H-4779.	1	

## SUBSTITUTE HOUSE BILL 2755

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State of Washington 54th Legislature 1996 Regular Session

By House Committee on Trade & Economic Development (originally sponsored by Representatives Van Luven, Sheldon, Silver and Hatfield; by request of Department of Community, Trade, and Economic Development)

Read first time 02/02/96.

- AN ACT Relating to economic development; amending RCW 43.160.010,
- 2 43.160.020, 43.160.030, 43.160.050, 43.160.060, 43.160.070, 43.160.076,
- 3 43.160.090, 43.160.200, and 43.160.210; and providing effective dates.
- 4 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF WASHINGTON:
- 5 **Sec. 1.** RCW 43.160.010 and 1991 c 314 s 21 are each amended to 6 read as follows:
- 7 (1) The legislature finds that it is the public policy of the state
- 8 of Washington to direct financial resources toward the fostering of
- 9 economic development through the stimulation of investment and job
- 10 opportunities and the retention of sustainable existing employment for
- 11 the general welfare of the inhabitants of the state. Reducing
- 12 unemployment and reducing the time citizens remain jobless is important
- 13 for the economic welfare of the state. A valuable means of fostering
- 14 economic development is the construction of public facilities which
- 15 contribute to the stability and growth of the state's economic base.
- 16 Strengthening the economic base through issuance of industrial
- 17 development bonds, whether single or umbrella, further serves to reduce
- 18 unemployment. Consolidating issues of industrial development bonds
- 19 when feasible to reduce costs additionally advances the state's purpose

p. 1 SHB 2755

- 1 to improve economic vitality. Expenditures made for these purposes as
- 2 authorized in this chapter are declared to be in the public interest,
- 3 and constitute a proper use of public funds. A community economic
- 4 revitalization board is needed which shall aid the development of
- 5 economic opportunities. The general objectives of the board should
- 6 include:
- 7 (a) Strengthening the economies of areas of the state which have
- 8 experienced or are expected to experience chronically high unemployment
- 9 rates or below average growth in their economies;
- 10 (b) Encouraging the diversification of the economies of the state
- 11 and regions within the state in order to provide greater seasonal and
- 12 cyclical stability of income and employment;
- 13 (c) Encouraging wider access to financial resources for both large
- 14 and small industrial development projects;
- 15 (d) Encouraging new economic development or expansions to maximize
- 16 employment;
- 17 (e) Encouraging the retention of viable existing firms and
- 18 employment; and
- 19 (f) Providing incentives for expansion of employment opportunities
- 20 for groups of state residents that have been less successful relative
- 21 to other groups in efforts to gain permanent employment.
- 22 (2) The legislature also finds that the state's economic
- 23 development efforts can be enhanced by, in certain instances, providing
- 24 funds to improve state highways in the vicinity of new industries
- 25 considering locating in this state or existing industries that are
- 26 considering significant expansion.
- 27 (a) The legislature finds it desirable to provide a process whereby
- 28 the need for diverse public works improvements necessitated by planned
- 29 economic development can be addressed in a timely fashion and with
- 30 coordination among all responsible governmental entities.
- 31 (b) It is the intent of the legislature to create an economic
- 32 development account within the motor vehicle fund from which
- 33 expenditures can be made by the department of transportation for state
- 34 highway improvements necessitated by planned economic development. All
- 35 such improvements must first be approved by the state transportation
- 36 commission and the community economic revitalization board in
- 37 accordance with the procedures established by RCW 43.160.074 and
- 38 47.01.280. It is further the intent of the legislature that such
- 39 improvements not jeopardize any other planned highway construction

- 1 projects. The improvements are intended to be of limited size and 2 cost, and to include such items as additional turn lanes, 3 signalization, illumination, and safety improvements.
- 4 (3) The legislature also finds that the state's economic development efforts can be enhanced by providing funds to improve markets for those recyclable materials representing a large fraction of the waste stream. The legislature finds that public facilities which result in private construction of processing or remanufacturing facilities for recyclable materials are eligible for consideration from the board.
- (4) The legislature finds that sharing economic growth state-wide 11 is important to the welfare of the state. ((Timber)) Rural natural 12 resource impact areas do not share in the economic vitality of the 13 Puget Sound region. Infrastructure is one of several ingredients that 14 15 are critical for economic development. ((Timber)) Rural natural resource impact areas generally lack the infrastructure necessary to 16 17 diversify and revitalize their economies. It is, therefore, the intent of the legislature to increase the availability of funds to help 18 19 provide infrastructure to ((timber)) rural natural resource impact 20 areas.
- 21 **Sec. 2.** RCW 43.160.020 and 1995 c 226 s 14 are each amended to 22 read as follows:
- Unless the context clearly requires otherwise, the definitions in this section apply throughout this chapter.
- 25 (1) "Board" means the community economic revitalization board.
- (2) "Bond" means any bond, note, debenture, interim certificate, or other evidence of financial indebtedness issued by the board pursuant to this chapter.
- 29 (3) "Department" means the department of community, trade, and 30 economic development.
- 31 (4) "Financial institution" means any bank, savings and loan 32 association, credit union, development credit corporation, insurance 33 company, investment company, trust company, savings institution, or 34 other financial institution approved by the board and maintaining an 35 office in the state.
- 36 (5) "Industrial development facilities" means "industrial 37 development facilities" as defined in RCW 39.84.020.

p. 3 SHB 2755

- 1 (6) "Industrial development revenue bonds" means tax-exempt revenue 2 bonds used to fund industrial development facilities.
- 3 (7) "Local government" or "political subdivision" means any port 4 district, county, city, town, ((or)) special ((utility)) purpose 5 district, and any other municipal corporations or quasi-municipal 6 corporations in the state providing for public facilities under this 7 chapter.
- 8 (8) "Sponsor" means any of the following entities which customarily
  9 provide service or otherwise aid in industrial or other financing and
  10 are approved as a sponsor by the board: A bank, trust company, savings
  11 bank, investment bank, national banking association, savings and loan
  12 association, building and loan association, credit union, insurance
  13 company, or any other financial institution, governmental agency, or
  14 holding company of any entity specified in this subsection.
- 15 (9) "Umbrella bonds" means industrial development revenue bonds 16 from which the proceeds are loaned, transferred, or otherwise made 17 available to two or more users under this chapter.
- 18 (10) "User" means one or more persons acting as lessee, purchaser, 19 mortgagor, or borrower under a financing document and receiving or 20 applying to receive revenues from bonds issued under this chapter.
- 21 (11) "Public facilities" means bridges, roads, domestic and 22 industrial water, sanitary sewer, storm sewer, railroad, electricity, 23 natural gas, buildings or structures, and port facilities.
  - (12) "Rural natural resources impact area" means:
- 25 (a) A nonmetropolitan county, as defined by the 1990 decennial 26 census, that meets two of the five criteria set forth in subsection 27  $((\frac{12}{12}))$  (13) of this section; or
- (b) A nonurbanized area, as defined by the 1990 decennial census, that is located in a metropolitan county that meets two of the five criteria set forth in subsection  $((\frac{12}{12}))$  of this section.
- $((\frac{12}{12}))$  (13) For the purposes of designating rural natural resources impact areas, the following criteria shall be considered:
- 33 (a) A lumber and wood products employment location quotient at or 34 above the state average;
- 35 (b) A commercial salmon fishing employment location quotient at or 36 above the state average;
- 37 (c) Projected or actual direct lumber and wood products job losses 38 of one hundred positions or more;

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- 1 (d) Projected or actual direct commercial salmon fishing job losses 2 of one hundred positions or more; and
- 3 (e) An unemployment rate twenty percent or more above the state 4 average. The counties that meet these criteria shall be determined by 5 the employment security department for the most recent year for which data is available. For the purposes of administration of programs 6 7 under this chapter, the United States post office five-digit zip code 8 delivery areas will be used to determine residence status for 9 eligibility purposes. For the purpose of this definition, a zip code 10 delivery area that is located wholly or partially in an urbanized area or within two miles of an urbanized area is considered urbanized. 11 12 office of financial management shall make available a zip code listing 13 of the areas to all agencies and organizations providing services under this chapter. 14
- 15 **Sec. 3.** RCW 43.160.030 and 1995 c 399 s 86 are each amended to 16 read as follows:
- 17 (1) The community economic revitalization board is hereby created 18 to exercise the powers granted under this chapter.

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(2) The board shall consist of the chairman of and one minority member appointed by the speaker of the house of representatives from the committee of the house of representatives that deals with issues of economic development, the chairman of and one minority member appointed by the president of the senate from the committee of the senate that deals with issues of economic development, and the following members appointed by the governor: A recognized private or public sector economist; one port district official; one county official; one city official; one representative of the public; one representative of small businesses each from: (a) The area west of Puget Sound, (b) the area east of Puget Sound and west of the Cascade range, (c) the area east of the Cascade range and west of the Columbia river, and (d) the area east of the Columbia river; one executive from large businesses each from the area west of the Cascades and the area east of the Cascades. appointive members shall initially be appointed to terms as follows: Three members for one-year terms, three members for two-year terms, and three members for three-year terms which shall include the chair. Thereafter each succeeding term shall be for three years. The chair of the board shall be selected by the governor. The members of the board shall elect one of their members to serve as vice-chair. The director

p. 5 SHB 2755

- 1 of community, trade, and economic development, the director of revenue,
- 2 the commissioner of employment security, and the secretary of
- 3 transportation shall serve as nonvoting advisory members of the board.
- 4 (3) ((Staff support)) Management services, including fiscal and
- 5 contract services, shall be provided by the department ((of community,
- 6 trade, and economic development)) to assist the board in implementing
- 7 this chapter and the allocation of private activity bonds.
- 8 (4) ((All appointive)) Members of the board ((shall be compensated
- 9 in accordance with RCW 43.03.240 and)) shall be reimbursed for travel
- 10 expenses as provided in RCW 43.03.050 and 43.03.060.
- 11 (5) If a vacancy occurs by death, resignation, or otherwise of
- 12 appointive members of the board, the governor shall fill the same for
- 13 the unexpired term. ((Any)) Members of the board((, appointive or
- 14 otherwise,)) may be removed for malfeasance or misfeasance in office,
- 15 upon specific written charges by the governor, under chapter 34.05 RCW.
- 16 (6) A member appointed by the governor may not be absent from more
- 17 than fifty percent of the regularly scheduled meetings in any one
- 18 calendar year. Any member who exceeds this absence limitation is
- 19 deemed to have withdrawn from the office and may be replaced by the
- 20 governor.
- 21 Sec. 4. RCW 43.160.050 and 1987 c 422 s 4 are each amended to read
- 22 as follows:
- 23 The board may:
- 24 (1) Adopt bylaws for the regulation of its affairs and the conduct
- 25 of its business.
- 26 (2) Adopt an official seal and alter the seal at its pleasure.
- 27 (3) ((Contract with any consultants as may be necessary or
- 28 desirable for its purposes and to fix the compensation of the
- 29 consultants.
- (4))) Utilize the services of other governmental agencies.
- (((5))) (4) Accept from any federal agency loans or grants for the
- 32 planning or financing of any project and enter into an agreement with
- 33 the agency respecting the loans or grants.
- (((+6+))) (5) Conduct examinations and investigations and take
- 35 testimony at public ((or private)) hearings of any matter material for
- 36 its information that will assist in determinations related to the
- 37 exercise of the board's lawful powers.

- 1 (((7))) (6) Accept any gifts, grants, or loans of funds, property, 2 or financial or other aid in any form from any other source on any 3 terms and conditions which are not in conflict with this chapter.
- 4 (((8))) (7) Exercise all the powers of a public corporation under 5 chapter 39.84 RCW.
- (((9))) (8) Invest any funds received in connection with industrial development revenue bond financing not required for immediate use, as the board considers appropriate, subject to any agreements with owners of bonds.
- 10 ((<del>(10)</del>)) <u>(9)</u> Arrange for lines of credit for industrial development 11 revenue bonds from and enter into participation agreements with any 12 financial institution.
- ((<del>(11)</del>)) <u>(10)</u> Issue industrial development revenue bonds in one or more series for the purpose of defraying the cost of acquiring or improving any industrial development facility or facilities and securing the payment of the bonds as provided in this chapter.
- $((\frac{12}{12}))$  (11) Enter into agreements or other transactions with and accept grants and the cooperation of any governmental agency in furtherance of this chapter.
- 20  $((\frac{13}{13}))$  (12) Sell, purchase, or insure loans to finance the costs 21 of industrial development facilities.
- $((\frac{14}{1}))$  (13) Service, contract, and pay for the servicing of loans for industrial development facilities.
- (((15))) (14) Provide financial analysis and technical assistance for industrial development facilities when the board reasonably considers it appropriate.
- ((<del>(16)</del>)) (15) Collect, with respect to industrial development revenue bonds, reasonable interest, fees, and charges for making and servicing its lease agreements, loan agreements, mortgage loans, notes, bonds, commitments, and other evidences of indebtedness. Interest, fees, and charges are limited to the amounts required to pay the costs of the board, including operating and administrative expenses and reasonable allowances for losses that may be incurred.
- ((<del>(17)</del>)) <u>(16)</u> Procure insurance or guarantees from any party as allowable under law, including a governmental agency, against any loss in connection with its lease agreements, loan agreements, mortgage loans, and other assets or property.
- $((\frac{18}{18}))$  Adopt rules under chapter 34.05 RCW as necessary to carry out the purposes of this chapter.

p. 7 SHB 2755

- 1 (((19))) (18) Do all acts and things necessary or convenient to 2 carry out the powers expressly granted or implied under this chapter.
- 3 **Sec. 5.** RCW 43.160.060 and 1993 c 320 s 4 are each amended to read 4 as follows:
- The board is authorized to make direct loans to political 5 subdivisions of the state for the purposes of assisting the political 6 7 subdivisions in financing the cost of public facilities, including development of land and improvements for public facilities, as well as 8 9 the construction, rehabilitation, alteration, expansion, or improvement 10 of the facilities. A grant may also be authorized for purposes designated in this chapter, but only when, and to the extent that, a 11 12 loan is not reasonably possible, given the limited resources of the political subdivision and the finding by the board that unique 13 14 circumstances exist. The board shall not obligate more than twenty 15 percent of its biennial appropriation as grants.
- Application for funds shall be made in the form and manner as the board may prescribe. In making grants or loans the board shall conform to the following requirements:
- 19 (1) The board shall not ((make a grant or loan)) provide financial 20 assistance:
- 21 (a) For a project the primary purpose of which is to facilitate or 22 promote a retail shopping development or expansion.
- 23 (b) For any project that evidence exists would result in a 24 development or expansion that would displace existing jobs in any other 25 community in the state.
- (c) For the acquisition of real property, including buildings and other fixtures which are a part of real property.
- 28 (2) The board shall only ((make grants or loans)) provide financial 29 assistance:
- 30 (a) For those projects which would result in specific private developments or expansions (i) in manufacturing, production, food 31 processing, assembly, warehousing, and industrial distribution; (ii) 32 for processing recyclable materials or for facilities that support 33 34 recycling, including processes not currently provided in the state, including but not limited to, de-inking facilities, mixed waste paper, 35 36 plastics, yard waste, and problem-waste processing; (iii) for manufacturing facilities that rely significantly on recyclable 37 materials, including but not limited to waste tires and mixed waste 38

- 1 paper; (iv) which support the relocation of businesses from 2 nondistressed urban areas to distressed rural areas; or (v) which 3 substantially support the trading of goods or services outside of the 4 state's borders.
- (b) For projects which it finds will improve the opportunities for the successful maintenance, establishment, or expansion of industrial or commercial plants or will otherwise assist in the creation or retention of long-term economic opportunities.
- 9 (c) When the application includes convincing evidence that a 10 specific private development or expansion is ready to occur and will 11 occur only if the ((grant or loan)) public facility improvement is 12 made.
- (3) The board shall prioritize each proposed project according to 13 the relative benefits provided to the community by the jobs the project 14 15 would create, not just the total number of jobs it would create after 16 the project is completed and according to the unemployment rate in the 17 area in which the jobs would be located. As long as there is more demand for ((<del>loans or grants</del>)) <u>financial assistance</u> than there are 18 19 funds available ((for loans or grants)), the board is instructed to 20 fund projects in order of their priority.
- 21 (4) A responsible official of the political subdivision shall be 22 present during board deliberations and provide information that the 23 board requests.

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- Before any ((loan or grant)) financial assistance application is approved, the political subdivision seeking the ((loan or grant)) assistance must demonstrate to the community economic revitalization board that no other timely source of funding is available to it at costs reasonably similar to financing available from the community economic revitalization board.
- 30 **Sec. 6.** RCW 43.160.070 and 1990 1st ex.s. c 16 s 802 are each 31 amended to read as follows:
- (((+1))) Public facilities  $((\frac{1}{1}))$  and  $(\frac{1}{1})$  financial assistance, when authorized by the board,  $((\frac{1}{1}))$  is subject to the following conditions:
- ((\(\frac{(a)}{a}\))) (1) The moneys in the public facilities construction loan revolving fund shall be used solely to fulfill commitments arising from ((\(\frac{10ans or grants}{a}\))) \(\frac{financial assistance}{authorized}\) in this chapter or, during the 1989-91 fiscal biennium, for economic development purposes

p. 9 SHB 2755

- 1 as appropriated by the legislature. The total outstanding amount which
- 2 the board shall dispense at any time pursuant to this section shall not
- 3 exceed the moneys available from the fund. The total amount of
- 4 outstanding ((loans and grants)) financial assistance in Pierce, King,
- 5 and Snohomish counties shall never exceed sixty percent of the total
- 6 amount of outstanding ((<del>loans and grants</del>)) <u>financial assistance</u>
- 7 disbursed by the board.
- 8 (((b) Financial assistance through the loans or grants may be used
- 9 directly or indirectly for any facility for public purposes, including,
- 10 but not limited to, sewer or other waste disposal facilities,
- 11 arterials, bridges, access roads, port facilities, or water
- 12 distribution and purification facilities.
- (c)) (2) On contracts made for public facilities loans the board
- 14 shall determine the interest rate which loans shall bear. The interest
- 15 rate shall not exceed ten percent per annum. The board may provide
- 16 reasonable terms and conditions for repayment for loans as the board
- 17 determines. The loans shall not exceed twenty years in duration.
- 18  $((\frac{d}{d}))$  (3) Repayments of loans made under the contracts for public
- 19 facilities construction loans shall be paid into the public facilities
- 20 construction loan revolving fund.
- $((\frac{2}{2}))$  (4) When every feasible effort has been made to provide
- 22 loans and loans are not possible, the board may provide grants upon
- 23 finding that unique circumstances exist.
- 24 **Sec. 7.** RCW 43.160.076 and 1995 c 226 s 15 are each amended to
- 25 read as follows:
- 26 (1) Except as authorized to the contrary under subsection (2) of
- 27 this section, from all funds available to the board for ((loans and
- 28 grants)) financial assistance in a biennium, the board shall spend at
- 29 least fifty percent for ((grants and loans)) financial assistance for
- 30 projects in distressed counties or rural natural resources impact
- 31 areas. For purposes of this section, the term "distressed counties"
- 32 includes any county, in which the average level of unemployment for the
- 33 three years before the year in which an application for ((a loan or
- 34 grant)) financial assistance is filed, exceeds the average state
- 35 employment for those years by twenty percent.
- 36 (2) If at any time during the last six months of a biennium the
- 37 board finds that the actual and anticipated applications for qualified
- 38 projects in distressed counties or rural natural resources impact areas

- 1 are clearly insufficient to use up the fifty percent allocation, then
- 2 the board shall estimate the amount of the insufficiency and during the
- 3 remainder of the biennium may use that amount of the allocation for
- 4 ((loans and grants for)) financial assistance to projects not located
- 5 in distressed counties or rural natural resources impact areas.
- 6 **Sec. 8.** RCW 43.160.090 and 1987 c 505 s 42 are each amended to 7 read as follows:
- 8 The board <u>and the department</u> shall keep proper records of accounts 9 and shall be subject to audit by the state auditor.
- 10 **Sec. 9.** RCW 43.160.200 and 1995 c 226 s 16 are each amended to 11 read as follows:
- 12 (1) The economic development account is created within the public
- 13 facilities construction loan revolving fund under RCW 43.160.080.
- 14 Moneys in the account may be spent only after appropriation.
- 15 Expenditures from the account may be used only for the purposes of RCW
- 16 43.160.010(((4)))(3) and this section. The account is subject to
- 17 allotment procedures under chapter 43.88 RCW.
- 18 (2) Applications under this section for assistance from the 19 economic development account are subject to all of the applicable 20 criteria set forth under this chapter, as well as procedures and
- 21 criteria established by the board, except as otherwise provided.
- 22 (3) Eligible applicants under this section are limited to political
- 23 subdivisions of the state in rural natural resources impact areas that
- 24 demonstrate, to the satisfaction of the board, the local economy's
- $25\,$  dependence on the forest products and salmon fishing industries.
- 26 (4) Applicants must demonstrate that their request is part of an
- 27 economic development plan consistent with applicable state planning
- 28 requirements. Applicants must demonstrate that tourism projects have
- 29 been approved by the local government. Industrial projects must be
- 30 approved by the local government and the associate development
- 31 organization.
- 32 (5) Publicly owned projects may be financed under this section upon
- 33 proof by the applicant that the public project is a necessary component
- 34 of, or constitutes in whole, a tourism project.
- 35 (6) Applications must demonstrate local match and participation.
- 36 Such match may include: Land donation, other public or private funds
- 37 or both, or other means of local commitment to the project.

p. 11 SHB 2755

- 1 (7) Board financing for feasibility studies shall not exceed 2 twenty-five thousand dollars per study. Board funds for feasibility 3 studies may be provided as a grant and require a dollar for dollar 4 match with up to one-half in-kind match allowed.
- 5 (8) Board financing for tourism projects shall not exceed two 6 hundred fifty thousand dollars. Other public facility projects under 7 this section shall not exceed five hundred thousand dollars. Loans 8 with flexible terms and conditions to meet the needs of the applicants 9 shall be provided. Grants may also be authorized, but only when, and 10 to the extent that, a loan is not reasonably possible, given the 11 limited resources of the political subdivision.
- 12 (9) The board shall develop guidelines for allowable local match 13 and feasibility studies.
- (10) Applications under this section need not demonstrate evidence that specific private development or expansion is ready to occur or will occur if funds are provided.
- (11) The board shall establish guidelines for ((making grants and loans)) providing financial assistance under this section to ensure that the requirements of this chapter are complied with. The quidelines shall include:
- 21 (a) A process to equitably compare and evaluate applications from 22 competing communities.
  - (b) Criteria to ensure that approved projects will have a high probability of success and are likely to provide long-term economic benefits to the community. The criteria shall include: (i) A minimum amount of local participation, determined by the board per application, to verify community support for the project; (ii) an analysis that establishes the project is feasible using standard economic principles; and (iii) an explanation from the applicant regarding how the project is consistent with the communities' economic strategy and goals.
- 31 (c) A method of evaluating the impact of the ((<del>loans or grants</del>))
  32 <u>financial assistance</u> on the economy of the community and whether the
  33 ((<del>loans or grants</del>)) <u>financial assistance</u> achieved ((<del>their</del>)) <u>its</u>
  34 purpose.
- (((12) Cities and counties otherwise eligible under and in
  compliance with this section are authorized to use the loans or grants
  for buildings and structures.))

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- 1 **Sec. 10.** RCW 43.160.210 and 1991 c 314 s 25 are each amended to 2 read as follows:
- 3 (1) Except as authorized to the contrary under subsection (2) of 4 this section, from all funds available to the board for ((loans and grants)) financial assistance, the board shall ((spend)) designate at 5 least twenty percent for ((grants and loans)) financial assistance for 6 7 projects in distressed counties. For purposes of this section, the 8 term "distressed counties" includes any county, in which the average 9 level of unemployment for the three years before the year in which an 10 application for ((a loan or grant)) financial assistance is filed, exceeds the average state employment for those years by twenty percent. 11
- (2) If at any time during the last six months of a biennium the board finds that the actual and anticipated applications for qualified projects in distressed counties are clearly insufficient to use up the twenty percent allocation, then the board shall estimate the amount of the insufficiency and during the remainder of the biennium may use that amount of the allocation for ((loans and grants)) financial assistance for projects not located in distressed counties.
- NEW SECTION. Sec. 11. If any provision of this act or its application to any person or circumstance is held invalid, the remainder of the act or the application of the provision to other persons or circumstances is not affected.
- NEW SECTION. Sec. 12. (1) Sections 1 through 9 and 11 of this act shall take effect July 1, 1996.
- 25 (2) Section 10 of this act shall take effect June 30, 1997.

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p. 13 SHB 2755