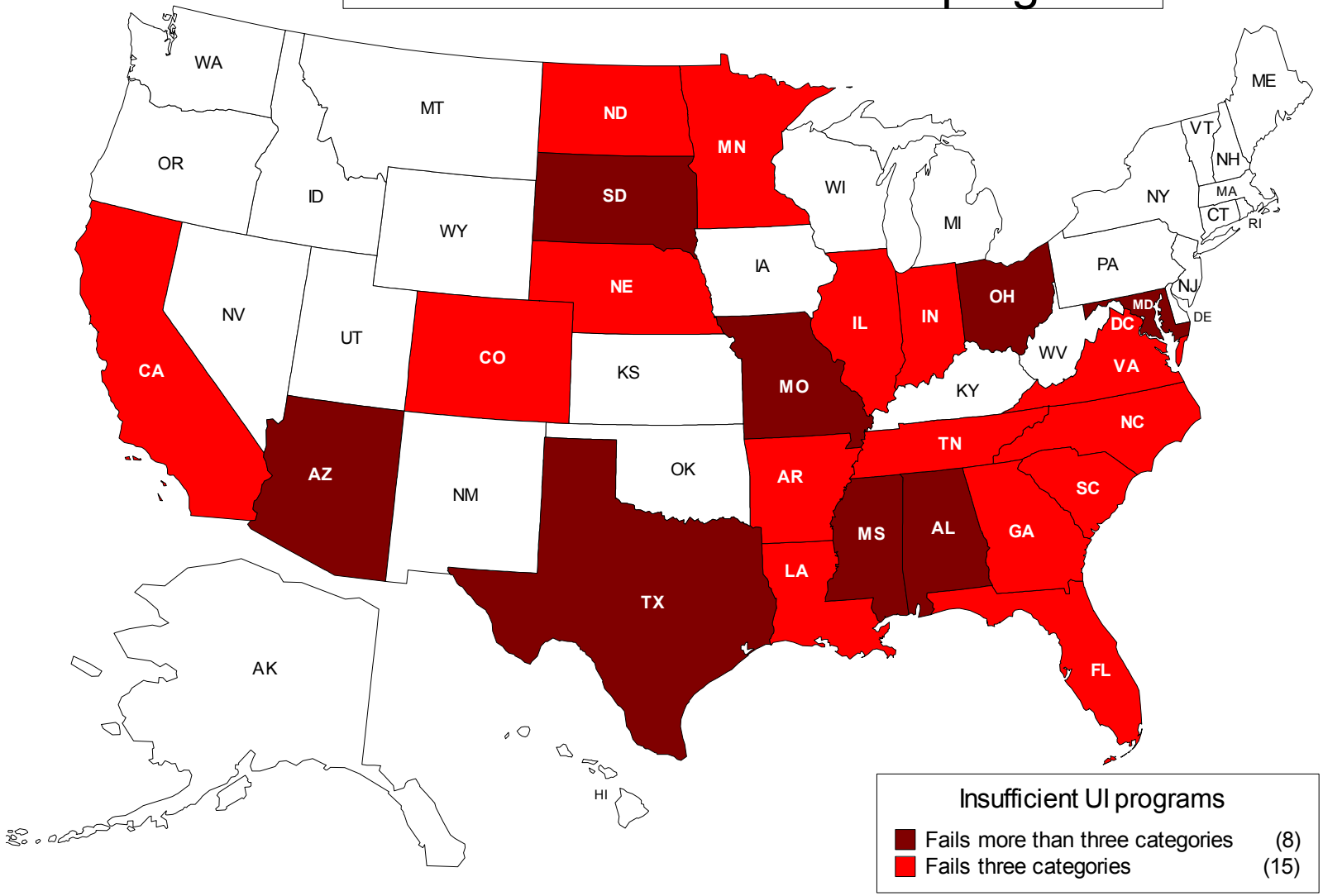States with insufficient UI programs