

Committee: Directly to Council Committee Review: N/A

Staff: Christine Wellons, Legislative Attorney Carolyn Chen, Legislative Analyst

Purpose: Discuss state legislation on police reform.

Keywords: #stateleg; #policereform

AGENDA ITEM #1 February 22, 2021

SUBJECT

Discuss state legislation on police reform.

EXPECTED ATTENDEES

Melanie Wenger, Director, Office of Intergovernmental Relations (OIR)
Kathleen Boucher, Special Assistant to Director, OIR
Leslie Frey, Legislative Analyst, OIR
Sara Morningstar, Federal Relations Coordinator and Legislative Analyst, OIR
Amy Samman, Legislative Analyst, OIR
Executive Department Representatives

COUNCIL DECISION POINTS

• Overview of police reform legislation – no vote expected.

DESCRIPTION/ISSUES

2021 STATE LEGISLATION UPDATES

- Update on 2021 Session
- Overview of Police Reform Legislation

This report contains:

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2021 Police Reform Bills – REVISED 2/18/21 ©2-9

Comparison of Law Enforcement Officers Bill of Rights (LEOBR) HB 670 and SB 627 ©10-16

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OFFICE OF INTERGOVERNMENTAL RELATIONS

Marc Elrich
County Executive

Melanie Wenger Director

February 22, 2021

MEMORANDUM

TO: Montgomery County Council

FROM: Melanie L. Wenger, Director MLW

Office of Intergovernmental Relations

SUBJECT: Discussion: State Legislation

UPDATE

- Update on the 2021 Session
- Overview of Police Reform Legislation

Additional information:

Link to the Montgomery County Office of Intergovernmental website: https://www.montgomerycountymd.gov/oir/.

Link to the Maryland General Assembly website: http://mgaleg.maryland.gov/webmga/frm1st.aspx?tab=home.

Link to the Montgomery County Delegation website which allows you to access the text of all local and bi-county bills: http://www.montgomerycountydelegation.com/legislation.html.

Link to the Montgomery County Association of Counties (MACo) website: https://www.mdcounties.org/

2021 Police Reform Bills – REVISED 2/18/21

Provisions	2021 House police reform bills	2021 Senate police reform bills	Recent County Legislative Initiatives
Law Enforcement Officers' Bill of Rights (LEOBR) For further details, see the attached Comparison of the LEOBR, HB670, and SB627	HB 670 repeals the LEOBR and establishes narrower uniform procedures governing the disciplinary process. Law enforcement agency (LEA) may not "negate or alter" the procedural requirements outlined in the bill through collective bargaining. Applies prospectively. Does not apply to or have any effect on: (1) a collective bargaining agreement entered into on or before September 30, 2021 for the duration of the contract term, excluding any extensions, options to extend, or renewals; or (2) a disciplinary matter based on alleged misconduct that occurred before the effective date of the Act. The effective date of the bill is October 1, 2021. HB 687 amends the LEOBR. Eliminates the alternative hearing board and restores the Chief as the final decision-making authority in all cases. Prohibits collective bargaining on LEOBR matters.	sB 627 repeals the LEOBR and establishes narrower uniform rules governing the disciplinary process. Supersedes local law that "conflicts" with the bill. Preempts local law on the "subject and material" of the bill. The procedures in the bill are the "exclusive methods" for disciplining an officer. Prohibits a collective bargaining agreement that is "inconsistent" with the bill. Applies prospectively. Does not apply to or have any effect on: (1) a collective bargaining agreement entered into on or before September 30, 2021 for the duration of the contract term, excluding any extensions, options to extend, or renewals; or (2) a disciplinary matter based on alleged misconduct that occurred before the effective date of the Act if a hearing board has already been convened. Emergency bill that takes effect immediately upon enactment. SB 381 amends the LEOBR. Eliminates the alternative hearing board and restores the Chief as the final decision-making authority in all cases. Prohibits collective bargaining on LEOBR matters. SB 601 amends the LEOBR to require a law enforcement officer (LEO) under threat of discipline to submit to drug/alcohol testing if, while on duty, the LEO discharges a weapon or LEO conduct results in death/serious bodily injury. LEA must send the results of the test to the LEO, the injured person, and the estate of the deceased.	Bill 34-20 Disciplinary Procedures-Police Labor Relations- Duty to Bargain PENDING

Provisions	2021 House police reform bills	2021 Senate police reform bills	Recent County Legislative Initiatives
Maryland Public Information Act (MPIA) – Personnel Records	HB 671 establishes that a record relating to a formal complaint of job-related misconduct made against an LEO, including an investigation record, a hearing record, or a disciplinary decision, is not a personnel record for purposes of the MPIA if the alleged misconduct involves the discharge of a firearm, or the use of force resulting in death or serious bodily injury, or if the LEO was administratively charged with committing a sexual assault, engaging in dishonesty, committing perjury, making false statements, filing false reports, or destroying, falsifying, or concealing evidence directly relating to the reporting, investigation, or prosecution of a crime or improperly using force against a member of the public. Thus, such records are not subject to mandatory denial of inspection under MPIA, but instead are subject to discretionary disclosure under MPIA; HB 120 establishes that investigatory records, hearing records, and records related to disciplinary decisions are not personnel records and are therefore subject to discretionary disclosure under MPIA.	SB 178 establishes that investigatory records, hearing records, and records related to disciplinary decisions are not personnel records and are therefore subject to discretionary disclosure under MPIA.	

Provisions	2021 House police reform bills	2021 Senate police reform bills	Recent County Legislative Initiatives
Police Procedures – Use of Force, Duty to Intervene, Duty to Report	of force. Key provisions include: (1) LEO may only use force that is objectively reasonable and appears to be necessary under the circumstances; (2) LEO may only use deadly force to stop an imminent threat of death or serious injury to the officer or another person.; (3) LEO must: (i) when time, circumstances, and safety allow, take steps to gain compliance and deescalate conflict without using physical force; (ii) intervene to prevent or terminate use of force by another LEO beyond what is objectively reasonable under the circumstances; and (iii) render basic first aid to a person injured by police action and promptly request medical assistance; (4) LEO may not discharge a weapon at a moving vehicle unless the vehicle is being used as a deadly weapon toward the officer or another person and deadly force is the only reasonable means available to stop the threat; (5) LEA may not use a chokehold, neck restraint, or other restraint that restricts blood flow or breath; and (6) LEA must have a written de-escalation of force policy that includes command-level review of all use of force incidents. HB 139 establishes legal action for individuals against LE officers for excessive use of force, establishes duty to intervene, requires LEO to seek appropriate medical treatment for person injured from excessive use of force by LEO, includes whistleblower protection for LEO intervening or reporting incidents of excessive use of force; HB 707 requires law enforcement agencies to adopt use of force rules and create a system to identify and retrain LEOs at high risk for use of excessive force; HB 809 establishes use of force and de-escalating training and reporting requirements by LE agencies on policies and incidents; HB 956 establishes explicit circumstances under which deadly force is justified by LEO.	authorizing use of force only (1) when necessary; (2) when reasonable alternatives are exhausted; and (3) until accomplished objective for legitimate law enforcement. LEO must (1) immediately modulate force as threat diminishes and (2) cease use when person is under officer's control, posing no imminent threat, or when officer determines force no longer accomplishes legitimate law enforcement objective. If use of force results in death and is inconsistent with authorized use, the LEOmay be charged with manslaughter or murder; requires LEO to make reasonable attempt to stop or prevent the use of "excessive force" if officer knows or reasonably should know that another LEO is using or intends to use excessive force; if LEO knows or reasonably should know that another LEO has used excessive force, the LEO must immediately notify LEO's supervisor. SB 50 requires LEO to attempt to intervene to terminate or prevent another LEO's use of force, establishes penalty for inaction, provides injured person as a result of such violation with civil cause of action against LEO committing violation, requires MPTSC to conduct entry-level use of force training and training every 2 years; SB 166 requires law enforcement officer to report misconduct if officer has actual knowledge of another officer having engaged in specific misconduct, establishes penalty for noncompliance.	Bill 27-20 Police Use of Force ENACTED

Provisions	2021 House police reform bills	2021 Senate police reform bills	Recent County Legislative Initiatives
Independent Investigations – Use of Force and Serious Injuries and Death	HB 670 requires that an independent investigative agency of State govt investigate use of force incidents; HB 1035 establishes Independent Law Enforcement Prosecution Unit in the AG's office to investigate shootings and other incidents that result in death, requires LE agencies to notify Unit of shootings and other incidents and cooperate with Unit.	SB 600 requires LE agencies to immediately notify the AG's Office of any alleged or potential incident involving a death of a person by an LEO, requires AG to investigate and transmit report of investigatory findings and recommendations to State's Attorney of the County with jurisdiction, if AG recommendation is to prosecute and State's Attorney decides not to prosecute then AG must prosecute.	
Police Procedures – Warrants	HB 670 includes search warrant limits to clear & convincing evidence and protecting life/safety of individuals (not property), executed from 8 a.m7 p.m. and also limits no-knock warrants; HB 197 includes prohibition during traffic stop by law enforcement officer from seizing property without a warrant HB 188 eliminates no-knock warrants; HB 329 limits to clear & convincing evidence warrants for entering a residence; HB 707 includes warrant provision requiring preapproval by applicant's supervisor and State's Attorney.	SB 419 eliminates no-knock warrants; SB 589 includes prohibition during traffic stop by law enforcement officer from seizing property without a warrant; SB 237 includes warrant provision requiring preapproval by applicant's supervisor and State's Attorney.	Bill 27-20 Police Use of Force ENACTED
Police Procedures – Body Worn Cameras (BWC)	HB 670 includes BWC for all law enforcement agencies by 1/1/25; HB 152 BWC for MD State Police (MSP) by 1/1/22; HB 187 BWC for all law enforcement agencies by 10/1/21 with established standards by MD Police Training & Standards Commission (MPTSC); HB 727 requires MPTSC to establish BWC standards, BWC procured after 1/1/22 w/ required capability to record audio & video 2 mins prior to activation; HB 707 BWC for all law enforcement agencies w/ greater than 20 officers by 10/1/23, start-up costs split evenly between State and jurisdiction and ongoing operating costs borne solely by jurisdiction.	SB 71 knowing and willful failure of LEO to activate BWC creates a rebuttable presumption that testimony of LEOrelating to the incident that was not recorded is inadmissible in criminal prosecution; SB 237 BWC for all law enforcement agencies w/greater than 20 officers by 10/1/23, start-up costs split evenly between State and jurisdiction and ongoing operating costs borne solely by jurisdiction; SB 583 requires MPTSC to establish BWC standards, BWC procured after 1/1/22 w/ required capability to record audio & video 2 mins prior to activation.	

Provisions	2021 House police reform bills	2021 Senate police reform bills	Recent County Legislative Initiatives
Policing Data	HB 670 requires MPTSC to create statewide database tracking LEOs de-certified over improper use of force; HB 809 requires law enforcement agencies to report every 2 years to Gov Office of Crime Prevention, Youth, and Victim Services use of force and de-escalation training policies and incident use of force data; HB 139 includes provision requiring law enforcement agencies to report use of force incident data on public website every 6 months disaggregated by race, age, sex, gender, ethnicity, color, national origin, religion and disability; HB 1046 requires MPTSC in consultation with MD Statistical Analysis Center to expand model policy against race-based traffic stops based on national origin, religion, gender, gender or sexual identity, requires LEO making stop to report information to LE agency employing officer.	report use of force incident data on public website every 6 months disaggregated by race, age, sex, gender, ethnicity, color, national origin, religion and disability; \$8 588 requires each county's State's Attorney to maintain list of LEOs found or alleged to have committed acts bearing on credibility, integrity, honesty, or other characteristics constituting exculpatory or impeachment evidence in a criminal case. Adding LEO's name to list not subject to appeal. Records maintained by State's Attorneys subject to public inspection under MPIA. Chief of each LEA must transmit to MPTSC information relating to each formal complaint filed against LEO that alleges misconduct in execution of LEO's duties. After completion of administrative action against LEO, chief must transmit to MPTSC the decision, order, or action taken. MPTSC must establish and maintain database of information received for each formal complaint filed against LEO that alleges misconduct in the execution of LEO's duties, and adopt regulations establishing procedures for transmission of information from law enforcement agencies. On application to MPTSC, LEA may access database for hiring decision purposes. Bill applies retroactively to formal allegations of misconduct against LEO on or after 10/1/18.	Bill 45-20 Community Policing Data PENDING

Provisions	2021 House police reform bills	2021 Senate police reform bills	Recent County Legislative Initiatives
Police Training and Mental Health	HB 670 includes provisions requiring MPTSC to develop test and training for implicit bias to be used by LE agencies in hiring process, require annual implicit bias training for new and current LE officers, require annual mental health and physical agility assessments as condition of certification, require LE agencies to establish data-based early intervention programs based on MPTSC guidelines identifying LE officers at risk for using excessive force and those needing retraining and behavioral interventions; HB 88 requires law enforcement agencies to provide mental health programs for LEOs.	SB 74 requires law enforcement agencies to provide mental health programs for LEOs; SB 42 includes provision requiring law enforcement agencies to screen for violent and aggressive behavior and bias before hiring.	

Provisions	2021 House police reform bills	2021 Senate police reform bills	Recent County Legislative Initiatives
Maryland Police Training and Standards Commission (MPTSC) – Reconstituted	membership to include greater citizen participation from 2 members to 9 and reducing the number of LEOs; developing new training and standards for citizens serving on MPTSC; holding LEAs accountable for violations of Use of Force statute by withholding grant funding from Governor's Office of Crime Prevention, Youth, and Victim Services (GOCPYVS), revoking certification of police officers who have violated Use of Force Statute, convicted of specified crimes, previously fired or resigned while being investigated for serious misconduct or use of excessive force; creates statewide database to track police officer de-certifications due to improper use of force; develops test and training for implicit bias, requires law enforcement agencies to use the test in hiring process, requires new and existing police officers to complete implicit bias testing and training; requires for certification of police officer by MPTSC an expanded requirement to submit to (1) specified mental health screening (instead of a psychological evaluation) and (2) specified physical agility assessment. As condition of certification, police officer must annually submit to mental health assessment and a physical agility assessment to establish continuing fitness to carry out official duties of police officer.	SB 608 updates and modifies requirements and terminology for the Maryland Police Training and Standards Commission (MPTSC) relating to membership, procedures, and training for LEOs. Broad changes are proposed in the reconstituted MPTSC including new training requirements for new and current LEOs focused on enhanced entry-level and in-service training to supplement training in criminal law, related to rape and sexual assault, human trafficking, and evidentiary procedures. New training programs are added in the areas of deescalation, use of force, prevention of profiling, and recognition of discrimination including that based on race, gender, creed, national origin, sexual orientation, and physical or mental disability. The bill also expands requirements for LEOs to submit to medical evaluations. Changes in administrative processes are included to require the MPTSC to be chaired by the Secretary of the Maryland State Police rather than having an annually elected chair from among its members. The bill specifies that every 10 years, MPTSC must conduct job task analyses for entrance-level police officers, and further establishes an annual March 31 st deadline for MPTSC to post online a summary of officerinvolved incidents and officer discipline.	
Prohibit Acquisition of Surplus Military Equipment	HB 670 includes provision prohibiting purchase of surplus military equipment.	SB 599 prohibiting LE agencies from receiving military surplus weaponized equipment.	

Provisions	2021 House police reform bills	2021 Senate police reform bills	Recent County Legislative Initiatives
Tort Claims - Local Government Tort Claims Act (LGTCA)	HB 721 increases the caps on liability generally under the Local Government Tort Claims Act (from \$400,000 to \$600,000 for individual claims and from \$800,000 to \$1,200,000 for total claims), establishes that these limits do not apply to economic damages if liability arises from tortious acts or omissions committed by LEOs, and increases these limits for noneconomic damages arising from tortious acts or omissions of LEOs by \$15,000 each year for individual claims and \$30,000 each year for total claims HB 1049 establishes LEO not immune from civil or criminal liability for acts or omissions causing physical or mental injury that occur while LEO acting in official capacity.	SB 602 increases the caps on liability generally under the Local Government Tort Claims Act (from \$400,000 to \$600,000 for individual claims and from \$800,000 to \$1,200,000 for total claims), establishes that these limits do not apply to economic damages if liability arises from tortious acts or omissions committed by LEOs, and increases these limits for noneconomic damages arising from tortious acts or omissions of LEOs by \$15,000 each year for individual claims and \$30,000 each year for total claims.	
Miscellaneous provisions:			
SWAT Teams	HB 670 includes reporting requirement to Gov's Office of Crime, Prevention, Youth & Victim Services by law enforcement agencies with SWAT teams, explicit reporting on activation and deployments, locations, details of incidents includes arrests, seized property, weapon discharge.		
Marijuana Use	HB 670 establishing that prior marijuana use cannot disqualify certification as a LE officer.		
Tuition Support Growing Number of Law Enforcement Officers	HB 670 includes providing free in-state tuition for 4-year degree in criminal law, criminology, or criminal justice.		
Emergency Number Systems Board (ENSB) (9-1-1)	HB 670 includes requiring ENSB to study and report to the General Assembly whether certain types of 9-1-1 service calls should be diverted to a person or entity other than law enforcement agencies.		

Comparison of Law Enforcement Officers Bill of Rights (LEOBR), HB 670, and SB 627 2/5/2021

	LEOBR	HB 670 - Police Reform and Accountability Act of 2021 (Speaker)	SB 627 - LEOBR - Repeal and Procedures for Discipline (Carter)
Overview	Establishes uniform procedures governing the two key components of the disciplinary process for law enforcement officers (LEOs): (1) the internal investigation conducted by a law enforcement agency (LEA) of a complaint that may lead to disciplinary action; and (2) the review of an LEA's disciplinary decision by an administrative trial board (i.e., hearing board).	Repeals the LEOBR and establishes narrower uniform procedures governing the disciplinary process. Following investigation by an "independent agency," an Administrative Charging Committee decides (in most cases) whether to impose discipline, subject to review by trial board with one third civilian voting membership. LEA has free hand to otherwise establish membership of the trial board.	Repeals the LEOBR and establishes narrower uniform procedures governing the disciplinary process. Following an internal investigation, the Chief decides whether to impose discipline, subject to review before Chief-appointed hearing officer who was not involved in investigation. Hearing officer issues proposed findings of fact to Chief who makes final decision. LEO may appeal to circuit court. County can establish oversight body composed of civilian residents to act in place of the Chief to adjudicate and impose discipline.

	LEOBR	HB 670 - Police Reform and Accountability Act of 2021 (Speaker)	SB 627 - LEOBR - Repeal and Procedures for Discipline (Carter)
Preemption	Local law on the "subject and material" of the LEOBR is preempted.	Silent	The bill supersedes any "conflicting" state or local laws. Local law on the "subject and material" of the bill is preempted. The procedures in the bill are "exclusive methods for disciplining" a LEO.
Collective Bargaining	Allows the following matters to be negotiated in a collective bargaining agreement (CBA): (1) establishing an alternative hearing board for any discipline that is greater than three days suspension; and (2) giving final authority on disciplinary action to a hearing board rather than the Chief (i.e., making the hearing board decision binding on the Chief). See further discussion below under "Hearing".	LEA cannot "alter or negate" the bill by collective bargaining. See discussion of existing CBAs below under "Effective Date".	No collective bargaining "inconsistent" with the bill. See discussion of existing CBAs below under "Effective Date".

No details on manner Investigation/Show Applies to any investigation or Defines what is a interrogation of LEO that could lead to of investigation or disciplinary action subject to Cause discipline. interrogation. the bill (e.g., written reprimand, pay forfeiture, Details manner of investigation Each county must suspension, demotion, and interrogation of LEOs: have an "independent dismissal). agency" that investigates, and reviews misconduct disclosures/notices to LEO under No details on manner complaints filed by members of investigation or investigation of the public. interrogation. statute of limitations complaint verification If LEO convicted or requirements receives PBJ, Chief or • details time, place, and manner of designee may impose interrogation discipline w/o further • right to counsel; delay of investigation. LEO does not interrogation while seeking get a hearing but may take an counsel "administrative appeal" to investigating-interrogating officer circuit court. must be another LEO record of interrogation Otherwise, LEA must polygraph, blood, urine tests investigate. Investigator need • LEA gives exculpatory not be another LEO. information to LEO before hearing (can redact confidential Investigator has source) subpoena power. Provides LEO opportunity to file show cause if denied a right under LEOBR (generally re: investigation or interrogation). Internal Affairs Division (IAD) does not have subpoena power.

	LEOBR	HB 670 - Police Reform and Accountability Act of 2021 (Speaker)	SB 627 - LEOBR - Repeal and Procedures for Discipline (Carter)
Charging	After investigation, Chief decides whether to issue statement of charges.	If complaint was filed by member of the public or involves allegation involving dishonesty, criminality, or harassment, investigation is forwarded to an Administrative Charging Committee (composed of IAD, County Attorney, Public Defender, State's Attorney (SA), and civilian), which determines whether to charge and, if so, recommends discipline (in accordance with the LEA's "disciplinary matrix") to the Police Chief.	Chief (or designee) may issue statement of charges for discipline after reviewing the investigation Chief must give LEO exculpatory evidence in the investigation (can redact ID of confidential source) LEO can respond to statement of charges and upon request meet with Chief (or designee if discipline less than dismissal). Meeting is recorded.
		"Other allegations" proceed in accordance with the policies of LEA. Administrative Charging Committee can return matter to LEA for more investigation including issuance of subpoenas.	Chief can then impose discipline or must hold hearing if there are factual disputes. One-year statute of limitation to issue statement of charges to LEO, with a number of exceptions, including if offense relates to

	LEOBR	HB 670 - Police Reform and Accountability Act of 2021 (Speaker)	SB 627 - LEOBR - Repeal and Procedures for Discipline (Carter)
		Committee meeting not subject to the Open Meetings Act.	criminal conduct or excessive use of force.
Hearing	Default setting is a traditional hearing board composed of three LEOs picked by the Chief. County may include up to two voting or nonvoting members of the public on the board. LEOBR permits collective bargaining as to: (1) an alternative hearing board (which may include up to two voting or nonvoting members of the public); and (2) finality of the hearing board's decision. Hearing Board has subpoena power. Note: Montgomery County has negotiated for an alternate hearing board composed of MCPD rep, Union rep, and professional arbitrator. The County has also negotiated that the hearing board's decision is binding on the Chief. LEOBR also provides for	LEA must provide LEO with right to a trial board with one third voting civilians before discipline is imposed. No trial board (Chief imposes discipline) if LEO convicted/PBJ.	If Chief or designee decides to hold hearing, Chief-appointed hearing officer must not have been involved in investigation. Hearing officer can issue subpoenas. Hearing is open to public. Hearing officer issues proposed findings of fact to Chief. Chief reviews and makes decision. County can establish oversight body composed of civilian residents to act in place of the Chief to adjudicate and impose discipline.
	summary punishment procedure where		

	LEOBR	HB 670 - Police Reform and Accountability Act of 2021 (Speaker)	SB 627 - LEOBR - Repeal and Procedures for Discipline (Carter)
	penalty does not exceed 3-day suspension. If LEO refuses summary punishment, hearing is before a board composed of one or more members chosen by Chief. Penalty cannot exceed 3-day suspension.		Oversight body will have access to all necessary records of the LEA.
Emergency Suspension	Chief may impose emergency suspension (with or without pay) under certain circumstances (e.g., pending resolution of criminal charges).	Silent	Chief may impose emergency suspension (with or without pay) under certain circumstances (e.g., pending resolution of criminal charges).
Effective Date		October 1, 2021. The bill applies prospectively. Does not apply to or have any effect on: (1) a collective bargaining agreement entered into on or before September 30, 2021 for the duration of the contract term, excluding any extensions, options to	This is an emergency bill that takes effect immediately upon enactment. The bill applies prospectively. Does not apply to or have any effect on: (1) a collective bargaining agreement entered into on or before the effective date of
		extend, or renewals; or (2) a disciplinary matter based on	the act for the duration of the contract term, excluding any

	LEOBR	HB 670 - Police Reform and Accountability Act of 2021 (Speaker)	SB 627 - LEOBR - Repeal and Procedures for Discipline (Carter)
		alleged misconduct that occurred before the effective date of the Act.	extensions, options to extend, or renewals; or (2) a disciplinary matter based on alleged misconduct that occurred before the effective date of the Act if a hearing board has already been convened.
Appeal	LEO may appeal to circuit court.	Silent	LEO may appeal to circuit court.
Other		Many provisions in LEOBR are not addressed in the bill.	Many provisions in LEOBR are not addressed in the bill.