



*Ministero delle Infrastrutture
e dei Trasporti*



ESPON ITALIAN EVIDENCE IN CHANGING EUROPE

edited by
Maria Prezioso



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The book reflects the positions and opinions expressed by the Italian partners in the execution of projects. More information on the ESPON Programme and the projects can be found on the website www.espon.eu.

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List of abbreviations

AC	Alpine Convention
ADES	ESPON Project: Airports as Drivers of Economic Success in Peripheral Regions
ARTS	ESPON Project: Assessment of Regional and Territorial Sensitivity
BRIC	Brazil, Russia, India, China
CaDEC	ESPON Project: Capitalisation and Dissemination of ESPON Concepts
CAP	Common Agricultural Policy
CBP	Capacity Building Policies
CEC	Commission for Environmental Cooperation
CEMAT	Council of Europe - Conference of Ministers responsible for Spatial/regional planning - Conférence Européenne des Ministres de l'Aménagement du Territoire
CLIMATE	ESPON Project: Climate Change and Territorial Effects on Regions and Local Economies in Europe
CSF	Common Strategic Framework
DEMIFER	ESPON Project: Demographic and Migratory Flows Affecting European Regions and Cities
EAFRD	European Agricultural Fund for Rural Development
EATIA	ESPON Project: Territorial Impact Package for Transport and Agricultural Policies
EIA	Environmental Impact Assessment
EMFF	European Maritime and Fisheries Fund
EDORA	ESPON Project: European Development Opportunities in Rural Areas
EGTC	European grouping of territorial cooperation
ENPI-CBC-MED	European Neighbourhood and Partnership Instrument - Cross-Border Cooperation - Mediterranean sea basin
ESI	European Structural Investment (Funds)
ESPON	European Observation Network for Territorial Development and Cohesion
ESPONTrain	ESPON Project: Establishment of a transnational ESPON training programme to stimulate interest to ESPON2013 knowledge
ET2050	ESPON Project: Territorial Scenarios and Visions for Europe 2050
EU2020	Europe 2020 Strategy
EUROISLAND	ESPON Project: European Islands and Cohesion Policy
EUSAIR	EU Strategy for the Adriatic and Ionian Region
EU-SILC	EU Statistics on Income and Living Conditions
FOCI	ESPON Project: Future Orientation for Cities
FUAs	Functional Urban Areas
GDP	Gross Domestic Product
GERD	Gross Expenses in Research and Development
GHG	Greenhouse Gas Emissions
GIS	Geographical Information System
HDC - IRC	Human Development and Capability - International Research Centre
IC	Institutional Capacity
ICT	Information and Communication Technology
INTERCO	ESPON Project: Indicators of Territorial Cohesion
INTERSTRAT	ESPON Project: ESPON in Integrated Territorial Development Strategies
IT	Institutional Thickness
ITDS	Integrated Territorial Development Strategies
JWG	Joint Working Group
KIT	ESPON Project: Knowledge, Innovation, Technology
LUA	Large Urban Area

LUZ	Large Urban Zone
MAN-3	Mass at Nuts 3 model
MASST	Macroeconomic, Sectoral, Social, Territorial model
MED	Europe in the Mediterranean Programme
MEGAs	Metropolitan European Growth Areas
METREX	European Metropolitan Regions and Areas network
METROBORDER	ESPON Project: Cross-border polycentric metropolitan regions
MIT	Ministry of Infrastructure and Transport
NGO	Non-Governmental organization
NSRF	National Strategic Reference Framework
NSS	National Spatial Strategy
NUTS	Nomenclature des Unités Territoriales Statistiques
ODR	Old age Dependency Ratio
OECD	Organisation for Economic Cooperation and Development
OP	Operational Programme
P.I.G.S.	Portugal, Ireland, Greece, Spain
PIA	Polycentric Integration Area
POLYCE	ESPON Project: Metropolisation and Polycentric Development in Central Europe: Evidence Based Strategic Options
PST	Project Support Team
PTR	Territorial Regional Plan
R&D	Research & Development
ReRISK	ESPON Project: Regions at Risk of Energy Poverty
RES	Renewable Energy Sources
RSA	Report on the State of the Alps
RUICS	Regione Umbria Innovation and Competition Scoreboard
SEARCH	ESPON Project: Structured Empirical Analysis for Convergence Regions: Identifying Success Factors for Consolidated Growth
SeGI	ESPON Project: Indicators and perspectives for services of general interest in territorial cohesion and development
SGPTD	ESPON Project: Secondary growth poles in territorial development
SEA	Strategic Environmental Assessment
SIESTA	ESPON Project: Spatial indicators for a 'Europe 2020 Strategy' Territorial Analysis
SME	Small and medium size enterprises
SMART-IST	ESPON Project: Institutional capacity for territorial development
SOIA	System of Observation and Information on the Alps
SPAN-3	ESPON Project: Spatial Perspectives at NUTS 3 Level
SPESP	Study Programme on European Spatial Programme
SS-LR	ESPON Project: Spatial Scenarios: New Tools for Local-Regional Territories
SURE	ESPON Project: SUccess for convergence Regions' Economies
SWOT	Strengths, Weaknesses, Opportunities, Threats
TANGO	ESPON Project: Territorial Approaches for New Governance
TeDI	ESPON Project: Territorial Diversity in Europe
TERCO	ESPON Project: European Territorial Cooperation as a Factor of Growth, Jobs and Quality of Life
TerrEvi	ESPON Project: Territorial Evidence Pack for Structural Funds Programme
TIA	Territorial Impact Assessment
TIGER	ESPON Project: Territorial Impact of Globalization for Europe and its Regions
TIP RED	ESPON Project: Transport Infrastructure for Peripheral Regions' Economic Development
TIPTAP	ESPON Project: Territorial Impact Package for Transport and Agricultural Policies

TNA	Transnational Networking Activities
TPG	Transnational Project Group
TRACC	ESPON Project: TRansport ACCessibility at regional/local scale and patterns in Europe
UERA	Urban Europe Research Alliance
UPM	Union pour la Méditerranée
VLE	Virtual Learning Environment
WGI	Worldwide Governance Indicators
WTO	World Trade Organisation

23. COMPARISON BETWEEN THE RESULTS OF PROJECTS AND GUIDELINES OF EUROPEAN POLICY FOR TRANSNATIONAL COOPERATION

*Maria Coronato*¹

The Programming period 2007-2013 focused on the issues of sustainable development (Gothenburg, 2001) and competitive development (Lisbon, 2000) that were relaunched by EU and mostly included in the objectives of Strategy Europe 2020 (2011): smart growth – to develop a knowledge and innovation based economy; sustainable growth – to promote a more effective, greener and more competitive use of resources; inclusive growth – to promote higher employment rates thanks to social and territorial cohesion.

Since the Lisbon Strategy, the main goal of European Union has been to achieve a high level of competitiveness but at the same time, along with Gothenburg Strategy (2001 and 2006), also the management of environmental and territorial objectives has become an essential commitment.

The cohesion policy becomes an instrument and measurement objective of the different territorial development opportunities, so reducing economic, social, environmental and cultural imbalances. (5th Cohesion Report, 2010; Prezioso, 2011).

The cohesion policy plays a fundamental role in European Union policy 2007-2013 (Davoudi, 2007) and its enhancement at territorial, environmental, social and economic level is a deliberate act whose existence is the function of territoriality and intersectorality of the anthropic, natural and institutional elements.

It becomes evident how the correlation intrinsic to these elements, typical of the cohesion, is able to reduce socio-economic imbalances within the local systems, so facilitating the attainment of a sufficient level of agreement between economic and social powers, between government and citizens with the aim of putting together positive energy on shared objectives (Prezioso, 2008). Enhancing territories' competitiveness, safeguarding investments and human capital flows in order to support a knowledge-based economy, achieving a high quality of life for the environment and the citizens, boosting the development of depressed areas but with high growth potential have all been EU objectives 2007-2013 and on their basis transnational cooperation projects have been implemented.

ESPO Programme plays and has played a strategic role in order to support the cohesion policy and regional development policy².

The European Union is diffusely employing ESPON results, even if, according to many, the Programme ought to lead to the implementation of the subsidiary and trans-scalar connection between policies and plans and also to provide for a glossary presenting precise and shared definitions of the issues, policies and actions, which at the moment still appear as isolated elements of the “system-territory” (e.g.

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² ESPON has the following objectives: Support policy development in relation to the aim of territorial cohesion and a harmonious development of the European territory by (1) providing comparable information, evidence, analyses and scenarios on territorial dynamics and (2) revealing territorial capital and potentials for the development of regions and larger territories contributing to European competitiveness, territorial cooperation and a sustainable and balanced development.

Governance and Territorial Impact are interconnected instruments). Over time this observation has become one of the main criticisms about the structure of the ESPON Programme.

Several efforts have been made to identify the spatial effects (later defined as territorial) of sectoral policies in ESPON countries, by putting in evidence the costs of non-coordination relevant to the different policies at different levels (European, national, regional and sectoral). Several projects suggested dictating a horizontal (between sectoral policies) and vertical improvement (among levels) of this coordination. In fact the usage of a concept or of a well-established principle of a policy varies in accordance with the project goals and its geographical scale. The Territorial Cohesion, main guideline of the Programme 2007-2013, is an example and it is mentioned and variously interpreted in ESPON projects: Amsterdam Treaty (1997), where the term is correlated to the constitutive European law in relation to the Services of General Interest – SeGI. Its interpretation is linked to the idea of social justice and equality along with a spatial dimension: the access to services has to be safeguarded also in the peripheral disadvantaged areas. In this context the SeGI are a precondition aimed at the valorization of territorial capital and so at the improvement of competitiveness (ESPON SeGI, 2013).

From a socio-economic perspective (ESPON DEMIFER, 2010), the concept of cohesion is linked to the regional disparities impairing the attainment, on the basis of demographical, occupational and productive indicators.

The territorial cohesion issue is to be inserted in many strategies and agendas (Lisbon, Territorial Agenda, Green book on Territorial Cohesion and, more, recently Europe 2020 for an intelligent, sustainable and inclusive growth). However they do not specifically hypothesize that demographic changes may affect economic performance. For instance, before the crisis, examining the relation between migration and demographic change, the migration seemed on one hand, to favour already mature regions so permitting to deal with the ageing problem, and on the other to undermine the poorest regions where regional disparities were increasing. European strategies and policies aimed at territorial cohesion certainly helped to face some of these challenges, but we have also to note that the enhanced attractiveness of less developed regions has become as much important as the strengthening of competitiveness of the already developed regions, which benefited of the migration. In particular the Territorial Agenda underlines the necessity of new ways of urban-rural partnership and the promotion of regional innovation clusters as objectives for the European territory.

A wide vision contemplating not only an economic development of the delayed regions and a support to the vulnerable groups, but also the environmental sustainability and the respect for cultural and territorial characteristics of the different regions of the Union, looks up to the cohesion policy as Union's main instrument to reach a harmonised development for the whole European territory (ESPON CLIMATE, 2011).

In the Fifth Cohesion Report (adopted after the Lisbon Treaty) (2010), the concept of economic and social cohesion focused on regional disparities as regards competitiveness, and quality of life is enriched by the territorial cohesion concept aimed at reinforcing “the importance of access to services, sustainable development, functional geographies and territorial analysis” (5CR, 2010:24). Hence territorial cohesion when defining a policy objective, is going to pay attention more to the specific places rather than to the sectors (ESPON ARTS, 2011).

The territorial cohesion is also defined as “the territorial dimension to sustainability” in its economic, social and environmental components, articulated in three macro-components: territorial efficiency, territorial quality and territorial identity. The *territorial efficiency* is relevant to the efficient use of resources such as energy, land and natural resources, competitiveness and attractiveness, internal and external accessibility to each territory. The *territorial quality* is relevant to the quality of the environment, of life and work; standards of living comparable through the territories; access to services of general interest

and knowledge. The *territorial identity* is relevant to the social capital valorisation; the development of a shared vision of future; the safeguard of peculiarities and the reinforcement of productive vocations and competitive advantages of each territory (ESPON TIP TAP, 2010).

Sometimes the concept of territorial cohesion is placed beside the concept of competitiveness (ESPON TIGER, 2012), so linking the inclusive growth in Europe 2020 to the territorial cohesion along with the statements of the Territorial Agenda 2020³.

The principal reference is European territorial diversity: the Territorial Agenda and the Green Paper on Territorial cohesion (2008) focus, for example, explicitly on regional diversity issues and stress the importance of territorial and regional uniqueness aimed at the elaboration of proper and diversified development strategies, that have to be founded on local peculiarities, knowledge and identities.

Along with territorial cohesion, also the regional competitiveness issue is connected to the structure of territorial systems, of transports, of sustainability, of climate changes.

Starting from the “Communication from Commission to the European Council and the European Parliament – An Energy Policy for Europe” (2007), the European Union on Energy policy⁴ is linked with regional competitiveness and climate change (White Paper - Adapting to Climate Change: Toward a European framework for action, 2009).

Energy plays a central role in regional competitiveness, as it is the economic factor able to improve the quality of life of the regional residents and it is a crucial resource that can be transformed, distributed and commercialized at local, regional, national, and international level (ESPON ReRISK, 2011).

Regional competitiveness also consists in the ability of an economic system to innovate itself at productive and technological level. But the factors of regional competitiveness are not only to identify at productive and technological level, but also in those characteristics of (internal and external) markets, of territorial relationships and regional governance. ESPON ReRISK project analyses the present transition phase of the energy sector putting in evidence different possible scenarios through which the regional competitiveness can be evaluated. For example, the regional competitiveness also aims at European cities as strategical places for cross-border flows at different geographical scales. It is in the urban contexts where the fundamental resources to economic growth and sustainability are concentrated: human resources, know-how, economic-financial capital. Regional competitiveness is also the result of policy choices either in the energy field or in the evaluation of the responses of territories to integration, cooperation and competition on the global scale of cities network⁵. Regional competitiveness is linked, on one hand, to metropolitan areas as knowledge and development centres, on the other, to the connectivity level between the cities and the metropolitan areas, examined in their relation to each other and the rest of the world (ESPON TIGER, 2012). Moreover regional competitiveness is connected to the know-how of a territory: thus envisaging the knowledge as the input to start up a long-term virtuous development process.

However the European territory is characterized by a deep heterogeneous nature in city roles and functions: not all big cities have an equal level of functional globalisation, yet not playing a minor role at

³ “Regional disparities in the European territory by addressing bottlenecks to growth in line with Europe 2020 Strategy”.

⁴ set the objective to reach 20% of renewable energies out of the total amount of power consumption, to promote development and diffusion of new eco-compatible technologies, hence to enhance regional competitiveness of those territories capable of implementing sustainable energy policies- matching the quantity of CO2 defined by Emission Trade System.

⁵ The energy vulnerability is referred to the index of regional dependency of transports, regarded in its different forms of occupation, commuting, goods transportation costs and air transport, in case of islands or regions with a low accessibility. The combination of the several transport indicators reveals that the most vulnerable regions are the high-dimensional centres, the suburbs and the insular regions, but also some rural regions, whose economic life is dependent on the near-by urban centres or on the near-by agricultural regions. Commuting costs or private transportation costs directly affect families balance. Also transportation cost increase influences the overall costs of goods, with further negative effects on the available incomes; good and services demand, so reducing the expenses and the investments leading to an enhancement of regional competitiveness.

regional level: cities with a “global” function (London, Paris, Amsterdam, Zurich, Milan, Frankfurt, Brussels, Madrid) are correlated to other cities with a lower volume of traffic and geographical reach.

23.1 INTEGRATED GUIDELINES FOR COHESION, COMPETITIVENESS, SUSTAINABILITY

A central rule to support the diffusion of territorial cohesion and regional competitiveness is the sustainability. With the view to a better comprehension and implementation by policy makers, its contents are correlated to the fundamental measurement instruments (TIA; SEA, EIA), to the governance, to the models of territorial management with particular reference to cities and urban systems, to the policies renovation in the horizon 2020. The sustainability is considered the essential foundation in order to relaunch the territorial competitiveness of regions, provinces and metropolitan areas in Europe, taking into account the impact deriving from the failed implementation of sustainable policies (e.g. institutional reforms) which would be useful to contrast the effects of energy costs increase, conventional technologies use and of climate change. As evidenced in the 5th Cohesion Report in a dedicated chapter ‘Enhancing environmental sustainability’, the lack of sustainability policies on climate change might enhance the present socio-economic imbalances among the European core areas and the southern and the south-eastern areas, and hence its vulnerability. The sustainability is defined in relation to a EU balanced territorial development, to the policies contrasting risks and to the different necessary choices regarding balance and harmonization. From this point of view it is an substantial concept for the compliance of Territorial Agenda with the smart & inclusive objectives 2020, or with the elaboration of policies (e.g. biodiversity, green-economy) and trend scenarios, also with a view to the definition of the new macro-regions of territorial cooperation. Thus the sustainability becomes a mean to enhance competitiveness and growth capacity of European territories with consideration to environment and social cohesion, as underlined in the Green Paper on Territorial Cohesion (CE, 2008)⁶.

Projects such as ESPON TIPTAP (2010), EATIA (2012), ReRISK (2010), introduce a variety of models (meant to be processes as in Tequila2 Model⁷) and instruments permitting to evaluate the sustainability.

The main reference is TIA as an instrument to measure impacts caused by the policies (economy, competitiveness, climate change, society, landscape) that hinder a sustainable and cohesive territorial development.

Moreover the sustainability is an instrument for classification, comparison and promotion of a more effective use of resources in the view of a green and more competitive economy and in the acceptability of policies and their relevant impacts at a regional scale. (with particular reference to agriculture and transportation, climate change and energy).

Sustainability is also defined as the territorial dimension of cohesion and vice-versa (ESPON TIP TAP), where TIA is the measurement instrument of the impacts on cohesion caused by policies (economy, competitiveness, climate change, society, landscape). Complex indicators define this territorial dimension (territorial efficiency, territorial quality, territorial identity) as well as Commission's recommendation according to which the notion of territorial cohesion “translates the objective of a sustainable and balanced development into territorial terms”

⁶ As regards the measure of sustainability, the correlation between *exposure* and sensitivity permits to identify the possible impact caused by climate change or the set of impacts defining the adaptive capacity of a territory, or still the combination of all factors included in the evaluation of vulnerability to climate change (ESPON CLIMATE, 2011). With the aim of underlining the “territorial” feature of the estimated impacts and providing for further justification to the use of Territorial Impact Assessment – beyond the instruments provided by ESDP (European Spatial Development Perspective) and in many documents of DG Regio- the territorial instruments are correlated to the European objectives of territorial cohesion.

⁷ Territorial Impact Package for Transport and Agricultural Policies (Camagni, 2010)

Sometimes sustainability is considered the result of a balanced economic development mostly in relation to energy efficiency and “green” technologies usage (ESPON ReRISK, 2010). However the idea of a sustainable energy totally technology-depending is considered to be little beneficial to the development in EU countries and regions, even if still useful in order to reduce vulnerability.

Thus the concept of sustainability is often correlated to the concept of “impact” and governance of energy on a sub-national scale. The latter plays a crucial role in the attainment of energy sustainable objectives (as the renewable ones)⁸.

It is the lack of sustainability in current energy models that causes the impacts on climate changes so preventing the depletion of local and regional energy sources or their irrational consumption becomes necessary. At least sustainability is correlated also to productivity and territorial management, with relevance to building construction and new building permits.

Sustainability is considered as an effect of territorial cohesion and of its implementation as a balanced and harmonious development policy of the territory aimed at increasing the value of European diversities (territorial potentials) (ESPON INTERCO, 2012; Territorial Agenda, 2011; EU Biodiversity Strategy 2020, 2011).

Ex-ante evaluations of the impact of the new political proposals, if worked out along with a process of definition of policies, will improve the original ideas and will produce effective and efficient policies (ESPON ARTS, 2011)⁹.

A different matter is the one regarding territorial (regional) sensitivity to UE regulations which is described as the extent to which a specific territory can be directly or indirectly affected, positively or negatively, by the benefits deriving from European legislation or policy. Differently from vulnerability, territorial sensitivity takes into consideration the possible benefits not the ability to adapt of a territory (ESPON ARTS, 2011). Other concept under investigation is the exposure, that is the intensity a specific UE directive is perceived at territorial level. Sensitivity and territorial exposure represent important variables in the analysis of territorial impact because they differ from region to region in accordance with geographical, socio-economic, environmental, and cultural characteristics (e.g. the case of Italy. Prezioso, 2011). A good knowledge of sensitivity discrepancy and of regional exposure is considered crucial to a significant analysis of territorial impacts and to the aim of defining the vulnerability degree of a specific territory¹⁰.

It is clear that regional diversity has brought to light new “country profiles” and hence new challenges modifying the scope of intervention of territorial policies and raising the necessity of a deeper strategical coherence in the mid-long term. The Europe 2020 Strategy urges to simultaneously take into account either the added value of territorial diversities, or how different the resource assets are and so how differently they can be combined in order to reach the strategical objectives, as well as a polycentric and balanced development of the national territory (Territorial Agenda, 2011). There is the necessity to change the governance structures, able to investigate development potentials and the regional resources efficiently; resources that are mostly available in those regions widening their area of influence, also world-wide, whose choices may impact the surrounding (urban and rural) territories.

⁸ Excellent examples of sustainable energy governance are the regions: Navarra, Freiburg, Samsø that correlate their energy sustainable development to a long-term planning, to competitiveness, to the environmental risks mitigation.

⁹ Besides the issue of policies impacts there is the issue of the operative exploitation of territorial capital, that requires a deep comprehension of the various territorial effects of sectoral regulations and UE policies. Always more policy makers recognize the necessity to take into consideration the possible territorial effects ex-ante the new regulations: they may in fact have direct and indirect (often not wanted) impacts as regards territorial organization and development at European, (trans) national and regional level. The definition of territorial impact is often tightly linked to the concept of cohesion.

¹⁰ For instance, territorial impacts also derive from the globalisation phenomenon: an unprecedented growth of exchange flows with consequent integration among different parts in the world, causing a strong enhancement of territorial interdependency. Focusing more on the economic aspect than on the cultural one, it is fundamental to evaluate European territories in relation to global flows impacting on political priorities of economic competitiveness and socio- territorial cohesion. (ESPON TIGER, 2012).

A fundamental role in governance processes is played by “transparency” (ESPON SGPDT, 2012), as regards and efficient partition of tasks and responsibilities characterizing the relation to the political and institutional commitment (multilevel governance, expression of a “mature” political context).

In conclusion, a “transparent” governance combined with an integrated bottom-up approach and with a cohesion policy is revealing to be a possible key in order to create “sustainable communities” able to ensure a synergy and complementarity of all the interested sectors, and in order to improve the regional European competitiveness giving value to the diversities of each territory. The cohesion policy has so started a process of “geographical balance” of the economic development, thus enhancing the potential rate of growth of the European Union overall.

The book is part of the activities of ESPON Contact Point Italy. It includes the results of the contribution of the Italian partners in the development of projects under the ESPON 2013 Programme, which stands for European Observation Network for Territorial Development and Cohesion. The texts summarise and highlight, among other things, the relations with the regional development policies of Italy, placing them in a framework of transnational cooperation involving the 28 + 4 EU Countries.

Addressing aspects of European territorial policy, ranging from innovation and knowledge accessibility, from the polycentrism to metropolitan areas, from migration to globalization, the authors highlight the position of Italy and of regions also in relation to the objectives set by Europe 2020. A place is devoted to the regional experiences that in the ESPON found a stimulus and an opportunity for discussion, as well as to the concepts behind the vocabulary, to the principles of guidance, and new planning models in Europe, and to the training experiences aimed at the younger generations and the decision makers

The book forms part of the initiatives of the Italian Presidency of the European Union and is co-financed by the Ministry of Infrastructure and Transportation (MIT) in charge of the national ESPON Programme. It is aimed at researchers, institutional users, policy makers, at "practitioners" and "non-specialists" including students, so that they can make use of the results of the constant and rigorous work also respectful of the territorial diversities that have characterized the experimental and applied research since 2007, so contributing to the growth of Italian society as an integral part of the European system.

The ESPON Monitoring Centre, for those who still do not know, can be a journey into the European territory, its territorial, economic, social, cultural diversities to integrate and make cohesive and sustainable, by maintaining and developing the increasing potentials of competitiveness and, at the same time, by innovating and disseminating new ways, methodologies, tools and practices to make the territory a common and shared good. Data, references and useful policy recommendations to the growth of the country are also included in the book.

Presentation by the Minister of Infrastructure, Mr. Maurizio Lupi

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