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Bureau of Justice Assistance

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OVERVIEW OF THE PRELIMINARY FINDINGS OF A STATE SURVEY OF TREATMENT OPTIONS FOR DRUG-DEPENDENT OFFENDERS

January 1989

Prepared by the National Criminal Justice Association under cooperative agreement #87-DD-CX-K051 from the Bureau of Justice Assistance, U. S. Department of Justice.

TO THE READER:

This report is based on a preliminary analysis of responses to a survey of state policy and practices affecting treatment of drug-dependent offenders. Further analysis of survey responses could recast some of the findings presented in this report.

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OVERVIEW OF THE PRELIMINARY FINDINGS OF A STATE SURVEY OF TREATMENT OPTIONS FOR DRUG-DEPENDENT OFFENDERS

Introduction

Since the 1970's, policymakers' lack of confidence in the effectiveness of treatment in reducing drug abuse has been a significant influence on the status of drug treatment relative to other governmental functions.

However, increasing public concern about the drug problem generally in the last eight years and the relationship between drugs and crime in particular in the past two years has prompted renewed interest in exploring treatment's potential for controlling drug dependency and thereby reducing the anti-social behavior of the drug abuser.

This resurgence of interest in drug treatment is reflected in the U. S. Congress' passage in 1986 and reauthorization in 1988 of omnibus anti-drug legislation that authorizes federal funding for state and local drug control efforts, including treatment services for drug-dependent persons.

Increasing evidence of a strong link between drug abuse and criminal activity has focused particular attention upon treatment services for drug-dependent offenders. Under a grant from the

U. S. Department of Justice's Bureau of Justice Assistance, the National Criminal Justice Association (NCJA), in cooperation with the National Governors' Association, is undertaking a project to identify effective and workable approaches to treatment of drug-dependent offenders and to help guide criminal justice officials in selecting, implementing, and assessing the effectiveness of various treatment approaches.

The first stage of the drug-dependent offenders treatment project included a survey of all the states to determine policy and other considerations affecting the level and availability of drug treatment services for offender populations. (See Appendix for a copy of the survey.)

The purpose of this paper is to make available to the states the preliminary survey findings for states' consideration as they develop the drug control strategies required under the Anti-Drug Abuse Act of 1988 and due for submission to the U. S. Department of Justice's Bureau of Justice Assistance with states' applications for anti-drug act grant funds by Feb. 16, 1989.

Survey Administration

With the help of its state members, the NCJA sought out, as principal survey respondents in each state, officials of state agencies most knowledgeable about state and local governments' policy and practice affecting the operations, financing, and use of treatment programs for drug-dependent offenders and about state and local programs available to drug-dependent offenders.

All states, the District of Columbia, Puerto Rico, the Virgin Islands, and Guam responded to the survey. In many states, more than one state agency or department submitted a completed survey form, and several completed survey forms represented responses from county agencies and/or individual treatment service providers whom state survey respondents had contacted. Overall, 147 survey responses were received.

State corrections department officials and officials within the alcohol and drug abuse division of state human services agencies responded to the survey in almost equal numbers; in fact, 110, or almost 75 percent, of respondents fall into those two categories. The majority of state survey respondents are officials located in the division of the responding agency that administers the agency treatment operations. Generally, these officials' principal responsibilities include determining and advocating support for agency treatment services requirements, selecting and monitoring the performance of treatment service providers, and administering agency treatment budgets. Thus, while the majority of respondents do not play a principal role either in establishing departmental treatment

budgets or in running treatment programs and making treatment placement decisions, they have management responsibilities for treatment-related services that place them in a good position to be able to respond knowledgeably about the issues covered in the survey.

Most state respondents reported that their agencies had been established by state statute. Half of the responding agencies reported that their activities are overseen by an advisory board or commission that participates in agency policy development and planning. Two-thirds of the respondents reported that the heads of their agencies have direct access to the governor and the state legislature.

The NCJA survey consisted of two types of questions. The first type was close-ended questions that asked the respondent to answer with a "yes" or a "no" or to select a response from among a number of choices provided. Responses to such questions are aggregated and quantified quite readily. The other questions were open-ended, not structuring a respondent's answer, but generally soliciting a narrative response and frequently seeking a respondent's opinion. Responses to this type of question are not aggregated and quantified easily.

This report is based primarily on a preliminary analysis of responses to the first type of questions. Responses to the second type of questions currently are being analyzed. That resulting analysis could recast some of the findings presented in this report.

Overview of Survey Findings

Collectively, survey respondents describe drug treatment as a neglected and underfunded social services discipline. Virtually every survey respondent reported that there is too little funding for treatment services generally, that there are not enough drug treatment facilities or appropriate placements for drug-dependent clients, and that there is a lack of qualified personnel to staff treatment programs.

Survey responses indicate that treatment services for drug-dependent offenders may be less available than for other drug-dependent clients, but that, overall, the drug-dependent offender's access to treatment may be as much a function of availability of treatment services generally as of as his offender status. The majority of survey respondents reported insufficient placements generally for drug-dependent persons needing treatment; 41 percent of survey respondents noted specifically that treatment services are less available for drug-dependent offenders.

Generally, survey respondents reported that they make few distinctions between drug-dependent offenders and other drug-dependent clients for treatment-related purposes. For example, respondents said that their states generally do not distinguish between drug-dependent offenders and other drug-dependent clients in establishing treatment policy and treatment budgets or in making treatment placement decisions. Neither is a distinction made between the handling of drug-dependent offenders and the handling of other applicants for treatment if no appropriate placement is available; in either case, the name of the offender or other drug-dependent client is placed on a waiting list pending the availability of an appropriate placement. State corrections officials responding to the survey did indicate, however, that in making treatment placement decisions, they do take into consideration the type of offense that the drug-dependent offender has committed.

Survey respondents also indicated that although they generally do not distinguish between alcohol and drug abuse in establishing treatment policy and budgets, they are more likely to draw such distinctions when making treatment placement decisions.

Survey responses indicate that state treatment services budgets do not fare well in competition with other state programs and that these budgets are exceptionally vulnerable when state officials must cut government costs overall to accommodate a downward turn in a state's economy or changes in a state's legislative priorities. As a result of these conditions, survey responses indicated, the majority of states rely significantly on the

federal government for support for their treatment services budgets. Forty percent of survey respondents reported that federal funds are the source of from 21 to 80 percent of their state treatment budgets. An additional 20 percent of survey respondents reported that federal funds comprise from one to 20 percent of their treatment services budgets, while four percent of survey respondents report that federal funds are the source of greater than 80 percent of their treatment services budgets. A third of the survey respondents reported, however, that their states used no federal funds to support their treatment services budgets.

State funds, by contrast, are the source of the greatest amount of support for state treatment services budgets, according to the survey respondents. Almost half, or 47 percent, of survey respondents indicated that state funds make up from 21 to 80 percent of treatment services budgets; another 40 percent of survey respondents report that state funds make up more than 80 percent of their treatment services budgets.

Local government funding generally is not a significant source of support for treatment services budgets; 82 percent of survey respondents reported that they receive no funding from local governments for their treatment services budgets.

States appear to be slightly less reliant on federal funding for treatment services budgets for drug-dependent offenders than for treatment services budgets generally. While 31 percent of survey respondents reported that federal funds are the source of from 21 to 80 percent of their treatment services budgets for drug-dependent offenders, 30 percent said that state funds comprise from 21 to 80 percent of the treatment services budgets for drug-dependent offenders, and 44 percent said that state funds make up more than 80 percent of the treatment services budgets for drug-dependent offenders.

As in the case of treatment services generally, most respondents indicated that local funding plays a small role in support for treatment services for drug-dependent offenders; in

fact, 87 percent of survey respondents reported that local funds are not a source of support for their treatment services budgets for drug-dependent offenders.

More than 60 percent of survey respondents reported that their overall budgets for treatment services have increased from budget levels of five and 10 years ago. By contrast, only 45 percent of survey respondents reported increases for the same period in their treatment services budgets for drug-dependent offenders.

Survey respondents provided information concerning more than 3,000 programs currently or potentially available to treat drug-dependent clients. Survey respondents currently are being contacted to further refine the program-related information provided and to indicate specifically those programs that respondents consider the most effective in treating drug-dependent offenders.

Survey respondents were asked to indicate, by selecting among a list of terms provided, the types of intervention strategies involved in programs used to treat drug-dependent offenders. Terms used to describe intervention strategies were detoxification, physical control, monitoring, counseling and therapy, and auxiliary services. (See p. 10 of attached copy of survey for descriptions of terms.) Survey respondents also were asked to describe the setting for delivery of treatment services (institutional, residential, or outpatient) and the duration of treatment.

Survey responses indicated that the intervention strategy used most frequently in treating drug-dependent offenders, either alone or in combination with another treatment type, is counseling and therapy. Treatment of drug-dependent offenders most often is "short-term"; analysis of responses to other related questions that would further define "short-term" is not yet complete. Treatment services most frequently are delivered in institutional settings, according to respondents.

Although funding levels for treatment services headed the list of policy-related factors that survey respondents reported affect treatment programs for drug-dependent offenders,

survey respondents indicated that several non-economic policy considerations significantly also affect such programs. The non-economic policy considerations most frequently cited by survey respondents were philosophical debates over the relative priority of punishment and treatment in dealing with drug-dependent offenders and public resistance to establishment of community-based treatment programs.

Survey respondents generally reported that Acquired Immunodeficiency Syndrome (AIDS), to date, has not affected treatment services for drug-dependent offenders; however, respondents reported that they anticipate that AIDS will become a consideration in the provision of treatment services in the future.

Conclusion

Concern about the drug problem and its relationship to crime has prompted policymakers and criminal justice practitioners to revisit the issue of the potential effectiveness of treatment in curbing drug abuse.

The NCJA survey of state policies and practices affecting treatment of drug-dependent offenders indicates that although budgets for drug treatment services for all drug-dependent clients have increased over the past five to 10 years, total resources available for such services continue to fall below those that survey respondents say are needed. Moreover, treatment services budgets are exceptionally vulnerable to shifts in states' funding priorities and economic conditions, with the result that federal funds are the source of significant percentages of total treatment services funds.

Survey respondents report few distinctions between treatment policy and practices for drug-dependent offenders and other drug-dependent clients. Appropriate placements are slightly less available for drug-dependent offenders than for other drug-dependent clients, drug-dependent offender services are slightly more likely to receive state funding than federal funding.

The Congress' passage of legislation authorizing federal funding for state and local drug treatment programs already has resulted in some increase in resources available to support drug treatment services, including those for drug-dependent offenders. However, anti-drug abuse funding for treatment services generally did not reach the states until late in fiscal year 1987, and most states therefore have not felt the full effect of these dollars on their treatment services budgets. The net effect of the 1988 act as a catalyst for even more substantial contributions to state and local treatment budgets may be to increase states' reliance on the federal government as a source of funds for their treatment services budgets. However, because of the uncertainty of continued federal funding for anti-drug measures, including for treatment services, in future years, states should take that uncertainty into account in planning and developing their treatment services budgets.

APPENDIX:

Treatment Options for Drug-Dependent Offenders: State Survey

TREATMENT OPTIONS FOR DRUG-DEPENDENT OFFENDERS

STATE SURVEY

Introduction

The National Criminal Justice Association (NCJA), in conjunction with the National Governors' Association (NGA), seeks your participation in a nationwide survey to identify effective and workable approaches to the treatment of drug-dependent offenders.

A continuing concern for state policymakers has been how the criminal justice system best can deal with the increasing number of offenders who are also drug users. At present, there are few resources available to help these officials explore treatment options and make decisions regarding the management of drug-dependent offenders.

Supported by a two-year grant from the U. S. Department of Justice's Bureau of Justice Assistance, the NCJA/NGA project is intended to help state officials select, implement, and assess the effectiveness of various treatment options for drug-dependent offenders. The project will result in an overview of state and local governments' approaches to and experiences in providing treatment programs for drug-dependent offenders; an analysis of pertinent policy issues that affect the operation, financing, and use of treatment programs; criteria for use in assessing the effectiveness of various treatment programs; and recommendations for future research and evaluation.

Your responses will be an integral part of the project and critical to its success. The NCJA and the NGA thank you for your cooperation and participation.

Instructions

The survey is comprised of five sections: 1) Administration, 2) Finance, 3) Intervention Strategies, 4) Research and Evaluation, and 5) Issues and Attitudes. Please answer all questions as completely as possible. If necessary, additional space may be used. If specific data are not available for a given response, please provide the best available approximation of requested information. You may wish to forward sections of the survey to the appropriate department head (e.g., finance section to the budget and fiscal director, treatment options section to the program and treatment director) to ensure the most complete and accurate response possible. If you do so, please ask other respondents to return the survey sections to you so that you can forward the entire survey to your state's survey coordinator.

A glossary of terms has been included at the beginning of the survey to assist you in resolving any questions regarding definitions of terms.

In some instances, you are asked to include copies of specific items. You also are encouraged to enclose with the completed survey any other supplemental materials that may be useful in determining or describing the nature and extent of treatment options for drug-dependent offenders in your state.

If you have any questions concerning the state survey, please call the NCJA at (202) 347-4900.

Please return the completed survey and any additional survey-related information to your state's survey coordinator, listed below, as soon as possible:

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Title:	,											
Agency:	***************************************								 مسطوستان ودوداروروا			
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City/State/Zip:						:			·			
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GLOSSARY

The National Criminal Justice Association is conducting a survey to identify effective and workable approaches to the treatment of drug-dependent offenders. The survey focuses specifically on individuals who have been accused or convicted of criminal offenses and whose drug-dependence has been recognized formally by the criminal justice system and addressed in pre- or post-sentencing decisions regarding such offenders.

Drug: Any intoxicating substance that has the potential for abuse leading to some degree of physical and/or psychological dependence that potentially may influence an individual's behavior.

Drug Dependence: Any pattern of use of an intoxicating substance that results in some degree of physical and/or psychological dependence that potentially may influence an individual's behavior.

Drug-dependent Offender: An individual who has been accused or convicted of a criminal offense and whose drug dependence has been recognized formally by the criminal justice system and addressed in pre- or post-sentencing decisions regarding that offender.

Intervention Strategy: An approach intended to interrupt or remediate an individual's drug dependence.

Program: A public or private facility, site, or other setting in which treatment services for drug-dependent individuals are administered.

Treatment: The broad range of emergency, outpatient, intermediate, and inpatient services and care including, but not limited to, diagnostic evaluation, medical, psychiatric, psychological, and social service care, vocational rehabilitation and career counseling, that may be extended to drug-dependent individuals. (Definition derived from Alcoholism and Substance Abuse Act, Ill. Rev. Stat. ch. 111 1/2, para. 6304.21 (1985))

TREATMENT OPTIONS FOR DRUG-DEPENDENT OFFENDERS

STATE SURVEY

The National Criminal Justice Association is conducting a survey to identify effective and workable approaches to the treatment of drug-dependent offenders. The survey focuses specifically on individuals who have been accused or convicted of criminal offenses and whose drug-dependence has been recognized formally by the criminal justice system and addressed in pre- or post-sentencing decisions regarding such offenders.

[Name of Respondent]	
[Title]	••
[Agency]	
[Street Address]	
[City, State, Zip Code]	
[Telephone]	
I. Administration	
1. Under what authority was your agency established?	
a by statute	
b by executive orderc by other administrative directive (please specify):	
c by other administrative directive (prease specify).	
	

a.	the governor?	Yes	No		
ь.	the state legislature?	Yes	No		
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	Description:	
c.	Title:	
r	Description:	
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a. •	establishing treatment pol	
a.	establishing treatment pol	
a.	establishing treatment pol	
•	establishing treatment pol Yes No Please explain:	icy?
a. b.	Yes No Please explain: In establishing treatment	icy?
•	establishing treatment pol Yes No Please explain:	icy?
•	Yes No Please explain: In establishing treatment	icy?

	c.	In making tr	<u>eatment plac</u>	ement de	cisions?				
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		Please explai	n:						·
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	b.	In establishin	g <u>treatment l</u>	budgets?					
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	e treatment programs for drug te authorities?	g-dependen	t offender	s certified	l or lices	nsed
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Plea	ase explain:					`
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	Tor now many drug-depen		s does you			
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14.	a.	Are appropriate placements generally available for all drug-dependent client for whom your agency has responsibility?
	-	Yes No
		Comments:
	ь.	How does the availability of appropriate treatment placements for drug-dependent offenders compare with those generally available?
		More available Less available Same
		Please explain:
15.	a.	How are applicants for treatment generally handled if no appropriate placement is available immediately through your agency? 1 Placed on waiting list
		2. Referred
		3 Other (Please explain):
	þ.	If waiting lists are maintained, how long is a qualified applicant typically wait-listed before placement? weeks
	c.	Is any distinction made between the handling of drug-dependent offenders and the handling of other applicants for treatment if no appropriate placement is available?
	;	Yes No
		Please explain:

TT	***				
11.	H!	Πā	n	c	e

1.	Wh	at is your agency's bud	get for the	current ye	ar? \$		
2.	trea	w much of your agency atment? \$approximate percentage	· If n	o dollar fig	ure is availa	ble, please	give
3.		the amount of funds de n, less than, or about the					
			More	<u>Less</u>	Same		
	a.	Five years ago:	-	-			
	b.	10 years ago:		**************************************			
4.		proximately what perce owing sources?	ntage of fu	ınds design	ated for trea	itment come	s from the
	a.	State:%					
	b.	Local:%					
	c.	Federal:%			•		
	d.	Private (e.g., donatio	n, endowm	nent, grant)	:%		
		Type of source:					
	e.	Other (e.g., client fee	es, private	insurance):	%		
		Type of source:					
5.	desi If n	w much of your agency ignated for the treatme to dollar figure is availaget that is allocated for	nt of drug- able, please	dependent give the a	offenders?	Spercentage	of the
6.	the	he amount of funds des current fiscal year mor rs ago and 10 years ago	re than, les				
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	a.	Five years ago:		*	· · · · · · · · · · · · · · · · · · ·		
	b.	10 years ago:		:			•

7.	Ap _l dep	pproximately what percentage of funds designated for treatment of drug- pendent offenders comes from the following sources?									
	a.	State: _	%	P		•					
	ь.	Local: _	%								
	c.	Federal: _	%								
	d.	Private (e.g.,	donation	ı, endov	ment,	grant):	%				
		Type of sour	ce:								
. •	e.	Other (e.g.,	lient fee	s, privat	e insur	ince): _	%				
		Type of sour	ce:		·		-				

III. Intervention Strategies

The National Criminal Justice Association is conducting a survey to identify effective and workable approaches to the treatment of drug-dependent offenders. The survey focuses specifically on individuals who have been accused or convicted of criminal offenses and whose drug-dependence has been recognized formally by the criminal justice system and addressed in pre- or post-sentencing decisions regarding such offenders.

This section of the survey focuses on approaches, or so-called intervention strategies, currently or potentially available to treat drug-dependent offenders. Specifically, you are asked to list and describe programs with which your agency is involved in providing treatment for drug-dependent individuals.

Below are spaces to provide, for each program, the program name, intervention strategies used in the program, other program characteristics, narrative description of and other comments about the program, and the program contact person.

In listing programs, please include one program representing each type of intervention strategy used in programs with which your agency is involved. Please select the programs that you consider most effective in accomplishing their objectives; if there is more than one program that uses a specific intervention strategy, please list only the program considered most effective. In the space provided for comment, please explain each choice.

In identifying program strategies and other program characteristics, please refer to the list of terms below. Because treatment programs are so diverse in scope and approach, and because the terminology used to describe programs varies considerably, the NCJA has selected, for the purposes of this survey, terms that seem best to convey the broad categories of approaches, or intervention strategies, most likely to be the basis of various programs. The first six terms listed below focus on the nature of the strategy; the remainder describe duration, setting, client, and other qualitative characteristics. Please use the abbreviations provided for these terms to identify the strategies and other program characteristics on the designated lines.

For each program listing, additional space is provided for additional narrative descriptions and any explanatory comments that you may wish to make. Of particular interest would be any assessment of program performance or information concerning noteworthy strengths or weaknesses, particularly as they might relate to the program's effectiveness in treating drug-dependent offenders.

If there is a directory or other publication that identifies programs, you may wish to enclose that document in lieu of completing the following. However, if you choose that method of responding to this question, please annotate the directory listings to include any items of information, such as the specific intervention strategy used in each program and the contact for each program, that we are seeking that are not covered in the directory descriptions.

Intervention Strategies

- D = Detoxification (e.g., methadone, non-opiate, alcohol)
- PC = Physical Control (e.g., secure confinement, pharmacological)
- M = Monitoring (e.g., probation, drug testing, intensive supervision)
- CT = Counseling and therapy (e.g., individual, group, family)
- AS = Auxiliary Services (vocational, employment, education, social services)
- O = Other (e.g., combination; please specify)

Oualitative Characteristics

Setting:

- I = Institutional setting
- R = Other residential
- O = Outpatient

Duration:

- L = Long-term (please specify length of time)
- S = Short-term (please specify length of time)

Client Population:					
AM =Adult Male					
AF = Adult Female	•				
JM = Juvenile Male					
JF = Juvenile Female					
OF = Only Drug-depe	ndent Offenders				
NF = No Drug-depend	ient Offenders				
SF = Some Drug-depe	endent Offenders				
Program Name:			· · · · · · · · · · · · · · · · · ·		
Intervention Strategy(i	les):				
Qualitative Characteris	stics:	•			
Narrative Description:				·	
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Comments:					
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Program Contact:					
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Program Name:					·			
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Comments:	
Program Contact:	(name)
	(address)
	(tel. no.)
Program Name:	
Intervention Strategy(ies):	
Qualitative Characteristics:	

Narrative Description:		***********	 	•						
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		Program Contact
		(name)
		(address)
		(tel. no.)
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γ.	Kese	earch and Evaluation
	1, .	a. What information systems or reporting systems, if any, exist in your jurisdiction to help monitor and evaluate treatment programs for drug-dependent offenders?
		Please describe briefly:
		b. What agency or office receives reported data?
		Please describe briefly:
		c. How does the agency or office use the reported data?
		Please describe briefly:
	2.	Does your agency or any other agency have current evaluation reports on your jurisdiction's treatment programs for drug-dependent offenders?
		Yes No
		If possible, please include a copy of any such report with the completed survey.
		If copies are not available, please list each report and briefly describe its conclusions.

a.	What factors, positive or negative, affect the availability of funding in yo jurisdiction for drug treatment programs generally?
	Please explain briefly:
ъ.	For drug treatment programs for offenders?
	Please explain briefly:
a.	How effective are available treatment programs in meeting the needs of juvenile drug-dependent offenders?
	Please explain briefly:
•••	Please explain briefly:
•••	Please explain briefly:
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b.	Please explain briefly: Of female drug-dependent offenders? Please explain briefly:

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