



SECURITY RISK ASSESSMENT; SOUTH WEST REGION; LAGOS.

Prepared for: NCDC / Nigeria CoPREP PROJECT.

**OPERATING IN AN
UNCERTAIN WORLD**

TABLE OF CONTENTS

EXECUTIVE SUMMARY	4
1. OVERVIEW OF SECURITY SITUATION	5
1.1. TERRORISM	5
1.2. CRIME	5
1.3. CIVIL UNREST	6
1.4. TRAVEL RISK	6
1.5. KIDNAP	6
1.6. MEDICAL EMERGENCY	6
1.7. FIRE EVENT	6
1.8. ENVIRONMENT (WEATHER)	6
1.9. PROGRAMMATIC	7
1.10. DEPLOYMENT	7
1.11. POLITICAL	7
1.12. CORRUPTION	7
1.13. COMMUNICATION	7
2. EVALUATION OF SECURITY RISKS	8
2.1. INTRODUCTION	8
2.2. RISK DESCRIPTION AND EVALUATION	8
2.2.1. TERRORISM	8
2.2.2. CRIME	10
2.2.3. CIVIL UNREST	11
2.2.4. TRAVEL RISK	12
2.2.5. KIDNAP	13
2.2.6. MEDICAL EMERGENCY	14
2.2.7. FIRE EVENT	15
2.2.8. ENVIRONMENTAL (WEATHER)	16
2.2.9. PROGRAMMATIC	17
2.2.10. DEPLOYMENT	18
2.2.11. POLITICAL	19
2.2.12. CORRUPTION	20
2.2.13. COMMUNICATION	21
3. ANALYSIS OF IDENTIFIED SECURITY RISKS (EXTERNAL AND INTERNAL)	22
4. RISK MITIGATION MEASURES & PLAN	24
4.1. INTRODUCTION	24
4.2. INDIVIDUAL RISK MITIGATIONS	24
4.2.1. TERRORISM	24
4.2.2. CRIME	25
4.2.3. CIVIL UNREST	26
4.2.4. NATURAL CATASTROPHES	Error! Bookmark not defined.
4.2.5. INDIRECT ATTACK	27
4.2.6. TRESPASS	28
4.2.7. HOSTILE SURVEILLANCE	29
4.2.8. VANDALISM	31
5. PRACTICAL TOOLS FOR MANAGING RISKS	32
6. SUMMARY OF SECURITY FINDINGS	38

LIST OF ACRONYMS

APC	All Progressive Congress
CCTV	Close Circuit Television
CMT	Crisis Management Team
CoPREP	COVID-19 Preparedness and Response Project
DSS	Department of State Security
ESN	Eastern Security Network
FCDO	Foreign, Commonwealth Development Office
FCT	Federal Capital Territory
GoN	Government of Nigeria
IED	Improvised Explosive Device
IPOB	Indigenous People of Biafra
ISWAP	Islamic State of West Africa Province
IVCP	Illegal Vehicle Check Point
LGA	Local Government Area
MEDI VAC	Medical Evacuation
NCDC	Nigeria Center for Disease Control
NDM	Niger Delta Militant
NPF	Nigerian Police Force
NPHCDA	National Primary Health Care Development Agency
NSCDC	Nigeria Security and Civil Defense Corp
OCCG	Organized Criminal Groups
PBIED	Person Borne Improvised Explosive Device
PCU	Project Coordinating Unit
PDP	People's Democratic Party
PPE	Personal Protective Equipment
ROE	Rules of Engagement
RTA	Road Traffic Accident
SMF	Security Management Framework
SRA	Security Risk Assessment
VAC	Vaccination Approval Criteria
VBIED	Vehicle Borne Improvised Explosive Device
WB	World Bank

EXECUTIVE SUMMARY.

The scope of this Security Risk Assessment (SRA) is specific to Lagos, Nigeria. This assessment and report were produced in January 2022. Risk scenarios were identified, and a vulnerability analysis was conducted relative to project personnel activity. A series of mitigation measures were identified for each to reduce personnel risk to as low as practical. The recommended mitigation measures are included in this report and should provide the basis for security plans for activity in the city.

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1. OVERVIEW OF SECURITY SITUATION.

Lagos is Nigeria's and Africa's largest city. With a population of over 20 million people, it is one of the most populated cities in the world. Lagos State is the former capital of Nigeria and the financial capital of the country. The capital of the state is in Ikeja, while Victoria Island is the financial centre of the metropolis and is also known for its beach resorts, boutiques, and nightlife.

Metropolitan Lagos consists of 16 LGAs with 4 LGAs (Badagry, Ikorodu, Ibeju/Lekki and Epe) making up the more rural parts of Lagos State. The State flanks the coast on its southern boundary. The entire eastern and northern boundary is flanked by Ogun State, whilst the west forms the international border with Benin Republic. The state is 183km long (E-W) but only 32km deep (N-S) at its widest point.

According to Expert Exchange website, "Violent crime is rampant, and foreigners are often targeted. There is a constant threat of petty crime, frauds, and fraud, along with violent robbery, armed muggings, assault, burglary, and armed carjacking. Crime rates (robbery, in particular) typically rise before Christmas, when street patrols are slightly reduced. With extreme caution necessary, especially at night, expatriates often hire an armed guard. Security forces ... are as likely to detain and harass foreigners as a means of extortion as to aid."

During 2020, Lagos state reported the highest number of violations of human rights due to the COVID-19 lockdown among all the reported cases in Nigeria. According to the NHRC, these violations concerned 'extra-judicial killings, violation of right to freedom of movement, unlawful arrest and detention, seizure/confiscation of properties, sexual and gender-based violence (SGBV), discrimination, torture, inhumane and degrading treatment and extortion'. Additionally, armed gangs were invading houses and shops.

Despite a range of initiatives over recent years, such as the establishment of the Security Trust Fund (STF), increases in security allocations, provision of modern security equipment and gadgets, and operation light-up-Lagos, the prevalence of insecurity in Lagos State remains alarming. The myriad cases of insecurity continue to impact adversely on socio-economic development of the State.

The high crime and kidnap rate, as well as civil unrest due to the diverse cultural, ethnic, and religious groups within the state mean that Lagos is currently assessed as a MEDIUM risk State.

1.1. TERRORISM.

Due to Lagos's population density and status, it remains a prime target for terror attack. However, so far there has been no successful attack on the city. The possibility of an attack in the future remains, but this probability remains UNLIKELY and the threat rating **LOW**.

1.2. CRIME

Lagos has many organised criminal groups (OCGs), which makes it one of the highest crime prone cities in the country. The Lagos state government have made considerable progress in reducing crime in the state through increased funding of police and other security agencies. Criminal gangs like the Area Boys still

operate in parts of the city unabated. Niger Delta militants are believed to have added to the crime problem of the city. The risk rating will remain **MEDIUM**, especially for the city.

Other major crimes in Lagos are muggings, armed robberies, home or business burglaries, carjacking, assaults, rapes, kidnappings, and extortion. Armed robbers in the city are known to even climb up perimeter fences and subdue guards, and others have invaded waterfront compounds by way of boats. Criminals also target vehicle occupants in traffic and break into stationary cars.

1.3. CIVIL UNREST.

Civil unrest in the form of protests, processions, strikes, and violent clashes are commonplace in Lagos. The EndSARS protests of October 2020 paralyzed the city for several weeks. The possibility of similar protest is ever present in the city and a constant threat to the programme's timeline deliverables. Some events, like elections, can be predicted, but many of these incidents are spontaneous and the IMPACT can be severe, putting the assessment rating at **MEDIUM**.

1.4. TRAVEL RISK.

Roads in Lagos are maintained, with occasional potholes. Most RTAs (Road Traffic Accidents) occur along the Lagos Ibadan expressway leading out of the city. Traffic density and associated 'go slows' do pose a threat to timely vaccine distribution and could impact the cold chain. Likewise, traffic density could disrupt the deployment and recovery of staff, thus limiting the time windows of active vaccine delivery. This risk is projected to remain **LOW** after mitigating measures.

1.5. KIDNAP.

Kidnap is a major threat to staff in Lagos and Nigeria over the past 2 years. Lagos kidnap rates are categorised as **MEDIUM** when compared to other parts of the country.

1.6. MEDICAL EMERGENCY.

Due to the high population of Lagos, occasional outbreaks like Ebola, hepatitis, cholera, and meningitis have affected the city. However, the major threat now is the COVID 19 pandemic which has hit Lagos State the hardest of any state in Nigeria. This threat is rated as **MEDIUM**.

1.7. FIRE EVENT.

Parts of Lagos city are densely populated with myriad buildings that do not meet construction norms or basic safety standards. In parts, structures are makeshift and fabricated out of wood and tin. High levels of poverty mean that many live in slum conditions. Electricity supply is scarce and electricity theft by short cutting the metering and hot-wiring transformers is common. Given the density of population and lack of standard health and safety norms, fire is a significant risk. A risk rating of **MEDIUM** is projected for this threat.

1.8. ENVIRONMENT (WEATHER).

The main environmental hazard in Lagos is flooding. Lagos is located along the coast of Nigeria and is susceptible to seasonal flooding during intense downpours. Flooding occurs even more swiftly due to poor rubbish management which causes blocked drainage systems throughout the city. The flooding can be very

disruptive due to resulting road closures and traffic congestion. The IMPACT to staff is minor, putting the projected risk rating at **LOW**.

1.9. PROGRAMMATIC.

Due the population size and diversity of Lagos, the state has a very complex set of groups that vaccination here requires proper organisation and planning. A majority of the state population reside in Metropolitan Lagos with more than 20 million people, however, the conurbation areas that are often ignored, have an estimated population of about 8 million people. The risk to the programme of issues interrupting smooth delivery is **MEDIUM**.

1.10. DEPLOYMENT.

Lagos has a mix of highly urbanized environments as well as slums all over the state. Bad roads, traffic, and offshore locations would make deployment a challenge for vaccination teams. This threat is rated as **MEDIUM** risk.

1.11. POLITICAL.

Politics in Lagos state has been characterized with strong support for the APC ruling party, Thugs and other armed groups have used violence and intimidation upon local citizens during elections. Politically related interference to the programme in the lead up to elections is a clear risk, assessed as **MEDIUM**.

1.12. CORRUPTION.

Corruption, like all major city cuts, accesses the different strata of society from the local level to the corridors of government. Within the vaccination programme, this threat of factors like nepotism, tribalism, embezzlement and diversion of funds for the vaccination programme will be present within the programme. This risk is assessed as **MEDIUM** risk.

1.13. COMMUNICATION.

Lagos has recorded the highest number COVID-19 cases in Nigeria. This has made Lagos the lead state in the COVID-19 vaccination campaign. Despite concerted and widespread communication campaigns, they have had only a moderate impact on people's acceptance of the vaccine. Challenges still exist getting the message through people in some quarters. Nonetheless, this risk is rated as **LOW** based on information available.

2. EVALUATION OF SECURITY RISKS.

2.1. INTRODUCTION.

In carrying out this risk assessment, a wide range of information sources have been used, including but not limited to:

- Feedback with programme and state government employees via an SRA checklist.
- Official UK, US and Australian Government websites.
- The Armed Conflict Location & Event Data (ACLED) Project website.
- Nigerian National Bureau of Statistics.
- UN Department of Safety & Security (Nigeria)
- Open and closed commercial security sources available to Spearfish.
- Discussion and peer review within the Spearfish management team who collectively have a large amount of security and risk assessment experience.

In identifying the key risks, several factors were considered such as:

- The threat of terrorists targeting the vaccination programme.
- The threat of civil unrest in the proximity causing damage to the vaccination locations.
- The risk of natural disasters, particularly flooding and earthquake.
- Reputational, political, and financial risks to the donor and programmatic organisation.

The following section entitled Risk Description and Estimation will identify the risks that are considered relevant to this report. For a full description of the probability and impact scores, please refer to Annexes A and B.

2.2. RISK DESCRIPTION AND EVALUATION.

2.2.1. TERRORISM.

SCOPE OF RISK:

Incidence of an employee, contractor, member of the vaccination team or member of the general public being killed or injured by a terrorist attack against the vaccination location itself or nearby targets including other building in use by the programme roll out.

RISK SCENARIOS:

Risk name	Description of risk	Estimation
Vehicle Borne Improvised Explosive Device	An attack using a parked or moving vehicle to deliver an explosive charge against the entrances or adjacent areas around the vaccination center, including lorry, car, motorized rickshaw or moped at any of the pedestrian entrances or the only vehicle entrance. This includes any congregations of people (i.e., queues at entrances).	This form of attack has never occurred in the state and there is currently no intelligence to suggest its use.
Person Borne IED	An attack using a person(s) to deliver an explosive charge(s) to an entrance area, lobby, or internal	Identified OCG and militant groups in the state do not use this form of attack and there is no intelligence to suggest they would do so.

	space, including internal spaces in use by the vaccination programme.	
Marauding Terrorist Attack	An attack by single or teams of people using guns, IED's and grenades to injure or kill people at close quarters, either during the attack or by a delayed hostage scenario using the media to maximum effect	The use of coordinated multi-weapon complex attacks within Lagos are primarily as a result of planned armed robberies, either targeting a bank of cash in transit.

OVERALL RISK RATING:

Risk name	Probability	Impact	Score
1 Terrorism	1	3	NEGLIGIBLE

2.2.2. CRIME.

SCOPE OF RISK:

Incidence of an employee, contractor, member of the vaccination team being adversely affected by a criminal event such as a mugging, theft, extortion or act of physical violence. Incidence of the vaccination location being targeted by organised criminal elements that has a serious impact on the programme delivery (theft of vaccine, equipment etc.) or reputation of the programme.

RISK SCENARIOS:

Risk name	Description of risk	Estimation
Armed Attack	Employee, contractor, member of the vaccination team falls victim to a criminal act, either losing valuables or money, by mugging or pickpocketing or some other form of theft. An attack by single or teams of people, including OCGs, using guns to injure or kill people at close quarters. This is often associated with community invasion for looting rustling and kidnap.	Violent crime is common in the state and region. Personnel involved in the vaccination programme may be perceived as well off, especially as they use items like tablets, cameras and other survey equipment, thereby making them targets. There is a risk of collateral damage because of being in proximity to an attack. This has been reported by past vaccination teams in the state.
Sexual assault	Employee, contractor, member of the vaccination team falling victim to a sexual assault by male predator(s) resulting in harassment, sexual disease, injury, or death.	Incidents of rape have been reported in popular nightlife areas, as well as in private homes. This is a clear risk to programme staff, especially at night and if moving alone.
Organized Crime	Infiltration of an organized criminal group into the vaccination programme, resulting in fraud, theft, loss of assets/funds, employment malpractice or general adverse publicity for both NCDC and the State Government if exposed.	There are criminal gangs operating in Lagos who may seek to exploit personnel involved in the vaccination programme by coercion, extortion, or blackmail.
Theft	Theft of vaccine or equipment vital for delivery that negatively impacts ability to hit required quota. Smuggling of product out of programme or other illicit use of product that impacts programme at state level.	Recreational drug taking is widely practiced in some parts of Nigeria, so items like syringes and other medical items could be stolen. These items could also be resold as pharmaceutical products on the illegal market.
Staff dishonesty	Employee, contractor, member of the vaccination team engaging in dishonest conduct, such as theft from vaccination locations. Theft of assets, or fraud or embezzlement of funds from the programme itself.	Personnel involved in the vaccination programme could be compromised and coerced into selling items meant to be free on demand for payment before vaccination. Other forms of staff dishonesty are cases where staff produce inaccurate vaccination information to gain transport allowance or for other reasons.
Drug taking or smuggling	Instance of drug taking within program premises for individual use, or the taking place of drug dealing either retail, i.e., to users, or wholesale, to other drug dealers. Use of methanol to enhance low grade alcohol resulting in death or injury of the imbiber	Recreational drug taking is widely practiced in some parts of the country, including Lagos State. Locally recruited 'casual' staff will require appropriate security vetting during the employment process.

OVERALL RISK RATING:

Risk name	Probability	Impact	Score
2 Crime	3	3	MEDIUM

2.2.3. CIVIL UNREST.

SCOPE OF RISK:

Incidence of an employee, contractor, member of the vaccination team being adversely affected by unrest caused by rioting, demonstrations or political violence. Incidence of the vaccination location being targeted by organised criminal elements due to brand ownership of World Bank as an international donor. Any anti-vaccination movement targeting the programme in the form of local protests.

RISK SCENARIOS:

Risk name	Description of risk	Estimation
Communal Clash/ Riot	Employee, contractor, member of the vaccination team being caught in a localized protest/riot outside or in vaccination location or other connected location e.g., office/laboratory facilities.	Events like the ENDSARS protests of 2020, that caused a disruption to daily activities, could reoccur in the state. The Nigerian Labour Congress (NLC) called for a nationwide strike aimed at stopping Federal Government plans to increase pump price of fuel this year. This is the sort of mass protest that could threaten the vaccination programme.
Demonstration	Employee, contractor, member of the vaccination team being caught in a demonstration either directed towards the vaccination programme, vaccination center or close by.	Demonstration and protest in relation to the vaccination programme could occur because of local perception of being left out of the process, or in response to popular acceptance of anti-vaxer messaging.
Political violence	Employee, contractor, member of the vaccination team being affected or injured by political violence associated by an election or local issue that is associated with the vaccination programme.	The political activities leading to next year's elections are likely to generate regular and sometimes violent protests or inter-party clashes. This could lead to the escalation of security measures with the associated application of lock-down measures, in tempo with the rise in threat, thereby causing delay or suspension of the programme.

OVERALL RISK RATING:

Risk name	Probability	Impact	Score
Civil Unrest	3	3	MEDIUM

2.2.4. TRAVEL RISK.

SCOPE OF RISK:

Lagos had the sixth highest record of traffic incidents and road traffic accidents in the country in 2021, second only to Ogun for the southwest. Many of the incidents occur along the Lagos-Ibadan Expressway

RISK SCENARIOS:

Risk name	Description of risk	Motivation for scenario
Road Traffic Accident	Incidence of a programme vehicle being involved in a road traffic accident whilst effecting delivery of personnel or vaccine supplies to programme sites.	RTAs occur regularly due to poor roads, badly maintained vehicles and poor driving skills, whilst over speeding often results in serious injuries or fatalities. The Lagos-Ibadan Expressway is one of the key points for RTAs in the country.
Vehicle Theft or Hijack	Incidence of a programme vehicle being stolen whilst parked and unattended, or actively hijacked from programme personnel following and encountering an IVCP.	Opportunity vehicle theft can occur if vehicles are parked with insufficient security out of hours. Vehicle hijack is a possibility, but often vehicles are abandoned and the personnel are kidnapped. IVCPs can occur anywhere but are very prevalent in the areas of Lagos state where Area boys, Cults and OCGs are operating.
Boat Accident	Incidence of a boat accident where programme activities require the movement of personnel and stores by water.	Boat accidents occur where poor safety measures are followed – overloading, over speeding and failure to wear life jackets.

OVERALL RISK RATING:

Risk name	Probability	Impact	Score
RTA	3	3	MEDIUM

2.2.5. KIDNAP.

SCOPE OF RISK:

Incidence of an employee, contractor, or member of the vaccination team being kidnapped either on or off work. Staff of the project could be perceived to be well to do or they may intend to get ransom from the project or government.

RISK SCENARIOS:

Risk name	Description of risk	Estimation
Ideological Kidnap	Terror groups may kidnap staff of the project to pressure the government accept their demands. This is common in the northeast part of the country with insurgent groups like Boko Haram. The kidnap and detention of a programme member of staff to achieve political aims.	These attacks are not usually motivated by financial reasons but intend to force government decisions in their favor. The threat of this tactic exists in Lagos but to date has not been used.
Kidnap for Ransom	Staff of the project could be kidnapped for economic reasons i.e., to collect ransom	Kidnap for ransom remains an enduring risk across the country, driven by the disparity in wealth and lack of employment prospects. Kidnaps are often conducted by OCGs. The past decade has seen a surge in kidnappings in the southwestern regions with kidnapping occurring frequently both within Lagos metropolis and in rural areas of development such as Lekki. A country wide vaccination programme will necessarily need constant and effective media marketing. This will bring the programme to the attention of OCGs, potentially increasing risk.
Express Kidnap (One Chance)	The short-term kidnap of a programme member of staff to force the removal of available cash from ATMs.	Express kidnap is particularly prevalent where there is wealth and a high frequency of ATMs, as found in the commercial centers of major cities, towns, and suburb hubs. This type of event does occur regularly in Lagos.

OVERALL RISK RATING:

Risk name	Probability	Impact	Score
Kidnap	3	3	MEDIUM

2.2.6. MEDICAL EMERGENCY.

SCOPE OF RISK:

The contraction of disease, sickness, or workplace accident of such severity as to need an emergency response and temporary or long-term hospitalization of a staff member. Staff working in the vaccination programme are more exposed than the average person. This makes the risk of infection to COVID-19 or other diseases higher. Lagos have consistently had the highest COVID-19 numbers across the board.

RISK SCENARIOS:

Risk name	Description of risk	Estimation
Disease	Incidence of a member of staff contracting an endemic disease because of their programme delivery and/or interaction with target stakeholders, causing them to be unable to work or requiring their hospitalisation/isolation..	Although there are many endemic diseases in the country, it is anticipated that the nature of the work will engender a very high level of personal and programme sanitation. Good sanitation SOPs will significantly reduce the risk.
Sickness	Incidence of sickness due to personal physiology or due to the ingestion of a sick bug, causing them to be unable to work.	Despite programme and personal sanitary drills, people regularly fall ill due to chronic conditions or food poisoning. This is a perennial risk for all.
Accident	Incidence of a work-related accident during programme delivery which is of such severity that they are temporarily or permanently unable to continue their duties.	Accidents regularly occur in work environments and particularly where there are high numbers of people. The risk of serious accidents will be reduced by proper planning, rehearsals, and strict adherence to safety SOPs.

OVERALL RISK RATING:

Risk name	Probability	Impact	Score
4 Nat Cat	3	2	MEDIUM

2.2.7. FIRE EVENT.

SCOPE OF RISK:

Fire incidents could occur within project facilities, thereby damaging equipment, or harming personnel.

RISK SCENARIOS:

Risk name	Description of risk	Estimation
Fire Event	The collateral involvement in a fire event causing damage or destruction of programme facilities, equipment, or personnel due to the dense and chaotic nature of the urban landscape.	Fire incident could occur in project facilities. Poor firefighting equipment in project offices makes the threat possible. Fire is a particular risk in the vicinity of urban market areas, slums, and other zones where illegal and haphazard building has been allowed to occur. This risk is elevated in certain parts of the major towns and cities.
Arson	The malicious use of fire to cause the damage or destruction of programme facilities, equipment, or personnel.	Project facilities could be set on fire by saboteurs for assorted reasons. Arson is often used by those who bear a grudge, either ex-staff members due to being sacked or persons who fail to obtain employment. Arson is also used as a tool to raise tensions by political agitators. In certain parts of the country the political and community dynamics may elevate arson as a risk to the programme. This type of incident is thought unlikely to occur in Lagos state.

OVERALL RISK RATING:

Risk name	Probability	Impact	Score
Fire	2	2	LOW

2.2.8. ENVIRONMENTAL (WEATHER).

SCOPE OF RISK:

Severe weather could disrupt vaccination activities through flooding, land slide, infrastructural destruction, heat wave, and so on.

RISK SCENARIOS:

Risk name	Description of risk	Estimation
High Winds	Incidence of a programme member of staff being killed or injured, or the damage or destruction of programme assets, due to exceedingly high wind gusts.	The risk is not necessarily from the wind itself but from projectiles picked up and accelerated by the force of the wind. This is an occasional, usually very short-term risk during the rainy season.
Lightning	Incidence of a programme member of staff being killed or injured because of lightning.	A high incidence of lightning is common in the vicinity of tropical storms during the rainy season. Tropical storms are more frequent and occur over the greatest part of the year in the south of the country.
Floods	Employee, contractor, member of the vaccination team being killed or injured during floods caused by heavy rain. Damage or destruction to the vaccination center or surrounding areas by flooding.	Tropical storms can generate exceedingly high volumes of localized rainfall in short periods of time. In cities, flooding can quickly occur due to poor sanitation resulting in drain blockage. In rural areas, flash flooding can occur in low lying areas whilst sheet floods can wash away roads across flat areas. Although there is risk, this should be countered with proper planning and coordination.

OVERALL RISK RATING:

Risk name	Probability	Impact	Score
Environmental	2	2	LOW

2.2.9. PROGRAMMATIC.

SCOPE OF RISK:

Internal programme management issues either in the management of personnel or resource. Issues like industrial action is an example of this. A failure to thoughtfully plan delivery sequencing, inform stakeholders and train programme staff in advance of project start, risks unexpected issues which will delay, alarm, and potentially cause the failure of the programme.

RISK SCENARIOS:

Risk name	Description of risk	Estimation
COVID Protocol	A failure to insist on strict Covid protocols at vaccination centers causes these same centers to become Covid super spreader fulcrums.	The pre-roll out communication exercise needs to fully inform stakeholders of the protocol requirements to be applied to enter a vaccination clinic and inform stakeholders of the queueing protocols once admitted to sites. Failure to adhere to advertised protocols risks further spread of Covid.
ID capture	A failure to capture reliable information on the numbers being vaccinated progressively throughout the programme results in doubts as to data efficacy and a loss of confidence in the process.	Poor pre-roll out communication risks stakeholders being unable to provide the correct ID on arrival at vaccination centers. Any IT based data capture system risks interruption due to power loss and will need to be rugged to operate in the field
SF discord with Civilian population	incidence of elements of the supporting security force generating tension due to their discord with the local community.	There is currently no open militancy of popular opposition to security forces in Lagos state so tensions might be limited to areas of programme delivery that fall within the territories of OCGs.

OVERALL RISK RATING:

Risk name	Probability	Impact	Score
Programmatic	3	3	MEDIUM

2.2.10. DEPLOYMENT.

SCOPE OF RISK:

Logistic or distribution issues that could hinder the vaccination programme, either through lack of vehicles, or failure use of the right vehicles, such as 4x4 vehicles to access hard-to-reach areas like Epe, Eti-Osa, Ifako-Ijaiye and so on. Vehicle share with other projects that could affect the flexibility of the programme or just lacking professionally trained drivers to carryout field activities. Deployment can be in form of not having sufficient equipment or personnel for field activities. Operational and logistical aspects of the programme roll out face risk of interruption to vaccine delivery to field sites and, potentially, risk to vaccine efficacy if vaccine storage temperatures cannot be maintained. In certain areas, distance and poor road conditions could impact on staff deployments and vaccine center opening/closing times.

RISK SCENARIOS:

Risk name	Description of risk	Estimation
Distribution Disruption	Poor logistical management causing interruption of vaccine supply to the field, leading to delays in the overall programme	Poor coordination of transport and supplies will cause delays in delivery. Security challenges could trigger decision points within the security framework which could cause temporary or permanent cessation of programme delivery in specific areas. These challenges will be present in remote areas and in the many regions of heightened security threat. This could be a particular risk when trying to reach Lagos suburbs.
Power Destruction	Incidence of power interruption leading to write off vaccine stock due to heat damage. (According to brand, Covid 19 vaccines must be stored within a narrow temperature range).	Unless mitigations are put in place at each storage hub and field delivery point for the duration of the vaccination exercise, the risk of vaccine damage due to power loss is a perennial one across the country.
Unexpected vaccination window extension	Incidence of interruption to the smooth deployment of stock and medical delivery of vaccinations leading to unplanned extension of the delivery time.	Unplanned time extensions to programme delivery risk disruption elsewhere in the programme and potentially increase risk to staff due to extended presence in high-risk areas.

OVERALL RISK RATING:

Risk name	Probability	Impact	Score
Deployment	3	3	MEDIUM

2.2.11. POLITICAL.

SCOPE OF RISK:

Lagos is one of the politically active states in the country that have consistently experienced violence during election periods. This violence could disrupt vaccination work or staff involved in the vaccination may be affected indirectly. Government support has been very instrumental in enabling the vaccination process in Lagos to achieve its current level of success.

RISK SCENARIOS:

Risk name	Description of risk	Estimation
Election	Concurrent political campaigns causing dilution to programme communications or directly impacting the effectiveness of the vaccine delivery programme.	With the 2023 Nigerian elections about a year away, political parties and individuals will make effort to benefit from the vaccination programme which may increase the profile of the project to anti-government groups like NDM. Also, funds or support could be withheld to pressure personnel within the vaccination programme to identify with the party in power or work within political process.
Traditional Rulers and other traditional institutions	Failure to apply the correct notification protocols in the lead up to vaccine delivery causing a snub to the traditional ruler in that area. A withdrawal of royal or religious approval could result in a loss of buy in by the local community.	Local cultural protocols are an important part of community life. A failure to both understand and follow the correct procedures could result in an extremely poor turn out at vaccine centres.
Contested Areas	Incidence of restricted access. Programme delivery might not be possible in certain parts of the country where the legitimate government's authority is being challenged.	Some LGA's could pose additional security risks that will require additional planning and security mitigation. Although less likely for Lagos state, there is a risk that some OCG and cult enclaves might have to be declared 'no-go.'
Discrimination	Incidence of an employee, contractor, or member of the vaccination team not being impartial during vaccine administration	Likelihood of administering vaccine based on bias to politics, religion, race, tribe and gender remains possible in Lagos state.

OVERALL RISK RATING:

Risk name	Probability	Impact	Score
Political	3	3	MEDIUM

2.2.12. CORRUPTION.

SCOPE OF RISK:

Incidence of an employee, contractor, or member of the vaccination team to engage in theft or fraud in order to enrich themselves. Senior personnel within Government Ministries, Agencies or private individuals could engage in financial activities that influence the vaccination process in the state like engaging in bribery, diversion of vaccination funds, etc. Election activities like campaigns, rallies, conventions like campaigns, rallies, conventions could occupy the state government time over vaccination exercise. Individuals or groups may attempt to take credit for progress of the vaccination which could make the programme seem partisan.

RISK SCENARIOS:

Risk name	Description of risk	Estimation
Staff dishonesty	A member of staff engaging in dishonest conduct, such as fraud or embezzlement of funds from the programme itself.	Fraud or embezzlement of funds could rapidly sap the tempo and vigor of the vaccine programme roll out, resulting in failure to vaccinate large parts of the population. There are no recent reports of such in Lagos state, but it remains a possible risk.
Extortion	Extraction of resources from the programme by a staff member because they have been placed under duress by a third party.	Locally recruited programme staff could be placed in this situation by criminal elements within the local community. No reports of such but remains likely.
Bribery	Incentivization of programme staff to disrupt or cause the failure of the vaccine programme.	Politically motivated agents could seek to disrupt the programme in order to make the incumbent government (federal, state or local) look weak and disorganized. Bribery linked to political campaigning is common in Lagos state.

OVERALL RISK RATING:

Risk name	Probability	Impact	Score
Corruption	3	3	MEDIUM

2.2.13. COMMUNICATION.

SCOPE OF RISK:

Sensitization efforts to convince people to accept the vaccine. There has been a series of false news on the vaccine on every news platform including traditional media.

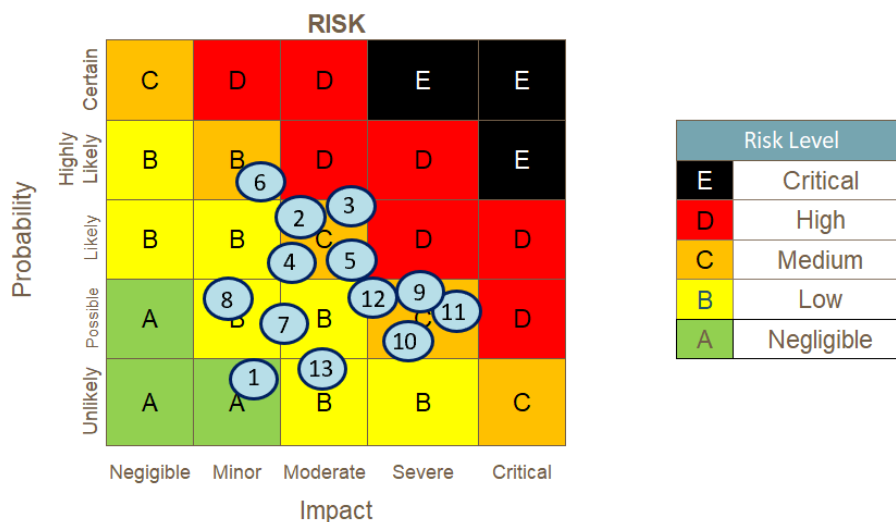
RISK SCENARIOS:

Risk name	Description of risk	Estimation
Sensitisation	Poor communication and lack of timely programme advertising resulting in low take up of the vaccine amongst communities	A weak and poorly structured communication campaign risks failure to properly notify every one of the programmes timings and intent, resulting in poor attendance and vaccination figures.
Coordination	Failure to coordinate attendance scheduling, resulting in excessive queues with long waiting times, generating dissent and potential civil unrest.	Poor notification of attendance schedules poses a risk of excessive numbers and crowd management challenges at vaccine delivery sites.
False News	Incidence of social media challenges as to the efficacy of the vaccines versus traditional medicines, generating doubt and leading to low turnout at vaccine centers.	The use of social media to sow false information is a recognized problem in countries which already have high vaccine take-up.
Counter Narrative	incidence of anti-establishment commentary suggesting that the vaccine programme is a government plot to infect the population with unknown chemicals, resulting in stakeholder refusal to be vaccinated.	The use of social media to plant doubt and fear in the minds of the population is a recognised problem in countries which already have high vaccine take up. There is some evidence of social stigma in relation to taking the vaccine in Nigera

OVERALL RISK RATING:

Risk name	Probability	Impact	Score
Communication	2	2	LOW

3. ANALYSIS OF IDENTIFIED SECURITY RISKS (EXTERNAL AND INTERNAL).



	Threat Scenario	Impact	Probability	Risk
1	Terrorism	2.5 Minor	1 Unlikely	Negligible
2	Crime	3 Moderate	3 Likely	Medium
3	Civil Unrest	3 Moderate	3 Likely	Medium
4	Travel risk	3 Moderate	3 Likely	Medium
5	Kidnap	3 Moderate	3 Likely	Medium
6	Medical Emergency	2.6 Moderate	3 Likely	Medium
7	Fire Event	2 Minor	2 Possible	Low
8	Environmental (Weather)	2 Minor	2 Possible	Low
9	Programmatic	3 Moderate	3 Likely	Medium
10	Deployment	3 Moderate	3 Likely	Medium
11	Political	3 Moderate	3 Likely	Medium
12	Corruption	3 Moderate	3 Likely	Medium
13	Communication	3 Moderate	2 Possible	Low

Criminality is the major risk for the state. Its large metropolitan population is a breeding ground for criminal groups. Crimes such as mugging, burglary, fraud, pickpocketing, armed robbery and other violent crime are common around slum areas of the state. Vaccination teams are at risk of being targeted during field activities and mitigation measures like awareness training, information sharing, and proper coordination are important to reduce this risk.

Civil Unrest risk can be a significant threat to project staff working in Lagos as the state is very active with protests and demonstrations. The EndSARS protests of 2020 led to the complete breakdown of activities in the state. This happened during the fuel price increase of 2012 as well. The federal Government have announced plans to remove fuel subsidies. If it occurs, this will lead to an increase in the price of petrol and other petroleum products. This is likely to lead to protests and demonstrations in the state. Proper planning and awareness of vaccination staff is needed for a safe vaccination.

The 2023 General elections will cause major disruptions in the country and particularly in Lagos, which is a hotbed for political violence and thuggery. The biggest threat however is government interference or attempt to use the vaccination process for political gain. Proper guidelines on non-partisan government relationships should be known to the vaccination project teams. Small actions, such as individual staff wearing clothing or items that show political affiliations during vaccination, or staff appearing with political persons or groups during political events, could mislead public towards associating the vaccination programme with these groups.

Lagos state vaccine roll out plan (unavailable)

4. RISK MITIGATION MEASURES & PLAN.

4.1. INTRODUCTION.

A multi-layered approach to security is effective as it can mitigate risks using generic principles. This section will propose several risk controls for approval by the NCDC programme team and State Government to address the risks identified above. As discussed initially, they will be written as objective statements, i.e., the desired state that is to be achieved, not how to achieve it. As shown below, each control's predicted reduction on its risk will be documented. This will then form the basis for the Security Management Framework, which will be written after this risk assessment has been accepted and signed off by the client.

4.2. INDIVIDUAL RISK MITIGATIONS.

4.2.1. TERRORISM.

RISK CONTROLS:

- State Security Manager will issue advisories on any areas where specific threat is expected, based on liaison with local authorities.
- It is clearly impractical for staff to avoid all public places, places of worship etc but duty of care suggests informing them of targets as part of security awareness training.
- Avoidance of pattern setting (times, routes, locations, and vehicle/personnel profiles) is to be actively managed by project security focal point.
- Information assurance ('need to know') procedures to be implemented.
- Organisation should avoid media actions that could make them targets of terror groups like media statements, publications etc.
- State Security Manager advice to staff to maintain a low profile when working in Lagos.
- Emergency response for all personnel to include immediate action on armed attack on a public place or civic building with staff present.
- CMT training to include terror incident in a major city like Lagos.
- Management team to actively monitor all personnel, especially those on field work outside the office.
- Identify potential Safe Haven locations in event of a series of attacks making movement difficult.
- Identify potential evacuation routes in the event of a terrorist attack on specific venues.

NEW RISK SCORE: new Probability and Impact scores with the risk controls applied.

Risk name	Probability	Impact	Score
Terrorism	1	2	NEGLIGIBLE

4.2.2. CRIME.

RISK CONTROLS:

- Staff advised to always maintain a low profile.
- State Security Manager to track criminal trends and events and notify organisation's Management of any significant issues that could affect the project
- Security awareness training to include avoidance of pattern setting information security and management of personal profile.
- Drivers to be instructed not to travel in the early morning before 6:30am and after 6pm
- Drivers to be security awareness trained
- High value movements (cash or valuable equipment) to be planned in coordination with security adviser
- For long distance inter-state travel staff are advised to travel in a 2-car convoy with the chase vehicle carrying passengers.
- Hotels and extended stay accommodation are audited and approved by security adviser
- Staff are advised on how to improve site security at their individual residences and can seek personal advice from security advisor.
- Emergency response procedure through a local CMT to handle incidents on a case-by-case basis.
- Security Hotline managed by State Security Manager is an immediate response point of contact in an incident

NEW RISK SCORE: new Probability and Impact scores with the risk controls applied.

Risk name	Probability	Impact	Score
Crime	2	2	LOW

4.2.3. CIVIL UNREST.

RISK CONTROLS:

- A rapid response security team should be setup and ready to respond to security issues affecting the vaccination teams.
- During election periods work in the state is suspended or reduced as much as possible in the state.
- Security personnel working with the project at any point must have been briefed and understand on the ESS 4, page 48 of the World Bank ESF. All rules of engagement must be based on these standards. Issues like unrest, crime, and other physical threats must adhere to these rules. These training should be led by the State Security Manager.
- Security adviser to issue advisories to all personnel including drivers of areas to avoid based on liaison with local authorities.
- Security adviser to check all proposed routes avoid areas of potential unrest
- staff to be advised must not participate in protests or demonstrations.
- CMT to include immediate action on civil unrest situation developing
- Identify potential Safe Haven locations in event of widespread unrest in the city
- Identify potential evacuation routes in the event of protracted unrest in Lagos.

NEW RISK SCORE: new Probability and Impact scores with the risk controls applied.

Risk name	Probability	Impact	Score
Civil Unrest	2	2	LOW

4.2.4. TRAVEL RISK.

RISK CONTROLS:

- Sufficient vehicles should be provided to vaccination teams.
- A proper journey management system should be established for the vaccination teams that involve proper planning, monitoring and response to incident. This should be managed by the State Security Manager.
- Drivers should go through a defensive driver training programme.
- Enforce speed limits through vehicle tracking.
- Driver selection and training based on Lagos experience.
- Person responsible to assess rental cars before hire and report as fit for purpose.
- Person responsible to conduct regular (at least monthly) vehicles checks including spare parts and medical equipment.
- Limit driving hours to reduce fatigue and stress among the drivers. It is noted this is difficult to enforce but it is a serious cause of RTA, and the issue cannot be ignored.
- Night travel to be banned.
- Nearest Hospitals and Ambulance services MUST be identified by the State Security Manager.
- Contact lists for physicians within the medical facilities need to be established by State Security Manager.
- Remote location **Med Evac** plans should be understood by all travellers.
- Staff should be trained in first response first aid.

NEW RISK SCORE: new probability and impact scores with the risk controls applied.

Risk name	Probability	Impact	Score
Travel	2	2	LOW

4.2.5. KIDNAP.

RISK CONTROLS:

- State Security Manager to disseminate any new kidnap specific advice from Spearfish sources or other agencies as a priority (UNDSS/FCO/OSAC/ASIS/GTR) as well as government security agencies (GSA).
- Kidnap awareness to be included in induction training including varying routes to work and social locations, information security, reducing profile to kidnappers.
- Staff to be advised to maintain a low profile.
- Staff should not set patterns or routines as much as possible.
- Drivers of hired vehicles should be briefed on kidnap prevention.
- K & R training and preparedness for all staff should be done at least once a year.
- Travel itinerary is kept confidential and shared on a need-to-know basis.
- Person responsible for journey management to enforce proper management of staff movement in the field.
- Staff Tracking and Journey Management guidelines.
- K & R setup like Proof of Life should be done for staff.
- K & R insurance policy and requirements to be reviewed and advised by organisation's Management.

NEW RISK SCORE: new probability and impact scores with the risk controls applied.

Risk name	Probability	Impact	Score
Kidnap	2	1	NEGLIGIBLE

4.2.6. MEDICAL EMERGENCY.

RISK CONTROLS:

- Awareness training for long term visitors on measures to prevent mosquito bites, including the use of high-concentration insect repellent, COVID 19 PPE (Personal Protective Equipment), protective clothing, and netting at night.
- Organisation's office should be spaced out in line with COVID 19 protocol.
- State Security Manager to issue advisory on COVID 19 safety in Lagos.
- State Security Manager to issue advisories based on emerging health risks as well as COVID 19 infection numbers.
- Medical insurance cover must be adequate for private health clinics and medical evacuation.
- CMT to cover medical emergency as well as response plan in the event of an emergency like COVID 19.
- Signages and information should be displayed throughout the PHC for visitors and staff on COVID 19 prevention and response phone numbers.

NEW RISK SCORE: new probability and impact scores with the risk controls applied.

Risk name	Probability	Impact	Score
Medical	2	1	NEGLIGIBLE

4.2.7. FIRE EVENT.

RISK CONTROLS:

- Offices and PHCs are assessed by security adviser for the best fire safety standards.
- Staff are trained during security briefing on procedures and responses during fire emergencies.
- Electricity panels should be properly labelled and secured.
- Organisation's storage rooms must be adequate.
- Main and alternate muster points identified for evacuating building.
- Fire warden to ensure personnel list available to account for all personnel at office.
- Emergency response plan for fire at all locations to be briefed to new personnel.

NEW RISK SCORE: new probability and impact scores with the risk controls applied.

Risk name	Probability	Impact	Score
Fire	2	2	NEGLIGIBLE

4.2.8. ENVIRONMENTAL (WEATHER).

RISK CONTROLS:

- Security adviser ensures that the hotels staff stay in are not located in flood areas.
- Proper 4x4 vehicles should be provided to the field teams that can handle the terrain during severe weather.
- Project staff must also understand and adhere to the World Bank Environment and Community Health and Safety standards (ESS4).
- Warning is also issued by the security adviser to allow sufficient travel time before appointments to avoid being caught up in traffic due to flooding.
- CMT can be formed in the event staff are trapped in areas of the city due to flooding.

NEW RISK SCORE: new probability and impact scores with the risk controls applied.

Risk name	Probability	Impact	Score
Environment	2	1	NEGLIGIBLE

4.2.9. PROGRAMMATIC.

RISK CONTROLS:

- Mechanism to deal with staff unrest within the programme should be developed and strengthened. Issues like misconduct and discipline should be handled in an open and transparent manner.
- Staff salaries should be paid on time, especially to field staff. Local government staff involved in the vaccination process should handle remunerations to encourage stakeholders to participate in the future.
- Project staff should be briefed on World Bank health and safety standards contained in World Bank Environment and Social Framework handbook.
- Regular stakeholder engagement sessions should be arranged regularly and local groups, such as traditional rulers, local Juju/Sharmen, youth groups, women groups, local unions, and prominent individuals, should be included.

NEW RISK SCORE: new probability and impact scores with the risk controls applied.

Risk name	Probability	Impact	Score
Program	2	1	LOW

4.2.10. DEPLOYMENT.

RISK CONTROLS:

- Adequate vehicles should be provided to vaccination teams. The teams currently have to share vehicles with other programmes and agencies, which has slowed the vaccination process in the state.
- Provision of logistic support for stakeholders like the NSCDC and the NPF to enable them carry out supervision of field teams.
- The National Orientation Agency (NOA) should be involved in the vaccination drive. The agency should be actively involved in dispelling fake news about the virus.
- Juju/Sharmen in local communities should be carried along in the campaign for the vaccination, even if they are provided with incentives.
- The programme should have a close relationship with security agencies such as the police, to obtain security information before deployment. Areas where there may be conflict in the state should be avoided completely.
- A proper journey management process should be established
- Staff should be briefed on security response to incidents while in the field.

NEW RISK SCORE: new probability and impact scores with the risk controls applied.

Risk name	Probability	Impact	Score
Deployment	2	1	LOW

4.2.11. POLITICAL.

RISK CONTROLS:

- Due to the coming 2023 elections, the vaccination programme should be done earlier rather than later. This is important because the closer the programme gets to the coming election, the bigger the possibility of politics taking advantage of the vaccination platform.
- Staff and consultants should be briefed on relationships with political figures and groups as well as understanding political symbolisms when working with the vaccination programme.
- Suspension of vaccination work during political events. This is to avoid association with political groups and individuals.

NEW RISK SCORE: new probability and impact scores with the risk controls applied.

Risk name	Probability	Impact	Score
Political	2	1	LOW

4.2.12. CORRUPTION.

RISK CONTROLS:

- Anti-corruption agencies (EFCC and ICPC) should be actively involved at some stage in the monitoring of programme funds and use.
- Internal staff conduct mechanisms like due process should be strengthened and transparent to ensure funds and processes are not tampered with.
- A whistle blower line and system should be formed where staff or consultants can safely report corruption issues.

NEW RISK SCORE: new probability and impact scores with the risk controls applied.

Risk name	Probability	Impact	Score
Corruption	2	1	LOW

4.2.13. COMMUNICATION.

RISK CONTROLS:

- The National Orientation Agency (NOA) should be part of the sensitisation campaign for the vaccination process. Regular radio, TV and social media programmes should be broadcast to debunk misunderstandings or false news about the vaccination.
- Religious and traditional groups should be included as stakeholders in the sensitisation process.
- The NSCDC should be further empowered to support the sensitisation efforts at the community level. Provision of vehicles for supervisors to monitor field staff and provision of PPE items as well.
- Alternative means of communication such as the use of Sat Phones should be procured and given to field staff. Although Lagos has an effective communication system, alternative ones should be in place to ensure a smooth uninterrupted process.
- Extra data sources should be provided for field staff that may require transmission of data while in the field. Having more than one internet network is an avenue.

NEW RISK SCORE: new probability and impact scores with the risk controls applied.

Risk name	Probability	Impact	Score
Communication	2	1	LOW

5. PRACTICAL TOOLS FOR MANAGING RISKS.

5.1. Training

- Staff and security agency **induction training on SOPs and ERPs** regularly organised by the State Security Manager should be a requirement for field work. This is the same as in item 5 above.
- All programme and security agency personnel to be briefed on the **delivery framework and RoE**
- Vaccination team training and rehearsals.

1.. Drills

- **Background vetting** process should be setup for all recruitment exercise. The State Security Manager should be involved in this process.
- Covid-19 site protocol.

5.2. Equipment

- A **dedicated transport fleet** should be created with vehicles suitable for field work.
- Vehicle trackers should be installed on all project vehicles.
- A **robust IT system and plan** for data capture.
- A **Robust cold chain containers** with appropriate time specifications for temperature retention.
- **PPE provision** (sanitisation, masks, disinfectants, signage).
- Staff ID badges
- Dual SIM phones.
- Sat phones.

5.3. Communication

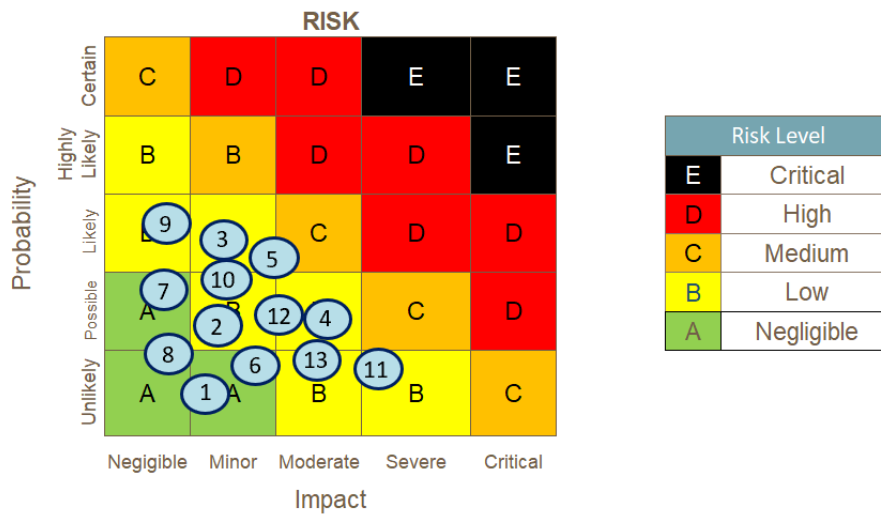
- **WhatsApp Alert groups** should be formed where security information can be disseminated to staff quickly. This can be managed by the State Security Manager
- '**Constant Companion Card**' this is a contacts card with relevant project contacts that all staff should have.
- A **Rules of Engagement Card** (RoE) should be made available to security personnel.

5.4.5.5. Security Advisory Unit

- Set up a **Security Advisory Team** in Abuja, to be led at state level by a **State Security Manager** that will oversee all security issues that include Travel Security, Security Training, and lead crisis response. He will be a member of the COVID-19 Security Group and will ensure cross cooperation between the different security groups like the Police, Civil Defence, Military, Road Safety, DSS, Navy and Air force. He will also coordinate relationship with local community stakeholders.
- **Security Hotline** that will be owned by the State Security Manager that is active 24 hours a day. This hotline will be different from the COVID-19 response line.

- Creating a **Crisis Management Team** consisting of mid-rank representatives the deferent security groups. This team will ensure compliance of their personnel to Project guidelines stated in the IFC Performance Standard 4 paragraph 12 and other procedures.
- A **COVID-19 Adverse Reaction Unit** should also be formed, or existing units repurposed to respond people who experience adverse reaction to the vaccine. This unit should have representatives at every ward in each local government, so people do not need to pay for adverse reaction to the vaccine.

6. SUMMARY OF SECURITY FINDINGS.



	Threat Scenario	Impact	Probability	Risk
1	Terrorism	2 Minor	1 Unlikely	Negligible
2	Crime	2 Minor	2.5 Possible	Low
3	Civil Unrest	2 Minor	2 Possible	Low
4	Travel risk	2 Minor	2.5 Possible	Low
5	Kidnap	2.5 Minor	2 Possible	Low
6	Medical Emergency	2 Minor	1 Unlikely	Negligible
7	Fire Event	1 Negligible	1 Unlikely	Negligible
8	Environmental (Weather)	1 Negligible	2 Possible	Negligible
9	Programmatic	2.5 Minor	3 Likely	Low
10	Deployment	2.5 Minor	2.5 Possible	Low
11	Political	3 Moderate	2.5 Possible	Low
12	Corruption	2.5 Minor	3 Likely	Low
13	Communication	3 Moderate	2 Possible	Low