Risk-Based Firearm Policy Recommendations for Minnesota

Prepared by:
The Educational Fund to Stop Gun Violence
Risk-Based Firearm Policy Recommendations for Minnesota

The Educational Fund to Stop Gun Violence
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Additional Resources:
The Consortium for Risk-Based Firearm Policy State Report:
Guns, Public Health, and Mental Illness: An Evidence-Based Approach for State Policy

The Educational Fund to Stop Gun Violence: http://www.efsgv.org/
Firearm violence takes a tragic toll on society. Recent data shows there are more than 84,000 nonfatal firearm injuries and 33,000 deaths—nearly two-thirds of which are suicides—per year in the United States. Effective solutions to reduce gun violence demand a comprehensive, evidence-based strategy. The Consortium for Risk-Based Firearm Policy (Consortium), a group of the nation’s leading experts in public health, mental health, and gun violence prevention, came together in March 2013 to address this complex issue. These esteemed researchers, practitioners, and advocates developed evidence-based gun violence prevention policy recommendations to reduce access to firearms by people who are at an increased risk of dangerous behavior. This analysis from the Educational Fund to Stop Gun Violence (Ed Fund) examines how Minnesota law compares to the Consortium’s recommendations, and outlines steps Minnesota can take to prohibit individuals at increased risk of dangerous behavior from accessing firearms. The evidence supporting these recommendations is presented in the full Consortium Report: Guns, Public Health, and Mental Illness: An Evidence-Based Approach for State Policy.

I. Firearm Deaths in Minnesota

There is more than one firearm related death every day in the state of Minnesota (427 total deaths in 2013). Similar to national data, the majority of gun deaths in Minnesota are suicides (see Figure 1), which accounted for 79.4% of all firearm deaths in Minnesota in 2013. Minnesota’s overall firearm death rate (including all intents), firearm suicide rate, and firearm homicide rate are lower than the national rate (see Figures 2, 3 and 4).
Source: CDC’s WISQARS™ (Web-based Injury Statistics Query and Reporting System). Fatal Injury Reports, 1999-2013, for National, Regional, and States
II.  Consortium Recommendation Summary

The discourse after horrific mass shootings often centers on the link between gun violence and mental illness. While research shows mental illness is strongly associated with suicide,\(^9,10\) the majority of mentally ill individuals will never be violent toward others.\(^11-13\) There are certain times when mentally ill persons are at increased risk of interpersonal violence, such as the time period surrounding an involuntary hospitalization,\(^14,15\) but most people with common mental illnesses are not more violent than the general population without mental illness.\(^16\) Mental illness alone accounts for a very small proportion of societal violence (about 4%),\(^17\) therefore policies must address other risk factors for dangerousness in order to reduce overall violence in society.\(^18,19\) Aside from mental illness on its own, stronger predictors for interpersonal violence—including homicide—are a history of violence (violent misdemeanor crime convictions\(^20\) and domestic violence\(^21-23\)), drug abuse,\(^24\) and alcohol abuse.\(^25,26\) The Consortium recommends states expand current federal firearm prohibitions to include these broader risk factors for dangerousness. Policies addressing these criteria provide a comprehensive approach to gun violence prevention that is true to the evidence and does not stigmatize mental illness alone as the root cause of violence.

1.  Mental Health Risk Factors for Dangerousness

Evidence shows that while mental illness on its own is not a strong predictor for violent behavior toward others, there are circumstances when mental illness makes an individual more prone to violence. The first episode of psychosis, and the time period just before and after an involuntary hospitalization, for example.\(^27,28\) Mental illness is strongly associated with self-harm, and common mental illnesses such as depression can increase risk of suicide.\(^29,30\) Risk of suicide and access to firearms is particularly dangerous; 90% of attempted suicides by firearm are fatal.\(^31\) More than three-fourths of Minnesota firearm deaths were by suicide in 2013 (see Figure 1) and evidence informed policies restricting access to firearms during these periods of crisis might be effective. See below for the Consortium’s recommendations regarding mental health risk factors for dangerousness.

Recommendation #1: Current state law should be strengthened to temporarily prohibit individuals from purchasing or possessing firearms after a short-term involuntary hospitalization. Concurrently, the process for restoring firearm rights should be clarified and improved.

1.1 States should enact new legislation temporarily prohibiting individuals from purchasing or possessing firearms after a short-term involuntary hospitalization. This prohibition should be predicated on a clinical finding of danger to self or danger to others.
1.2 Restoration of an individual’s ability to purchase or possess a firearm following a firearm disqualification due to mental illness should be based on an evaluation by a qualified clinician and a finding that the petitioner is unlikely to relapse and present a danger to self or others in the foreseeable future.

2. Other Risk Factors for Dangerousness

As the majority of violence is related to factors other than mental illness alone, the Consortium recommends a risk-based approach to reducing violence, looking at other risk factors for dangerousness. A history of violence, including violent misdemeanor convictions and perpetration of domestic violence, is the strongest predictor of violence toward others. Individuals who abuse alcohol are at increased risk of homicide and suicide, and research also shows that firearm owners are more likely to abuse alcohol. Studies also show that illegal use of controlled substances is related to an increased risk of violence. The cognitive impairment associated with drug use also makes it difficult to avoid violent conflict. See below for the Consortium’s recommendations regarding these other risk factors for dangerousness.

Recommendation #2: States should enact new prohibitions on individuals’ ability to purchase or possess a firearm that reflect evidence-based risk of dangerousness.

2.1 Individuals convicted of a violent misdemeanor should be prohibited from purchasing or possessing firearms for at least ten years.
2.2 Individuals who are subject to temporary domestic violence restraining orders should be prohibited from purchasing and possessing firearms for the duration of the temporary order.
2.3 Individuals convicted of two or more DWI or DUIs in a period of five years should be prohibited from purchasing and possessing firearms for at least five years.
2.4 Individuals convicted of two or more misdemeanor crimes involving controlled substances in a five-year period should be prohibited from purchasing or possessing firearms for at least five years.

3. Periods of Crisis

Law enforcement and concerned family members need tools to temporarily suspend firearms access during periods of crisis. Connecticut and Indiana have discretionary gun-removal tools for law enforcement, and California became the first state in the country to pass a law providing family members with a similar option. See below for the Consortium’s recommendations regarding these periods of crisis.
Recommendation #3: Develop a mechanism to authorize law enforcement officers to remove firearms when they identify someone who poses an immediate threat of harm to self or others. States should also provide law enforcement with a mechanism to request a warrant authorizing gun removal when the risk of harm to self or others is credible, but not immediate. In addition, states should create a new civil restraining order process to allow family members and intimate partners to petition the court to authorize removal of firearms and temporarily prohibit firearm purchase and possession based on a credible risk of physical harm to self or others, even when domestic violence is not an issue.

3.1 Authorize law enforcement to remove guns from any individual who poses an immediate threat of harm to self or others. Law enforcement officers are well versed in the “use of force” continuum, and may also use risk/lethality assessments to judge the risk of particular situations. In emergency situations, this authority can be exercised without a warrant.

3.2 Create a new civil restraining order process to allow private citizens to petition the court to request that guns be temporarily removed from a family member or intimate partner who poses a credible risk of harm to self or others. This process should mirror the restraining order process in most states and include a temporary *ex parte* order as well as a long-term order issued after a hearing in which the respondent had an opportunity to participate. Respondents to an order issued through this process (Gun Violence Restraining Order or GVRO) will be prohibited from purchasing and possessing guns for the duration of the order and required to relinquish all firearms in their possession for the duration of the order. Law enforcement officers should be able to request a warrant through this process to remove guns when there is a credible risk of harm that is not immediate.

3.3 Include due process protections for affected individuals. Specifically, provide respondents with an opportunity to participate in a hearing after having their guns are removed by law enforcement (3.1) or through the GVRO process (3.2) and assure processes are in place for returning all removed guns at the conclusion of the temporary prohibition.

III. Opportunities for Minnesota

While Minnesota state law exceeds federal firearm prohibitions in many ways, Minnesota does not meet the Consortium’s risk-based firearm prohibitions. Minnesota should take the following steps to meet the Consortium’s recommendations:

*Consortium Recommendation #1: Mental Health Risk Factors for Dangerousness*

- Prohibit individuals following a short-term involuntary hospitalization from purchasing or possessing a firearm for five years.
- Clarify the restoration process to specifically require evidence from a clinician that the petitioner is unlikely to be a danger to themselves or others in the foreseeable future.

**Consortium Recommendation #2: Other Risk Factors for Dangerousness**
- Prohibit individuals convicted of a violent misdemeanor from purchasing or possessing a firearm for at least ten years.
- Prohibit respondents to temporary domestic violence restraining orders from purchasing or possessing firearms for the duration of the order.
- Prohibit individuals convicted of two or more DUI or DWIs within a five year period from purchasing or possessing firearms for at least five years.

**Consortium Recommendation #3: Periods of Crisis**
- Create a Gun Violence Restraining Order (GVRO) mechanism to enable law enforcement and family or household members to petition the court to temporarily prohibit an individual in crisis from purchasing or possessing firearms.
IV. Policy Analysis

An analysis of current Minnesota law and the corresponding Consortium recommendations is provided in the table below.

<table>
<thead>
<tr>
<th>Consortium Recommendation #1: Mental Health Risk Factors for Dangerousness</th>
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<tr>
<td>1.1: Prohibit individuals following a short-term involuntary hospitalization from purchasing or possessing a firearm.</td>
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<tr>
<th>Current Statute</th>
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| **Certain Persons Not to Possess Firearms**  
Minn. Stat. Ann. § 624.713 (West)  
**Subdivision 1. Ineligible persons.** The following persons shall not be entitled to possess a pistol or semiautomatic military-style assault weapon or, except for clause (1), any other firearm: ...  
(3) a person who is or has ever been committed in Minnesota or elsewhere by a judicial determination that the person is mentally ill, developmentally disabled, or mentally ill and dangerous to the public, as defined in section 253B.02, to a treatment facility, or who has ever been found incompetent to stand trial or not guilty by reason of mental illness, unless the person's ability to possess a firearm has been restored under subdivision 4; | • MN prohibits those who have been committed from possessing a firearm.  
• Recommend adding a five-year prohibition following short-term involuntary hospitalization. |

**Definitions**  
Minn. Stat. Ann. § 253B.02 (West)  
**Subd. 13. Person who is mentally ill.** (a) A "person who is mentally ill" means any person who has an organic disorder of the brain or a substantial psychiatric disorder of thought, mood, perception, orientation, or memory which grossly impairs judgment, behavior, capacity to recognize reality, or to reason or understand, which is manifested by instances of grossly disturbed behavior or faulty perceptions and poses a substantial likelihood of physical harm to self or others as demonstrated by: (1) a failure to obtain necessary food, clothing, shelter, or medical care as a result of the impairment; (2) an inability for reasons other than indigence to obtain necessary food, clothing, shelter, or medical care as a result of the impairment and it is more probable than not that the person will suffer substantial harm, significant psychiatric deterioration or debilitation, or serious illness, unless appropriate treatment and services are provided; (3) a recent attempt or threat to physically harm self or others; or (4) recent and volitional conduct involving significant damage to substantial property. (b) A person is not mentally ill under this section if the impairment is solely due to: (1) epilepsy; (2) developmental disability;
(3) brief periods of intoxication caused by alcohol, drugs, or other mind-altering substances; or
(4) dependence upon or addiction to any alcohol, drugs, or other mind-altering substances.

“Developmentally disabled person” means any person:
(1) who has been diagnosed as having significantly subaverage intellectual functioning existing concurrently with demonstrated deficits in adaptive behavior and who manifests these conditions prior to the person’s 22nd birthday; and
(2) whose recent conduct is a result of a developmental disability and poses a substantial likelihood of physical harm to self or others in that there has been (i) a recent attempt or threat to physically harm self or others, or (ii) a failure and inability to obtain necessary food, clothing, shelter, safety, or medical care.

Subd. 17. Person who is mentally ill and dangerous to the public.
(a) A “person who is mentally ill and dangerous to the public” is a person:
(1) who is mentally ill; and
(2) who as a result of that mental illness presents a clear danger to the safety of others as demonstrated by the facts that (i) the person has engaged in an overt act causing or attempting to cause serious physical harm to another and (ii) there is a substantial likelihood that the person will engage in acts capable of inflicting serious physical harm on another.
(b) A person committed as a sexual psychopathic personality or sexually dangerous person as defined in subdivisions 18a and 18b is subject to the provisions of this chapter that apply to persons who are mentally ill and dangerous to the public.

1.2: Refine the restoration process to include evidence from a clinician that the petitioner is unlikely to be a danger to themselves or others in the foreseeable future.

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| **Certain Persons Not to Possess Firearms**  
*Minn. Stat. Ann. § 624.713 (West)*  
**Subd. 4. Restoration of firearms eligibility to civilly committed person; petition authorized.**  
(a) A person who is prohibited from possessing a firearm under subdivision 1, due to commitment resulting from a judicial determination that the person is mentally ill, developmentally disabled, mentally ill and dangerous, or chemically dependent, may petition a court to restore the person’s ability to possess a firearm.  
(b) The court may grant the relief sought in paragraph (a) in accordance with the principles of due process if the circumstances regarding the person’s disqualifying condition and the person’s record and reputation are determined to be such that:  
(1) the person is not likely to act in a manner that is dangerous to public safety; and  
- MN’s restoration process requires that the petitioner is not likely to act in a way to endanger the public’s safety and that granting the relief would not be against the public’s best interest. The process does not require a clinician provide this evidence, yet the court may consider evidence from a medical doctor or clinical psychologist.
- Recommend clarifying that the restoration process require evidence come from a clinician to
(2) the granting of relief would not be contrary to the public interest. 
(c) When determining whether a person has met the requirement of paragraph (b), clause (1), the court may consider evidence from a licensed medical doctor or clinical psychologist that the person is no longer suffering from the disease or condition that caused the disability or that the disease or condition has been successfully treated for a period of three consecutive years. 
(d) Review on appeal shall be de novo.

**Consortium Recommendation #2: Other Risk Factors for Dangerousness**

**2.1: Prohibit individuals convicted of a violent misdemeanor from purchasing or possessing a firearm for at least ten years.**

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| **Certain Persons Not to Possess Firearms**  
Minn. Stat. Ann. § 624.713 (West)  
**Subdivision 1. Ineligible persons.** The following persons shall not be entitled to possess a pistol or semiautomatic military-style assault weapon or, except for clause (1), any other firearm:  
...  
(2) except as otherwise provided in clause (9), a person who has been convicted of, or adjudicated delinquent or convicted as an extended jurisdiction juvenile for committing, in this state or elsewhere, a crime of violence. For purposes of this section, crime of violence includes crimes in other states or jurisdictions which would have been crimes of violence as herein defined if they had been committed in this state;  
...  
(9) a person who has been convicted in this state or elsewhere of assaulting a family or household member and who was found by the court to have used a firearm in any way during commission of the assault is prohibited from possessing any type of firearm for the period determined by the sentencing court;  
...  
(11) a person who has been convicted of the following offenses at the gross misdemeanor level, unless three years have elapsed since the date of conviction and, during that time, the person has not been convicted of any other violation of these sections: section 609.229 (crimes committed for the benefit of a gang); 609.2231, subdivision 4 (assaults motivated by bias); 609.255 (false imprisonment); 609.378 (neglect or endangerment of a child); 609.582, subdivision 4 (burglary in the fourth degree); 609.665 (setting a spring gun); 609.71 (riot); or 609.749 (stalking). For purposes of this paragraph, the specified gross misdemeanor convictions include crimes committed in other states or jurisdictions which would have been gross misdemeanors if conviction occurred in this state; |  
- MN prohibits people who have committed gross misdemeanors from possessing a gun for three years.  
- Recommend implementing Consortium recommendation 2.1 to include a ten-year prohibition for all violent misdemeanants. |
(12) a person who has been convicted of a violation of section 609.224 if the court determined that the assault was against a family or household member in accordance with section 609.2242, subdivision 8 (domestic assault), unless three years have elapsed since the date of conviction and, during that time, the person has not been convicted of another violation of section 609.224 or a violation of a section listed in clause (11);

## Stalking; Penalties

Minn. Stat. Ann. § 609.749 (West)

**Subd. 8. Stalking; firearms.** (a) When a person is convicted of a stalking crime under this section and the court determines that the person used a firearm in any way during commission of the crime, the court may order that the person is prohibited from possessing any type of firearm for any period longer than three years or for the remainder of the person's life. A person who violates this paragraph is guilty of a gross misdemeanor. At the time of the conviction, the court shall inform the defendant for how long the defendant is prohibited from possessing a firearm and that it is a gross misdemeanor to violate this paragraph. The failure of the court to provide this information to a defendant does not affect the applicability of the firearm possession prohibition or the gross misdemeanor penalty to that defendant.

## Assault in the Fifth Degree

Minn. Stat. Ann. § 609.224 (West)

**Subd. 3. Firearms.** (a) When a person is convicted of a violation of this section or section 609.221, 609.222, or 609.223, the court shall determine and make written findings on the record as to whether:

1. the defendant owns or possesses a firearm; and
2. the firearm was used in any way during the commission of the assault.

(b) Except as otherwise provided in section 609.2242, subdivision 3, paragraph (c), a person is not entitled to possess a pistol if the person has been convicted after August 1, 1992, of assault in the fifth degree if the offense was committed within three years of a previous conviction under sections 609.221 to 609.224, unless three years have elapsed from the date of conviction and, during that time, the person has not been convicted of any other violation of section 609.224. Property rights may not be abated but access may be restricted by the courts. A person who possesses a pistol in violation of this paragraph is guilty of a gross misdemeanor.

2.2: **Prohibit individuals subject to a temporary domestic violence restraining order from purchasing or possessing a firearm for the duration of the order.**

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<td><strong>Domestic Abuse Act</strong>&lt;br&gt;Minn. Stat. Ann. § 518B.01 (West)&lt;br&gt;(g) An order granting relief shall prohibit the abusing party from possessing firearms for the length the order is in effect if the order (1) restrains the abusing party from harassing, stalking, or threatening the petitioner or restrains the abusing party from engaging in other conduct that would place the</td>
<td>• MN only prohibits individuals who are the subject of an order for protection that was issued after notice and hearing for the duration of the order.</td>
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petitioner in reasonable fear of bodily injury, and (2) includes a finding that the abusing party represents a credible threat to the physical safety of the petitioner or prohibits the abusing party from using, attempting to use, or threatening to use physical force against the petitioner. The order shall inform the abusing party of that party’s prohibited status. Except as provided in paragraph (i), the court shall order the abusing party to transfer any firearms that the person possesses, within three business days, to a federally licensed firearms dealer, a law enforcement agency, or a third party who may lawfully receive them. The transfer may be permanent or temporary. A temporary firearm transfer only entitles the receiving party to possess the firearm. A temporary transfer does not transfer ownership or title. An abusing party may not transfer firearms to a third party who resides with the abusing party. If an abusing party makes a temporary transfer, a federally licensed firearms dealer or law enforcement agency may charge the abusing party a reasonable fee to store the person’s firearms and may establish policies for disposal of abandoned firearms, provided such policies require that the person be notified via certified mail prior to disposal of abandoned firearms.

For temporary firearms transfers under this paragraph, a law enforcement agency, federally licensed firearms dealer, or third party shall exercise due care to preserve the quality and function of the transferred firearms and shall return the transferred firearms to the person upon request after the expiration of the prohibiting time period, provided the person is not otherwise prohibited from possessing firearms under state or federal law. The return of temporarily transferred firearms to an abusing party shall comply with state and federal law. If an abusing party permanently transfers the abusing party's firearms to a law enforcement agency, the agency is not required to compensate the abusing party and may charge the abusing party a reasonable processing fee. A law enforcement agency is not required to accept an abusing party’s firearm under this paragraph.

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### 2.3: Prohibit individuals convicted of two or more DUI or DWIs within a five-year period from purchasing or possessing firearms for at least five years.

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| **Certain Persons Not to Possess Firearms**  
*Minn. Stat. Ann. § 624.713 (West)*  
**Subdivision 1. Ineligible persons.** The following persons shall not be entitled to possess a pistol or semiautomatic military-style assault weapon or, except for clause (1), any other firearm: … |

(5) a person who has been committed to a treatment facility in Minnesota or elsewhere by a judicial determination that the person is chemically dependent as defined in section 253B.02, unless the person has completed treatment or the person’s ability to possess a firearm has been restored under subdivision 4. Property rights may not be abated but access may be restricted by the courts; |

- MN has an alcohol-related prohibition on possessing firearms for those who have been committed to a treatment facility or for those who have been defined as chemically dependent.

- Recommend implementing Consortium recommendation 2.2 to prohibit respondents to temporary ex parte domestic violence restraining orders for the duration of the order.

- Recommend implementing Consortium recommendation 2.3 to prohibit individuals convicted of two or more DUI/DWI offenses within a five-year period for purchasing or possessing a firearm
Definitions

Minn. Stat. Ann. § 253B.02 (West)

Subd. 2. Chemically dependent person. “Chemically dependent person” means any person (a) determined as being incapable of self-management or management of personal affairs by reason of the habitual and excessive use of alcohol, drugs, or other mind-altering substances; and (b) whose recent conduct as a result of habitual and excessive use of alcohol, drugs, or other mind-altering substances poses a substantial likelihood of physical harm to self or others as demonstrated by (i) a recent attempt or threat to physically harm self or others, (ii) evidence of recent serious physical problems, or (iii) a failure to obtain necessary food, clothing, shelter, or medical care. “Chemically dependent person” also means a pregnant woman who has engaged during the pregnancy in habitual or excessive use, for a nonmedical purpose, of any of the following substances or their derivatives: opium, cocaine, heroin, phencyclidine, methamphetamine, amphetamine, tetrahydrocannabinol, or alcohol.

2.4: Prohibit individuals convicted of two or more misdemeanor drug crimes within a five-year period from purchasing or possessing firearms for at least five years.

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| Certain Persons Not to Possess Firearms  
Minn. Stat. Ann. § 624.713 (West)  
Subdivision 1. Ineligible persons. The following persons shall not be entitled to possess a pistol or semiautomatic military-style assault weapon or, except for clause (1), any other firearm:  

...  

(4) a person who has been convicted in Minnesota or elsewhere of a misdemeanor or gross misdemeanor violation of chapter 152, unless three years have elapsed since the date of conviction and, during that time, the person has not been convicted of any other such violation of chapter 152 or a similar law of another state; or a person who is or has ever been committed by a judicial determination for treatment for the habitual use of a controlled substance or marijuana, as defined in sections 152.01 and 152.02, unless the person's ability to possess a firearm has been restored under subdivision 4;  

For a full list of qualifying drug and controlled substances see:  
Minn. Stat. Ann. § 152.01 et seq. (West) |

- MN has a drug-related misdemeanor firearm prohibition for 3 years following a conviction.  
- MN meets or exceeds the consortiums recommendation for the drug prohibition.
Consortium Recommendation #3: Periods of Crisis

3.1-3.3: Create a Gun Violence Restraining Order (GVRO) mechanism to enable law enforcement, family members, and intimate partners to petition the court to temporarily prohibit an individual in crisis from purchasing or possessing firearms.

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<tr>
<td>n/a</td>
<td>• There is no mechanism for law enforcement to apply for a warrant to remove firearms in Minnesota based on risk of dangerousness.</td>
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<td>• There is no civil mechanism for private citizens to petition the court to remove firearms. Nor is there a mechanism for private citizens to contact law enforcement to petition the removal of guns for the broader dangerous behaviors we identify in the state report.</td>
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<td>• Recommend implementing Consortium recommendations 3.1, 3.2, and 3.3.</td>
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CONN. GEN. STAT. § 29-38C

IND. CODE ANN. § 35-47-14
