#### **Conceptualising Just Transition Litigation**

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1 The transition towards low-carbon societies is creating winners and losers, raising new

2 questions of justice. Around the world, litigation increasingly articulates these justice ques-

3 tions, challenging laws, projects and policies aimed at delivering climate change adaptation

4 and/or mitigation. In this Perspective, we define and conceptualise the phenomenon of 'just

5 transition litigation'. This concept provides a new frame to identify and understand the di-

6 verse justice claims of those affected by climate action. We set out a research agenda to fur-

- *ther investigate this phenomenon, with a view to enhancing societal acceptance and support for the transition.*
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In 2010, the Norwegian government issued licenses for the development of two wind farms on the Fosen Peninsula. The wind farms are part of one of Europe's largest renewable energy projects, but also curtail the Saami's Indigenous Peoples ability to herd reindeer in the area. The Saami opposed the project in a lawsuit – *Statnett SF et al. v. Sør-Fosen sijte.*<sup>1</sup> In a unanimous judgment, Norway's Supreme Court found that the licenses violated the Saami's right to enjoy their own culture and were therefore invalid.

15 enjoy their of16

This case exemplifies the fundamental questions of justice that arise during the transition. Who should bear the burdens of transitioning away from fossil fuels-based energy generation? What is owed to communities affected by the construction and operation of wind farms, hydroelectric dams, or biomass plants? And to workers in fossil fuel industries who lose their jobs? And to farmers affected by the introduction of climate-friendly soil management practices? Policy decisions over these matters can reinforce pre-existing unjust socio-economic structures or create new ones. It is thus unsurprising that the grievances of these groups are increasingly framed in litigation.

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26 Litigation provides a window into how claims of justice are articulated. While scholars have 27 long noted the use of litigation to challenge projects such as wind farms<sup>2,3,4,5</sup> or hydroelectric 28 dams,<sup>6,7</sup> to date little effort has been made to conceptually frame and systematically analyse 29 this phenomenon. If anything, the abundant literature on energy and climate justice evidences 30 varying, and at times incompatible, conceptions of justice,<sup>8</sup> and diverse normative claims over 31 what should be done.<sup>9</sup> The term 'just transition litigation' has been used in the literature on 32 climate change litigation,<sup>2,10,11</sup> but this notion is yet to be theoretically justified and conceptualised. Understanding how justice-related questions over the transition are expressed, contested, 33 34 and resolved through litigation is however crucial to gauge what a 'just transition' entails in a 35 given context.

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37 In this Perspective, we conceptualise 'just transition litigation' as lawsuits raising questions

38 over the justice and fairness of laws, projects or policies adopted to deliver climate change

- 39 adaptation and/or mitigation. This litigation challenges how climate action is designed and de-
- livered, rather than the need for such action. We argue that analysing this litigation allows us
  to understand the competing claims about what is just and fair and identify the individuals or

42 groups advancing these claims. By conceptualising and investigating just transition litigation, 43 we can generate much-needed empirical evidence on the impacts of the transition, the chal-44 lenges it raises and how these may be resolved. This knowledge is crucial, as just transition 45 litigation may have a chilling effect, potentially discouraging states and corporations from pur-46 suing climate change adaptation and mitigation efforts. Scholarly inquiry into the phenomenon 47

- of just transition litigation can therefore provide valuable insights into how to more effectively
   integrate principles of justice into law and decision-making concerning the transition.
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50 We begin this Perspective by offering a working definition of just transition litigation and iden-51 tifying its key characteristics, drawing on evidence from existing datasets. We then propose a 52 taxonomy to identify and analyse just transition litigation and support future research efforts.

52 Finally, we outline a research agenda to demonstrate the implications of this emerging field for

- 54 law and policy-making.
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#### 56 **Defining Just Transition Litigation**

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58 The term 'just transition' is commonly used to refer to concerns over the socio-economic and 59 environmental impact of laws, policies and projects aimed at fostering the shift to low-carbon emission and climate-resilient societies.<sup>12,13</sup> Early uses of this term focused on the specific im-60 61 pacts of climate action on workers and communities, seeking an equitable sharing of the ben-62 efits and burdens of the transition, in line with justice principles.<sup>14</sup> This ethos is apparent in the 63 International Labour Organization's 'Guidelines for a Just Transition towards Environmentally 64 Sustainable Economies and Societies for All'15 and in the Paris Agreement's reference to 'a 65 just transition of the workforce'.<sup>16</sup>

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67 From these origins, the notion of just transition has expanded to encompass all sectors of society.<sup>17,18</sup> It is by now widely recognised that the transition has the potential to 'create new injus-68 69 tices and vulnerabilities, while also failing to address pre-existing structural drivers of injustice 70 in energy markets and the wider socio-economy'.<sup>19</sup> Just transition has thus become a broader 71 concept, drawing on theories of environmental, climate, and energy justice.<sup>18,20</sup> The use of this 72 term has gained traction in policy parlance, leading to the adoption of tools aimed to try and 73 mitigate the social impacts of climate action, such as the European Union's Just Transition 74 Fund<sup>21</sup> and Paris Agreement's Just Transition Work Programme.<sup>22</sup>

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76 Much literature has attempted to articulate the meaning and implications of a 'just transi-77 tion'.<sup>12,13,17,18,20</sup> So far, this elusive matter has received limited attention in legal scholarship.<sup>23,24</sup> However, law is the forum where societal conflicts are mediated, adjudicated and eventually 78 79 resolved. By analysing litigation, we can formulate and test new hypotheses and theories, 80 which in turn can help us better understand society. In this Perspective, we are especially in-81 terested in the different, and at times incompatible, conceptions of justice articulated in litiga-82 tion concerning policies or projects aimed at delivering climate change adaptation and/or mit-83 igation.

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This litigation highlights how some segments of the population are negatively affected by the transition, giving voice to their grievances. The applicants typically are actors – such as work-

transition, giving voice to their grievances. The applicants typically are actors – such as work ers, Indigenous Peoples and local communities, women, children, minorities and other margin-

alized or vulnerable groups – who typically struggle to gain adequate representation in legisla-

- tive and decision-making processes. Like the Sámi in *Statnett SF et al.*, these individuals and
- 90 groups therefore resort to litigation to challenge the adverse and disproportionate socio-

- 91 economic and environmental impacts of discrete climate change laws, policies and projects.
- 92 The focus on these applicants excludes from our conception of 'just transition litigation' law-
- suits brought by corporations, particularly under investor-state dispute settlement mechanisms,
- 94 which seek to entrench the privileged position of one category of stakeholders over others.
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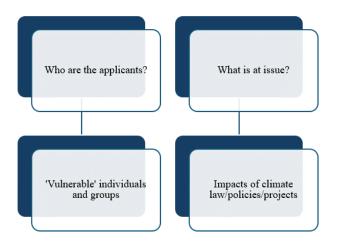
96 Just transition litigation is not brought with the stated purpose of undermining climate action.

- 97 Instead, it contends that laws, policies and projects must better balance the pursuit of climate
- objectives with the rights and interests of adversely affected communities. Just transition litigation therefore shines a spotlight on the inequalities associated with the transition, particularly
- in terms of the distribution of socio-economic and environmental benefits and burdens, and of
- 101 participation in decision-making. It provides parties whose circumstances, opinions and
- 102 knowledge are often less reflected in law- and decision-making an opportunity to air their
- 103 grievances and pursue protection of their rights and interests.
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105 Just transition litigation is thus characterised by its subject matter - i.e., *questions of justice* - as well as by the litigants who formulate these questions (**Figure 1**). Such questions of justice

- 106 as well as by the litigants who formulate these questions (**Figure 1**). Such questions of justice 107 can be raised explicitly (for example, in claims brought under human rights law), or implicitly,
- 107 can be raised explicitly (for example, in claims brought under numan rights law), or implicitly, 108 for example, in claims brought under planning law). Lawsuits may target state authorities or
- 109 corporate actors, or both.
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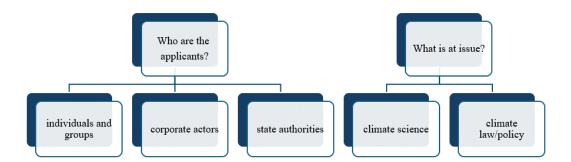
# 111 Figure 1. The key players ("who") and main issues ("what") of just transition litigation



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- 114 Just transition vs climate change litigation
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- 116 The phenomenon of just transition litigation is closely associated with that of 'climate change
- litigation'.<sup>6</sup> Climate change litigation is commonly defined as lawsuits which involve material
  issues of climate change science, policy, or law.<sup>10,11</sup> These lawsuits may be brought by a variety
  of applicants, including corporate actors, state authorities, as well as individuals and groups
  (Figure 2). This phenomenon has gained widespread visibility, thanks to high-profile cases
  that have been widely reported in the media and extensively studied.<sup>25,26,27</sup>
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## 123 Figure 2. The key players ("who") and main issues ("what") of climate change litigation



Some climate change litigation implicitly or explicitly raises questions of justice. Yet these questions do not necessarily pertain to the transition itself. For example, lawsuits brought by or on behalf of children or youth – like *Neubauer v. Germany*<sup>28</sup>–challenged the inter-genera-

129 tional justice of inadequate climate action, questioning how the burdens of the transition should

130 be shared between generations. Other iconic climate lawsuits – like Urgenda v. the Nether-

131 *lands*<sup>29</sup> – raised concerns over the intra-generational justice of inadequate climate action in the

132 Global North. These justice questions therefore focus on the need to enhance climate change

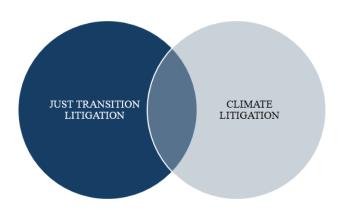
- 133 mitigation to protect current and future generations, rather than addressing the grievances of
- 134 those that are presently affected by the transition.
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Conversely, just transition litigation do not necessarily concern material issues of climate change science, policy, or law (**Figure 3**). While litigants challenge laws, policies of projects implemented to deliver climate change adaptation/mitigation, they do not necessarily contest the need for climate action. In fact, just transition litigation may not mention climate change at all. As a result, just transition litigation is oftentimes not captured in databases collecting climate change litigation.<sup>2</sup>

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## 143 **Figure 3. Just transition vs climate change litigation**

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147 It is therefore important to keep these two categories of litigation conceptually separated. It is 148 also necessary to distinguish just transition litigation from other types of litigation that are 149 specifically aimed to obstruct the path towards a low-carbon future – which the literature de-

150 scribes as 'anti-regulatory'<sup>30</sup> or simply 'anti' climate.<sup>31</sup>

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By distinguishing just transition litigation from climate change litigation, we can focus on the diverse and competing claims of justice underlying the transition, the societal conflicts it engenders, and their implications for law and governance. In particular, studying just transition litigation can deliver precious insights to inform policymakers' understanding of justice claims that might otherwise be overlooked in decision-making processes.

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This knowledge is crucial, as just transition litigation may curtail the range of measures available to policymakers or slow the transition to accommodate the claims of adversely affected communities. Relatedly, the threat of litigation might prompt restrictions on access to law- and decision-making processes. This phenomenon is already apparent in the European Union and in the US, where measures to expedite the transition have increasingly been coupled with con-

163 troversial reforms aimed at simplifying the licensing process for wind farms  $^{32,33,34}$  and facilitat-

164 ing the extraction of critical raw materials for the transition.<sup>35,36</sup> Such reforms restrict estab-

165 lished rights and interests. By studying the grievances put forward in just transition litigation,

166 we can evince insights on how to craft laws and policies that better factor in the rights and 167 legitimate interests of those affected by the transition. In turn, these insights can be used to

168 enhance societal acceptance and support for climate action, facilitating a more equitable and 169 inclusive transition.

169 inclusive170

# 171 What we know

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As yet, no dedicated just transition litigation database exists. We therefore relied on our collective knowledge and existing databases – most saliently, those of the Sabin Center for Climate Change Law at Columbia Law School (https://climatecasechart.com), the Climate Rights Database of the University of Zurich (https://climaterightsdatabase.com), and Business & Human Rights Resource Centre (https://www.business-humanrights.org/en/from-us/just-transition-litigation-tracking-tool/) – to identify examples of litigation which we used to formulate the conceptualisation expounded in this paper (**Table 1**).

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# 181 **Table 1. Examples of just transition litigation**

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Case	Summary of facts	Justice frames	Legal bases
Company Workers Union of Maritima & Commercial Som- arco Limited and Others v. Min- istry of Energy	Applicants, being union workers, allege that they were not consulted or in- volved in an agreement between the Chilean government and energy sector companies to phase-out coal plants.	Procedural justice	Constitutional law, specifically the right to equality before the law, freedom of labour, freedom of asso- ciation and right to property
Consórcio Norte Energia (re Belo Monte dam in Brazil)	Applicants allege that public authorities failed to consult with Indigenous and local communities prior to the con- struction of a hydropower dam.	Procedural and recognition justice	Human rights law, specifically the rights of Indigenous Peoples
FOCSIV and others v. FCA It- aly (Stellantis NV)	Applicants allege that the automaker, which purchases cobalt from the Dem- ocratic Republic of Congo, has failed to provide adequate information about its suppliers and potential human rights vi- olations.	Procedural justice	OECD Guidelines for Multinational Enterprises (soft law instrument). This complaint was filed under the non-judicial grievance mechanism of the OECD

Pirá Paraná Indigenous Coun- cil and Association of Indige- nous Traditional Authorities of river Pirá Paraná "ACAIPI" v. Ministry of Environment and Sustainable Development and others	Applicants, being Indigenous commu- nities, allege that private companies are implementing REDD+ projects in their territory in violation of their rights to self-determination and cultural integ- rity. They also argue that they were de- liberately ignored and excluded in ne- gotiations.	Procedural and recognition justice	Human rights and constitutional law
ProDESC and ECCHR v. EDF	Applicants allege that the energy com- pany violated the Indigenous commu- nity's right to free, prior and informed consent and failed to identify risks and take adequate steps to prevent human rights abuses or environmental damage that could arise from their activities.	Procedural justice	Human rights law, specifically the rights of Indigenous Peoples, and the French Corporate Duty of Vigi- lance Law
Statnett SF et al. v. Sør-Fosen sijte	Applicants allege that the construction of two wind power plants interfered with their rights as reindeer herders to enjoy their own culture and livelihoods.	Distributive, procedural and recog- nition justice	Human rights law, specifically the International Covenant on Civil and Political Rights
Uren v. Bald Hills Wind Farm Pty Ltd	Applicants allege that the operation of wind farms caused substantial and un- reasonable interference with the amen- ity of their homes, affecting their abil- ity to sleep.	Distributive justice	Common law nuisance and plan- ning law

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185 This exercise was instrumental to develop and test some hypotheses that serve to conceptualise

just transition litigation as a discrete phenomenon. Our working hypotheses revolve around two distinct sets of variations within a single taxonomy. Firstly, just transition litigation concerns questions across three fundamental dimensions of justice commonly identified in the climate, environmental and energy justice literature. Secondly, just transition litigation draws upon a variety of legal doctrines, rights and interests. The remainder of this section illustrates both categories of variations through illustrative examples.

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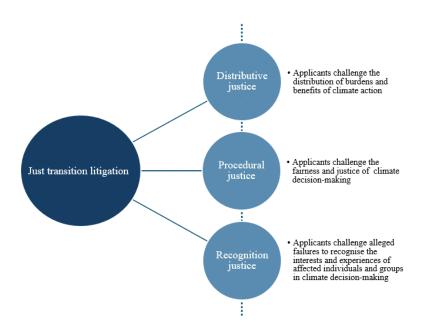
#### 193 Justice frames in just transition litigation

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The literature on climate, environmental and energy justice commonly identifies three main dimensions: distributive, procedural, and recognition justice<sup>37,38,39,40,41</sup> Distributive justice concerns the allocation of benefits and burdens, focusing on how these are distributed among different communities or groups. Procedural justice addresses the fairness of the processes through which decisions are made. Recognition justice considers whose interests and experiences are acknowledged and who has a voice in decision-making and legislative processes (**Figure 4**).

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#### 203 Figure 4. Dimensions of justice in just transition litigation



We applied these frames to the cases identified in Table 1 to detect the discrete justice claims implicitly or explicitly formulated by the applicants.

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First, *distributive justice* claims contest the distribution across space, time, and communities of the benefits and burdens of climate action, as well as its implications for access to resources. These just transition lawsuits thus typically contest the disproportionate social and environmental impacts inflicted on individuals and/or communities by projects such as wind farms or

hydroelectric dams. For example, in *Uren v. Bald Hills Wind Farm Pty Ltd*,<sup>42</sup> local residents

- sought compensation for the nuisance produced by the operation of wind farms in Australia.
- 216

217 Second, *procedural justice* claims challenge the way in which decisions over the transition are 218 made. For example, in *Consórcio Norte Energia (re Belo Monte dam in Brazil)*,<sup>43</sup> representa-

- tives of Indigenous and traditional communities complained about the inadequate impact as-
- sessment and lack of oversight by the Brazilian authorities regarding the operation of a dam.
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Third, *recognition* justice grievances challenge decision-makers' failure to recognise the interests of particular groups. For example, in *Pirá Paraná Indigenous Council and Association of Indigenous Traditional Authorities of river Pirá Paraná "ACAIPI" v. Ministry of Environment*

and Sustainable Development and others<sup>44</sup> Indigenous Peoples argued that private companies

implementing forest carbon storage projects on their lands violated their rights to self-determi-

- 227 nation, cultural integrity, autonomous governance, and territory.
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Finally, just transition litigation may combines distributive, procedural, and recognition justice frames. In the *Statnett* case discussed above, the claimants challenged the distributive impacts of renewable energy infrastructure situated in a culturally significant area. They furthermore contested the procedural fairness of the decision, as well as the authorities' failure to protect their distinct culture and their right to be heard.

234

235 The legal bases of just transition litigation

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- Just transition litigation may be brought before various adjudicatory bodies at both national
   and international levels, and can rely on a range of legal bases, including administrative, con stitutional, energy, environmental, human rights, labour, and planning law.
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For example, in *Company Workers Union of Maritima & Commercial Somarco Limited and Others v. Ministry of Energy*,<sup>45</sup> labourers employed by carbon-intensive industries relied on their constitutional rights to challenge the Chilean government's failure to consult workers over its decarbonisation plans.

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Lawsuits targeting corporate actors, instead, might specifically rely on the emerging body of corporate due diligence legislation. For example, in *ProDESC and ECCHR v. EDF*,<sup>46</sup> Indigenous Peoples and civil society organisations asked French courts to order energy company EDF to suspend the building of a wind farm in Mexico, due to concerns over breaches of the company's due diligence obligations under French law.

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Just transition grievances may also rely on soft law guidance and voluntary complaint mechanisms. For example, in *FOCSIV and others v. FCA Italy (Stellantis NV)*<sup>47</sup> a National Contact Point established under the OECD Guidelines for Multinational Enterprises on Responsible Business Conduct<sup>48</sup> was asked to consider the grievances of communities in the Global South who bear the brunt of the extraction of transition minerals, including loss of biodiversity, cultural heritage, and water, as well as human rights violations.

# 259 What we do not know

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261 The transition poses a complex policy challenge: how can we rapidly and urgently decarbonise, while maintaining distributive, procedural and recognition justice? These goals are often in 262 263 tension with one another. As noted above, the most significant benefit of a robust scholarly 264 approach to just transition litigation is that to aid policymakers in harmonising their efforts to 265 achieve these goals. Just transition litigation can potentially impede projects, discourage investment and trigger, or be a symptom of, political resistance against climate action. Analysing 266 the impacts of such litigation through a justice perspective is therefore important to appreciate 267 268 the tensions inherent in the transition and explore avenues for resolving these tensions.

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270 More generally, there is a need to better understand whether litigation can advance a just transition or, conversely, hinder it. Addressing this question requires a deeper understanding of 271 272 how just transition litigation influences the behaviour of governments and corporations. While 273 establishing direct causal links between litigation and regulatory changes can be challenging, existing studies on the impact of climate change litigation<sup>26</sup> or human rights litigation<sup>49</sup> offer 274 275 valuable insights that can inform the development of analytical methods to assess impacts and 276 identify correlations. We propose a research agenda to further test and develop our hypotheses 277 and deliver these insights.

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An important first step is to go beyond our initial scoping to identify a dataset of just transition litigation cases in one specific or in a group of selected jurisdictions. Our analysis in this Perspective was limited by the lack of systematic data collection. This gap could be addressed by applying our definition of just transition litigation and using advanced search techniques to explore existing case law databases. This effort would deliver a distinct just transition litigation dataset. This population of cases could subsequently be interrogated through a case study approach, selecting cases from different sectors (e.g. renewable energy), based on discrete types of legal sources (e.g. planning law), and brought before discrete adjudicatory bodies (e.g. domestic courts). These case studies could then be analysed to evaluate the impacts of just transition litigation. Qualitative and mixed-methods empirical research, comprising both text analysis and interviews, could be used to investigate the drivers, as well as the effects of just transition litigation.<sup>50,51</sup> Quantitative research and descriptive statistics could be used to identify patterns, and inferential statistics to test and refine hypotheses, for example about which liti-

292 gants file cases under which conditions and against whom.293

#### 294 Looking ahead

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296 This Perspective has conceptualised just transition litigation, offering a working definition of 297 this expanding global phenomenon. We identified the main characteristics of this litigation and 298 started to analyse it, based on two distinct sets of variations within a single taxonomy. The 299 examples we considered show that just transition litigation is a dynamic field of practice, rely-300 ing on a range of legal instruments and mechanisms to articulate justice complaints associated 301 with the impacts of climate policies or projects. As the transition accelerates, this litigation is 302 bound to expand and diversify, increasingly shaping the understanding of what a just transition 303 entails in practice.

304

This Perspective has highlighted the diverse justice claims intersecting in the transition and outlined a research agenda to examine the impacts and normative implications of just transition litigation. A systematic study of this litigation would provide valuable insights into the tensions between climate action and justice claims. Such research would deepen our understanding of how litigation affects various levels and areas of governance and its role in either facilitating or hindering a just transition to a low-carbon future. These insights are crucial for identifying pathways to ensure that climate policies and projects are designed and implemented to protect

- the rights and legitimate interests of the segments of the population most exposed to the nega-
- 313 tive impacts of the socio-economic transformations associated with the transition.
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