SHELTERED INDUSTRY NEEDS FOR EDMONTON

1981 May

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Jackie Gaboury

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## ABSTRACT

The primary purpose of the study was to examine the status of sheltered industry within the Edmonton community, comparing the mood for sheltered industry placements for handicapped individuals with the availability of such work placements.

The secondary purpose was to identify the characteristics of individuals indentified as appropriate for sheltered industry employment.

Information gathered from representatives of 25 community agencies regarding the need for positions indicated that 199 placements are required at this time, with this requirement possibly extending to 460. In the ensuing year the minimal requirement will increase to 281 positions with a possible requirement extending to 542 positions. The information indicates that as of June, 1983 the minimal requirement will increase to 384 with a possible need for 645 positions. Information regarding the present provision of sheltered industry opportunities indicated that 79 positions existed within the Edmonton community, thus Indicating the need for a substantial increase in resources to meet the needs of community.

Information gathered relating to the characteristics of individuals identified indicated that within each category of disability specified there are individuals for whom sheltered industry is required at this time.

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The findings of this study are:

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- That a minimum of 199 sheltered industry positions are needed in Edmonton at this time.
- 2. That the number of sheltered industry positions currently required in Edmonton may exceed 199.
- 3. That the minimum number of sheltered industry positions needed in Edmonton will increase to 281 in one year and to 384 in three years.

#### INTRODUCTION

Sheltered industry, one sheltered employment option for handicapped individuals, has been recognized in the literature and in communities throughout the world as an essential and meaningful component of a comprehensive vocational service system for handicapped individuals.

The 1979 strike of trainees at the Canadian National Institute for the Blind's Sheltered Workshop, and a variety of factors which ensued drew to the attention of the Edmonton Social Planning Council a need to examine the status of sheltered industry within the community. Thus, the <u>Sheltered Industry Study</u>, 1980 was undertaken.

The primary purpose of the study was to examine the status of sheltered industry within the Edmonton community, comparing the need for sheltered industry placements for handicapped individuals with the availability of such wirk placements.

The secondary purpose of the study was to identify the characteristics of individuals in the Edmonton community for whom sheltered industry would be an ppropriate work placement.

# refinition of Terms

With the above purposes in mind, the following definitions were used.

#### Sheltered Industry

"(An) industry designed to provide permanent remunerative employment for the handicapped with no emphasis on rehabilitation." (Cawood, 1975, p.43)

This definition as proposed by Cawood (1975) was supported by Settle (quoted in Harshman, 1977), Pocock (1978) and Perry (1979). Cawood's definition was accepted for the purpose of this study.

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# Individuals for Whom Sheltered Industry Would Be Appropriate

- individuals for whom the likelihood of open market employment within the foreseeable future is minimal,
- (2) individuals capable of working in sheltered industry,
- (3) individuals possessing skills required to produce at least onethird of normal production of non-handicapped workers, and
- (4) individuals not possessing the immediate potential of becoming employable in the open market through vocational rehabilitation.

These four criteria were necessary conditions for an individuals to be considered appropriate for sheltered industry placement, and as such, a component of this study.

It should be noted that criteria 1, 2 and 4 were deemed as being selfevident preconditions to being considered a prospective sheltered industry employee. The third criterion was derived from <u>Policy for Vocational Training</u> <u>Programs funded by The Vocational Rehabilitation Branch</u> (1977, p. 7) and is supported by Pocock (1978, p. 7).

#### METHODOLOGY

The collection of data on the characteristics of identified individuals was contingent on the use of a disability framework. The characteristics were compiled using the Disability Profile (1978) employed by Goodwill Rehabilitation Services of Alberta. This profile grouped individuals according to seven categories and was such that categories identified in the literature (The United States Department of Labor, 1973; Goreenleigh Associates, 1976) could be accommodated. The categories were:

- (1) intellectually disabled individuals,
- (2) emotionally disabled individuals,
- (3) physically disabled individuals,
- (4) intellectually and emotionally disabled individuals,
- (5) intellectually and physically disabled individuals,
- (6) emotionally and physically disabled individuals, and
- (7) intellectually, emotionally and physically disabled individuals.

Provision was made for respondents to add appropriate categories not covered by this profile.

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# Data Collection Process

Background information on vocational services was gathered to determine the scope of the project. Information was collected through a literature review focusing on provincial and federal legislation, comprehensive vocational service systems, examples of existing sheltered industries, and through interviews with local professionals in the field. This was followed by the development of an initial list of agencies and organizations to be represented in this study. The list was compiled from <u>AID</u>: <u>A Directory of Community Services for</u> Edmonton and District (Summer, 1979).

Two questionnaires were employed to enable the collection of uniform information: one designed for agencies involved with vocational training programs, education programs for special need students, life skills programs, and/or sheltered industry; and the second for employment placement agencies (see Appendix A for the two questionnaires). An introductory letter (Appendix B) and the appropriate questionnaire were mailed to the agencies initially identified. Interviews with representatives from the agencies were scheduled to:

- (1) describe the purpose of the research,
- (2) clarify the questionnaire,

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- (3) clarify the information received,
- (4) collect the completed questionnaires,
- (5) identify additional agencies to be included in the study.

When an additional agency/organization was identified, it was added to the list and representatives from the agency were contacted. (See Appendix C for a list of the agencies that were contacted, and Appendix D for a description of the services/programs offered by these agencies.)

#### RESULTS

The Results section of this report presents the information obtained from 25 of the 35 agencies contacted (Appendix E lists the agencies and organizations providing information). The Results section is divided into two sub-sections: Results I and II.

Results I presents the information obtained regarding:

- the number of handicapped individuals identified as appropriate for sheltered industry,
- (2) the characteristics of the identified individuals, and
- (3) the number of existing sheltered industry placements.

Results II presents the comments - written and verbal - made by participating representatives regarding the status of sheltered industry within the Edmonton community.

### Results I

In keeping with the necessity to separate employment placement agencies from agencies involved with vocational rehabilitation, education programs for special need students, life skills programs, and/or sheltered industry when collecting the data, it is also advisable to present the data obtained from the two groups separately. Part I presents information obtained from non-employment placement agencies (vocational training programs, education programs for special need students, life skills and/or sheltered industry). Part II presents information gathered from placement agencies. It was also appropriate to include information from the Edmonton Epilepsy Association with this information.

### Part I:

Representatives from non-placement agencies identified 192 individuals (Table 1) for whom they (the respondents) considered sheltered industry placements appropriate at this time. Results indicated that in the ensuing year an additional 82 individuals (Table 1) will require sheltered industry positions,

- 5 -

			NUMBER OF IN	INDIVIDUALS IDENTIFIED AS FOR SHELTERED INDUSTRY	JED AS APPROPRIATE	
		TOTAL NUNBER OF	AT THIS TIME	NOT AT THIS TIME BUT WITHIN ONE YEAR	NOT WITHIN ONE YEAR BUT WITHIN THREE YEAR	TOTAL NUMBER AND INDIVIDUALS FOR A THREE-YEAR PERF A
arprises & Training	Vocational Training Centre		13	8	σ	27
Enterprises	Activity Centre	15	. 10	2 10	4 10	30
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2 Prov. General Hosp.	School Hospital Grades 7-11	25	Ч	- F	7 L	φι
Rehabilitation	Activity Centre	1/6	0	101	7	·. 50
s of Alberta	Vocational Rehab. Centre Sheltered Industry	100 79	21 21	I C		<b>7</b> 9
y Junior High School	Trainable Mentally	42 .	S	ω	· ·	4 1
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	See Appendix E	450	. 10	01	20	, <b>č</b>
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dmonton Sottle Depot	See Appendix E	10 Full-Time	0	22		2
Industricl Research Ining Centre	Activity Centre and Vocational Training Centre		. 40	. 20	20	η C
ed Stewart School for sally Retarded	See Appendix E	1		2	) (ب	
ty Enrichment Program	Activity Centre TOTAL	,11 ,	. <u>5</u> 192	1 82	103	377
	* Cannot be determined at t	this time				
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for a total of 274 placements. The subsequent two years will see an additional 103 individuals (Table 1) requiring sheltered industry positions resulting in a total of 377 individuals identified as needing sheltered industry positions within the next three years.

It should be noted that of the 192 individuals identified as appropriate for sheltered industry at this time 79 individuals (Table 1) were employed in a sheltered industry with Goodwill Rehabilitation Services of Alberta. Table 1 outlines in more detail the above findings.

The categorization of individuals identified by non-placement agencies is presented in Table 2. The information indicated that approximately two-thirds of the individuals identified were classified as having a single type of disability (Categories (1), (2), and (3). It was interesting to note that of the 113 individuals identified as now requiring sheltered industry by nonplacement agencies, almost half are identified as intellectually disabled individuals. It was also noteworthy that for the 10 individuals identified as having an intellectual, emotional, and physical disability (Category 7) none were employed with sheltered industry at this time.

## Part II:

The following information was gathered from employment placement agencies.

The six agencies specified in Table 3 identified a minimum of 205 to a maximum of 251 individuals for whom sheltered industry would be considered an appropriate work placement. Of this total, 37 individuals were known to be involved with another agency participating in the study. Seven individuals were known not to be involved with another participating agency. Information regarding the remaining 161 to 207 individuals involvement with another participating agency was not available.

The categorization of individuals identified by employment placement agencies according to the Disability Profile is presented in Table 4.

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	Frequency	Percentage Of Total	Frequency	Percentage Of Total	Frequency	Percentage of Total
intellectually disabled individuals	74	38 <b>.</b> 5	61	24.1	55	48.8
emotionally'disabled individuals	22	11.5	17	21,5	IJ	4.4
physically disabled individuals	32	16.7	22	27.8	10	8 <b>.</b> 8
intellectually and emotionally disabled individuals	Q	4.7	4	5 <u>.</u> 1	G	4.4
intellectually and physic- ally disabled individuals	Q	4.7	0	7.6	ω	2.7
emotionally and physically disabled individuals	0	3.1	ω ,	မ စ	ູ	2.7
intellectually, emotionally physically disabled indiv- iduals	01	5. 2	0	0	. 10	00 00
socially, culturally or age related disabled indiv- iduals	œ	4.2	œ	10,1	O	C
information not available TOTAL	<u>22</u> 192	<u>11.</u> 5 100.1	0	100	<u>22</u> 113	<u>19.5</u>

× Data not collected.

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DISTRIBUTION OF INDIVIDUALS IDENTIFIED BY PLACEMENT ACTIVE AS APPROPRIATE FOR SHELTERED INDUSTRY

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· · · · · · · · · · · · · · · · · · ·	BEING APPROPRIATE	DIVIDUALS IDENTIFIED AS FOR SHELTERED INDUSTRY ORMATION SOURCE:
	(1) Alberta Govern	nment Employment Opportunities
DISABILITY PROFILE	<ul> <li>(3) Alberta Vocat: Service,</li> <li>(4) Canadian Natio</li> </ul>	nment Special Placement Program, ional Centre - Work Placement onal Institute for the Blind, al Services for the Disabled, ovment Program
	Frequency	Percentage of Total
(1) intellectually disabled individuals	0	0
(2) emotionally disabled individuals	4	2
<pre>(3) physically disabled individuals</pre>	5	2.4
(4) intellectually and emotionally disabled individuals	5	2.4
<pre>(5) intellectually and physically disabled individuals</pre>	26	12.7
(6) emotionally and physically disabled individuals	21	10.2
(7) intellectually, emotionally and physically disabled individuals	5	2.4
<ul> <li>(8) physically, intellectually and socially disabled individuals</li> </ul>	1	0.5
(9) information not available	138*	67,3
TOTAL	205	99.9

\* Specific information regarding the disability of the individual identified was not available for the 138-184 individuals identified by the Alberta Government Employment Opportunities Program. However, representatives from this program indicate that the individuals identified are: (a) intellectually disabled individuals; (b) emotionally disabled individuals; (c) physically disabled individuals; (d) emotionally and physically disabled individuals and (e) culturally deprived individuals. It should be noted that only minimum numbers are given. It was particularly noteworthy that for at least 138 individuals representing approximately two-thirds of the total information is not available.

It should be noted that Tables 5 and 6 present estimated data. Representatives from the four agencies specified in Table 5 identified 137 individuals for whom sheltered industry would be considered an appropriate work placement. Eighty-three of the individuals identified were known to be involved with another agency participating in the study. Information regarding the remaining 54 individuals involvement with another participating agency was not available.

Information regarding the characteristics of individuals identified by the agencies specified in Table 5 are presented in Table 6. Note that information is not available for 36.5% of the total identified.

# <u>Results II</u>

The questionnaires and the interviews provided an opportunity for agency representatives to address the status of sheltered industry within the Edmonton community. There was consensus among representatives from the four agencies involved with vocational training and vocational rehabilitation programs that sheltered industry was needed. Representatives from eight of the nine employment placement programs/agencies supported the need for sheltered industry within the community. The representative from the remaining agency did not offer an opinion as to the need for sheltered industry. Comments from the two groups included:

"There is definitely need for sheltered industry in Edmonton."

- "Sheltered industry greatly needed for 'borderline' clients who are employable, but cannot function in a competitive situation."
- "We have felt there is a need for a sheltered industry for physically disabled people."

"Sheltered industry would bridge the gap between a mentally or emotionally handicapped person looking after themself and being productively employed." \* Question no applicable

		INDUSTRY BY ACENCY	AGENCY/ORGANIZATION		
AGENCY/ ATION	NO. OF INDIVIDUALS REQUESTING HELP LOCATING EMPLOY- MENT BETWEEN JAN. 1 AND MAR. 1, 1980	NO. OF INDIVIDUALS IDENTIFIED AS AP- PROPRIATE FOR SHELTERED INDUSTRY AT THIS TIME	NO. OF IDENTIFIED INDIVIDUALS KNOWN TO BE INVOLVED WITH ANOTHER AGENCY PARTICIPATING IN THE STUDY	NO. OF IDENTIFIED INDIVIDUALS KNOWN NOT TO BE INVOLVED WITH ANOTHER AGENCY PARTICIPATING IN THE STUDY	NO. OF IDENTIFIED INDIVIDUALS FOR WHON INVOLVEMENT WITH ANOTHER AGENCY PARTICI- PATING IN THE STUD IS NOT KNOWN
Employment - Special Init	ა 55 5	24	16	0	03
lty Employment is of Alberta	50 regular plus 20-30 new appli- cations per day	23	ω	O	20
ttive Employ- buncelling es of Alberta	Total caseload January, 1980 - 194; Total caseload February, 1980 - 266.	40	14	c	26
on Epilepsy ation	*	50	50	0	O
	TOTAL	137	83	o	54 .

TABLE 5

DISTRIBUTION OF INDIVIDUALS IDENTIFIED BY PLACEMENT AGENCIES AS APPROPRIATE FOR SHELTERED

#### TALLS 6

DISTRIBUTION OF THE INDIVIDUALS INDENTIFIED BY PLACEMENT AGENCIES ACCORDING TO DISABILITY - 13 -

# INFORMATION SOURCE:

- (1) Canada Employment Centre Special Needs Unit
- (2) Community Employment Services of Alberta Ltd.
- (3) Distinctive Employment Counselling Services of Alberta.
- (4) Edmonton Epilepsy Association

Dis	ability Profile	Distribution of i being appropriate at this time.	ndividuals identified as for Sheltered Industry
		Frequency	Percentage of Total
(1)	intellectually disabled individuals	11	8.0
(2)	emotionally disabled individuals	50	:36./5
(3)	physically disabled individuals	14	10.2
(4)	intellectually and emotionally disabled indivuduals	4	2.9
(5)	intellectually and physically disabled individuals	4	2.9
(6)	emotionally and physically disabled individuals	4	2.9
(7)	intellectually, emotionally and physically disabled individuals	, 0	0
(8)	information no available	50	36.5
		137	99.9

"Biggest gap in service ..(is).. sheltered industry. For those unable to make it in competitive employment, they (currently) have to be trained for the rest of their lives."

(Note: Respondents are not identified by name or agency since permission to do so was not obtained during the interviews.)

The questionnaires and interviews also provided an opportunity for representatives to address related areas. The Addendum presents ideas expressed and recommendations made by agency representatives regarding the actual establishment of sheltered industry.

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#### DISCUSSION

The primary purpose of the study was to examine the status of sheltered industry within the Edmonton community, comparing the need for sheltered industry placements for handicapped individuals with the availability of such work placements. Data from the 25 agencies documented the need to increase the number of sheltered industry positions in the community. This need was further supported by comments made by representatives of agencies involved with vocational training, vocational rehabilitation and employment placement.

The secondary purpose of the study was to identify the characteristics of individuals for whom sheltered industry would be an appropriate work placement. To a large extent meaningful information regarding characteristics was not collected.

Prior to discussing the Results in more detail two limitations must be noted. The first limitation relates to the inability to identify potential sheltered industry employees if the individual is not in contact with one of the twenty-five agencies participating in the study. Thus the possibility exists that the need is greater than that identified by this study. However, without documentation no definite statement may be made. The second limitation relates to the fact that for employment agencies, information regarding client involvement with other employment placement agencies was not collected, thus making it impossible to determine whether an individual was identified by more than one employment agency. As well, it was not possible to determine the extent of client duplication between employment placement agencies and those agencies involved with vocational training, education programs for special need students, life skills, and sheltered industry. It is thus acknowledged that the number of placements may be less than the maximum numbers documented; although no information exists to suggest that in fact this is true. Where possible, known non-duplicated results are presented. These results represent the minimum number of placements needed, and can be viewed with confidence.

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In discussing the results, the above limitations must be kept in mind.

The discussion of the results follows the sequence in which data was presented in the results section. In addition, the discussion addresses information derived from combining data from placement and non-placement agencies. The final area addressed is the Disability Profile.

## Non-Placement Agencies

Data from non-placement agencies indicated that 192 (Table 1) sheltered industry positions were required at this time. Seventy-nine of the required positions were currently available through Goodwill Rehabilitation Services of Alberta; resulting in a requirement to increase the number of available positions from 79 to 192 to meet the needs of individuals identified by non-placement agencies. It should be noted that current funding requirements limits the number of positions Goodwill Rehabilitation Services of Alberta is able to provide to 79.

It was interesting to note that within a three-year period the demand for sheltered industry positions will almost double.

A final point to note was that of those programs designed to train individuals to return them to competitive employment (i.e. activity centres, vocational training centres, and vocational rehabilitation centres) 89 individuals of the 668 total, or 13.3% of the total placements, were occupied by individuals judged as being unlikely of obtaining open market employment in the foreseeable future (Table 1). This fact was particularly noteworthy in light of the fact that the objective of such programs was to prepare individuals for open market employment.

In light of current and projected demand on vocational training programs as suggested in (the) <u>Vocational Rehabilitation Source File</u> (pp. 5-6), it would seem reasonable that sheltered industry placements for these 89 individuals be established. This would permit the vacated placements to be made available

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for individuals for whom open market employment is a realistic expectation. This action has been suggested by Brown (1977), who states:

"... the individual should not continue to take up space in a training agency ... but should make his way to some form of sheltered employment". (pp. 4-5)

Of the four programs specially identified as Activity Centres, it was found that 4.3% of the individuals were currently appropriate for sheltered industry (Table 1). The two vocational training centre programs identified 26.1% of their individuals as being appropriate for sheltered industry. The fact that 4.3% of Activity Centre clients were suitable for sheltered industry was not surprising given that the majority were identified from the Community Enrichment Program. It was however somewhat surpirising that one-quarter of the individuals in vocational training centres were deemed as being good candidates for sheltered industry. (Note: The figures for Western Industrial Research and Training Centre are not included in the above since no differentiation was made between Activity Centre and Vocational training centre data.)

With respect to the disability breakdowns, it was felt that two points should be emphasized. The first related to the fact that approximately 50% (55 of 113, Table 1) of those requiring sheltered industry but not so employed were intellectually disabled. This would suggest that strong consideration be given to this disability group in the establishment of any future sheltered industry.

The second point related to intellectually, emotionally and physically disabled individuals. It was found that currently there are no individuals so classified employed in sheltered industry. As above, it was suggested that particular consideration be given to the sheltered industry needs of these individuals.

#### Placement Agencies

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Although between 205 and 251 placements were identified by the agencies specified in Table 3, this figure must be qualified because of 37 known

duplications. It can thus be stated that the real need ranges between 168 and 214; however, because of the possible duplication of 161 to 201, the above figure must be treated with caution. Since it was known that seven individuals were not duplicated it can be said with certainty that seven sheltered industry placements are not required with this requirement possibly extending to 214.

It was felt that because of the high percentage of individuals for whom information regarding characteristics was not available, discussion of the information would have little meaning.

Although 137 placements were identified by the agencies specified in Table 5, it must be emphasized that this data was based on estimates only. The data must therefore be treated with extreme caution due to the inherent limitations of estimated data.

The above limitation notwithstanding, a maximum of 54 placements were identified as being required at this time (Table 5). This figure was derived from the fact that 83 of the estimated 137 individuals requiring sheltered industry were known to be involved with another participating agency and would probably have been included in the other agency's count.

The facts that the data was estimated with a high proportion of known duplication, and no disability differentiation made between individuals known and not known to be involved with another agency precludes meaningful discussion of information regarding characteristics.

# Placement and Non-Placement Agencies

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Although 534 to 580 (Tables 1, 3 and 5) placements were identified as being required this time, this figure must be qualified because of 120 known duplications (Tables 3 and 5). It can thus be stated that the real need ranged between 414 to 460; however, because of the possible duplication of 215 to 261, the above figure must be treated with caution. Since it was known that 199 individuals were not duplicated (Tables 1 and 3) it can be said that 199 placements

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were currently required with this requirement possibly extending to 460. In addition, the study documented the need for 82 additional placements (Table 1) within the ensuing year resulting in a minimum requirement of 281 positions extending to a possible 542 positions. The Results document that the subsequent two years will see an additional 103 positions being required. This will result in a minimum of 384 positions required as of June, 1983, with this need possibly extending to 645.

Information presented in this report regarding the characteristics of individuals identified as appropriate for sheltered industry at this time but not now employed with sheltered industry, must be viewed with caution. From the limitations previously discussed, it was deemed that meaningful discussion of the data was not possible. However, the results indicate that within each category of disability specified there are individuals for whom sheltered industry is required.

It should be noted that in conducting the research a number of issues/ questions regarding the disability profile emerged. This was particularly true regarding those categories involving physical disabilities. While it was found that the physical disability category was valid in the context of this study, it became evident that finer differentiations would be helpful in planning for sheltered industry. With respect to the categories of emotional and intellectual disabilities, it was not apparent that finer differentiations were required; however, this possibility should not be ignored. As such, the questions of finer classifications for intellectual and emotional disabilities should be raised in the planning of sheltered industry.

# FINDINGS

- That a minimum of 199 sheltered industry positions are needed in Edmonton at this time.
- 2. That the number of sheltered industry positions currently required in Edmonton may exceed 199.
- 3. That the minimum number of sheltered industry positions needed in Edmonton will increase to 281 in one year and to 334 in three years.

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