

The International Comparative Legal Guide to:

Telecoms, Media and Internet Laws and Regulations 2014

7th Edition

A practical cross-border insight into telecoms, media and internet laws and regulations

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1 Overview

1.1 Please describe the: (a) telecoms; (b) audio-visual media distribution; and (c) internet infrastructure sectors in Bosnia and Herzegovina, in particular by reference to each sector's: (i) importance (e.g. measured by annual revenue); (ii) 3-5 most important companies; (iii) whether they have been liberalised and are open to competition; and (iv) whether they are open to foreign investment.

The telecoms, audio-visual media distribution and internet infrastructure sectors in Bosnia and Herzegovina are generally liberal, and open to both competition and foreign investment.

According to the latest available data, the market share of each service sector in the telecommunications market of Bosnia and Herzegovina is as follows: (i) mobile communications 53%; (ii) fixed communications 30%; (iii) internet services 10%; (iv) cable television distribution 6%; and (v) data transfer 1%.

The three most important companies on the telecommunications market of Bosnia and Herzegovina are the incumbent fixed and mobile telephony operators: (i) Telekom Srpske a.d. Banja Luka, controlled by foreign investor, Telekom Srbija; (ii) BH Telekom d.d. Sarajevo; and (iii) HT d.o.o. Mostar. They are also the market leaders in the internet and audio-visual media distribution services sectors (due to the penetration of IPTV service).

1.2 List the most important legislation which applies to the: (a) telecoms; (b) audio-visual media distribution; and (c) internet, sectors in Bosnia and Herzegovina.

The telecoms, audio-visual media distribution, and internet sectors in Bosnia and Herzegovina are regulated by a single legislative act at country level, Communications Act (Official Gazette of Bosnia and Herzegovina, nos. 31/03, 75/06, 32/10 and 98/12) [Zakon o komunikacijama] ("CA"). Its provisions are complemented through numerous by-laws. In addition, The Public Radio-Television System Act of Bosnia and Herzegovina (Official Gazette of Bosnia and Herzegovina, nos. 78/05, 35/09 and 32/10) [Zakon o javnom radiotelevizijskom sistemu Bosne i Hercegovine] outlines the principles and regulations concerning public broadcasters in Bosnia and Herzegovina (one on the country level, and three broadcasters on the entity level).

1.3 List the government ministries, regulators, other agencies and major industry self-regulatory bodies which have a role in the regulation of the: (a) telecoms; (b) audio-visual media distribution; and (c) internet, sectors in Bosnia and Herzegovina.

The main regulatory body is the Communications Regulatory Agency of Bosnia and Herzegovina ("CRA"), established pursuant to the CA. In addition, The Council of Ministers of Bosnia and Herzegovina [Vijeće ministara], along with the Ministry of Transport and Communications [Ministarstvo komunikacija i transporta], is responsible for developing and adopting communications policies, and for drafting secondary legislation to implement the CA.

1.4 Are there any restrictions on foreign ownership or investment in the: (a) telecoms; (b) audio-visual media distribution; and (c) internet, sectors in Bosnia and Herzegovina?

The CA and its by-laws do no not restrict foreign ownership or investment in the telecoms, audio-visual media distribution, and internet sectors in Bosnia and Herzegovina.

2 Telecoms

General

2.1 Is Bosnia and Herzegovina a member of the World Trade Organisation? Has Bosnia and Herzegovina made commitments under the GATS regarding telecommunications and has Bosnia and Herzegovina adopted and implemented the telecoms reference paper?

No, Bosnia and Herzegovina is not a member of WTO. The WTO working party for Bosnia and Herzegovina was established in 1999, and the country currently holds observer status. At the latest working party meeting, a goal was set to accelerate negotiations in order to facilitate Bosnia and Herzegovina's membership to WTO by the end of 2013.

2.2 How is the provision of telecoms (or electronic communications) networks or services regulated?

The provision of communication services in Bosnia and Herzegovina is subject to a licensing regime. Operators are required to apply to the CRA for a licence. The CRA is responsible for regulating broadcasting and public telecommunications networks and services, including: licensing, tariffs, interconnection, and defining the basic conditions for the provision of common national and international communications facilities; planning, coordinating, allocating and assigning the use of the radio frequency spectrum; and management of the numbering plan and assignment of numbering resources to telecommunications operators.

2.3 Who are the regulatory and competition law authorities in Bosnia and Herzegovina? How are their roles differentiated? Are they independent from the government?

The regulatory body in the field of electronic communications is the CRA, whilst the general authority for the protection of competition rests with the Competition Council of Bosnia and Herzegovina [Konkurencijsko vijeće BiH] ("Competition Council"). Both the CRA and the Competition Council are independent regulatory bodies.

The CA contains a number of provisions regulating the protection of competition on the electronic communications market, particularly in relation to operators with significant market power ("SMP operators"). The application of these provisions is supervised and controlled by the CRA; however, general competition protection procedures in Bosnia and Herzegovina come under the remit of the Competition Council and thus cooperation between these two agencies is a necessity.

2.4 Are decisions of the national regulatory authority able to be appealed? If so, to which court or body, and on what basis?

Decisions of the CRA are final, but may be challenged by initiating an administrative dispute before the Court of Bosnia and Herzegovina, in accordance with the Administrative Dispute Resolution Act (Official Gazette of Bosnia and Herzegovina, nos. 19/02, 88/07, 83/08 and 74/10) [Zakon o upravnim sporovima].

Licences and Authorisations

2.5 What types of general and individual authorisations are used in Bosnia and Herzegovina?

The following individual authorisations are used in Bosnia and Herzegovina: (i) GSM licences; (ii) UTMS licences; (iii) fixed telephony licences; (iv) network licences; (v) internet service - ISP licences; and (vi) fixed telephone services licences.

2.6 Please summarise the main requirements of Bosnia and Herzegovina's general authorisation.

Authorisations are distributed in Bosnia and Herzegovina on an individual level for each segment of telecommunication services.

2.7 In relation to individual authorisations, please identify their subject matter, duration and ability to be transferred or traded.

A **GSM licence** allows for the installation, operation and maintenance of a GSM mobile network. Generally, the licence

duration is 15 years, with a 10-year extension option. Any transfer of the licence is subject to CRA approval; any change in the licence holder's ownership structure must be immediately notified to the CRA for evaluation and approval.

A **UMTS licence** allows for the installation, operation and maintenance of a UMTS mobile network. Generally, the licence duration is 15 years, with a 10-year extension option. Any transfer of the licence is subject to CRA approval; any change in the licence holder's ownership structure must be immediately notified to the CRA for evaluation and approval.

A fixed telephony licence allows for the installation, operation and maintenance of a fixed public network. Generally, the licence duration is 15 years, with a 10-year extension option. Any transfer of the licence is subject to CRA approval. A change in the licence holder's ownership structure of more than 10% of the shares must be immediately notified to the CRA. Transfer of more than 51% of the licencee's shares shall be deemed as a transfer of the licence and will be subject to CRA approval.

A **network licence** allows for the installation, operation and maintenance of a public telecommunications network. Generally, the licence duration is determined on case-by-case basis. Transfer of the licence is not permitted, save in case of status changes or transfer of more than 51% shares in the licence holder, when transfer of the licence rights may be allowed by the CRA.

An **internet services licence** allows for the provision of internet services. The licence duration is determined on a case-by-case basis. Transfer of the licence is not permitted, except in cases of universal succession.

Fixed telephony services allows for the provision of fixed public telephony services, either using privately-owned equipment, or by leasing the equipment from other licenced telecommunication operators. Generally, the licence duration is 10 years. Any transfer of the licence is subject to CRA approval.

Public and Private Works

2.8 Are there specific legal or administrative provisions dealing with access and/or securing or enforcing rights to public and private land in order to install telecommunications infrastructure?

Operators are entitled to request a right of way (pravo prolaza) or right to use land or other real property owned by another person (easement) (službenost). In addition, real property can be expropriated if the construction of an electronic communications network and installation of the corresponding equipment is determined to be in the public interest. However, please note that real property legislation is not centralised in Bosnia and Herzegovina – there are three principal jurisdictions: the Federation of Bosnia and Herzegovina ("Federation of BiH"); the Republic of Srpska ("RS"); and Brčko District, with somewhat differing real estate regulations.

Access and Interconnection

2.9 How is network-to-network interconnection and access mandated?

Interconnection is primarily regulated by the CA and CRA rule no. 51/2010. The CA mandates that any telecommunications operator operating a public telecommunications network is obliged to make an interconnection offer to other operators at their request. All

parties concerned shall aim to enable and improve communication among users of different public telecommunications networks. The CRA may order operators to prepare and publish a referent interconnection offer, containing deadlines, terms and prices.

2.10 How are interconnection or access disputes resolved?

If an agreement on interconnection cannot be reached between telecommunications operators operating public telecommunications networks within six weeks of receipt of the request, each of the parties involved in the interconnection may apply to the CRA for mediation.

The CRA shall, within six weeks or, exceptionally, within a period not exceeding 10 weeks of receipt of the request, hear the parties to the interconnection request and decide on the modalities, and terms and conditions of interconnection in accordance with European practice, and render a decision which shall supersede the contract between the interconnection parties.

2.11 Which operators are required to publish their standard interconnection contracts and/or prices?

SMP operators are required to: (a) publish their reference interconnection offer which contains prices, terms and conditions of interconnection and which should be approved by the CRA; (b) conclude interconnection agreements based on the terms available in the reference interconnection offer on a non-discriminatory and equal basis; and (c) submit all interconnection charges to the CRA for approval.

All interconnection agreements must be registered with the CRA.

2.12 Looking at fixed, mobile and other services, are charges for interconnection (e.g. switched services) and/or network access (e.g. wholesale leased lines) subject to price or cost regulation and, if so, how?

Interconnection charges for SMP operators must be nondiscriminatory. The CRA may set the charges and conditions for SMP operators in order to avoid discriminatory policies.

2.13 Are any operators subject to: (a) accounting separation; (b) functional separation; and/or (c) legal separation?

SMP operators must keep interconnection-related activity items separate in their financial reports.

2.14 Are owners of existing copper local loop access infrastructure required to unbundle their facilities and if so, on what terms and subject to what regulatory controls? Are cable TV operators also so required?

The legal framework for local loop access is set out in CRA Rule no. 35/2008, which provides that SMP operators are obliged to offer a service of unbundled access to the local loop and related facilities. The general terms of access are as follows:

- SMP operators enable unbundled access to the local loop and related facilities on the basis of the following principles: objectivity; transparency; non-discrimination; and cost orientation.
- 2) In order to satisfy demands of the beneficiary, SMP operators are not required to change, upgrade or enhance their existing access networks or to construct new telecommunications infrastructure for the purpose of using collocation space.

- 3) SMP operators are not responsible for the content of the communications carried over the unbundled local loop or the quality of the services the beneficiary provides throughout the unbundled local loop.
- 4) Regulations on lawful interception are fully applicable to the unbundled local loop.
- 5) SMP operators and service beneficiaries are obliged to mutually cooperate for the purpose of identifying and repairing equipment failure, and to ensure mutually unhindered operation.
- 6) A subscriber who signed a contract with a local loop service beneficiary for the provision of telecommunication services over an unbundled local loop cannot sign a contract for the provision of the same services with another operator within four months of signing the initial contract.

The CRA retains regulatory control over the local loop unbundling process. SMP operators are required to submit a reference offer for the service to the CRA, which is subject to CRA approval. The CRA also has dispute resolution authority in this respect.

2.15 How are existing interconnection and access regulatory conditions to be applied to next generation (IP-based) networks? Are there any regulations or proposals for regulations relating to next-generation access (fibre to the home, or fibre to the cabinet)? Are any 'regulatory holidays' or other incentives to build fibre access networks proposed? Are there any requirements to share passive infrastructure such as ducts or poles?

The general rules for interconnection under the CA apply in this respect. Neither the CA, nor the respective by-laws distinguish between new network technologies, e.g. next generation networks, and IP-based networks.

To date, no proposals have been put forward to regulate next generation access.

Price and Consumer Regulation

2.16 Are retail price controls imposed on any operator in relation to fixed, mobile, or other services?

SMP operators need to obtain CRA approval for retail prices in respect of the following telecommunications services: (a) voice telephony service via a fixed or mobile network; and (b) provision of leased lines. In the case of a telecommunications operator with no significant market power, the tariffs shall be notified to the CRA prior to their application. The tariffs shall be uniform within a tariff zone.

The CRA has rebalanced SMP operator prices in the fixed-line market capping prices for all types of services: international and domestic calling minutes; and subscription fees, including monthly subscription fees. Full-cost rebalancing was not applied.

2.17 Is the provision of electronic communications services to consumers subject to any special rules and if so, in what principal respects?

Operators are required to publish their GTCs, tariffs and subscription agreement templates, as well as to maintain transparent billing and service quality, whilst complying with applicable standards. Operators must notify their subscribers in advance of any unilateral change in service terms. The CA and the respective by-laws also set forth a procedure and timelines for filing and

resolving complaints to operators regarding billing and service quality.

In addition, the newly introduced CRA Rule no. 69/2013 regulates in detail the conditions for the provision of services to end users, wherein a number of consumer rights are guaranteed, including unrestricted access, the right to technical support, transparency, change of service operator, etc. Service quality standards and privacy issues are addressed also.

Numbering

2.18 How are telephone numbers and network identifying codes allocated and by whom?

The CRA allocates telephone numbers and network identifying codes based on operators' requests and in accordance with the numbering plan. The allocation follows objective and non-discriminatory principles, in particular, the principle of equal opportunities.

In drafting the numbering plans, the CRA takes international regulations into account, particularly with regard to their structure. It undertakes adequate measures in order to ensure the availability of an adequate number of addresses. Space is left in numbering plans, whenever technically possible, for new national and international services and for number portability.

2.19 Are there any special rules which govern the use of telephone numbers?

Certain categories of telephone numbers, i.e. priority numbers (police, emergency, etc.) and special tariff numbers, have been allocated by the CRA. In addition, the CRA has enacted numeration plans, decisions and by-laws.

2.20 Are there any obligations requiring number portability?

In January 2008 and again in May 2012, the CRA adopted by-laws regulating fixed-line and mobile number portability. However, mobile number portability between telecommunication operators in Bosnia and Herzegovina is not yet operational, due to several deadline extensions and technical issues. Since July 2012, the regulatory framework and majority of technical requirements have been in place, and ready for the service to commence. However, one of the operators, JP Hrvatske telekomunikacije d.d. Mostar, has not fulfilled the technical requirements in time, which caused the service roll-out delay. However, as of 1 January 2013, this service is available to customers.

Number porting in fixed telephony has been operational since September 2011.

Under the regulatory framework in place, operators must enable subscribers (users) to switch from one service operator to another while retaining their existing number, except in certain cases. Mobile number porting can be completed in one business day and the price for this service shall not exceed BAM 30 (EUR 15).

By-laws governing fixed and mobile telephone numbers provide for an 'All Call Query' method in routing a call towards the ported number when the call originates from a fixed network; for the purpose of proper routing to the ported number on a mobile telephone network, the operators of the mobile telephone networks that originate the call will use the shortest possible route towards the telephone network hosting the ported number (direct call routing in line with specifications of the European Standard Institute ETSI TS 123 066).

3 Radio Spectrum

3.1 What authority regulates spectrum use?

The CRA, in co-ordination with the Council of Ministers of Bosnia and Herzegovina, manages the frequency spectrum in compliance with international agreements. The CRA adopts and publishes a plan allocating radio frequency bands, wherein it defines the radio frequencies or radio frequency bands intended for individual radio-communications and individual groups of users. In addition, the CRA prepares a frequency usage plan on the basis of the frequency allocation plan. The frequency usage plan contains the division of the frequency ranges into frequency usages and specifications for these frequency usages. The use of radio frequencies is subject to CRA authorisation.

3.2 How is the use of radio spectrum authorised in Bosnia and Herzegovina? What procedures are used to allocate spectrum between candidates - i.e. spectrum auctions, comparative 'beauty parades', etc.?

Radio frequencies are typically awarded by means of a permit issued by the CRA. Generally, the permits are awarded based on individual requests; however, the CRA may decide to award certain permits in alternative ways (e.g. through a public tender, due to limited availability of certain frequencies).

The assignment of frequencies shall be non-discriminatory, in accordance with the frequency usage plan and based on objective criteria set up by the CRA. The CRA shall decide on the application within six weeks, unless special circumstances, such as incompleteness of the documentation, require that a longer period is needed.

3.3 Can the use of spectrum be made licence-exempt? If so, under what conditions?

Spectrum permits distinguish between mobile, fixed and satellite usage. There are no exceptions for the use of spectrum.

3.4 If licence or other authorisation fees are payable for the use of radio frequency spectrum, how are these applied and calculated?

CRA rule no. 48/2009 regulates the fees payable for radio frequency licences, and provides a formula for calculation. There are two principal fees: (a) a one-off administrative fee for application; and (b) an annual fee, which is calculated using the given formula and coefficients. The annual fee is payable either in one instalment, two instalments or four instalments, depending on the calculated value.

In addition, a special annual fee is also payable to the budget of Bosnia and Herzegovina. This fee is calculated based on the formula provided in the Decision on State Contribution for Usage of Radio Frequency Spectrum [Odluka o državnom doprinosu za korišćenje radiofrekventnog spektra].

3.5 What happens to spectrum licences if there is a change of control of the licensee?

There are no provisions regulating a change of control over the licensee; however, licences are generally granted for a period of five years, meaning that a change of control may affect licence renewal.

3.6 Are spectrum licences able to be assigned, traded or sublicensed and if so on what conditions?

The applicable regulations do not provide for assignment, trading or sub-licensing of the spectrum licences.

- 4 Cyber-security, Interception, Encryption and Data Retention
- 4.1 Describe the legal framework (including listing relevant legislation) which governs the ability of the state (police, security services, etc.) to obtain access to private communications?

The state's access to private data is generally governed by criminal procedure legislation in various parts of Bosnia and Herzegovina, namely:

- Article 72a of the Criminal Procedure Act of Bosnia and Herzegovina (Official Gazette of Bosnia and Herzegovina, nos. 36/03, 26/04, 63/04, 48/05, 46/06, 76/06, 32/07, 53/07, 76/07, 15/08, 58/2008, 12/09, 16/09 and 93/09) [Zakon o krivičnom postupku BiH].
- Article 137 of the Criminal Procedure Act of the Republic of Srpska (Official Gazette of the Republic of Srpska, no. 53/2012) [Zakon o krivičnom postupku RS].
- iii. Article 86a of the Criminal Procedure Act of the Federation of Bosnia and Herzegovina (Official Gazette of the Federation of Bosnia and Herzegovina, nos. 35/03, 37/03, 56/03, 78/04, 28/05, 55/06, 27/07, 53/07, 9/09, 12/10 and 8/13) [Zakon o krivičnom postupku FBiH].
- iv. Article 72a of the Criminal Procedure Act of Brčko District (Official Gazette of Brcko District, nos. 44/10 and 9/13) [Zakon o krivičnom postupku Brčko Distrikta].

In addition, the majority of general data privacy rules are contained within the Personal Data Protection Act (Official Gazette of Bosnia and Herzegovina, nos. 49/06, 76/11 and 89/11), and the rules governing access by the Bosnian civilian intelligence agency is provided in the Intelligence-Security Agency Act of Bosnia and Herzegovina (Official Gazette of Bosnia and Herzegovina, nos. 12/04, 20/04, 56/06 and 12/09).

4.2 Summarise the rules which require market participants to maintain call interception (wire-tap) capabilities? Does this cover: (i) traditional telephone calls; (ii) VoIP calls; (iii) emails; and (iv) any other forms of communications?

There are no specialised provisions. Operators must retain certain call data for customer billing purposes – individual customer call data can be retained and processed to the extent necessary for customer billing purposes for a time period in which claims may be contested or collected from the customers.

4.3 How does the state intercept communications for a particular individual?

In regular court criminal proceedings, one of the competent courts in Bosnia and Herzegovina may, subject to a request from authorised persons, order a telecommunication operator to provide necessary data on customers suspected of committing a criminal act or aiding the perpetrator, provided that such data may be used as evidence or as an information source in the criminal proceedings. In case of emergency, a prosecutor may order a telecommunication operator to provide such data even in the absence of a court order,

but data collected in this manner must be sealed until a valid court order has been obtained.

The civilian intelligence agency, the Intelligence-Security Agency of Bosnia and Herzegovina may intercept the communications of individuals only if proper authorisation for the particular case has been granted by the President of the Court of Bosnia and Herzegovina.

4.4 Describe the rules governing the use of encryption and the circumstances when encryption keys need to be provided to the state?

There are no special provisions regarding encryption in this regard.

4.5 What call data are telecoms or internet infrastructure operators obliged to retain and for how long?

Operators must retain certain call data for customer billing purposes – individual customer call data can be retained and processed to the extent necessary for customer billing purposes for a time period in which claims may be contested or collected from the customers.

5 Distribution of Audio-Visual Media

5.1 How is the distribution of audio-visual media regulated in Bosnia and Herzegovina?

The distribution of audio-visual media is regulated in general by the CA, and primarily by CRA rule no. 56/2011 on Licences for the Distribution of Audio-visual Media Services and Radio Media Services and radio media services (Official Gazette of Bosnia and Herzegovina, no. 98/11) [Pravilo 56/11 o dozvolama za distribuciju audiovizuelnih medijskih usluga i medijskih usluga radija] ("Distribution Rule").

5.2 Is there a distinction between the linear and non-linear content and/or content distributed over different platforms?

The Distribution Rule and other relevant CA by-laws acknowledge the distinction between both linear and non-linear content (video-on-demand service is defined as a non-linear media service), and between content distributed over different platforms (over a licensed telecommunications network or directly via satellite). However, there are no distinctions in the licensing regime, since the distribution of audio-visual media services is defined as a unified programme package, requiring only a single licence.

5.3 Describe the different types of licences for the distribution of audio-visual media and their key obligations.

The Distribution Rule provides for only one type of distribution licence for the distribution of audio-visual media. The non-exclusive licence encompasses the provision of both linear and non-linear media services, either over a licensed telecommunications network or via satellite. The licence is valid for one year, and may be extended.

The key obligations include: (i) the duty to distribute the public broadcasting services of Bosnia and Herzegovina (three in total), free-of-charge; (ii) the obligation to maintain permanent offer for distribution on a non-commercial basis to all providers of audiovisual media broadcasting services in the distributor's area; (iii) the

prohibition of discrimination; and (iv) the prohibition of the modification of audio-visual media services being distributed.

5.4 Are licences assignable? If not, what rules apply? Are there restrictions on change of control of the licensee?

A licence may be transferred to another entity only subject to prior written CRA approval, and such approval may be issued only where the transfer is necessary to transfer equipment and existing customers.

CRA approval is not necessary in case of change of legal form or change of name of the licensee – such changes are only notified to CRA

6 Internet Infrastructure

6.1 Are conveyance services over the internet regulated in any different way to other electronic communications services? Which rules, if any, govern access to the internet at a wholesale (i.e. peering or transit) and/or retail (i.e. broadband access) level? Are internet service providers subject to telecommunications regulation?

General electronic communications regulations provided under the CA also cover internet services. Therefore, the general authorisation regime is also applicable to conveyance services over the internet. The provision of internet services shall be subject to a licence until the telecommunications market is fully liberalised, as determined by the Council of Ministers' sector policy.

6.2 How have the courts interpreted and applied any defences (e.g. 'mere conduit' or 'common carrier') available to protect telecommunications operators and/or internet service providers from liability for content carried over their networks?

There is no published court practice in this respect.

6.3 Are telecommunications operators and/or internet service providers under any obligations (i.e. provide information, inform customers, disconnect customers) to assist content owners whose rights may be infringed by means of file-sharing or other activities?

Internet service providers are not under obligation to assist content owners whose rights may have been infringed by file-sharing or other activities. However, pursuant to the regulations and wording of the licence, internet service providers must comply with an order(s) of the competent authority to eliminate any content from their servers which is deemed harmful, illegal, offensive, or which violates protected copyrights.

In addition, internet service providers may define and draft their own user policy as a service application precondition for users. This policy cannot be discriminatory or restrictive.

6.4 Are telecommunications operators and/or internet service providers able to differentially charge and/or block different types of traffic over their networks? Are there any 'net neutrality' requirements?

The CA generally prohibits any form of discrimination. These general rules do not prevent operators from offering different tariff packages and pricing models, and imposing special requirements concerning the type of content. Net neutrality legislation has not yet been implemented.

6.5 Are telecommunications operators and/or internet service providers under any obligations to block access to certain sites or content?

The competent authority may order the operator/provider to remove from its servers any content determined to be prohibited, offensive, harmful, or in violation of protected intellectual property rights.

6.6 How are 'voice over IP' services regulated?

There is no separate regulation of VoIP services in the CA or bylaws.



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