



# **IFRC COMMUNITY TRUST INDEX**

**Cross-Country Results from  
the Asia-Pacific Region**

Summary results based on representative samples of selected target communities in Mongolia, the Philippines, Papua New Guinea, the Solomon Islands, and Tuvalu collected between July 2023 and February 2024

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With heartfelt gratitude for collecting and coding the data to Mongolia Red Cross Society, Philippine Red Cross Society, Papua New Guinea Red Cross Society, Solomon Islands Red Cross Society, and Tuvalu Red Cross Society, the respective IFRC delegations and last but not least all the communities who shared their insights with us.

Title page image: PNGRCS volunteer and community member. Credit: PNGRCS/IFRC.

## Executive Summary

Trust in humanitarian organizations like the Red Cross is fundamental. It fosters acceptance and cooperation, ensuring that aid reaches those in need effectively and without bias. A trusted National Society can operate more efficiently and securely, benefiting the communities it serves.

The International Federation of Red Cross and Red Crescent Societies (IFRC) has developed the Community Trust Index (CTI) to measure community trust towards National Societies. This study, conducted across Mongolia, the Philippines, Papua New Guinea, the Solomon Islands, and Tuvalu, highlights the importance of trust in humanitarian action, which is crucial for acceptance of support, security, access to affected people, and unbiased assistance. The data collection involved face-to-face household interviews by National Society staff and volunteers using a 15-question survey focusing on perceived competence and values/ethics.

As results from page 7 onwards highlight, key findings include:

1. **High Competence Ratings:** Approximately 75% of respondents rated the competence of National Societies positively, particularly in areas like timely support and overall capability. However, there was a slightly lower rating for welcoming complaints.
2. **Values/Ethics Perception:** High ratings were given for goodwill, fairness, inclusiveness, and non-discrimination. However, there were only moderate agreements on financial responsibility and public acknowledgment of mistakes.
3. **Community Feedback:** Knowing how to make suggestions or complaints was the most significant factor contributing to higher trust ratings across all 15 CTI questions. Receiving aid also positively affected trust ratings.

The study emphasizes the integral role of community engagement and accountability in building trust. The results suggest that direct interactions of communities with National Societies, such as providing feedback and receiving aid, significantly enhance community trust.

### Recommendations:

1. **Enhance Feedback Mechanisms:** Strengthen and widely promote formal and informal channels for community members to share, suggestions, and complaints and increase response rate.
2. **Increase Transparency:** Regularly share information on programmes, explain how donations work and openly acknowledge and address any mistakes made in providing support.
3. **Strengthen Community Engagement and Accountability:** Develop initiatives to increase direct interaction with community members, ensuring their needs and concerns are actively addressed.

These steps will further strengthen the trust between National Societies and the communities they serve, ultimately leading to more effective and inclusive humanitarian action.

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## List of Abbreviations

CEA	community engagement and accountability
CTI	community trust index
RCRC	Red Cross and Red Crescent Societies
GIS	geographic information system
IFRC	International Federation of the Red Cross and Red Crescent Societies
OECD	Organisation for Economic Co-operation and Development (OECD)
UNICEF	United Nations International Children's Emergency Fund

## Background and Objectives

Trust is the foundation of the Red Cross and Red Crescent (RCRC) Movement. Trust in humanitarian action is strongly linked to fostering acceptance of support and assistance, which subsequently improves security, increases access to affected people, and enables National Societies to assist those in need in an unbiased manner. Trust is critical to community strengthening and resilience to anticipate, prevent and respond to disasters, conflicts, and health and social issues.

The IFRC 2030 Strategy<sup>1</sup> embodies in the goals of 192 National Society for an urgent shift of leadership and decision-making to the most local level through transformations that include ensuring trust and accountability. Accordingly, IFRC is committed to growing its presence in underserved communities, inviting engagement from underrepresented groups, and ensuring that communities have access to the information they need to make decisions for themselves and their loved ones and take an active part in programmes and operations.

While much of previous trust research focused on business organisations and governments, little has been explored on humanitarian actors. Hence, IFRC has developed a [community trust index](#) that National Societies can use to measure the community's trust towards their organisation. The index is aiming to become a standardised quantitative measurement that can be used for tracking the changes in trust over time, and statistically testing the previous levels and consequences of trust within specific communities and contexts. The subsequent sections clarify the concept of trust, specify the scope, present several aspects of measurement considerations based on the literature review, and propose the research methodology.

## Concepts and Scope

### What is Trust?

Defined as “a person’s belief that another person or institution will act consistently with their expectations of positive behaviour”,<sup>2</sup> trust is driven by a solid social contract,<sup>3</sup> which includes rules, obligations, norms that bind the different people together and shape their thoughts, attitudes, and behaviours. The term “trust” first and foremost designates an *expectation* and not a behaviour,<sup>4</sup> mixing the two conflates trust with behaviours that exhibit trust. Trust assumes a situation of risk<sup>5</sup> and involves a choice to make oneself vulnerable to another entity.<sup>6</sup>

**Trust is something we do when we cannot be absolutely sure...We only need to trust when we cannot really know something for certain.** – Hugo Slim, Senior Research Fellow, University of Oxford

## Trust in the National Society

There are different types of trustor/trustee relationships ranging from person-to-person, person-to-leaders, and person-to-institution. Our study falls under the third category with the focus on measuring individual community members’ trust towards the National Society, i.e., institutional trust. For quality measurement, precisely which institution people’s trust is measured should be clear,<sup>7</sup> and the National Society is the local agency most familiar to the community members among all RCRC entities. We also cannot fully disentangle trust in the organisation and individuals who work for or in some way represent the institution as trust is based in relationships.<sup>8</sup>

## Target Research Population

The measurement is designed to be administered to the general population or any community member who has heard of the National Society. This includes the vulnerable populations that humanitarian organisations serve, community leaders and influencers who play pivotal roles in aid/support planning and distribution, as well as any community members who may become donors and volunteers of the organisation. Trust affects many aspects of a humanitarian aid organisation’s operation and therefore a general tool that can be used to measure the trust level of anyone is more useful.

In comparison to the general population, more questions on their experiences with the National Society can be asked when surveying the vulnerable population who have received aid and support from the organisation. However, they may have already been heavily surveyed for needs assessment, background documentation, program evaluation, etc. There should be behavioural data, behaviours that exhibit trust towards the National Society, available and collected during the process of them receiving aid and support. Past behaviours are powerful predictors of future behaviours. By definition, trust is an *expectation* that the trustees will act in positive ways. It leads to cooperation in uncertain circumstances, such as when people are not sure how to respond in a new situation, such as a disaster or emergency. Trust is most salient when there is no previous history of exchange, and therefore the measurement is developed for the population beyond those who already have a relationship with the National Society.

## How to Measure Trust

Many long-running surveys have been asking a single question on a person’s overall perception of trustworthiness towards an institution. There has been considerable debate over whether to use a single versus

**SINGLE-QUESTION MEASURING TRUST**

- Below is a list of institutions. For each one, please indicate how much you trust that institution to do what is right. *Edelman Trust Barometer*
- I am going to name a number of organizations. For each one, could you tell me how much confidence you have in them? *World Value Survey*
- For each of the following institutions, please tell me if you tend to trust it or tend not to trust it. *Eurobarometer*
- Please tell me how much you personally trust each of the institutions. *European Social Survey*
- How much trust does (institution) inspire in you? *Mexico National Survey of Victimization and Perception of Public Security*
- How strongly do you agree or disagree with (institution) can be trusted? *Australian General Social Survey*
- How much confidence do you have in (institution)? *Canadian General Social Survey*



multi-item measure. The single-item measure is attractive in large-scale surveys constraint with the number of questions. Multi-item measures increase the reliability and reduce the effects of subjective interpretation of the question, respondent's tendency to agree (i.e., acquiescence bias) when errors in responding to one question may be corrected in the others.<sup>9,10</sup>

Most importantly, numerous research has shown that trust is a multi-dimensional concept.<sup>11,12,13</sup> Many dimensionalities have been studied in the literature of organisational trust that can be broadly categorised into two widely-accepted and distinct components: competence and goodwill.<sup>14,15,16</sup> People place their trust in institutions that they perceive as capable of carrying out their plans, and with the intention of doing them good aside from the organisation's interest. The Edelman Trust Barometer plots the perceived competence and ethics scores on a two-dimensional scale to compare the trustworthiness of different institutions.<sup>17</sup> Within the humanitarian context, in-depth qualitative research on the conceptualising a trust framework on COVID-19 vaccines in Kenya, Nigeria, and Pakistan also identified two distinct dimensions similar to goodwill and competence: trust in the promises inherent in the social contract surrounding health, and the processes of delivering on that contract.<sup>18</sup>

Competence is affected by the collective capabilities of individuals who run the institution as well as systemic resources and processes conducive to high-functioning operations. But perceived competence is most often based on tangible characteristics such as achievements, credentials, experiences, technical skills, knowledge/information shared, consistently performing well over time despite the changing contexts and occurring hazards (i.e., reliability), and delivering results in a timely manner (i.e., responsiveness).

Goodwill is conveyed in the organisational values/ethics. It is often associated with affective trust that is based on the perceived likeability of, sentimental security from, or emotional attachment to the organisation.<sup>19,20</sup> Among the values studied include benevolence, integrity, openness/transparency, honesty, fairness, respect, etc.

A variety of subscales have been published under these two dimensions. For example, reliability has been proposed as a standalone component related to competence,<sup>21</sup> and integrity is its own dimension among the values/ethics.<sup>22</sup> However, the more scales that are more refined require several questions to measure each of them that exponentially increases the survey length.

There is a body of research debating that distrust is not the opposite end of the trust spectrum, but different factors contribute to trust and distrust,<sup>23,24</sup> which is beyond the scope of this research.

### **Measurement Variance by Contexts**

Trust is context specific. When evaluating trust, one is thinking about some behaviours of a specific person or group in a certain context at the time.<sup>25,26</sup> One may doubt the validity of a measurement comparing trust as the same time and space cannot be replicated. But there is some basic, "stable" starting level of trust from which situational expectations may deviate in a positive or negative direction, which has been referred to as basic trust,<sup>27</sup> generalised expectancy,<sup>28</sup> and trust propensity<sup>29</sup> in varied literature. It is helpful to measure the basic trust while being mindful of the context. For example, in times of international crisis, people tend to "rally around the flag" by



increasing support for their political leaders.<sup>30</sup> Comparing trust is valid within similar contexts, or when a clear pattern is observed across numerous contexts that the context effects may be viewed as “random”.<sup>31</sup>

## What Builds Trust

In view of a multi-dimensional trust, any predispositions, events, or activities that significantly contribute to the dimensions are the antecedents/predictors of trust, which can be numerous factors varying by contexts and cultures. A study published in 2021 proposed an aggregated theoretical model of the antecedents of organisational trust comprising systemic (organisational support, organisational effectiveness, human resource policies), individual (personality traits, propensity to trust), and cultural (values, power distance, individualism vs. collectivism) factors.<sup>32</sup> The Edelman Trust Barometer calculates the increased likelihood to trust in an institution based on twelve skills evaluated against it.<sup>33</sup> The Organisation for Economic Co-operation and Development (OECD) Trustlab identified reliability, responsiveness, integrity, fairness, and openness as the five main drivers of trust in a government evidenced by survey data from twenty-two OECD countries conducted in 2020-2022.<sup>34</sup> The Trust Project proposed eight indicators of trustworthy news: best journalism practices, journalist expertise, type of publication, citation and references, analysis methods, locally sourced, diverse voices, and actionable feedback.<sup>35</sup> Systematic reviews of antecedents of trust in the health sector, social media, information, and sharing economy on digital platforms reported various findings.<sup>36,37,38</sup>

IFRC highlighted the following three areas where trust in humanitarian action can be built:<sup>39</sup>

1. **Community engagement and accountability (CEA):** increases the participation of communities and ensure we are more accountable to them. The discussion focused on developing a shared understanding of the link between trust and community engagement and accountability, on sharing successful initiatives, and on identifying what needs to be done collectively.
2. **Integrity and risk sharing:** meet the highest standards of integrity, and at the same time ensure that their compliance requirements do not result in a transfer of risk that hampers an organization’s ability to carry out principled humanitarian work.
3. **Creating a conducive environment for principled humanitarian action:** explore how to build a conducive environment for principled humanitarian action at the global, national, and local levels, by clarifying roles, identifying key challenges and impacts, showcasing good practice and exploring collective responses, especially when partnering with the governments.

## Methodology

We target any community members including the vulnerable populations that humanitarian actors support when designing the measurement tool. To balance the validity and the length of measurement, we propose a two-dimensional measure instead of a more refined, high-dimensional scale. The two distinct dimensions are the community’s perceived competence and values/ethics of the National Society, referred to as the Community Trust Index (CTI).

## Developing the Community Trust Index

The CTI questions for measuring the perceived competence and values of the National Society are drafted referencing the existing tools in the literature of institutional trust. The draft questions were reviewed by the working group consisting of IFRC colleagues who work with communities and the National Society and could represent their perspectives, and experts from Ground Truth Solution, Gates Foundation, Internews and the Global Migration Lab who have also conducted trust research in communities that include vulnerable populations.

A cognitive interviewing pre-test was conducted in Malaysia and further countries outside of the Asia Pacific region to ensure the questions would be relevant cross-culturally. Cognitive interviewing is a semi-structured, in-depth interviewing research method grounded in the psychology of survey response.<sup>40</sup> Its primary purpose is to assess whether the respondents understand the question correctly and can provide accurate answers. Cognitive interviewing ensures that a survey question successfully captures its research intent and, at the same time, makes sense to respondents. Questions that are misunderstood by respondents or that are difficult to answer can be improved prior to fielding the survey, thereby increasing the overall quality of survey data.

For this study, the CTI questions were combined with a survey on Community Perceptions on COVID-19 and Routine Immunization in the same data collection. The CTI questions were asked before other survey modules to avoid question order effects<sup>41</sup> where the preceding questions introduce ideas or set a context that may bias the response, as trust is context specific.

## Data Collection

Five National Societies in the Asia-Pacific region participated in the CTI and Community Perception on COVID-19 and Routine Immunization Survey in 2023-24. Household interviews were conducted face-to-face by National Society volunteers trained and supervised by staff who attended the IFRC enumerator training given by the research consultant. The training included how to locate the randomly selected neighbourhoods, enumerating the total number of residential houses within each neighbourhood, and drawing a systematic sample of the houses. The interviews were conducted using Kobo (a mobile data collection tool) with phones and tablets to minimize data entry errors. In Mongolia, Philippines, and Tuvalu, the questionnaire was translated into the national official language. In Papua New Guinea and Solomon Islands, translations were done orally into the local dialects used in different communities.

The dates of data collection, target communities, and sample size by country are as follow:



*1 Mongolian Red Cross volunteer collection perception survey. Credit: MRCS*

COUNTRY	FIELD DATE	TARGET COMMUNITIES	N
MONGOLIA	15-28 December 2023	six provinces, i.e., Bayankhongor, Darkhan-Uul, Govi-Altai, Sukhbaatar, Ulaanbaatar, and UVS	1,134
PHILIPPINES	21 February-4 March 2024	selected municipalities within seven provinces, i.e., Albay, Cotabato, Lanao del Sur, Masbate, Surigao del Norte, Sulu, and Tawi-Tawi	2,055
PAPUA NEW GUINEA	9-23 February 2024	selected communities within six regions, i.e., Bougainville, East New Britain, Madang, Milne Bay, and Central, and the national capital	558
SOLOMON ISLANDS	22 August 2023-28 February 2024	selected communities within Malaita and Western provinces and Aola in Guadalcanal province	1,151
TUVALU	6-13 July 2023	selected communities within Funafuti	149

### Sampling

Each National Society defined the scope of the target survey population considering the areas and number of respondents that its staff and volunteers can realistically reach. An area-based sampling approach using geographical information system (GIS) where household clusters were randomly drawn by matching the target communities with the WorldPop<sup>42</sup> datasets integrated in GridSample.<sup>43</sup> Either one or two-stage clustered sampling was implemented to select all household in a sampled grid. At the first stage, a few neighbourhood grids were selected within each target community. For one-stage clustered sampling, all households within the selected neighbourhoods were invited to participate in the survey. In a two-staged clustered sampling, a pre-determined number of households were systematically sampled within each selected neighbourhood. Within each sampled household, the respondent was randomly selected by interviewing the eligible adult who would be next to celebrate their birthday. Based on the estimated population size of the sampled neighbourhood grids from WorldPop and the response rate in each sampled grid, the final sampling weight for each respondent was calculated.

For Mongolia and the Philippines, the sampling weights were further adjusted by rebalancing the gender and age distribution according to the respective census data. This was because the raw

data had disproportionately more women and older respondents which indicated a deviation from the within-household random sampling protocol.

### **Analytic Approach**

The country data was aggregated to estimate the overall trust rating across various target communities as well as to examine the effects of selected factors. These factors included gender, age, urban/rural residence, education, having a chronic illness, having received aid from a National Society, and whether the respondent knows how to make a complaint or suggestion to the National Society.

To incorporate sampling weights, a weighted mixed-modelling approach was used to estimate the effects and statistical significance of the factors. The respondent-level factors are modelled as fixed effects, and the country differences are modelled as random effects. Viewing estimation of respondent-level factors and country effects in terms of a two-step procedure can help address the problems due to a small number of countries. While the parameters at the respondent level are estimated correctly, the country-level estimates are not reliable given the small number (i.e., < 25) of countries,<sup>44</sup> which is appropriate in this study where the research interests are on the respondent-level and not the country-level parameters.

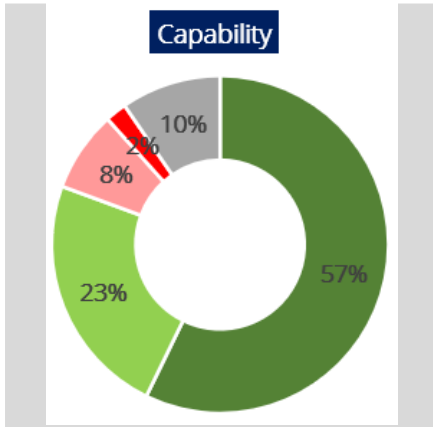
## **Results**

The respondents' rating on trust in National Society competence and values/ethics and the key factors that contribute to trust are summarized below.

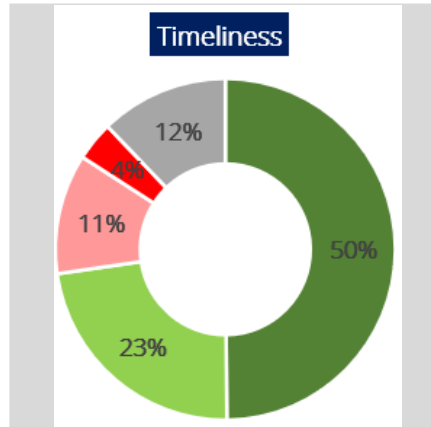
### **Trust in National Society Competence**

Respondents rated their level of trust in competence on seven questions intended to measure the perception on the National Society capability, timeliness, knowledge, approachability, welcoming complaints, providing relevant/useful information, and effectiveness. Across the five countries, the community perception of National Society capability is high, as 57% of the respondents said "yes, completely" and 23% said "mostly yes" when asked whether they thought the respective National Society is capable in helping people. Between 49% and 51% of the respondents rated "yes, completely" to timeliness, knowledge, approachability, relevance, and effectiveness. But the rating on welcoming complaints is remarkably lower, as 8% of the respondents responded "not at all" and 14% said "not so much" that that they felt comfortable making a complaint to a National Society staff or volunteer.

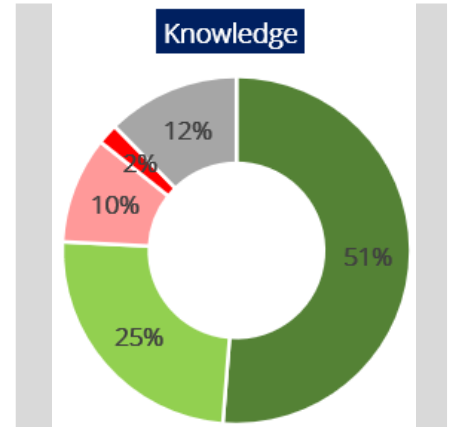
■ Yes, completely  
 ■ Mostly yes  
 ■ Not so much  
 ■ Not at all  
 ■ Don't know  
 n= 5047



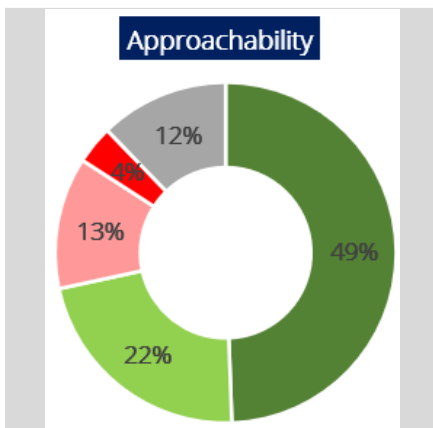
Do you think the National Society is capable, regarding helping people?



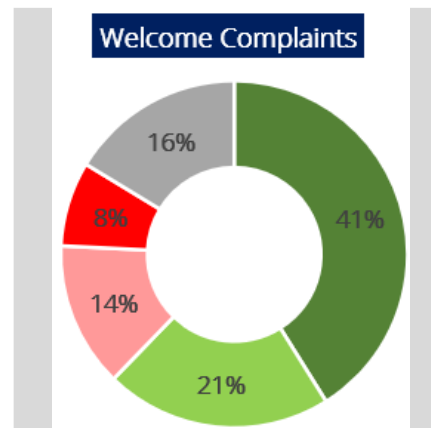
Do you think the National Society provides support to people in a timely manner?



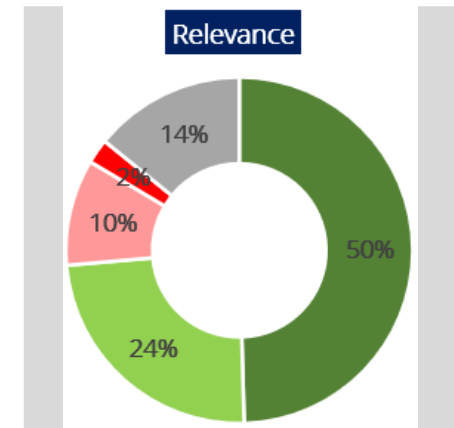
Do you think the National Society understands the needs of the people it supports?



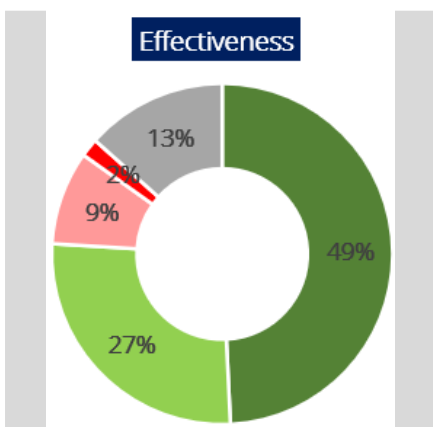
Do you think it is easy to talk to a staff or volunteer from the National Society?



Do you feel comfortable making a complaint to a National Society staff or volunteer?



Do you think the National Society provides useful information on health?

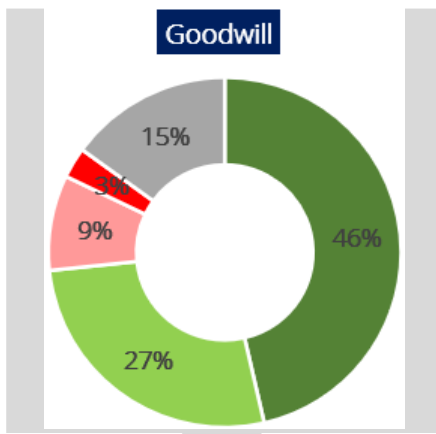


Do you think the National Society provides the right kinds of assistance to the people it supports?

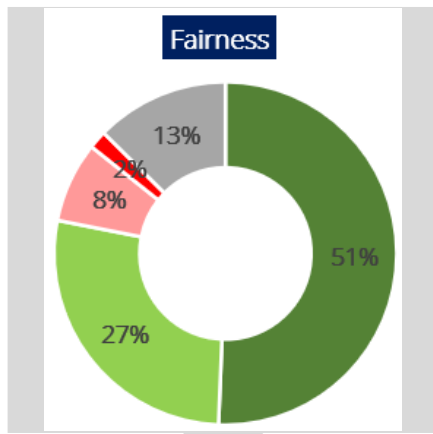
**Trust in National Society Values/Ethics**

There were eight questions that measure the community trust in National Society values/ethics. Between 51% and 57% of the respondents said “yes, completely” on fairness, inclusiveness, and non-discrimination which indicated a high level of trust in these areas. The overall perception a National Society’s goodwill was also relatively high, as 46% said “yes, completely” and 27% said “mostly yes.” The ratings on community participation and political neutrality were moderate, as 43% and 44%, respectively, said “yes, completely.” Community perception on National Society integrity and transparency were relatively low. 31% of the respondents said “don’t know” whether the respective National Society was responsible in how it spends its funds. 12% said “not at all,” 11% said “not so much,” and 29% said “don’t know” that whether a National Society would share publicly if the National Society made a big mistake in how they provide support to people.

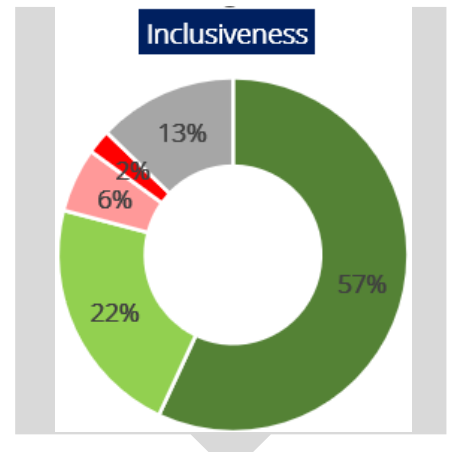
● Don't know ● 1\_Not at all ● 2\_Not so much ● 3\_Mostly yes ● 4\_Yes, completely



Do you think National Society puts the people it supports and their needs first, above everything else?

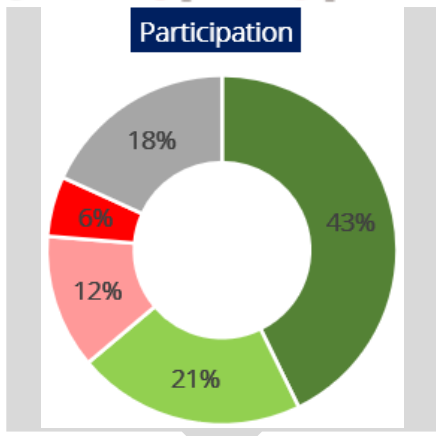


Do you think National Society provides support to the people who need it the most?

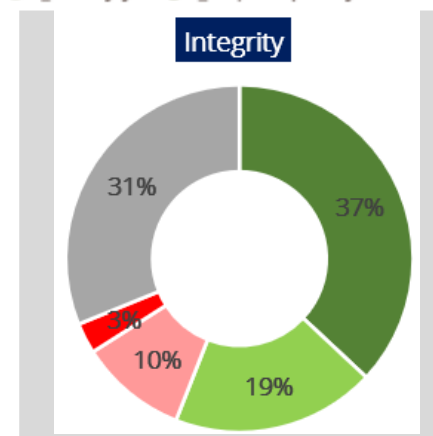


Do you think National Society respects people’s cultures and personal beliefs?

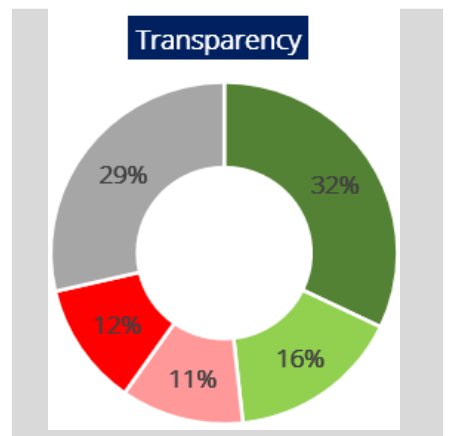
● Don't know ● 1\_Not at all ● 2\_Not so much ● 3\_Mostly yes ● 4\_Yes, completely



Do you think National Society asks local communities what support they need?



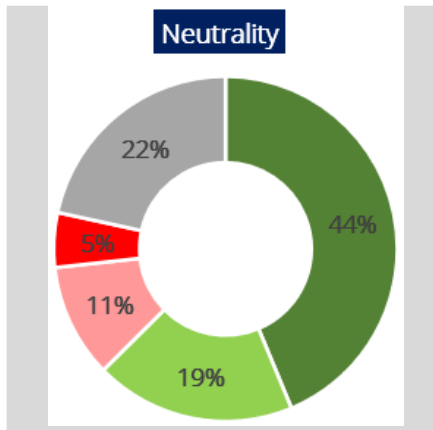
Do you think National Society is responsible in how its funds are spent?



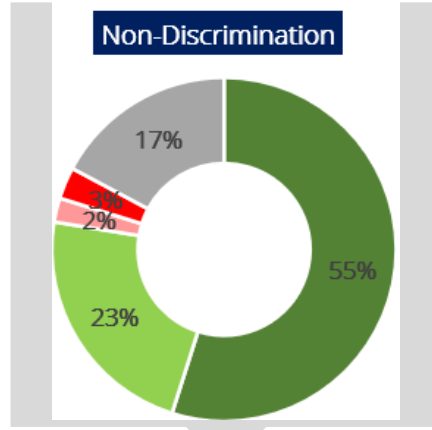
If National Society made a big mistake in how they provide support to people, do you think it will share it



● Don't know ● 1\_Not at all ● 2\_Not so much ● 3\_Mostly yes ● 4\_Yes, completely



Do you think National Society is independent of the government?



Do you think National Society provides support to all people without discrimination?

### Factors Contributing to Trust

The effects of gender, age, urban/rural residence, level of education, having a chronic illness, having received aid from National Society, and whether the respondent know how to make suggestions or complaints to a National Society were examined by fitting a weighted mixed-effects model to each CTI question as the dependent variables. Country differences were modelled as random effects. We are not looking at a comparison between countries in this study.

“Do you know how to make suggestions or complaints to a National Society?” is one of the indicators for achieving the Movement-wide commitments and minimum Actions for Community Engagement and Accountability.<sup>45</sup> It stood out to be the most significant among the factors examined that contributed to a higher trust rating in all fifteen CTI questions.

The only other factor that consistently showed a positive effect on trust ratings was “have you or anyone in your family ever received aid or support from the National Society?” But the effect size was smaller than the community feedback indicator mentioned above.

Men gave a significantly lower rating on timeliness, but there was no significant gender difference in other CTI questions when holding the other factors constant.

Younger respondents gave lower ratings in capability and inclusiveness, but there was no significant age difference in other CTI questions.

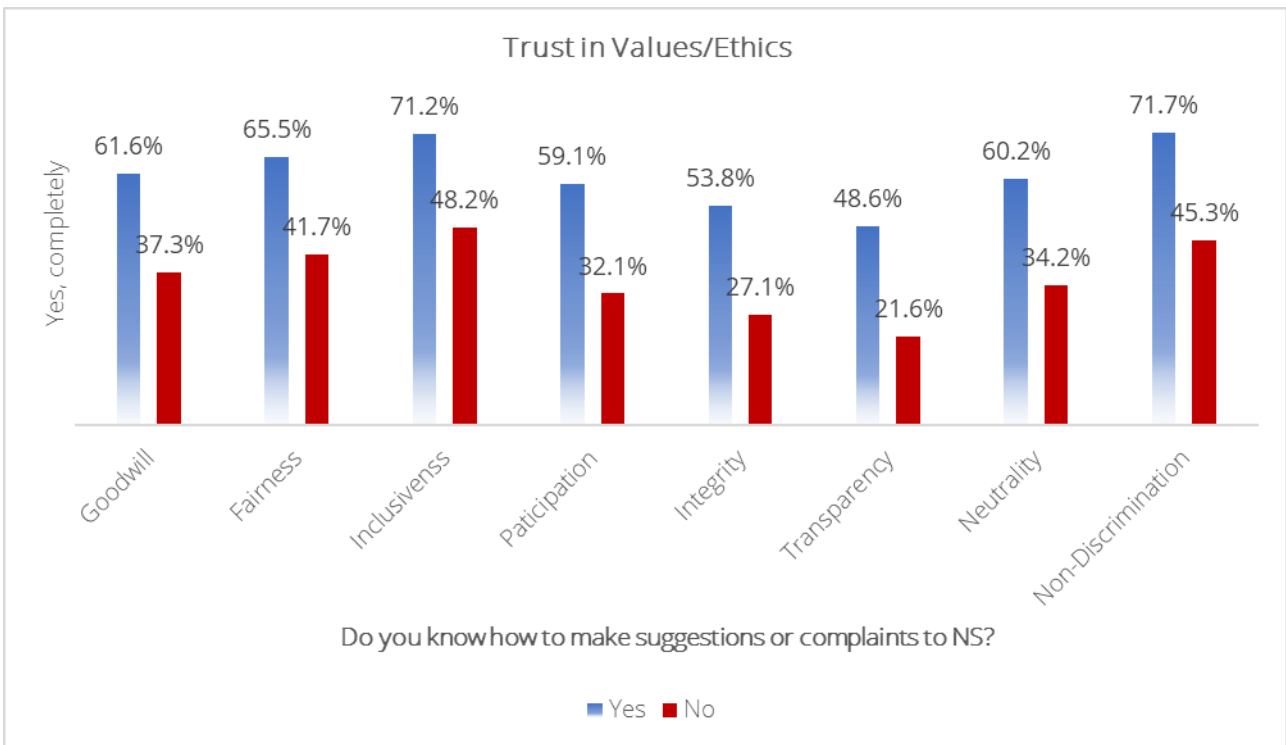
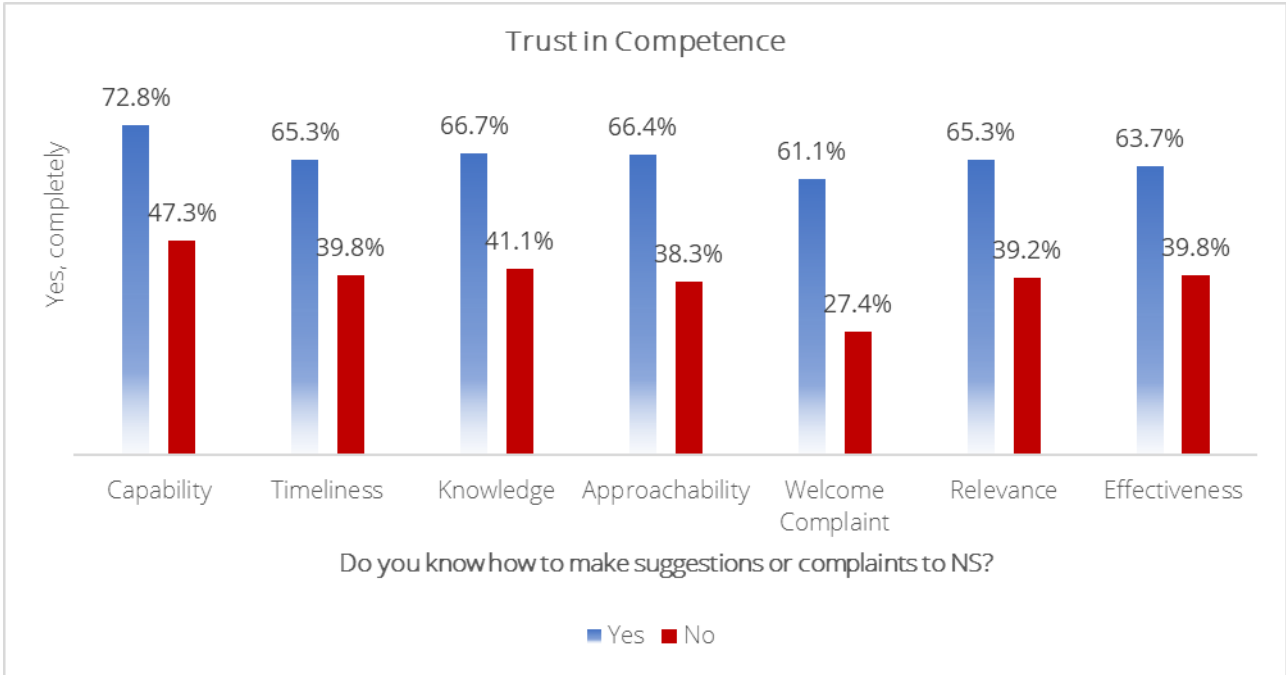
Rural residents gave higher ratings in saying that National Societies were welcoming complaints and transparency.

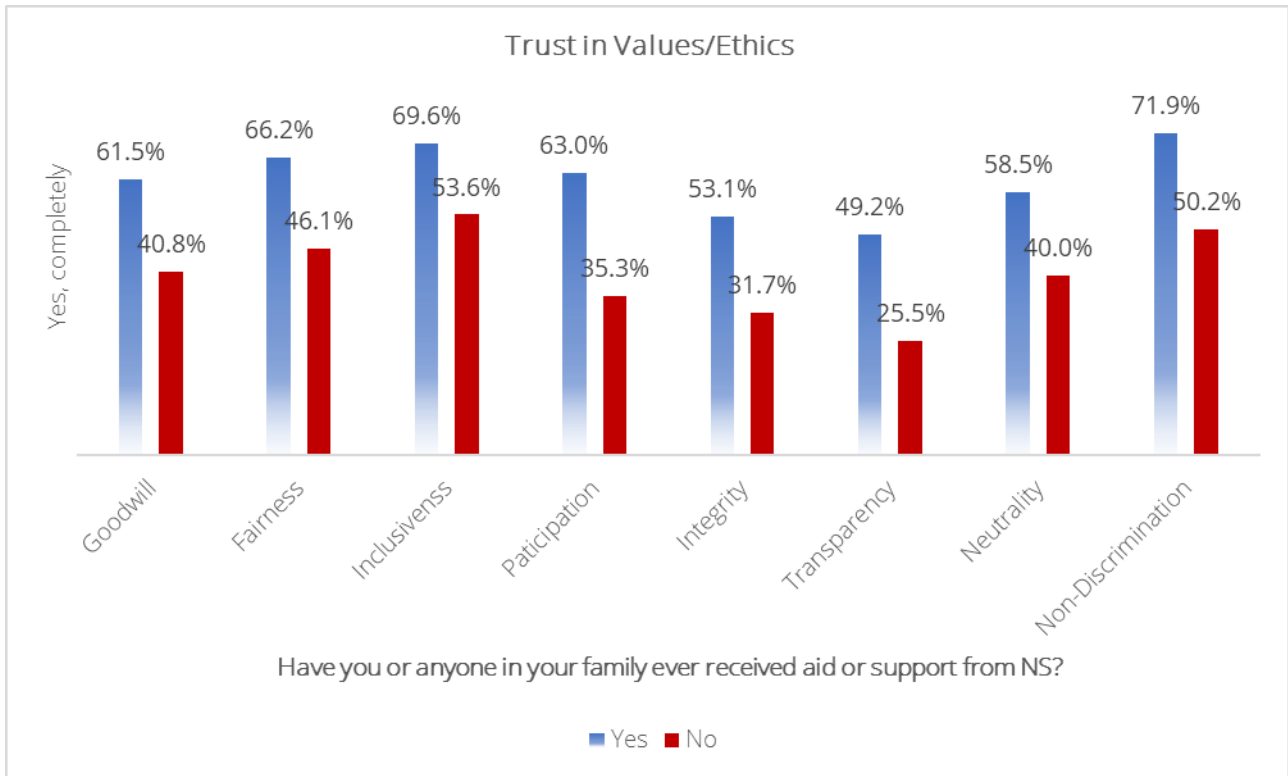
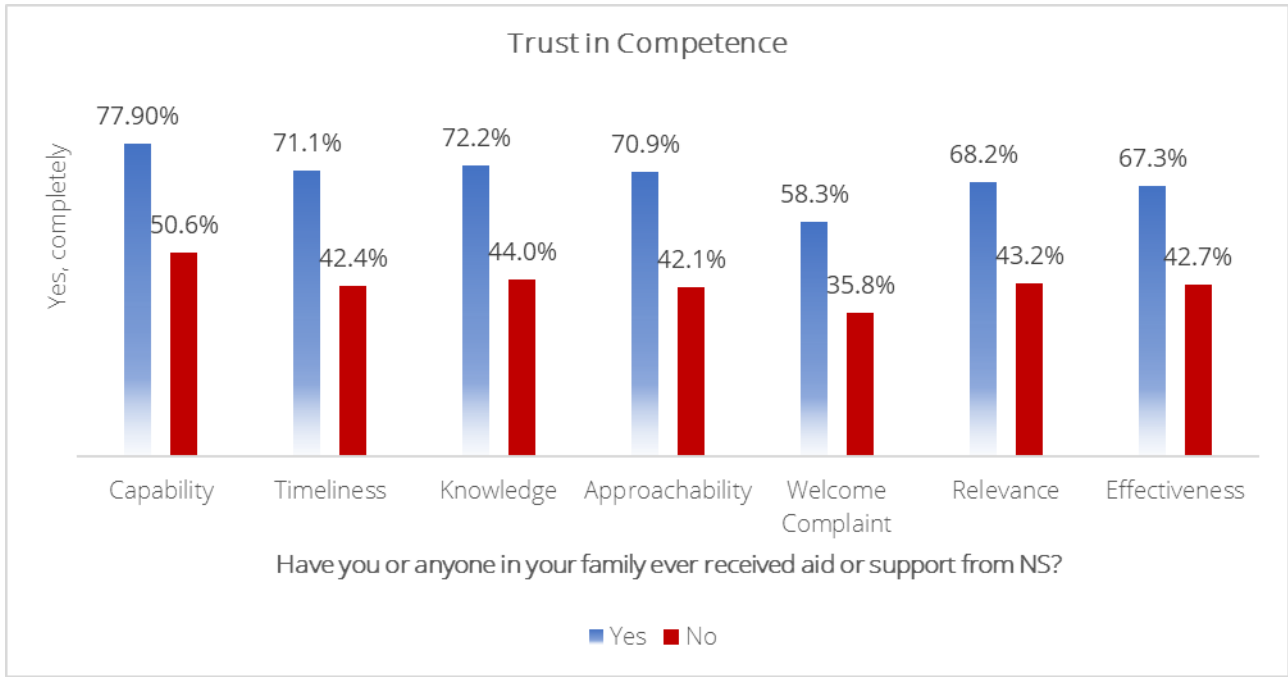
Respondents with no formal education gave significantly lower ratings in whether National Societies are welcoming complaints and relevance of information.



Respondents who reported having a chronic illness gave a significantly lower rating in non-discrimination.

The other factors examined in this study did not show a statistically significant effect on any of the CTI questions.





## Conclusion

Across the five countries in Asia-Pacific, the overall community perception of National Society competence was high as about half of the respondents said “yes, completely” and another quarter said “mostly yes” to six of the seven questions related to competence, except for welcoming complaints which received a marginally lower rating. The target communities gave high ratings to four of the eight questions on National Society values/ethics, i.e., goodwill, fairness, inclusiveness, and non-discrimination. About three-fifths of the respondents said “yes, completely” or “mostly yes” to the National Society asking the local communities what support they need, and the National Society is independent of the government. There were low-to-moderate agreements that the National Society is responsible in how its fund is spent and shares publicly if it has made a big mistake in how they provide support to people.

Whether or not communities know how to make suggestions or complaints to National Society, i.e., community feedback, is one of the key indicators for achieving the Movement-wide commitments and minimum actions for Community Engagement and Accountability. It stood out to be the most significant among the factors examined that contributed to a higher trust rating in all fifteen CTI questions. To a less extent, the only other factor that consistently showed a positive effect on trust ratings was the respondent or their family ever received aid or support from National Society. The effects of gender, age, urban/rural residence, level of education, and respondent having a chronic illness on their trust ratings were also examined, but they showed no significant or sporadic effects on one or two trust questions when considering community feedback and ever receiving aid. Based on the results we recommend the following, which of course should be adapted according to local contexts:

1. **Enhance Feedback Mechanisms:** Strengthen and widely promote formal and informal channels for community members to share, suggestions, and complaints and increase response rate. While most National Societies have a feedback mechanism it would be beneficial to promote them more widely and share with communities how National Societies follow up on feedback to encourage communities to use the mechanism. Moreover,
2. **Increase Transparency:** Regularly share information on programmes and operations, explain how donations work and openly acknowledge and address any mistakes made in providing support. Information shared to communities should be based on their questions and concerns and should be adapted frequently as well as shared in multiple accessible formats.
3. **Increase Community Engagement and Accountability:** Develop initiatives to increase direct interaction with community members, ensuring their needs and concerns are actively addressed. Ultimately, community engagement and accountability can significantly contribute to our understanding and strengthening of community trust.

The results provided evidence complementary to the importance of investing into community engagement and accountability in building community trust. People who have received aid from National Society tend to give higher trust ratings. They may be speaking from their positive

experiences, but some may be skewed to give favourable responses when interviewed by National Society staff or volunteers.

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