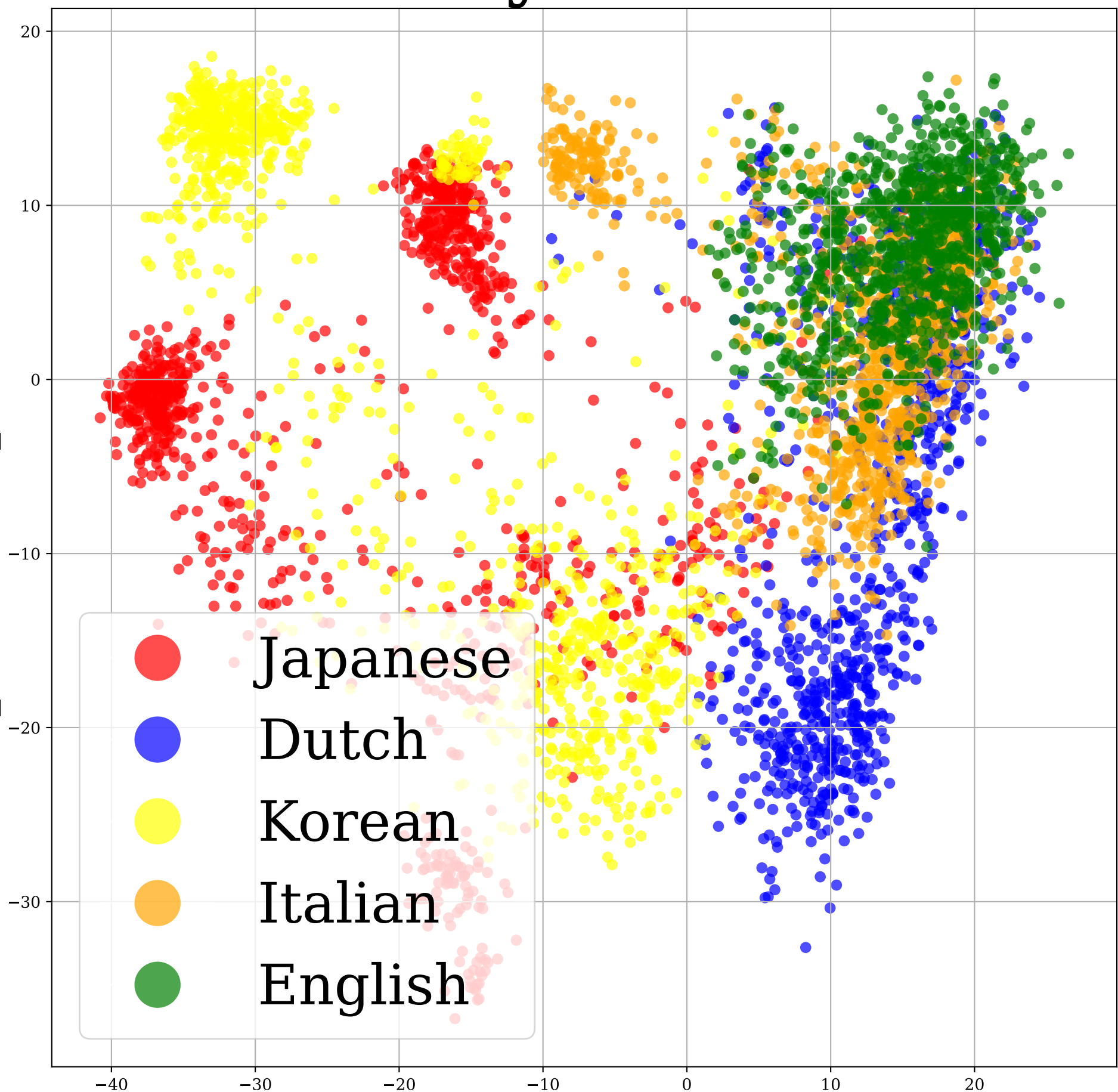Layer 21