

**Workshop
on Profiling of Internally Displaced Persons (IDP)**

Hosted by CRED on behalf of UNFPA and UNHCR

BRUSSELS, 22-23 March 2007

Club de la Fondation Universitaire- Rue d'Egmont, 11- 1000 Brussels

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BACKGROUND PAPER ON IDP PROFILING IN THE CONTEXT OF THE HUMANITARIAN REFORM PROCESS

1. Introduction

Since many years, it has been acknowledged that the protection and assistance response to problems of internal displacement is inadequate. The Internal Displacement Monitoring Centre (IDMC) has been constantly reporting global IDP figures ranging from 20 to 25 million persons in recent years. This is approximately double the number of refugees¹.

As part of the UN Reform process, initiated by the former Secretary-General Kofi Annan, the humanitarian response mechanism was reviewed in 2005. The main innovation decided upon by the Inter-agency Standing Committee (IASC)² in September 2005 was the introduction of the “cluster leadership approach”. Its overall objective is to improve the predictability, accountability and effectiveness of humanitarian response. It involves ensuring predictable leadership and coordinated action in areas/ sectors of humanitarian activity where this was previously lacking (i.e. gaps)³. It also involves enhanced partnerships between UN agencies, the Red Cross Movement, international organizations, NGOs and civil society actors.

2. What is the cluster leadership approach?

The Cluster approach represents a substantial strengthening of the ‘collaborative or inter-agency response’ with the benefit of predictable and accountable leadership in ‘gap’ sectors/areas. The cluster leadership approach operates at both the global and country level:

At the global level, the aim is to strengthen system-wide preparedness and technical capacity to respond to humanitarian emergencies by designating global Cluster Leads who are accountable for ensuring predictable and effective inter-agency responses within sectors or areas of activity. The so called “Global Cluster Working Groups”, which bring together the main actors both from the UN System, NGO community, and the Red Cross Movement, are working on:

- Enhanced standard setting, monitoring and advocacy
- Better surge capacity and standby rosters
- Consistent access to appropriately trained technical expertise.

¹ In 2005, UNHCR reported 9.5 million refugees and asylum seekers. To this need to be added 4.3 million Palestinian refugees under the mandate of UNRWA.

² The IASC was set-up by the UN General Assembly in 1992. Its members are: UNOCHA, UNICEF, UNHCR, UNFPA, WFP, FAO, WHO and UNDP. The ICRC, IFRC, IOM, World Bank, OHCHR, [RSG on Human Rights of IDPs](#), the NGO consortia Interaction, SCHR, and ICVA are “standing invitees”.

³ The original nine gap areas were: CCCM, Early Recovery, Emergency Shelter, Emergency Telecommunications, Health, Logistics, Nutrition, Protection, and Water, Sanitation and Hygiene (WASH). In December 2006 an Education cluster was added.

IDP Profiling is one of nine themes of the Protection Cluster. It is also worked on by the Camp Coordination and Camp Management (CCCM) Cluster. Both clusters are led by the office of the United Nations High Commissioner for Refugees (UNHCR).

At the country level, the aim is to strengthen the coordination framework and response capacity by mobilizing clusters of agencies, organizations and NGOs. All clusters have a clearly designated lead, as agreed by the Humanitarian Coordinator and the IASC Country Team to respond in their particular sectors or areas of activity. The objectives of implementing the cluster approach at the country level are:

- Improved strategic field-level coordination, advocacy and prioritization
- Enhanced partnerships between UN agencies, the Red Cross Movement, international organizations, NGOs and civil society actors
- Strengthened accountability of operational partners to the Humanitarian Coordinator for different aspects of the humanitarian response
- Predictable leadership in key gap sectors/areas of response

The cluster leadership approach is being used in both conflict-related humanitarian emergencies and in natural disaster situations. Although it is not limited to situations of internal displacement, the approach has mainly been activated to substantially improve responses to internal displacement since its inception on 1 January 2006.

3. What is IDP Profiling?

The term IDP profiling has been introduced to describe the process of identifying groups and, if necessary, individuals that have been forcibly displaced, through data collection, data analysis and maintenance, in order to take the necessary action to advocate on their behalf, to protect, and assist them, and - eventually - bring a solution to their displacement. It attempts to clarify both the numbers (how many IDPs are there?), characteristics, and basic needs (what are the protection and assistance needs?) of an internal displacement situation.

Its foremost objective is to establish a demographic baseline on the scope and magnitude of an IDP crisis. IDP Profiling establishes reliable age and gender disaggregated demographic data that identifies the major protection and assistance needs of a given population and allows, in a second phase, targeted needs assessments by sector and population sub-groups.

There are no inter-agency standards, common procedures, and tools specifically on conducting IDP Profiling yet. No known international organization has so far developed the conceptual or operational capacity to undertake large-scale IDP Profiling in multiple theatres. This leads to the acknowledgement that the magnitude and complexity of IDP profiling goes far beyond the competence and capacity of one single organization.

Among the UN agencies, UNHCR has a comparative advantage due to its protection mandate and extensive field work in displacement situations as well as through refugee registration concepts, standards, tools, and experience. UNFPA is providing technical assistance to many Governments to support planning and implementation of data collection operations. WFP, IOM, the ICRC, and other agencies have developed their methods to establish and maintain population registers,

mainly for the purposes of direct material assistance such as food and commodity distribution. A number of non-governmental organizations have also been conducting IDP surveys.

IDP profiling is a necessity during all phases of an IDP situation: from the emergency up to the solutions and longer-term return, recovery and development phase. That does not mean that costly IDP profiling activities need to be undertaken constantly. However, data which is not regularly maintained or updated rapidly loses its value and a re-run of basic surveys might be less cost-effective than the regular updating of the population data. This responsibility of ensuring updated data for operational purposes and efficiency lies with the cluster lead agency at the Field level.

4. Where do we stand with regard to inter-agency collaboration in IDP Profiling?

The main agencies involved in IDP profiling are working on joint projects and have developed an informal collaborative network. The most important ongoing project *at the global level* is the drafting of the “Guidelines on IDP Profiling”. The guidelines were commissioned by the IASC in 2004 and are being elaborated under the leadership of OCHA and NRC (together with UNHCR, UNFPA, IOM, WFP and others). A first release is expected soon in April 2007. It is, however, generally agreed that the guidelines are a “work in progress” given that the collaborating agencies are at the beginning of systematically working on that matter. The “Steering Group” on the guidelines is the only forum for regular exchanges on the topic.

The NRC’s Internal Displacement Monitoring Centre (IDMC), mandated by the Inter-Agency Standing Committee to collect and disseminate IDP information, acts as a clearing house for statistical information on conflict-related IDP situations worldwide.

At the country level, IDP profiling / registration is being supported by the UNHCR led clusters in Cote d’Ivoire (UNFPA conducted a survey, UNHCR deployed a specialist), in Somalia (Danish Refugee Council conducted desk review and is conducting a survey for the Protection Cluster, UNHCR deployed a specialist), in Sri Lanka (UNHCR deployed a specialist), in Myanmar (UNHCR supports a specialist) and in Chad (a joint team of UNFPA, UNHCR, and IFORD is currently in the country). Other IDP profiling/ registration exercises are taking place locally such as in Darfur (IOM is maintaining an IDP database) and in Northern Uganda (IOM is maintaining an IDP database for WFP). NRC, together with the Tufts University, is undertaking a study to develop and test a methodology for the profiling of IDPs living in urban areas (first case study on Khartoum currently underway).

UNHCR organized an inter-agency meeting of IDP profiling specialists in Nairobi in October 2006. In a bilateral meeting in February 2007, UNFPA and UNHCR decided to “activate” their data collection component of the memorandum of understanding dating from 1995, in particular IDP profiling. This meeting in Brussels in March 2007 is jointly organized by UNHCR, UNFPA and the Centre for Research on the Epidemiology of Disasters (CRED), University of Louvain. It supports the enlargement of the circle of stakeholders and creation of a network of NGOs and research institutions in support of IDP profiling. With the aim to strengthen preparedness and technical capacity to respond to IDP profiling needs, the Brussels meeting, in effect, subscribes support to the “Cluster Lead Approach” and supports the ongoing humanitarian reform process.

5. What is the role of the wider NGO and academic community?

Since the implementation of the cluster approach in 2006, IDP profiling has emerged as a major issue. Experience so far shows that the active involvement of the wider NGO and academic community will be pivotal if the humanitarian reform is to succeed in increasing the response capacity in a qualitative and sustainable manner. The magnitude and complexity of the problem exceeds the competence and capacity of the UN system, let alone a single agency. Only the active involvement of the wider NGO and academic community, as well as interested governments, can ensure sufficient and sustainable response capacity in the Field and meaningful standard and policy setting at the global level.

It is the role of the cluster lead and the associated agencies in the global cluster working groups to develop procedures and mechanisms that allow the wider NGO and academic community to provide its inputs and expertise into the global discussions, including policy and standards setting. Likewise, mechanisms need to be put in place that allow the mobilization of expertise, in particular human resources and IDP profiling specialists, in support of operational needs in a given country and IDP situation. At the same time, interested organizations and institutions are encouraged to continue networking and to offer their services in an operationally relevant manner to the humanitarian actors that work on the ground on the protection, assistance, and solutions for IDPs.

By ensuring that non-UN actors are fully and equally involved in setting the direction, strategies, and activities, it should be possible to achieve more collective responsibility for different aspects of the humanitarian response, and IDP profiling in particular.

6. How is IDP Profiling being funded?

In principle, IDP profiling activities, being a pre-requisite for the effective protection and assistance to internally displaced persons, needs to be funded as part of the overall humanitarian response. It is one of the responsibilities of the cluster lead agency to ensure that funding appeals for particular IDP crisis situations include provisions for these activities.

In 2006, the so called “Global Cluster Appeal” had no specific requests for funding for IDP profiling. Nevertheless, funds received under the appeal are currently being used to support IDP profiling activities. Shortly, a new appeal will be launched in which UNHCR, UNFPA, and NRC/IDMC are appealing in a coordinated manner, for funds to support IDP profiling at the global level. The appeal covers IDP advisors and demographers at the global level who i) will analyse information gaps, ii) be ready to support Field operations as well as iii) improve and support standard setting. Further, funds are foreseen for field support when funding gaps needs to be bridged. This comes from the acknowledgement that IDP profiling would be one of the first activities to be conducted, if agencies were to submit effective and well-planned assistance projects. UNFPA will second the demographers it is appealing for to UNHCR

The pooling of resources (financial and human resources) of the different partners, should allow to maintain a response capacity in a cost-effective manner. Costs for providing global IDP profiling services need to be mainstreamed into the budgets and cost-structures of the cluster lead agency and its major partners. Rosters and stand-by agreements with a wider circle of NGO and research partners should allow maintaining a low cost but nevertheless effective response capacity at the global level that can be mobilized if the need arises.

Donor countries are called upon to monitor IDP profiling activities and needs and to prioritize financial contributions towards these activities. In addition to financial contributions most governments employ substantive numbers of statistical, demographic, and census specialists. The deployment of just a few of them to humanitarian situations could add significant value to the overall IDP response.

7. Elements for consideration for the Workshop Working Groups

The humanitarian reform process and the cluster leadership approach are innovations geared to improving the protection and assistance responses to IDPs and to assist in finding solutions that lead to sustainable return, recovery and development. An effective humanitarian response needs reliable population data for advocacy, planning, protection and assistance. Like all activities in response to IDP crisis situations, IDP profiling is a multi-agency task that requires effective cluster leadership, both at the global and Field levels, and the involvement of organizations and institutions that have specific technical expertise.

The following points are elements for consideration during the working group discussions, taking into consideration the background leading to the current point in time. They aim to implement and operationalize an effective IDP profiling response capacity at the global level:

Organizational Structure of IDP profiling

- Can the steering group overseeing the drafting of the Guidelines on IDP Profiling become a permanent sub-working group of the Protection and CCCM global cluster working groups?;
- Should UNHCR with the support of other cluster members involved in IDP profiling, develop an effective operational platform at the global level aimed at providing effective support to countries, governments, and humanitarian actors that require technical expertise in IDP profiling? The planned secondment of UNFPA demographers to UNHCR is a welcomed example on pooling of resources that might be followed by other institutions.

Partnership

- What could be an appropriate mechanisms that ensure that the wider NGO and academic community is being consulted and given the opportunity to provide its inputs and expertise into global discussions, policy and standards setting, as well as into actual IDP profiling activities?;
- Should interested organizations and institutions set-up networking structures and relevant services in support of IDP profiling activities in Field locations? Some actors may not be prepared to formally commit themselves to formal structures. However, this should not exclude these actors - to the extent possible – to provide their inputs to the discussions and activities of the wider network.

- There is recognition of the diversity of approaches and methodologies that exist in IDP profiling. All involved in IDP Profiling acknowledge that learning and sharing of information, experiences, and best practices is in their common interest.
- Should UNHCR and UNFPA continue to explore on how best to apply their existing memorandum of understanding to IDP situations? What should be the priority area of cooperation?

Methodology and indicators

- What are the key priority areas for standard setting? By ensuring that non-UN actors are fully and equally involved in setting the direction, strategies, and activities, it should be possible to achieve more collective responsibility for different aspects of the humanitarian response, and IDP profiling in particular.
- What are the key priorities that need work in terms of methodology?

16 March 2007

**Informal Open Network of NGOs and
Research Institutions in Support of IDP Profiling**

- I. A constant feature of armed conflict in recent years has been the forced displacement of populations within their own countries (Internally Displaced Persons - IDPs). In certain cases, natural disasters have also resulted in the prolonged displacement of sizeable populations.
- II. As the UN System and its partners in the Inter-Agency Standing Committee (IASC) are embarking on a “humanitarian reform” that aims at better responding to the needs of IDPs, it has become apparent that the profiling of these populations (that is establishing the demographic baseline that will allow in a second phase to address their needs), exceeds the capacity of one single agency and requires the collaboration of multiple actors that can pool their expertise, added value, mandates, and resources.
- III. The office of United Nations High Commissioner for Refugees (UNHCR), being the IASC nominated lead-agency of the Protection and Camp Coordination Clusters in IDP situations, is within the system set-up by the humanitarian reform responsible for the profiling and registration of IDPs. Other cluster members are the United Nations Population Fund (UNFPA), the Norwegian Refugee Council (NRC), the International Organization for Migration (IOM), and the United Nations Office for the Coordination of Humanitarian Affairs (OCHA). These agencies have been involved in recent years in various IDP profiling matters, for example the drafting of “IDP profiling Guidelines” and constitute the core group of an ever expanding partnership network.
- IV. The magnitude of the global IDP problem requires the mobilization of a maximum of capacity and competence. Hence, together with the United Nations Population Fund (UNFPA), which is the UN agency responsible for population and census matters, UNHCR requested the Centre for Research on the Epidemiology of Disasters (CRED) of the Université Catholique de Louvain (UCL), to organize a workshop on IDP Profiling that brought together more than 30 representatives of NGOs, research institutions, and interested governments to discuss the challenges of IDP Profiling and possible strategies to address them. The meeting took place on 22 and 23 March 2007 in Brussels, Belgium.
- V. All participants welcomed this initiative and found the discussions useful and inspiring. The workshop provided an adequate forum to exchange views and experiences on issues related to the forced displacement of IDPs. The representatives of the institutions listed below in paragraph VI. are suggesting to the organizers of the workshop to assist in maintaining an open and informal network of NGOs and research institutions in support of IDP profiling. This network would organize the exchange of information, experiences and best practices through websites and newsletters. As a partnership forum, it would be able to advise the cluster agencies (UNHCR, UNFPA, NRC, IOM, OCHA, etc.) on technical matters, and, if requested, mobilize the experts and expertise necessary to undertake IDP profiling missions.

VI. The following representatives of the organizations that attended the IDP Profiling Workshop in Brussels on 21 and 22 March 2007 expressed their interest in joining an open and informal network of NGOs and research institutions in support of IDP profiling. The representatives call on the organizers of the workshop, in particular UNHCR and UNFPA, to set-up the consultative mechanisms on general advice, technical assistance, and deployments between the cluster agencies and the members of the network. In addition, they call on the organizers to invest into tools for such a network (websites and newsletters) that are geared to facilitate the exchange of information, experiences and best practices in IDP profiling:

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BRUSSELS, 22-23 March 2007

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Thursday, 22 March

- 09:00 Workshop registration
- 09:30 Opening/ Objective of the workshop
- 09:45 Introduction of the participants
- 10:00 **Cluster approach:**
Introduction to the UN humanitarian reform
Delrue T., OCHA
- 10:30 **Introduction on IDP profiling**
Steinacker, K., UNHCR
- 11:00 Coffee break
- 11:15 **Field experiences in IDP Profiling (Case studies)**
- Surveys of Palestinian IDPs
Pedersen J., FAFO
 - IDPs Profiling in Somalia
Pedersen G., Danish Refugee Council
- 12:30 Lunch
- 13:45
- IDPs in Myanmar
Aree J., Mahidol University
 - IDP profiling in Côte d'Ivoire
Djangone R., UNFPA/ ENSEA
- 15:00 Coffee break
- 15:15 **Plenary Discussion:**
Key challenges faced by various organizations in conducting IDP profiling
- 16:30 Wrap up & Conclusions for the day
- 17:15 Close of formal business of Day 1

Steinacker, K., UNHCR
18:30 Informal discussions continue at nearby pub
20:00 Dinner at nominated restaurant

Friday, 23 March

09:00 Recap of Day 1
Outline for Day 2

09:15 **Achievements to date in the IDP profiling process**

- Background and process related the IDP Profiling Guidelines
Eschenbaecher J., NRC

09:45

- Findings and conclusion of the Technical Workshop in Nairobi, October 2006
Atsumi, S., UNHCR
- Conclusions of the Joint UNFPA/ UNHCR Workshop on Collaboration on Demographic Data Collection, February 2007
Hibi, E., UNFPA

10:15 Introduction to the Group Work

10:30 Coffee break

10:45 **Group Work**

1. Organizational structure of IDP profiling (UNHCR)
2. Partnership (UNFPA)
3. Methodology and Indicators (CRED)

12:30 Lunch

13:45 Plenary - report back

15:00 Coffee break

15:15 **Plenary Discussion – Planning for the future**

- Issues and challenges as we move forward
- Wrap up

16:15 Close of Workshop
UNFPA

16:30 End of day

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