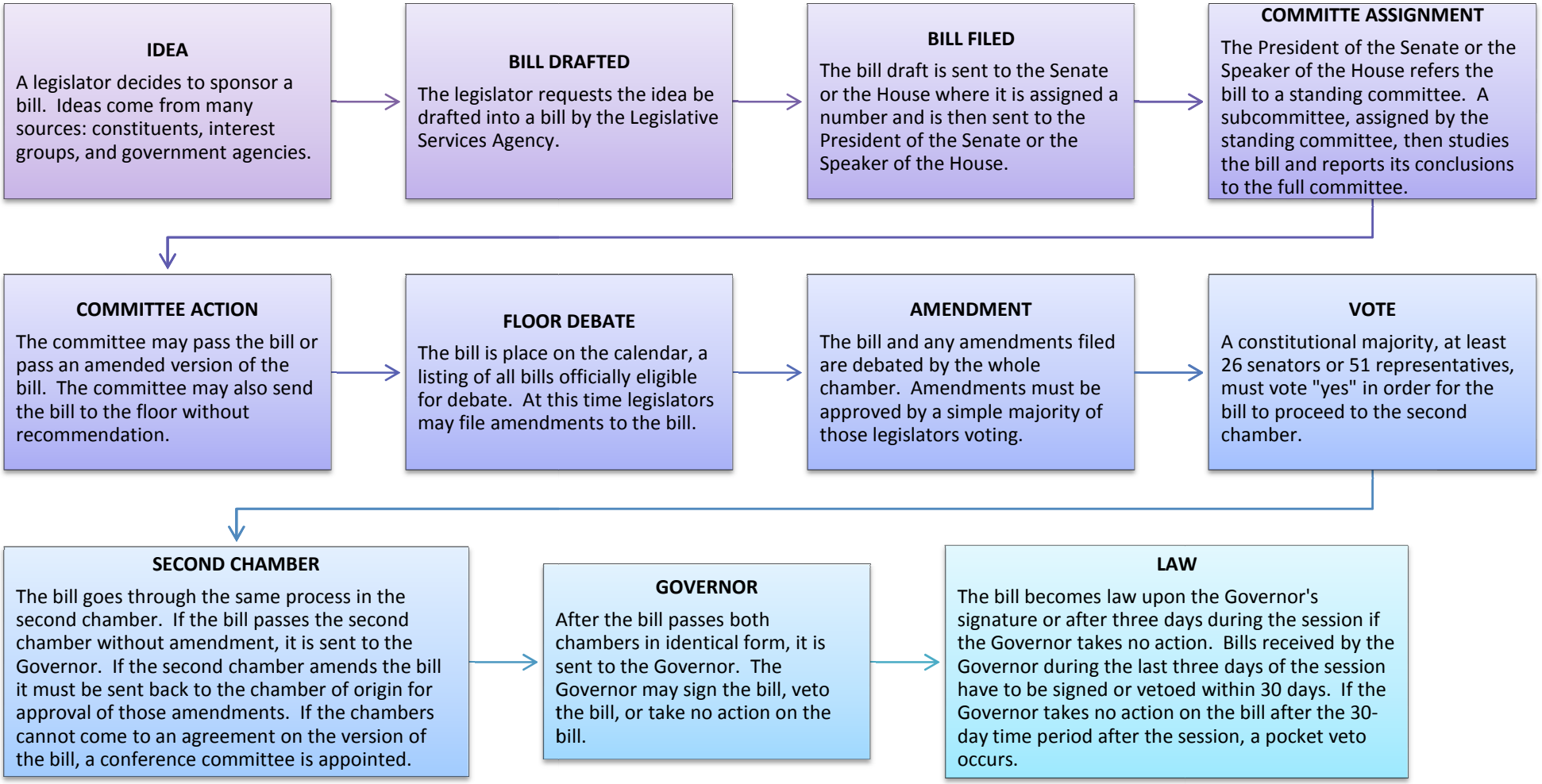HOW AN IDEA BECOMES A LAW