed individuals and serves as a model for other communities. Many people experiencing chronic homelessness suffer from trauma and years of isolation—barriers to maintaining housing. In addition to social isolation, over 90% of individuals experiencing homelessness served by HRDC report disabling mental and physical conditions. Furthermore, while unable to maintain stable housing, these customers demonstrate poor health outcomes, tend to be super-utilizers of healthcare services. and record more interactions with law enforcement. Through partnerships with healthcare, law enforcement, and service providers, the HFV team has taken a datadriven approach to understand the needs of the Bozeman population. This process leveraged technical assistance from the Corporation for Supportive Housing to implement the FUSE (Frequent Users Systems Engagement) model. CSH's signature initiative, FUSE helps communities break the cycle of homelessness and crisis among individuals with complex medical and behavioral health challenges who are the highest users of emergency rooms, jails, shelters, clinics, and other costly crisis services. This analysis has shaped the development of HFV, while future analysis will reveal if combining this approach with a tiny home village results in improved health outcomes and residents' ability to maintain housing.

HFV offers Supportive Housing with a trauma-informed design approach to achieve long-term success. The team has worked to identify critical pre-tenancy, tenancy, and health support services to reduce negative and high-cost interactions with emergency health services and law enforcement.

This guidebook is intended to share lessons learned by the Human Resource

Development Council of District IX (HRDC) with peer organizations considering their own tiny home villages or similar Supportive Housing projects. For greater detail on this work please review *Implementing Tiny Homes as Permanent Supportive Housing*, a report from the Urban Institute by Corianne Payton Scally, Amanda Gold, Wilton Oliver, and Clare Salerno published August 7, 2020, and the yet to be released outcomes study to be published December 2021.

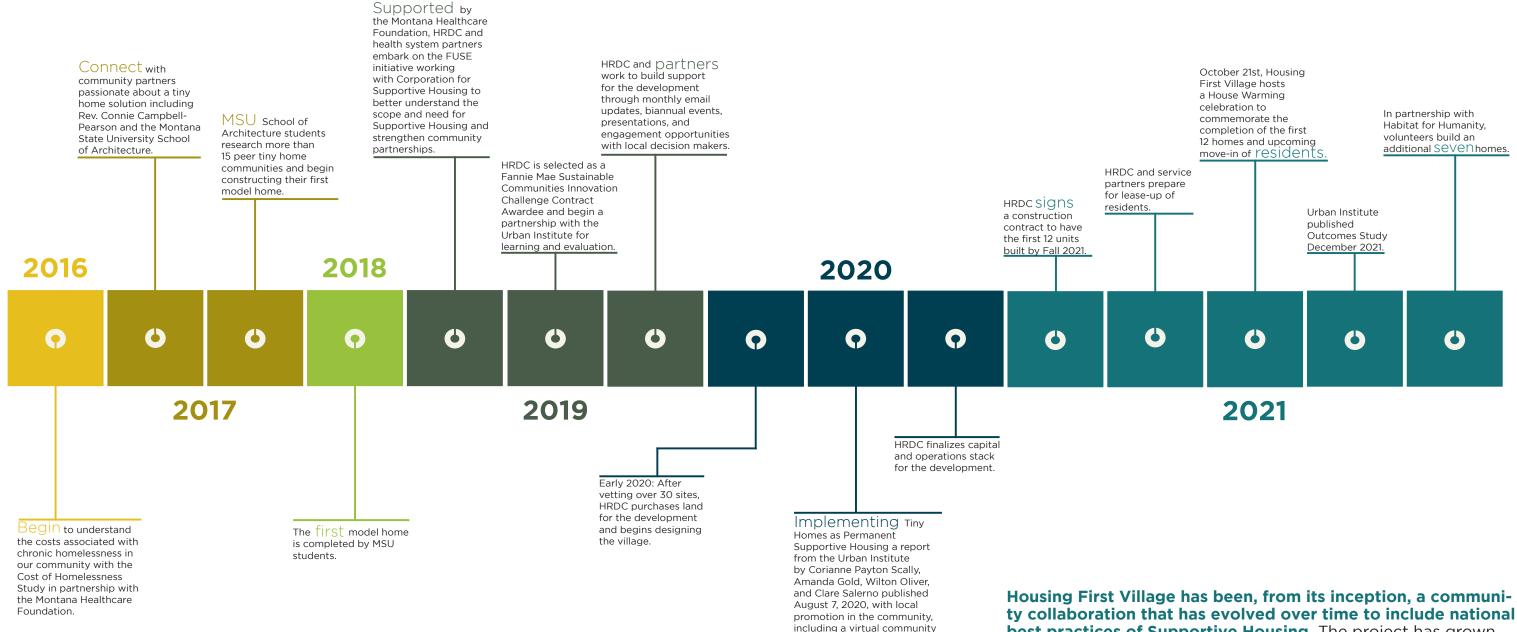
HRDC is a local non-profit Community Action agency that addresses a wide range of needs. Whether it is addressing youth homelessness, hunger, heat, housing, the challenges of aging or accessing transportation, we help our neighbors build and maintain their path to a better life. We've served Southwest Montana since 1975 in the strategic focus areas of Transportation, Food and Nutrition, Early Childhood Education, Housing, Senior Empowerment, Energy, Emerging Adults, and Financial Opportunity.

HRDC instills hope, develops resources, designs solutions and changes lives. We envision a place where poverty has no impact because opportunities and quality of life are equally afforded to everyone.

HRDC's long standing history in the community as a partner across service areas allowed the organization to leverage experience as developers of affordable housing and relationships across healthcare providers.

We would like to express our gratitude to partners that have supported this work including the Fannie Mae Sustainable Communities Initiative, Montana Healthcare Foundation, Local Initiatives Support Corporation, as well as the invaluable technical assistance from Corporation for Supportive Housing and community partners: Community Health Partners, Western Montana Mental Healthcare, Bozeman Health, City of Bozeman, and Gallatin County.





conversation featuring experts

from the Urban Institute and Corporation for Supportive ty collaboration that has evolved over time to include national best practices of Supportive Housing. The project has grown from its early stages in 2017 when representatives from HRDC, the faith-based community, and MSU's School of Architecture gathered to envision a solution to address chronic homelessness in Bozeman. Modeled on the success of tiny-home communities around the nation, Housing First Village has since developed local, state, and national partners to include best practices in supportive housing, an evidence-based approach to solving chronic homelessness. Early key partners were the Montana Healthcare Foundation, the City of Bozeman, Gallatin County, Bozeman Health, and Community Health Partners.

07 | **HRDC**

OUR PROCESS

While a collaborative effort from the beginning, only HRDC had housing development experience leading up to HFV and was identified as the lead developer. In addition to experience developing homes in Bozeman, HRDC has experience working with the City of Bozeman on siting emergency and transitional housing.

HRDC has searched for an appropriate site for HFV since 2017, vetting over 30 properties before arriving at the site ultimately purchased. The site consists of 2 vacant, adjoining parcels totaling approximately 6.5 acres. The lots are zoned B2, which is a commercial use in the community. Housing for people experiencing or exiting homelessness is an allowable use in B2 districts through the City's Transitional Housing Ordinance with a Special Use Permit. The entire site was purchased for \$1.1 million from a private owner that had held the property since 2007. While Lot 2 (1 acre) is a more readily develop-able space, the owner would not separate the lots for sale. Lot 2 is the focus of Phase 1 of HFV. The remaining portion (Tract A, 5.4 acres) will be developed as Phase 2. Tract A requires extensive infrastructure and contains a significant portion of wetlands. The property is adjacent to HRDC's current Emergency

Shelter, which serves as the resource hub. HRDC contracted with a professional planning consultant as a part of our project development process to avoid any unintended setbacks around land use and zoning regulations. A preliminary worksheet was completed for each site evaluated before moving forward.

This worksheet included:

- The confirmed acreage and square footage of the site
- Current land use
- Current owners and contact information
- Adjacent roads
- Is the site located in any special districts including:

Tax Increment Finance District Lighting District Parking District Special Improvement District Payback District

- What are the uses of the adjacent lots?
 What businesses are located nearby?
- Does the site currently have:

Wastewater access

Water access

Storm water access

Watercourse requirements

Wetlands present

- Zoning information
- Maximum number of residents
- Open space requirements
- Parking requirements
- Additional notes





OUR TOP 5 SITES

		Selected Site	Alternative 1	Alternative 2	Alternative 3	Alternative 4
NOTES	GENERAL	Transitional Housing is listed as a "special use" however, ground floor residential is listed as a "conditional use" -	Highly visible site with few homes possible, the property could only be leased as it is City-owned; potential partnership with community gardens	Part of larger Cemetery and parklands	Recently sold, near town between frontage and highway	Under consideration as a temporary site as other program needs shift and relocate
		The site is located in a commercial area with few residential neighbors likely to protest. Close to transportation, easy access to city services, and close to HRDC's future campus site	Great opportunity for City to partner on a property that is currently under-utilized; great access to existing infrastructure, services, and transportation	City-owned, sufficient size	Some infrastructure and useful buildings are in place, the layout is workable, neighborhood accepts the use	HRDC property offers some flexibility, neighbors are already comfortable with the existing use
CHALLENGES	>	The smaller, one-acre portion has great immediate development ability, but the larger piece could require more significant infrastructure investment including road improvements, and may have watercourse setback and wetlands constraints	Possible neighborhood opposition; concern that residents will be living in a "fishbowl"; can only likely be developed with a Temporary Special Use permit, subject to annual fees and renewals	Topography, City sentiment that there are better uses for the site	Site costs, particularly if the City requires full infrastructure; would likely require a Planned Unit Development	Flood plain, currently a garden on-site that is thriving, demands other services

Given the constraints of the project, very few options existed for Housing First Village. Many barriers around acceptable use, site size, access to amenities, infrastructure costs, existing neighborhood conditions, and cost of the parcel ultimately made the decision clear. Finding land available for purchase was the main challenge for moving this development forward. Additionally, given the spike in land and housing prices in Bozeman brought on by the COVID19 pandemic impacts, purchasing the land prior to these price escalations was key to our ability to complete the project.

Of the 30 sites vetted

- The listing prices ranged from \$450,000 to \$2,600,000 with several sites not for sale but owned by the City of Bozeman and one already owned by HRDC
- The average site size was 2.6 acres excluding one outlier that was 41 acres

- and would accommodate other uses
 Most sites were currently vacant, one an existing RV campground, one the current location of HRDC's Food Bank with a planned move, and one currently a community garden owned by the City of Bozeman
- WalkScores ranged from very low to very high; finding a well-connected parcel was a key challenge of the site selection process

In the very early stages of the project development, HRDC worked with the City of Bozeman on the 2018 "Transitional & Emergency Housing Text Amendment" or Ordinance 1997 adopted by the City Commission. This allowed us to consider land with light industrial uses that would not otherwise be an option for housing development. Please see the Zoning and Regulations section for more information on this ordinance.

OVERVIEW

Residents of Housing First Village have been housed before and for one reason or another were unable to maintain their housing. Many of our customers expressed challenges with living in dense apartments with shared walls. Listening to our customers, we sought to offer new options for people to thrive through tiny homes.

Through a partnership with the Montana State University School of Architecture, students visited peer tiny home communities across the country before designing two prototype homes. One of the prototype units was used for staff housing and evaluated for livability. Special attention was given to indoor air quality and the functionality of the small space. Changes to the air filtration system were made and recommendations on small changes to the design were incorporated into the final version. Two of the five-unit types were designed by the MSU School of Architecture students. Working with students is subject to the academic calendar and interest of the students and staff, we recommend allowing additional time to work with University partners.

In addition to the two units designed by MSU, three blueprints were purchased from SquareOne Villages. These homes have housed similar target populations in Eugene, Oregon, and meet the needs of our project for a cost reduction in having the homes designed for the village.

Prioritized through trauma-informed design: calm environments that build a sense of safety and security with natural lighting, personal spaces including private in-home full bathrooms, and access to green space designed for durability and long-term use.



The living room of our sample tiny home.

A common misconception on tiny homes: The kitchenette and bathroom cost the same regardless of the size, choosing tiny homes helps fit more units onto the site but does not have dramatic cost savings given the cost of the key components. Adding additional rooms would be incremental to the construction cost.



The kitchen & bathroom of a nearly completeww tiny home

BUILDING MATERIALS

Valuing the full life cycle of materials, it was important for us to select durable finishes including fiber cement siding, concrete floors, and rubber base trim.

Important ventilation considerations: Ventilation components include Heat Recovery Ventilators to improve indoor air quality. Ceiling-mounted radiant heaters provide comfort with reduced fire risk. All bathrooms have exhaust fans and operable windows.

CONSTRUCTION METHODS

Our team considered off-site prefabricated construction but did not select this option because of limits on transporting the units. Each unit was wider than 8.5 feet which would have made the unit difficult to transport. Although we did not prefab the entire units, the construction crew did frame wall panels in advance of building permits to save time.

Concurrent construction helped expedite the review process but was not used in the building of the village. This allowed us to get through the review process faster while the City reviewed the infrastructure and building permits simultaneously.

Due to the cold climate and desire to avoid excavation, frost-protected slab-on-grade foundations were selected. This choice also helps simplify the construction of the additional seven to be built by volunteers and not a professional construction crew.



The lot, pre-construction.



Overview of construction.



Finished exterior



The tiny homes are placed on foundations using a crane

ADVICE TO PEER ORGANIZERS

Make the local government (and identify specific people in the government) a partner in the project early on and throughout the project. Consider doing an informal application or pre application to identify issues and brainstorm solutions prior to finalizing the design of the site. Keep them informed of changes and developments as the project progresses.

Talk early with the Planning Department. Consider creating land use classification similar to the Emergency and Transitional Housing Ordinance in which allows this residential use to be allowed at the ground floor of a variety of different zoning districts including residential, commercial or industrial to maximize the potential sites available for the project.

Consider codifying a reduced parking requirement (we used 0.25 per bed) for the tiny homes or advocate for eliminating parkland dedications for the use.

Talk early with the Public Works or Engineering Department (and potentially the state if application) to brainstorm options for reducing costs of utilities (particularly main extensions and service extensions but also power/electric). Place an emphasis on the utilities needs and how they differ from a full size home and could be evaluated more similar to a motel despite being detached buildings.

Talk with the Fire Department and emergency services regarding access options and distances to units.

Consider overlapping pedestrian paths with emergency service access.

Request reductions or paybacks for development and application fees.

CODE REQUIREMENTS

HRDC worked with the City of Bozeman in anticipation of future housing development to amend the existing code to accommodate transitional housing and supportive housing. In 2018, the Bozeman City Commission adopted Ordinance 1997, known as the "Transitional & Emergency Housing Text Amendment." This ordinance added a new definition for this use along with corresponding zoning standards and evaluation criteria as part of the residential uses in the community.

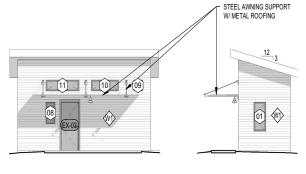
Supportive housing fits under the Transitional & Emergency Housing ordinance as an allowable use with additional documentation for managing the development including a Management Plan and a Sample of Community Expectations.

There is not a minimum required square footage of a home that meets building standards in Bozeman, as long as the current building code requirements are met.

COMMUNITY EXPECTATIONS SUMMARY:

A primary Village objective is to encourage resident participation, including leadership, peer support, collaboration and mutuality, empowerment, voice and choice. The Community Expectations will be developed by residents in collaboration with HRDC staff and other community partners. Community Expectations typically include rules and procedures regarding items such as but not limited to:

- 1. Terms for how Village Leaders are designated to provide continuous on-site management and to facilitate communication with HRDC, emergency services, and community partners.
- 2. Behavior
- 3. Quiet Hours
- 4. Maintenance Sharing Responsibilities
- 5. Meeting Participation
- 6. Garbage
- 7. Pets



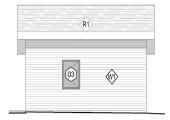
MANAGEMENT PLAN OUTLINE:

- 1. Summary
- 2. Management
- 3. Employees
- 4. Volunteers
- 5. Training
- 6. Resident Selection
- 7. Village Maintenance
- 8. Storage
- 9. Security and Safety Measures

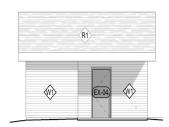
Code requirements

Can be found by clicking *here.*

"COTTONTAIL" UNIT

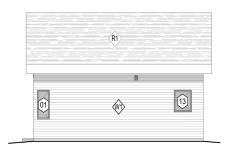




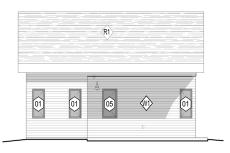














COMMUNITY OUTREACH & EDUCATION

HOW TO GET THE WORD OUT

Start early! The concept of Housing First Village has been evolving since 2017. This section refers to the most recent phase of the project from the decision to develop as a Supportive Housing development in early 2019. Our communications varied based on our audiences.

Larger stakeholder community: Invited to semiannual larger community meetings or virtual meetings during the COVID-19 pandemic and encouraged to subscribe to our monthly email updates.

FUSE Partners: Monthly meetings during the project development plus individual meetings to determine the roles, responsibilities, and funding of service partners.

General community: Social media, press releases for major milestones, educational webinars including a 2020 event with our learning and evaluation partners at the Urban Institute, and technical assistance from Corporation for Supportive Housing (recording available).

Civic leaders: advocacy and education about the needs of those in our community experiencing chronic homelessness and the potential of the Supportive Housing model, advocacy and education around inclusion in city planning documents, including the community housing plan.





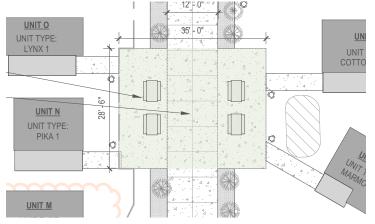
Heather Grenier, HRDC CEO at the ground breaking event, Spring 2021



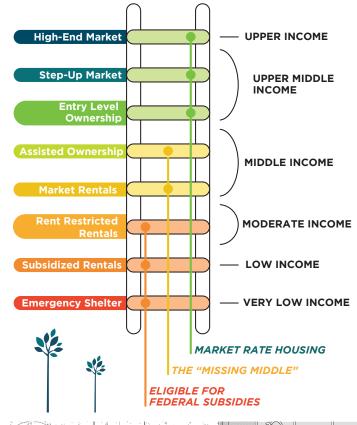
Community partners gathering during the house warming celebration for the first twelve completed homes, Fall 2021



Staff, board, and community partners gather to celebrate the start of our Housiing First Village.



HOUSING LADDER



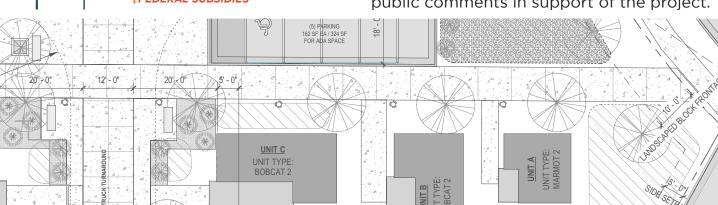
OUR ROLE

HRDC works in housing from homelessness to homeownership. Contextualizing the conversation along the housing continuum for the community helped build support for the project. With an effective 0% vacancy rate and median sales price of a singlefamily home in Bozeman of \$777.000 in August 2021, residents can understand the impacts on more vulnerable residents. In a housing market with enough housing for everyone, people with barriers to obtaining and maintaining housing are less likely to "fall off the ladder." In a housing market with limited options for residents, people facing housing barriers have extremely few opportunities to obtain housing.

The location of HFV, not sited near any schools or residential areas, helped avoid the backlash that can be found with similar projects. In addition, working early to outreach local business owners in the district personally helped address concerns about the impact on the neighborhood.

With most of the project outreach during the COVID-19 pandemic, the project received a positive community reception.

During this public health crisis, housed community members were reminded of the value of a safe place to call home. We recommend connecting with neighbors and neighboring owners and businesses prior to official public notice and leveraging advocates and friendly neighbors to submit public comments in support of the project.



OUR PROCESS

Housing First Village is designed for individuals who have experienced chronic homelessness and will benefit from comprehensive supportive wrap-around services. Priority will be given to individuals experiencing: homelessness, long-term homelessness, or chronic homelessness.

HFV focuses on adressing the unmet needs of residents with the highest barriers to maintaining housing through traditional means. To better understand the scope of demand for Supportive Housing, build partnerships, and assess capacity, HRDC used the FUSE (Frequent User System Engagement) model with technical assistance from the Corporation for Supportive Housing. The FUSE model takes a data-driven approach to identify the people most commonly overlapping with crisis emergency and health systems experiencing homelessness. Individuals cycling through emergency rooms, detention centers, and homeless shelters in the community have been identified through the FUSE data match process. Data on frequent users were built into the local Coordinated Entry System to prioritize and outreach residents.

Coordinated Entry is a process developed to ensure that all people experiencing a housing crisis have fair and equal access and are quickly identified, assessed, referred, and connected to housing and assistance based on their strengths and needs.

In order for Supportive Housing residents to experience the most pronounced outcomes, residents must be experiencing chronic homelessness with very high barriers to maintaining housing.

When developing the Supportive Housing programming for HFV, HRDC and partners prioritized principles of housing first, harm reduction, and trauma-informed approaches. Housing First embraces the idea that people participating in a Supportive Housing program should have access to housing regardless of chemical dependency, mental health, or other barriers to housing that might render them ineligible under more traditional models of permanent housing.

REQUIREMENTS

Tenants of the Supportive Housing units supported by HRDC's Tenancy Support Services are expected to meet the following criteria:

- 1. Have multiple barriers to obtaining or maintaining housing. Barriers may include: chronic and/or persistent mental illness, alcohol and/or substance abuse, and/or health issues.
- 2. Be experiencing homelessness or currently residing in a rental paid for by a Rapid Rehousing project.



OVERVIEW

FINANCING

Total development costs for the first 19 homes are approximately \$3.2 million, or an approximate \$168,000 per home. This reflects a nearly 60% increase in anticipated costs that were developed before the COVID-19 pandemic impacted supply chains and materials costs globally, and a pre-existing local building boom further exploded, leading to labor shortages and cost escalations across trades.





CHALLENGES

Exploring resources to support the development of a tiny home village has been a primary challenge for our development team and an important learning outcome for communities hoping to develop similar projects. Many of the traditional resources utilized to develop affordable housing were reviewed, with many discarded for practicality, timing, or other reasons.

The population served and resulting rent structure of HFV do not allow for debt service. The rents collected typically cover only a portion of the costs of operating such a development, which will also depend upon broad sources of revenue to operate and deliver support services. HFV's operating pro-forma assumes no permanent debt.

The size and nature of HFV make the use of Low Income Housing Tax Credits (LIHTC) impractical. Bozeman is not an Entitlement Community under the U.S. Department of Housing and Urban Development (HUD), and as such, does not receive direct funding allocations from HUD. Projects serving households in Bozeman must compete with projects statewide, which adds both time and risk to the projects. For that reason, the first phase of HFV does not utilize these sources of funds.

The City of Bozeman provided \$75,000 to reimburse a portion of impact fees paid, as Montana's impact fee regulations do not allow for waiver of such fees even for projects with demonstrated broad community benefit.



LAND

To purchase the land, HRDC secured a temporary first mortgage through a local lending institution. An additional second mortgage, also temporary, was secured via a social impact investor to bridge the gap between the first mortgage and acquisition price. The two loans were used as a bridge until sufficient funds were raised through the HRDC's philanthropic campaign for Hunger and Homelessness, which addresses these issues through four facilities across two sites.





A look inside our resource hub



Outdoor communal space



BUILDINGS

Phase 1 will consist of 5 basic unit types: Pika, Bobcat, Cottontail, Marmot, and Lvnx. Homes range from 150-300 square feet. The 19 homes are arranged in a manner so that each home has adequate personal. private space, while the community has larger, shared green spaces for socializing and outdoor activities. A general contractor was hired to complete the infrastructure, all 19 foundations, and the first 12 homes. Volunteers will be utilized to complete the remaining 7 homes. Completion cost for the 7 volunteer-driven homes assumes staff time to oversee and coordinate volunteers. materials, and hiring professional trades for plumbing and electrical. Total construction costs and professional fees for architecture and engineering are estimated to be \$2,000,000.

OPERATIONS AND SERVICES

Operating expenses were developed by analyzing actual costs in similar style properties owned and managed by HRDC, most notably a 20-unit manufactured home development. The homes in the development are approximately 550 square feet, so while larger than those planned for HFV, they represent a reasonable comparison. Maintenance and repair figures were based on both the manufactured home development and a transitional living duplex owned by HRDC. Tenants at HFV will pay 30% of their income toward rent. even so, it is assumed that HFV will require an annual operating subsidy to make up the difference between rents received and operating expenses. Housing First Village has been approved for tax-exempt status by the State of Montana.

HFV does not envision providing any services that are not already provided in the Bozeman community. Rather, it hopes to bring these services to a central place and make them more readily available to reduce barriers to access. Through HRDC's year-long work with the Corporation for Supportive Housing (CSH), community partners, and potential HFV tenants, it has been determined that HFV will provide case-management, behavioral health, physical health, job-search, addiction, and community building services at the onset of HFV. Future services will be developed in coordination with community partners and by tenant input.

HRDC has been working with CSH to further refine our services budget, which we anticipate will range from an approximate \$8,200 to \$9,800 annually per tenant. When paired with the necessary operating subsidies to make up the anticipated difference between

tenant-paid rent (30% of income) and operating costs, the annual cost per tenant is approximately \$12,040. HRDC's 2017 Assessing Community Costs of Chronic Homelessness in the Gallatin Valley study found that the 8 individuals studied over 2 years generated an average of \$28,305 annually in community costs across health, social services, corrections, and emergency transportation providers. While small samples, the data suggests a potential 57% decrease in costs to community providers while improving housing and health outcomes for HFV tenants. These figures are consistent with the findings of larger communities that have implemented supportive housing efforts.

In HRDC's review of similar developments around the nation, private funding was the primary mechanism by which tiny home developments came to fruition. Private funding, whether in the form of a capital campaign, individual donors, or foundation support is typically provided by funders with specific motivations, which align well with projects that may have difficulty meeting requirements for Federal and State sources. Through the creation of successful projects with this private support, it is possible to create a learning record that can influence governmental funding sources and facilitate new opportunities for similar projects.

A large part of our research and learning is to discover how the tiny home model intersects with the Supportive Housing model, and whether tiny homes provide a reasonable solution for those customers that have struggled to thrive in larger multifamily developments.

OUR ADVICE

Each community has a different capacity, if you do not have expertise or an existing supportive housing care team to deliver services work with, we highly recommend seeking out technical assistance.

Start early! Our community partners took a few years to assemble, one of the largest parts of bringing partnerships together has been creating the vision and waiting for relevant funding opportunities to build out those partnerships.

Be flexible, there are many paths to creating a service model that works for your community, keeping an eye out for funding sources that can help get you closer to your goal might mean shifting your plan.



Finished tiny home

SOMETHING TO KEEP IN MIND

HRDC has worked with the Corporation for Supportive Housing since 2019 to develop community partnerships, explore service planning options and funding opportunities. In Bozeman, Montana, a small city of 50,000 at the time of the project development, our team sought to leverage existing relationships and create new partnerships to offer a variety of services for residents in Supportive Housing.

As part of our mission at HRDC we provide housing to some of society's most vulnerable people. To support our mission, we endeavor to help residents keep their housing, especially those who have lease violations that put their housing in jeopardy.

Applying an "anything it takes" approach to help residents maintain housing, the responsibility to engage residents in services falls on the service team. One key detail of an "anything it takes" approach includes an eviction prevention policy.

The Housing Support Policy includes offering housing support to all residents who incur lease violations. Residents have the option to participate or not and may often resolve the lease violations on their own without additional support. Resident Services and Property Management discuss lease violations and vulnerable households during standing weekly meetings. If the resident does not resolve the issues, the Eviction Prevention Checklist must be completed prior to moving to evict the household.

SERVICES & MANAGEMENT TEAM

HRDC HOUSING DEVELOPMENT

Housing Director

Supports staff and program implementation in addition to speaking about Housing First Village publicly as well as managin the budget.

Housing Programs Manager

Supports Housing Tenancy Support Specialist and Supportive Housing Counselor and program implementation

Housing Tenancy Support Specialist

Leads the weekly meetings and manages follow-ups

Supportive Housing Counselor

Provides case management

Emergency Shelter Services Manager

Supervises direct service staff at the resource hub

Recovery Specialist

Leads peer support and engagement activities at resource hub

Dav Center Lead

Supports operations and client engagement at the resource hub

Seeking Housing Services Coordinator

Assists in resident identification and outreach through the coordinated entry system

HRDC RESOURCE PROPERTY MANAGEMENT

RPM Director

Supervises property management staff in the delivery of tenant relations

Wheat Drive Site Manager

Provides property management

COMMUNITY HEALTH PARTNERS

.6 FTE Health Resource Navigator

Health resources navigator and case management with connections to behavior and physical health care services, and dentistry

WESTERN MONTANA MENTAL HEALTHCARE

PACT Team Program Manager

Liaison to PACT team in weekly meetings

PACT Team

Behavioral health and case management supportive services



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