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SPONSOR(S):

Kelly and DiGaetano

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COMMITTEE:

ASSEMBLY:

Housing

SENATE:

Community Affairs

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Yes

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FOLLOWING STATEMENTS ARE ATTACHED IF AVAILABLE:

SPONSOR STATEMENT:

Yes

COMMITTEE STATEMENT:

ASSEMBLY:

Yes

SENATE:

Yes

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No

MESSAGE ON SIGNING:

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No

**HEARINGS:** 

No

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# [FIRST REPKINT] ASSEMBLY, No. 1482

## STATE OF NEW JERSEY

#### **INTRODUCED MARCH 7, 1994**

#### By Assemblymen KELLY and DiGAETANO

AN ACT concerning the composition and functions of the Council on Affordable Housing and amending P.L.1985, c.222.

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BE IT ENACTED by the Senate and General Assembly of the State of New Jersey:

- 1. Section 5 of P.L.1985, c.222 (C.52:27D-305) is amended to read as follows:
- 5. a. There is established in, but not of, the Department of Community Affairs a Council on Affordable Housing to consist of [nine] 11 members appointed by the Governor with the advice and consent of the Senate, of whom four shall be elected officials representing the interests of local government, at least one of whom shall be representative of an urban municipality having a population in excess of 40,000 persons and a population density in excess of 3,000 persons per square mile, at least one of whom shall be representative of a municipality having a population of 40,000 persons or less and a population density of 3,000 persons per square mile or less, and no more than one of whom may be a representative of the interests of county government; [two] <sup>1</sup>[four] three<sup>1</sup> shall represent the interests of households in need of low and moderate housing, one of whom shall represent the interests of the <sup>1</sup>[for-profit] nonprofit builders of low and moderate income housing, and shall have an expertise in land use practices and housing issues, 1[one of whom shall represent nonprofit sponsors of low and moderate income housing, 11 one of whom shall be the Commissioner of Community Affairs, ex officio, <sup>1</sup>or his or her designee, who shall serve as chairperson <sup>1</sup> and one of whom shall be the executive director of the agency. serving ex officio; one shall represent the interests of the for-profit builders of market rate homes, and shall have an expertise in land use practices and housing issues; and three shall represent the public interest. Not more than [five] six of the [nine] 11 shall be members of the same political party. The membership shall be balanced to the greatest extent practicable among the various housing regions of the State.
- b. The members shall serve for terms of six years, except that of the members first appointed, two shall serve for terms of four years, three for terms of five years, and three for terms of six years. All members shall serve until their respective successors are appointed and shall have qualified. Notwithstanding the above, a member appointed to represent the interests of local government shall serve only such length of the term for which

EXPLANATION—Matter enclosed in bold-faced brackets [thus] in the above bill is not enacted and is intended to be omitted in the law.

appointed as the member continues to hold elected local office, except that the term of a member so appointed shall not become vacant until 60 days after the member ceases to hold that elected office. Vacancies shall be filled in the same manner as the original appointments, but for the remainders of the unexpired terms only.

- c. The members, excluding the executive director of the agency and the Commissioner of Community Affairs, shall be compensated at the rate of \$150.00 for each six-hour day, or prorated portion thereof for more or less than six hours, spent in attendance at meetings and consultations and all members shall be eligible for reimbursement for necessary expenses incurred in connection with the discharge of their duties.
- d. The Governor shall nominate the members within 30 days of the effective date of this act and shall designate a member to serve as chairman throughout the member's term of office and until his successor shall have been appointed and qualified.
- e. Any member may be removed from office for misconduct in office, willful neglect of duty, or other conduct evidencing unfitness for the office, or for incompetence. A proceeding for removal may be instituted by the Attorney General in the Superior Court. A member or employee of the council shall automatically forfeit his office or employment upon conviction of any crime. Any member or employee of the council shall be subject to the duty to appear and testify and to removal from his office or employment in accordance with the provisions of P.L.1970, c.72 (C.2A:81-17.2a et seq.).
- 28 (cf: P.L.1989, c.199, s.1)

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- 2. Section 12 of P.L.1985, c.222 (C.52:27D-312) is amended to read as follows:
- 12. a. A municipality may propose the transfer of up to 50% of its fair share to another municipality within its housing region by means of a contractual agreement into which two municipalities voluntarily enter. A municipality may also propose a transfer by contracting with the agency or another governmental entity designated by the council <sup>1</sup>[in which case the transfer may be either within the same housing region or, if a suitable match cannot be found within the same housing region, between municipalities in contiguous counties in adjoining housing regions] if the council determines that the municipality has exhausted all possibilities within its housing region<sup>1</sup>. municipality proposing to transfer to another municipality, whether directly or by means of a contract with the agency or another governmental entity designated by the council, shall provide the council with the housing element and statement required under subsection c. of section 11 of [this act] P.L.1985, c.222 (C.52:27D-311), and shall request the council to determine a match with a municipality filing a statement of intent pursuant to subsection e. of this section. Except as provided in subsection b. of this section, the agreement may be entered into upon obtaining substantive certification under section 14 of [this act] P.L.1985, c.222 (C.52:27D-314), or anytime thereafter. The regional contribution agreement entered into shall specify how the housing shall be provided by the second municipality,

hereinafter the receiving municipality, and the amount of contributions to be made by the first municipality, hereinafter the sending municipality.

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b. A municipality which is a defendant in an exclusionary zoning suit and which has not obtained substantive certification pursuant to this act may request the court to be permitted to fulfill a portion of its fair share by entering into a regional contribution agreement. If the court believes the request to be reasonable, the court shall request the council to review the proposed agreement and to determine a match with a receiving municipality or municipalities pursuant to this section. The court may establish time limitations for the council's review, and shall retain jurisdiction over the matter during the period of council review. If the court determines that the agreement provides a realistic opportunity for the provision of low and moderate income housing within the housing region, it shall provide the sending municipality a credit against its fair share for housing to be provided through the agreement in the manner provided in this section.

The agreement shall be entered into prior to the entry of a final judgment in the litigation. In cases in which a final judgment was entered prior to the date this act takes effect and in which an appeal is pending, a municipality may request consideration of a regional contribution agreement; provided that it is entered into within 120 days after this act takes effect. In a case in which a final judgment has been entered, the court shall consider whether or not the agreement constitutes an expeditious means of providing part of the fair share.

c. Regional contribution agreements shall be approved by the council, after review by the county planning board or agency of the county in which the receiving municipality is located. The council shall determine whether or not the agreement provides a realistic opportunity for the provision of low and moderate convenient access to employment income housing within opportunities. The council shall refer the agreement to the county planning board or agency which shall review whether or not the transfer agreement is in accordance with sound, comprehensive regional planning. In its review, the county planning board or agency shall consider the master plan and zoning ordinance of the sending and receiving municipalities, its own county master plan, and the State development and redevelopment plan. In the event that there is no county planning board or agency in the county in which the receiving municipality is located, the council shall also determine whether or not the agreement is in accordance with sound, comprehensive regional planning. After it has been determined that the agreement provides a realistic opportunity for low and moderate income housing within convenient access to employment opportunities, and that the agreement is consistent with sound, comprehensive regional planning, the council shall approve the regional contribution agreement by resolution. All determinations of a county planning board or agency shall be in writing and shall be made within such time limits as the council may prescribe, beyond which the council shall make those determinations and no fee shall be paid to the county planning board or agency pursuant to this subsection.

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- d. In approving a regional contribution agreement, the council shall set forth in its resolution a schedule of the contributions to be appropriated annually by the sending municipality. A copy of the adopted resolution shall be filed promptly with the Director of the Division of Local Government Services in the Department of Community Affairs, and the director shall thereafter not approve an annual budget of a sending municipality if it does not include appropriations necessary to meet the terms of the resolution. Amounts appropriated by a sending municipality for a regional contribution agreement pursuant to this section are exempt from the limitations or increases in final appropriations imposed under P.L.1976, c.68 (C.40A:4-45.1 et seq.).
- e. The council shall maintain current lists of municipalities which have stated an intent to enter into regional contribution agreements as receiving municipalities, and shall establish procedures for filing statements of intent with the council. No receiving municipality shall be required to accept a greater number of low and moderate income units through an agreement than it has expressed a willingness to accept in its statement, but the number stated shall not be less than a reasonable minimum number of units, not to exceed 100, as established by the council. The council shall require a project plan from a receiving municipality prior to the entering into of the agreement, and shall submit the project plan to the agency for its review as to the feasibility of the plan prior to the council's approval of the agreement. The agency may recommend and the council may approve as part of the project plan a provision that the time limitations for contractual guarantees or resale controls for low and moderate income units included in the project shall be less than 30 years, if it is determined that modification is necessary to assure the economic viability of the project.
- f. The council shall establish guidelines for the duration and amount of contributions in regional contribution agreements. In doing so, the council shall give substantial consideration to the average of: (1) the median amount required to rehabilitate a low and moderate income unit up to code enforcement standards; (2) the average internal subsidization required for a developer to provide a low income housing unit in an inclusionary development; (3) the average internal subsidization required for a developer to provide a moderate income housing unit in an inclusionary development. Contributions may be prorated in municipal appropriations occurring over a period not to exceed six years and may include an amount agreed upon to compensate or partially compensate the receiving municipality for infrastructure or other generated to the receiving municipality development. Appropriations shall be made and paid directly to the receiving municipality or municipalities or to the agency or other governmental entity designated by the council, as the case may be.
- g. The council shall require receiving municipalities to file annual reports with the agency setting forth the progress in implementing a project funded under a regional contribution

agreement, and the agency shall provide the council with its 1 evaluation of each report. The council shall take such actions as 2 may be necessary to enforce a regional contribution agreement 3 with respect to the timely implementation of the project by the 4 5 receiving municipality. <sup>1</sup>[From time to time the council shall determine and promulgate minimum per-unit rates of 6 7 contribution, in accordance with prevailing economic, social and technical conditions, that may be deemed practicable for the 8 provision, by new construction or rehabilitation, of affordable 9 10 housing in the several housing regions of the State. No regional 11 contribution proposal shall be considered for approval by the 12 council that does not provide for at least the minimum contribution thus established; but the council shall not be obliged 13 14 to approve such a minimum contribution as meeting the requirements of subsection c. of this section, but shall determine 15 16 in accordance with the actual circumstances of the proposal 17 whether it will enable the provision of low and moderate income housing for the number of units proposed.]1 18

19 (cf: P.L.1985, c.222, s.12)

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- 3. Section 20 of P.L.1985, c.222 (C.52:27D-320) is amended to read as follows:
- 22 20. The Neighborhood Preservation Program within the
  23 Department of Community Affairs' Division of Housing and
  24 Development, established pursuant to the Commissioner of the
  25 Department of Community Affairs' authority under section 8 of
  26 P.L.1975, c.248 (C.52:27D-149), shall establish a separate
  27 Neighborhood Preservation Nonlapsing Revolving Fund for monies
  28 appropriated by section 33 of this act.
  - a. The commissioner shall award grants or loans from this fund [to] for housing projects and programs in municipalities whose housing elements have received substantive certification from the council, in municipalities receiving State aid pursuant to P.L.1978, c.14 (C.52:27D-178 et seq.), [to] in municipalities subject to builder's remedy as defined in section 28 of [this act] P.L.1985, c.222 (C.52:27D-328) or [to] in receiving municipalities in cases where the council has approved a regional contribution agreement and a project plan developed by the receiving municipality. Programs and projects in any municipality shall be funded only after receipt by the commissioner of a written statement in support of the program or project from the municipal governing body. [The commissioner shall assure that a substantial percentage of the loan or grant awards shall be made to projects and programs in those municipalities receiving State aid pursuant to P.L.1978, c.14 (C.52:27D-178 et seq.).]
  - b. The commissioner shall establish rules and regulations governing the qualifications of applicants, the application procedures, and the criteria for awarding grants and loans and the standards for establishing the amount, terms and conditions of each grant or loan.
  - c. During the first 12 months from the effective date of this act and for any additional period which the council may approve, the commissioner may assist affordable housing programs which are not located in municipalities whose housing elements have been granted substantive certification or which are not in

furtherance of a regional contribution agreement; provided that the affordable housing program will meet all or part of a municipal low and moderate income housing obligation.

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- d. Amounts deposited in the Neighborhood Preservation Fund shall be targeted to regions based on the region's percentage of the State's low and moderate income housing need as determined by the council. Amounts in the fund shall be applied for the following purposes in designated neighborhoods:
- (1) Rehabilitation of substandard housing units occupied or to be occupied by low and moderate income households;
- (2) Creation of accessory apartments to be occupied by low and moderate income households;
- (3) Conversion of nonresidential space to residential purposes; provided a substantial percentage of the resulting housing units are to be occupied by low and moderate income households;
- (4) Acquisition of real property, demolition and removal of buildings, or construction of new housing that will be occupied by low and moderate income households, or any combination thereof;
- (5) Grants of assistance to eligible municipalities for costs of necessary studies, surveys, plans and permits; engineering, architectural and other technical services; costs of land acquisition and any buildings thereon; and costs of site preparation, demolition and infrastructure development for projects undertaken pursuant to an approved regional contribution agreement; (6) Assistance to a local housing authority, nonprofit or limited dividend housing corporation or association for rehabilitation or restoration of housing units which it administers which: (a) are unusable or in a serious state of disrepair; (b) can be restored in an economically feasible and sound manner; and (c) can be retained in a safe, decent and sanitary manner, upon completion of rehabilitation or restoration; and
- (7) Other housing programs for low and moderate income housing, including, without limitation, (a) infrastructure projects directly facilitating the construction of low and moderate income housing not to exceed a reasonable percentage of the construction costs of the low and moderate income housing to be provided and (b) alteration of dwelling units occupied or to be occupied by households of low or moderate income and the common areas of the premises in which they are located in order to make them accessible to handicapped persons.
- e. Any grant or loan agreement entered into pursuant to this section shall incorporate contractual guarantees and procedures by which the division will ensure that any unit of housing provided for low and moderate income households shall continue to be occupied by low and moderate income households for at least 20 years following the award of the loan or grant, except that the division may approve a guarantee for a period of less than 20 years where necessary to ensure project feasibility.
- 49 (cf: P.L.1985, c.222, s.20)
  - 4. This act shall take effect immediately.

### A1482 [1R]

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Changes COAH membership, changes rules governing regional contribution agreements and use of Neighborhood Preservation

5 Fund.

shall be targeted to regions based on the region's percentage of the State's low and moderate income housing need as determined by the council. Amounts in the fund shall be applied for the following purposes in designated neighborhoods:

- (1) Rehabilitation of substandard housing units occupied or to be occupied by low and moderate income households;
- (2) Creation of accessory apartments to be occupied by low and moderate income households;
- (3) Conversion of nonresidential space to residential purposes; provided a substantial percentage of the resulting housing units are to be occupied by low and moderate income households;
- (4) Acquisition of real property, demolition and removal of buildings, or construction of new housing that will be occupied by low and moderate income households, or any combination thereof;
- (5) Grants of assistance to eligible municipalities for costs of necessary studies, surveys, plans and permits; engineering, architectural and other technical services; costs of land acquisition and any buildings thereon; and costs of site preparation, demolition and infrastructure development for projects undertaken pursuant to an approved regional contribution agreement; (6) Assistance to a local housing authority, nonprofit or limited dividend housing corporation or association for rehabilitation or restoration of housing units which it administers which: (a) are unusable or in a serious state of disrepair; (b) can be restored in an economically feasible and sound manner; and (c) can be retained in a safe, decent and sanitary manner, upon completion of rehabilitation or restoration; and
- (7) Other housing programs for low and moderate income housing, including, without limitation, (a) infrastructure projects directly facilitating the construction of low and moderate income housing not to exceed a reasonable percentage of the construction costs of the low and moderate income housing to be provided and (b) alteration of dwelling units occupied or to be occupied by households of low or moderate income and the common areas of the premises in which they are located in order to make them accessible to handicapped persons.
- e. Any grant or loan agreement entered into pursuant to this section shall incorporate contractual guarantees and procedures by which the division will ensure that any unit of housing provided for low and moderate income households shall continue to be occupied by low and moderate income households for at least 20 years following the award of the loan or grant, except that the division may approve a guarantee for a period of less than 20 years where necessary to ensure project feasibility.
- (cf: P.L.1985, c.222, s.20)
  - 4. This act shall take effect immediately.

SECTION STATEMENT

This bill amends and supplements the "Fair Housing Act," P.L.1985, c.222 (C.52:27D-301 et al.), with the intention of facilitating the operation of that act, in the following ways:

(1) The membership of the Council on Affordable Housing

(COAH) is altered by (a) including the Commissioner of Community Affairs as well as the executive director of the Housing and Mortgage Finance Agency (HMFA) as ex-officion members; (b) increasing from two to four the members representative of the interests of households in need of low and moderate income housing, while requiring that one of them represent nonprofit housing sponsors and one represent for-profit builders; (c) by adding a member representative of the for-profit builders of market-rate homes and (d) reducing from three to two the number of "public" members. The total number of members is increased to 11.

- (2) Municipalities wishing to enter into regional contribution agreements (RCAs) could contract with the Housing and Mortgage Finance Agency (HMFA) or another governmental agency, designated by COAH, which would then act as an intermediary to match potential sending and receiving municipalities.
- (3) When contribution agreements are made through intermediation of the HMFA or COAH-designated entity, the participating municipalities may be in adjoining housing regions if they are also in contiguous counties. Under present law, such agreements are permitted only between municipalities in the same housing region.
- (4) Section 20 of the Fair Housing Act is amended to make it clear that the approval of the municipal governing body is required before any project using Neighborhood Preservation Balanced Housing funds (from the "Neighborhood Preservation Nonlapsing Revolving Fund") can be built in a municipality; but that the municipality itself need not be the direct recipient of the funds.
- (4) Section 20 is also amended so as to provide that projects in "urban aid" municipalities, i.e., those receiving aid under P.L.1978, c.14 (C.52:27D-178 et seq.), shall be eligible for Balanced Housing funding, whether or not they have received substantive certification from the Council for their housing elements.
- (5) Alteration projects for the purpose of making low and moderate income housing units accessible to handicapped persons are made eligible for funding under the Balanced Housing program.

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Changes COAH membership, changes rules governing regional contribution agreements and use of Neighborhood Preservation Fund.

#### ASSEMBLY HOUSING COMMITTEE

STATEMENT TO

# ASSEMBLY, No. 1482

with committee amendments

### STATE OF NEW JERSEY

**DATED: JUNE 9, 1994** 

The Assembly Housing Committee favorably reports Assembly Bill No. 1482, with committee amendments.

This bill amends and supplements the "Fair Housing Act," P.L.1985, c.222 (C.52:27D-301 et al.), with the intention of facilitating the operation of that act.

The membership of the Council on Affordable Housing (COAH) is altered (a) by including the Commissioner of Community Affairs, or his or her designee, as an ex-officio member and (b) by adding a member representative of the for-profit builders of market-rate homes. The board member currently representing the interests of builders of low and moderate income housing would be designated as representing nonprofit builders of such housing. The total number of members of the Council would be increased to eleven. The commissioner would serve as chairperson of the Council.

A municipality wishing to enter into a regional contribution agreement (RCA), but unable to locate any possibilities within its housing region. could contract with the Housing and Mortgage Finance Agency (HMFA) or another governmental agency, designated by COAH, which would then act as an intermediary to match potential sending and receiving municipalities.

Section 20 of the Fair Housing Act is amended to make it clear that the approval of the municipal governing body is required before any project using Neighborhood Preservation Balanced Housing funds (from the "Neighborhood Preservation Nonlapsing Revolving Fund") can be built in a municipality; also that the municipality itself need not be the direct recipient of the funds. Section 20 is further amended to provide that projects in "urban aid" municipalities, i.e., those receiving aid under P.L.1978, c.14 (C.52:27D-178 et seq.), shall be eligible for Balanced Housing funding, whether or not they have received substantive certification from the Council for their housing elements. In addition, alteration projects for the purpose of making low and moderate income housing units accessible to handicapped persons are made eligible for funding under the Balanced Housing program.

The committee amended the bill to include the Commissioner of Community Affairs as an ex-officio member of the Council and to serve as its chairperson. In addition, the amendments designate that the member representing builders of low and moderate income housing would represent nonprofit builders of such housing. An additional member was added representing the interests of for-profit builders of market-rate housing.

The committee deleted a provision which would have allowed RCA's between municipalities located in contiguous regions, and inserted a provision that requires the Council determine that a

municipality has exhausted all opportunities within its housing region prior to allowing a municipality to enter into an contract with another governmental entity regarding a regional contribution agreement. A requirement that the Council set minimum per-unit rates of contribution for the agreements was also deleted.

#### SENATE COMMUNITY AFFAIRS COMMITTEE

STATEMENT TO

# [FIRST REPRINT] ASSEMBLY, No. 1482

## STATE OF NEW JERSEY

DATED: JANUARY 12, 1995

The Senate Community Affairs Committee reports favorably Assembly Bill No. 1482 (1R).

This bill would: increase the membership of the Council on Affordable Housing (COAH); authorize a municipality that has exhausted all possibilities of entering into a regional contribution agreement within its housing region to propose a transfer of its fair share obligation by contract with the Housing and Mortgage Finance Agency (HMFA) or other governmental entity designated by COAH; and specify that a housing project or program may be awarded grants or loans directly from the Neighborhood Preservation Nonlapsing Revolving Fund so long as the governing body of the municipality in which the project or program is located files a written statement in support of the project or program with the Commissioner of Community Affairs.

Section 1 of the bill would alter the composition of the membership of COAH by increasing the number of members from nine to 11. Under the bill, the Commissioner of Community Affairs, or her designee, would serve ex officio as chairperson of COAH. The bill would also require that one of the members chosen to represent the interests of households in need of low and moderate housing be a representative of the nonprofit builders of low and moderate housing who has expertise in land use practices and housing issues. Additionally, the bill would require that an additional person who has expertise in land use practices and housing issues be chosen to represent the interests of the for-profit builders of market rate homes.

Current law requires that one member be chosen to represent the interests of the builders of lcw and moderate income housing.

Under section 2 of the bill, a municipality that has exhausted all possibilities of entering into a regional contribution agreement within its housing region would be authorized to propose a transfer of its fair share obligation by contract with the Housing and Mortgage Finance Agency (HMFA) or other governmental entity designated by COAH. The HMFA or other designated governmental entity would then act as an intermediary to match potential sending and receiving municipalities.

When contribution agreements are made through intermediation of the HMFA or COAH-designated entity, the participating municipalities may be located in different housing regions. Under present law, such agreements are permitted only between municipalities in the same housing region.

Section 3 of the bill would specify that a housing project or program may be awarded grants or loans directly from the Neighborhood Preservation Nonlapsing Revolving Fund so long as the governing body of the municipality in which the project or program is located files a written statement in support of the project or program with the Commissioner of Community Affairs. Current law could be interpreted as requiring the commissioner to award grants or loans from the fund directly to qualifying municipalities.

This section would also provide that projects and programs in "urban aid" municipalities, i.e., those receiving aid under P.L.1978, c.14 (C.52:27D-178 et seq.), would be eligible for Balanced Housing funding, whether or not they have received substantive certification from the Council for their housing elements. Additionally, alteration projects for the purpose of making low and moderate income housing units accessible to handicapped persons would be made eligible for funding under the Balanced Housing program.

As reported by the committee, this bill is identical to Senate, No. 240 with committee amendments adopted January 12, 1995.