Simulation-based Logistics Gap Analysis Workshop
27-29 August | Dhaka, Bangladesh

Contacts:
Korban Ali  
Deputy Secretary, MoDMR  
korbanbag@gmail.com
Malik Kabir  
WFP National Logistics Cluster Officer  
malik.kabir@wfp.org
Thomas Stemerdink  
Field Preparedness Officer  
thomas.stemerdink@wfp.org
Introduction

Bangladesh is one of the world’s most disaster-prone countries. While nationally, cyclones and floods pose the greatest overall risk, Bangladesh’s north-eastern and south-eastern regions are also vulnerable to earthquakes.\(^1\) Geographically, Bangladesh is situated in one of the most seismically active regions globally, lying over the boundary of two tectonic plates. Studies show the dense urban areas of Chattogram, Sylhet, Dhaka, Rangpur, Bogra, Mymensingh, Comilla, and Rajshahi are located within active seismic zones\(^2\), and as such, a major earthquake could result in widespread destruction. Indeed, the recent 7.8 magnitude earthquake which struck nearby Nepal in April 2015, also highlights the potential damage that can be caused by the unexpected nature of such a disaster.

Taking this into consideration, and reflecting on lessons learned from Nepal, a three-day simulation-based logistics gaps analysis workshop was held in Dhaka from 27-29 August 2019, jointly organised by the Bangladesh Ministry of Disaster Management and Relief (MoDMR), the World Food Programme (WFP), and the Global Logistics Cluster (GLC). The disaster simulation workshop placed humanitarian logisticians in a real-life scenario and built on ongoing logistics preparedness efforts to identify potential gaps and bottlenecks and strengthen supply chain operations in the face of large-scale emergencies, such as an earthquake.

Background

In 2017, Bangladesh was selected as a high-priority country by the Global Logistics Cluster field-based Preparedness Project, to help strengthen the country’s national supply chain to prepare for and respond to humanitarian crises. Overall, the project’s objective is to enable and support the government, national and international NGOs, UN agencies, development partners and the private sector, to have a coordinated approach towards improved supply chain resilience and ensure actors are well prepared for joint humanitarian logistics responses and information exchange in emergency-prone countries.\(^3\) One of the key activities of the project is to generate awareness amongst national emergency logistics stakeholders (humanitarian, government, academia and private sector) of a country’s logistics gaps, and to develop an action plan to address the identified challenges. This is achieved predominantly through a workshop where a major disaster is simulated, and humanitarian actors role-play the implementation of a major humanitarian response.

In collaboration with the MoDMR, WFP and GLC, it was agreed that the Bangladesh workshop would simulate a large-scale earthquake, focusing on potential gaps in relation to the coordination of access constraints (ports and roads); transport modalities and warehouse capacity during emergencies. Gaps and bottlenecks identified during the simulation would then be analysed and addressed in workshop-based discussions, and potential mitigation measures formulated into a set of logistics preparedness actions under the guidance of subject matter expert working groups. The final workshop outcome is the production and endorsement of a commonly agreed logistics preparedness action plan. This action plan will be the baseline document for the MoDMR and the National Logistics Cluster to build and agree upon a dedicated logistics preparedness activity roadmap for at least 24 months, once again focused on the coordination of access constraints, transport modalities/capacities and warehouse capacities.

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\(^1\) Bangladesh Disaster Risk Management Profile, 2006

\(^2\) HCTT – Contingency Plan for major Emergency Response in Major Urban Centers – Bangladesh (update May 2019)

\(^3\) see https://logcluster.org/document/logistics-cluster-field-based-preparedness-concept-note
Objectives

The workshop’s main objective was to jointly define a Logistics Preparedness Action Plan amongst the government and humanitarian logistics community that will inform the MoDMR and the National Logistics Cluster on the implementation and harmonisation of preparedness activities as well as to enable other humanitarian actors and private sector to contribute to logistics preparedness in Bangladesh. The following outputs were agreed upon:

- Participants are familiar with each other’s capacities, contributions and constraints at their organisations and decision-making levels;
- Preparedness gaps, challenges and corresponding mitigating actions are identified;
- Short and long-term actions including corresponding responsibilities that need to be put in place are identified.
- Prioritisation across identified preparedness actions are agreed upon;
- Core milestones for the implementation of the actions identified are agreed upon;
- Country contacts are strengthened and possibilities for further cooperation and synergies on logistics preparedness and response is discussed.
Participants

72 participants attended the event (male-female ratio: 80:20). Participants were representatives of Bangladesh’s key humanitarian actors including government ministries, customs, Red Cross, national and international NGOs, UN agencies and the private sector. During workshop planning the following target groups were defined for participation:

- **Primary target group**: Community of logistics responders in Bangladesh including the Government of Bangladesh, NGOs, UN, and private sector. Senior logisticians and decision makers working in emergency response logistics.
- **Secondary target group**: Decision makers from other humanitarian sectors but who are actively involved in emergency response logistics.

Simulation

Scenario

Differing from other sector-wide simulation exercises and workshops conducted by humanitarian actors in Bangladesh over past years (e.g. Cox’s Bazar 2018 cyclone scenario simulation), this workshop specifically targeted logistics preparedness.

Based on the evaluation of currently available Emergency Preparedness and Response plans and following the outcomes from a March 2018 workshop organised by the MoDMR, this exercise simulated the following:

<table>
<thead>
<tr>
<th>Type of emergency</th>
<th>Earthquake (magnitude &gt;7.0) in urban setting with major infrastructure damage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Location(s) of emergency</td>
<td>Dhaka metropolitan area and immediate surroundings</td>
</tr>
<tr>
<td>Total population Dhaka</td>
<td>20,283,552 (urban agglomeration)</td>
</tr>
<tr>
<td>Affected population</td>
<td>Total injured (min. 199,785; max. 1,011,414); Total loss of lives (min. 79,055; max. 400,681); Total displaced (min. 4,476,128; max. 12,025,875)</td>
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Extent of Impact

It was anticipated that the disaster would cause major damages resulting in large numbers of the affected population (loss of lives, injured and displacement). Infrastructure was also severely damaged; roads, bridges and ports were (partially) not accessible causing logistics access constraints to warehouses, distribution points, directly impacting response operations. It was also anticipated that major relief items would have to be imported and that road transport services and supply capacities were limited. The scenario further suggested that more than 60% of buildings would be destroyed, particularly in the older parts in the city’s south. Gas, electricity and water distribution systems would be seriously affected or destroyed. The risk of large-scale fires would be eminent. In the first week(s) telecommunication networks would also be down or severely restricted. Hospitals and other medical facilities in Dhaka would be overcrowded leading to a lack of medical supplies and capacity.
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Structure

The workshop structure consisted of three phases:

- **Phase I (Simulation & Impact):** For the first day, the audience was exposed to the simulation as per the aforementioned objectives. To identify potential gaps through such a stress-test, we looked at different aspects including: response structure and capacity, coordination and decision-making mechanisms, information management and communication channels. The facilitators were moderating the event and guided discussions in dedicated simulation breaks, taking note of identified issues and challenges.

- **Phase II (Gap Analysis):** On day 2, participants were reordered into “subject matter working groups” according to the identified gaps/bottlenecks for a quick audience review.

- **Phase III (Action Planning):** On day 2 and 3 participants jointly worked on a comprehensive action plan, coming to a consensus on specific preparedness actions need to be taken to overcome the gaps/bottlenecks identified during the simulation.

Session recap: Day 1

Opening

Following registration, participants were welcomed by co-host and organiser Mr. Md. Mohsin (Additional Secretary of MoDMR), who explained the workshop’s rationale. This was followed by a presentation on the Government of Bangladesh’s Disaster Management Programme, including their current activities and plans. On earthquake preparedness specifically, emphasis was placed on the importance of having a Humanitarian Staging Area (HSA) in Bangladesh, similar to the HSA established in Nepal prior to the 2015 earthquake.

The workshop was formally opened by Dr. Md. Enamur Rahman (MP, State Minister for MoDMR), Mr. Richard Ragan (Country Representative - WFP Bangladesh), Mr. Md. Shah Kamal (Senior Secretary MoDMR) and, Mr. Alpha Bah (Deputy Country Director - WFP Bangladesh).
Presentations

The first guest speaker was Mr. Raquib Ahsan (Ph.D. Director, BUET-JIDPUS and Professor, Dept. of Civil Engineering BUET), from the Bangladesh University of Engineering and Technology, who gave a presentation on Bangladesh’s earthquake risk. He explained that a major earthquake in Bangladesh would have a devastating effect on the country’s population and infrastructure, particularly in urban centres such as Dhaka, and provided an overview of the areas that should be focused in terms of preparedness:

- Risk Sensitive Land Use Planning
- Reform in Construction Approval Process
- Building Code Enforcement
- Identification of vulnerable structures
- Retrofitting policy and retrofitting program
- Grass root contingency planning
- Community participation in risk reduction and resilience activities
- Involvement of financial institutions
- Volunteer training
- Low cost, indigenous rescue methods
- Private participation in DRR investments

In the afternoon, Mr. Ratindra Khatri, Logistics Officer from WFP Nepal, gave a presentation on the 2015 earthquake ‘Ghorka’ response in Nepal. Special attention was placed on the HSA in Nepal, of which construction was completed shortly before the earthquake hit. Mr. Khatri also discussed the benefits it provided in terms of the logistics response. A short video can be found here: https://www.youtube.com/watch?v=NJpZb_fnn4c

Copies of workshop presentations can be made available upon request to hq.glc.preparedness@wfp.org.

Group work

Following the workshop’s initial opening and presentations, participants were provided an overview of the day’s agenda and divided into 6 teams (National Disaster Management; Public Infrastructure Authorities; Military & Fire Services; UN Country Team; Civil Society Organisations, NGOs and Red Crescent; and Private Sector, aviation, ports and customs): Teams were asked to discuss and give answer to the following questions in case a major earthquake would hit Dhaka:

- Identify the impact on your organisation?
- How is your operational capacity affected?
- How is your coordination mechanism affected?
- Identify the estimated realistic damage to your infrastructure (airports, ports, roads, facilities)
- Identify the impact on your operational capacity
After the working group session, the results were briefly presented by the teams to the plenary. **The following main findings were identified:**

- There was an identified need to augment Information Management capacity and systems to ensure data on in-country logistics resources (i.e. warehouses, relief items, suppliers) can be made available;
- Need to update contingency plans within agencies, organisations and departments;
- There is a lack of regular drill and evacuation exercises within organisations;
- Lack of staffing back-up plans during emergencies;
- Identified need to enhance knowledge on existing coordination structures;
- Major infrastructure damage (roads, ports, buildings, hospitals, facilities, communication & energy networks, etc).

Group work then continued in the afternoon. During this session, teams were tasked with reflecting on their initial findings and asked to answer the following additional two questions:

- How would your organisation respond to the emergency in the first week?
- Who are you talking to? Are assets available? Are all entities aware of existing plans? Do the plans work? Plan vs. Logistics Situation?

As the working group sessions took more time than planned, it was decided to close the day at 17:30 and postpone the presentations of the group work to the next day.
Session recap: Day 2

Group Work

The first action of the day was to have the teams presenting the outcomes of their discussions from the working group sessions from the previous day. Participants identified the following key actions that would be kickstarted in the first week of a large-scale emergency logistics operation in Bangladesh:

- Activation of coordination meetings and response plans;
- Needs assessments to be launched;
- Evaluate and monitor responding staff capacities;
- Mobilisations of available stocks, assets and other resources to respond;
- Search for suppliers with relief stocks to respond (national & international);
- Assess port capacities (sea and air) and search for alternative entry points and routes;
- Identify safe spaces and access points around the city to set up distribution hubs.

After lunch the participants were divided into three teams to work on a gap review and recommended actions:

<table>
<thead>
<tr>
<th>Group A</th>
<th>Urban Logistics: Energy &amp; supply, transport &amp; distribution, stock prepositioning</th>
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<tbody>
<tr>
<td>Group B</td>
<td>In-Country Logistics: Road transport, warehousing, private sector services/supply</td>
</tr>
<tr>
<td>Group C</td>
<td>International Logistics: Customs, Immigration, Quarantine, Airports &amp; Sea ports, border crossing</td>
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</tbody>
</table>

The teams were then requested to structure and record all gaps and corresponding actions, which were presented per group on the walls of the seminar room. Subsequently, participants were then asked to review the presented actions and mark them as high, medium or low priority. The outcomes of this working group session will form the baseline for the Roadmap and Action Plan paving the way forward on the preparedness agenda for Bangladesh.

Presentations:

On day 2, Mr. Daniel Gilman from UNOCHA/ROAP Search and Rescue Assistance, gave a presentation on international assistance during emergencies aimed at:

- Enhancing understanding on the basics of international assistance during large-scale emergencies and the importance of quick access to affected areas;
- And, increasing knowledge on Bangladesh’s response mechanisms (focus on use of logistics infrastructure and link to national/international coordination mechanisms).

A presentation was also given by Mr. Kim Melville (DHL International) on the ‘GARD – Getting Airports Ready for Disasters’ - a project run by DHL in cooperation with UNDP. The project aims at evaluating existing airport infrastructure and capacities and give recommendations on preparedness for airports to be ready to handle required logistics in times of a major emergency response. The last GARD exercise in Bangladesh was done in 2011 for Dhaka and Chittagong International Airports.
Session recap: Day 3

Group Work & Workshop Review

A quick review of day 1-2 revealed a large number of cross-cutting issues in addition to the more traditional logistics challenges which can be expected during a major emergency response. Therefore the agenda for the workshop was amended to allow ample time to discuss these. The same teams were asked to provide their recommendations on the identified cross-cutting issues:

| Information Management | • Flow of information and exchange  
|                       | • How to ensure common gateway for information |
| Emergency Telecommunications | • Is there a system in place?  
|                               | • Interoperability? |
| Institutional business continuity Management | • How to ensure organisations remain operational during a sudden onset disaster? |

In relation to the cross-cutting issues WFP IT Officer, Ms. Rajia Sultana gave participants a quick overview on WFP’s current Emergency Telecommunication activities. Martin Keitsch from the GLC also informed the audience about the implementation status of the Logistics Cluster’s Preparedness and Response Platform, an information management tool currently being tested as
part of the Logistics Sector Rohingya Response in Cox’s Bazar (Bangladesh). It was noted that roll out of the tool in other parts of the country is anticipated for the coming year.

Closing

The workshop formally ended by the closing ceremony during which all certificates were handed out to the participants, in presence of Mr. Md. Shah Kamal, Senior Secretary of MoDMR, Mr. Richard Ragan, Country Representative - WFP Bangladesh and Mr. Md. Mohsin, Additional Secretary of MoDMR.

Conclusion

Reflecting on the constructive feedback and input from participants across the three days, the workshop’s primary objective to define a common logistics preparedness action plan addressing identified logistics response gaps and bottlenecks was achieved.

The Road Map and detailed Action Plan are currently being drafted and will be disseminated to all stakeholders upon endorsement by the MoDMR. From feedback received, the workshop was well appreciated by all participants, given it was the first time such a large and diverse group of stakeholders had come together in the same room to interact and express their experiences, knowledge, ideas and concerns on disaster preparedness and management, more specifically logistics preparedness. The recommended actions from the workshop can be best summarised as follows:

- Existing Coordination mechanisms in Bangladesh are well designed and structured as per SOD 2019, however further advocacy work should be undertaken with the larger part of the humanitarian community and stakeholders to communicate how these mechanisms (including roles and responsibilities) would function in practice during a major disaster. The same applies for any related regulations and Standard Operating Procedures (SOP). It is therefore recommended that the MoDMR with the Humanitarian Coordination Task Team (HCTT) continue to consider ways to expand and enhance communication channels on these structures and mechanisms.

- There seems to be a clear, identified need for well-maintained and accessible information management systems to inform the humanitarian community and public on the country’s available logistics resources, facilities and infrastructure, to appropriately prepare and respond to any major disaster in the country. Several initiatives (i.e. the Government of Bangladesh Emergency Preparedness Dashboard; and, the Logistics Cluster Preparedness and Response Platform) are currently being developed and tested. It is estimated that these systems can become operational and available in the coming 12 months.

- It has been expressed by most stakeholders that there is a wish to continue to expand the organisation of this kind of simulation and drill exercise complemented with other capacity building initiatives at both national and local levels to further enhance and strengthen the level of preparedness in Bangladesh.
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Way forward

The National Logistics Cluster, co-led by the MoDMR and WFP, is functionally part of the HCTT coordination structure, which has been formalised and embedded into the national coordination structure of the Government of Bangladesh as per recently updated Standing Order on Disaster (SOD 2019). To support the humanitarian logistics community in Bangladesh, the GLC has offered to make available a dedicated national Logistics Preparedness Officer working closely with the MoDMR, s/he would assist to form a Technical Working Group (with appointed members from MoDMR, the National Logistics Cluster, humanitarian community and private sector) to work on the implementation of the Action Plan proposed during this workshop.

The recommendations listed in the Action Plan will also complement the logistics input for the HCTT annual workplan in preparation for the ‘Contingency Plan for Earthquake Response in Major Urban Centres – Bangladesh.’

One of the key tasks in the coming months will be to collaboratively determine specific details of action plan activities (activity leads, activity implementation timelines, focal points etc.) with the MoDMR and the Technical Working Group. It is further recommended to have a follow up workshop in the next 18 months to evaluate progress on the implementation of action plan activities and to redefine any recommendations or agreed actions, where deemed necessary or appropriate.

Word of thanks

GLC would like to express sincere gratitude to MoDMR and WFP for co-hosting the event, all participants for their active engagement, all speakers for their contributions, all facilitators and staff for their support before and during the event; management and staff at the Pan Pacific Sonargaon Hotel for their service and its donors USAID/OFDA and GFFO for funding this important workshop.
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Annex

Participant list

<table>
<thead>
<tr>
<th>VIPs</th>
<th>GOVERNMENT OF BANGLADESH</th>
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<tbody>
<tr>
<td>1</td>
<td>Ministry of Disaster Management &amp; Relief (MoDMR)</td>
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<td>Ministry of Disaster Management &amp; Relief (MoDMR)</td>
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<td>World Food Programme (WFP)</td>
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<td>World Food Programme (WFP)</td>
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<th>UN RED CROSS - INGOs - NGOs - CLUSTERS - PRIVATE SECTOR</th>
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# Simulation-based Logistics Gap Analysis Workshop

**Bangladesh Preparedness**

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<tr>
<th>Title</th>
<th>Organization/Agency/Company</th>
<th>Position</th>
<th>Name</th>
<th>Email</th>
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<tbody>
<tr>
<td><strong>Observers</strong></td>
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</tbody>
</table>
| 1 | USAID / OCHA | Bangkok, Thailand | Regional Advisor | Roshma Galib Ali
| 2 | UNRWA | Dhaka, Bangladesh | Humanitarian Advisor (HC11) | Namiko Notsokawa
| 3 | MoDRI | | Additional Secretary | Md. Mohin
| 4 | ISCT, Department of Civil Engineering | | Project Director, Earthquake Specialist | Dr. Md. Shahul Hossain
| 5 | DHL Global Forwarding | | | Dr. Md. Shahul Hossain
| 6 | UPS Bangladesh | | | S.M. Turki Ali
| 7 | Agility Bangladesh | | | AOM, Area Manager
| 8 | Home Point P & Co Ltd | | | Christopher Oulah
| 9 | Tawfik Ahsan Chowdhury | | | Customer Support & Operations
| **GuestSpeakers** | | | | |
| 1 | MoDRI | | | Md. Mohin
| 2 | ISCT, Department of Civil Engineering | | | Dr. Md. Shahul Hossain
| 3 | UPS Global Logistics | | | Kim Molvle
| 4 | Global Logistics Cluster | | | Martin Ketisch
| 5 | Global Logistics Cluster | | | Arun Nataraja
| 6 | Global Logistics Cluster | | | Thomas Scherbink
| 7 | Global Logistics Cluster | | | Saurav Chaudhary
| 8 | UPS Dhaka, Bangladesh | | | Md. Mohin
| 9 | UPS Kathmandu, Nepal | | | Dr. Md. Shahul Hossain
| 10 | UPS Dhaka, Bangladesh | | | Salma Shafiq
| 11 | UNOCHA Geneva, Switzerland | | | Salma Shafiq
| 12 | UNOCHA/RoAF | Bangkok, Thailand | | Purna Gajjar
| 13 | UNOCHA/RoAF | Bangkok, Thailand | | Silke Barnsloos Kuep
| 14 | DHL International | | | Kim Molvle
| **General Support Staff** | | | | |
| 1 | UPS Dhaka, Bangladesh | | | Saurav Chaudhary
| 2 | Global Logistics Cluster | | | Sudeepa Subhman
| 3 | UPS Dhaka, Bangladesh | | | Batteri Thapa

There are 72 participants, 88% male and 12% female.
# Simulation-based Logistics Gap Analysis Workshop

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## Agenda

<table>
<thead>
<tr>
<th>Tuesday, 27 August 2019</th>
<th>Wednesday, 28 August 2019</th>
<th>Thursday, 29 August 2019</th>
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<tbody>
<tr>
<td><strong>Start Time</strong></td>
<td><strong>Activity</strong></td>
<td><strong>Start Time</strong></td>
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<tr>
<td>8:00</td>
<td>Arrival of participants</td>
<td>8:30</td>
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<tr>
<td>9:30</td>
<td>Introduction to Disaster Management by Additional Secretary, MoDMR</td>
<td>9:00</td>
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<tr>
<td>10:00</td>
<td>Welcome and opening by Minister of MoDMR, WFP and Global Logistics Cluster</td>
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<tr>
<td>10:45</td>
<td>Coffee Break</td>
<td>10:30</td>
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<tr>
<td>11:00</td>
<td>Introduction to Scenario (speaker BUET)</td>
<td>10:45</td>
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<tr>
<td>11:30</td>
<td>Impact of disaster on infrastructure</td>
<td>11:15</td>
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<tr>
<td>12:30</td>
<td>Real Case Experience: the fatal earthquake in Nepal 2015 - Guest speaker: WFP Nepal</td>
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<tr>
<td>13:00</td>
<td>Lunch</td>
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<td>14:00</td>
<td>The first response: mobilization, response plans and sourcing</td>
<td>14:00</td>
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<tr>
<td>15:00</td>
<td>Coffee Break</td>
<td>15:00</td>
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<tr>
<td>15:15</td>
<td>The first response: mobilization, response plans and sourcing</td>
<td>15:15</td>
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<tr>
<td>16:15</td>
<td>Wrap up</td>
<td>16:15</td>
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<td>17:15</td>
<td>International Assistance</td>
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<tr>
<td>18:00</td>
<td>Closure of the day</td>
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