

Report on the social inclusion and social protection of disabled people in European countries

Country: Spain

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Background:

The [Academic Network of European Disability experts](#) (ANED) was established by the European Commission in 2008 to provide scientific support and advice for its disability policy Unit. In particular, the activities of the Network will support the future development of the EU Disability Action Plan and practical implementation of the United Nations Convention on the Rights of Disabled People.

This country report has been prepared as input for the *Thematic report on the implementation of EU Social Inclusion and Social Protection Strategies in European countries with reference to equality for disabled people*.

The purpose of the report ([Terms of Reference](#)) is to review national implementation of the open method of coordination in [Social inclusion and social protection](#), and is particular the [National Strategic Reports](#) of member states from a disability equality perspective, and to provide the Commission with useful evidence in supporting disability policy mainstreaming.

The first version of the report was published in 2008. This is the second version of the report updated with information available up to November 2009.

Summary of changes since 2008

Housing and homelessness:

Disability is not being mainstreamed in the questionnaire response. The keyword "disability" just appears four times in the R. D. 2066/2008, National Plan on Housing and Rehabilitation 2009-2012. The keyword "accessibility" appears regarding people's economic resources for buying or renting a house. A few times priority is given to disabled people in combating housing exclusion (e.g. RENOVE aids for increasing energy efficiency and universal accessibility of persons with disabilities, preference in applications in the National Plan on Housing and Rehabilitation 2009-2012) but there are also different horizontal overarching regional and local policies. It also mentions Act 51/2003 on Equal Opportunities, Non-Discrimination, and Universal Accessibility of persons with disabilities.

Although the Department of Health and Social Policy gives annual financial help for projects focusing on innovations, there is no new quantitative evidence or research available about housing exclusion.

New strategies and actions for the inclusion of disabled people:

A key development during 2009 has been the publication of the III Action Plan for Disabled People 2009-2012 by the Ministry of Health and Social Policy as a national strategy that affects disabled people in different areas. It also implements UN Convention. This Plan has a specific part focused on social and legal protection. Social inclusion is a horizontal overarching issue in the document.

Older laws are being implemented from 2008 but the Act 29/2006, Promotion of Personal Autonomy and Care for Dependent Persons, has caused too much expectation to disabled people and their families. Its implementation is different depending on each Region. The impact of these policy changes might be positive to disabled people.

New changes in incomes, benefits and pensions:

There is no new evidence about change in the poverty levels of disabled people and their families. Pensions have been revalued every year and Royal Decree 73/2009 establishes maximum financial payments for personal assistants.

New changes in long-term care and support:

Levels of support available to disabled people and the numbers of people receiving disability-related benefits have increased because of the progressive implementation of the Promotion of Personal Autonomy and Care for Dependent Persons' Act.

Due to lack of data is not possible to know impact of changes on disabled people yet.

Implications of the economic crisis:

There is no recent evidence about effects on social protection and social inclusion for disabled people. More financial resources are required to implement the National System for Dependency (Personal Autonomy and Care for Dependent Persons' Act). It seems that sheltered employment and open employment are being reduced significantly according to the opinion of main boards of principal NGOs. There are more "special measures" than full inclusion: the Government has given 40 million € to the CERMI (for compensating new unemployment in sheltered employment), and a new State Reference Centre has recently been opened.



PART ONE: SOCIAL INCLUSION PLANS (GENERAL)

1.1 Please describe how and where disabled people are included in your country's published plans for social inclusion and protection?

People with disabilities are being increasingly mainstreamed, both in education and employment. More efforts need to be made to accomplish full mainstreaming of people with the most severe disabilities.

Major actions taken in our country are derived from the Law [51/2003](#), December the 2nd, on equal opportunities, non discrimination and universal accessibility of disabled people ("Ley 51/2003, de 2 de diciembre, de igualdad de oportunidades, no discriminacion y accesibilidad universal de las personas con discapacidad")

(<http://sid.usal.es/idocs/F3/LYN5979/3-5979.pdf>)

There are several measures for promoting the social inclusion of disabled people, at a national level (Direccion General de Coordinacion de Politicas Sectoriales sobre la Discapacidad, 2007; Ministerio de Trabajo y Asuntos Sociales, Secretaria de Estado de Servicios Sociales, Familia y Discapacidad, 2004; MTAS 2001, 2003a, 2003b, 2005, 2006f, 2006a, 2006b, 2006c; 2006d, 2006e). Autonomous Communities have also developed their own Action Plans (e.g. Andalucia 2003-2006; Castilla y Leon 2000-2003; La Rioja 2007-2010; Madrid 2005-2008; Murcia 2002-2004). At a local level there are also some examples of Action Plans (e.g. Pozuelo de Alarcon 2004-2007).

Additional laws have been recently developed as a consequence of passing the Law 39/2006, of 14th December, on Promotion of Personal Autonomy and Care for Dependent Persons (Ley 39/2006, de 14 de diciembre, de Promocion de la Autonomia Personal y Atencion a las personas en situacion de dependencia)

(<http://sid.usal.es/idocs/F3/LYN10241/3-10241.pdf>), such as: Resolucion de 8 de agosto de 2008; Orden ESD/1984/2008, Real Decreto 179/2008; Real Decreto 6/2008; Real Decreto 7/2008; Real Decreto 727/2007; Resolucion de 23 de mayo de 2007; Orden TAS/1459/2007; Real Decreto 615/2007; Real Decreto 504/2007, Correccion de errores del Real Decreto 504/2007.

The National Report (2006-2008) establishes measures through various priority objectives:

To promote access to employment: promote participation in the labour market and fight against poverty and social exclusion:

Reform the system of bonuses for promoting indefinite hiring and reducing the rate of temporary employment by:

- Increasing the duration of incentives from two to four years, and maintaining the indefinite length of incentives for those aged over 45 and people with disabilities;
- Establishing bonuses for the temporary hiring of disabled people, socially excluded people or victims of gender violence, with amounts of €2,200 per year for disabled people and €600 per year for victims of gender violence and socially excluded people.
- Regulation of supported employment within the framework of the personal and social adjustment services of Special Employment Centres, as a means of encouraging the employment of disabled people who have difficulties gaining access to the ordinary labour market.
- Upgrading financial aid for the creation of Special Employment Centres.
- Employment measures which take account of the specific requirements of disabled women and migrants due to their higher unemployment rates.
- Measure 11. A 5 per cent quota of public sector vacancies to be filled by disabled people who have a disability degree equal or more than 33%.

- Measure 12. Promote comprehensive employment programmes aimed at social and labour market insertion of people who are socially excluded, or at risk of this, through personalised programmes which include information, counselling, training, monitoring and assessment, as well as other service provision for employment.
- Measure 13. Promotion of the legal regulation of insertion businesses.
- Measure 15. Promote micro-credits and other funding mechanisms to enhance self-employment for people in a situation, or at risk, of social exclusion.
- Measure 16. Develop access to employment programmes in collaboration with NGOs for socially excluded people or who are at risk of it, by:
 - 16.1 Combining different activities: information, guidance and counselling, practical work training and a personalised itinerary with personal assistance and monitoring for labour market insertion.
 - 16.2 Making possible labour insertion of people or vulnerable groups in emergent markets such as local cultural and leisure services, environment, refurbishment of housing and neighbourhoods, and new information and communication technology services.
 - 16.3 Establishing bridging structures towards the labour market.
 - 16.4 Providing information about micro-credits for self-employment linked to financial institutions, and offering advice on starting projects and helping with loan applications.
 - 2.2.2 A guarantee of minimum financial resources
 - Measure 8. Improvements to the method of calculating extra payments made for severe disability, to make the amount more equitable, and increase the lowest level of benefits.
 - 2.2.3 To achieve an equitable education system
 - 4.2 Increasing coordination between the relevant authorities to improve their attention to the principle of student diversity and to adapting schooling to their characteristics and needs, especially at primary and compulsory secondary levels, to help ensure equality, non-discrimination, access to and permanence in the educational system.
 - 2.2.5 To guarantee assistance for people in a situation of dependency
 - Measure 1. Establish the National Dependency System (SND) through the Law on promoting personal autonomy and care for people in a situation of dependency. Priority will be given to care services (home assistance, telecare, day and night centres, technical assistance, and residential care), as well as financial assistance.
 - Measure 2. Set up and develop following SND cooperation and coordination instruments:
 - 2.1 A SND Territorial Council, comprised of the Ministry of Labour and Social Affairs and the autonomous regions.
 - 2.2 A Comprehensive Action Plan for the Promotion of Personal Autonomy and Care for People in a Situation of Dependency, drawn up by the SND Territorial Council.
 - 2.3 An SND Consultative Committee. Its aim is to ensure the effective participation of trade unions and employers' organisations, as well as public administration (central government, autonomous regions and local) bodies.
 - Measure 3. Draw up a comprehensive care plan for children under the age of 3 who have serious disabilities, to ensure care is offered early and they are provided with rehabilitation for their physical, mental and intellectual capacities.
 - Measure 4. Draw up a plan to prevent dependency.
 - Measure 5. Provide means for teletreaining of non-professional care workers under the Law on promoting personal autonomy and care for people in a situation of dependency.
 - Measure 6. Develop in collaboration with NGOs: support programmes for families in which there are people in a situation of dependency; programmes to improve the quality and number of places for dependent people in residential old people's homes; and programmes for the autonomy and social integration of people with disabilities, particularly those who are in a situation of dependency.

Nevertheless, for a full understanding of the current situation of people with disabilities in Spain, we strongly suggest reading: *Human Rights and Disability in Spain*.



Situation report. (Derechos Humanos y Discapacidad en España. Informe de situación. Fundacion ONCE 2007):

<http://www.cermi.es/NR/rdonlyres/00003993/uoompmujrafhgkukwujydxanwkpjhqp/DerechoshumanosydiscapacidadenEspa%C3%B1a.pdf>

This report offers an extensive analysis of current legal barriers concerning: disablement, adoption, popular jury; participation as witnesses at public hearings, and civic participation.

It also analyses barriers related to inclusion: communication; education; employment; health; housing; institutionalization; accessibility; culture, sports and leisure time. These shortcomings have also been mentioned in other recent studies (Alujas, 2006; Barcelon & Quintero 2006; Blanco, Sanchez, 2006; Cabra de Luna, 2006; Cayo Perez Bueno, 2006a, 2006b; CERMI, 2007; Charroalde, & Fernandez, 2006; Garcia Villamisar, Cuxart & Jimenez Casas, 2006; Garcia-de la Rosa, 2006; Herce, Labeaga, Sosvilla & Ortega, 2006; Jenaro & Flores, 2007; Mendez, 2006; Tricio 2006; Trujillo & Cayo 2007; Zabarte, 2006).

- There is more legislation on “special measures” (e.g. special employment centres; special education) than on full inclusion.
- New financing is required to support the National System for Dependency, as well as for the health care system.
- There is a need for individualised budgets according to disabled people’s preferences and needs
- Social Security provision needs to be compatible with employment for people with disabilities
- Additional protection measures for families other than non-contributory benefits for dependent children and non-contributory pensions are needed, as well as improvement of existing measures.
- Coordination of the different organisations and administrative levels from and evaluation of the quality of services is needed (Retos de la calidad de los servicios en el Sistema de Autonomia y Atencion a la Dependencia, SAAD, <http://www.mtas.es/es/publica/revista/numeros/70/Est06.pdf>)

A key development during 2009 has been the publication of the III Action Plan for Disabled People 2009-2012 by the Ministry of Health and Social Policy as a national strategy that affects disabled people across the different areas. It also implements the UN Convention. This Plan has a specific focus on social and legal protection. Social inclusion is an overarching issue in the document.

Older laws from 2008 are being implemented but the Law 29/2006, “Promotion of Personal Autonomy and Care for Dependent Persons”, has been the cause of much optimism to disabled people and their families. It is being implemented differently by each Region.

The impact of these policy changes could be positive to disabled people.

Regarding housing and homelessness, disability is not being mainstreamed. The word “disability” appears just four times in the R. D. 2066/2008, National Plan on Housing and Rehabilitation 2009-2012. The word “accessibility” appears in relation to people’s economic means for buying or renting a house. A few times priority is given to disabled people in methods for combating housing exclusion (e.g. RENOVE aids for increasing energy efficiency and universal accessibility for persons with disabilities, preference with applications in the National Plan on Housing and Rehabilitation 2009-2012), but there are also different horizontal overarching regional and local policies. The Law 51/2003 on equal opportunities, non-discrimination, and universal accessibility of persons with disabilities is also mentioned.

Although the Department of Health and Social Policy gives annual financial help for projects focusing on innovations, there is no new quantitative evidence or research available about housing exclusion.

1.2 In reality, what major actions has your country taken and what are the positive or negative effects on disabled people? (Policy or practical examples).

Major actions taken in our country are political, and are derived from the Law [51/2003](#), December the 2nd, on equal opportunities, non discrimination and universal accessibility of disabled people ("Ley 51/2003, de 2 de diciembre, de igualdad de oportunidades, no discriminacion y accesibilidad universal de las personas con discapacidad") (<http://sid.usal.es/idocs/F3/LYN5979/3-5979.pdf>) (see Cabra de Luna, 2004).

A second milestone was the passing of the Law 39/2006, of 14th December, on Promotion of Personal Autonomy and Care for Dependent Persons ("Ley 39/2006, de 14 de diciembre, de Promocion de la Autonomia Personal y Atencion a las personas en situacion de dependencia") (<http://sid.usal.es/idocs/F3/LYN10241/3-10241.pdf>), and the publishing of the Libro Blanco (http://sid.usal.es/idocs/F8/FDO9043/libro_blanco_dependencia.pdf)

A number of laws define beneficiaries, measures for fighting against discrimination, and related issues (Ley 49/2007; Real Decreto 366/2007, Real Decreto 505/2007, Real Decreto 1494/2007, Ley 27/2007, Real Decreto 1417/2006, Real Decreto 1414/2006, Real Decreto 2271/2004).

Grants for social inclusion projects are also available (e.g. La Caixa 2007), as well as for training or employment of the disabled people (e.g. Becas Prevent 2008, Fundosa 2008).

Disabled people and their organizations are involved through the Spanish National Council of Disabled Representatives (CERMI). CERMI is the political platform of the Spanish disability movement. CERMI is comprised of the main national organizations in the disability field, some sectorial organisations and regional platforms. In total there are more than 2.500 associations and entities, representing 3.5 million people with disabilities in Spain, and 9% of the whole population (<http://www.cermi.es/CERMI/ENG/What+is+CERMI/>)

1.3 What is the most recent research about disabled people's equality and social inclusion in your country?

Research publications focus on labour rights for disabled people (Dirección de Relaciones Sociales e Internacionales de Fundacion ONCE, 2007; Red & Red, 2007; Rodriguez Escanciano & Cayo Perez Bueno, 2008), and social inclusion (Cabral, 2005; Cayo Perez Bueno, 2005).

Key findings relate to the inequalities between disabled women and men and the disadvantaged situation of disabled people concerning access to technology.

A new approach to research in Spain is needed on equality, social inclusion, social status and incomes of disabled people.

PART TWO: INCOMES, PENSIONS AND BENEFITS

2.1 Research publications (key points)

In 2008 the Occupational Observatory of the National Employment Public Service published a national report about employment of disabled people. Key findings are that disabled women request employment less often than disabled men, 2/3 of the total do not have graduate qualifications, and almost 17% of disabled people who requested employment during 2007 had not worked before.

A study that focused on the differences between men's and women's (with and without disability) wages, confirms that disabled women's wages are lower than non-disabled women's and lower than men's (Malo, M.A. y Pagan, R., 2005).

An Agreement was signed in April 2006 with social partners that led to Law 43/2006 of 29 December, on improving growth and employment. This includes a specific section on a new employment promotion program with improvements for disabled people.

The National Strategy Report on Social Protection and Social Inclusion 2008-2010 shows that in Spain, in relation to labour market measures, Royal Decree 870/2007 regulates the programme of support for employment of people with disabilities who have most difficulty in finding work. One of the measures adopted is "supported employment".

New research is needed to explain the impact of pensions and benefits on the low employment rates of people with disabilities.

There are no new changes in incomes, benefits and pensions, and there is no new evidence about change in the poverty levels of disabled people and their families. Pensions are revalued every year and Royal Decree 73/2009 establishes maximum financial benefits for personal assistants.

2.2 Type and level of benefits (key points and examples)

There are two types of **pensions in Spain for disabled people: Contributory and Non-Contributory**. The former is linked to the pensioner's wages and number of years worked.

The **Non-Contributory pension** is for disabled people who have not worked. It assures them of medical care and social services even if the pensioner has never worked. The criteria for eligibility is being over 18 and below 65 years old, being a Spanish resident or having lived in Spain for the last five years, having an average level of disability over 65% and finally there is an income criteria.

With an annual personal or total family income below 4.598,16€ the levels are as follows:

- a. Family members = 2 7.816,87 €/year
- b. Family members = 3 11.035,58 €/year
- c. Family members = 4 14.254,29 €/year

The basic amounts received by pensioners are:

Amount	ANNUAL	MONTHLY
Basic	4.598,16 €	328,44 €

Other pensions are associated with **Obligatory Old-Age and Disability Insurance**, SOVI, a provision that is being phased out; social welfare pensions for the sick and elderly; and those under the repealed Law on the Social Integration of the Disabled (the latter two kinds of pensions are also being phased out).



In 2007 the **total number of beneficiaries** of pension policies guaranteeing minimum income through the social protection system was as follows:

	2007
Minimum pension	2,249,707
Non-contributory pension	456,797
SOVI	434,237
Other beneficiaries	63,543
TOTAL	3,204,314

Benefits for disabled people are the Minimum Income Guarantee Subsidy (Subsidio de Garantía de Ingresos Mínimos), **Personal Assistant Subsidy** (Subsidio por Ayuda de Tercera Persona), **Mobility and Transport Subsidy** (Subsidio de Movilidad y Compensación por Gastos de Transporte) and **Pharmacy and Medical Care** (Asistencia Sanitaria y Prestación Farmacéutica).

For more information on Contributory Pensions go to:

<http://www.mtin.es/estadisticas/bel/PEN/index.htm>

For more information on Non-Contributory Pensions go to:

<http://www.mtin.es/estadisticas/bel/PNC/index.htm>

For more information on Benefits go to:

http://www.imserso.es/imserso_01/prestaciones_y_subvenciones/index.htm

2.3 Policy and practice (summary)

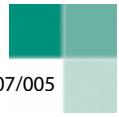
Disability has been a main political issue since the implementation in 2007 of the "Law on promoting personal autonomy and care for people in a situation of dependency". Therefore, the financial income of disabled people is an important political question, especially since the establishment of the National Dependency System (SND), which brought to the public concern the needs of people with disabilities.

Traditionally, the Spanish pension system has not really encouraged younger people to start working or older people to stay in paid employment. This issue needs attention in future research or policies.

Nevertheless, Law 43/2006 of 29 December, on improving growth and employment includes the following figures:

- For permanent recruitment of people with disabilities, (and in exceptional cases for temporary recruitment), employers' social security reductions vary between 3,500 and 6,300 euros per year for the duration of the contract. The largest reductions are for people with severe disabilities, women and people over the age of 45.
- If the disabled person is recruited on a temporary or permanent contract in a special employment centre, there is a 100% reduction of the employers' social security contributions for the duration of the contract.
- For people in a situation of social exclusion, the reduction is 500 or 600 euros per year, depending on the type of contract.

Positive results in the Social Security System have been due mainly to the strong performance of the economy, measures promoting the labour market that have been introduced over recent years, and the significant entry of foreign workers into the social security system. In combination, all these factors have led to a significant increase in the number of people registered in the social security system, which manages Social Affairs Budgets.



See National General Budget 2008 ("Ley 51/2007, de 26 de diciembre, de Presupuestos Generales del Estado para el año 2008") (<http://sid.usal.es/idocs/F3/LYN12007/3-12007.pdf>). Nevertheless, the current economic slowdown should be taken into account, and this will be reflected in future data.

PART THREE: CARE AND SUPPORT

3.1 Recent research publications (key points)

Most recent publications focus on helping parents to provide better supports for their children with intellectual disabilities (Ponce Ribas, 2007, 2008). Some research has been done on costs and sustainability (e.g. Federacion Vasca de Asociaciones a favor de las personas con Discapacidad Intelectual, 2007; Monteverde Verdenelli, 2004). Other studies focus on best practice in residential care alternatives for people with severe disabilities, and on programmes to improve daily living skills for this group (Alustia, 2006; Florit, 2007; IMSERSO, 2007; Verdugo Alonso et al, 2006). Several publications deal with the impact of the Law 39/2006 on services and consumers (Alonso Lopez, 2007; Casado & Fantova, 2007; Fantova, 2008; Fontanals, 2007; IMSERSO, 2006).

Key findings stress the relevance of person-centred planning, and best practice in caring and support. They also stress an increase in the costs related to the support of the disabled population.

New research is needed on quality of life outcomes, shortcomings, and longitudinal studies about: 1) independent living or supported living for people with intellectual disabilities; 2) individualised supports for families and individuals with disabilities; 3) people with disabilities in rural vs. urban areas; 4) the impact of Laws 51/2003 and 39/2006 on services and consumers; and 5) sustainable practice and evidence of best practice.

3.2 Types of care and support (key points and examples)

As a consequence of the Laws 51/2003 and 39/2006, more services for disabled people and their families are available. The impact of the former law can be seen in improvements in accessibility to services and rights, transportation, etc., (e.g. Real Decreto 505/2007; Real Decreto 1544/2007). The latter is assumed to have had a significant impact on service delivery, use of personal assistance budgets, direct payments, allowances to individuals or their care givers, respite care, living arrangements and work rehabilitation services (see Orden ESD/1984/2008; Real Decreto 179/2008; Real Decreto 7/2008; Real Decreto 614/2007; Real Decreto 504/2007; Real Decreto 615/2007; Real Decreto 727/2007; Resolucion de 21 de diciembre de 2006; Resolucion de 25 de mayo de 2005).

These laws are further expected to have a positive impact on people's choices about where they live, and on individual finance for care and support. Nevertheless, given that these laws have been passed so recently, there are no available studies about their impact. This will be a task for the coming years.

Level of long-term care and support available to disabled people and the numbers of people receiving disability-related benefits have increased because of the progressive implementation of the Promotion of Personal Autonomy and Care for Dependent Persons' Law.

The implementation of the System for Autonomy and Care for People in a Situation of Dependency (through Law 39/2006 of 14 December of 22 March) has lead to an increase in employment because of the development of services, and to the incorporation into the social security system of family members who become informal carers of dependent people.

Due to a lack of data the impact of the changes on disabled people are not yet known.

PART FOUR: SUMMARY INFORMATION

4.1 Conclusions and recommendations (summary)

Current policies are working to ensure social protection of disabled people, but the impact of recent laws on the improvement of situation of disabled groups in our country, especially on social inclusion at different levels (accessibility, employment, education) needs to be assessed. Particularly disadvantaged groups (e.g. disabled women, disabled immigrants, disabled people from rural areas, severely disabled groups, elderly disabled groups) are expected to improve their conditions as a result of the laws 51/2003 and 39/2006.

The main issues that need to be accomplished in the coming years relate to removal of legal barriers concerning legal rights such as: disablement, adoption, participation in public juries; participation as witnesses at public hearings, and civic participation. Additional shortcomings concerning full inclusion in areas such as: communication, education, employment, health, housing, institutionalization, accessibility, culture, sports and leisure time, need to be addressed.

As mentioned above, longitudinal studies on quality outcomes and cost-effectiveness are highly recommended.

Also as we stated above, new measures should be taken to encourage younger disabled people to access paid employment.

A new approach is needed to research in Spain on equality and social inclusion regarding the different social status and incomes of disabled people.

There is no recent evidence about the effects or implications of the economic crisis on social protection and social inclusion for disabled people. More financial resources are required to implement the National System for Dependency (Personal Autonomy and Care for Dependent Persons' Law). Boards members of the principal NGOs report that sheltered and open employment are being reduced significantly. There are more "special measures" than full inclusion: the government has allocated 40 million € to CERMI (for sheltered employment), and a new State Reference Centre has recently been opened.

4.2 One example of best practice (brief details)

The portal Discapnet is an example of good practice on social inclusion:

<http://www.discapnet.es/Discapnet/Castellano/default.htm>

It has been developed by Technosite, a company associated with the Fundosa Group.

Its general aim is to promote the presence of disability issues on the Internet and to improve social and labour market integration of disabled people. The initiative is co-financed by the Rare (Strange) Diseases Spanish Federation (FEDER) and European Social Fund (ESF).

The site includes news on disability issues, a bibliography, an updated legislation database, sections on health and disability, accessibility, support products, and manuals. It offers services such as: employment-on-line, an observatory on information, accessibility, and specialised legal, medical, or employment counselling.

It is the most important portal on disability in Spanish speaking countries.

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