ML-Morris County Fair Housing Council V. Boanton Two

6/15/19

Seposition of Alan Mallach - direct examby Mr. Larger.

P27

ML0009015

SUPERIOR COURT OF NEW JERSEY LAW DIVISION - MORRIS COUNTY DOCKET NO. L-6001-78 P.W.

MORRIS COUNTY FAIR HOUSING COUNCIL,
HORRIS COUNTY BRANCH OF THE NATIONAL
ASSOCIATION FOR THE ADVANCEMENT OF
COLORED PEOPLE and STANLEY C. VAN
NESS PUBLIC ADVOCATE OF THE STATE OF
NEW JERSEY,

ML000901S

: DEPOSITION OF: . ALAN MALLACH.

Plaintiffs,

-vs-

BOONTON TOWNSHIP, CHATHAM TOWNSHIP,
CHESTER TOWNSHIP, DENVILLE TOWNSHIP,
EAST HANOVER TOWNSHIP, FLORHAM PARK
BOROUGH, HANOVER TOWNSHIP, HARDING
TOWNSHIP, JEFFERSON TOWNSHIP, KINNELON
BOROUGH, LINCOLN PARK BOROUGH, MADISON
BOROUGH, MENDHAM BOROUGH, MENDHAM TOWNSHIP, MONTVILLE TOWNSHIP, MORRIS TOWNSHIP, MORRIS PLAINS BOROUGH, MOUNTAIN
LAKES BOROUGH, MOUNT OLIVE TOWNSHIP,
PARSIPPANY-TROY HILLS TOWNSHIP,
PASSAIC TOWNSHIP, PEQUANNOCK TOWNSHIP,
RANDOLPH TOWNSHIP, RIVERDALE BOROUGH,
ROCKAWAY TOWNSHIP, ROXBURY TOWNSHIP

Defendants.

BEFORE:

VICTOR SELVAGGI, JR., a Notary Public

And Certified Shorthand Reporter of the State of New

Jersey, at the MORRIS TOWNSHIP MUNICIPAL BUILDING,

Convent Station, New Jersey, Wednesday, May 30, 1979,

commencing at 3 p.m.

KNARR - RICHARDS, ASSOCIATES

CERTIFIED SHORTHAND REPORTERS
OFFICES IN MORRISTOWN & NEWTON

OFFICES IN MORRISTOWN & NEW IC

10 PARK SQUARE MORRISTOWN, N.J. 07960 539-7150 BOX 241,R.D. 5 NEWTON, N.J. 07860 383-2866

APPEARANCES:

THE PUBLIC ADVOCATE
BY: VERICE M. MASON, ATT'Y.
Attorneys for the Plaintiffs.

MESSRS. PENDLETON & LATZER
BY: BERTRAM J. LATZER, ESQ.
Attorneys for the Defendant ParsippanyTroy Hills.

VICTOR SELVAGGI, JR. Certified Shorthand Reporter

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2	<u>witness</u>						DIRECT	
3 4	ALAN MALLACH By Mr.	Latzer					2	
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A L A N M A L L A C H, previously sworn, recalled;

MR. LATZER: I agree to pay the travel expenses for Mr. Mallach from Philadelphia and, of course, testifying here at the rate of \$40 an hour.

MISS MASON: Thank you.

DIRECT EXAMINATION BY MR. LATZER:

Q Mr. Mallach, I'm Bert Latzer and I represent the Township Parsippany-Troy Hills. I would like to know what your area of expertise is. How do you see yourself?

A Well, in the context of this litigation, at least leaving aside other unrelated areas, I see my area of expertise as encompassing some measure of housing, planning and zoning and in particular bringing to bear both housing and planning principles or expertise on zoning.

Zoning, if you were to be called upon to plan an ideal
residential community in terms of income medians,

could you give me some breakdown as to how you would
see this community?

A Well, I would
think that the ideal community would be one which
contained a fairly wide cross section of people by
income and hopefully reasonably close to the distribution

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of the region as a whole in terms of the relative mix of people in different income groups.

Why is a cross section by income, in your opinion, desirable? Well, I think there are a number of reasons. One, of course, had to do with opportunity and I think in a society which has principles going toward equality and opportunity for citizens, a community that does not provide reasonable opportunity for the less affluent is in certain significant ways remiss in terms of its relationship to that society and I mean the American society and the American value scheme.

Now, in terms of opportunity, the significant aspect of that is, of course, the opportunity for the less affluent. One need not, as a rule go very often out of one's way to provide opportunity for the affluent. So I believe there are very strong philosophical or social reasons that are basic to American society as to why there should be a mix sort of working downard from the top, as it were. I think in the specite direction, there are not only equally strong philosophical reasons, but social and economic reasons why a community should not be a concentration of the poor or the less affluent. I think from a very practical standpoint a community made up entirely of poor people

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Mallach - direct cannot afford to provide the level of services and 1 facilities that a good living environment should have and I would go further that I think a community in which there is a clear measure of economic segregation 5 is potentially a very troublesome area in terms of 6 potential conflict, frustration, hostility and other 7 things. I think that generally sums it up. 8 Q Addressing the question as a planner, 9 would your answer by the same? My question is being 10 addressed to your planning in terms of a particular community. 11 12 These answers you are giving me are addressing 13 the problem as a land use planner is what I meant to 14 Well, would I reach the say. same conclusion? 15 16

Q Yes. A Yes. I think the conclusions deal with admittedly social and economic kinds of concerns. From a land use standpoint, the goal would be to figure out how to implement something that essentially stemmed from a social or economic transcrive.

Q I don't mean to narrow my question, but as a planner, a land use planner or one who will be planning the so-called ideal community and you take into consideration the economic and social consequences

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involved and I understand your answer. Do you find

any importance to having the so-called affluent or

upper middle income people part of your ideal community?

Yes.

Q And could you give me any idea as to what extent and why? Why is it important?

Well, the extent again I would not want to put hard numbers on it. I would see the extent as generally resembling the mix in the society or the region as a whole and the why is I think we have a number of factors. One of course is from a practical standpoint, the affluent population contributes wore economically in a pure physical sense to a community than a less affluent population. They live in more expensive dwelling units. They shop more or they spend more for personal consumption which supports a greater volume of commerical activity and so forth. are certainly beneficial in that regard. I think they are also beneficial elements from the social mixing of pole, different economic levels, educational levels background within a community.

Q And when you say that, you would think that it would represent the mix in the region, could you give me an example of what you mean?

A Again, I'm speaking in very general terms rather

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than a precise mathematical equivalent, but for example
in the region if you look and find out what the median
income is, I would guess that at the moment in the
sort of general New York-New Jersey metropolitan area,
this might be in the order of 18 to \$20,000. You
would certainly have say roughly comparable to portion
above and below. You would have opportunity for
reasonable proportion of really actually low income
people perhaps something in the area of 20 or so
percent of the population. Again, I'm not suggesting
that one should operate on the basis of any kind of a
mathematical formula.

Q If taking a range, using the metropolitan area median income of 18 to \$20,000, you mention the community should have in the neighborhood of 20 percent. Would that represent the percentage of low income people within this region we are talking about?

A Roughly, yes.

Q When we say low income, what do you mean the say income?

What I was thinking is typically a family, a family of four who would be earning 50 percent or less of the median in the region and proportionately more or less with a larger or smaller household size.

Q What about the great middle or moderate,

2 5 6 7 of the population of a community. 8 Q 9 Something in that area. Α 10 11 12 and above? 13 Q 14 15 16 17 understand my question? 18 Fine. Let's say if I can create a 22 23 24 25

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what percentage there roughly and what would you be talking about? Well, here we are talking about, let's say everything from, if you will, from 50 percent of median up to say about 120 percent of median. It might represent a general moderate income population that could account for half or more

And then the upper may be 25 to 30 percent?

And if we were using again 50 percent upper, would we then be talking upper roughly \$30,000 25 or above, yes.

How do you see a community, let's create a typical community and how do you see the problem of the advantages of the cross section of a community versus what we have come to know as fair share. Do you I'm not sure.

ommunity which, let's say, to take an extreme example, cent of its population would fall into the low e and middle income and let's assume that we've got in that community X number of acres left, I should say X number of acres that are not developed and let's also assume that there is enough acreage left to take more low and moderate income individuals or least cost

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individuals which I refer to as the fair share concept, and on the other hand the community is heavy in low id middle income people and so by way of furthering the hypothesis, the planner may be you in this case, says I think we need a cross section. We need more How do you as a planner look at this and let's say you represent the municipality now. Is there not here a possible area of conflict, and if so, how would Well, it's a you handle it? complicated area for sure. The fair share concept recognizes or shall I say many of the practitioners or proponents of the fair share concept recognize that the question of the existing income distribution in the community is a relevant, even a significant factor. In fact, if memory serves, there is a lengthy footnote I believe in the Madison decision which talks about the proposition that if the income distribution of a municipality is similar to that of the region, then it would be considered prima facie fair or words to that So it's certainly a fact. If you had two communities, say hypothetical communities where from a physical standpoint in terms of vacant land, topography and environmental constraints and whatever else, they are identical, but one of them had a population that was significantly less affluent than the other,

into consideration in terms of the extent of its fair share obligation, so that it is a factor I would not dispute. The question as to whether it precludes fair share is debatable. I think the only communities really in the State where you could say that their low and moderate income population is of such an extent that fair share has become academic for them are really the core cities, Newark, Jersey City, East Orange and the like. I don't believe that there are any communities among the defendant municipalities in this litigation of which that would be the case.

Furthermore, I think if you looked at a community that still had ample vacant land and was still growing, that even if it had a large low and moderate income population already, I think it would be arguable that it should continue to make some provision for additional low and moderate income population, although perhaps not to the same degree that a community that was overwhelmingly affluent. So think you would have to look at all of those factors and I doubt that it would ever really be a conflict. I think there would always be an accommodation.

Q Do you know whether or not the DCA allocation takes into consideration the existing income

level of the municipalities?

Yes, it does.

A It does to, what I would consider as a limited extent. In essence, I can't give you the exact method without having to reread the thing because it's somewhat fuzzy in my mind at the moment, but in essence it operates on the basis of an adjustment for median income. They use the aggregate income factor. The sum total of all the income earned of the people in the community as the adjustment factor. So it tends to effect the fair share moderately, not drastically.

Q Do you know actually how the DCA does use the median income? Would you happen to have an example at hand? A It's really rather complicated, but basically what DCA does in a nutshell is they -- let me back up. They first have two separate housing need factors. One is present need thich is not adjusted by the income factor because it's prospective need which is first a total prospective need for the region defined which is based on the household increase in the low and moderate income range and then what they do is for each municipality they

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calculate four weighing factors, vacant land, employment growth, nonresidential ratable growth and what they call here income wealth. Then they find the municipality's fair share of prospective needs separately for each of these factors, add up the four figures, divide by four and that becomes a prospective need of fair share. Now, the income wealth factor is one of four factors.

If you are referring to the DCA, please give me the page. The explanation is on page 16 of the DCA statewide housing allocation report and it's per capita income. The factor that is used is per capita income relative to the regional per capita income. Frankly, this description is not especially articulate in terms of explaining exactly how the arithmetic they went through worked, but I don't know that that matters.

You say that it is a factor, but I think you said it was limited or moderate.

In terms of the DCA, that's correct.

Could you explain that or is that too complicated to show me why it isn't weighted as much as the other three? Well, this is conjectural because I haven't really worked through the math, but it's my impression that because they use

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median income relative to regional median as distinct from a factor, for example that would focus specifically on percentage of low and moderate income families, the variation among municipalities on this factor is not really as great as it would be if you chose a different way of measuring the same basic idea.

Let me try to measure this another way.

Let me stay with this thought. That was the DCA report and I think you say there were other analyses that do take the income factor into consideration; Are there any others that you might give me offhand that you are aware of? Well, not with regard to Morris County. I've done some work of my own elsewhere and it might be pointed out Judge Furman in his Urban League Decision used an approach where he identified the actual difference between the number of low and moderate income families in the community and the number that would live in the community if it's percentage were the same as the for the region and then took that raw number either added or subtracted that number from the fair share. So in other words, if the municipality had a larger than proportionate percentage, the actual number was just knocked off the fair share, and if it had a smaller than proportionate, it was added.

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that's a much more emphatic, if you will, way of approaching the same issue.

In taking the approach in the Urban League Case and going back to my hypothetical, if you had a community in which, let's say 75 percent of the community was made up of housing which would be classified as least cost housing, but yet not housing that was, if this is possible, not affordable by the poor, I guess it is not compatible in that respect, how would you approach this as a planner? planner, what good would the remaining 25 percent of the residential properties, since there were no poor. as such, allocate that for housing for the boor or would you perhaps for the affluent in which there are none in that community? Probably some I would undoubtedly advise such a community of both. that it should explore the possibility of using different government subsidy programs to provide more direct housing opportunities for low income people.

Q And you would agree the plan is good how that 25 percent is used?

A I'm sure they would.

Q I think it's fair to say, isn't it, that your position that some or I don't know whatever the percentage may be of the remaining 25 percent, your

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position that that should be used for poor, is it fair to say tempered by your own philosophy in regards to providing housing for the poor and less affluent, those who have less opportunity? Yes. Ι believe I give a higher priority than some of my colleagues.

You mentioned Judge Furman on this guestion of allocation of moderate and fair share having some relationship or a relationship to median income in the Urban League Case. You were about to say you may have done some studies yourself, and if so, have I've done a couple of you used that? studies and I have tried to apply the same approach that Judge Furman used. I think it's a logical one and it's very straight forward. It does not involve archaic mathematics, it's right there.

I wouldn't have to ask you for the studies if I read the Urban League Case. It should be in there for me? That particular yes. I believe he refers to it in the case as n location to reduce imbalance.

Using another approach to maybe what is essentially the same question, but talking in terms of housing, you were talking again about this hypothetical community and let's say in this hypothetical

community that 75 percent, I think we will follow that
75 percent of its people were either housed in houses
say of maybe 900, 750 square feet total on parcels that
were under say 6,000 square feet and the remaining 75
percent of the population was housed in rent control
garden apartments, as a planner I take it that
addressing yourself to the remaining 25 percent you
would therefore feel that certainly some of that,
whatever the percentage might be, should be zoned or
should encourage housing for the more affluent?
A It could.

Q I take it that would follow if the people are there, we would have to house them and this is consistent with what you said before?

A Yes.

Q In your opinion is the DCA report at all a little top heavy, the DCA allocation a little top heavy on the factor of remaining vacant land or the concept of developing community?

No, I don't think so.

Some place, an overall factor notwithstanding whatever you have, that you would multiply whatever you have by four.

A What I think they call the development limit.

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Q Okay. So in that sense, no matter
whether you have a cross section or whether you don't
have a cross section in the community, am I wrong in
saying that so long as you have remaining land that
you will then be allocating a certain number based upon
four times the remaining land or development limit?
A No more than that. It could be less. In most
cases it is less.

Q Would this idea of having, for want of a better word or phrase, the more affluent within the community is inevitably something we read about today in which cities show an interest in getting the so-called middle class back and redeveloping communities. Is that a different sort of idea?

A It's related.

Q I thought I read your deposition. Forgome, I haven't gone through them all. You introduce into allocation or the concept allocation another concept of, is it called overzoning?

I don't introduce that. The Supreme Court

Q And just briefly, what is this idea?

A Well, it's a very logical premise I think the court picked up probably from some of the economic and planning literature which is very simply that if one

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zones a piece of land for X use, whatever that use may be, there is no certainty that the land will indeed be used for that purpose. In the case of if the zoning **goal** is to achieve inexpensive modest housing of some particular type which in turn will house less affluent people, there are a series of things that could interpose themselves between zoning a piece of land and the achievement of the goal. The land may not be on the If so, the owner may not be willing to sell for a price that would make inexpensive housing possible. Even if the owner is a developer who may choose to build something that is other than the modest housing that's allowed and finally even if modest housing is built, the occupants of that housing may be affluent households seeking to economize rather than less affluent households, so for all of those reasons the court concluded very logically that if you are going to achieve X amount of housing for less affluent housing at the end, you have to zone an amount of land that housing that is significantly in excess of the ge that could theoretically accommodate X number of units that you were seeking to build.

Q Did you yourself do any allocations? Do you have any allocation figures for the particular region which is the subject matter of this suit and

2	A		No.						
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5	f	actor,	you ha	ven't tak	en that a	pproacl	h?		
6	A		That's	correct.					
7			Q	You have	not?	•	A	I have	no
8			Q	You will	not testi	fy in	your o	pinion	as
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12			Q	I noticed	that in	deposi	tion s	taken	σ£ ,
13	ус	ou on	April 1	.6, 1979,	by Mr. Be	rnstei	n at p	age 35	
14	tł	nrough	page 3	9 that yo	u disclai	m any	respon	sibili	tie
15	fo	or any	idea t	hat in th	is area o	f fair	share	that	we
16	ar	re tal	king in	terms of	the reas	onable	ness o	r unre	a-
17	so	onable	ness of	a zoning	ordinanc	e, but	we ar	e talk	ing
18	ir	n term	s of al	locating	housing n	eeds f	or peo	ple.	You
19	p 1	robabl	y don't	recall t	he quote.				
20			No.						
21		3	Q	On page 3	5 Mr. Ber	nstein	says	I'm ta	lki
22	al	oout M	orris C	County dev	eloping c	ommuni	ties.	I'm n	ot
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Mallach - direct

the municipalities as the DCA did?

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Van.

I'm asking for your analysis of the zoning ordinance.

Would a zoning ordinance be unreasonable if it provided

a density of four to six townhouses to the acre?

Answer, Well, there is an issue here. Then the answer down at the bottom, to the best of my knowledge there are no "reasonableness standards" that can be rationally grounded in that range and then how about a higher density, six to eight and we go on to page 36 continuing with your answer, the point is there are no standards which I am familiar which say so and so, although not least cost is nonetheless reasonable while such and such also not least cost is not.

The next page, there are no planning standards of reasonableness in that area that I'm familiar with. What are you talking about?

A Well, this goes back to what --

Q Don't go too far back.

A What Mr. Bernstein was trying to establish in this. He was, and I thought it was essentially kind of the manner of the manner

were nonetheless greater than those that were grounded in health and safety standards, but that nonetheless were based on some kind of -- were, in his terminology, reasonable nontheless. My point was that this reasonableness was to me a meaningless term. I mean, that there was no point where you could say this, although greater is reasonable, this, although is not reasonable that there was no planning basis that I knew of whereby he could create this second level of standards.

Q I take it the reasonableness, if you can use that word -- A His word.

Q His word or as you indicated earlier would depend upon various competing interest within the municipality, not least of one I thought you said would be a cross section of population.

A That's correct.

Q Okay. The zoning ordinance that made provision for and allowed land to be used for senior citizens projects and let me say those that are funded by the FHA so we can be more specific, would you in a give this municipality a credit toward providing income for low or moderate income or least cost housing?

A That would be a step, certainly. It would be a positive feature of that ordinance.

Q So if there were an allocation of X

•	number, you would chill char the number that could be
2	provided by that use would be credited against the
3	It would be part of the allocation part of the
4	* * * * * * * * * * * * * * * * * * *
5	Q Did you issue any, do an analysis of any
6	of the ordinances of the municipalities who are
7	defendants in this lawsuit? I thought you did.
8	A Yes.
9	Q And that analysis, unless I'm wrong,
10	consisted of exactly that, it was a reading of the
11	ordinance and a determination as to whether or not
12	there were inhibiting factors against least cost
13	housing? A That's essentially it.
14	Q You did not do an analysis of the
15	existing make up of the community?
16	A That's correct.
17	Are you personally familiar with the
18	Township of Parsippany-Troy Hills?
19	A Yes.
20	Q And could you tell me in what way? Is
91	the to your heart for any reason?
22	A I once dated a girl that lived in Lake Hiawatha
23	but that was quite some time ago. I have visited
24	Par-Troy or driven through it on many occasions over
25	the last decade or more and as part of the preparation

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for this lawsuit I did spend some part of a day driving around the Township.

Mallach - direct

But your site examinations did not have anything to do with your analysis, or did it?

Well, it did in this sense, that one of the A elements of my analysis was where there were zones, multi-family zones, garden apartment zones of a nature that if not least cost were still perhaps not so far as to be readily dismissed out of hand, that I have been investigating the actual areas where that zoning lies to determine first whether there is vacant land available in those zones, and secondly if so, whether the characteristics of those sites are such that they would appear to be a reasonable vehicle for meeting fair share housing goals.

And that would be the purpose of your site work in Parsippany? That plus getting a general idea or feel as it were for the characteristics of the community.

> Did you get a feel of the characteristics Of Par-Troy? community?

Yes. Generally speaking, yes.

Could you tell me what they were? Well, it's a, shall we say a mixed bag. A

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a geographically spread -- in any case, the town ranges from some fairly mountainous area over to the far west through too, I guess the Lake Hiawatha area over in the northeast of the town which is made up largely of houses on small lots interspersed with commercial uses, a few garden apartment development complexes. There are highways going through the middle from east to west, Route 46 which is heavily cumbersome and Interstate 80 and in the central areas off the highways there is both a good deal of more substantial subdivision development. I would say typically half to three quarter acre lots. the streets. A good deal of fairly modern office and light industry development. So it's a fairly mixed type of community.

There are a number, quite a number of garden apartment developments ranging from very small, one to the few dozen units, up to large ones of a few bundred units scattered and interspersed throughout parts of the Township.

As well as Lake Hiawatha, did you have a chance to familiarize yourself with the Lake

Parsippany area?

A That area I don't not know as well. I believe it's/dissimilar, but I really can't say.

Q All right. Any of the others, Rainbow Lakes by any chance off 46? That would be just south of 46, but just off of it, a small lake area. Do you have any familiarity with that?

A No.

Q Where is that three quarter acre stuff?

Do you have the zoning map?

A I said probably more like half an acre. You have the R-1 area. You have R-1 and R-3 subdivisions sort of through the central part of the town. I guess that's west of the Lake Parsippany area is what I was thinking about principally. Also some areas as you are going toward the Lake Hiawatha area from Route 46 sort of behind the Jersey City Reservoir, east of the Jersey City Reservoir I guess.

Q Most of that should be R-3?

A Yes, I guess that's it.

MR. LATZER: I don't have any other questions, Thank you very much.

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1 SUPERIOR COURT OF NEW JERSEY LAW DIVISION - MORRIS COUNTY DOCKET NO. L-6001-78 P.W. 3 MORRIS COUNTY FAIR HOUSING COUNCIL. et als, 4 Plaintiffs. 5 CERTIFICATE 6 BOONTON TOWNSHIP, et als, 7 Defendants. 8 9 I, VICTOR SELVAGGI, JR., a Notary Public and Certified Shorthand Reporter of the State of New Jersey 10 certify that the foregoing is a true and accurate 11 12 transcript of the deposition of ALAN MALLACH who was 13 first duly sworn by me at the place and on the date 14 hereinbefore set forth. I further certify that I am neither attorney nor 15 16 counsel for, nor related to or employed by, any of the 17 parties to this action in which this deposition was taken and further that I am not a relative or employee 18 19 in this case, nor am I financially interested in this 20 21 22 State of New Jersey 23 Dated: 24