

ORANGE COUNTY DISTRICT 5 • NEIGHBORHOOD COUNCIL

E-Bikes: What's Legal, What's Changing, and What Keeps Kids Safe

A look at the proposed Orange County ordinance, the crash data behind it,
and what parents can do before the rules ever take effect.

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Research

SantiniResearch.com: independent public safety analysis. Published by the ABA Law Practice Management Journal.

Home

Married, three kids. High school football coach. And yes, a former professional wrestler, which mostly means I know exactly how a body reacts when it hits pavement.

I went looking for the numbers. Nobody was keeping them.

1

I kept seeing the same file

More e-bike calls in my office. More parents at practice asking me whether they should let their kid have one.

2

So I asked for the data

Florida's crash reports don't have a box for "e-bike." Riders are coded as pedalcyclists — a legal e-bike and a 1970s Schwinn land in the same bucket.

3

I built the analysis myself

I pulled FLHSMV crash records for all 67 counties, 2017–2019 against 2022–2025, normalized per 100,000 residents, then a second study on Orange, Seminole and Osceola specifically.

4

Then a guide for parents

A second paper on what the safety literature actually says about which behaviors put kids in the ER. Most of it is common sense, until you see the multipliers.



The crash that keeps repeating: a driver scanning for a gap in road traffic, and a rider on the sidewalk closing far faster than a walker.

Everybody in this room meets e-bikes from a different seat

The parent being asked

Your kid wants one. Their friends have one. You are getting the same pressure campaign we all got about a phone.

The parent who said yes

It's already in the garage. Now the question is what rules you set, and whether anyone else is following them.

The adult who rides

It's real mobility. It's how you get to work, to the trail, to the store without a car. You want that protected.

The driver

You do not want a kid darting off a sidewalk into your lane at 25 miles an hour. You'd never see them in time.

The pedestrian or cyclist

You're walking a dog or pushing a stroller, and something silent passes you at three times your speed.

Same device. Five very different problems. Any rule that only solves one of them will fail.

PART ONE

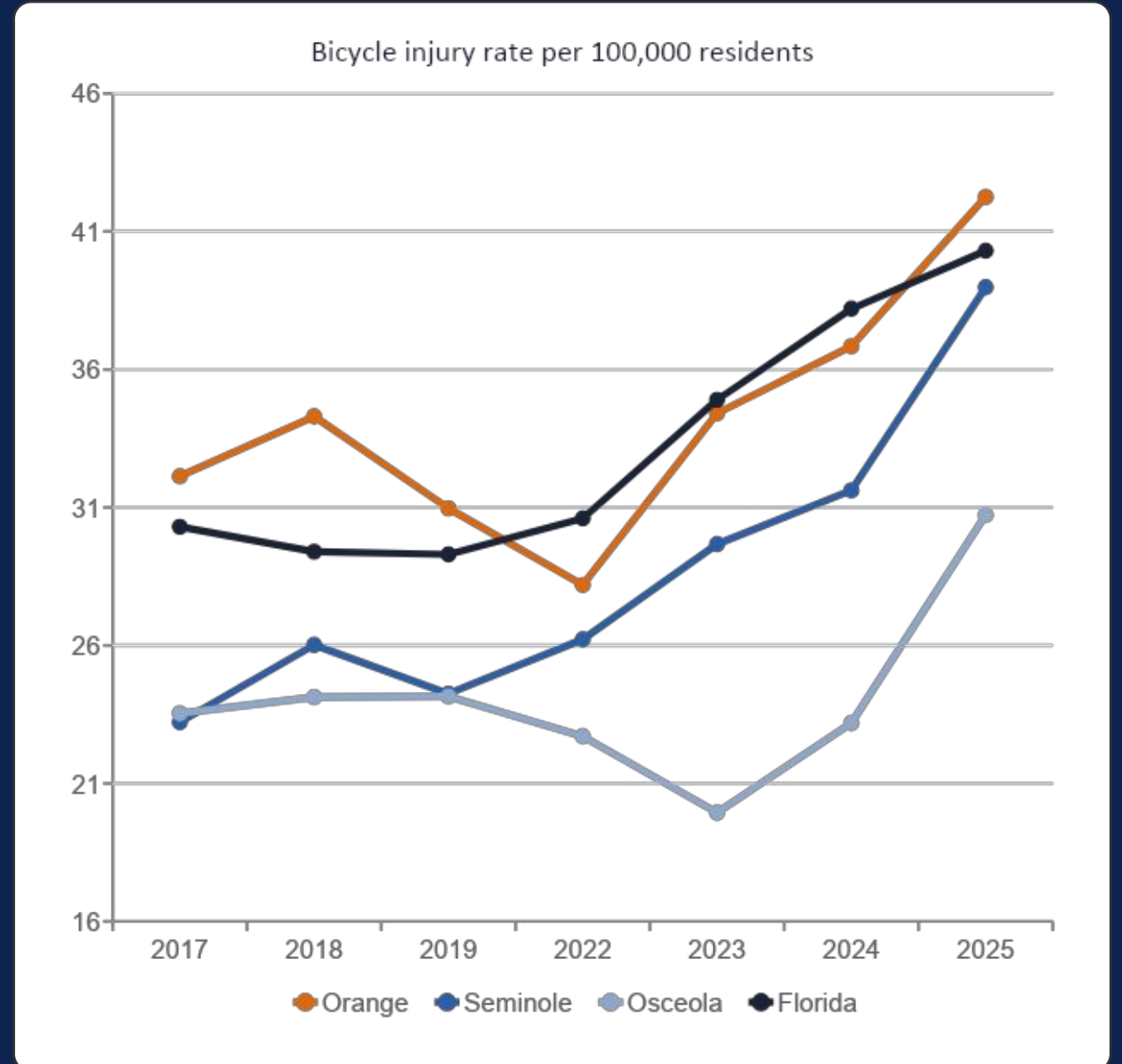
What the numbers say

Bicycle injuries per 100,000 residents. Orange County tracked near the state average for years. In 2025 it broke above it, and every county line in the region turns upward in the same window.

42.25

Orange County injuries per 100,000 in 2025, above the statewide rate of 40.3, and the highest of the nine years studied.

Santini Research · FLHSMV Crash Dashboard, UF BEBR population estimates



Not a fad: a whole vehicle category in five years

1.7M

e-bikes imported into the United States in 2024 — roughly a 72% jump over the prior year.

2.2M

electric bikes imported into the U.S. in 2025, up another 29% year over year.

4x

growth in U.S. e-bike sales between 2019 and 2022, the exact window Florida's crash numbers broke trend.

Florida got hit especially hard.

- St. Petersburg converted its municipal bike-share to an all-electric fleet in 2023, ridership more than doubled against its final pedal-bike year.
- Forward Pinellas recorded a 60% spike in trail usage beginning in 2020, and has sustained more than 2 million annual trail users since.
- A Sanibel Island study reported a 92% surge in e-bike traffic between 2024 and 2025.

The injury curve followed the sales curve

53,000+

e-bike injuries treated in U.S. hospitals, 2017–2022.

293%

surge in e-bike injuries between 2019 and 2022, nearly tripling in three years.

360,800

ER visits tied to micromobility devices, 2017–2022, plus 233 deaths.

23%

average annual growth rate in those injuries.

And the injuries concentrate in one narrow age band

10–13

The age group most commonly injured on e-bikes. Some pediatric studies put over 44% of pediatric cases in this bracket.

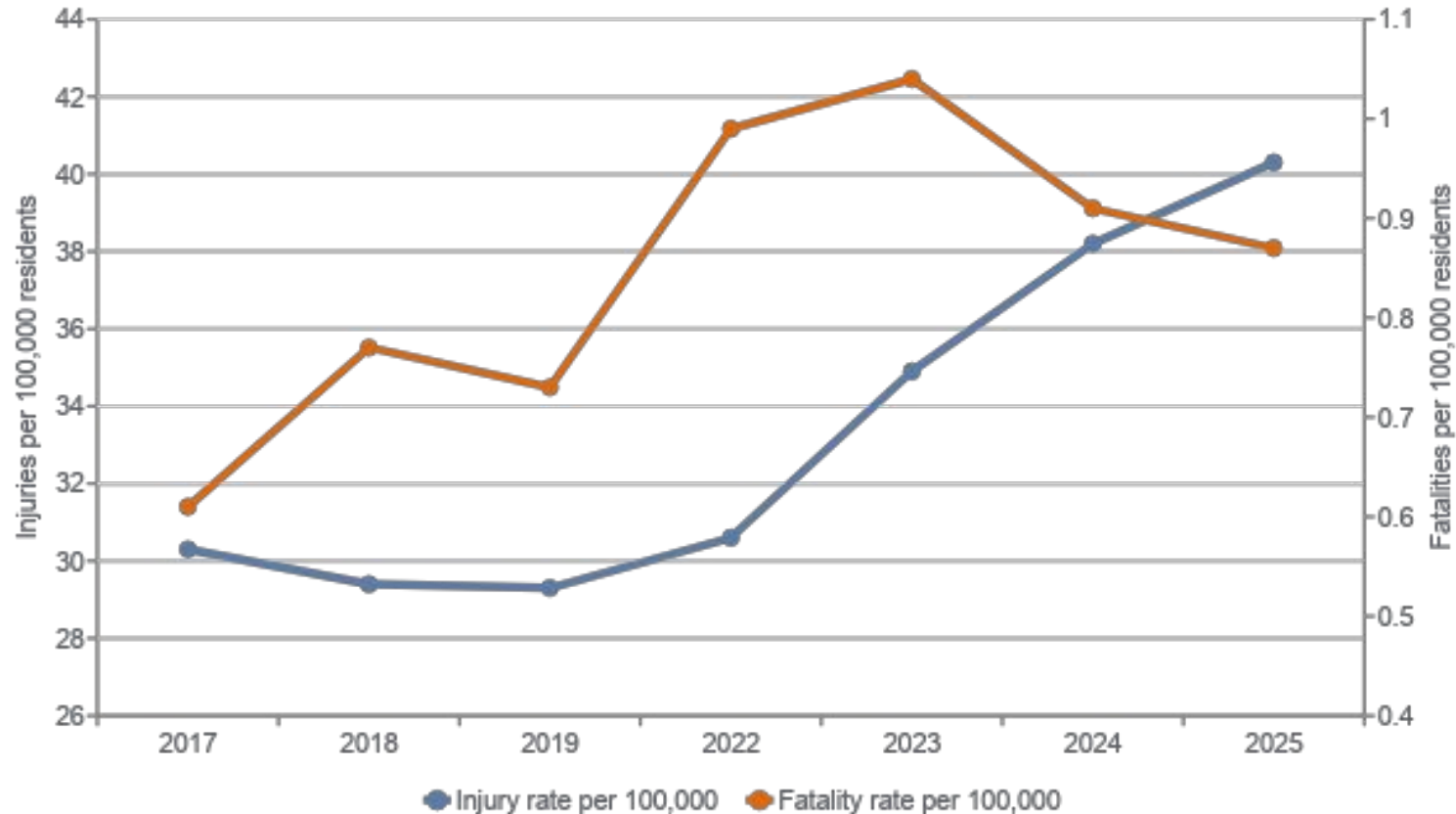
36%

Share of all micromobility injuries suffered by children 14 and under, a group that is only about 18% of the population.

Worse outcomes

Pediatric researchers find kids on e-bikes wear helmets less often and are hospitalized more often than kids on regular bikes or mopeds.

Bicycle deaths in Florida are up nearly 50% since COVID



Pre-COVID vs. post-COVID

+46.6%

statewide bicycle fatalities per year (148 → 217)

+32.2%

statewide bicycle injuries per year (6,227 → 8,233)

+35.1%

fatality rate per 100,000 residents

Crashes are not just more frequent, they are more lethal.

Injuries rose. Deaths rose almost four times faster.

Orange County, 2017–2019 compared with 2022–2025

+19.8%

average bicycle injuries per year
445.7 → 534.0

+78.6%

average bicycle deaths per year
7.0 → 12.5

+62.7%

fatality rate per 100,000
0.51 → 0.83

649

injuries in 2025 alone — up from
415 in 2022, a 56% climb

ORANGE

Largest burden of the three

534 injuries and 12.5 deaths a year. The injury rate rose from 32.5 to 35.4 per 100,000, but the fatality rate jumped from 0.51 to 0.83.

SEMINOLE

Fastest-growing injury rate

Injuries climbed from 113 to 154.5 a year; the rate rose 29%, from 24.5 to 31.6 per 100,000. In 2025 it hit 38.98, nearly level with Orange.

OSCEOLA

Deadliest of the three

The injury rate barely moved (23.9 to 24.1), but deaths went from 3.7 to 6.0 a year and the fatality rate reached 1.33 per 100,000: the highest in the region.

Same three counties MetroPlan Orlando plans for. Same window the e-bike boom landed in.

Florida came within one signature of finally tracking this

Senate Bill 382 (2026)

- Required law enforcement to record e-bike class, operator age and license status on every micromobility crash
- Set a 10 mph limit within 50 feet of pedestrians
- Created a statewide Micromobility Device Safety Task Force

What happened to it

- Passed unanimously: 112–0 in the House, 37–0 in the Senate
- Vetoed by Governor DeSantis on June 25, 2026, citing surveillance concerns and changes made before the task force could report
- No statewide framework is scheduled to replace it

So the crash form stays broken until 2028 at the earliest.

MetroPlan Orlando staff told their board in July that the statewide crash report form won't be updated to capture micromobility until somewhere between 2028 and 2032. FDOT is building an interim workaround: an algorithm that scrapes crash narratives for the words "e-bike" and "scooter." In the meantime, the only usable local numbers come from hospitals, from individual agencies, and from independent analyses like this one.

What the local numbers look like

273%

increase in Orange County emergency room visits for e-bike and e-scooter injuries, 2022–2025.

54%

of those 2025 ER visits were patients 19 and younger. 37% were under 15.

10–14

the age band with the single largest number of ER visits.

about 11,000

OCPS students who rode to school last year on a micromobility device.

MetroPlan Orlando crash typing

- More than a 54% increase in the share of bicycle crashes involving e-bikes, versus pre-pandemic
- Riders under 15 are over-represented in e-scooter crashes; riders 19–29 are over-represented in e-bike crashes
- Bike-on-bike and bike-on-pedestrian crashes usually never get reported at all

City of Orlando, 2026 to date

- 800+ police encounters with e-mobility devices since January 2026
- 46 injury crashes and 12 hit-and-runs involving minors
- Chief Eric Smith: in most of these incidents, "the e-bikes are found to have been at fault"

WHY NOW

On May 12, 2026, a 13-year-old named Colton Remsburg was struck by a pickup truck while riding his e-bike on Moss Park Road in Lake Nona. He died days later at Arnold Palmer Hospital.

One week later, on May 19, the Orange County Commission directed the Sheriff's Office and county staff to draft the county's first e-bike ordinance.

The rules you are about to hear were shaped by a real tragedy in this community. That is worth remembering when we get to the parts that may feel inconvenient.

PART TWO

Most of what you see isn't an e-bike

If it has no pedals, or it does 40, it is not an e-bike. It is an unregistered motor vehicle, and completely different rules apply to it.

SOLD ONLINE AS

“Electric Bike — Adult E-Bike, High Power”

\$1,499

motor
4× the legal limit

top speed
45–50 mph

NO PEDALS. NO CRANK.

Under Florida law this is not an electric bicycle.

No operable pedals and a motor far over 750 watts — § 316.003(23) is not met. It is a motor vehicle: tag, registration, insurance, licensed operator. Not the sidewalk. Not the bike lane. Not the trail.

Example of a device marketed online as an “e-bike.” Shown to illustrate the category. Listed price and performance figures are typical of this class of machine; no claim is made about any particular manufacturer or model.

Florida's definition is short, and a lot of machines fail it

§ 316.003(23), Fla. Stat. — an "electric bicycle" is:

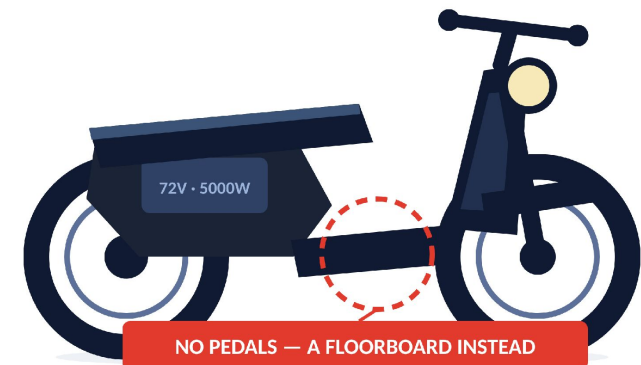
- 1 Two or three wheels**
A bicycle or tricycle frame.
- 2 Fully operable pedals**
Not decorative. Not removed. If you can't pedal it, it is not an e-bike.
- 3 A seat or saddle**
For the rider.
- 4 An electric motor under 750 watts**
About one horsepower. Anything more powerful falls outside the definition.
- 5 Motor cuts out at 20 or 28 mph**
Depending on class. The motor must also disengage when you stop pedaling or hit the brakes.
- 6 A manufacturer's class label**
Class number, top assisted speed, and wattage, permanently affixed. § 316.20655.

SOLD ONLINE AS

"E-Bike — No License, No Registration Needed"

top speed
40+ mph

weight
~150 lb



Shorthand for tonight: pedals, a seat, under 750 watts, and it quits helping you by 28 mph. Miss any one of those and you are riding something else entirely.

Three classes and why the class matters

CLASS 1

Pedal-assist only.

Motor helps only while you are pedaling.

Cuts out at 20 mph

Most widely accepted on trails and paths.

CLASS 2

Throttle allowed.

Motor can run without pedaling.

Cuts out at 20 mph

The class most often restricted on shared-use paths.

CLASS 3

Pedal-assist only, faster.

Speedometer required.

Cuts out at 28 mph

Commonly barred from sidewalks and some trails; the class states most often restrict by age.

Why a number on a sticker matters: § 316.20655 lets any city, county, or state agency restrict e-bikes on a specific bicycle path, multiuse path, or trail network, and those restrictions are usually written by class. Same bike, different rules, three miles down the road.

If it fails that test, it is a motor vehicle

What we're really talking about

Electric dirt bikes and "e-motos" typically no operable pedals, high-wattage motors, 40 mph and up. Also: any e-bike modified past its class limits. The moment you derestrict it, it stops qualifying as an e-bike under Florida law.

Then it needs all of this

Registration · license plate · insurance · a driver license or motorcycle endorsement · lights and turn signals — and it belongs on the roadway.



Also sold as an "e-bike." No pedals anywhere on it.

Which means a 13-year-old on one of these is, legally, an unlicensed operator of an unregistered, uninsured motor vehicle.

Why there are so many of them out there

Marketing

These are sold and advertised as "e-bikes." Nothing at checkout tells a parent they've bought a motor vehicle.

Purchasing

Most of us buy on speed, price and looks. Almost nobody reads the class label before clicking buy.

Enforcement

Deputies can't judge wattage by eye, and until a state law or ordinance is enacted the only tools are state charges that create a permanent record on a kid.

Other Florida agencies have moved past warnings

Martin County Sheriff's Office

Ran a weekend enforcement operation after resident complaints about juveniles riding recklessly and on illegal devices. Towed five illegal e-bikes and notified the parents of every juvenile rider. Their message: "Those who choose to ignore the rules will be held accountable."

West Melbourne Police Department

Issued public guidance drawing a bright line between legal Class 1–3 e-bikes and electric dirt bikes and e-motos, and warned that riders of non-compliant machines face citations, impoundment, fines, and court appearances.

The pattern statewide

Agencies start with education, then move to enforcement, then to impound. Orange County is already at step three for rental fleets. For the device in your kid's garage it is still at step one, and the draft ordinance is what closes that gap.

The window where nobody was checking is closing.

Part Three:

The rules that apply right now

Before we get to what's proposed: here is what Florida law already requires, and the patchwork of city rules already in force around District 5.

A legal e-bike is treated as a bicycle

The surprise for most parents

Florida sets no minimum age to operate an e-bike.

No license, no registration, no insurance, no training requirement, no age floor. MetroPlan Orlando's own 2025 policy primer puts it in a banner across the top of its device chart: NO MINIMUM AGE TO RIDE.

What state law does require

- Helmets for any rider or passenger under 16, properly fitted and fastened (§ 316.2065(3)(d))
- On a sidewalk or crosswalk you have the rights and duties of a pedestrian: yield to walkers and give an audible signal before you pass
- Front white light and rear red light and reflector between sunset and sunrise
- Same traffic laws as every other vehicle: stop signs, red lights, ride with traffic
- Senate Bill 462 (2025) reset the micromobility definition and raised the definition's speed ceiling to 28 mph

And local governments have express authority to go further

Section 316.20655 says nothing in the e-bike statute prevents a local government from adopting an ordinance governing e-bike operation on streets, highways, sidewalks and sidewalk areas, and it lets a city, county, or state agency restrict e-bikes on any bicycle path, multiuse path, or trail network. That sentence is the legal foundation for everything Orange County, Winter Park, Ocoee and Orlando are now doing.

Meanwhile, every city around us is writing its own rules

Ocoee

Adopted July 7, 2026

10 mph limit on sidewalks or within 50 feet of pedestrians. Ride with traffic on streets. No stunt riding, wheelies, or racing on public property.

Winter Park

Draft (under revision), after work session Aug. 13, 2026

Under-16 riders would need a city-approved safety course, and parents could be liable for violations. Commissioners dropped the ID requirement and questioned a proof card and a fixed 10-mph limit. The draft bars sidewalk riding downtown, in Hannibal Square and Orange Avenue, and allows impoundment.

Orlando

Existing rules · Broader ordinance discussed at workshop Aug. 10, 2026

Already prohibits riding on sidewalks and bike paths where posted, and requires parking in designated areas. Now weighing a broader sidewalk ban; the city attorney is steering away from class- and age-based rules as too hard to enforce.

Orange County

Already on the books

All e-bikes, owned or rented: 10 mph on sidewalks; Class 3 barred from shared-use paths and County trails. Shared rental fleets only: separate 10 mph, service-area, parking and impoundment rules. Personally owned scooters and similar devices are excluded from those fleet rules.

Seminole County released a draft e-bike/micromobility ordinance in August 2025, but nearly a year later it still has not adopted a countywide e-bike ordinance. The larger problem is fragmentation: a short ride through Orlando, Winter Park and unincorporated Orange County can cross multiple sets of rules. As Commissioner Semrad put it, the effort “definitely has to be across the county.”

The school district already acted

Orange County School Board vote, July 28, 2026

E-bikes and e-scooters are banned from elementary and middle school campuses.

High school students may still ride if they hold a valid driver's license or learner's permit, register the device for a district decal, and walk it once on school property. The ban phases in over the first month of school.

What it covers

Devices on campus. That's the extent of the district's authority; they can regulate what parks at school, not how a child rides on the road getting there. The board said it will revisit the policy once the county adopts its ordinance.

The enforcement problem

Board members said openly that enforcement will be hard; staff are already stretched. As one member put it: "We 100 percent need parents to partner with us; kids are flying through stop signs."

The fair criticism

A parent at the hearing: "Banning them from school campus is not going to solve the problem that they're setting out to solve."

Part Four:

The proposed

Orange County ordinance

Drafted by the Orange County Sheriff's Office. Directed by the Commission on May 19, 2026. Aimed at being in place for this school year.

Six things the Sheriff's Office has proposed

1

Simplify the definitions

Clear county-level categories for e-bikes, e-scooters, and everything that isn't either, so a deputy can make the call at the roadside.

2

Set a countywide speed limit

One standard for these devices across the whole county, instead of a different number in every municipality.

3

Create a county citation

A non-criminal ticket that works like a county parking ticket, for reckless riding, speeding, not slowing near pedestrians, weaving between cars.

4

Make parents responsible

Parents would be notified when a minor violates the ordinance, with repeat violations potentially resulting in citations or financial responsibility for the parent.

5

Allow impoundment

Deputies could take the device. Michael Crabb, then the OCSO lieutenant on this and now a county commissioner: "they can't get it back until they complete an online e-bike safety course."

6

Revisit sidewalk privileges

Authority to pull sidewalk riding privileges, plus equipment requirements such as lights. Paired with a countywide education campaign.

OCSO said the ordinance was roughly 90% complete in May. The draft has not yet been publicly released, so these provisions reflect public presentations and statements and remain subject to change.

How it would actually work on the street

FIRST CONTACT

Warning + parent notified

A deputy stops the rider. The parents get told. Nothing goes on the child's record.



SECOND CONTACT

Citation the family answers for

A county civil ticket issued to the child, with parents potentially responsible for payment. Functions like a parking ticket, no criminal record.



ESCALATION

The device gets impounded

The e-bike is taken and held. It comes back only after the rider completes an approved online safety course.

Notice what this is designed to do: it gives deputies a middle option between doing nothing and charging a child under state law, and it makes the exit ramp out of the system a safety course rather than a fine.

Timeline and what "changes are coming" actually means

Dec 2, 2025

Commissioner Nicole Wilson asks the Board to take up micromobility. Mayor Demings signals that law enforcement needs to be a significant part of whatever the county does.

May 12, 2026

Colton Remsburg, 13, is struck on Moss Park Road in Lake Nona.

May 19, 2026

The Board directs the Sheriff's Office and staff to draft an ordinance and come back within about three months.

June 25, 2026

Governor DeSantis vetoes SB 382, removing any statewide framework.

July 28, 2026

The school board bans e-bikes and e-scooters at elementary and middle schools.

Fall 2026 (expected)

The draft ordinance is expected to return to the Board of County Commissioners for discussion, alongside the education plan.

This school year

The county's stated goal is to have the ordinance and the education campaign in place. State-level rules would not arrive before July 2027 at the earliest.

Bottom line: Orange County is going to have e-bike rules, and it intends to have them soon.

What the ordinance will and won't fix

What it should genuinely help

- Gives deputies a workable tool short of charging a child
- One speed standard instead of a different rule in every city
- Routes kids into actual training instead of just fines
- Puts responsibility where the purchasing decision was made: with parents
- Creates local records of contacts, which becomes de facto data

What it will not touch

The crash data gap.

The state form still won't distinguish an e-bike from a beach cruiser until 2028 at the earliest.

The infrastructure.

As Commissioner Semrad has noted, Orange County infrastructure is not suited for these devices. A citation does not build a protected bike lane on a 45 mph arterial.

It is built around minors.

Parental notification and parent-paid citations have no grip on a 20-year-old at UCF or a visitor on a rental. FDOT finds the deadliest cohort is riders aged 20 to 39.

The machine already in the garage.

No ordinance un-sells the 3,000-watt device a family already bought.

Part Five: What I actually do as a parent

No ordinance is going to be standing next to your kid at the intersection. Here's what the research says works, and what I recommend to friends and family.



I treat it exactly like getting my kid ready to drive a car

When my kid starts driving, I won't just hand over the keys. I'll teach, supervise, set limits, and expand freedom as judgment improves. I think e-bikes deserve the same approach.

1

Supervised hours first

Before they ride alone, ride with them. Not once, repeatedly, on the actual route, until you've watched them handle a bad driver.

2

A graduated license, at home

Start with the neighborhood only. Then daylight only. Then the route to a friend's house. Expand it when they earn it, not when they ask.

3

Rules that have teeth

In our house, no helmet means no ride. Not a lecture: the bike goes in the garage. The rule only works if it costs them something.

4

Keep talking about it

Research on young riders finds that a kid's self-image: "I'm a responsible rider" predicts risk-taking better than almost anything else. That identity gets built by you, out loud, repeatedly.

The behaviors that turn a modest risk into a probable crash

20x

Chasing friends or goofing around

Riders who chase each other or play while riding have over twenty times higher odds of injury than a rider going straight to a destination.

12x

Riding a bike that isn't right

Continuing to ride with a mechanical problem, bad brakes, loose part, raises crash likelihood twelvefold versus a properly maintained bike.

11x

Taking a phone call while riding

Answering or making a call spikes the odds of injury by roughly eleven times.

11x

Hours-long joyrides

Riding more than an hour a day carries about eleven times the crash risk of riding under ten minutes. Trips, not marathons.

Helmets belong on this list too: skipping one doesn't just make head injuries worse, it tracks with a whole cluster of other unsafe behaviors and a higher crash rate overall.

Where and when the risk spikes

The suburban trap

Suburban routes often funnel riders onto faster, wider roads with fewer protected bike facilities. The danger isn't "the suburbs" themselves, it's the roadway design riders encounter there.

High-speed arterials

The most dangerous environment is a fast, multi-lane road with no physical separation from traffic. Collisions there — especially at intersections — are far more likely to be severe or fatal.

Bad pavement

Narrow shoulders, potholes, uneven surfaces. At 15 to 20 miles an hour, a pavement seam that a walker steps over can put a rider into live traffic.

Intersections, in broad daylight

An FDOT study of micromobility crashes from 2018 to 2022 found 9% ended in a fatal or severe injury, more than half happened at or near an intersection, and the leading contributing factor was a motorist failing to yield. Most occurred in daylight, in clear weather.

Highest-value move a parent can make: ride your child's exact route with them — then change the route.

The non-negotiable checklist

1

Check the label before anything else

Find the class sticker. Confirm pedals, under 750 watts, and a 20 or 28 mph cutoff. If there's no label, assume you own a motor vehicle and act accordingly.

3

Audit the route

Ride it with them. If it depends on a multi-lane, high-speed road, blind corners, or broken pavement, reroute it or change the destination.

5

Ban the stunts and the screens

No chasing, no doubling up, no riding a broken bike, no phone. Establish that this is transportation, not a toy.

2

Match the machine to the maturity

10 to 13 is the most-injured age group among kids. Base the decision on whether your child already follows crossing rules on foot and reaches for a helmet without being told, not on what their friends have.

4

Make the helmet a dealbreaker

Under 16 it's already Florida law. In practice it should be the rule that has a real consequence attached, every single time.

6

Define "responsible rider" out loud

Kids who see themselves that way take fewer risks when you aren't watching. Say the words, repeatedly.

The region's own transportation planners already said this

MetroPlan Orlando's E-Micromobility White Paper, November 2025. The metropolitan planning organization for Orange, Seminole and Osceola.

Fix crash reporting first

"States need accurate data." Add specific fields to the state collision form to identify e-micromobility involvement: the exact thing the vetoed bill would have done.

Context-sensitive speed caps

Lower speed limits where pedestrian conflict is likely: shared-use paths, transit hubs, crowded corridors. Keep the speed difference between users under about 10 mph.

Train the most vulnerable riders

"School-aged children typically have no formal roadway skills training and are the most vulnerable users on roads." Require a safety course before students ride to school.

First-offense safety course

"Instead of issuing a punitive ticket for the first offense, require riders to complete a road safety course." This is exactly the design in the Sheriff's draft.

Widen and separate bike lanes

Added separation lets faster e-devices pass slower human-powered riders safely "“particularly effective in areas where sidewalk riding is a common concern.”

Daylight the intersections

Improve sightlines and build protected corners, because e-riders arrive faster than drivers expect and most severe crashes happen at conflict points.

Five things that would actually move the number

1

Pass a countywide standard and make it uniform

The worst outcome is fifteen different rules in fifteen jurisdictions. A rider cannot comply with a rule that changes at a city line, and a deputy can't enforce it. Uniformity is the whole point.

2

Keep the education exit ramp

The impound-until-you-take-the-course design is the best idea in the draft. Training a rider outlasts a fine.

3

Scale the MetroPlan course to every school and tie it to a permit

The pilot put a 60-minute course into Canvas at Luminary Middle: 268 students in a month, 96% average quiz. Mandatory and in-class worked; the voluntary version did not. Carlsbad, California requires the course before the school issues a permit. OCPS already issues the decal; the missing piece is making the course a condition of getting one.

4

Copy UCF, which is already in this district

UCF runs an education-first enforcement model: helmet distribution, social media outreach, warning citations instead of penalties. The result reported to MetroPlan was a notable decline in severe crashes and pedestrian complaints falling to nearly zero.

5

Build for the device we actually have

Separation on high-speed arterials, better pavement on shared paths, clear class rules on trails, and daylighted intersections. Keep the speed difference between path users under about 10 mph. Everything else asks a 12-year-old to compensate for a road that was designed wrong.

Thank you and questions

Three things to take with you:

- 1. Check the label.** If it has no pedals or does 40, it isn't an e-bike, it's an unregistered motor vehicle.
- 2. Rules are coming this school year.** Possible countywide speed limits, citations parents pay, and impoundment until a safety course is done.
- 3. No ordinance rides with your kid.** Helmet every time, audit the route, no chasing, no phone.

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Both research papers are free to download and free to share.



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