Local government perception of the Tasmanian forest practices system

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Abstract
Local government perception and understanding of the forest practices system in Tasmania, as administered by the Forest Practices Authority (FPA), was examined in a postal survey of elected councillors and other key council staff. Respondents were asked to (1) demonstrate their understanding of the forest practices system as a whole, (2) provide their views on the co-regulatory process and the role of local government in this process, (3) indicate their perceptions regarding matters of public concern, using plantation establishment as an example, and (4) rate their satisfaction with the process by which the FPA communicates with stakeholders.

Of the 390 questionnaires mailed, 138 (35% of the total) were returned (77 from elected councillors and 61 from staff). Only 26 (19%) of the total respondents correctly identified the six key areas for which the Forest Practices Code provided guidelines, and only 24 (17%) of the total respondents correctly identified the six practices that required a Forest Practices Plan. While 61 (45%) of the total respondents agreed that the co-regulatory approach was effective, 38 (28%) disagreed and 31 (22%) were unsure.

The survey demonstrated that misunderstanding and a lack of knowledge about the Tasmanian forest practices system are widespread amongst the target survey group. Both the FPA and the Local Government Forest Consultative Committee (LGFCC, disbanded since mid-2008) see improved communication and training as having high priority; 101 (73%) of the total respondents indicated they would attend workshops on the forest practices system.

Introduction
Forests are key elements in defining the quality of life by providing jobs, recreational pursuits, and scenic views for appreciation by visitors and local residents alike (Brunson and Reiter 1996). An increasingly important aspect of forest management is the gauging of perceptions and values of the general public, and additionally of community and government organisations, towards forest practices and policies (Williams et al. 2001; Welke 2008).

The forest practices system in Tasmania, Australia, is a co-regulatory framework designed to ensure the sustainable management of public and private forests (Forest Practices Authority 2005). The system formally commenced with the Tasmanian Forest Practices Act 1985, following an enquiry into unsustainable levels of harvesting and environmental degradation on private land around this time and the recognition that, to sustainably manage Tasmania’s private forest resources, legislation across both public and private forests was needed (Everett and Gentle 1977). The system was originally overseen by the Forest Practices Unit, a division of the former Forestry Commission of Tasmania (now Forestry Tasmania since 1994). In 1994, the Forest Practices Unit became an
independent authority known initially as the Forest Practices Board and, later, the Forest Practices Authority (FPA), governed then and today by an independent board appointed by parliament.

The resulting Forest Practices Code (Forest Practices Board 2000), first published under a different framework in 1987, provides guidelines for planning and conducting forest operations according to standards that aim to protect natural and cultural values (flora, fauna, soil, water, geomorphology, landscape views and cultural heritage) (Forest Practices Authority 2005). Forest operations, as defined under the Forest Practices Act, include harvesting and regeneration of native forests, establishing or harvesting plantations, clearing forests for other purposes, clearing and converting threatened native vegetation communities, constructing roads or quarries for the above purposes, and harvesting tree ferns; at the time of this study, land clearing for dam construction was also included.

Forest Practices Plans (FPPs) are required for most of the activities described above, whether carried out on public or private land, and are developed in accordance with guidelines set down in the Forest Practices Code. The Code contains “will” statements that are legally enforceable under the Forest Practices Act, as well as “should” statements that must be implemented unless there are legitimate reasons for making exceptions, and good environmental outcomes are still achieved. In addition, there are guidelines that require interpretation for development of specific prescriptions for each FPP on a case-by-case basis (Forest Practices Board 2000; Wilkinson 2003).

As part of the co-regulatory process, Forest Practices Officers (FPOs), typically employees of forest industry organisations or private consultants, are trained and authorised under the Forest Practices Act to ensure compliance of forestry operations with the Code. In the event of non-compliance, penalties (e.g. fines) may be imposed, where appropriate; if disputed, cases may be heard at a court hearing (Wilkinson 1999).

However, there is still considerable uncertainty amongst the broader community regarding the degree to which the FPA remains independent, and many people continue to view the process as similar to having a ‘fox in charge of the chicken house’ (Gasser 1996, cited in Wilkinson 1999). Wilkinson (1999) somewhat amusingly concluded that this would not be an issue if one assumed that a modern enlightened fox would rather sustainably manage the chickens than eat itself out of house and home!

In recent times, Wilkinson (2003) noted that the debate regarding forest policy and management practices had become more noticeable as a result of an increase in high-profile media campaigns mounted to discredit the forest industry. These campaigns can foster misunderstanding and mistrust amongst the broader population with regard to regulatory control and industry practices employed in managing Tasmania’s forests. Consequently, the Forest Practices Board in 2001 reported that, in the majority of reports from the public, allegations were made without sufficient knowledge of the forestry operation of concern, or without an adequate understanding of the Forest Practices Code (Wilkinson 2001).

A survey of public perceptions and understanding of forest practices among Tasmania’s entire population was not possible given time and resource constraints. Instead, elected councillors and other key council staff were targeted given their direct role in policy development in relation to forestry and other land-use issues at a regional level. In doing so, survey respondents were asked to:

- Demonstrate their understanding of the forest practices system as a whole,
• Provide their views of the co-regulatory process and the role of local government in this process,
• Indicate their perceptions regarding matters of public concern, using plantation establishment (considered to be a contentious issue at the time of this study) as an example, and
• Rate their satisfaction with the process by which the FPA communicates with stakeholders.

Methods

A survey (Appendix 1) was developed consisting of 12 questions that examined the perception and understanding by local government representatives of aspects of the forest practices system. It was mailed to all 29 Tasmanian local governments for distribution to elected councillors and other key council staff, the latter including General Managers and planning staff, namely those with a direct interest in and/or responsibility for forestry-related issues (n = 390, comprising 279 elected councillors and 111 council staff). Surveys were mailed in the first week of March 2007 with a requested return date of 05 April 2007. A pre-paid reply envelope was provided to encourage return. Reminder notices were sent via email to all recipients on 23 March 2007. Further encouragement to complete the survey was included in an article in the Local Government Authority Tasmania (LGAT) newsletter dated 30 March 2007.

The survey included both ‘open’ questions that allowed respondents to self-rate their knowledge of the forest practices system, and ‘closed’ questions designed to measure the respondents actual knowledge. Opportunities to provide open-ended statements were also incorporated to allow respondents’ to expand on a previous response. Respondents were also asked to reflect on a series of value statements using the Likert scale: ‘strongly agree’, ‘agree’, ‘unsure’, ‘disagree’ or ‘strongly disagree’ (Likert, 1932; Clason and Dormody, 1994).

After return of the postal survey, telephone interviews were conducted with 12 respondents from nine municipalities who had indicated their willingness to expand on their responses in the questionnaire. Selection of interviewees was based on their responses to either open-ended or value statements where further clarification was required, or, based on representation of municipalities where forest operations were known to be under public scrutiny at the time of this study.

Statistical analysis (chi-squared goodness of fit test) was used to determine (a) whether perceived knowledge of the forest practices system differed from actual knowledge, and (b) if the responses of councillors differed to those of council staff. If action was required in response to the survey results, the latter analysis would allow it to be better targeted to particular groups.

Results

Of the 390 questionnaires mailed 138 (35%) were returned; 77 (56% of the total) from councillors (a return rate of 28%) and 61 (44% of the total) from other staff (a return rate of 55%). Each of the 29 municipalities responded. The number of respondents per municipality varied between one and eight.

With regard to the forest practices system as a whole, respondents were first asked to self-rate their perceived understanding of the system (questions 3a to 3c; see Appendix 1 for exact wording of questions), and then demonstrate their actual knowledge of the system (questions 4 and 5, Appendix 1). Results for respondents’ self-rating of their broad understanding of the forest practices system (question 3a), the role of the FPA...
Figure 1. Perceived understanding by local government of the forest practices system.

Figure 2. Perceived understanding by local government of the role of the FPA.

Figure 3. Perceived understanding by local government of the role of the LGFCC.
(question 3b) and the role of the LGFCC (question 3c), are illustrated respectively in Figure 1, Figure 2 and Figure 3.

Over one half (59%) of total respondents rated their understanding of the forest practices system (question 3a) as either ‘good’ (15 councillors and 8 staff) or ‘fair’ (37 councillors and 21 staff), with the remainder rating themselves as having either ‘limited’ (21 councillors and 29 staff) or ‘no’ (4 councillors and 3 staff) understanding of the system (Figure 1).

Regarding the role of the FPA itself (question 3b), a little over one half (53%) of total respondents rated their understanding as either ‘good’ (14 councillors and 7 staff) or ‘fair’ (29 councillors and 23 staff), with the remainder rating themselves as having either ‘limited’ (27 councillors and 25 staff) or ‘no’ (7 councillors and 6 staff) understanding of the role of the FPA (Figure 2).

On the matter of understanding of the role of the LGFCC (question 3c), few of the total respondents rated their understanding as ‘good’ (4 councillors and 3 staff), slightly more rated their understanding as ‘fair’ (23 councillors and 10 staff), while approximately three quarters (71%) of respondents rated themselves as having either ‘limited’ (32 councillors and 30 staff) or ‘no’ (18 councillors and 18 staff) understanding of the role of the LGFCC (Figure 3).

When asked to identify which out of six areas (flora and fauna, legislation, water, landscape views, cultural heritage and mining) were covered by the Code (question 4), of the 127 respondents who answered the question, only 20% (7 councillors and 19 staff) correctly identified the correct areas. When asked to identify which of the six practices listed at the time of this study (harvesting and regenerating native forest, harvesting tree ferns, constructing roads or quarries, harvesting or establishing plantations, land clearing for dams or land clearing for other purpose) required a Forest Practices Plan (question 5), of the 137 respondents who answered the question, only 19% (11 councillors and 13 staff) correctly identified that all six activities listed required a Forest Practices Plan.

Respondents self-rating of their perceived knowledge of the forest practices system (question 3a) and the role of the FPA (question 3b) were compared with the answers to the questions designed to ascertain their actual knowledge of the system and role of the FPA (questions 4 and 5). There was no statistical significance at the 0.05 level between the perceived and actual knowledge of respondents about the role of the FPA ($\chi^2 = 1.327 [2, 138]$, p >0.05) or of the forest practices system ($\chi^2 = 5.624 [2, 138]$, p >0.05). There was, however, a statistically significant difference at the 0.10 level between the knowledge of councillors and the knowledge of staff of the forest practices system (not shown). Thus, 37 (48%) councillors perceived they had a ‘fair’ understanding of the system, but only six correctly answered the related question, whereas 29 (48%) staff perceived they had a ‘limited’ knowledge and seven correctly answered the related question.

Respondents were then asked to provide their views of the co-regulatory process (question 6) and the role of local government in this process (questions 7 to 9). With regard to the co-regulatory process (question 6), around one half of total respondents (41 councillors and 27 staff) ‘agreed’ that the co-regulatory approach applied by the industry was effective. The remainder were more or less equally split between those who ‘disagreed’ (22 councillors and 16 staff) and those who were ‘unsure’ (13 councillors and 18 staff) (Figure 4). There was no significant difference between the responses of the councillors and the staff ($\chi^2 = 7.152 [4, 137]$, p >0.05).

Those who disagreed with the co-regulatory approach were asked to provide details (open-ended statements) of alternative
methods that might be appropriate for regulating the industry. Those who responded cited the need for regulation by an independent body that must be open to public scrutiny, and moreover that this body should be invested with powers to enforce the Code. This is the intention of the current arrangement.

Concerning the most effective strategy for management of natural and cultural values in relation to forestry (question 7), just under one half (44%) of total respondents (38 councillors and 22 staff) favoured the forest practices system, a similar proportion (30 councillors and 25 staff) favoured local government planning schemes, while the remainder (8 councillors and 14 staff) were unsure (Figure 5).

On the question relating to timber harvesting on State forest (question 8), more than half (61%) of total respondents either ‘strongly agreed’ (23 councillors and 12 staff) or ‘agreed’ (22 councillors and 27 staff) that local government should have more say, while just under half of all respondents either ‘disagreed’ (22 councillors and 16 staff) or ‘strongly disagreed’ (3 councillors and 3 staff). Only a small proportion (7%) of total respondents remained ‘unsure’ (6 councillors and 4 staff) (Figure 6). The responses thus varied in the open section of this question. In general the opinion was

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**Figure 4. Is co-regulation of the forest industry effective?**

**Figure 5. Which system/scheme is a more effective strategy for managing natural and cultural values in relation to forestry?**
that local government should be a ‘referral agency’ and that harvesting (plus other forestry operations) should come under ‘planning systems’; the opposite comment was that local government doesn’t have the resources to manage forestry.

As for local government having more say in the management of Private Timber Reserves in their municipalities (question 9), more than three quarters (72%) of total respondents either ‘strongly agreed’ (18 councillors and 13 staff) or ‘agreed’ (30 councillors and 35 staff) that local government should have more say, while just under one quarter of all respondents either ‘disagreed’ (18 councillors and 7 staff) or ‘strongly disagreed’ (5 councillors and 2 staff). Only a small proportion (4%) of total respondents remained ‘unsure’ (2 councillors and 6 staff) (Figure 7).

The question dealing with matters of public concern, as perceived by the respondents,
used the establishment of plantation forests as an example (question 12). Opinion varied considerably. For example (Figure 8), while 49% of total respondents perceived that the potential impacts on local roads were of ‘high concern’ amongst the general public, some 30% of total respondents perceived this to be of only ‘moderate concern’. A further 13% of total respondents perceived the impacts on local roads to be of ‘low’ concern amongst the general public, while 6% of total respondents considered these ‘not relevant’. A similar response pattern applied for the other impacts listed.

Respondents were asked to provide their views on the effectiveness of FPA
communications with stakeholders (questions 10 and 11, 13 and 14). With regard to the value of the annual briefings on the Three Year Plan (question 10), nearly one half (44%) of total respondents (20 councillors and 13 staff) saw the briefings as having either ‘a lot’ of value. Around one quarter (27%; 15 councillors and 16 staff) considered they had limited value, and 27% (17 councillors and 19 staff) considered they had ‘limited’ or ‘no’ value. Around one quarter (30%) of total respondents had ‘no experience’ (24 councillors and 16 staff) of the briefings (Figure 9).

When asked to rate the effectiveness of consultation between major forest organisations and local government

![Figure 10. Effectiveness of consultation between local government and forest industry organisations.](image)

![Figure 11. Usefulness to local government of the FPA’s communication tools.](image)
(question 11), and between the FPA and local government, the FPA had the highest rating for ‘poor’ communication while Forestry Tasmania had the highest rating for ‘good’ and ‘fair’ (Figure 10).

With respect to the informative nature of written communications between local government and the FPA (question 14), more than half (66%) of total respondents had not seen these, a little over one quarter (30%) believed the communications were informative, while a small proportion (4%) said they were not informative (Figure 11).

Finally, respondents were asked to indicate their willingness to learn more about the forest practices system through a series of workshops (question 13). Almost three quarters (74%) of total respondents (59 councillors and 42 staff) expressed interest in attending workshops, just under one quarter (15 councillors and 18 staff) stated it was not a priority, while a small number (1 councillor and 1 staff) were not interested (Figure 12).

Discussion

Understanding of the forest practices system

There were no significant differences at the 0.05 level between what local government councillors and staff believe they know about the forest practices system and the role of the FPA and what they actually know. However, a low number of respondents correctly answered the qualifying questions. This suggests that recent changes in the structure of the FPA, its advisory council and the Forest Practices Tribunal, partly as a result of feedback from the community, have been poorly communicated.

Some outside the forest industry remain under the impression that the industry continues to ‘move the goal posts’ with respect to regulatory issues. This has not been helped by media commentary over the years. For instance, Johnson in The Examiner newspaper (2003) stated that ‘regulation of the industry involved favouritism and breaches of the Forest Practices Code’. Though 50% of respondents appeared to support the current form of co-regulation, supplementary comments made by the

![Proportion of total respondents](image)
remainder indicated that more education is required to explain the existing regulatory mechanisms.

With regard to an effective strategy for managing natural and cultural values, opinion was more or less equally divided between approving of the forest practices system or preferring the use of some other form of local government planning scheme. The lack of understanding about the workings of the present forest practices system is emphasised by the comments of those who disagreed with the present co-regulatory approach, and cited the need for regulation by an independent body open to public scrutiny and invested with powers to enforce a code on forest practices. The respondents were clearly unaware that the FPA meets these three criteria.

**Communication with stakeholders**

At the annual Tasmanian Local Government Conference in May 2001, councils voted against supporting a move for councils to have a say in how the forest industry operated. Instead the conference decided to set up a standing committee, the Local Government Forestry Consultative Committee (LGFCC), with representatives from LGAT and the FPA, the Department of Infrastructure Energy and Resources, Forestry Tasmania, Private Forests Tasmania, and the Forest Industries Association of Tasmania. Established in August 2001, but disbanded in 2008, the LGFCC served to review key aspects of forestry operations (e.g. planning, social issues, infrastructure, water and communication) and make recommendations to local government while improving communication between the various organisations (Grove 2006). It is interesting therefore that the local government respondents to this survey appeared to be in favour of having more say in the management of key forestry operations, notably those concerned with harvesting. This may represent a shift in opinion of council staff over time.

Schirmer *et al.* (2005) noted concern amongst local government members regarding the perceived intensity of plantation establishment and consequent increase in the occurrence of associated potential impacts, chiefly the loss of land currently under traditional agricultural production and the resultant impacts on rural communities. Certainly these and the additional potential impacts listed (associated with aesthetics, the use of pesticides and/or poisons, changes in water quality and/or quality, fire risk and land prices, and increased traffic on local roads) continue to be perceived by local government as matters of concern, each receiving more or less equal weighting from respondents. These perceptions may drive the increased desire by local government to have more say in how the forest industry operates.

Three-Year Planning Briefing meetings enable forest companies and councillors and/or council staff to discuss proposed harvesting operations, and the possible impact of matters such as road infrastructure on council budgets. However, a large proportion of councillors and planning staff were unaware of the annual briefings. On the matter of general consultation, less than one quarter of respondents considered consultation between forestry organisations and local government to be either ‘very good’ or ‘good’, indicating that the issue of poor communication between forestry organisations and local government needs attention.

In 2003 the LGFCC identified a need for clear and concise information about the forest practices system, the local government planning system, and how these interrelate (Grove 2006). The result was the publication and distribution to local government staff of the Guide to Planning Approvals for Forestry in Tasmania (Local Government Forestry Consultative Committee 2006). This and the other documents listed were considered...
effective by the majority of respondents who had seen them. However, the fact that many respondents had not seen these documents is cause for concern.

The FPA regularly runs courses on a variety of topics associated with the forest practices system that Forest Practices Officers and other industry-related staff can attend. Similar courses would be suitable for presentation to councillors and staff. However, attempts to improve communication have had limited success, despite a strong indication by respondents of their willingness to attend workshops designed to improve their understanding of the forest practices system. For example, in the September 2006 edition of the FPA newsletter, it was reported that the Local Government Association of Tasmania (LGAT) were planning a series of regional forums for local government staff to promote the Guide to Planning Approvals for Forestry in Tasmania. These forums did not take place due to a lack of support from potential attendees, despite promotion of the forums in the LGAT newsletter as well as direct mailing of a flyer to local government authorities (A. Garcia, pers. comm.). This outcome may explain the high number of ‘haven’t seen’ responses, at least in relation to the Guide to Planning Approvals for Forestry in Tasmania.

As most respondents reported not using the FPA website, it is evident that neither traditional publications nor the information on the FPA website is reaching the local government audience. Other forms of promotion of FPA publications and information are required.

Conclusion

The survey indicated widespread misunderstanding and/or lack of knowledge throughout local government regarding the forest practices system in Tasmania and the role of the FPA. The key to addressing these shortcomings will be improved communication between the FPA and stakeholders. Workshops are now being developed to address this issue.

Acknowledgements

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References


Appendix 1. Survey questionnaire.

Survey for Local Government on the Tasmanian Forest Practices System

1. Which local council do you represent or are employed by? .................................................................

2. What is your role within the local government area?  Elected representative □  Council employee □

3. How would you rate your understanding of the following:

   a) The forest practices system?  Good □  Fair □  Limited □  None □

   b) Role of the Forest Practices Authority (FFA)?  Good □  Fair □  Limited □  None □

   c) Role of the Local Government Forestry Consultative Committee?  Good □  Fair □  Limited □  None □

4. Part of the role of the FPA is to administer the forest practices system through a Code of Practice. Which of the following does the Code provide guidelines for? (tick one or more)

Flora/Fauna □  Legislation □  Water □  Landscape views □  Cultural heritage □  Mining □

5. A forest practices plan (FPP) is required for which of the following practices?  (circle your answer for each category).

<table>
<thead>
<tr>
<th>Harvesting &amp; regenerating native forest</th>
<th>Harvesting tree items</th>
<th>Constructing roads or quarries</th>
<th>Harvesting or establishing plantations</th>
<th>Land clearing for dams</th>
<th>Clearing forests for other purposes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes □ No □ Unsure □</td>
<td>Yes □ No □ Unsure □</td>
<td>Yes □ No □ Unsure □</td>
<td>Yes □ No □ Unsure □</td>
<td>Yes □ No □ Unsure □</td>
<td>Yes □ No □ Unsure □</td>
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6. The Tasmanian forest practices system is based on a co-regulatory approach involving self-management by the industry, with independent monitoring and enforcement by the FPA. Self-management is delivered by Forest Practices Officers who are employed within the industry to plan, supervise and monitor forest practices. Do you agree this is form of self-management is effective?

   Strongly agree □  Agree □  Unsure □  Disagree □  Strongly disagree □

   If you disagree, provide details of alternative methods you consider would be appropriate in regulating the industry: ............................................................................................................................................................................................

   ............................................................................................................................................................................................

7. In relation to forestry, which one of the following strategies is more effective in managing natural and cultural values on public and/or private land? (tick one only)

   Local government planning scheme □  Forest practices system □  Unsure □

   Explain why you consider your selection the ‘more effective’ strategy? (for either or the first 2 categories selected only).

   ............................................................................................................................................................................................

   ............................................................................................................................................................................................

8. Local government planning schemes have no direct role where timber harvesting may occur on State forest. Should local government have more say in timber harvesting on State forest in their municipality? (tick one only)

   Strongly agree □  Agree □  Unsure □  Disagree □  Strongly disagree □

   If you agree, what level of input should local government have? ............................................................................................................................................................................................

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Appendix 1. Survey questionnaire (continued).

9. Local government regulates forestry on private land that is **not** a Private Timber Reserve (PTR). Should local government have more say in the management of PTR’s in their municipality?
   
   Strongly agree □  Agree □  Disagree □  Strongly disagree □  Unsure what a PTR is □

10. Companies harvesting more than 100,000 tonnes of wood each year are required to lodge a Three Year Plan with the FPA, and consult annually with relevant councils on information contained in the Plans. What **benefit** to local government planning are these annual briefings?
   
   A lot □  Average □  Limited □  None □  No experience of this process □

11. How would you rate overall consultation between your Council and the following forest industry organisations:

   
   a) Forest Practices Authority? □ □ □ □ □
   b) Local Government Forestry Consultative Committee? □ □ □ □ □
   c) Forestry Tasmania? □ □ □ □ □
   d) Private Forests Tasmania? □ □ □ □ □
   e) Other organisation (specify) ………………………………………………………… □ □ □ □ □

12. Some communities, in response to plantation establishment, cite the following as concerns. How would you rate the **level of concern** among residents in your municipality, to each point?

   
   a) Loss of land for agricultural production □ □ □ □ □
   b) Decline of rural communities □ □ □ □ □
   c) Adverse impacts on visual landscape □ □ □ □ □
   d) Use of pesticides and/or poisons □ □ □ □ □
   e) Effects on water quantity and quality □ □ □ □ □
   f) Increased fire risk □ □ □ □ □
   g) Increased land prices □ □ □ □ □
   h) Impact on local roads □ □ □ □ □

13. Workshops for council staff or councillors would be useful to enhance understanding of the forest practices system.

   Sign me up now! □  Would attend □  Not a priority □  Not interested □

14. Which of the following FPA communication tools have you found **informative**?

   
   a) Forest Practices News (quarterly newsletter) □ □ □ □
   b) Guide to planning approvals for forestry in Tasmania □ □ □ □
   c) The Tasmanian Forest Practices System □ □ □ □
   d) FPA website □ □ □ □

15. Any additional comments you would like to add? 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