

**The Audit Service Sierra Leone**  
2nd Floor, Lotto Building  
Tower Hill, Freetown  
Sierra Leone

Website: [www.auditservice.gov.sl](http://www.auditservice.gov.sl)



---

# **Audit Service Sierra Leone**

---

**PERFORMANCE AUDIT REPORT  
ON THE  
REHABILITATION OF PRISONERS  
BY THE  
SIERRA LEONE  
PRISONS SERVICE**

---

**JULY, 2013**

---



APPENDIX IV - CONTINUES

**SET GUIDELINES FOR THE REHABILITATION PROGRAMMES**

5.2 The Director of Prisons recently attended Association of Correctional Services in Africa (ACSA) Conference in Senegal and other Senior Officers from the U.N Peace Keeping Missions and Seminars in other Countries.

Best practices Learned will be established. Non Government Organizations (N.G.O's) will also be encouraged, to partner with Prison Institutions.

**MAKE PROVISION FOR DISCHARGED PRISONERS**

5.3 The issue of the earning scheme will be reflected in our next work plan (2014) for its resuscitation.

Non Governmental organizations (N.G.O's) will also be encouraged to partner with our prison institutions to initiate these programmes.

Prisons Headquarters  
**FREETOW**

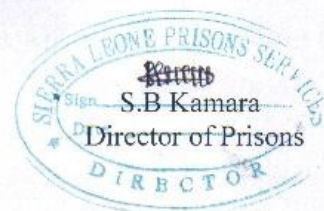
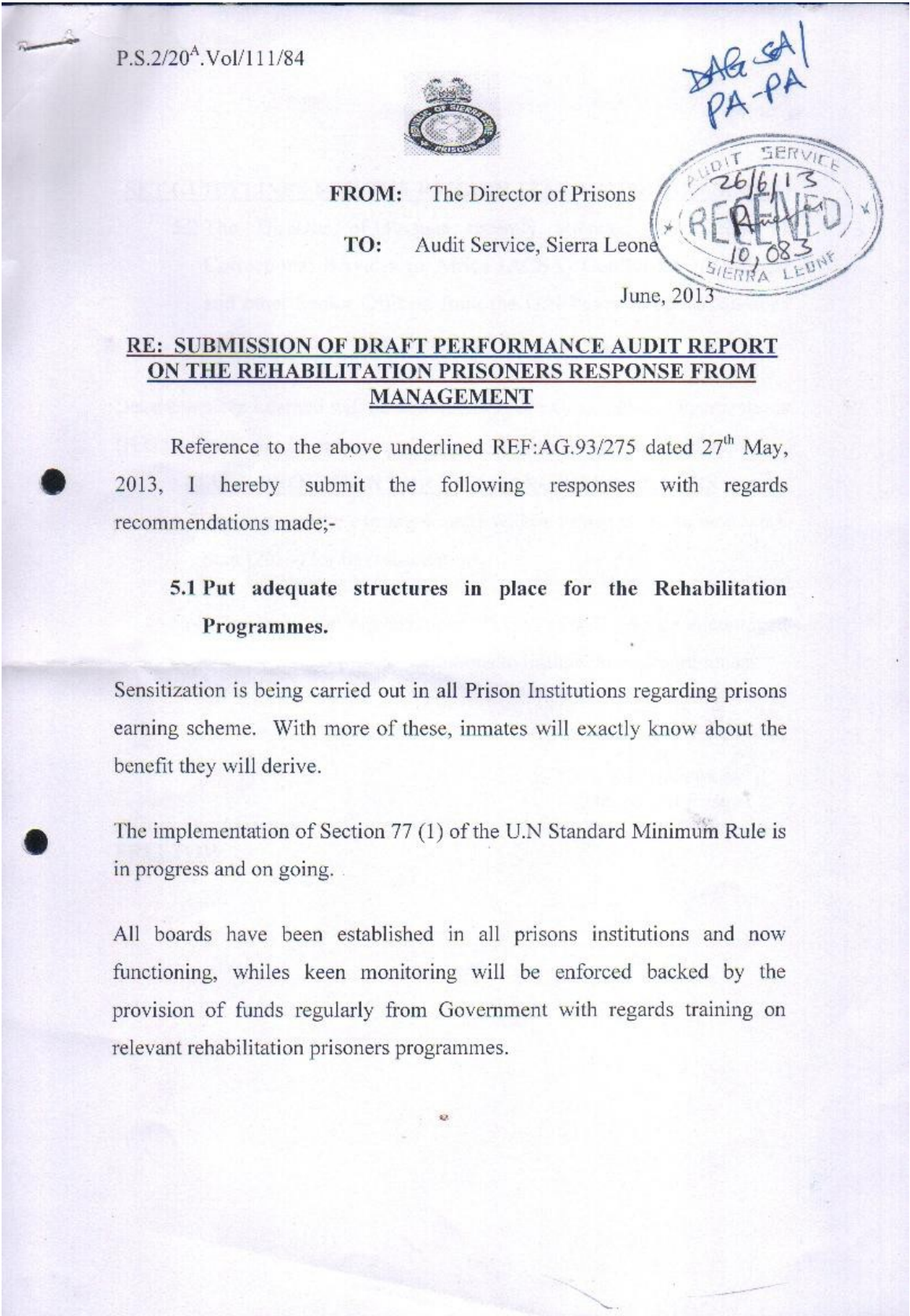




TABLE OF CONTENTS

APPENDIX IV - RESPONSES

	Page No.
Abbreviations .....	i
Foreword .....	1
Executive Summary.....	2
1 Introduction .....	5
1.1 Purpose and Scope .....	5
1.2 Method and Implementation .....	6
2 REHABILITATION OF PRISONERS BY THE SIERRA LEONE PRISONS SERVICE.....	7
2.1 Regulatory Framework.....	7
2.2 Vision Statement.....	8
2.3 Mission Statement.....	8
2.4 Goals and Objectives .....	8
2.5 Guiding Principles .....	8
2.6 Organisational Structure .....	9
2.7 Roles and Responsibilities (see appendix iii) .....	9
2.8 Funding .....	9
2.9 An Overview of the Rehabilitation of Prisoners .....	9
2.10 Process of Admission and Rehabilitation of prisoners by the Sierra Leone Prisons Service .....	11
2.10.1 Admission of Prisoners into Prison.....	11
2.10.2 The Process of Rehabilitation.....	14
2.11 Recent Developments .....	14
3 FINDINGS .....	16
3.1 Ineffective Rehabilitation Programmes .....	16
3.1.1 Unwillingness of prisoners to participate in the rehabilitation programmes .....	16
3.1.2 Few participants in the adult literacy programme .....	17
3.1.3 Inactive Reception Board .....	19
3.1.4 No Rehabilitation Facilitators in most prisons .....	20
3.1.5 Few qualified facilitators and lack of training on rehabilitation programmes.....	21
3.2 Poor Planning of the Rehabilitation Programmes.....	22
3.2.1 No manuals and procedures for the individual rehabilitation programmes.....	22
3.2.2 No documentary evidence on the progress of participants .....	22
3.3 Inadequate Resources for the Implementation of Programmes .....	23
3.3.1 Inadequate facilities within the prisons service .....	23
3.4 Lack of Post Rehabilitation Package .....	24
3.4.1 No start-up kit upon discharge.....	24
4 CONCLUSIONS .....	25
4.1 Poor implementation of the rehabilitation programmes.....	25
4.2 No structural plan for the rehabilitation programme .....	25
4.3 No evaluation of the rehabilitation programmes.....	25
4.4 Lack of training materials .....	25



APPENDIX III - CONTINUES

Officer-in-charge	<ul style="list-style-type: none"><li>◆ Responsible for taking care of the general problems of the prison (taking care of their welfare, basic human rights like accommodation, feeding and clothing and ensure that they are free from any form of intimidation, threat or any violence)</li><li>◆ Provides guidance and counselling</li><li>◆ Signs gate pass for prisoners going to hospital</li><li>◆ Teaches the officers how to handle the prisoners, ensures prisoners do not go to the grey areas</li><li>◆ Writes situation reports to the Director of Prisons through the Regional Commander</li></ul>
Officer-in-charge, Technical Department	<ul style="list-style-type: none"><li>◆ Responsible for rehabilitation and reformation of prison inmates through vocational and skills training (Carpentry, Art &amp; Craft, Masonry, Metal work, Weaving, Plumbing, Tailoring, Shoe making, Agriculture etc)</li><li>◆ Repairs and upkeeps prisons building country wide</li><li>◆ Handles minor construction</li></ul>
Rehabilitation facilitators	<ul style="list-style-type: none"><li>◆ Upon admission into the specific workshop, the facilitator(s) carry(s) out some simple tests to determine the level at which the prisoner is to start his/her training programme</li><li>◆ Instructs and assesses progress of rehabilitation programme participants.</li></ul>

Source: Culled from SLPS documents by ASSL.

5	RECOMMENDATIONS .....	26
5.1	Put adequate structures in place for the rehabilitation programmes .....	26
5.2	Set guidelines for the rehabilitation programmes .....	26
5.3	Make provision for discharged prisoners.....	26

APPENDICES .....	27
Appendix I Documents reviewed .....	27
Appendix II People interviewed.....	28
Appendix III Roles and responsibilities of key players .....	29
Appendix IV Responses .....	31

FOREWORD

As the Supreme Audit Institution (SAI) of Sierra Leone, the Audit Service Sierra Leone (ASSL) is set on expanding the scope of external audit. In addition to its traditional role of Regularity Audit the ASSL has established Performance Auditing as another key service. To enhance this function, the ASSL has devoted significant efforts to upgrading the professional skills in the institution and modernising the audit methodology.

As I present this Performance Audit Report for tabling, let me draw your attention to the relevant section of the 1991 constitution of Sierra Leone that mandates the Audit Service to carry out its work - Section 119 (2): “The public accounts of Sierra Leone and of all public offices including the courts, the accounts of the central and local government administrations, of the Universities and public institutions of like nature, any statutory corporation, company or the body or organization established by an Act of Parliament or statutory instrument or otherwise set up partly or wholly out of Public Funds, shall be audited and reported on by or on behalf of the Auditor General, and for that purpose the Auditor-General, or any person authorised or appointed in that behalf by the Auditor-General shall have access to all books, records, returns and other documents relating or relevant to those accounts.”

I further refer to the Government Budgeting and Accountability Act of 2005, Section 63 (1) Sub section (1e), which states “In his examination of the Final accounts the Auditor-General shall ascertain that in his opinion, financial business has been carried out with due regard to economy in relation to results achieved’ And;

Sub section 66 (4) further states that “Nothing in this section shall prevent the Auditor-General from submitting a special report for tabling in Parliament on matters that should not await disclosure in the annual report.”

In line with the forgone mandate, the Audit Service Sierra Leone has undertaken a Performance Audit on the Rehabilitation of Prisoners by the Sierra Leone Prisons Service. This document highlights the factors deterring the effectiveness of the ongoing rehabilitation programmes and the key role the Prisons Service plays in ensuring a reduction of re-offenders through rehabilitation.



Lara Taylor-Pearce FCCA, FCA (SL) (Mrs.)  
*Auditor General of sierra Leone*

APPENDIX III ROLES AND RESPONSIBILITIES OF KEY PLAYERS

Key player	Main activities
Ministry of Internal Affairs	<ul style="list-style-type: none"><li>◆ As the supporting Ministry of the Prisons Service, it is charged with policy and oversight responsibilities.</li><li>◆ Top security issues; promotion of senior officers and all financial matters of the Prisons Service are forwarded to this Ministry for approval</li></ul>
Ministry of Finance and Economic Development	<ul style="list-style-type: none"><li>◆ Provides funds for the running of the institution on a quarterly basis as well as the payment of salaries and allowances of the prison officers</li></ul>
Sierra Leone Police (Investigation and Prosecution)	<ul style="list-style-type: none"><li>◆ Charged with the responsibility of not only preventing crimes but investigating crimes, detecting and identifying offenders and prosecuting criminals in courts.</li></ul>
The Judiciary (Criminal Justice Process)	<ul style="list-style-type: none"><li>◆ Responsible for the execution of criminal sentences within the Sierra Leone prisons system.</li></ul>
Prison Watch Sierra Leone	<ul style="list-style-type: none"><li>◆ A local Human Rights Non Governmental Organisation formed to monitor and report on human rights violations and abuses in detention centres throughout the country.</li><li>◆ Provides training for detention officers and civil society members on human rights.</li></ul>
Director of Prisons	<ul style="list-style-type: none"><li>◆ Responsible for the operational control, supervision, administration and direction of Correction Centres;</li><li>◆ Advises the Corrections Centre Services Council and MIA on Correction Centre matters;</li><li>◆ Policy formulation, planning, monitoring and implementation of policy and evaluation</li></ul>
Reception Board	<ul style="list-style-type: none"><li>◆ Interviews every convicted prisoner and considers what arrangements are to be made for their training/rehabilitation needs</li><li>◆ After reception, as soon as possible classifies all prisoners sentenced to imprisonment having regard to their age, character and previous history</li></ul>
Discharge Board	<ul style="list-style-type: none"><li>◆ Interviews all convicted criminal prisoners within three months of their due date of discharge</li><li>◆ Decides if any and what assistance should be granted to the prisoner with a view to his rehabilitation in civil life</li></ul>
Officer-in-charge Reception	<ul style="list-style-type: none"><li>◆ Receives the Remand, Trial and convicted prisoners into the prison</li><li>◆ Interviews prisoners , record their details in the particulars book and provides safe custody of their properties</li><li>◆ Provides them with prison uniform (convicted prisoners)</li><li>◆ Photographs prisoner</li><li>◆ Opens and maintains a personal file for the prisoner</li><li>◆ Assists in receiving visitors</li><li>◆ Helps in discharging prisoners upon payment of their fines or on the earliest possible date or on Amnesty</li><li>◆ Sends locking and unlocking reports to the Director of Prisons on a daily basis</li></ul>



APPENDIX II - PERSONNEL AND PARTICPANTS INTERVIEWED

Institutions	Personnel interviewed
Prisons Headquarters	Director of Prisons Director of Security and Operations Head of Internal Audit Unit Principal Accountant
Freetown Central Prison	Regional Commander Western Area Officer in Charge Officer in Charge Reception Officer in Charge Technical Department Rehabilitation Programme Facilitators Rehabilitation Programme Participants
Freetown Female Prison	Director of Human Resource Director of Corporate Service Officer in Charge Officer in Charge Reception Rehabilitation Programme Facilitator
Port Loko State Prison	Officer in Charge Officer in Charge Reception Rehabilitation Programme Facilitators
Makeni State Prison	Regional Commander Northern Province Regional Technical officer
Mafanta Correctional Centre	Officer in Charge Officer in Charge Reception Rehabilitation Programme Facilitators Rehabilitation Programme Participants
Kenema Male Prison	Regional Commander Eastern Province Regional Technical officer Officer in Charge Officer in Charge Reception Regional Health officer Rehabilitation Programme Facilitators Rehabilitation Programme Participants
Kenema Female Prison	Officer in Charge Reception
Bo Prison	Regional Commander Southern Province Regional Technical officer Officer in Charge Officer in Charge Reception

EXECUTIVE SUMMARY

This Performance Audit was done on the Sierra Leone Prisons Service (SLPS).

The objective of the audit was to assess the factors deterring the effectiveness of the rehabilitation programmes undertaken by SLPS.

The audit was conducted in accordance with International Standards of Supreme Auditing Institutions (ISSAI) and the Performance Audit guidelines .

The audit team sought to address the following questions:

- ◆ Does the Sierra Leone Prisons Service provide various effective programmes to help prisoners in the rehabilitation process?
- ◆ Are there adequate facilities to help in the rehabilitation and reintegration process?
- ◆ Does the Sierra Leone Prisons Service provide after care service to discharged prisoners?

As a means of answering the above questions, the team visited the Prisons Headquarters and seven (7) out of the seventeen (17) Prisons facilities of the Sierra Leone Prisons Service, and reviewed the provision of Adult Literacy classes and the following Vocational Training programmes for the period 2008 – 2012:

- |                |            |                |                |
|----------------|------------|----------------|----------------|
| 1) Tailoring   | 4) Bakery  | 7) Carpentry   | 10) Electrical |
| 2) Shoe making | 5) Masonry | 8) Art & Craft | 11) Upholstery |
| 3) Plumbing    | 6) Welding | 9) Agriculture |                |

During the audit, the following issues were observed:

- ◆ It was observed that only 15% and 9% of the convicted prisoners were participating in the vocational and adult literacy programmes respectively.
- ◆ The Reception Board that should assess and assign prisoners for rehabilitation was inactive in the Western Area for the period under review. In addition, the Board was not established in any of the provincial prisons visited as required by the 1961 Prisons Rules.
- ◆ During the course of investigation on how effective the rehabilitation programmes were delivered, the team noted that eleven (11) out of the seventeen (17) prisons, that is (65%) were without rehabilitation facilitators and 62% of the facilitators were without the relevant skills in line with the rehabilitation programmes.
- ◆ The team noted that, there were no written policies and procedures covering rehabilitation programmes, and there were no time frames for the completion of each of these rehabilitation programmes.
- ◆ An examination of samples of prisoners’ files revealed that information in respect of the progress of rehabilitation of participants was not maintained.
- ◆ There were inadequate learning and workshop materials for the implementation of the various training programmes.
- ◆ In spite of the requirement of SLPS to have a Discharge Board, the team noted that for the period under review, there was no discharge board that will determine what arrangements should be made for prisoners before completion of their jail term. Rehabilitated prisoners were also not provided with a discharge package/start-up kit at the end of their jail term.

CONCLUSIONS

- ◆ The unwillingness of prisoners to participate in the rehabilitation programmes affected the effective implementation of the programmes. This ultimately resulted in the poor reintegration of prisoners into society and the potential for recidivism<sup>1</sup>.
- ◆ Without a Reception Board, accurate individual assessment of prisoners on admission into the rehabilitation programmes was not done in line with the Sierra Leone Prisons Rules of 1961.
- ◆ With few qualified facilitators and the lack of training on rehabilitation, the implementation of the rehabilitation programmes was not effective.
- ◆ In the absence of a well structured approach on rehabilitation, implementation of the rehabilitation programmes was not satisfactory. As a result, there is a risk that the institution's priority of reforming and rehabilitating prisoners as law abiding citizens will not be achieved.
- ◆ As facilities and materials are vital components of any rehabilitation programmes, the non availability of adequate materials at all prisons visited has resulted in a negative effect on the success of the programmes.
- ◆ Prisoners are rehabilitated to prevent a relapse into crime, without reformative components like discharge packages, rehabilitation will not be effective, and there is every possibility of recidivism.

RECOMMENDATIONS

- ◆ The Director of Prisons together with the rehabilitation facilitators should devise strategies to encourage prisoners to participate in the rehabilitation programmes. The service should sensitize prisoners on the benefits of a successful completion of a rehabilitation programme. Adult literacy classes should be made compulsory for illiterate prisoners according to the UN Standard Minimum Treatment of Prisoners as amended in 1977.
- ◆ The Prisons Service should ensure that the Reception Board actively participates in the assessment and assignment of prisoners into rehabilitation programmes in line with the Prisons Rules of 1961. In addition, a Reception Board should be established for the provincial prisons.
- ◆ The Director should ensure that rehabilitation facilitators, document the progress of prisoners' participation in the rehabilitation programmes, so that at the end of their jail term it will be easy to determine their discharge packages.
- ◆ The Prisons Service should periodically undertake training needs assessment on rehabilitation facilitators. In addition, the facilitators should be exposed to further training programmes that would equip them with the requisite professional knowledge and skills in order to be able to handle the training needs of the rehabilitation programmes.
- ◆ The Prisons Service should ensure that the ongoing programmes are reviewed, and a detailed policy and curriculum on rehabilitation are compiled and followed. Benchmarking can also be done with other countries.

<sup>1</sup>The state of committing crimes even after first conviction.

APPENDIX I - DOCUMENTS REVIEWED

- ◆ The Sierra Leone Prisons Ordinance of 1960
- ◆ Sierra Leone Prisons Rules of 1961
- ◆ Management and Standard Operational Procedures of the Sierra Leone Correctional Services Department of 2010
- ◆ Sierra Leone Prisons Service 2007-2009 Strategic Plan
- ◆ UN Standard Minimum Treatment of Prisoners as amended in 1977
- ◆ Prison Admission Register
- ◆ Samples of Prisoners' files
- ◆ Budget
- ◆ A Bulletin of the Nigerian Prisons Service
- ◆ Locking up Reports
- ◆ Written Policies
- ◆ Sierra Leone Prisons Service 2012-2014 Strategic Plan, etc.
- ◆ Ghana Prisons Service Official Website ([www.ghanaprison.gov.gh](http://www.ghanaprison.gov.gh))



Moreover, SLPS should ensure that adequate follow up is done on ex-prisoners to ascertain whether they have been properly reintegrated into the society, and assess the impact of the rehabilitation programmes.

- ◆ The Director should ensure that the rehabilitation programmes are set according to the jail term of the prisoner so that prisoners with varying terms of imprisonment will benefit from the programme.
- ◆ The Prisons Service should provide adequate materials for the successful implementation of the rehabilitation programme.
- ◆ The Director should ensure that the Discharge Board considers the need for a discharge package to prisoners and strengthens the Prisoners’ Earning Scheme. The Prison Service should maintain a data base on ex-prisoners who were engaged in rehabilitation programmes and assess the impact of the rehabilitation programmes after their jail term.

1. INTRODUCTION

1.1 Purpose and Scope

The Sierra Leone Prisons Service (SLPS) is one of three departments within the Ministry of Internal Affairs. It is an adjunct of the criminal justice system in Sierra Leone and contributes to the maintenance of internal security by maintaining a reformatory system operating within the laws of Sierra Leone and International Conventions. It is governed by the Prisons Ordinance and Prisons Rules of 1960 and 1961 respectively. The Prisons Service is charged with the management of 17 prisons nationwide.

The Sierra Leone Prisons Service is in the process of restructuring itself from punitive to correctional service and has placed emphasis on various rehabilitation programmes to enable prisoners live a productive life after imprisonment.

Rehabilitation and reintegration of prisoners are important areas in the administration of the Sierra Leone Prisons Service. These processes enable the prisoners acquire training and learn valuable skills. Ex-prisoners also get to live a life free of crime, resulting in major benefits for the society by reducing the level of relapse into crime and its associated costs.

The prevailing conditions in the Sierra Leone Prisons Service ranging from overcrowding in the prison cells and deplorable conditions of inmates, have been widely reported in the media<sup>2</sup>. This has resulted in public concern in terms of security and safety of lives and properties in the country.

The data presented in table 1 shows an annual total of nine hundred and thirty-four (934) convicted prisoners who were repeat offenders in six prisons. It also shows a sharp increase of repeat offending in the Prisons Service in 2011, which is an indication of the extent to which prisoners are rehabilitated before released into the society.

Table 1: Data on Recidivism for 2008 - 2012

Institutions	Year					Yearly total
	2008	2009	2010	2011	2012	
Freetown Central Prison	Unavailable	Unavailable	36 (July to December)	267	89	
Port Loko State Prison	Unavailable	Unavailable	8	19	4	
Mafanta Correctional Centre	Unavailable	Unavailable	Unavailable	9	19	
Kenema Male Prison	Unavailable	Unavailable	Unavailable	20	18	
Kenema Female Prison	60	142	73	41	12	
Bo Prison	16	60	19	19	39	
Total	76	202	100	375	181	934

Source: ASSL analysis of Prisons data on recidivism in respect of the prisons visited

<sup>2</sup>BBC Africa Dec. 6, 2010 internet, Premier Newspaper Issue 1002 on Thursday 24<sup>th</sup> February 2011, Awareness Times news paper on Thursday 21<sup>st</sup> July 2011, Standard Times Newspaper on Thursday 4<sup>th</sup> August, 2011, News Times Africa Dec.6, 2010.

5. RECOMMENDATIONS

5.1 Put adequate structures in place for the rehabilitation programmes

The Director together with the rehabilitation facilitators should devise strategies to encourage prisoners to participate in the rehabilitation programmes. The service should also sensitize prisoners on the benefits of successful completion of the rehabilitation programme.

The Prisons Service should consider the implementation of section 77 (1) of the UN Standard Minimum Treatment of Prisoners as amended in 1977, which requires the compulsory participation of young illiterate prisoners for the adult literacy programme.

The Prisons Service should ensure that the Reception Board established in the Western Area is actively involved in the rehabilitation programme as required by Rule 6 of the 1961 Sierra Leone Prisons Rules.

The Director should also establish a Reception Board for provincial prisons and ensure their effective and efficient involvement in the rehabilitation programmes.

The Director of Prisons should ensure that rehabilitation facilitators record progress of the rehabilitation participants on a regular basis and keep those documents in the prisoner’s file. This information can be used by the Discharge Board when deciding on the prisoner’s discharge package.

The Prisons Service should provide adequate training facilities relevant to the rehabilitation programmes for facilitators. This will enable the facilitators to deliver improved and quality training which will as well enable prisoners to acquire valuable skills and experience, and live a productive life after their release from prison.

5.2 Set guidelines for rehabilitation programmes

The Prisons Service should ensure that the ongoing programmes are reviewed and a detailed policy and curriculum on rehabilitation developed and followed. The service should also copy best practices from other countries in the sub-region such as Nigeria and Ghana that have succeeded in their Prisoners rehabilitation programmes.

The rehabilitation programmes should be upgraded and courses tailored for short and long term prisoners so as to enable each prisoner complete a programme by the end of his jail term.

Comprehensive records on the assessment and progress of programme participants should be maintained in each prisoner’s personal file. The service should also ensure that evaluation is done on the effectiveness of the rehabilitation programmes and provide adequate materials for participants.

5.3 Make provision for discharged prisoners

The Prisons Service should consider assessing the need for a discharge package to be given to discharged prisoners and the Prisoners Earning Scheme should be re-activated in line with section 113 (2) of the Prisons Rules. The service should also maintain a database on ex-prisoners who were engaged in rehabilitation programmes.

## 4. CONCLUSIONS

### 4.1 Poor Implementation of the Rehabilitation Programmes

Despite efforts made by the Prisons Service to rehabilitate prisoners, they are still unwilling to participate in the rehabilitation programmes. As a result, upon completion of their jail terms prisoners are still poorly reintegrated into the society resulting in recidivism.

The non existence of a Reception Board for interviewing prisoners and determining the kind of skills training needed and allocating them to specific rehabilitation programmes, caused the rehabilitation programmes to be ineffective.

Training plays an important role in the rehabilitation of prisoners. In the absence of the monthly progress report, it was difficult to determine how effectively the rehabilitation participants were monitored and assessed.

The success of an institution depends on the quality of staff working for that institution. The lack of relevant qualification and continuous training to build the capacity of rehabilitation facilitators affected the efficient implementation and outcome of the rehabilitation programme.

### 4.2 No structural plan for the rehabilitation programme

Although the goal of the institution is to reform and rehabilitate prisoners, the Prisons Service has not made adequate provision for a successful implementation of the rehabilitation programme. In addition, there are no laid down procedures or structured plan on how the programme should be implemented. Without a policy on rehabilitation, implementation of the training programmes will not be effective.

There is the risk that the Prisons Service will release prisoners without addressing their rehabilitation needs. With this trend, the institution's priority of reforming and rehabilitating prisoners as law abiding citizens will not be achieved.

### 4.3 No evaluation of the rehabilitation programmes

The Strategic Plan of SLPS for 2012 to 2014 requires the provision of After Care Service and Earning Scheme geared towards aiding the discharged prisoners for re-integration into society.

The Prisons Service has been unable to provide these services to the discharged prisoners. The lack of a reformative component like a discharge package will result in prisoners being poorly reintegrated into society, thereby creating room for recidivism.

### 4.4 Lack of training materials

The non availability of adequate training materials at all prisons visited has had a negative effect on the success of the programmes since facilities and materials are vital components for the rehabilitation programmes.

The purpose of this audit was to find out how the rehabilitation of prisoners was carried out by the Prisons Service. The objective of the audit was to assess whether the Prisons Service had effective rehabilitation programmes, adequate facilities and qualified facilitators to rehabilitate prisoners in order to aid their reintegration into society.

## 1.2 Method and Implementation

The audit was conducted in accordance with the International Standards of Supreme Auditing Institutions (ISSAI) and Performance Audit guidelines .

In order to assess the effect of the rehabilitation and reintegration programmes done by the SLPS, the team collected data from 14<sup>th</sup> November 2012 to 1<sup>st</sup> February 2013, conducted interviews, reviewed documents, did physical inspections and observations, and researched on rehabilitation strategies from other sub regional jurisdictions such as Ghana and Nigeria.

The audit focused on rehabilitation programmes conducted at the Freetown Central Prison, Port Loko State Prison, Mafanta Correctional Centre, Kenema male and female prisons and the Bo Prison. The period for which data was collected and reviewed was from January 2008 to December 2012.

Documents were reviewed to obtain relevant information and understanding of the rehabilitation programmes. (See Appendix I)

Interviews: Interviews were conducted with some administrative staff, facilitators and rehabilitation programmes participants to confirm information from the documents reviewed. (See Appendix II)

Physical inspection and observation: The team inspected the facilities/workshops of the rehabilitation programmes to observe their status and to assess their availability at various prisons.

The draft version of this report was presented to SLPS and their response dated, 26<sup>th</sup> of June 2013 has been considered before finalising the report. SLPS's response highlighted an establishment of a Reception Board and actions to be taken to achieve some of the recommendations stated in the audit report. It is included as Appendix IV.

2. REHABILITATION OF PRISONERS BY THE SIERRA LEONE PRISONS SERVICE

2.1 Regulatory Framework

The Sierra Leone Prisons Ordinance and Sierra Leone Prisons Rules of 1960 and 1961 respectively constitute the legal framework for the Prisons Service. These documents guide the treatment, processes and procedures of people in prison.

The Sierra Leone Prisons Rules 1961 state thus:

Rule 6: “The Director may establish in any prison a Reception Board consisting of the officer in charge of the prison and such other persons as the Director may determine, who shall, as soon as possible after his reception in prison, interview every prisoner, and consider what arrangements are to be made for the prisoner’s training.”

“The Board should after reception classify all prisoners sentenced to imprisonment having regard to their age, character and previous history. The Reception Board should assess and make arrangements for the rehabilitation needs of each of the prisoners.”

Rule 36: “every prisoner shall be searched when taken into custody by a prison officer, on admission into prison, and at such subsequent times as the officer in charge shall direct and all unauthorised articles shall be taken from him.”

Rule 37 (1): “the searching of a prisoner shall be conducted in as seemly a manner as is consistent with the necessity of discovering concealed articles.”

Rule 39: “the name, race, and tribe, age, height, weight, particular marks, and such other measurements and particulars as may be required in regard to a prisoner shall upon his admission, and from time to time, be recorded in such manner as the Director shall direct.”

Rule 40: “a prisoner may be photographed on admission and subsequently, but no copy of the photograph shall be given to a person who is not authorised to receive it.”

Rule 41: “every prisoner shall, unless exempted by the officer in charge or the medical officer, take a bath, or shower, on admission, and thereafter daily.”

Rule 42: “every prisoner shall, on the day of his admission or as soon as possible after his admission, be separately examined by the medical officer who shall record the state of health of the prisoner and such other particulars as may be directed.”

Rule 46: “subject to the provisions of section 37 of the Prison Ordinance, every prisoner shall be supplied with and shall wear such prison clothing as may be directed. Additional or alternative clothing may be supplied to a prisoner on the recommendation of the medical officer.”

Rule 52 (1): “subject to the provisions of paragraphs (2),(3),(4),and (5) of this rule, all convicted criminal prisoners sentenced to imprisonment shall have their hair cut short and their beards,

The Freetown Central prisons had relatively improved facilities in terms of machines and workshops as shown in the partial photo below:



Partial view of a carpentry workshop at the Freetown Central Prison.

3.4 Lack of post rehabilitation package

3.4.1 No start-up kit upon discharge

Rule 113(2) of the Sierra Leone Prisons Rules of 1961 states that “A Board shall interview all convicted criminal prisoners within three months of their due date of discharge, and shall decide if any and what assistance should be granted to the prisoner with a view to his rehabilitation in civil life.”

Despite the obligation of the SLPS to have a discharge board, interviews revealed that there was no discharge board for the period under review and upon completion of their term of sentence and rehabilitation, no discharge package/start-up kit was given to the ex-prisoners. They were only given transport fare if they were not residing within the area of imprisonment.



3.3 Inadequate resources for the implementation of programmes  
3.3.1 Inadequate facilities within the prisons service

Section 72(1) of the UN Standard Minimum Treatment of Prisoners as amended in 1977, states that; “the organisation and methods of work in the prison institutions shall resemble as closely as possible those of similar work [of ] outside institutions, so as to prepare prisoners for the conditions of normal occupational life.”

During physical inspection, the audit team observed that the Prisons Service lacked adequate materials to undertake the rehabilitation programmes especially in the regional areas. This was confirmed through interviews with key officials.  
The team observed faulty sewing machines, inadequate workshop materials and inadequate learning materials for the adult literacy classes in all of the prisons visited.



Faulty sewing machines at the Freetown Central Prisons.

The team observed that tables for carpentry work were in an open air outside the prison yard in the Bo Prison and Mafanta Correctional Centre as evident in the photo below .



Outdoor carpentry work station in Bo.

whiskers, moustaches, if worn, trimmed close, and those who wear no hair in their faces, or a moustache only shall be shaved as often as may be necessary to preserve a clean and decent appearance.”

2.2 Vision Statement

A secured, caring and reliable service.

2.3 Mission Statement

Correctional Services exist as part of an integrated justice system, to protect society by keeping inmates in secure and humane conditions while encouraging and assisting offenders in their rehabilitation and re-integration.

2.4 Goals and objectives of the Sierra Leone Prisons Service

Goals	Outcomes	Outputs	Activities
To reform and rehabilitate inmates	Inmates welfare is enhanced	After care service	Find employment in their skills areas  Re-establish family relationship  Re-connect to Community/ Society  Solicit support from Non Govern- mental Organisations
		30% of skilled inmates	Recruit/train more technical in- structors  Construct workshops equipped with hand tools  Create special unit for marketing of finished products  Provide Earning Scheme Aid to discharged inmates.

Source: Sierra Leone Prisons Service Strategic Plan 2012 – 2014

2.5 Guiding Principles

- ◆ We respect and uphold the fundamental human rights of inmates in the discharge of our duties, and strive to exceed the UN Minimum Standards for the Treatment of Prisoners
- ◆ We engage in programmes that promote reformation and rehabilitation of offenders
- ◆ We build good working relationships with our partners in the justice sector and other key stakeholders
- ◆ We develop our human resources capacity in order to achieve effective and efficient ser- vice delivery
- ◆ We ensure equal opportunity for all.

2.6 Organisational Structure

The Prisons Service is divided into two main groupings, namely National Headquarters and Regional Command.

The National Headquarter is where the overall command, control, supervision, planning and monitoring of activities are instituted. It is further divided into two wings namely: Administrative and Technical.

The Administrative wing is responsible for the day to day running and enforcement of discipline for both prisoners and officers.

The Technical wing is responsible for general maintenance of assets, rehabilitation of prisoners and exhibition of items produced by prisoners for sale to the public.

At the Regional Command, each of the four regions of the prisons is headed by a Regional Commander and assisted by Officers in Charge (OIC).

2.7 Roles and Responsibilities (See Appendix III)

2.8 Funding

The Prisons Service is funded by the Government of Sierra Leone through a budgetary allocation from the Ministry of Finance and Economic Development.

Budget on the Rehabilitation programme was not provided for the period under review.

2.9 An overview of the Rehabilitation of Prisoners

The prisoners in the custody of SLPS are made up of three different categories, namely: convicted, remand and trial. Convicted prisoners are those that had been sentenced by the court. Remand prisoners are those on trial in the magistrate courts, and Trial prisoners are those on trial in the High courts.

The rehabilitation programmes are meant mainly for the convicted prisoners whose sentences were substantial enough to allow them time to complete their preferred skills training and/or other rehabilitative needs.

The Locking-up Report as at 31st December, 2012 showed a total of two thousand seven hundred and sixty two (2,762) prisoners in all seventeen (17) prison institutions.

Table 7: Training of Prisons officers (excluding basic prisons training)

Type of training	Year				
	2008	2009	2010	2011	2012
Training on control and retraining	0	0	7	0	0
Training on Human Rights	0	0	0	9	0
Training on Gender	0	0	0	0	6
Election Training	0	0	0	0	7
Training on rehabilitation programmes	0	0	0	0	0
Total number of officers who benefited from the training programmes	0	0	7	9	13

Source: ASSL analysis of Prisons data on training

3.2 Poor planning of the rehabilitation programmes

3.2.1 No manuals and procedures for the individual rehabilitation programmes

One of the objectives stated in the Strategic Plan 2007 to 2009 of the Sierra Leone Prisons Service was to develop and implement rehabilitative and reformative programmes for offenders.

Through interviews at Sierra Leone Prisons Service, the auditors noted that there were no written guidelines, manual and procedures covering the individual rehabilitation programmes and there was no time frame for the completion of any rehabilitation programme. Programmes were not designed according to the jail term of the prisoners; like six months, nine months or one year etc. Interviews with facilitators disclosed that completion of the programme depended on the determination, willingness and the jail term of the prisoners.

The auditors also noted that there was no standard time frame for observing a prisoner after admission into the prison and before referring him to a specific rehabilitation programme.

3.2.2 No documentary evidence on the progress of participants

Monthly progress reports on the prisoner and activities in the specific workshop should be sent to the OIC Technical and a copy should be maintained in his/her file.

A review of samples of prisoners’ files revealed that there was no documentary evidence to show how prisoners were assessed by their facilitators on the rehabilitation programmes. Interviews with the facilitators confirmed that no records were maintained on the progress of the prisoners during the rehabilitation programmes. Prisoners were informally assessed based on their level of participation on the programme.

3.1.5 Few qualified facilitators and lack of training on rehabilitation programmes

As stated in the Strategic Plan of 2007-2009, one of the Guiding Principles of the Prisons Service states thus: “we develop our human resources capacity in order to achieve effective and efficient service delivery”.

During the review and analysis of the personal files of the rehabilitation facilitators, the team noted that out of a total of 39 facilitators, the Prisons Service had only fifteen (15) qualified facilitators to carry out the rehabilitation programmes, that is, 62% of the facilitators were without qualification relevant to the ongoing rehabilitation programmes as shown in table 6.

Table 6: Academic/Vocational qualification of rehabilitation facilitators nationwide

Institution	Total No. of facilitators	No. of facilitators with qualification	No. of facilitators without qualification
Freetown Central Prison	27	11	16
Freetown Female Prison	1	0	1
Makeni State Prison	3	1	2
Port Loko State Prison	0	0	0
Kambia Prison	0	0	0
Mafanta Correctional Centre	3	1	2
Magburaka Local Prison	0	0	0
Bo Prison	2	0	2
Pujehun Prison	0	0	0
Moyamba Prison	0	0	0
Bonthe Prison	0	0	0
Matru Jong Prison	0	0	0
Kenema Male Prison	3	2	1
Kenema Female Prison	0	0	0
Kailahun Prison	0	0	0
Sefadu Prison	0	0	0
Kabala Prison	0	0	0
Total	39	15	24
Percentage		38	62

Source: ASSL analysis of SLPS rehabilitation facilitators nationwide

Although training had been conducted on other areas as highlighted in table 7, the review of training documents disclosed that there was no training for facilitators on any of the rehabilitation programmes for the period 2008 to 2012. This was also confirmed through interviews with key staff at SLPS.

Table 2: Location of Prisons and Number of Prisoners Nationwide as at 31<sup>st</sup> December 2012

No.	Prisons institutions	No of prisoners
1	Freetown Central Prison	1,389
2	Freetown Female Prison	50
3	Makeni State Prison	149
4	Port Loko State Prison	160
5	Kambia Prison	69
6	Mafanta Correctional Centre	95
7	Magburaka Local Prison	82
8	Bo Prison	140
9	Pujehun Prison	40
10	Moyamba Prison	56
11	Bonthe Prison	43
12	Matru Jong Prison	40
13	Kenema Male Prison	216
14	Kenema Female Prison	17
15	Kailahun Prison	38
16	Sefadu Prison	155
17	Kabala Prison	23
Total		2,762

Source: Prisons’ Locking Up Reports nationwide as at 31<sup>st</sup> December, 2012.

The Sierra Leone Prisons Service should rehabilitate prisoners through various programmes such as: Mental health clinic/Psychological care, Religious and Literacy programmes, Agriculture, Technical/Vocational trainings and Reintegration.

The prisoners should have formal classroom instructions in line with the national syllabus governing their vocation. Practical jobs should be assigned to them under the watchful eyes of the facilitator, whose responsibility is to train them for other vocations like weaving, art & craft, which may not have a national syllabus.

The Prisons Service should recruit officers qualified in the respective rehabilitation programmes offered to prisoners, and basic tools and facilities should be installed in the prisons to help train prisoners in various skills.

After rehabilitation and discharge, the Prisons Service should reintegrate the prisoner into the community he prefers to settle. This should involve the use of half-way-home prisons. These are prisons that help in the reintegration process by relaxing all the prison rules and allowing the prisoner to go to work unaccompanied by a prison officer and return to the half-way-home prison at a given hour.

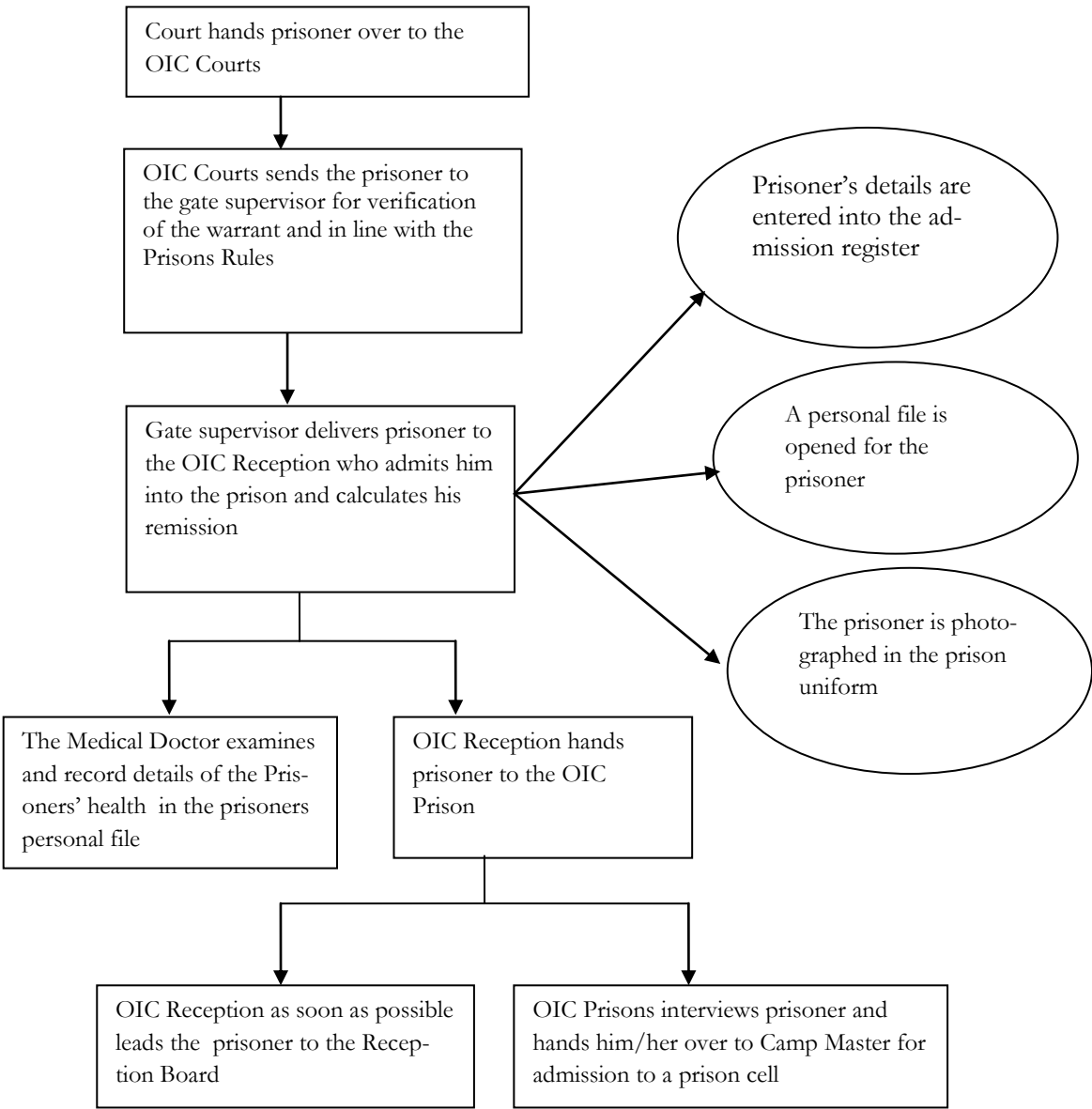
Each prisoner in the half-way-home Prisons should be assigned to a Probation officer who should be charged with the responsibility of resettling the prisoner to restart life. The officer should act as a link between the prisoner and the outside world, help the prisoner find work or set up his private workshop with the discharge package of tools and other materials.



2.10 Process of Admission and Rehabilitation of Prisoners by the Sierra Leone Prisons Service

In Sierra Leone, accused persons or suspects are sued to court. In the case where the suspect is refused bail or is unable to satisfy the conditions for bail, he/she should be handed over for admission to the Sierra Leone Prisons. Below is the process of admission of a prisoner.

PROCESS OF ADMISSION OF PRISONER INTO THE PRISON



2.10.1 Admission of Prisoners into Prison

From the interviews conducted, it came out that the court should hand the prisoner whether convicted or un-convicted over to the prison officer in charge of courts, who should then bring the prisoner to the prison and hand him over to the gate supervisor. At this point, the gate supervisor should verify the warrant accompanying the prisoner, and, according to the 1961 Sierra Leone Prisons Rules 36 and 37, the prisoner should be searched in a manner consistent with the necessity of discovering concealed articles that are not permitted into the prison. The prisoner should also be made to follow prison hygienic procedures in line with Prisons Rules 41and 52, and should be supplied with a uniform as stated in Prisons Rules 46.

During the review of the prisoners' personal files, the auditors further noted that, there was no evidence of medical examination of prisoners upon admission into the prison.

3.1.4 No Rehabilitation Facilitators in most Prisons

Interviewees, responding to questions posed to them, said that the Sierra Leone Prisons Service had adequate personnel to handle the rehabilitation programmes.

During further investigations made to assess the effectiveness of the rehabilitation programmes, the audit team requested for documents relating to the details of rehabilitation facilitators nationwide. The team then realized that contrary to statements obtained during the interviews, 11 out of the 17 prisons (65%) were without rehabilitation facilitators as shown in table 5. It was also revealed during the audit that facilitators were inadequate in some of those prisons.

Table 5: Number of rehabilitation facilitators nationwide

Institution	Total No. of rehabilitation facilitators
Freetown Central Prison	27
Freetown Female Prison	1
Makeni State Prison	3
Port Loko State Prison	0
Kambia Prison	0
Mafanta Correctional Centre	3
Magburaka Local Prison	0
Bo Prison	2
Pujehun Prison	0
Moyamba Prison	0
Bonthe Prison	0
Matru Jong Prison	0
Kenema Male Prison	3
Kenema Female Prison	0
Kailahun Prison	0
Sefadu Prison	0
Kabala Prison	0
Total	39

Source: ASSL analysis of Prisons data (nationwide) on rehabilitation facilitators





Cross section of a literacy class conducted by SLPS in the Kenema Female Prison, January 2013.

3.1.3 Inactive Reception Board

Rule 6(1) of the Sierra Leone Prisons Rules of 1961 states that “the Director may establish in any prison a Reception Board who shall, as soon as possible after his reception in prison, interview every prisoner, and consider what arrangements are to be made for his training.” Rule 6(2) also states that “the Reception Board shall as soon as possible after reception, classify all prisoners sentenced to imprisonment having regard to their age, character and previous history.”

Interviews conducted at the Freetown Central and Freetown Female Prisons confirmed that the Reception Board was inactive for the period under review (2008-2012). On the other hand, interviews conducted with key personnel in the Provincial Prisons visited disclosed that there was no Reception Board for the regional prisons.

In addition, the auditors noted (through the review of samples of prisoners’ files in Freetown and the Provincial prisons) that there was no documentary evidence to show that individual prisoners were being assessed by the Reception Board prior to their rehabilitation.

According to Rule 42 of the Sierra Leone Prisons Rules of 1961, upon admission into the prison, the prisoner should be examined by a medical doctor to ascertain the health status of the prisoner as part of the admission process.

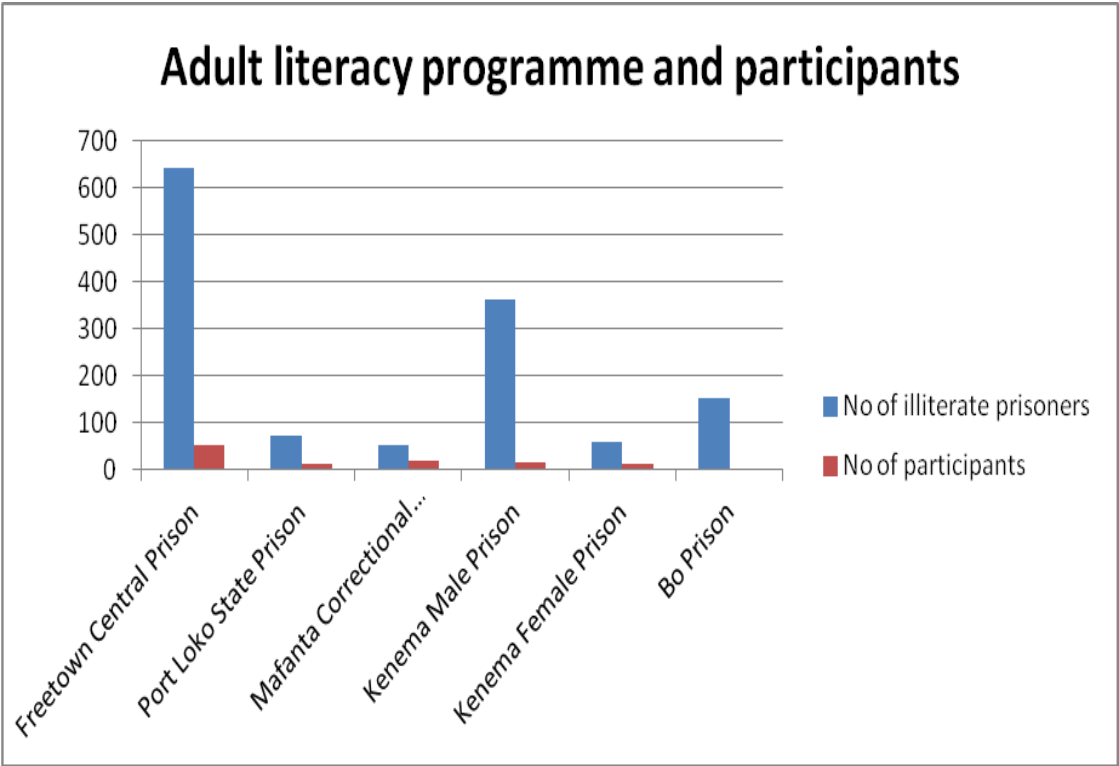
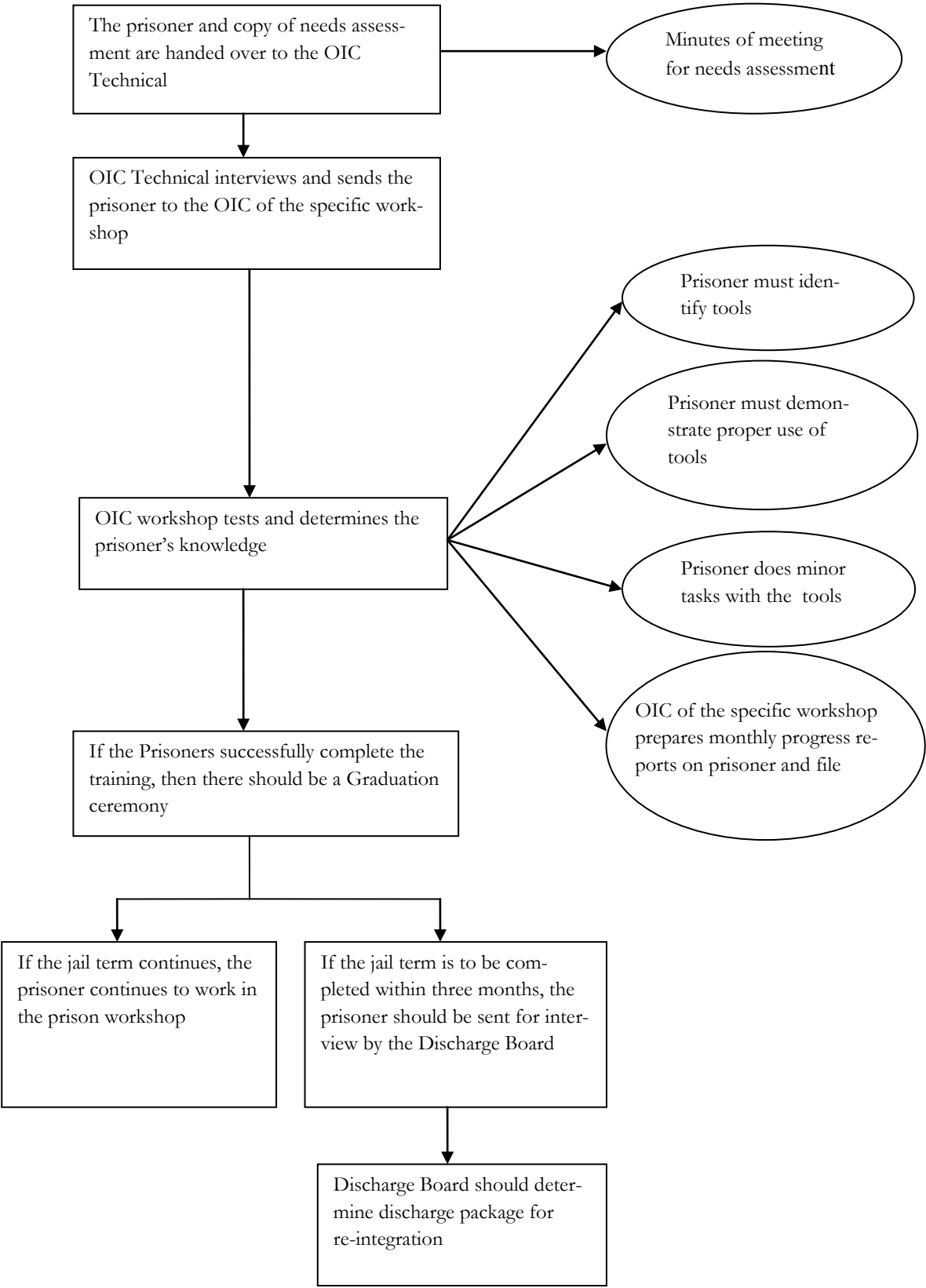
In all the provincial prisons visited, there was no assigned medical doctor for medical examination of prisoners as required by Rule 42. However, prisons officers were stationed as nurses in the various provincial prisons for the treatment of minor illnesses.

When handed over to the officer in charge of reception, the prisoner’s details, which include name, employment and literacy status, date of conviction, calculation of prisoner’s remission and date of release etc., should be entered into the admission register and he/she should also be assigned an admission number. A personal file should be opened for the prisoner in which all documents including reports of the individual’s performance at rehabilitation programmes should be kept and maintained by the OIC reception. The prisoner should then be photographed in the prison uniform and the photograph should be attached to the prisoner’s personal file.

The Medical Doctor should examine the prisoner and record the state of the prisoner’s health and a copy of the doctor’s report should be kept in the personal files.

The officer in charge of reception should hand the prisoner to the officer in charge of the prison who should interview the prisoner and hand him over to the Reception Board.

THE PROCESS OF REHABILITATION OF PRISONERS



A graphical presentation of table 4 above

Literacy classes, one conducted by the Non Governmental Organisation AdvocAid Sierra Leone for female prisoners in Kenema and the other by the Prisons Service.



Cross section of a literacy class conducted by AdvocAid in the Kenema Female Prison, January 2013



From the information provided, it is evident that out of nine hundred and two (902) convicted prisoners only 15% were participating in the vocational training programmes as at 31<sup>st</sup> December, 2012.

3.1.2 Few Participants in the Adult Literacy Programme

The UN Standard Minimum Rules for the Treatment of Prisoners as amended in 1977, section 77 (1) states that; “The education of illiterates and young prisoners shall be compulsory and special attention should be paid to it by the administration.”

A review of the prisoner’s admission register referred to as ‘The Particular’s Book’, and statistics for the illiterate convicted prisoners (2012) for seven prisons visited revealed that a good number of illiterate prisoners did not participate in the literacy programmes. Following the review, analysis showed that 91% of the illiterate prisoners did not participate in the literacy programmes in the prisons visited as shown in table 4.

Interviews with officers disclosed that, during the time of the Justice Sector Development Project (JSDP), incentives were provided to prisoners which motivated them to attend the adult literacy classes. At the end of the project, their participation dropped as there were no incentives.

Table 4: Adult Literacy Programme and participants for 2012

Institutions	No. of illiterate prisoners	No. of participants
Freetown Central Prison	642	54
Port Loko State Prison	73	11
Mafanta Correctional Centre	53	20
Kenema Male Prison	361	17
Kenema Female Prison	58	13
Bo Prison	152	0
Total	1,339	115
Percentage		9

Source: ASSL’s analysis of Prisons Statistics of convicted prisoners engaged in Adult Literacy Programmes and Prisons data on the status of convicted prisoners for 2012

2.10.2 The Process of Rehabilitation

After receiving the prisoner, the Reception Board should interview the prisoner as soon as possible and consider what arrangements should to be made for his/her training or rehabilitation.

The recommendations of the Reception Board should take into consideration the prisoner’s preference of any particular existing trade of interest and/or literacy programme and should be documented accordingly. The prisoner should be sent to the OIC Technical who should also interview him/her to determine his/her level of knowledge in his/her preferred trade. The OIC Technical should then send his findings and the prisoner to the officer of the specific workshop as recommended by the Reception Board.

If the prisoner has prior knowledge in the vocation, the officer in charge of the specific workshop should carry out some simple tests to determine the level at which the prisoner is to start his training, as some prisoners may have started trainings in a specific vocation before coming into the prison.

The Level of Knowledge Test for prisoners who have started their vocation before coming into the prison should involve three stages:

- ◆ Stage one: the tools should be displayed and the individual should be asked to identify them and explain their use. If this is done satisfactorily, then the individual should move to stage two.
- ◆ The second stage should involve demonstrating the proper use of the tools.
- ◆ Stage three should involve doing some minor tasks with the tools.

A monthly progress report on the prisoner’s activities in the specific workshop should be sent to the OIC Technical and a copy should be kept in the prisoner’s file. At the end of the trainings, a graduation ceremony should be held in the prison yard for all the participants of the various programmes. Certificates should be awarded to the graduates with no reference made to the prison.

If a prisoner has graduated from the programme and his jail term is expected to be completed within three months, he/she should be interviewed by a discharge board to determine their discharge package. If his/her term of sentence is still running, he/she should continue to work in the workshop until the end, when he/she should be handed over to the discharge board. The discharge package should include tools and the savings from the earning scheme.

2.11 Recent Developments

In the process of rebranding the Prisons Service to international standards, and one with a correctional approach of rehabilitation and reformation of prisoners, the Prisons Service took some corrective measures to improve on service delivery to both the public and the prisoners and to contribute positively to nation building.

The regulatory framework (Sierra Leone Prisons Ordinance Act 1960 and Sierra Leone Prisons Rules 1961) was reviewed and upgraded to meet international standards and was submitted to Parliament through the Ministry of Internal Affairs.

The Prisons Service introduced adult literacy programmes in all prisons for the purpose of reformation and rehabilitation of prisoners and through the help of AdvocAid Sierra Leone, (a Non Governmental Organisation that supports justice, education and reintegration for female detainees and their children), a Library was constructed at the Freetown Central Prison and officially opened to the prisoners.

A third gate was erected at the Freetown Central Prison Gate Lodge to forestall bulldozing of prisoners through the main entrance, also a Body and Property scanner was installed to scan for contrabands. Closed Circuit Television (CCTV) and monitors were installed in strategic areas within the prison to monitor movements of staff and prisoners.

A prisons website was also established<sup>3</sup>.

<sup>3</sup> [www.slcorrectionalservices.org](http://www.slcorrectionalservices.org)

3. FINDINGS  
3.1 Ineffective Rehabilitation Programmes

3.1.1 Unwillingness of Prisoners to participate in the Rehabilitation Programmes

According to interviews conducted with some facilitators of the various rehabilitation programmes, the audit team noted that the rehabilitation programmes were specifically for convicted prisoners although in some cases prisoners on remand and trials were allowed to participate in the programmes.

It was revealed by the facilitators that a large number of convicted prisoners were not participating in the rehabilitation programmes on the basis that there was no motivation for them to attend.

Interviews conducted with some prisoners who were entitled to participate in the rehabilitation programmes revealed that educational materials such as books, pens, etc. were not adequately provided during the entire training sessions. Furthermore, the prisoners expressed the need for other forms of motivation like extra food, drinks, etc. as a way of encouraging their participation.

The table below highlights the various rehabilitation programmes carried out and the number of convicted prisoners who participated in those programmes as at 31<sup>st</sup> December, 2012.

Table 3: Rehabilitation Programmes and participants as at 31<sup>st</sup> December, 2012.

Institutions	Type of rehabilitation programmes	No. of ongoing rehabilitation programmes	No. of convicted prisoners	No. of Rehabilitation participants
Freetown Central Prison	◆ Tailoring ◆ Bakery ◆ Carpentry ◆ Electrical ◆ Shoe making ◆ Masonry ◆ Art & Craft ◆ Upholstery ◆ Plumbing ◆ Welding	10	544	83
Freetown Female Prison	◆ Sewing ◆ Bead work	2	18	12
Port Loko State Prison	◆ Weaving ◆ Bakery	2	67	5
Mafanta Correctional Centre	◆ Tailoring ◆ Carpentry ◆ Bakery	3	95	14
Kenema Male Prison	◆ Agriculture ◆ Tailoring ◆ Bakery	3	95	11
Bo Prison	◆ Tailoring ◆ Carpentry	2	83	9
Total		22	902	134
Percentage				15

Source: ASSL's analysis of Prisons statistics on rehabilitation programmes and participants.