



CITY OF MURFREESBORO

2020 CAPER

City of Murfreesboro
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CAPER

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CR-05 - Goals and Outcomes

Progress the jurisdiction has made in carrying out its strategic plan and its action plan. 91.520(a)

This could be an overview that includes major initiatives and highlights that were proposed and executed throughout the program year.

Under the federal regulations found in 24 CFR 570, the City of Murfreesboro has prepared this Consolidated Annual Performance and Evaluation Report (CAPER) from July 1, 2020 to June 30, 2021. The CAPER presents the City's progress in carrying out projects and activities according to the Program Year (PY) 2020 Annual Action Plan for the Community Development Block Grant (CDBG) funds received from the United States Department of Housing and Urban Development (HUD). These funds are awarded to principally benefit low-to-moderate-income individuals in the City.

The 2020 CAPER describes and evaluates how the City of Murfreesboro invested formula funds from HUD to meet affordable housing and community development needs. This annual report also provides a general assessment of the City's progress in addressing the priorities and objectives in its Five-Year 2020–2023 Consolidated Plan (Con Plan).

The City of Murfreesboro has successfully utilized CDBG funds by increasing affordable housing for low- and moderate-income persons. The city also allocated CDBG to local nonprofit organizations to provide essential social services for the homeless, LMI persons, and non-homeless special needs population. The City of Murfreesboro identified the following goals during PY2020:

- **Affordable Housing**
 - Direct Financial Assistance to Homebuyers
- **Housing Rehabilitation**
 - Rehabilitation of owner-occupied single-family residence
- **Acquisition**
 - Assist non-profit agencies in purchasing residential units to be rehabbed by the non-profit and used as affordable rental housing.
- **Public Service Grants**
 - To provide opportunities for self-sufficiency for LMI persons and families.
- **Fair Housing**
 - Support of fair housing activities, education opportunities, and advocacy
- **Public Facilities**
 - Infrastructure improvements to support affordable housing for LMI.
- **Administration & Planning**
 - Grant management, undertaking planning projects, and other eligible administrative tasks.

Comparison of the proposed versus actual outcomes for each outcome measure submitted with the consolidated plan and explain, if applicable, why progress was not made toward meeting goals and objectives. 91.520(g)

Categories, priority levels, funding sources and amounts, outcomes/objectives, goal outcome indicators, units of measure, targets, actual outcomes/outputs, and percentage completed for each grantee’s program year goals.

Goal	Category	Source / Amount	Indicator	Unit of Measure	Expected – Strategic Plan	Actual – Strategic Plan	Percent Complete	Expected – Program Year	Actual – Program Year	Percent Complete
Acquisition	Affordable Housing	CDBG: \$0.00	Rental units rehabilitated	Household Housing Unit	0	0	0%	0	0	0%
Acquisition	Affordable Housing DPA	CDBG: \$150.88	Other	Other	0	0	0.00%	1	1	67%
Administration	Administration	CDBG: \$29,685.65	Other	Other	0	0	0	1	1	100%
Affordable Housing	Affordable Housing	CDBG: \$42,529.69	Direct Financial Assistance to Homebuyers	Households Assisted	60	0	0.00%	7	2	29%
Fair Housing	Fair Housing	CDBG: \$750.00	Other	Other	0	0	0.0%	1	1	100%
Housing Rehabilitation	Affordable Housing	CDBG: \$87.71	Homeowner Housing Rehabilitated	Household Housing Unit	30	1	3.33%	8	1	12.50%

Public Facilities	Non-Housing Community Development	CDBG: \$16,380.00	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit	Persons Assisted	0	99	0.00%	17	99	582.35%
Public Service Grants	Non-Housing Community Development	CDBG: \$107,645.47	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	25,000	2,661	10.64%	2,904	2,661	91.63%

Table 1 - Accomplishments – Program Year & Strategic Plan to Date

Assess how the jurisdiction’s use of funds, particularly CDBG, addresses the priorities and specific objectives identified in the plan, giving special attention to the highest priority activities identified.

The City of Murfreesboro completed three of its seven goals outlined in its 2020 Annual Action Plan by funding public services, public facility affordable housing activities, housing rehabilitation, planning & administration activities. Many of the City’s 2020 goals were severely impacted by the nationwide pandemic and will be completed in the upcoming grant year. The City of Murfreesboro has continued to achieve its priority goal of affordable housing, however due to the pandemic in 2020, the City was unable to fully accomplish this goal. Only one homeowner was assisted through the Single Family Rehab Program; One first-time homebuyers were assisted with loans for principal reduction of their first mortgage loan in the purchase transaction; More than 2,661 residents of Murfreesboro received services provided by the 12 agencies which received CDBG Public Service Grants; Conducted Fair Housing Training; and Assisted 99 persons through the public facility renovations for the We Care Day Care Facility.

CR-10 - Racial and Ethnic composition of families assisted.

Describe the families assisted (including the racial and ethnic status of families assisted).

91.520(a)

	CDBG
White	1,796
Black or African American	790
Asian	35
American Indian or American Native	34
Native Hawaiian or Other Pacific Islander	6
Total	2,661
Hispanic	133
Not Hispanic	2,528

Table 2 – Table of assistance to racial and ethnic populations by the source of funds

Narrative

The table above lists the numbers of beneficiaries by race and ethnicity assisted with HUD-Funded programs in 2020. The numbers reported for ethnicity do not reflect the same count as the total number reported by race. The variances could be attributed to information refusal, errors at intake or unwillingness to share ethnicity and race information.

CR-15 - Resources and Investments 91.520(a)

Identify the resources made available.

Source of Funds	Source	Resources Made Available	Amount Expended During Program Year
CDBG	public - federal	\$886,368.00	\$124,025.47
Continuum of Care	public - federal	0	0
Public Housing Capital Fund	public - federal	0	0
Other	public - state	0	0

Table 3 - Resources Made Available

Narrative

The City of Murfreesboro received \$886,368.00 in CDBG funding for 2020. The amounts in Table 3 reflect the amount of funding available for CDBG in 2020.

Expenditure of Program Funds

IDIS Report PR26: \$124,025.47 in CDBG funds was expended in 2020.

Identify the geographic distribution and location of investments.

Target Area	Planned Percentage of Allocation	Actual Percentage of Allocation	Narrative Description
Citywide	80	80	CDBG funds were allocated for direct financial assistance to homebuyers, housing rehabilitation, public service grants, fair housing, acquisition of rental housing, and planning and administration.

Table 4 – Identify the geographic distribution and location of investments.

Narrative

The City recognized geographic regions with populations in need of affordable housing options. These low-mod Census Tracts areas have a dense population of low to moderate-income families and minority concentrations.

Leveraging

Explain how federal funds leveraged additional resources (private, state, and local funds), including a description of how matching requirements were satisfied, as well as how any publicly owned land or property located within the jurisdiction that was used to address the needs identified in the plan.

Although, the CDBG program does not require matching funds, CDBG funds are typically leveraged through various private and public sources for the CDBG projects undertaken in 2020. Subrecipients that received CDBG funding also received funding from federal, state, local, and other resources. The City of Murfreesboro did not utilize any publicly owned land or property located within the jurisdiction to address the needs identified in the plan.

CR-20 - Affordable Housing 91.520(b)

Evaluation of the jurisdiction's progress in providing affordable housing, including the number and types of families served, the number of extremely low-income, low-income, moderate-income, and middle-income persons served.

The table below summarizes housing accomplishments in 2020 compared to the proposed production targets listed in the 2020 Annual Action Plan. The City of Murfreesboro utilized available funding to increase affordable housing options for low and moderate-income and homeless households.

	One-Year Goal	Actual
Number of Homeless households to be provided affordable housing units	0	0
Number of Non-Homeless households to be provided affordable housing units	18	1
Number of Special-Needs households to be provided affordable housing units	0	0
Total	18	1

Table 5 – Number of Households

	One-Year Goal	Actual
Number of households supported through Rental Assistance	0	0
Number of households supported through The Production of New Units	0	0
Number of households supported through Rehab of Existing Units	8	1
Number of households supported through Acquisition of Existing Units	0	0
Total	8	1

Table 6 – Number of Households Supported

Discuss the difference between goals and outcomes and problems encountered in meeting these goals.

The goals and outcomes for the City in 2020 were severely impacted by the pandemic and the closure of City offices. All goals that were not fully completed in 2020 will be accomplished during the 2020 grant year.

Discuss how these outcomes will impact future annual action plans.

Future Annual Action Plans will provide additional information on program changes that are currently in development as the City continues to determine the needs of residents in Murfreesboro.

Include the number of extremely low-income, low-income, and moderate-income persons served by each activity where information on income by family size is required to determine the eligibility of the activity.

The table below reflects persons served in 2020 with CDBG funding throughout the City.

Number of Households Served	CDBG Actual
Extremely Low-income	1,796
Low-income	790
Moderate-income	75
Total	2,661

Table 7 – Number of Households Served

Narrative Information

In an effort to address "worst-case needs," and detail the City's progress in meeting the needs of persons with disabilities the City will continue to work with a broad cross-section of public, private, faith-based, and community organizations to address the needs of low income households.

CR-25 - Homeless and Other Special Needs 91.220(d, e); 91.320(d, e); 91.520(c)

Evaluate the jurisdiction's progress in meeting its specific objectives for reducing and ending homelessness through:

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

The City of Murfreesboro participates in the local Continuum of Care (CoC). A primary means by which the City reaches out to homeless persons, identifies individual needs, and understands the landscape of homelessness in the region, is through efficient data collection and analysis through the HMIS system. The City works closely with the Housing, Health, and Human Services Alliance of Rutherford County (H3ARC), the CoC's collaborative applicant, to support operations and ensure accurate tracking and reporting. The Rutherford County Mayor and Murfreesboro Housing Authority's Executive Director hold permanent seats on the Executive Committee. The CoC continued to recruit non-profit and faith-based organizations, health care agencies, and appropriate government agencies into the CoC Network of Services. The City is not a direct recipient of Emergency Solutions Grant funding from the Tennessee Housing Development Agency to assist the City's shelters in aiding emergency shelter operations. During PY 19/20, the City expended ESG funds to support shelter operations, provide homelessness prevention, upgrade equipment, and purchase software for HMIS activities.

Addressing the emergency shelter and transitional housing needs of homeless persons

The H3ARC, as the lead of the CoC, is the primary agency addressing homeless needs in Murfreesboro. The housing needs of homeless persons and families cannot be met entirely by emergency shelters and transitional housing due to a lack of capacity. The City addressed some of that lack of capacity by utilizing its funds for homelessness prevention activities and shelter operations. The City also partnered with the one McKinney-Vento-funded transitional housing project in Rutherford County (8 beds) and other agencies with an additional 54 transitional beds not subsidized by Federal funding in Rutherford County.

Helping low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families and those who are: likely to become homeless after 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); and, receiving assistance from public or private agencies that address housing, health, social services, employment, education, or youth needs

The City primarily helps low-income individuals and families avoid homelessness by providing

rental assistance through its homelessness prevention activity. Assisting to reduce housing costs in conjunction with providing supportive services allows at-risk individuals and families to stay in their homes longer and gives them the chance to regain economic independence. The City also continued to allocate funds through the public service grant program from CDBG to several agencies that assist households facing the challenges. Doors of Hope assists individuals who are being released from prisons and their families. The Family Center's Positive Parenting program has a component for parents who are incarcerated. The Hope II Clinic and Interfaith Dental provide medical and dental services to uninsured low-income persons, including many discharged from other facilities.

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

The Tennessee Valley Healthcare System offers several programs to assist homeless and displaced veterans, including Veterans Affairs Supportive Housing (VASH), a long-term intensive case management program for homeless veterans. Eligible Veterans receive housing choice vouchers explicitly allocated to veterans. This voucher is used to subsidize the cost of housing based on the veteran's income. Veterans receive direct and indirect assistance with case management services, such as life skill training, advocacy, clinical assessment and referrals, support, and linkage to and coordination with community providers and resources. Murfreesboro Housing Authority partners with TVHS to administer VASH vouchers for use in Rutherford County.

Murfreesboro Housing Authority administers 69 housing vouchers for the disabled. Funding for this program comes through HUD's Continuum of Care housing program for permanent supportive housing (formerly known as Shelter + Care). The Guidance Center is MHA's partner in this project and provides support services to voucher holders. The Journey Home operates a supportive and transitional housing program (currently 25 units), offering a long-lasting impact on homelessness's permanent transition. This program serves both individuals and families with children, including about half of the units set aside for families whose head of household has a disabling condition. Greenhouse Ministries operates a program funded with HUD's Continuum of Care housing program offering housing units to single men in the community offering support services to those housed.

CR-30 - Public Housing 91.220(h); 91.320(j)

Actions taken to address the needs of public housing.

MHA's redevelopment of the public housing under the Rental Assistance Demonstration (RAD) program. MHA will be applied for LIHTC with THDA on June 4, 2020, for Phase I of the Oakland Property redevelopment comprising twenty acres. Seventy-six housing units are underway to replace the existing 76 units of obsolete housing in Phase I. Phase II comprises an additional seventy-four units of housing to replace the Mercury Development. The redevelopment of the public housing is being accomplished by MHA converting all public housing to the Rental Assistance Demonstration (RAD) platform of affordable housing.

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

The Housing Authority has a Resident Advisory Board (RAB), and program participant serves on the Board of Commissioners. Regular meetings are held with the RAB to seek their input on capital needs and the overall annual plan for the Housing Authority. The MHA conducts regular resident meetings to get feedback on upcoming changes because of the RAD conversion.

Actions taken to provide assistance to troubled PHAs.

The Murfreesboro Housing Authority is not designated as troubled.

CR-35 - Other Actions 91.220(j)-(k); 91.320(i)-(j)

Actions taken 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. 91.220 (j); 91.320 (i)

The City of Murfreesboro utilized available Community Development Block Grant funds and Emergency Solutions Grant funds to address issues related to affordable housing (including evaluating and reducing lead-based paint hazards), reducing the level of homeless and poverty-level families, while continuing to build relations within the community that can lead to bringing non-federal resources to the table to help address underserved needs in Murfreesboro.

Actions taken to address obstacles to meeting underserved needs. 91.220(k); 91.320(j)

As part of the consultation process for the Consolidated Plan, the City conducted several surveys and worked with various stakeholders to identify underserved needs in the community. Homelessness services were identified as underserved needs. Other underserved needs identified include services for youth and the elderly. The City addressed these needs to the extent possible using public service grants.

Actions taken to reduce lead-based paint hazards. 91.220(k); 91.320(j)

Lead poisoning in Murfreesboro has been a relatively minor problem as 70% of the City's housing stock was built after 1980. The City has implemented a rental housing rehabilitation program and continued to operate the HUD Lead-Safe Housing regulations program. The rehabilitation program offered through the City is reducing lead-based paint-hazards by focusing on code compliance. The City also ensured that staff is appropriately trained in lead-based paint, pamphlets are distributed, inspections and assessments are conducted when required, and contractors trained in lead-safe practices are used.

The City addresses lead-based paint hazards through its core housing programs administered in the Community Development Department. All applicants for both the Housing Rehabilitation Program and the Affordable Housing Program receive a copy of the booklet *Protect Your Family from Lead in Your Home*. A pdf. version of this booklet is available on the City's website through a link on the Community Development pages. When the owner-occupant of a pre-1978 house applies for the Housing Rehabilitation Program, the Community Development Department orders a lead assessment and risk analysis at no cost to the applicant. Homeowners receive a copy of the report. Any lead issues identified during testing are noted in work write-ups and addressed during the project's construction phase. Following the completion of the project, lead

clearance testing is done. Any deficiencies noted in the clearance testing process must be addressed by the contractor responsible for the cost of any required re-testing.

Before approving any Affordable Housing Program loans on pre-1978 homes, a lead-based paint visual inspection is conducted. If paint disturbance is noted, a full lead assessment and risk analysis are conducted. Copies of the report are given to both the buyer and seller. If lead-based paint hazards are noted, the City requires repairs to be completed and a clearance issued before closing our loan.

Actions taken to reduce the number of poverty-level families. 91.220(k); 91.320(j)

The City of Murfreesboro partners with non-profit agencies to address homeless needs, and in past years, CDBG and State ESG funds were used to support these agencies work in the 2020-2020 Fiscal Year. The City supports non-profit agencies through a competitive grant process for general funds supporting the efforts to address homeless needs.

The City continued its involvement with the Housing, Health, and Human Services Alliance of Rutherford County (H3ARC) and partnered with the non-profit member organizations and those not affiliated with H3ARC addressing homelessness City.

The City's CDBG funded rehabilitation program has historically assisted elderly and disabled populations with incomes less than 50% of the Area Median Income, sometimes substantially below.

Actions taken to develop institutional structure. 91.220(k); 91.320(j)

The City of Murfreesboro, through its Community Development Department, is the lead entity for implementing the 2020 First-Year Action Plan. The Department worked closely with other departments in the City government, particularly Building & Codes, Finance, Planning & Engineering, Parks & Recreation, Police, Transit and Cable Television. The Community Development Department also worked closely with the Murfreesboro Housing Authority on several projects.

The City is a founding member of the Housing, Health, and Human Services Alliance of Rutherford County (H3ARC). H3ARC is the Deliberative Body for the Murfreesboro/Rutherford County Continuum of Care (TN-510). The City is the Collaborative Applicant for HUD's Continuum of Care homeless grants.

The Department has several partnerships with Middle Tennessee State University, including the Center for Historic Preservation, the Office of Cultural Diversity, the Jennings A. Jones College of

Business, the College of Education and Behavioral Sciences, and the Department of Engineering Technology. The Department continues to seek additional partnerships with the university.

In addition to its partnerships with public service sub-recipients that assist the City in the implementation of the Consolidated Plan, the Department also has strong working relationships with community organizations such as the Rutherford County Chamber of Commerce, United Way of Rutherford and Cannon County, Community Helpers of Rutherford County, Main Street, and the Lon Nuell Literacy Center.

Actions taken to enhance coordination between public and private housing and social service agencies. 91.220(k); 91.320(j)

The Murfreesboro Community Development Department continued to be an active participant in H3ARC, the Housing Equality Alliance of Tennessee, and the Tennessee Affordable Housing Coalition. Additionally, the Department will work with its public service sub-recipients to encourage and coordinate partnerships between these agencies and organizations and seek out new partners. The City partnered with the Rutherford County Chamber of Commerce to recruit and retain jobs for its residents.

Identify actions taken to overcome the effects of any impediments identified in the jurisdiction's analysis of impediments to fair housing choice. 91.520(a)

Because the City of Murfreesboro's longstanding policy is to affirmatively further fair housing, the City is actively engaged in activities that promote fair housing and facilitate handling of complaints when they arise.

The City is a founding member of the Housing Equality Alliance of Tennessee (HEAT), established as a nonprofit corporation in December 2013 to promote equal housing opportunities throughout Tennessee. The organization formalizes a coalition of agencies that have sponsored the statewide Fair Housing Matters Conference held each April for the last decade. Sharing the City's commitment to housing equality, the Murfreesboro-based Middle Tennessee Association of REALTORS is also a founding member of HEAT. The Department promotes the conference locally with both mailings and through the City's website. The city's sub-recipients, particularly those involved in housing-related activities, are encouraged to attend. Staff members from the City's Legal, Planning, Administration, and Community Development departments also attend the conference and other training opportunities. The Community Development Department has arranged for interpreters to assist with fair housing educational activities, questions, and complaints from the Hispanic and Laotian communities.

CR-40 - Monitoring 91.220 and 91.230

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

The City of Murfreesboro Community Development Department staff monitors compliance with subrecipients and developers annually. A risk assessment is completed, and the appropriate monitoring is then assigned. All projects receive at least one onsite monitoring and ongoing compliance review annually by the grant staff. The monitoring occurs through reimbursement requests, phone calls, written correspondence, site visits by the project Grant Coordinator and management for expenditure eligibility, beneficiaries served, and general project progress conducted.

During the program year covered by this report, the City had 13 CDBG subrecipients. Community Development staff did not make any onsite visits with subrecipients during this program year due to social distancing requirements. The staff conducted desk audits and technical assistance, as necessary.

The City encourages minority-owned and women-owned businesses to participate in its procurement process. The City's purchasing department maintains written standards of conduct and procedures consistent with the CDBG procurement standards. The City maintains an open invitation on the City's website for housing rehabilitation general contractors desiring to be added to its distribution list.

Citizen Participation Plan 91.105(d); 91.115(d)

Describe the efforts to provide citizens with reasonable notice and an opportunity to comment on performance reports.

Murfreesboro understands the importance of citizen participation in developing its CAPER and related Annual Action Plan establishing the activities that will be reported on for FY2020-2020. The City's citizen participation process began with the development of the FY 19/20 Action Plan. The City ensured compliance with its adopted Citizen Participation Plan and citizen participation requirements by publishing an RFP, notices for public hearings, and recommendations for funding in a local newspaper and on the City's website. The City included all required information such as deadline dates, dates of public hearings, locations and times of public hearings, and information on obtaining the RFP or request technical assistance. The City also published its recommendations for funding, providing the public with an opportunity to

comment. The activities established in the Action Plan are the current activities being reported in this CAPER.

The first-year CAPER program year covered July 1, 2020, to June 30, 2021. Under HUD guidelines, this CAPER allowed for reasonable notice for review and comment, as well as a fifteen (15) day comment period before submission. Public notice of comment period was published in the Daily News Journal on December 29, 2021, notifying the public that the CAPER was available for comment from December 29, 2021 through January 14, 2022. The public was provided proper notice and could comment on this CAPER for a comment period of 15 days. The City of Murfreesboro did not receive any public comments during the public comment period. The draft CAPER, and IDIS reports, as required by HUD, were available for citizen review during the 15-day public review period.

The public notice included the address of the City of Murfreesboro staff contacts, mailing addresses, phone numbers, the website to view the report, and information on where to direct comments and questions. Notice of community meetings and comment period was made to the Limited English Proficiency (LEP) population in Spanish. The City will make available Spanish interpreters upon request.

The CAPER accompanies the following reports from HUD's Integrated Disbursement and Information System (IDIS).

- Summary of Activities (PR03).
- Consolidated Annual Performance and Evaluation Report (PR06).
- Rehabilitation Activities (PR10).
- Summary of Accomplishments Report (PR23 Parts 1-7).
- Financial Summary Report (PR26).
- CDBG Expenditures by Organization Type for Program Year (PR77).
- CDBG Summary of Expenditures by Type of Organization (PR78).
- CDBG Housing Rehabilitation Report for Program Year (PR79)
- CDBG Performance Measures Report (PR83).
- HOME Housing Performance Report (PR85).

CR-45 - CDBG 91.520(c)

Specify the nature of, and reasons for, any changes in the jurisdiction's program objectives and indications of how the jurisdiction would change its programs due to its experiences.

The City did not have any changes to its program objectives during the period covered by this action plan.

Does this Jurisdiction have any open Brownfields Economic Development Initiative (BEDI) grants? [BEDI grantees] Describe accomplishments and program outcomes during the last year.

The City of Murfreesboro is not a BEDI grantee.

CR-45 - CDBG 91.520(c)

Specify the nature of, and reasons for, any changes in the jurisdiction's program objectives and indications of how the jurisdiction would change its programs as a result of its experiences.

There were no substantial changes in objectives or activities for the 2020 Program Year.

Does this Jurisdiction have any open Brownfields Economic Development Initiative (BEDI) grants? No

[BEDI grantees] Describe accomplishments and program outcomes during the last year. N/A