RELEVANCE OF RISK AND CRIMINOGENIC NEEDS ASSESSMENT IN REHABILITATION PROGRAMS AT PENITENTIARIES



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ABSTRACT

The increasing crime rate has led to overcrowding in correctional facilities. This condition poses a barrier to the implementation of rehabilitation programs, which are the rights of every inmate during their incarceration. Given the diversity of inmates' backgrounds, indepth identification is needed to assess each individual's criminogenic needs. Risk and needs assessment instruments are used to evaluate the risk of recidivism among inmates and to identify criminogenic factors. The results of these assessments should serve as a reference in the formulation of rehabilitation programs. However, in practice, the assessment results are often not used as the primary basis for providing rehabilitation programs. This study aims to determine the relevance of risk and criminogenic needs assessments in the implementation of inmate rehabilitation. The research employs a qualitative method with data collection techniques including literature review, interviews, and documentation. The results indicate that risk and needs assessments remain relevant to the condition of the correctional system in Indonesia, particularly in supporting the adopted philosophy of social reintegration. However, there are several challenges in implementation, such as the unavailability of assessors in correctional facilities, leading assessments to be conducted by social workers and correctional staff. Additionally, the available rehabilitation programs are still limited, resulting in not all recommendations from the assessments being accommodated through existing rehabilitation programs. In conclusion, assessments are highly relevant to rehabilitation programs for inmates, and future developments in assessment and the digitalization of assessments are needed.

Keywords: Assessment; Rehabilitation; Inmates



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INTRODUCTION

The criminal justice system is the legal framework of a country responsible for enforcing laws to achieve legal certainty and provide justice in criminal cases (Nursyamsudin, 2022). In Indonesia, there are four key components of the criminal justice system: law enforcement, prosecution, courts, and corrections. In the context of convicted individuals, the corrections system must facilitate the reintegration of inmates while maintaining positive relationships with society.

According to Romli Atmasasmita, the mechanisms of cooperation among subsystems in the criminal justice system determine the success rate in reducing crime. The increasing crime rates in society have resulted in a steady rise in the number of inmates in correctional facilities. Consequently, many Indonesian correctional institutions are experiencing overcrowding, which has become a pressing issue (Patras, 2020). The enactment of Law Number 22 of 2022 concerning the Criminal Justice System has further strengthened and comprehensively regulated the role of corrections within the criminal justice framework. This regulation underscores the importance of correctional facilities in executing rehabilitation programs that create conducive environments for character development and the social reintegration of inmates and students in correctional settings.

Rehabilitation programs in correctional facilities represent significant efforts to reduce recidivism rates and instill confidence in the programs being implemented. However, these programs must be tailored to the individual characteristics and backgrounds of each inmate (Situmorang, 2022). In Indonesia, risk and criminogenic needs assessments serve as foundational tools for designing intervention programs within correctional facilities. In this context, assessment and rehabilitation are interlinked, as the rehabilitation process heavily relies on the assessments conducted beforehand.

The concept of rehabilitation has evolved alongside changes in criminal behavior, utilizing an approach known as Risk-Need-Responsivity (RNR) (Sena et al., 2021). In practice, the implementation of risk and needs assessments in correctional facilities often faces challenges that impede their effectiveness. One of the primary barriers is the inability to fully utilize screening and assessment results due to existing policies dictating the types of rehabilitation programs inmates must undergo (Parape et al., 2021). Additionally, overcrowding remains a serious obstacle, further complicating the rehabilitation process.

The discussion above highlights the critical role of risk and needs assessments in determining the rehabilitation strategies for inmates within correctional facilities. However, given the existing challenges, it is essential to conduct a thorough examination of the relevance of current risk and needs assessments in Indonesia as a method for determining inmate rehabilitation. The objective of this research is to ascertain the relevance of criminogenic needs assessments in rehabilitation programs within correctional institutions. Understanding this relevance is vital for improving rehabilitation strategies and ultimately enhancing the effectiveness of the correctional system in Indonesia.

LITERATURE REVIEW

Yulianto and Anwar (2022) discuss the importance of Need and Risk Assessment in the rehabilitation of Correctional Residents (WBP) to achieve the objectives of the correctional system. The findings indicate that Need and Risk Assessment is crucial for enhancing the quality of rehabilitation in correctional institutions. Need and Risk

Assessment serves as an important strategy within the correctional system to determine the intensity of rehabilitation programs for WBPs. This assists correctional staff in considering the talents, interests, and high-risk factors of the WBPs. The assessment aids correctional officers in planning appropriate treatments for each WBP and determining suitable rehabilitation programs.

Situmorang (2022) show that rehabilitation at the Class I Medan Correctional Facility is carried out using a community-based corrections approach. The classification of inmates is based on their risk levels and threats, as well as differences in supervision levels, length of sentence, and issues related to overcrowding, all of which underscore the urgent need for inmate classification. Furthermore, the integration of inmates with different criminal backgrounds should be avoided, even amidst resource and funding limitations. This is vital to ensure the effectiveness of rehabilitation programs and to prevent prisonization and recidivism in the future.

Sutra (2020) examine the factors influencing an individual's criminal behavior, particularly in the context of property crime at the Class IIB Pangkalan Bun Correctional Facility. The primary focus is on the concept of criminogenic needs that can affect the rate of reoffending, referring to the framework developed by experts Bonta and Andrews (2007), namely Risk, Needs, and Responsivity. The findings reveal that the criminogenic needs of inmates involved in theft at the Class IIB Pangkalan Bun Correctional Facility encompass several key factors influencing their criminal behavior. These factors include their criminal history, level of education and employment, financial situations, family conditions, substance abuse issues, emotional and personality aspects, length of sentence, and their perceptions of the prison environment.

In this research, the theoretical framework begins with an understanding of sentencing theory as the foundation for the application of criminal law administered by corrections in Indonesia.

1. Combined Sentencing Theory (Social Reintegration Paradigm)

According to sentencing theory, the objective of punishment is not solely focused on retribution for the crimes committed by offenders, but also serves as an instrument for protecting society and establishing social order. In relation to the goals of punishment, Andi Hamzah proposed four key concepts, known as the three Rs and one D (Usman, 2019): Reformation, Restraint, Retribution, and Deterrence. The concept of Reformation emphasizes the importance of rehabilitation for offenders, enabling them to transform into better individuals who can contribute positively to society. Following this, Restraint focuses on isolating lawbreakers from the community with the primary aim of safeguarding the public from potential harm posed by offenders. Retribution reflects the punitive aspect of the criminal justice system, where criminals are punished as a consequence of their unlawful actions. Meanwhile, Deterrence functions as a preventive measure, targeting both individual offenders and society at large.

The Indonesian corrections system, which embraces a reintegrative philosophy, demonstrates high adaptability to community-based corrections. This approach acknowledges that the rehabilitation of offenders cannot solely occur within correctional facilities; rather, it requires specific phases in which offenders can interact with their surrounding community until full reintegration occurs. Through this approach, the concept of social reintegration aims to transform inmates from marginalized individuals into productive members who are actively engaged in society.

2. Principles of Risk, Need, and Responsivity

The principles of Risk, Need, and Responsivity were first introduced by D.A. Andrews and James Bonta, two prominent criminologists known for their contributions to the field of criminal intervention and rehabilitation. Their approach has laid the groundwork for developing more comprehensive and effective intervention strategies to address issues of criminality and crime.

The concept of risk in the Risk principle refers to the likelihood of an offender engaging in repeated criminal behavior. Risk factors are those elements that increase an individual's propensity to engage in harmful conduct. The Needs principle pertains to the individual needs identified as focal points in rehabilitation or correctional programs. When individual needs are unmet, there exists a potential risk for them to violate the law. Advocates of the risk, need, and responsivity rehabilitation model argue that these needs are linked to the individual's personal deficits, especially regarding delinquent behavior. The Responsivity concept provides insight into how an inmate interacts with the rehabilitative environment under various circumstances and factors. Responsivity essentially defines the manner in which individuals are educated or guided to maximize behavioral change.

Understanding these theoretical frameworks is vital for enhancing the effectiveness of rehabilitation programs and ensuring that they are tailored to the specific needs of each inmate. This comprehensive understanding contributes to a more effective corrections system in Indonesia, aligning with the goals of social reintegration and public safety.

METHOD

In this study, the researcher employs a qualitative research approach to understand and explain how Risk and Criminogenic Needs Assessment is implemented and its relevance within the context of penal measures and the current correctional concept. The study focuses on the assessment process at the Class IIB Pati Correctional Facility. By utilizing qualitative research, the researcher explores, identifies, describes, and explains aspects of the classification of inmates within rehabilitation programs.

In this research, the data sources used include primary and secondary data. The primary data consists of words collected by the researcher through interviews with informants such as academics, Community Supervisors (PPK) and Correctional Guides (PK), and the Head of the Registration and Guidance Subsection. Meanwhile, the secondary data utilized by the researcher is sourced from various related agencies that are connected to the research topic concerning rehabilitation programs, such as official records, reports, and literature like books, articles, and scientific journals available online. Additionally, regulations and legislation serve as legal foundations that strengthen this research.

The data collection techniques adopted in this study include several methods such as interviews and observations. Observations are conducted to gain insights into the implementation of Risk and Criminogenic Needs Assessment currently underway at the Class IIB Pati Correctional Facility. Furthermore, the research employs document studies. Through document analysis, the researcher can obtain information and physical evidence about inmate profiles, behavioral trends, and their criminogenic needs

This study employs data credibility testing techniques using triangulation. In credibility testing, triangulation refers to the data verification process from various sources using different methods, approaches, and time periods. The goal of triangulation

is to enhance confidence in the research findings. In this study, triangulation includes two main components: source triangulation and method triangulation.

RESULTS AND DISCUSSION

Objectives and Benefits of Recidivism Risk and Criminogenic Needs Assessment

The Recidivism Risk and Criminogenic Needs Assessment instrument is developed with the primary aim of measuring the risk of reoffending possessed by inmates or correctional clients, as well as planning rehabilitation and guidance programs tailored to their criminogenic needs, factors that contribute to their criminal behavior. The objectives of the Recidivism Risk and Criminogenic Needs Assessment are as follows: Assessing the Risk of Reoffending: Evaluating the risk of recidivism among inmates and correctional clients is crucial for preventing further legal violations and ensuring community safety.

In-depth Assessment of Criminogenic Needs: Conducting a more comprehensive assessment of the criminogenic needs of inmates and correctional clients is essential for understanding the underlying causes of their criminal behavior and designing appropriate interventions.

Guiding Rehabilitation Program Design: The results of the risk and needs assessment can serve as a guideline in developing rehabilitation and guidance programs (case plans) that are tailored to individual needs, making these programs more effective in supporting reintegration.

Facilitating Reintegration Planning: Additionally, the assessment serves as a guideline in determining programs and implementing reintegration for inmates and correctional clients, ensuring they receive the necessary support to adapt back to society and reduce the risk of reoffending.

The benefits of the risk and needs assessment in the implementation of rehabilitation and guidance are as follows:

- Assisting Correctional Staff: It helps correctional officers in developing appropriate treatment plans tailored to the individual needs of inmates or correctional clients, thereby enhancing the effectiveness of their rehabilitation and reintegration into society.
- Determining Appropriate Supervision Levels: It aids correctional staff in determining methods and levels of supervision suitable to the placement risk and security needs of inmates, thus maintaining security and order within correctional facilities and protecting the wider community.
- Designing and Implementing Intervention Programs: It assists correctional staff
 in designing and executing intervention programs, whether rehabilitative or
 guiding, based on the needs and risks that have been analyzed.
- Evaluating Program Outcomes: It supports correctional staff in evaluating the outcomes of rehabilitation or guidance programs that have been implemented, providing a basis for designing subsequent programs that are more effective and aligned with the evolving needs of inmates.
- Ensuring Objectivity in Corrections: It helps maintain the objectivity of correctional staff in performing their duties, reducing the likelihood of bias in treatment toward inmates or correctional clients, ensuring that each individual receives fair treatment based on objective assessments.

Relevance of Recidivism Risk and Criminogenic Needs Assessment Development of Assessment in Indonesia

The initial development of the Recidivism Risk and Criminogenic Needs Assessment Instrument in Indonesia began in 2009. During that year, the Directorate General of Corrections initiated a strategic partnership with New South Wales Correction Services. One tangible outcome of this collaboration was the development of the Indonesian Recidivism Risk Instrument (RRI). This instrument is an adaptation of the Level of Service Inventory-Revised (LSI-R), a proven assessment tool that has been effectively utilized in various countries. As of now, it has progressed to its second version after adjustments were made to align with Indonesia's correctional system.

However, the implementation of assessments in Indonesia remains predominantly manual. Typically, assessments are conducted through face-to-face interviews between correctional officers and inmates, without leveraging available technological advancements. This approach not only renders the assessment process less efficient but also exposes it to potential subjectivity and human error. Furthermore, the management system for data resulting from these assessments is still inadequately organized.

The lack of technological integration in the assessment process hampers the ability to track and analyze data effectively, making it difficult to derive actionable insights for improving rehabilitation programs. Moreover, the reliance on manual assessments can lead to inconsistencies in the evaluation of inmates' risks and needs, which can adversely affect their rehabilitation outcomes.

To enhance the effectiveness of the recidivism risk and criminogenic needs assessment, Indonesia must adopt modern technologies, such as data management software and digital assessment tools. By doing so, the correctional system can ensure a more systematic, objective, and comprehensive approach to understanding inmate profiles and designing targeted intervention programs. Ultimately, this evolution in assessment practices can contribute significantly to reducing recidivism rates and promoting successful reintegration into society.

Relevance to the Risk-Need-Responsivity (RNR) Principles

The Indonesian Recidivism Risk Assessment (RRI) and Criminogenic Needs Assessment were developed based on the principles of Risk-Need-Responsivity (RNR), a highly influential approach in the field of assessing and treating offenders. The RNR principles were first introduced by D.A. Andrews and James Bonta in 1990 (Bonta & Andrews, 2007) and have since become a theoretical foundation widely utilized in various correctional systems around the world, including Indonesia. This approach is founded on three main principles: risk, need, and responsivity, which collectively aim to guide more effective interventions in rehabilitating offenders.

The Risk principle mandates that the intensity of interventions must correspond to the level of recidivism risk associated with the individual. In practical terms, this means that higher-risk offenders should receive more intensive supervision and intervention strategies tailored to their unique needs. Conversely, lower-risk individuals may benefit from less stringent approaches, which can help avoid unnecessary incarceration and enable reintegration into society more smoothly

The Need principle focuses on identifying and addressing criminogenic needs, which are factors that are directly related to criminal behavior. This includes understanding personal circumstances, social influences, and underlying psychological

issues that may contribute to an individual's propensity for reoffending. Addressing these needs through targeted programs can significantly reduce the likelihood of recidivism.

The third principle, Responsivity, emphasizes the importance of tailoring interventions to fit the individual characteristics of offenders. This implies that the methods of intervention should be designed to align with the learning styles, motivations, and capabilities of the inmates. By taking these factors into account, correctional programs can enhance engagement and effectiveness, thereby increasing the chances of successful rehabilitation.

Relevance to the Correctional System

The assessment process represents a crucial step in efforts to realize a more effective and humane correctional system. As outlined in the Regulation of the Minister of Law and Human Rights No. 35 of 2018 regarding the Revitalization of Correctional Administration, the importance of classifying inmates based on their levels of risk and needs is a primary focus. Within the context of the Indonesian Recidivism Risk Assessment (RRI), the risk levels of inmates are classified into four categories: low, moderate, high, and very high. This classification is determined based on the final score obtained through direct interviews conducted by assessors, with the results then used to establish appropriate interventions. This process ensures that the management of each inmate is based on their individual needs and the level of risk they present.

The outcomes of these assessments serve as the foundation for developing correctional programs tailored to the specific needs of each inmate. Well-designed correctional programs can be implemented in groups but must still be adapted to meet individual requirements to be effective. It can be concluded that risk and criminogenic needs assessments are key elements that remain relevant and aligned with the primary goals of the correctional system. With the implementation of revitalization policies, these assessments are becoming increasingly important in ensuring that the rehabilitation of inmates is conducted in a more focused and evidence-based manner.

Moreover, the integration of RNR principles into correctional assessments not only aids in the identification of risks and needs but also facilitates a more structured approach to rehabilitation. By providing a clear framework, correctional facilities can better allocate resources, prioritize interventions, and monitor progress, ultimately leading to improved outcomes for inmates and society at large. This alignment with evidence-based practices signifies a commitment to enhancing the overall efficacy of the correctional system, contributing to public safety and reducing recidivism rates in the long term.

Relevance to Social Reintegration

The assessment of inmates serves as a valuable tool in planning and delivering correctional programs tailored to individual needs. The importance of targeted planning lies in aligning rehabilitation efforts with reintegration goals, enabling inmates to return to society equipped with the skills and knowledge necessary to avoid re-engagement in criminal behavior. Therefore, inmate assessments are not merely administrative processes; they provide a solid foundation for efforts aimed at behavior change and enhancing the chances of successful social reintegration.

It can be concluded that the instruments for assessing recidivism risk and criminogenic needs remain highly relevant and aligned with the correctional paradigm that prioritizes social reintegration. The concept of social reintegration emphasizes the importance of preparing inmates to re-enter society as productive and responsible

members. From this perspective, rehabilitation is not confined to the confines of correctional facilities; it extends through interactions with society, even while inmates are still serving their sentences.

Consequently, the role of assessments is crucial in determining the risks and classifications of inmates who will undergo reintegration, thereby minimizing the likelihood of recidivism. By accurately identifying the individual needs and risks, correctional authorities can design effective intervention strategies that support inmates in their transition back to society. This proactive approach not only benefits the individuals involved but also enhances community safety and promotes the overall effectiveness of the correctional system in reducing crime rates.

Implementation of Recidivism Risk and Criminogenic Needs Assessment at Class IIB Pati Prison

The implementation of assessments is a crucial evaluative activity designed to determine the extent of recidivism risk associated with an inmate and to explore the underlying needs that contributed to their criminal behavior. At Class IIB Pati Prison, assessments are conducted for each newly admitted inmate, as well as reassessments every six months to monitor changes in risk levels for each individual. However, the execution of these assessments has not yet reached optimal efficiency. Currently, the assessments are carried out solely by the social workers from the probation office (Bapas), with assistance from the Community Guidance Assistants (PPK). A significant barrier to more effective implementation is the absence of dedicated correctional assessors at Class IIB Pati Prison.

The role of the Community Guidance Assistants (PPK) in the assessment process is also not functioning as intended. There is a notable disparity between the number of inmates and the limited number of PPK officers available, resulting in an inability to conduct assessments effectively. A primary reason for this situation is that the PPK position is often regarded as an additional duty without any designated title or sufficient incentives, leading to a lack of significant impact on their professional well-being. This situation highlights the urgent need to reorganize the roles and responsibilities of PPKs to enable assessments to be conducted more effectively and efficiently.

To support the execution of these responsibilities, ongoing education and training are essential to keep the staff updated on the latest assessment methods and techniques. Unfortunately, the current state of training programs indicates that they have not been maximized. Presently, training is conducted only at the initial appointment of PPK officers, with no follow-up or further competency development provided. For optimal outcomes from the assessment process, adequate skills and experience are crucial. This assessment process is a continuous endeavor, as understanding the behavioral changes and risks associated with an inmate requires constant observation and adaptation.

In light of these challenges, enhancing the assessment framework through increased staffing, improved training, and clearer delineation of roles could significantly contribute to better rehabilitation outcomes. Establishing a comprehensive support system for PPKs will not only enhance their capability to perform assessments effectively but also contribute to the overall success of reintegration efforts. Ultimately, ensuring that assessments are carried out thoroughly and systematically is vital for reducing recidivism rates and promoting safer communities.

Challenges in Implementing Recidivism Risk and Criminogenic Needs Assessment Based on data from this study, significant challenges exist in the implementation of assessments due to an imbalance in the quantity of Community Guidance Assistants (PPK) compared to the number of inmates at Class IIB Pati Prison. This disparity creates substantial challenges in conducting timely and optimal assessments. The available number of PPKs is far from sufficient to manage the entire assessment process for all inmates. This situation highlights the urgent need for additional qualified personnel who are dedicated specifically to conducting correctional assessments. Alternatively, further training and adequate support for PPKs are necessary to enable them to perform assessment tasks more effectively.

Another significant obstacle in the assessment process at Class IIB Pati Prison is the lack of dedicated rooms or spaces specifically designated for assessment activities. Currently, the assessment process is conducted in the registration area, where officers call in the respective inmates for interviews. Using the registration area as the assessment venue can disrupt the workflow of other office operations. Moreover, conducting assessments in an open space like the registration area can affect the comfort and openness of inmates, potentially hindering the quality of the assessment process

The implementation of rehabilitation programs at Class IIB Pati Prison also faces various challenges. One of the main issues is the incomplete supporting facilities and infrastructure. The limited number and variety of available rehabilitation programs pose significant barriers, preventing some inmates from participating in programs that align with their specific needs. As a result, existing rehabilitation programs often fail to operate optimally and are frequently not based on assessment recommendations but rather on the talents and interests of inmates, which do not always correlate with their rehabilitation needs.

Additionally, the lack of continuous monitoring and evaluation of rehabilitation programs further exacerbates these challenges. Without a systematic approach to evaluate the effectiveness of these programs, it becomes difficult to determine their impact on reducing recidivism and promoting successful reintegration into society. Therefore, it is crucial to establish a comprehensive strategy that includes dedicated facilities for assessments, increased staffing, and ongoing training for PPKs. Such measures will enhance the overall effectiveness of the assessment process and, ultimately, the rehabilitation efforts at Class IIB Pati Prison.

CONCLUSION AND SUGGESTION

Based on the discussion, it can be concluded that the instruments for assessing recidivism risk and criminogenic needs remain relevant and aligned with the paradigm of correctional systems that prioritize social reintegration. Indonesia's correctional system, grounded in a rehabilitative philosophy, emphasizes an integrated approach with the community. Therefore, assessment plays a crucial role in determining the risk levels and classifications of inmates who will undergo the reintegration process, thereby reducing the likelihood of recidivism.

Currently, assessments of inmates are conducted by Community Counselors (PK), with assistance from Community Guidance Assistants (PPK). However, one of the primary obstacles faced is the absence of dedicated spaces specifically designated for the assessment process. The lack of a proper environment can hinder the effectiveness of assessments, as it may affect the comfort of the inmates during the evaluation. Additionally, limitations in the facilities and infrastructure for rehabilitation further exacerbate the challenges, influencing the overall quality of rehabilitation programs offered.

Despite these challenges, correctional institutions are making concerted efforts to optimize the existing rehabilitation programs. They are striving to improve the quality of

assessments and rehabilitation by addressing the identified gaps and enhancing the available resources. Efforts include seeking to provide training for staff, improving facilities, and developing a more structured approach to assessment that aligns with best practices in the field.

Furthermore, it is essential to advocate for policies that support the allocation of resources necessary for establishing dedicated assessment areas and for providing ongoing training for Community Guidance Assistants and Counselors. Such measures will not only enhance the assessment process but also contribute to more effective rehabilitation outcomes for inmates. In turn, this can foster their successful reintegration into society, ultimately benefiting both the individuals and the community as a whole.

To enhance the quality of assessments and rehabilitation programs in correctional facilities, several recommendations can be considered. First, it is essential to add expert personnel in the form of a specialized assessment team tasked with conducting assessments professionally. Additionally, implementing periodic education and training programs for Community Counselors (PK), Community Guidance Assistants (PPK), and prospective assessors should be prioritized. This approach will improve the competency of staff in conducting assessments and rehabilitation, allowing these processes to run more effectively.

Second, it is crucial to provide dedicated spaces that can support the assessment process, ensuring a conducive atmosphere with adequate privacy for inmates. This will enable assessments to be conducted in a more in-depth manner. Furthermore, additional facilities and infrastructure are needed to accommodate rehabilitation programs, ensuring that all inmates can be effectively reached and supported. This improvement will enhance the effectiveness of rehabilitation and reduce the risk of recidivism.

By implementing these recommendations, it is hoped that the assessment and rehabilitation processes for inmates in correctional facilities can operate more optimally. This will significantly contribute to achieving the goal of social reintegration. Additionally, ensuring that inmates receive tailored support and interventions based on thorough assessments will foster their successful reintegration into society, ultimately benefiting both the individuals and the community at large.

Moreover, continuous evaluation of the implemented changes will be vital to ensure they meet the desired outcomes. Regular feedback from staff and inmates alike can provide insights into the effectiveness of the programs and necessary adjustments. Overall, a comprehensive approach that combines expert assessment, adequate training, improved facilities, and ongoing evaluation will create a more effective correctional system focused on rehabilitation and successful reintegration.

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