

Ideas. Experience. Practical answers.

COVID-19 Emergency Legal Preparedness Primer As of July 21, 2020

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Contents

COVID-19 Epi Snapshot Emergency Legal Preparedness/ **Response/Recovery** Federal | State | Tribal | Local Public Health Emergency Powers Constitutional & Other Challenges Additional Resources/Ask the Network



COVID-19 Epi Snapshot

Transmission

- Transmissible person-to-person with potential infectivity rate exceeding annual influenza.
- Asymptomatic persons may clearly infect others.

Symptoms

- Respiratory symptoms, fever, cough, breathing difficulties, chills, muscle pains, headache, sore throat & loss of smell/taste
- In severe cases infection can cause pneumonia, respiratory issues, kidney failure & death.

Vaccines & Treatment

 There are no effective treatments or vaccines although several options are under close review or early assessments.



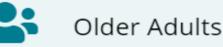
U.S. COVID Morbidity

People Who Are at Higher Risk for Severe Illness

Underlying health condition/Risk factor for severe outcomes from respiratory infection (% with condition)

- One or more conditions (37.6%)
- Diabetes (10.9%)
- Chronic lung disease (9.2%)
- Cardiovascular disease (9.2%)





8 out of 10 deaths reported in the U.S. have been in adults 65 years old and older



Groups at Higher Risk for Severe Illness



People with Asthma



People with HIV



Emerging Epidemiology Trends



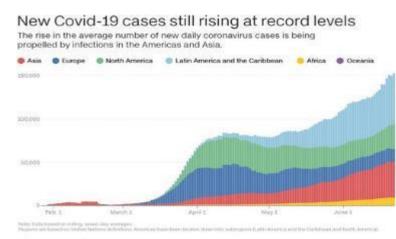
Asymptomatic persons present real risks of infection



Vaccinations are still months away from mass use



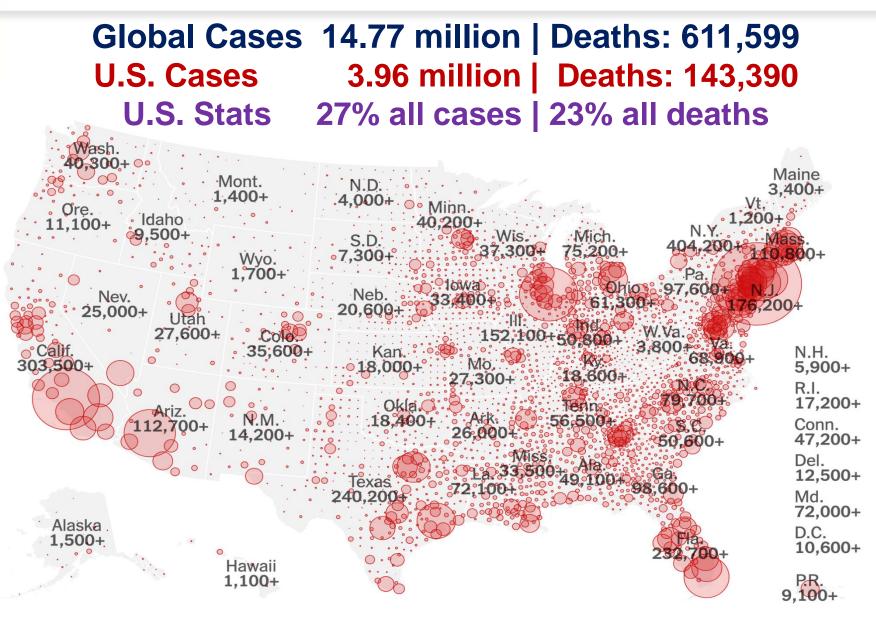
Antibodies may be insufficient to ward off additional infections



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Emerging new cases are rising from re-opening activities

COVID-19 Confirmed Cases & Deaths for Public Health Law



Source: https://www.nytimes.com/interactive/2020/us/coronavirus-us-cases.html

The Network

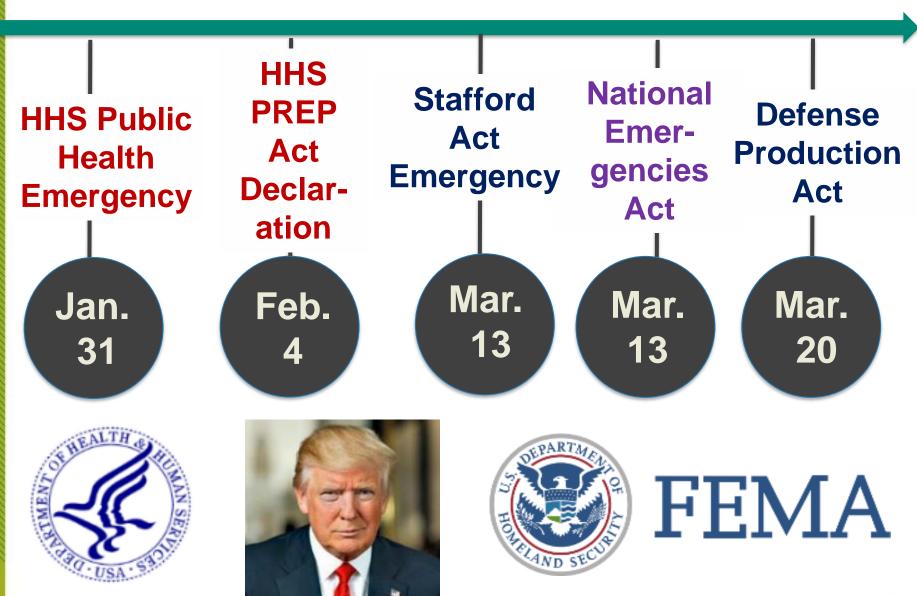


Unprecedented Emergency Declarations

Public health authorities and powers vary depending on the type of emergency declared at every level of government

International	Eme		of II	: Health nt'l Concern , 2020	Emergency Declaration by Foreign Government Ongoing							
Fed	eral			t or National ncies Act	HHS Publi Emerg							
5	State/	Tribal	Er	mergency or Disaster	Public Heal Emergenc							
		Loc	al	Emergency or Disaster	Public Health Emergency							

The Network Federal Emergencies/Invocations



N The Network for Public Health Law HHS Public Health Emergency

Jan. 31: HHS Sec. Alex Azar declares national public health emergency effective as of Jan. 27



- Encourages interjurisdictional coordination
- Allows waivers of specific federal laws
- Authorizes real-time countermeasures through emergency use authorizations
 Supports social distancing measures

Apr. 21: Sec. Alex Azar renews PHE declaration for an additional 90 days June 19: American Hospital Association et al. urge Sec'y Azar to extend the PHE beyond its July 25 expiration



10

National Emergencies



Mar. 13: President Trump declares dual emergencies via the National Emergencies Act and § 501(b) of the Stafford Act authorizing:

- Access to FEMA's Disaster Relief Fund and reimbursement for eligible emergency protective response measures.
- Waivers under SSA § 1135 of select Medicare, Medicaid, S-CHIP, HIPAA Privacy Rule requirements
- Additional types of federal assistance to states & localities



Select Congressional Responses

6/24 Emergency House Protections and Relief Act introduced to prevent evictions, foreclosures, and unsafe housing conditions resulting from COVID-19.



<u>6/24</u> Senate introduces <u>a</u> <u>bill</u> to provide funding to address health workforce shortages and disparities highlighted by COVID-19.

<u>6/22</u>

House introduces <u>a bill</u> to require COVID-19 drugs developed with Federal support to be affordable and accessible. <u>5/15</u>

House passes <u>HEROES Act</u> providing more economic stimulus & funds for contact tracing

<u>5/08</u>

House introduces bill to study racial and ethnic disparities tied to COVID.



Major Federal Legislation

Families First



Mar. 18: Families First Coronavirus Response Act

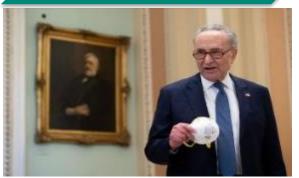
- Private health plans must provide \$0 cost coverage for COVID-19 tests
- Temporarily increases federal portion of Medicaid
- Requires 14 days of paid sick leave for certain employees

CARES Act

Mar. 27: CARES Act

- Largest stimulus package in history
- Requires insurance providers to cover COVID-19 testing, vaccines & preventative services
- Protects volunteer HCWs
 from liability
- Authorizes PHI disclosure with written patient consent

PPP & HEA



Apr. 24: Paycheck Protection Program & Healthcare Enhancement Act

- Additional funding for hospitals & HCPs
- Supports testing & contact tracing efforts
- Requires governors to submit 2020 testing plan
- HHS Secretary must report on testing, cases & deaths

12



Federal Agency Coordination

Right click on each image to link to COVID-19 sites



CENTERS FOR DISEASE CONTROL AND PREVENTION

























Emergency Waivers

Mar. 13: HHS Sec. Azar issues § 1135 national waivers (retroactive effect on March 1) re:

- **EMTALA** sanctions for patient relocation purposes
- HIPAA Privacy Rule regulations (for limited duration)
- In-state licensure requirements for health care workers
- Participation restrictions on Medicare, Medicaid, & S-CHIP
- Medicare Advantage payment limitations
- Stark Law sanctions

14



<u>April 15</u>: CMS updates waivers for health care providers re:

- Telemedicine provisions, facilitating Medicare services
- Patient rights surrounding access to medical records, visitation & seclusion
- Physical environments to allow care in non-hospital settings during surge



Joe Biden's COVID Plan

- Restore trust & credibility in public officials
 - Reinstate daily briefings, ensure decisions are made by public health officials and not politicians, restore the White House National Security Council for Global Health Security and Biodefense



Effective national emergency response

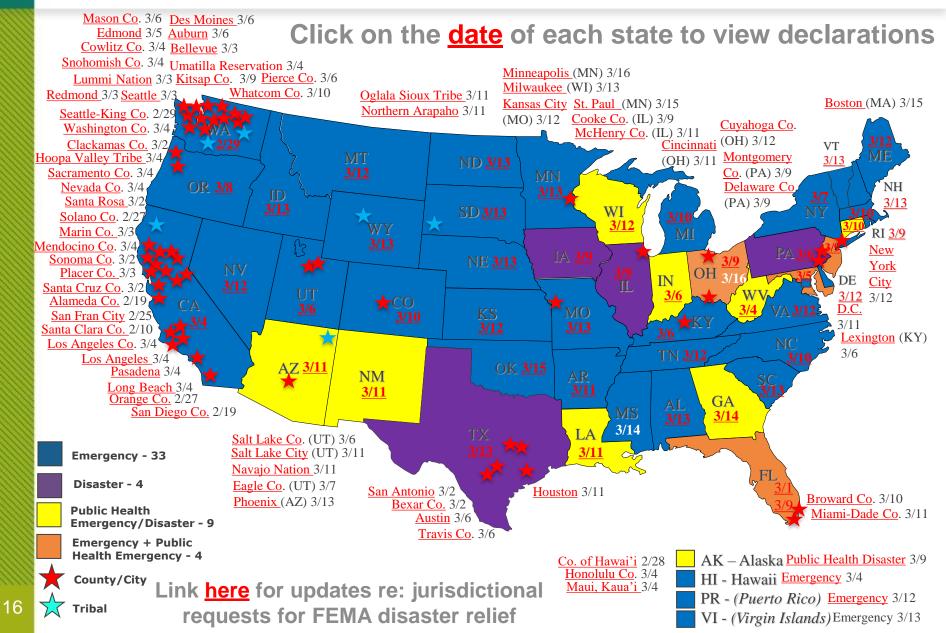
 Make testing widely available, create more capacity for prevention, response & treatment, accelerate development of treatment & vaccines, provide timely data & information

Eliminate cost barriers to prevention & treatment

- Ensure everyone irrespective of insurance coverage has access to free testing, preventative services & vaccines.
- Support workers, small businesses & stabilize the economy
 - Provide guaranteed paid sick & care-giving leave, expanded unemployment relief & state/local emergency funds.
- Lead global responses to COVID-19
 - Create a Global Health Emergency Board, advance global pandemic preparedness

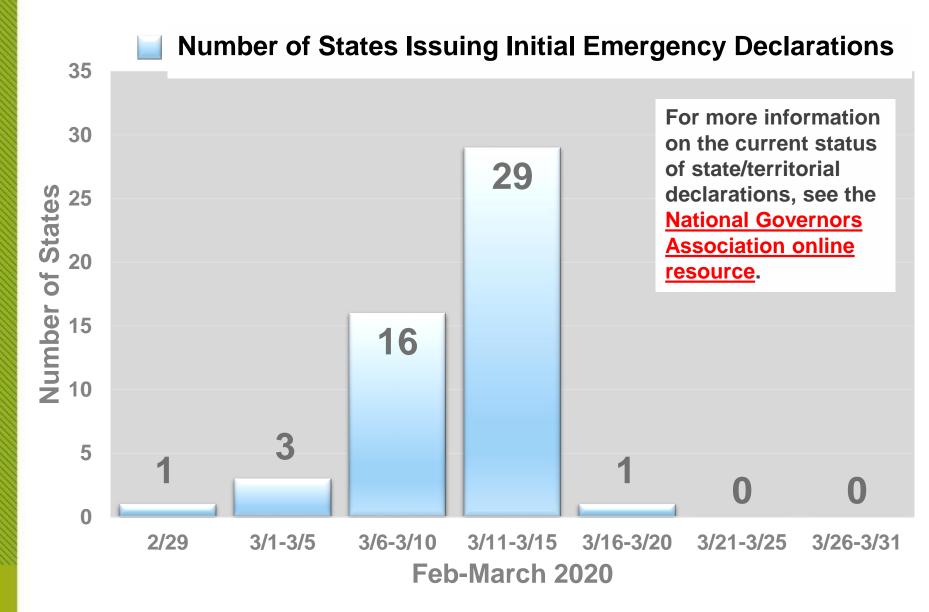


COVID State & Select Tribal/Local Emergency Declarations





Initial Timing of State-based Emergency Declarations





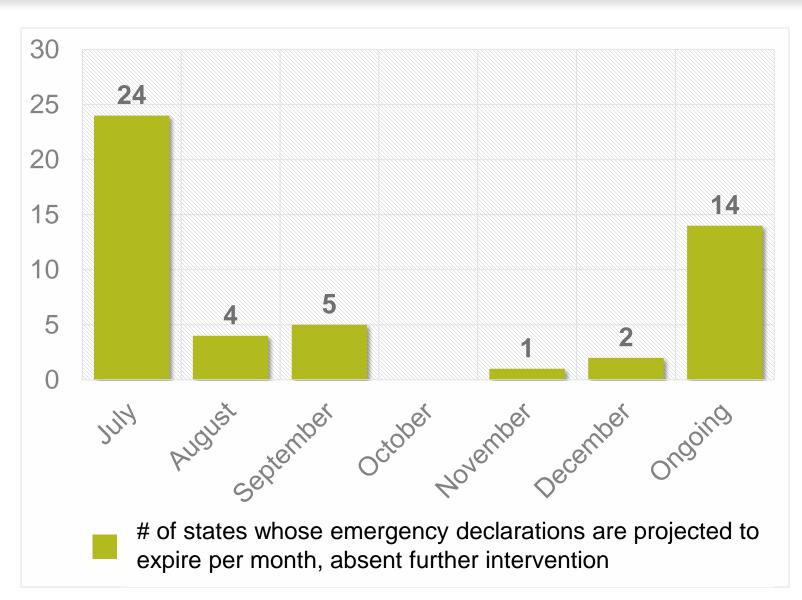
Select State Emergency Powers Explicitly Invoked by Declarations

Note: this table tracks select, express authorities referenced via state emergency declarations (link on each state acronym for access). Additional emergency powers may be authorized under state law through which the declarations are issued.

Emergency Powers	A K	A Z	<u>A</u> <u>R</u>	<u>C</u> <u>A</u>	<u>C</u> 0	<u>C</u> T	Ē	H I	I L	<u>I</u> <u>N</u>	<u>I</u> <u>A</u>	K Y	L A	M E	<u>M</u> D	<u>M</u> A	<u>M</u> <u>I</u>	<u>N</u> J	N M	<u>N</u> Y	N C	<u>о</u> <u>н</u>	<u>0</u> <u>R</u>	P A	<u>R</u> <u>I</u>	T N	V A	U T	<u>W</u> A	<u>w</u> <u>v</u>	<u>w</u> I
Altered Contracts Procurements																															
Emergency Plans ICS																															
Funding Resource Allocation																															
Intrastate Coordination																															
Isolation Quarantine																															
Licensure Reciprocity																															
Price Controls re: Gouging																															
Surveillance Reporting																															
Testing Screening Treatment																						-	-								
Travel Restrictions																															
Waivers Suspensions																															

The Network for Public Health Law

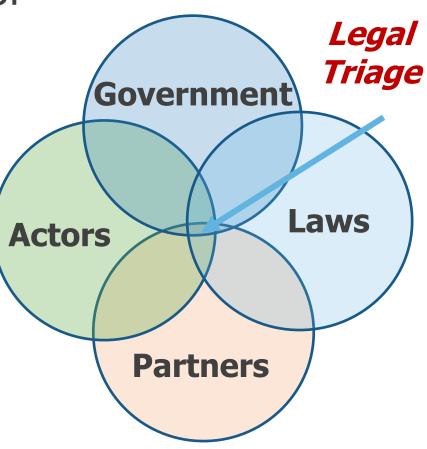
Projected Emergency Declaration Expirations by Months (2020)





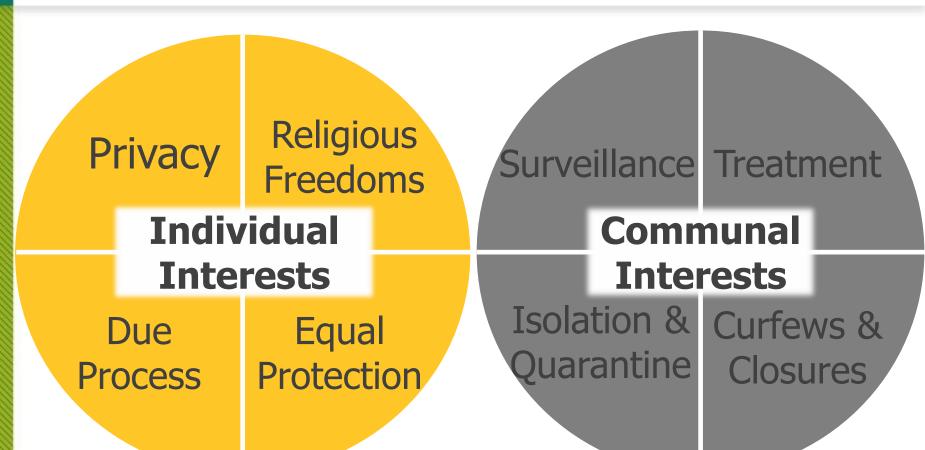
Legal Triage

Legal Triage: efforts of legal actors & others during declared emergencies to build a favorable legal environment by prioritizing issues & solutions facilitating legitimate public health responses





Balancing Individual & Communal Interests



Emergency Preparedness and Response





Select Structural & Rights-based Constitutional Issues





Federalism



Supremacy

Freedom of

Religion

Right to Bear

Arms

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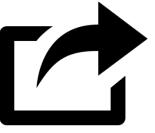
Preemption



Due Process



Cruel & Unusual **Punishment**



Judicial Deference



Right to Privacy



Takings



Powers

Freedom of Expression





Travel

Equal **Protection**

Right to







Screening & Testing

March 3: VP Pence: "Any American can be tested . . . subject to doctor's orders."

March 21: Some health officials restrict coronavirus testing to HCWs & hospitalized persons, saying "the battle to contain the virus is lost [as we move] into a new phase of the pandemic response."

<u>April 11</u>: CMS issues guidance requiring insurers to cover diagnostic testing & related services with *no patient cost-sharing*.

<u>April 19</u>: Antibody tests key to reopening country are in high demand, yet tests' *availability* and *inaccuracies* raise alarms.

May 7: AZ Gov. Ducey *withdraws access* by university researchers to select health data for in-state surveillance, then reverses decision.







Face Mask Requirements







Multiple states & localities issue requirements based on CDC recommendations to wear face masks in public places.

- Localities in at least 35 states require face masks to be worn by employees, customers, or others in public.
- May 20: Poll shows that 64% of respondents said everyone should be required to weak a mask; 33% said no.
- June 17: AZ Governor Ducey allows localities to set specific requirements for face masks. Multiple AZ cities, including Phoenix, <u>Scottsdale</u>, Mesa & Tucson, immediately respond.
- June 18: CA Governor Newsom orders state-wide use of face masks where social distancing cannot be assured.
- June 22: FL state representative joined business owners in a lawsuit against Orange County challenging Mayor Deming's mask requirement as unconstitutional.



Clashes over Mask Mandates in Georgia



Keisha Lance Bottoms 🤣 @KeishaBottoms

3104 Georgians have died and I and my family are amongst the 106k who have tested positive for COVID-19. Meanwhile, I have been sued by @GovKemp for a mask mandate. A better use of tax payer money would be to expand testing and contact tracing. #ATLStrong

July 15, 2020: Georgia Governor Brian Kemp issues <u>executive order</u> suspending any local mandates for face coverings. Atlanta mayor <mark>defies</mark> governor, announces public mask rule





July 16, 2020: Gov. Kemp <u>files a lawsuit</u> against the Atlanta City Council and Mayor Keisha Lance Bottoms for continuing to require face masks, asserting state authority and seeking injunctive relief. Mayor Bottoms alleges her <u>July 8th executive order</u> requiring face coverings is enforceable and still stands.

Contact Tracing

- Contact tracing efforts typically led by public health agents to ascertain specific contacts of persons infected with COVID-19 and notify them of potential exposure and seek testing.
- States are hiring <u>thousands</u> for contact tracing activities within health agencies
- Apple & Google released Bluetooth <u>technology</u> on April 10 that sends automatic alerts to persons in range of COVID + persons, raising <u>privacy concerns</u>
- New legislation in Kansas (June 5) restricts contact tracing to voluntary participants, provides strong confidentiality protections, and extensively limits liability.











Data Sharing & Privacy

Click on images to access

March 2020

<u>COVID-19 & HIPAA Bulletin</u> Limited Waiver of HIPAA Sanctions and Penalties During a Nationwide Public <u>Health Emergency</u>

The Novel Coronavirus Disease (COVID-19) outbreak imposes additional challenges on health care providers. Often questions arise about the ability of entities covered by the HIPAA regulations to share information, including with friends and family, public health officials, and

COVID-19 and HIPAA: Disclosures to law enforcement, paramedics, other first responders and public health authorities

Does the Health Insurance Portability and Accountability Act (HIPAA) Privacy Rule allow a covered entity to share the name or other identifying information of an individual who has been infected with, or exposed to, the virus SARS-CoV-2, or the disease caused by the virus, Coronavirus Disease 2019 (COVID-19), with law enforcement, paramedics, other first responders, and public health authorities without an individual's authorization?

For additional expert analyses and guidance, contact Denise Chrysler, JD, or Sallie Milam, JD, CIPP/US/G, in our <u>Network–MidStates Region</u>





Crisis Standards of Care

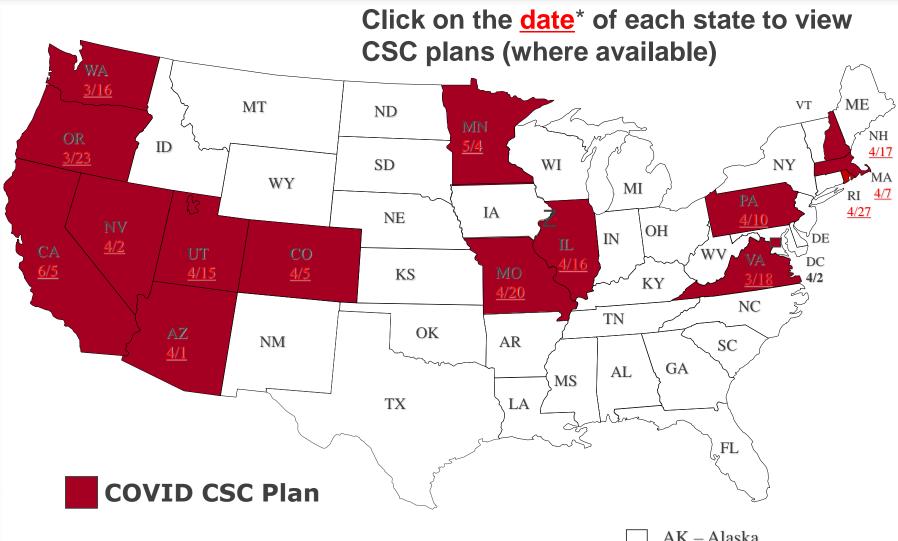
Substantial change in usual healthcare operations and level of care due to a pervasive or catastrophic disaster.

Crisis Standards of Care

A Systems Framework for Catastrophic Disaster Response



N The Network for Public Health Law Select States' COVID CSC Plans



*The date provided indicates when a state's CSC plan was published, not necessarily activated.

AK – Alaska
HI - Hawaii
PR - (Puerto Rico)
VI - (Virgin Islands)

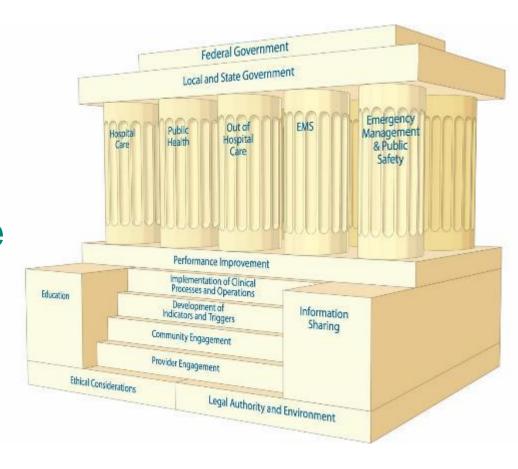


CSC Legal Issues

Practical, Ethical, and Legal Challenges Underlying Crisis Standards of Care Click on article image to access

James G. Hodge, Jr., Dan Hanfling, and Tia P. Powell

- Allocation
- Patient's Rights
- Reimbursement
- Licensure
- Scope of Practice
- Civil Rights
- Duty to Care
- Uniformity
- Liability



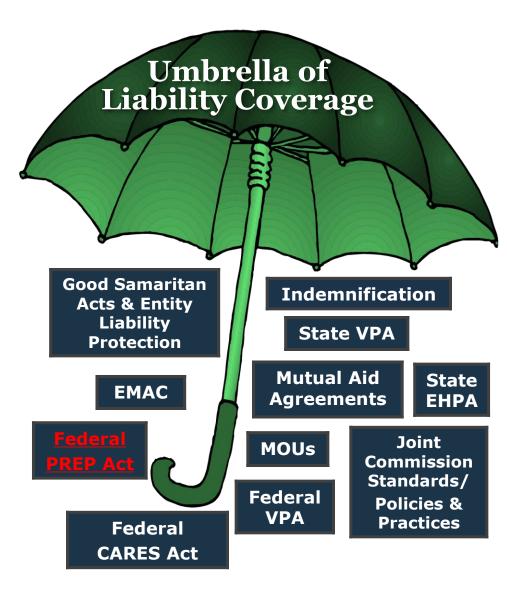


Emergency Liability Protections -Health Practitioners & Entities





Despite risks, many legal liability protections apply in routine events & declared emergencies, especially concerning health care volunteers, workers, and entities.





Social Distancing Measures





Quarantine & Isolation

Quarantine

Separation from others of people exposed to a contagious condition prior to knowing if they may be ill or contagious



Isolation

Separation from others of people who are known to be infected, or capable of infecting others, with a contagious condition



See the National Conference of State Legislatures for a listing of <u>state-based quarantine and</u> isolation statutes.



Q & I Best Practices



Safe, hygienic premises

Monitoring & care

Basic necessities







Means of communication Least restrictive means

Termination



Closures & Cancellations



Places of Worship



Employers



Schools & Universities





Sports



Festivals

Events



Assembly Limits



- On what authority?
- By who specifically?
- At what governmental level?
- In what specific setting?
- For how long?



Government limits on assembly and speech are constitutional provided they are narrowly tailored to a substantial governmental interest & allow alternative channels for communication. Clark v. **Community for Creative** Nonviolence, 468 U.S. 288 (1984)



Curfews



Mar. 29: Curfew order extends existing Stay at Home Order for the entire Navajo Nation. All persons, subject to some exceptions, must stay home from 8:00 p.m. - 5:00 a.m., 7 days a week. May 5: Nearby Gallup, NM imposed strict confinement measures via use of "riot act" authorities allowed by NM Governor Michelle Lujan Grisham that ended on on May 10, 2020.



Jan. 31: Trump Administration bans foreign national travel for those who have been in China w/in last 14 days and who pose a risk.

Feb. 29: Administration bans foreign national travel for those who have been in Iran, as well as travel warnings re: Italy, Japan & South Korea.

Mar. 11: President Trump institutes 30 day comprehensive travel ban for non-Americans arriving from EU, including U.K. & Ireland

Mar. 19: U.S. closes border with Canada & Mexico (through 7/20) to persons travelling for non-essential purposes (e.g. tourism).

<u>Apr. 21</u>: President Trump suspends limited immigration activities for 60 days initially, and extended to Dec. 31.

June 22: President Trump temporarily suspends foreign work visas through the end of 2020.









Mar. 26: "Governors Tell Outsiders From 'Hot Zone' to Stay Away as Virus Divides States"

- Florida Governor Ron DeSantis orders 14 day quarantine against anyone arriving from NY in prior 3 weeks
- Hawaii Governor David Ige recommends travelers postpone trips for 30 days and imposes 14 day quarantine on arrivals
- Alaska Governor Mike Dunleavy orders residents and others arriving in state to self-quarantine for 14 days
- June 24: NY, NJ & CT Governors set 14 day quarantine requirement for persons returning or visiting from COVID "hotspot" states with > cases

June 23: Federal DOJ challenges 📉 🖊 constitutionality of HI's 14-day quarantine order

THE UNITED STATES ATTORNEY'S OFFICE DISTRICT of HAWAII

U.S. Attorneys » District of Hawaii » News

Department of Justice

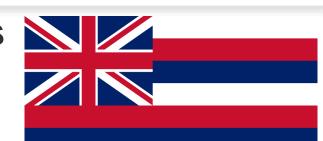
U.S. Attorney's Office

District of Hawaii

FOR IMMEDIATE RELEASE

Tuesday, June 23, 2020

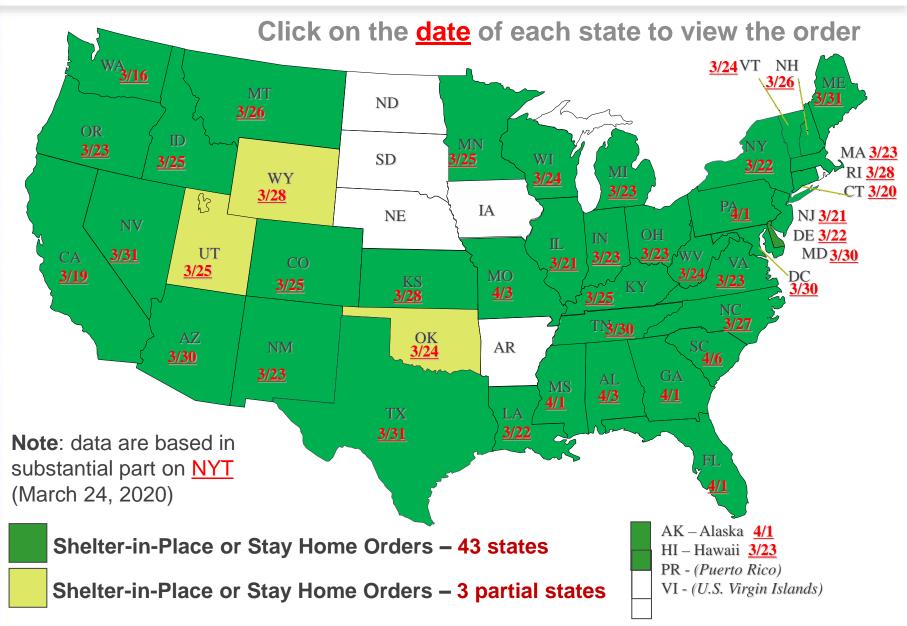
Department of Justice files Statement of Interest challenging the constitutionality of Hawaii Governor's COVID-19 Order that effectively discriminates against outof-state residents in a manner that harms Hawaii's economy



The Network U.S. Department of Justice Objections The Network



State Shelter-In-Place or Stay Home Orders





Justifying Social Distancing



Assess Epi



Assure Mobilization



Acquire PPE







Find Treatments

43

Develop Vaccines

Save Lives



Assessing the Consequences



Unemployment

Business Failures Government Bailouts







Lost Lives

Active Protests

44

Mental Health



Re-Opening America



<u>April 16</u>: The White House releases guidelines for "Opening Up America Again," a 3 phased approach for state/local officials to consider. States must first meet **regional gating criteria**:

- Downward trajectory of COVID illnesses reported w/in 14 days
- Downward trajectory of cases or positive tests w/in 14 days
- Hospitals must treat all patients outside CSC or implementation of a "robust reporting system"

<u>April 21</u>: U.S. Attorney General William Barr instructs U.S. Attorneys to litigate against states failing to comply with national re-opening strategies



Re-opening Phases

Phase 1

Phase 2

Phase 3

- Vulnerable individuals shelter-in-place
- Practice social distancing and avoid socializing in groups >10
- Employers should encourage telework and most businesses remain closed

 Resume non-

essential

- travel
- Schools, gyms, and bars may

re-open

- Vulnerable individuals may resume public interactions, with social distancing
- Large venues may reopen



Re-opening Efforts





Essential Business

Light Retail

Salons & Barbers







Restaurants

Bars



School Re-openings





For more information on state education reopening plans, see National Governor's Association Education COVID-19 Resources

- <u>Apr. 27</u>: President Trump suggests states should "seriously consider" reopening public schools despite safety concerns
- Experts point to <u>multiple legal issues</u> that could arise from reopening schools, including claims of negligence (related to potential outbreaks), discrimination, and for tuition refunds
- <u>All 50 states</u> and some territories have released executive orders or other information detailing reopening dates and guidance for schools.
- Arizona <u>Executive Order 2020-44</u>, for example, requires in-person classes to be delayed until August 17. Any school commencing prior to this date must do so via distance learning.



Select Changes to School Vaccination Policies Due to COVID-19

Permitting Delays	 Nevada is granting immunization extensions for the 2020-21 school year because the postponement of non-essential medical services halted necessary enrollment vaccinations. Students may enroll irrespective of immunization status. A Tennessee school principal stated that a grace period on the school's immunization schedule may be given if parents demonstrate they attempted to catch their kids up on shots.
Maintaining Immunization Requirements	 <u>Ohio schools</u> are requiring vaccination for the 2020-21 school year (like many school systems nationally). <u>Kentucky schools</u> require that records be up-to-date on required vaccines for the 2020-21 school year with exemptions for religious or medical reasons.
Drive-thru Immunization Clinics	 <u>Cleveland County (NC) schools</u> are partnering with the county's public health center to provide immunizations via drive-thrus. <u>Sweetwater County (WY) public health authorities</u> are offering a drive-thru immunization clinic for incoming 7th graders required to get Tdap and Meningococcal vaccines.



Re-opening Universities







- Epidemiologists are concerned that factors unique to residential universities (e.g., shared living spaces, large gatherings) heighten <u>risks</u> for significant outbreaks
- <u>CDC</u> & <u>American Association of University Professors</u> released guidance on reopening campuses emphasizing safety for faculty, staff & students
- In May, 14 university presidents met with VP Pence and Sec'y of Educ. DeVos to seek liability protections as campuses reopen, citing concerns of lawsuits over outbreaks and tuition fees.



Legal Controversies



Federal v. State





Employee v. Employer



State v. Local



Public v. Private Sector

State v. Tribal



52

Federal v. State





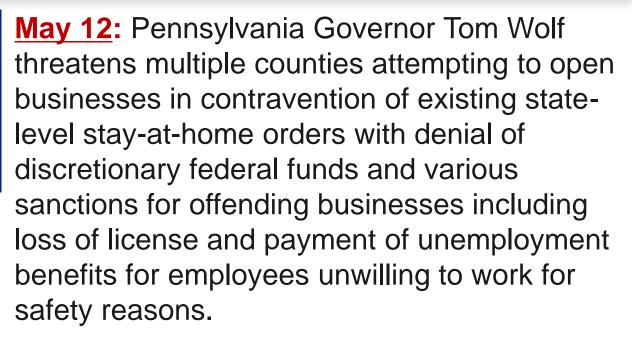
May 19: A high ranking DOJ official sent a letter to California Governor Newsom, threatening to intervene if CA does not alter its stay home order and re-opening policy.

- While restaurants and malls can open in phase 2, religious entities cannot do so until phase 3.
- DOJ characterizes this deferential treatment as unconstitutional pursuant to *Lukumi v. City of Hialeah.*
- Houses of worship may now open in limited capacity after being classified "essential" by President Trump.



State v. Local





May 13: Texas Attorney General issues <u>letter</u> to local officials in Dallas, Austin, and other municipalities to cease enforcement of multiple social distancing and preventive measures related to religious institutions, wearing of masks, and contact tracing efforts under threat of litigation.



Wisconsin S. Ct Rejects Stay Home Order



<u>May 13</u>: In *Wisconsin Legislature v. Palm*, the WI Supreme Court determined that Department of Health Secretary Andrea Palm's stay home "order" issued pursuant to Governor Evers' emergency declaration was actually an unconstitutionally crafted "rule," and consequentially nullified the order.





State v. Tribal

Reopening Communities

- From May 1-10, NM Gov. Michelle Lujan Grisham invoked emergency powers to lock down the City of Gallup to stop tribal members (largely from Navajo Nation) from spreading COVID to state residents.
- With new guidance issued May 27, the St. Regis Mohawk Tribe (NY) remains closed with a curfew and quarantine restrictions as the region around it reopens.

Restricting Travel

 On <u>May 8</u>, SD Gov. Kristi Noem ordered checkpoints on state highways to be removed and requested Pres. Trump for federal assistance when tribes refused. The <u>Bureau of Indian Affairs plans to withdraw</u> law enforcement funding if checkpoints are not removed.

Reopening Casinos

 CT Gov. Ned Lamont recognized the Mashantucket Pequot and Mohegan Tribes' sovereignty over the decision to <u>reopen on June 1</u> but warned of impacts of reopening casinos on state and tribal partnerships, as well as public health.

N The Network for Public Health Law Public V. Private Litigation

Friends of Danny DeVito v. Wolf – On April 13, PA's Supreme Court ruled that the temporary closure of non-essential businesses within the scope of the Governor's emergency order did not constitute a taking.

Poopy's Pub & Grub v. J.R. Pritzker - After Poopy's held a large MMD party in violation of IL Gov. Pritzker's stay-at-home order, its owner sued, alleging due process violations. As of June 14, Poopy's has ignored 2 state cease-and-desist letters.

<u>**Tesla Inc. v. Alameda County</u></u> - On May 9, Tesla sued Alameda County, CA alleging it violated principles of due process & equal protection by disallowing Tesla to operate its manufacturing plant. The case was dismissed after Tesla was allowed to do basic operations.</u>**

Open Our Oregon v. Kate Brown - On May 5, 9 businesses sued Gov. Brown contending that closing their businesses violates due process, equal protection, and a taking. A U.S. district court judge denied the businesses' motion for emergency injunction.

56



- Workers compensation often exclusive remedy for workplace injuries
- Wrongful termination e.g., employee faces adverse action for seeking protections
- Discrimination e.g., persons are discriminated based on age, parenthood, health, sex, or other protected characteristics
- Nuisance e.g., employer workplace hazards pose public or private nuisance. Recent judgement in Oakland against McDonald's[®] requires new employee safety protocols to sustain reopening.
- Negligence & intentional torts e.g., employer fails to implement CDC/OSHA safety measures



Select Acts of Intimidation of Public Health Officials

- Since <u>April</u>, over 2 dozen state & local health leaders have "resigned, retired, or been fired" in multiple states.
- In <u>April & May</u>, the Tri-County (CO) Health Department was vandalized on 3 different occasions (i.e., broken windows, spray painting vulgarities, harassing notes).
- As of <u>May 9</u>, the residence of Ohio's state health director was picketed. On <u>June 11</u>, armed protestors surrounded the property, lending to her <u>resignation</u> that same day.
- As of <u>June 8</u>, the health officer of Orange County (CA) resigned after public meeting and social media threats.
- As of <u>June 22</u>, L.A. County's public health director received threats of being shot.









Thank You Contributors!



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59



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For More Information



Access these and other Network materials here

 <u>Ask the Network</u> re: questions/comments relating to this information or other legal preparedness & response efforts james.hodge.1@asu.edu | @jghodgejr