

**PERFORMANCE AUDIT REPORT ON THE  
WELFARE OF INMATES BY THE SIERRA LEONE  
CORRECTIONAL SERVICE**

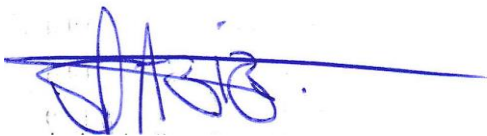
**DECEMBER 2021**

## **FOREWORD**

In submitting this Performance Audit Report for tabling in Parliament, we refer to Section 11 of the Audit Service Act of 2014 which defines the key role of the Audit Service Sierra Leone (ASSL) thus: “to audit and report on all public accounts of Sierra Leone and all public offices including the Judiciary of Sierra Leone, the central and local government institutions, the University of Sierra Leone and other public sector institutions of like nature, all statutory corporations, companies and other bodies and organisations established by an Act of Parliament or statutory instrument or otherwise set up wholly or in part out of public funds”.

Section 11 (2c) of the Audit Service Act of 2014 confers on the Audit Service the right to carry out value-for-money and other audits to ensure that efficiency and effectiveness are achieved in the use of public funds. Section 65 (6) of the Public Financial Management Act of 2016 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 our mandates as described above, we have the pleasure and honour to submit a detailed performance audit report relating to the Welfare of Inmates by the Sierra Leone Correctional Service.



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**ACTING AUDITOR-GENERAL**

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## **LIST OF ABBREVIATIONS AND ACRONYMS**

<b>ASSL</b>	Audit Service Sierra Leone
<b>CPR</b>	Cardio Pulmonary Resuscitator
<b>CPT</b>	Committee for the Prevention of Torture and Inhuman or Degrading Treatment
<b>CF</b>	Consolidated Fund
<b>DG</b>	Director General
<b>DSA</b>	Daily Subsistence Allowance
<b>GoSL</b>	Government of Sierra Leone
<b>GTI</b>	Government Technical Institute
<b>HIV</b>	Human Immune Virus
<b>HR</b>	Human Resources
<b>ICB</b>	International Competitive Bidding
<b>LBD</b>	Life-By-Design
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MoJ</b>	Ministry of Justice
<b>MoU</b>	Memorandum of Understanding
<b>NCB</b>	National Competitive Bidding
<b>NGO</b>	Non-Governmental Organisation
<b>NPPA</b>	National Public Procurement Authority
<b>OIC</b>	Officer-In-Charge
<b>PHRC</b>	Parliamentary Human Rights Committee
<b>PWSL</b>	Prison Watch Sierra Leone
<b>SALWACO</b>	Sierra Leone Water Company
<b>SLCS</b>	Sierra Leone Correctional Service
<b>SLGTI</b>	Sierra Leone Government Technical Institute
<b>TB</b>	Tuberculosis
<b>TWG</b>	Technical Working Group
<b>UN</b>	United Nations
<b>UNDP</b>	United Nations Development Program
<b>UNIMAK</b>	University of Makeni
<b>YMCA</b>	Young Men Christian Association

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## **EXECUTIVE SUMMARY**

Every nation deserves a justice system it can be proud of. The most important step in achieving a desired justice system is the respect for human rights and the rule of law. Therefore, when one assesses the criminal justice system, it should be seen that everyone is treated fairly. It is therefore crucial that the prison system should be one that would protect the dignity of the human person. This is related to Goal 16, Target 16.3 of the Sustainable Development Goals (SDGs) which requires the State to: “Promote the rule of law at the national and international levels and ensure equal access to justice for all.”

This is also expressed in Cluster 3 of the Sierra Leone’s Medium-Term National Development Plan 2019–2023; Governance and Accountability for Results, Target 4.5 (1) by 2023 which ensures that the number of cases awaiting judgement for six months is considerably lower than in 2018.

The Sierra Leone Prisons Service (as it was formerly called), now the Sierra Leone Correctional Service (SLCS) was established in 1914 as an adjunct of the criminal justice system of Sierra Leone, with the Pademba Road Prison as the only prison facility. Currently, there are 19 correctional centres nationwide.

The SLCS exists as part of an integrated justice system to protect society by keeping inmates in secure and humane conditions, whilst encouraging and actively assisting them in their rehabilitation and reintegration by a professional workforce. It contributes to the reformation, rehabilitation and reintegration of both remanded and convicted persons.

The welfare of inmates is the provision of essential services to inmates for their improved well-being, to live in humane conditions and to ensure that their rights are kept and maintained. The SLCS as part of the criminal justice system and respect for the rule of law contribute to the protection of society by actively encouraging and assisting offenders to become law-abiding citizens, while exercising reasonable safe, secure and humane control.

Over the years, the SLCS has faced challenges with overcrowding which has led to congestion of cells, poor medical facilities, insufficient beddings, inadequate uniforms, lack of recreational facilities and ineffective reintegration and rehabilitation of inmates.

In 2016, the UNDP supported the SLCS with a colossal amount Le1,599,630,000 (US\$ 216,166) for the implementation of the project: From Prisons to Corrections.



It is against this background that the Audit Service Sierra Leone (ASSL), based on its legal mandate as detailed in section 119 (2) of the 1991 Constitution of Sierra Leone, undertook a performance audit on “The Welfare of Inmates by the SLCS”.

The audit covered the period between January 2017 and December 2019 with the main objective of assessing whether systems are in place to ensure the welfare of inmates are addressed in line with the Sierra Leone Prisons Rules, the SLCS Act of 2014 and the International Human Rights Standards for Inmates.

At the time of finalising the report, an exit meeting was held on the 8<sup>th</sup> September, 2021. A draft report was issued thereafter for a response from the client within 15 days as stipulated by law. Requested evidence to substantiate the response received from SLCS relates to current year and therefore the findings remain unresolved.

The following is a summary of the main findings, conclusion and recommendations arising from the audit.

## **Main Findings**

The Sierra Leone Prisons Ordinance and Sierra Leone Prisons Rules of 1960 and 1961, the Correctional Service Act of 2014 and the United Nations Minimum Rules for the Treatment of Prisoners respectively, guide the treatment, processes and procedures of people in prison.

### **A. Examination of Inmates on Admission and before Discharge**

- Section 37 of the SLCS Act of 2014, requires that upon admission to and immediately before discharge from a correctional centre, the Medical Officer shall examine every inmate. From the 11 correctional centres visited, there was no evidence to show that inmates were medically examined upon admission and prior to discharge. Review of inmates’ files revealed that general information was obtained from inmates on admission and then handed over to the OC Yard to be taken to their respective cells depending on the nature of their crimes. Upon discharge, they are only provided with transportation fare, for inmates that stay out of the region when they are set free.

## **B. Medical Facilities**

Section 4 of the Prisons Act of 2014 states: “Where a Medical Officer is of the view that an inmate is in need of specialist treatment, including psychiatric care, the Medical Officer shall make a report to the Officer-In-Charge, and shall arrange for the inmate to be referred to an appropriate medical practitioner. A total of 17 males and seven female insane inmates were at these centres. A review of the medical report by the psychiatric doctor revealed that two of the female inmates were not fit to plea. They were kept in the centres contrary to section 4 of the 2014 Prisons Act.

Rule 22 (2) of the United Nations Standard Minimum Rules for the Treatment of Prisoners states:

“Sick prisoners who require specialist treatment should be transferred to specialised institutions or to civil hospitals. Where hospital facilities are provided in an institution, the equipment, furnishings and pharmaceutical supplies shall be proper for the medical care and treatment of sick prisoners.” The audit team observed that sick inmates were admitted in the centre and were taken to the government hospital when their conditions become severe as a result of the lack of adequate drugs and equipment.

During a visit, we observed that 12 sick inmates were laid on bare mattresses on the floor of the hospital within the male facility at the Freetown Correctional Centre (Pademba Road). It was also revealed to the auditors that the hospital did not have equipment such as oxygen machine, cardiopulmonary resuscitator (CPR) for respiratory distress, ECG for heart, scanning and mobile x-ray machines, blood bank (small size), and sterilising machines.

According to interviews with nurses and officers in charge at various centres, it was revealed that pharmaceutical supplies, to enhance medical care and treatment of sick inmates, were not adequate for the number of inmates. The auditors observed that various drugs were combined in a single dosage and administered to all sick inmates irrespective of the nature of their illnesses.

## **C. Accommodation**

- Rule 10 of the United Nations Standard Minimum Rules for the Treatment of Prisoners states: “All accommodation provided for the use of prisoners, and in particular, all sleeping accommodation shall meet all requirements of health...” During our visit to the correctional centres, it was observed that the cells were overcrowded, especially the Maximum Correctional

Centre. Inmates awaiting trials were far more than those that were already convicted and as such, there was huge accommodation constraints once new inmates were brought into the facilities. Some inmates had been on trial for more than eight years, especially at the Maximum Correctional Centre in Freetown. A review of documents and interviews with the Officer Commanding (OC), noted that 2,309 inmates were on trial and remanded at the different correctional centres.

- Cells were not airy or well ventilated and lacked minimum floor space when one considered the number of inmates within each cell. There was also no standard policy on the number of inmates per cell. As a result of the increase in the number of inmates and the limited cells, additional mattresses are sprawled in the centre of the passage at night which affected free movement and a risk to the spread of disease. The cells visited were observed to be hot especially for the Makeni Correctional Center which had a sealed building with zinc roofing sheets.

#### **D. Uniforms and Beddings**

- Rule 17 of the United Nations Standard Minimum Rules for the Treatment of Prisoners states: “Every prisoner who is not allowed to wear his own clothing shall be provided with an outfit of clothing suitable for the climate, and adequate to keep him in good health. We observed that inmates were in tattered and torn uniforms, a manner that was so humiliating. Informal interviews with inmates revealed that they had not been supplied uniforms for the past three years. Previous inmates used some of those uniforms which were now being used by the current ones.
- Rule 19 of the United Nations Standard Minimum Rules for the Treatment of Prisoners states: “Every prisoner shall be provided with separate bed and sufficient beddings.” According to interviews, inmates were only supplied with beddings when general supplies were made from stores. New inmates were not guaranteed the supply of beddings as there was no policy to provide beddings for new inmates. They therefore made do with what was available in the cell.

#### **E. Toilet Facilities**

- Rule 15 of the United Nations Minimum Standard Rules for the Treatment of Prisoners states: “The sanitary installations shall be adequate to enable every prisoner to comply with the needs of nature when necessary, and in a clean and decent manner.” Interviews with inmates and physical inspection of cells confirmed that the toilet facilities were inadequate for the number of inmates in all the male correctional centres visited.

- A review of supply ledgers in Freetown and the provinces showed that, two bars of soap were provided for inmates at least once a month and one tube of toothpaste per cell a month. Interviews with the OC disclosed that underwear, towels, foot-wears, toothbrushes are supplied to inmates as and when supplies are received from headquarters.

#### **F. Water Facilities**

- Rule 20 (2) of the United Nations Minimum Standard Rules for the Treatment of Prisoners states: "Drinking water shall be available to every prisoner whenever he needs it." The provincial centres were however challenged with water supply as bore holes dried up during the dry season which led to inmates fetching water outside the premises of the prison. The Makeni Female Correctional Centre did not have any source of water within the centre and therefore sourced water outside the premises of the prison.

#### **G. Food**

- Rule 20 (1) of the United Nations Standard Minimum Rules for the Treatment of Prisoners states: "Every prisoner shall be provided with food of nutritional value adequate for health and strength."

Inmates were provided with meals two times a day. Breakfast was provided at 7:00am and lunch between 12:00 mid-day and 3:30pm. The ration provided for lunch which was a bowl of rice, was meant for both lunch and dinner. That notwithstanding, Monosodium crystal, commonly known as "white maggi" was an ingredient of the sauces, even though it is known to have links with health hazards (Pedial-Edema) to inmates.

#### **H. Reformation, Rehabilitation and Reintegration**

- It was noted that the SLCS had not developed standard guidelines for the rehabilitation and reintegration of inmates. The auditors noted that the rehabilitation programmes, especially in the provincial correctional centres were not adequate with little or no facilities in some areas visited especially Maburaka. 5
- Equipment for skills trainings were inadequate to cater for the number of sentenced inmates that were willing to participate in the skills training even though they were trained in batches.
- The Mafanta Correctional Centre also engaged inmates in agricultural projects like animal husbandry and farming.
- At the Makeni Correctional Centre, the auditors reviewed an MoU between the University of Makeni (UNIMAK) and the SLCS to build the capacity of the inmates by providing university education (for the award of diploma and degree certificates) at the Centre.

## **I. Provision of Support through Earning Scheme**

- A review of the UNDP project disclosed that 250 inmates were entitled to receive monthly stipends deposited into their accounts to enable them meet family and other needs within the course of incarceration. A review of the SLCS-UNDP file by the auditors could not confirm initial deposits for 250 inmates. Rather, initial deposits of Le650,000, relating to 10 female inmates at the Freetown Correctional Centre made on 5th December 2017, and Le1,350,000 deposited for additional 236 inmates at the Rokel Commercial Bank in 2018 were made. Evidence of inmates' ID cards were also not provided to confirm that they were legitimate inmates.

## **OVERALL CONCLUSION**

Sierra Leone cannot hope for sustainable development without peace, stability, human rights and effective governance, based on the rule of law. The “From Prisons to Corrections” project has worked to bring the institutional capacity up to international standards, and to strengthen staff capabilities to deliver in a professional and ethical manner and to improve the inmates' detention conditions. Despite the support from government and other donor partners in transforming the Sierra Leone Correctional Centre, the welfare of inmates is still compromised. The need to adhere to the United Nations Minimum Standards in guarding the welfare of inmates is vital. Despite the fact that the inmates are legally deprived of their freedom of movement, their right to the dignity of the human person cannot and need not be negotiated.

The audit exercise revealed that the welfare of the inmates was below the minimum standards provided under the laws based on the under-mentioned facts:

- Basic needs like beddings, uniforms, toiletries, drugs and food for inmates improved well-being, to live in humane conditions and to ensure that their rights are upheld and maintained are inadequate.
- Provisions are not made to strengthen the reintegration and rehabilitation facilities of the various centres.
- From physical inspection of the various facilities and review of documents provided by the SLCS, the audit team could not ascertain whether value for money was achieved in addressing the welfare of inmates. The above-mentioned observations may have been as a result of ineffective monitoring by the Director of the SLCS.

## **OVERALL RECOMMENDATIONS**

The Director General should ensure the following:

- Prioritise the health and safety of inmates by ensuring that all inmates are properly examined on admission and prior to discharge so as to identify those with communicable disease or with mental illness. This will limit the spread of disease (if any) amongst inmates and manage those with mental illness.
- Sufficient budget allocation should be made to cater for the necessary medical equipment and essential drugs in all the correctional centres.
- There is adequate supply of uniforms and beddings for inmates. He should also ensure that mattresses procured are of high quality so that they will be long lasting and will avoid unnecessary frequent replacement of the same.
- The provision of food, water and sanitation is adequate and in line with the Sierra Leone Correctional Service's 2015 – 2017 Strategic Plan, the Programmes and Guiding Principles on the Welfare of Inmates.
- Constantly follow-up with the OC Reception on the outcome of the goal delivery (list of inmates on trial without indictment), follow-up with the judiciary especially for inmates with minor offences.
- Engage the Ministry of Internal Affairs to initiate a law on minor offences to reduce overcrowding.
- Strengthen the reintegration and rehabilitations programmes in all the correctional centres as this will help in refining the inmates after serving their jail term and make them useful to themselves and society at large.

## 1 INTRODUCTION

### 1.1 BACKGROUND

According to the Art and Social Sciences Journal of 31st March 2016, prisons are public institutions established by the State for the rehabilitation and reformation of individual offenders who are in conflict with the law. It is a physical structure within a specific geographic location which affords a unique kind of social environment that is different from the larger society where people live according to specialised conditions.

This article further states that, all over the world, prisons are established to serve as rehabilitation and reformatory institutions with the ultimate goal of re-orientating and reforming inmates, so that they could come out as useful members of society. This institution was established to support the criminal justice system in which criminals are confined, pending the final conviction decision to determine the guilt or innocence of the accused person.<sup>1</sup>

The Sierra Leone Prisons Service (as it was formerly called), now the Sierra Leone Correctional Service (SLCS) was established in 1914 as an adjunct of the criminal justice system of Sierra Leone, with the Pademba Road Prison as the only prison facility. Currently there are 19 correctional centres nationwide. The “From Prisons to Corrections” project has worked to bring the institutional capacity up to international standards, and to strengthen staff capabilities to deliver in a professional and ethical manner, to improve the inmates’ detention conditions.

The SLCS exists as part of an integrated justice system to protect society by keeping inmates in secure and humane conditions, whilst encouraging and actively assisting them in their rehabilitation and reintegration by a professional workforce. It contributes to the reformation, rehabilitation and reintegration of both remanded and convicted persons.

The basic principle for the treatment of prisoners/inmates states: “All prisoners shall be treated with the respect due to their inherent dignity and value as human beings”<sup>2</sup>. This simply means that being a prisoner does not rob you off your human dignity and respect.

Except for those limitations that are obviously required for confinement, all prisoners shall retain the human rights and fundamental freedoms set out in the Universal Declaration of Human Rights, and where the State concerned is a party, the International Convention on Economic, Social and Cultural Rights, the International Convention on Civil and Political Rights and the Optional Protocols thereto, as well as such other rights as are set out in other United Nations conventions.

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<sup>1</sup> Arts and Social Sciences Journal, pg. 1

<sup>2</sup> The United Nations Standard Minimum rules for the Treatment of Prisoners, pg.2



## 1.2 MOTIVATION OF THE AUDIT

The Government of Sierra Leone (GoSL) like all other governments around the world has the responsibility to protect and promote human rights for all, without discrimination. The United Nations (UN) and other human rights organisations have set minimum standards and guidelines that should be followed in the realisation of this responsibility. People that are imprisoned cannot cater for their basic needs, so it is incumbent on the state, to provide for them these basic needs.

To ensure this, the GoSL has over the period under review (2015-2018) disbursed about Le146.5 billion to the SLCS, for the welfare of inmates.

Though the Government is spending such substantial amount of tax-payers money, concerns are still being raised by stakeholders and members of the public regarding the welfare of inmates in prisons around the country. One such organisation that has been very vocal in expressing those concerns is the charitable organisation called Prison Watch Sierra Leone (PWSL). In a report compiled by the PWSL and the Parliamentary Human Rights Committee (PHRC) titled: “Report on Detention Monitoring Visit to Sierra Leone Correctional Centres, 2018”, a lot of issues were raised that bothered on the appalling situations of the inmates. Conspicuous among the several observations made was the appalling health conditions of the inmates. Below are some of the photographic evidence presented in this report.

Figure 1: Photo showing inmates at the Bo Correctional Centre



*Photo: Inmates at the Bo Correctional Centre (PWSL – Report)*

Similar concerns were raised by the Human Rights Watch in their 2016 and 2018 Sierra Leone Human Rights Report; and Don Bosco Fambul, a child-welfare charity also validated this concern in November, 2018. Despite having revised the Correctional Act in 2014 and Prison Rules in 2014, Sierra Leone’s Correctional Act does not fully encompass key principles on national and international laws and best practice required to transform the SLCS from a prison service to a correctional service.



Similarly, Prison Rules established in 1961 do not fully realise the human rights of either inmates or security staff.<sup>3</sup>

The issue of overcrowding was also glaring in this report and other reports by the Human Rights Watch and on the website of Don Bosco Fambul. It was reported in the PWSL report that at the time of the monitoring, the following cells were overcrowded as shown in table 1.

**Table 1: Population in Cells**

Correctional Centres	Capacity		
	Required number of inmates	Actual number of inmates	Variance
Freetown Male Correctional Centre	324	2,156	(1832)
Makeni Male Correctional Centre	80	112	(32)
Bo Male Correctional Centre	80	303	(223)

It was further noted that at the Bo Correctional Centre, a cell that can barely accommodate six inmates, most times accommodate 15 or more inmates. Interviews with inmates in cell 6 revealed that 56 of them were occupying a bed room size and all inmates in that cell were suffering from skin diseases. Inmates also revealed to the auditors that their rooms were infested with bed bugs and they could not sleep because of the constant fight with the bugs. The team visibly saw blood stains on the cell walls which according to the inmates, were that of bed bugs.

In the Human Rights Watch Reports of 2016 and 2018, it was reported that as at November 2015, the country's 17 prisons designed to hold 1,785 inmates held 3,323; and as at August 2018, the country's 19 prisons (2 additional centres) designed to hold 1,935 inmates held 4,434. These concerns by the different human rights organisations were confirmed by the Director of Prisons in a meeting with the Office of the Ombudsman on 22nd January, 2019. During this meeting, the Director of Prisons revealed that the Pademba Road Male Correctional Centre that was built to accommodate 324 inmates now accommodates 2,218 inmates, which is seven times more than its intended capacity.

The prison infrastructure is outdated, overcrowded, lacks ventilation and clean sanitary facilities. In addition, medical facilities are substandard, resulting in poor health conditions and inmates lack sufficient nutritious food and water<sup>4</sup>. All these problems are compounded by the delay in court processes on the cases as was revealed during the debate by Parliament at a pre-legislative session to discuss the Correctional Service Act of 2014 in the same year.

<sup>3</sup> UNDP FAST FACTS

<sup>4</sup> UNDP FAST FACT

In 2013, the Audit Service Sierra Leone (ASSL) conducted a performance audit on ‘The Rehabilitation and Reintegration of Inmates’ (preparation of prisoners/inmates for life after their prison term) and the focus was therefore not primarily on the welfare of inmates whilst incarcerated.

It was against this background that the ASSL planned to conduct a performance audit on the Welfare of Inmates to assess their living conditions within the correctional centres.

### **1.3 AUDIT SCOPE**

The audit client is the Sierra Leone Correctional Service (SLCS), covering its headquarters, Male and Female Correctional Centres in Freetown, Mafanta, Magburaka and Makeni for the period between January 2017 and December, 2019.

The audit assessed the effectiveness and efficiency of systems in addressing the welfare of inmates in line with the Sierra Leone Prisons Rules, the SLCS Act of 2014 and the International Human Rights Standards for Inmates.

### **1.4 AUDIT OBJECTIVES**

The objective of the audit was to establish the efficiency and effectiveness of systems in addressing the welfare of inmates.

### **1.5 AUDIT QUESTIONS**

In order to achieve the above objectives, the audit seeks to answer the following questions:

1. To what extent has the SLCS ensure that inmates are kept in humane condition?
2. To what extent has the SLCS ensure that the facilities provided are adequate and fairly distributed?
3. How effective are the rehabilitation and reintegration facilities of inmates?

### **1.6 AUDIT APPROACH**

The systems and problem oriented approaches were used to conduct the audit. The systems approach was used to assess whether laid down procedures were followed for the acquisition of food and non-food items. The problem approach was used as a result of problems related to the welfare of inmates.

## **1.7 METHODS OF DATA COLLECTION**

### **Documents Review**

Documents were reviewed to obtain sufficient and appropriate audit evidence on the welfare of inmates and verify information from interviews and physical observation. See Appendix 1 for the list of documents reviewed.

### **Document Analysis**

Document analysis technique was used to analyse the information collected. The aim was to obtain specific answers to the audit questions on the acquisition and use of food and non-food items.

### **Interviews**

Stakeholders were interviewed to ascertain their roles and responsibilities, and the extent to which they were involved in the welfare of inmates, and the rehabilitation and reintegration programmes. See Appendix 2 for the list of interviewees.

### **Content Analysis of Interviews**

Content analysis of the interview notes of key stakeholders regarding the welfare of inmates was done to obtain specific response to the audit questions.

### **Physical Observation**

The Freetown Male and Female Correctional Centres were visited and sampled; male and female correctional centres in the provinces were also visited to assess the rehabilitation and reintegration facilities, conditions of cells and other facilities for inmates including: food, beddings, toilet and availability of water.

### **Comparative Analysis**

Qualitative and quantitative comparative analyses were done between what the bodies responsible for the welfare of inmates did, and what they should have done. This helped to ensure appropriate and reliable evidence gathering as required by ISSAI 3000:101.

## **1.8 SAMPLE SELECTION**

From the 21 correctional centres, 10 (representing 47%) were visited to obtain essential information relating to the welfare of inmates. These include the Maximum Male and Female Correctional Centres, Reintegration centre in Freetown (Western Area), the Mafanta Correctional Centre, the Magburaka, Makeni Male and Female Correctional Centres (Northern Region) and the Bo Male and Female

Correctional Centres (Southern Region). These correctional centres were selected based on the number of inmates, and the locations where rehabilitation and other reintegration activities took place during the period 2017-2019.

## **1.9 SOURCE OF ASSESSMENT CRITERIA**

The criteria for the audit were obtained from the SLCS Act of 2014, the SLCS Prisons Rules of 1961 and the United Nations Minimum Standards, as mentioned in Appendix 3.

## 2 DESCRIPTION OF THE AUDIT AREA

This chapter gives a brief description of the subject matter including government's undertakings during the period under review. It outlines the regulatory framework governing the welfare of inmates by the SLCS including its functions and structure. It also gives an analysis of expenditure incurred by the GoSL on the inmates for the period under review. Specific areas relating to the welfare of inmates together with the roles and responsibilities of the key players are also presented.

### 2.1 AN OVERVIEW OF THE INMATES AT THE SLCS

The inmates at the SLCS are in three categories, namely: convict, remand and trial. Convicted inmates are those that have been found guilty of an offence and sentenced by the court. Remand inmates are those on trial in the magistrate courts, and trial inmates are those on trial in the high courts. The Locking-up Report as at 31st December 2019 showed a total of 4675 inmates in all 21 prison institutions countrywide

**Table 2: Locking-up Report of Inmates Nationwide as at 31st December, 2019**

	INSTITUTION	2017	2018	2019
1	Freetown Male Correctional Centre	1949	2122	1,563
2	Freetown Female Correctional Centre	75	67	62
3	Freetown Reintegration Centre	166	114	133
4	Pre-trial Simulation Centre			111
5	Bo Male Correctional Centre	265	259	275
6	Bo Female Correctional Centre	39	14	24
7	Bonthe Correctional Centre	55	60	69
8	Moyamba Correctional Centre	95	150	138
9	Pujehun Correctional Centre	113	138	141
10	Matru Jong Correctional Centre	66	68	59
11	Kenema Male Correctional Centre	335	325	320
12	Kenema Female Correctional Centre	20	13	28
13	Sefadu Correctional Centre	195	198	210
14	Kailahun Correctional Centre	118	114	125
15	Makeni Male Correctional Centre	214	255	255
16	Makeni Female Correctional Centre	combined	combined	7
17	Kabala Correctional Centre	72	106	124
18	Magburaka Correctional Centre	91	84	117
19	Mafanta Correctional Centre	200	256	479
20	Port Loko Correctional Centre	179	174	340
21	Kambia Correctional Centre	82	94	95
	<b>TOTAL</b>	<b>4329</b>	<b>4611</b>	<b>4675</b>

*Source: Prisons' Locking-up Reports Nationwide as at 31st December, 2019*

## **2.2 REGULATORY FRAMEWORK**

Section 1, sub-sections 1-3 of the SLCS Act of 2014 states: “This Act shall apply to all correctional centers administered by the Government, all inmates lawfully held in such correctional centres and to all members of the SLCS.

Nothing in this Act shall be deemed to render unlawful the detention of inmates in chiefdom or police detention centers or lock-ups”.

In the absence of specific guidelines and procedures at the SLCS, the auditors concluded that they will use the United Nations Standard Minimum Rules for the Treatment of Prisoners (the Nelson Mandela Rules) to measure the SLCS’s performance. These rules are the basis of the general consensus of contemporary thought and the essential elements of the most adequate systems of today. They set out what is generally accepted as being good principles and practice in the treatment of prisoners and prison management.

Furthermore, in view of the great variety of legal, social, economic and geographic conditions in the world, these rules serve to stimulate a constant endeavour to overcome practical difficulties in the way of their application, in the knowledge that they represent; and the minimum conditions which are accepted as suitable by the United Nations.

## **2.3 MISSION STATEMENT OF THE SLCS**

The SLCS exists as part of an integrated justice system, to protect society by keeping inmates in secure and humane conditions while encouraging and actively assisting in their rehabilitation and reintegration by a professional workforce.

## **2.4 VISION OF THE SLCS**

The SLCS’s vision is to provide a secure, caring and reliable service to inmates and society, “Transforming to Corrections”

## **2.5 FUNCTIONS OF THE SLCS IN RELATION TO THE WELFARE OF INMATES**

According to the SLCS Act of 2014, the Sierra Leone Correctional Service should rehabilitate prisoners through various programmes such as: mental health clinic/psychological care, religious and literacy programmes, agriculture, technical/vocational trainings and reintegration.

According to the Sierra Leone Correctional Service Strategic Plan 2015–2017, the programmes and guiding principles on the welfare of inmates are:

### **2.5.1 Welfare of Inmates**

#### **Inmates live in humane conditions:**

- inmates are fed three times a day;
- sick inmates receive prompts attention;
- inmates do not sleep on bare floor and
- inmates are made to be aware of their rights and responsibilities upon admission.

### **Reformation, Rehabilitation and Reintegration**

#### **Inmates become productive citizens upon discharge:**

- inmates are placed in well-defined areas of learning or skill training;
- materials, equipment and machines are provided for the training of inmates and
- inmates are assisted to reintegrate into civil communities upon discharge.

### **2.5.2 Guiding Principles of the SLCS:**

- 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;
- build good working relationships with our partners in the justice sector and other key stakeholders;  
develop our human resources capacity in order to achieve effective and efficient service delivery and
- ensure equal opportunity for all.

## **2.6 ORGANISATIONAL STRUCTURE**

The Prisons Service is divided into two main sections, namely: the National Headquarters and Regional Command. The National Headquarters is where the overall command, control, supervision, planning and monitoring of activities are instituted. It is further divided into two wings, namely, the Administrative and Technical wings. 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. Currently, this Wing is only active in the Freetown Correctional Centres. At the Regional Command, each of the four regions of the prisons is headed by a Regional Commander and assisted by Officers-In-Charge (OICs).

## **2.7 ROLES AND RESPONSIBILITIES OF KEY STAKEHOLDERS**

### **a) The Ministry of Internal Affairs**

As the supervising Ministry of the Prisons Service, it is charged with policy and oversight responsibilities.

Top security issues; promotion of senior officers and all financial matters of the Prisons Service are forwarded to this Ministry for approval.

### **b) The Ministry of Finance**

This Ministry 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.

### **c) Prison Watch Sierra Leone**

This is a human rights non-governmental organisation formed to monitor and report on human rights violations and abuses in detention centres throughout the country. It provides training for detention officers and civil society members on human rights.

### **d) Human Rights Commission**

This institution is responsible for the monitoring of prisons and other detention centres, collaborating with other organisations intervening in the field of human rights.

### **e) Don Bosco Fambul**

It is a non-governmental organisation that provides critical support and intervention services such as food and water, counselling, medical assistance, training facilities and therapy to ensure inmates are mentally fit when their prison terms end.

## **2.8 FUNDING**

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

The table below shows allocations received from the GoSL for the upkeep of inmates for the period 2015-2018.



**Table 3: Total Funds Allocated to SLCS**

Year	Amount (Le)
2017	35,817,987,329
2018	38,961,557,830
2019	46,868,867,781
<b>Total</b>	<b>121,648,412,940</b>

*Source: Expense Analysis Report from the Accountant General's Department, Ministry of Finance*

In 2016, the UNDP supported the SLCS with Le1,599,630,000 (US\$ 216,166) for the implementation of the project: 'From Prisons to Corrections.'

## **2.9 ISSUES CONSIDERED IN RELATION TO THE WELFARE OF INMATES:**

### **2.9.1 Rights to an adequate standard of living in prison**

According to the UN 2005 Pocket Book of the International Human Rights Standards for Prisons, "...all persons deprived of their liberty shall have the right to an adequate standard of living, including adequate food, drinking water, accommodation, clothing and bedding."<sup>5</sup>

The Sierra Leone Prisons Ordinance and the 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:

### **2.9.2 Personal hygiene**

**Rule 34: Cleanliness of prisons-** every room and part thereof shall be kept clean and every prisoner shall keep his cell, ward, utensils, books and other articles issued for his use, including his clothing and bedding clean and neatly arranged, as may be ordered. Prisoners shall clean and sweep the yard's passages and other parts of the prison as may be ordered.

Prisoners shall be required to keep their persons clean, and to this end, they shall be provided with water and with such toilet articles as are necessary for health and cleanliness. In order that prisoners may maintain a good appearance compatible with their self-respect, facilities shall be provided for the proper care of the hair and beard, and men shall be enabled to shave regularly.

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<sup>5</sup>Human rights and Prisons pg. 4

### **2.9.3 Medical**

Rule 42: **Medical Examination** – 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 47: **Bedding of prisoners** – every prisoner shall be supplied with beddings adequate for warmth and health. Additional beds or alternative beddings may be supplied to a prisoner on the recommendation of the Medical Officer.

### **2.9.4 Clothing and Beddings**

Rule 17 of the UN Minimum Standard states: ‘Every prisoner who is not allowed to wear his own clothing shall be provided with an outfit of clothing suitable for the climate and adequate to keep him in good health. Such clothing shall in no manner be degrading or humiliating.’

All clothing shall be clean and kept in proper condition. Underclothing shall be changed and washed as often as necessary for the maintenance of hygiene.

In exceptional circumstances, whenever a prisoner is removed outside the institution for an authorised purpose, he shall be allowed to wear his own clothing or other inconspicuous clothing.

Every prisoner shall, in accordance with local or national standards, be provided with a separate bed, and with separate and sufficient bedding which shall be clean when issued, kept in good order and changed often enough to ensure its cleanliness.

### **2.9.5 Food and Drinking Water**

Rule 20(1) of the UN minimum standard states: “Every prisoner shall be provided by the prison administration at the usual hours with food of nutritional value adequate for health and strength, of wholesome quality and well prepared and served.”

Provided that regard shall be to the mode and standard of life of a prisoner before he was admitted into prison and if the Officer-In-Charge after consultation with the Medical Officer is satisfied that a prisoner is not accustomed to the type of diet laid down in Scale ‘A’, he may order that the prisoner shall be given a diet in accordance with Scale ‘B’. (2) A copy of the diet scales shall be displayed in some conspicuous part of the prison.

Rule 22 of the Nelson Mandela Rules states that: ‘Adequate **food and drinking water** are human rights. All prisoners shall be provided with wholesome and adequate food at the usual hours and with drinking water available whenever needed.’

#### **2.9.6 Exercise**

Rule 53: **Exercise** - All prisoners, other than those in close confinement, shall take regular physical exercise in accordance with instructions issued by the Officer-In-Charge.

#### **2.9.7 Prisons Rights**

Section 36 of the Sierra Leone Prisons Act of 2014 states that: ‘As soon as practicable after admission, every inmate should be given appropriate information about:

- (a) any right of appeal, which information shall be given within 24 hours of admission;
- (b) the rights of inmates whilst in custody as provided for in this Act, or prescribed by regulations, orders or directives of the Council or the Director General;
- (c) their duties, responsibilities and obligations whilst in custody;
- (d) the procedures whereby they might earn low security classifications and be entitled to privileges and early release; and
- (e) the risks involved in sharing toothbrushes and razors, and engaging in unsafe sexual practices or tattooing.’

Rule 43: Every prisoner on admission to prison shall be informed with regard the rules governing the treatment of prisoners and in particular with information on:

- rules relating to the disciplinary requirements of the prisoners and
- earnings and privileges

#### **2.9.8 Accommodation (Cell)**

The European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (CPT) 1990s basic “rule of thumb” states that: ‘The standard for the minimum amount of living space that a prisoner should be afforded in a cell are as follows:

- Two (2) prisoners: at least 10m<sup>2</sup> (6m<sup>2</sup> + 4m<sup>2</sup>) of living space + sanitary;
- Three (3) prisoners: at least 14m<sup>2</sup> (6m<sup>2</sup> + 8m<sup>2</sup>) of living space + sanitary; and

- Four (4) prisoners: at least 18 m<sup>2</sup> (6m<sup>2</sup> + 12m<sup>2</sup>) of living space + sanitary<sup>6</sup>

All accommodation provided for the use of prisoners and in particular all sleeping accommodation shall meet all requirements of health, due regard being paid to climatic conditions and particularly to cubic content of air, minimum floor space, lighting, heating and ventilation. <sup>7</sup>

### **2.9.9 Separation of Categories**

The different categories of prisoners shall be kept in separate institutions or parts of institutions taking account of their sex, age, criminal record, the legal reason for their detention and the necessities of their treatment. Thus:

- a. men and women shall so far as possible be detained in separate institutions; in an institution which receives both men and women the whole of the premises allocated to women shall be entirely separate;
- b. persons imprisoned for debt and other civil prisoners shall be kept separate from persons imprisoned by reason of a criminal offence.

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<sup>6</sup>Living space per prisoner in prison establishments: CPT standards, paragraph 16

<sup>7</sup>International Human Rights Standards 2005 page 4

### **3 FINDINGS & RECOMMENDATIONS**

The prison system in Sierra Leone is an integral part of the criminal justice system and serves as a correctional institution for offenders. The system considers respect for human rights and the rule of law as fundamental principles in transforming the lives of offenders. Therefore, one has the right to be treated fairly including inmates. It is therefore vital that the SLCS is operated in a manner that protects the dignity and transforms the lives of the inmates.

This chapter presents the audit findings (i.e. the conditions compared with the audit criteria and the observations noted during the audit exercise.) Whether systems are in place to ensure the welfare of inmates are addressed it also brings out the causes and consequences relating to these findings, and proffer recommendations that could help improve the welfare of inmates by the SLCS.

#### **3.1 CUSTODY OF INMATES**

##### **3.1.1 Examination of inmates on admission and before discharges**

Rule 42 of the Sierra Leone Prison Rules states: “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.” This is also expressed in section 37 of the SLCS Act of 2014 that: “Upon admission to and immediately before discharge from a correctional centre, every inmate shall be examined by the Medical Officer. Until an inmate has been examined by the Medical Officer, every inmate on admission shall, so far as practicable, be kept apart from other inmates.”

The examination of inmates on admission and discharge is important in order to identify physical or mental illness and communicable diseases with the view of taking action such as separation of inmates. From the review of selected inmate files in all correctional centres visited, there was no evidence of medical report to show whether the inmates are being examined on admission and discharge.

Interviews with officers-in-charge revealed that when inmates are out of courts, general information are obtained from the inmates before handed over to the Officer-In-Charge Yard to be taken to their respective cells depending on their crime. Upon discharge, inmates are only provided with transportation fare, for inmates that stay out of the region when they are set free.

The non-adherence to the examination of inmates on admission and discharge may be attributed to negligence on the part of the medical officers in charge. In effect, this may lead to an outbreak of disease in the event wherein an effected inmate resides with other inmates as their health status was not certified upon admission.

### **Recommendation**

The Director General should ensure that the medical officers-in-charge strictly adhere to the Correctional Service Act and the Prisons Rules by examining inmates upon admission and discharge in order to reduce the risk of sick inmates infecting the others.

### **Management Response**

There is a discharged and admission medical board in all correctional facilities nationwide that examines inmates upon admission in all facilities. During the years under review, the admission documents of inmates especially the Freetown Male Correctional Centre got burnt during the April 29<sup>th</sup> riot incident at Pademba road, however documents of recent admissions are hereby attached.

### **Auditor's Comment**

During the verification, admission forms relating to 2021 were tendered for verification whereas discharge forms were not utilised during exit of inmates. We also noted that the discharge forms did not have an indication of medical status of inmates exiting the facilities. The issue therefore remained partially resolved.

#### **3.1.2 Separation of inmates in cells**

The European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (CPT) 1990's basic "rule of thumb" requires that: "The different categories of prisoners shall be kept in separate institutions or parts of institutions taking account of their sex, age, criminal record, the legal reason for their detention, and the necessities of their treatment.

Thus:

- a. men and women shall so far as possible be detained in separate institutions; in an institution which receives both men and women, the whole of the premises allocated to women shall be entirely separate;
- b. persons imprisoned for debt and other civil prisoners shall be kept separate from persons imprisoned by reason of a criminal offence."

During physical inspections of all the centres visited, the audit team observed that male and female inmates were separated in line with international standards but not classified in order to identify risk and need. At the Male Correctional Centre in Freetown, and from interviews with officers-in-charge,

we noted that inmates were categorised in their blocks and cells as follows: trial, sentenced and condemned. This is however not the case in the provinces. Inmates were not placed in cells according to their crime; only condemned inmates are separated from the others at the Male Correctional Centre in Freetown.

Interviews revealed that inmates were allocated to cells based on space and to avoid stigmatisation as revealed in an interview with the officers-in-charge. At the female correction centres, the inmates were placed together and not categorised by crimes and this had the likelihood of poor planning and management of inmates.

### **Recommendation**

The officers-in-charge should ensure that inmates are categorised according to their crimes in line with international standards. This will help in terms of safety and security, rehabilitation and social reintegration opportunities for inmates and the planning and prioritisation of staffing levels, bed space and programming.

### **Management Response**

The classification of inmates in the different correctional facilities with specific reference to the Freetown Male Correctional Centre is a great challenge to the institution. Areas that were designed to classify particular sets of inmates have been overwhelmed by the rise in the inmate population. For instance, the Condemn separate section was initially designed to house Eighteen (18) Condemn and Life imprisonment inmates but as to date, there are One Hundred and Forty Three (143) inmates in the block mentioned therein. This withstanding, the SLCS has recently contracted three companies to construct additional facilities in Kamakwie, Karene District and Mongo, Falaba District and pre-Trial Simulation Centre at Waterloo that will be used to classify inmates of all categories.

### **Auditor's Comment**

We verified the contract documents with respect to the construction of additional facilities. The status of the construction will however be verified in a follow-up audit.

#### **3.1.3 Insane inmates within the centre**

Rule 22 of the United Nations Minimum Standard Rules for the Treatment of Prisoners states: (1) "At every institution there shall be the services of at least one qualified Medical Officer who should have some knowledge of psychiatry; a psychiatric service for the diagnosis and, in proper cases, the treatment of states of mental abnormality."

Section 4 of the Prisons Act of 2014 states: “Where a Medical Officer is of the view that an inmate is in need of specialist treatment, including psychiatric care, the Medical Officer shall make a report to the Officer-In-Charge, and shall arrange for the inmate to be referred to an appropriate medical practitioner.

Interviews and physical observation at the Male and Female Correctional Centres in Freetown revealed that, a total of 17 male and 7 female insane inmates were at these centres. Review of the medical report by the Psychiatric Doctor revealed that two of the female inmates were not fit to plea. During an interview with the Regional Health Officer, it was noted that, the Psychiatric Doctor at the Kissy Mental Hospital is required to check the insane inmates every month, and the Matron should check them every week. This practice started in February 2019 but discontinued after a short while.

In an interview with the Regional Health Officer, the unavailability of resources such as drugs and manpower to manage inmates at the Kissy Hospital resulted in the cessation of the practice and therefore the insane inmates were still in custody at the Freetown Male and Female Correctional Centres but in separate cells from sane inmates.

The non-isolation of insane inmates within the prison’s yard may endanger the lives of sane inmates.

### **Recommendation**

The Director General should facilitate the acquisition of drugs and manpower to enhance the practice of weekly and monthly check-ups in order to safeguard the lives of sane inmates.

### **Management Response**

The SLCS management is in constant engagement with the judiciary to speedily look into the cases of mentally challenged inmates as most of them are on trial. At the same time, the SLCS has been making referrals to the psychiatric hospital at Kissy for mental therapy. Furthermore, the SLCS has made budgetary provisions for the purchase of psychiatric drugs as well recruitment of professionals in psychiatry. Attached are evidences of referrals.

### **Auditor’s Comment**

During the verification, evidence of referrals were tendered for verification. In addition, recruitment of professionals in psychiatry was factored into the current year’s budget. The submission of evidence for the constant engagement with the judiciary was however pending. The issue remains partly resolved.



### **3.1.4 Provision of medical supplies for sick inmates**

Rule 22 (2) of the United Nations Minimum Standard Rules for the Treatment of Prisoners states: “Sick prisoners who require specialist treatment should be transferred to specialised institutions or to civil hospitals. Where hospital facilities are provided in an institution, their equipment, furnishings and pharmaceutical supplies shall be proper for the medical care and treatment of sick prisoners, and there shall be a staff of suitable trained officers.”

#### **Headquarters correctional centres**

During physical inspection of hospital facilities at the Freetown Male and Female Correctional Centres, it was observed that the hospitals did not have the following equipment including oxygen machine, cardiopulmonary resuscitator (CPR) for respiratory distress, ECG for heart, scanning and mobile x-ray machines, blood bank (small size), and sterilising machine, nor was there a unit that was responsible for counselling.

An interview with the Regional Health Officer confirmed that there were inadequate equipment at the Male and Female Correctional Centres. He also stated that, sick inmates were discharged when their health conditions improved to allow others on the floor to have beds. At the time of our visit, there were only 22 beds for admission at the Male Correctional Centre and two beds at the Female Correctional Centre. The 22 beds were fully occupied by sick inmates while 12 sick inmates were laid on bare mattresses on the floor of the hospital within the male facility. This appalling situation may have been attributed to the inadequate planning by the management of the Correctional Service and the disregard for piles of hospital beds stacked at the side of the facility which should have been repaired. (See 3<sup>rd</sup> photo below). The picture below shows inmates admitted on 18th October, 2019.

Figure 2: Partial view of inmates admitted at the Male Correctional Centre Hospital- Freetown



*Photo Credit. ASSL. Taken on the 18th October, 2019*

Figure 3: Piles of broken beds at the Male Correctional Centre Hospital- Freetown



*Photo Credit: ASSL. Taken on the 18th October, 2019*

A review of a Memorandum of Understanding (MoU) from the Chief Medical Officer to the National Hospital Care Manager at the Connaught Hospital, and the SLCS revealed that inmates referred for treatment should be granted concession when taken to government hospitals.

We however noted during an interview with the Regional Health Officer in Freetown that the MoU is not adhered to when inmates are taken to hospital. The Centre is required to pay for x-ray, scanning, blood transfusion, eye medicine especially at the Connaught Hospital before treatment are being administered. At the 34 Military Hospital, treatments are administered and bills for surgical operations are sent to the Correctional Service for payment. This was also the case in the provincial correctional centres visited.

During our visit to three sampled correctional centres in the north (Makeni, Magburaka, Mafanta), the team noted that medical equipment and drugs were inadequate. Few essential drugs were available at these centres. When inmates contracted severe illnesses, they were transferred to the government hospitals at their respective regions. Even though all the facilities visited had observation rooms for first aid treatment, drugs were inadequate to run these units. An interview with the Regional Health Officer-North revealed that drugs were received on a quarterly basis for Makeni, Magburaka, Mafanta and Kabala Correctional Centres and in most cases not adequate for the Northern Region. There was however no documentary evidence to show how drugs were received from the supplier and distributed to the various correctional centres. Delivery notes and distribution list were not provided for audit verification.

We also observed the following at the various centres:

**Mafanta Correctional Centre-** There were 28 sick inmates with diseases including TB, HIV, sickle cell anaemia, scabies, stomach enlargement etc. During interview with the Nurse-In-Charge, it was revealed that these inmates were transferred from the Male Correctional Centre in Freetown with no

medical report attached on their files accompanying them. This implies a restart of medical diagnosis to ascertain whether illnesses and treatments are to be administered.

It was observed that various drugs were combined in a single dose and administered to all sick inmates irrespective of the type of illness, as is also the case in Magburaka. This posed a risk to adverse drug reaction on inmates as different illnesses require different drugs to be administered. The team also observed that sick inmates were transported on motorbikes for further medical treatment at the Magburaka Government Hospital due to unavailability of drugs. This posed a risk to the health of the inmates and the life of the officer accompanying the inmates, since the latter can harm the officer and eventually escape.

Figure 4: Photo showing sick inmates and combined drugs at the Mafanta Correctional Centre.



*Photo Credit: ASSL. Taken on the 2nd December, 2019*

Figure 5: Photo showing combined drugs at the Magburaka Correctional Centre observation room



*Photo Credit: ASSL. Taken on the 6<sup>th</sup> December 2019*

**Makeni Correctional Centre-** During our visit at the Centre, the team noted that drugs were out of stock at the drug store. Most of the containers displayed on the shelves were empty as shown in the photo below.

Figure 6: Northern Province drugs store– Makeni



*Photo Credit ASSL. Taken on 4th December, 2019*

This situation was severe to a point that, we witnessed an epileptic patient at the female correctional centre, who was struggling with the illness, yet no drug was available to resuscitate her. Further visit to the male cells revealed that inmates with TB slept along the corridor with an insane inmate, contrary to section 22 (2) of the UN Minimum Standard Rules for the treatment of prisoners which mandates that sick inmates who require specialist treatments shall be transferred to specialised institutions or to civil hospitals.

The identified lapses in the availability of drugs at the various centres may be attributed to lack of resource prioritisation (i.e., the supply of drugs to meet the demand of inmates) and lack of monitoring of regional health workers by the Regional Officer-In-Charge.

Inadequate medical facilities might result to loss of life and increase the spread of communicable diseases.

### **Recommendation**

The Director General should ensure the prioritisation of the provision of basic medical equipment, separation of sick inmates and routine monitoring of centres for the availability of essential drugs.

### **Management Response**

The SLCS has requested for the procurement of the said medical equipment but the budgetary allocation is yet to be provided by the MoF. Drugs are supplied to all regions on a quarterly basis and monitored by internal auditors and stores and inventory officers from the MoF attached to SLCS.



We are doubtful whether these combined drugs were administered to all the sick inmates at the Magburaka Correctional Centre. What is certain in the practice of medicine is the fact that two of three types of drugs can be combined to treat sick persons e.g. an inmate suffering from malaria, typhoid and pneumonia can be treated with three different drugs at the same time. See attached an example of a prescription where three types of drugs were used to treat an inmate.

Before now the SLCS was challenged with transportation of inmates, however the SLCS has now procured ambulances that have been distributed to all regions.

### **Auditor's Comment**

Evidence of procurement of equipment as well as monitoring reports of the designated officers were not submitted for inspection. The issue of combined drugs administered to all the sick inmates remains outstanding since management has not provided evidence of prescription of the three types of drugs used to treat inmates. Evidence of distribution of ambulances to the region was not submitted for inspection. The issues therefore remain unresolved.

## **3.2 FACILITIES PROVIDED FOR INMATES**

### **Accommodation**

The European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (CPT) 1990's basic "rule of thumb" states that, the standard for the minimum amount of living space that a prisoner should be afforded in a cell with the following:

- Two (2) prisoners, at least 10m<sup>2</sup> (6m<sup>2</sup> + 4m<sup>2</sup>) of living space + sanitary;
- Three (3) prisoners, at least 14m<sup>2</sup> (6m<sup>2</sup> + 8m<sup>2</sup>) of living space + sanitary; and
- Four (4) prisoners, at least 18 m<sup>2</sup> (6m<sup>2</sup> + 12m<sup>2</sup>) of living space + sanitary<sup>8</sup>

Physical inspections carried out at sampled correctional centres in Freetown and the Northern Province revealed that the facilities were not airy or well ventilated and lacked minimum floor space when one considers the varying number of inmates in each cell. Cells measuring six feet by nine held more than twelve inmates. This was evidenced by the fact that, there were cells with a minimum of 40 inmates as shown in the table below. We also noted that, there was no policy regulating the number of inmates per cell. Due to the increase number of inmates and the limited cells, additional mattresses are sprawled in the centre of the passages/corridors at night which affected free movement of inmates. A situation that has the likelihood of spreading communicable diseases. The table below shows the number of inmates per cell at the time of the audit.

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<sup>8</sup>Living space per prisoner in prison establishments: CPT standards, paragraph 16

**Table 4: Number of inmates per cell**

<b>Correctional Centre</b>	<b>Actual Number of Inmates Sleeping in the Centre</b>	<b>Total Number of Cells</b>	<b>Required Number of Inmates Per Cell</b>	<b>Minimum Number of Inmates Per Cell</b>
Pademba Road	1600	321	1	6
Female Correctional	85	18	1	5
Reintegration	109	8	6	20
Mafanta	475	18	15	34
Magburaka– Male	71	10	3	7
Magburaka– Female	4	3	1	2
Makeni – Male	220	5	16	40
Makeni– Female	7	4	2	2

During interviews conducted with key officers of the correctional centres, they disclosed that cells were overcrowded due to the delay in the hearing of cases: Inmates awaiting trials were far more than those that were already convicted and as such, there was huge accommodation constraints once new inmates were brought into the facilities. Some had also been on trial for more than eight years, especially at the Maximum Correctional Centres in Freetown. A review of documents and interviews with the OC noted that 2,309 inmates were on trial and remanded at the different correctional centres listed in Appendix 4 below.

An interview with the Officer-In-Charge of reception at the Maximum Correctional Centre in Freetown disclosed that a list of inmates on trial without indictment (goal delivery) was presented to the Judiciary at the reopening of court sessions upon the request for the inmates. It was noted that there were no stated time lines for trial cases. Inmates were therefore taken to court without indictment.

The auditors noted that the delay on the part of the judiciary to convict inmates and sentence them for minor offences (traffic offence, loitering, public insult) has also resulted in overcrowding of the correctional centres, thereby limiting the facilities at the centres.

Rule 10 of the UN Minimum Standard requires that: ‘All accommodation provided for the use of prisoners, and in particular, all sleeping accommodation shall meet all requirements of health, due regard being paid to climatic conditions and particularly to cubic content of air, minimum floor space, lighting, heating and ventilation’.

During physical inspection of all male correctional centres, it was observed that the cells did not meet the UN Minimum Standard for habitation of inmates. The structures were not airy. The situation in

Makeni was worse as the roof was sealed with zinc roofing sheets. According to inmates, the situation rendered them having sleepless nights because of the uncomfortable environment they were subjected to.

Figure 7: Zinc ceiling at the Makeni Correctional Centre



Photo Credit: Taken on the 4th December, 2019

### **Recommendation**

The Director General should ensure the following:

- 1) Constantly monitor the OC reception on the outcome of the goal delivery.
- 2) Follow up on cases with the Judiciary, especially for inmates with minor offences so that those issues are dealt with without the confinement of culprits.
- 3) Engage the Ministry of Internal Affairs on the initiation of a law for minor offences as a means of reducing overcrowding in the correctional centres.
- 4) A conducive environment is established for the incarceration of inmates as enshrined in the UN Minimum Standard Rules.

### **Client Response**

The issue of overcrowding is a perennial problem at our correctional centres e.g Freetown Male Correctional Centre that was constructed to house Three Hundred and Twenty Four (324) inmates is now housing over One Thousand Five Hundred 1500 inmates. Hence, the SLCS has been in constant engagement with the Judiciary and the Ministry of Internal affairs to design alternative means of dealing with persons with minor offences as well as ensure the speedy trial of all remand and trial inmates.

- Moreover, the SLCS has been making frantic efforts to relocate the maximum correctional centre in Freetown to Songo with modern facilities through the MIA which will address the

issues of overcrowding, inmates classification and rehabilitation. Additionally, the SLCS is constructing three facilities in Kamakwei, Falaba and Mafanta.

- Management understands the issue regarding the roof sheets at the Makeni Correctional Centre, and efforts have been made to provide adequate ventilation in the cell blocks. Ceiling fans would be provided to mitigate the heat inside the centre.
- Steps have also been taken to mitigate the water problems in the centre as pipe borne water is now placed inside the Makeni Male Correctional Centre. Management is also working assiduously to provide pipe borne water inside the Female Correctional Centre.
- In order to remedy the desperation of taking inmates to hospital, a brand new ambulance have been provided by management for the region to avoid recurrence of the issue of transporting inmates to hospital with a motor bike.

### **Auditor's Comment**

The evidence of constant engagement with the judiciary and the Ministry of Internal Affairs was not available for verification, whereas contracts for the construction of three facilities were made available. The issue therefore remains partly resolved.

#### **3.2.1 Uniforms for inmates**

Rule 17 of The U N Standard Minimum for the Treatment of Prisoners states: “Every prisoner who is not allowed to wear his own clothing shall be provided with an outfit of clothing suitable for the climate, and adequate to keep him in good health. Such clothing shall in no manner be degrading or humiliating”.

Physical inspection at the male correctional centres revealed that inmates were found in tattered and torn uniforms- an appearance that was so humiliating. A glance at the uniforms showed that they were very old, some of which had been torn in severally and could no longer be stitched as the materials were now very light. Informal interviews with inmates revealed that they had not been supplied with uniforms for the last three years. They said that previous inmates used some of those uniforms which were now being used by them. A review of delivery notes, invoice and stores records showed that uniforms were supplied to different centres in 2017. This was also confirmed by the OC Yard, and the Officer-In-Charge of stores. In an interview with these officers, they explained that the Correctional Centre had not procured uniforms for the last two years and that had led to the inmates putting on tattered uniforms as shown in the photos below.

Inspection of provincial cells also revealed that inmates were not in uniforms. Some of the inmates were bare skinned since the only clothing they had were laundered on the day the auditors visited. An



interview with the Yard Officer-in-Charge revealed that the requirement of providing at least two uniforms to a prisoner had not been adhered to for quite a while. Failure to use the uniform due to their non-availability might result to non-identification of inmates, which might enable them to escape unnoticed from the prison premises.

Figure 8: Inmates at the Male and Reintegration Correctional Centres in Freetown



*Photo Credit ASSL. Taken on 18th October, 2019*

Figure 9: Inmates at the Magburaka Male Correctional Centre



*Photo: Credit. ASSL. Taken on 6th December, 2019*

### **Recommendation**

The DG should ensure regular supplies of uniform not only for the health/welfare of the inmates, but for easy recognition and identification of inmates. Besides, the United Nations Minimum Standard Rules for the Treatment of Prisoners requires every inmate to be given uniform.

## **Management Response**

Inmates of all categories have been supplied with uniforms nationwide. Also, procurement of uniforms for inmates for the year 2022 are been initiated. Please find attached distribution list of uniforms from various centres and photos of inmates in their different uniforms.

## **Auditor's Comment**

During the verification, a distribution list of uniforms were made available and verified. This was supported with photos of the distribution to the inmates. The issue is resolved.

### **3.2.2 Bed and Beddings**

#### **Headquarters**

Rule 19 of the United Nations Minimum Standard Rules for the Treatment of Prisoners states: "Every prisoner shall, in accordance with local or national standards, be provided with a separate bed and with separate and sufficient beddings which shall be clean when issued, kept in good order and changed often enough to ensure it cleanliness."

According to the SLCS Strategic Plan 2015 – 2017, prisoners shall be provided with a separate bed and clean beddings with facilities for keeping these beddings clean. Inmates must be provided with sufficient and proper beddings to avoid inmate sleeping on bare floor."<sup>9</sup>

Section 34 of the Prison Rules states: "The prison and every room and part thereof shall be kept clean. Every prisoner shall keep his cell, ward and beddings clean and neatly arranged, as may be ordered." The team observed that beddings in cells were clean, new inmates were however not guaranteed of the supply of beddings. They only received beddings when there were general supplies or reserves from the previous stores supply as was confirmed in an interview with the OC Yard. The OC further explained that, there was no policy regarding the provision of beddings for new inmates.

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<sup>9</sup> Strategic plan 2015-2017 page 18

Figure 10: Partial view of Female (left) and Male Correction Centres in Freetown



*Photo Credit: ASSL. Taken on the 7th November 2019*

### **Provincial Correctional Centres**

During physical inspection of the Makeni Correctional Centre, we observed that the beddings were not sufficient, although they were clean. The mattresses were very flat and tattered which exposed the inmates to the cold bare floor. Mattresses of two feet by six feet dimension were laid on the bare floor with at least three inmates sharing each with one blanket.

Figure 11: Partial view of Makeni Male Correction Centre



*Photo Credit. ASSL taken on the 5th December, 2019*

Physical inspections of cells at the Mafanta and Magburaka Correctional Centres showed that beddings were adequate for inmates. The cells were clean and neatly arranged. It was however observed that two by six feet foam mattresses were laid on the bare floor, with at least two inmates sharing a mattresses and a blanket. See photos below.

Figure 12: Mafanta (left) and Magburaka (right) Male Correctional Centres



*Photo: Credit ASSL. Taken on 2nd and 6th December, 2019*

Interviews with officers-in-charge of Yard, disclosed that the mattresses and beddings were only supplied to inmates when available from store, and there was no structure in place for newly admitted inmates to be supplied with beddings upon admission. None of the centres visited provided separate beddings for inmates, contrary to Rule 19 of the United Nations Minimum Standard Rules for the Treatment of Prisoners. The insufficient and worn-out beddings may result to inmates sleeping on the cold bare floor which may eventually expose them to pneumonia and other illnesses.

### **Recommendation**

The DG should ensure that adequate supply of beddings be made available to centres based on the number of inmates and should also ensure that mattresses procured are of high quality so that they are long lasting. This will improve on the welfare of the inmates.

### **Management Response**

Supply of beddings to inmates were made only when general supplies were made. As at time of this audit, there was shortage of beddings at correctional centres due to budgetary constraints, however, inmates of all categories have been supplied with beddings at all the centres. Please find attached distribution list.

### **Auditor's Comment**

A distribution list of beddings were made available and verified. This was supported with photos of the distribution to the inmates. The issue is resolved.

### **3.2.3 Toilet facilities**

Rule 15 of the United Nations Minimum Standard Rules for the Treatment of Prisoners states: "The sanitary installations shall be adequate to enable every prisoner to comply with the needs of nature when necessary, and in a clean and decent manner."

Interviews with inmates and physical inspection of cells confirmed that the toilet facilities were inadequate for the number of inmates in all the Male Correctional Centres visited. The Clarkson Block at the Freetown Correctional Centre, was the only block with a toilet facility within the structure serving thirty-six cells. According to the inmates, the other cells had two plastic buckets, which were used as chamber pots, and emptied twice a day. At the Female Correctional Centres, the toilets were tidy and were inside the cells. An average of five inmates were locked up in one cell.



During our visit to the regions, it was noted that toilet facilities at the Mafanta, Makeni and Magburaka Correctional Centres were fairly adequate for the number of inmates. The toilets are within the cells for use at night, and ventilated improved pit (VIP) toilets are outside and are used during the day. The Mafanta and Magburaka Correctional Centres had adequate water supplies for toilet use.

A review of supply ledgers in Freetown and the provinces showed that, two bars of soap were provided for inmates at least once a month and one tube of toothpaste per cell a month. Interviews with the OC disclosed that under-wears, towels, foot-wears, toothbrushes are supplied to inmates as and when they are supplied by headquarters. This situation cuts across all the correctional centres, thereby risking the lives of inmates to contagious diseases and degrading their human status.

Figure 13: photo showing one of the toilets at the Male Correctional Centre in Freetown.



*Photo Credit ASSL. Taken on 18th October 2019*

### **Recommendation**

The Director General should escalate the issue to the Ministry of Internal Affairs and must ensure that adequate toilet facilities are provided at the centres to meet the demands of the inmates; otherwise inmates may be exposed to contagious/infectious disease which may lead to death.

### **Management Response**

Presently, the Reintegration Centre in Freetown and Pre-trial Detention at Waterloo have no problem with toilet facilities except for Freetown Male Correctional Centre which was established for 324 inmates with the correct toilet facilities at that given time but due to overcrowding the number of inmates had outnumbered the toilet facilities provided initially. In addition, adequate space is the main challenge. Nonetheless, management is soliciting assistance from NGO's and Government for the construction of modern toilets.

### **Auditor's Comment**

The issue remains unresolved as there are no evidence to support efforts being made by management in respect of the issue.

#### **3.2.4 Water facilities**

Rule 20(2) of the United Nations Minimum Standard Rules for the Treatment of Prisoners states: "Drinking water shall be available to every prisoner whenever he needs it."

During the audit exercise, the team noted that the centres had boreholes and hand-dug wells from which water was fetched. The Freetown correctional centres had adequate water supply. The provincial centres were however challenged with water supply as bore holes dried up during the dry season which led to inmates fetching water outside the premises of the prison. This was at the Makeni Correctional Centre.

An interview with the manager in charge of the Makeni Correctional Centre revealed that since other options of water supply were not available, several requests had been sent to SALWACO for the supply of water. It was however noted that SALWACO charged a fee of Le7,452 per cubic litre which is equivalent to 1,000 litres and the centre needs 2000 litres per day. For a month, the Centre will need 60,000 litres @ Le14,904 which the Centre cannot afford. Several correspondences sent to SALWACO for the tariff to be reduced on water supply have proved futile as evidenced in a letter dated 18th October, 2019. The Makeni Female Correctional Centre did not have any source of water within the centre. The manager revealed in an interview that he was seeking help from an Islamic Organisation in Makeni to help with a bore hole in order to minimise the dire need of water supply.

The unavailability of adequate water may not only risk the spread of disease but may also result to inmates taking chances to escape when they are out of the premise fetching water.

### **Recommendation**

The DG should escalate the issue to the supervisory ministry and prioritise the issue when budgets are prepared. He should also approach other donor agencies to assist in the provision of hand dug wells.

### **Management Response**

At the time of the audit, there were challenges with water at our centres. The situation has however improved in the centres with the intervention of GoSL and development partners by providing boreholes in almost all the centres.

### **Auditor's Comment**

Management's response is noted and the issue will be kept in view for follow-up.

#### **3.2.5 Food for inmates**

Rule 20 (1) of the UN Minimum Standard states: "Every prisoner shall be provided by the prison administration at the usual hours with food of nutritional value adequate for health and strength, of wholesome quality and well prepared and served

The SLCS Strategic Plan 2015-2017 requires that inmates should be fed thrice daily.

Interviews conducted with catering officers, nutritionists and officers-in-charge at the Correctional Centres revealed that inmates at all centres visited were provided with meals twice a day. Breakfast is provided at 7:00am and lunch between 12:00 mid-day and 3:30pm. This is contrary to the SLCS Strategic Plan that inmates should be fed three times a day. It was also noted that the ration provided for lunch which was a basin of rice, was meant for both lunch and dinner. Informal interactions with the inmates revealed that most of the inmates ate their ration once because of the little quantity that was served to them, leaving them with nothing for dinner.

The interviews further revealed that, the two meals were prepared for the inmates because of the number of inmates at the centres and security concerns, as cells should be closed before 5pm. Though this may sound convincing for a place like the Freetown Male Correctional Centre, with more than seven hundred inmates, it does not hold for the other correctional centres in Freetown and the provinces where the number of inmates are far lesser. Even though sick inmates in Freetown are fed in line with doctors recommendation, this was not the case in the provinces. That notwithstanding, monosodium crystal commonly known as "white maggi" was said to be the ingredient of the sauces, even though it is known to have links with health hazards (Pedial-Edema commonly known as "big foot") to inmates.

Figure 14: A basin of food served for lunch and dinner; (right) a loaf of bread for breakfast at the Mafanta Correctional Centre



*Photo Credit. ASSL. Taken on 2nd December, 2019*

### **Recommendation**

The Nutritionist should ensure that the catering officers comply with the SLCS Strategic Plan by providing three square meal per day. There should be regular monitoring and training for catering officers and a stern warning should be given to them to abstain from using monosodium crystal when preparing food for inmates. The nutritionists should also ensure that basic kitchen equipment are provided to preserve food.

### **Management Response**

The institution is well aware of the hazardous tendencies posed by monosodium crystal; hence the Nutritionist has never incorporated it in the schedule of requirement for inmates' diet nationwide. In that light, the Nutritionist has endeavored to go around the different centres to ensure that the schedule of requirements are strictly adhered to in the different centres. Accordingly, the need for solar panels had been captured in the 2022 budget. This will help with electricity supply in the provinces as refrigerators would be supplied to all the centres nationwide.

### **Auditor's Comment**

The issue remains unresolved and will be kept in view since the Nutritionist is yet to do her rounds with respect to the issue raised.

#### **3.2.6 Kitchen facility**

Best practice demands that a kitchen must be equipped with basic fittings and utensils that will enhance its proper use. A well-equipped kitchen is necessary to produce enough food under hygienic conditions.

During physical inspections of kitchens at various centres, it was observed that most of the kitchens were clean. Interviews with the catering officers at the centres revealed that the kitchens lacked basic equipment including refrigerator for storage of perishable food items, tables, kitchen cabinets, sinks and kitchen towels. This was confirmed during the inspection tour conducted by the audit team in the facilities of the centres.

The team noted from inspection of the kitchens at the different centres, that the kitchens lacked basic equipment such as refrigerator for storage of perishable food items, shelves, tables, kitchen cabinets, sinks, kitchen towels, etc. Food items are left on the floor with no covering which may increase the risk of contamination during food preparation, thereby compromising the hygiene of the food, which may become potentially harmful to the inmates' health.



Figure 15: *Partial view of the Mafanta Correctional Centre kitchen*



*Photo Credit. ASSL. Taken on 2nd December, 2019*

The reason given for the lack of equipment in the kitchen was that management has not made the provision for such equipment. For the condition of the shelves and the cooking environment, no reason was given. Without adequate and essential kitchen equipment, food can be contaminated at any stage of the cooking process, and the hygiene of the food would be compromised making it potentially harmful to the inmates' health.

### **Recommendation**

The Nutritionist should ensure the provision of essential kitchen equipment for proper storage and production of diets for inmates. There should also be regular monitoring on the upkeep of the kitchen equipment.

### **Management Response**

The technical officers will be tasked to construct kitchen sinks, shelves and cabinets in all the correctional facilities across the country in order to enhance kitchen activities."

### **Auditor's Comment**

The issue remains unresolved and will be kept in view since action has not been taken on this issue.

### **3.2.7 Recreational Facilities for Inmates**

Rule 21 (1) of the UN Minimum Standard states: "Every prisoner who is not employed in outdoor work shall have at least one hour of suitable exercise in the open air daily if the weather permits.

**Exercise** - All prisoners, other than those in close confinement, shall take regular physical exercise in accordance with instructions issued by the Officer-In-Charge.

During inspection of facilities at the different correctional centres, the auditors found out that there were no recreational facilities to help reduce stress or promote psycho-social healing for the inmates. At the Mafanta Correctional Centre, inmates were not allowed to even walk around the compound. The OC Yard explained that for security reasons, inmates are kept in their cells.

The OCs at Makeni and Magburaka during their interviews explained that the reasons for the absence of recreational facilities and indoor games were due to the inadequate land space to accommodate playground and the lack of funds to procure indoor games.

At the Maximum, Female and Reintegration Centre in Freetown, inmates were allowed to walk around the compound until 3pm when the cells were closed for the day.

The lack of recreational facilities will lead to fatigue and the body cannot adequately repel waste in the system.

### **Recommendation**

The DG should ensure that indoor games are provided at various centres to help inmates stay healthy, reduce the risk of disease, and improve their physical and mental wellbeing. He should also escalate the issue of the establishment of playgrounds to higher authorities since it forms a major aspect in the wellbeing of inmates.

### **Management Response**

The SLCS is constrained with space at most correctional centres, however, the GoSL through the MIA is working assiduously for the construction of a modern facility in Songo and other areas.

### **Auditor's Comment**

Management's response is noted. The issue will be kept in view for follow-up audits.

## **3.3 REFORMATION, REHABILITATION AND REINTEGRATION**

### **3.3.1 No guideline for the reintegration programme**

It was noted that the SLCS had not developed any standard guideline for the rehabilitation and reintegration of inmates. The auditors noted that the rehabilitation programmes, especially in the provincial correctional centres were not adequate compared to the number of inmates, with little or no facilities in some areas visited especially Magburaka.

## **Management Response**

SLCS is in the process of developing guidelines on rehabilitation and reintegration of inmates. United Nations Development Program (UNDP) & Bureau of International Narcotics and Law Enforcement Affairs (INL) are supporting the SLCS with skills training on rehabilitation and reintegration. Case Managers have been trained and equipped with the psychological tools to enhance the rehabilitation and reintegration of inmates back to their communities.

## **Auditor's Comment**

Evidence of progress in developing guidelines on rehabilitation and reintegration of inmates was not available for verification. In addition, only one certificate of a case manager who was trained was tendered for verification. The issue therefore remains partly resolved.

### **3.3.2 Inadequate training equipment for inmates**

According to Rule 7 of the Kampala Declaration on Prison Conditions in Africa, prisoners should be given access to education and skills training in order to make it easier for them to reintegrate into society after their release.

Interviews with the various officers-in-charge at the different centres revealed that convicted inmates, inmates on trial and those on remand were entitled to reintegration programmes.

The programmes were as follows: – tailoring, art and craft, welding, shoemaking, carpentry; bakery; electrical; plumbing; masonry and computer training which should last far as long as the inmates serve their jail terms. The auditors however noted that the equipment for the skills trainings were inadequate to cater for the number of sentenced inmates that were willing to participate in the skills training, even though they were trained in batches. The audit team also verified one sewing machine each at the Freetown Female, Magburaka, and Mafanta Correctional Centres. The table below shows the training activities provided and the number of inmates engaged in these programmes at the various correctional centres visited.

**Table 5: Training activities at various correction centres**

Type of Training	Freetown Male Correctional Centre	Freetown Female	Freetown Reintegration	Mafanta	Magburaka	Makeni	Moyamba	Kenema
Shoemaking	50	-	-	-	-	-	-	
Metal Work	15	-	-	-	-	-	-	
Carpentry	45	-	-	-	-	4	15	8
Art and Craft	17	-	-	-	-	-	-	
Tailoring	41	4	-	2	2	9	4	8
Electrical Work	7	-	-	-	-	5	-	
Bakery	20	-	-	6	3	4	4	4
Kitchen				6		3	-	
Computer Literacy	48	9	-	-	-	-	-	
Psycho Social Training	225	-	-	-	-	-	-	
Adult Literacy	50	7	-	-	-	-	25	10
Agriculture	-	-	-	60	-	-	-	
Soap Making	-	-	-	-	-	2	-	8
Bead Weaving	-	16	-	-	-	4	-	

Figure 16: Inmates engaged in shoemaking, metal work and sewing at the Freetown Male Correctional Centre



*Photo Credit. ASSL. Taken on 19th October, 2019*

A visit was made to the Don Bosco Fambul, a local non-governmental organisation that provided adult literacy, computer training and psycho-social support to inmates at the Male Correctional Centre in Freetown. In an interview conducted with the Assistant Coordinator, at the Freetown Correctional Centre, it was noted that, the programme catered for inmates that have been sentenced to more than two years; and the training spanned from Monday to Friday, for two to four hours each day. Inmates were trained in batches and certificates given to them afterwards. In August 2019, they provided apprenticeship for 50 inmates in various skills including tailoring, carpentry, masonry, welding, shoemaking, electrical installation and auto-mechanic. Twenty-six of the inmates had already been attached to different garages. Interviews disclosed that, a case management team that liaises with the Youth Commission to integrate inmates with skills after their jail term.

Figure 17: Partial view of the computer lab provided by Don Bosco



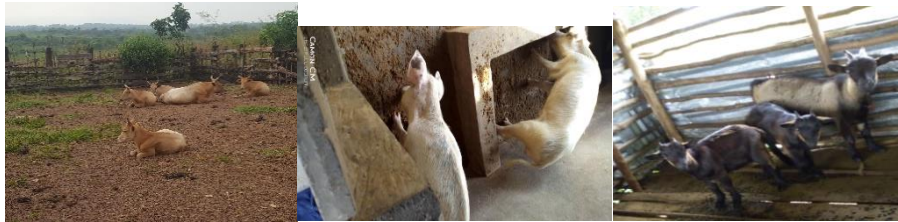
*Photo: Credit: ASSL. Taken 31st October, 2019*



### 3.3.3 Inmates engaged in agricultural programmes

The Mafanta Correctional Centre engaged inmates in agricultural projects like animal husbandry and farming. There were 28 piglets, 20 goats and six cows with over 500 hectares of land. These projects were established to enhance farming skills of inmates so that they will be self-reliant once they are out of prisons.

Figure 18: Animal husbandry at Mafanta Correctional Centre



*Photo. Credit. ASSL. Taken on 2nd December 2019.*

Inmates were actively involved in farming which served as a way of introducing farming to non-farmers and at the same time encouraging those who were farmers to continue with their farming skills while serving jail terms.

Figure 19: Agricultural activities at the Mafanta Correctional Centre



*Photo. Credit. ASSL. Taken on 2nd December, 2019*

### 3.3.4 Capacity building for inmates

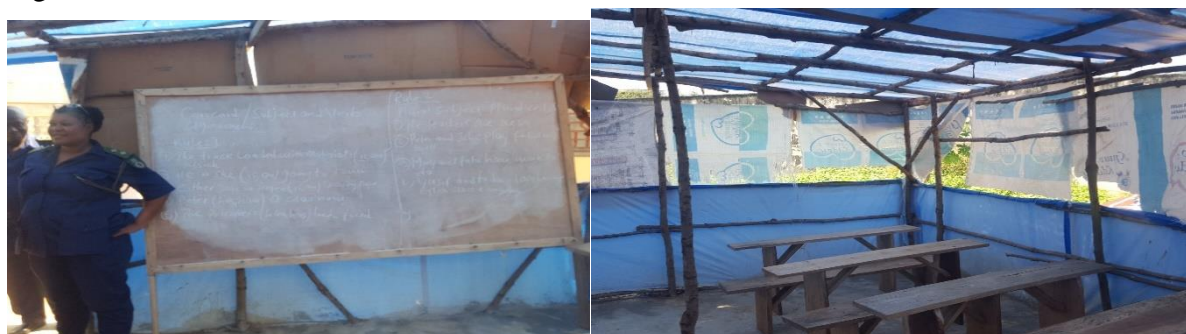
Rule 98(2) of the UN Minimum Standard Rules for the Treatment of Prisoners states: “Vocational training in useful trades shall be provided for prisoners.

At the Makeni Correctional Centre, the auditors reviewed an MoU between the University of Makeni (UNIMAK) and the SLCS to build the capacity of inmates by providing university education (for the award of diploma and degree certificates) at the Centre. The areas identified included chaplaincy, psycho-social counseling, community development, entrepreneurship and human resources management. The inmates upon successful completion of their studies will be awarded certificates which they can use after serving their jail term. It has also been agreed that the pilot phase will start

with Makeni and other areas in the Northern Region with the view of expanding to other regions and when the need arises.

In view of the above, 14 inmates had been engaged in Community Development Studies and Entrepreneurship programmes offered by the UNIMAK since July 2019. Interviews with the Officer-In-Charge revealed that, UNIMAK had consented to provide jobs for these inmates. A make-shift structure is currently used as classroom.

Figure 20: A make-shift structure used as classroom.



*Photo credit. ASSL. Taken on 4th December, 2019*

### 3.3.5 Inadequate equipment for reintegration activities

During our visit to the sample centres, it was noted that the selected industry programmes were not effectively in operation, especially in the regions. The Freetown Male Correctional Centre was equipped with 21 old sewing machines, whereas the other centres did not have more than 2 old sewing machines. The team also noted that inmates in Mafanta were engaged in agricultural activities. Makeni claims to be involved in soap-making, but it was not evident during our visit as equipment were not available. It was therefore concluded that there was no evidence on the enhancement of industries as supported by the UNDP. The table below shows the number of inmates (far below 250 supported by the UNDP) engaged in industrial activities.

Table 6: No. of inmates engaged in industrial activities at various centres visited

Type of Training	Freetown Male Correctional Centre	Freetown Female Correctional Centre	Freetown Reintegration	Mafanta	Magburaka	Makeni
Tailoring	41	4	-	2	2	9
Soap Making		-	-	-	-	2
Metal Work	15	-	-	-	-	4
Agriculture				60		

Source: ASSL's visit to sample correctional centres from 30th November to 16th December, 2019

## **Recommendation**

The DG should do the following:

- Engage development partners to assist in providing training equipment and strengthen the rehabilitation and reintegration programme in all correctional centres.
- Rolling out the university programme to all the centres respectively.

This will enhance and develop the skills of inmates so that they are easily integrated into society after serving their jail terms.

## **Management Response**

The institution is challenged with tools and equipment at all Correctional Centres, this due to inadequate budget to procure them. This notwithstanding, development partners such as UNDP, Prison Watch etc. are providing support where necessary. With regards to the continuous learning of inmates in higher education, the institution will continue to engage university authorities in the south and east regions as well the western area to provide similar educational programmes as is done in the north.

## **ASSL's Comment**

Management's response is noted. The issue will be followed up in subsequent audits.

### **3.3.6 Earning scheme for inmates**

Rule 96 of the UN Minimum Standard Rules for the Treatment of Prisoners states: "Sentenced prisoners shall have the opportunity to work and or to actively participate in their rehabilitation...."

A review of the UNDP project revealed that 250 inmates were supposed to receive inception training on the specific industries agreed by the SLCS. Selected inmates should come from the batch of inmates who were undergoing training under the Sierra Leone Government Technical Institute. The training should provide details to the inmate participants on the content of the industry work and the corresponding earning scheme. The 250 inmates shall receive monthly stipends deposited in their accounts to enable them meet family and own needs within the course of incarceration.

From a review of the SLCS-UNDP file, the auditors could not confirm the 250 inmates that were trained as initial deposit of Le650,000 was made for only 10 female inmates at the Freetown Correctional Centre on 5th December 2017, and in 2018, Le1,350,000 was deposited for additional 236 inmates at the Rokel Commercial Bank. Evidence of inmates' ID cards were however not provided to confirm whether they were legitimate inmates.



Interviews with OCs at the various correctional centres revealed that they were not aware of the earning scheme even though provisions were made for them from the list submitted. The auditors noted that since the initial deposit, there had been no evidence of other deposits even though the inmates were engaged within the centres.

**Recommendation**

The DG should ensure that the bank ID cards identifying legitimate inmates on the earning scheme should be provided for audit verification.

**Management Response**

The institution is currently developing an earning scheme policy with support from UNDP. Apart from the initial deposit at the Rokel Commercial Bank, other bank deposits are also made. Attached are copies of evidence for verification.

**Auditor's Comment**

Evidence of an earning scheme policy with support from UNDP was not tendered for verification. Copies of 20 inmates ID cards out of 250 on the earning scheme were provided for audit verification. The issue therefore remains partly resolved.

## **4 CONCLUSION**

This chapter concludes the audit objective and reflects our explanations and views based on analysis and findings supported by audit evidence as presented in the previous chapter.

The dignity of the human person is very important. The need to adhere to the UN Minimum Standards in protecting the welfare of inmates cannot be overemphasised.

All over the world, prisons are established to serve as rehabilitation and reformation institutions with the ultimate goal of re-orientating and reforming inmates. Skill trainings are a basic component of this objective.

Despite the fact that the inmates are legally deprived of their freedom of movement, their rights to the dignity of the human person cannot and need not be negotiated. It was noted during the audit exercise that the welfare of the inmates was below the minimum standard provided by law.

The following are specific conclusions on the identified problems:

### **Welfare of Inmates**

- **Overcrowding of cells:** Most of the centres visited were overcrowded when one considers the number of inmates that should be in the cells. The issues identified have been mainly hinged on delay in convicting inmates with minor crimes like traffic offences, loitering and use of abusive language.
- **Medical facilities:** In all the centres visited, pharmaceutical supplies to enhance medical care and treatment of sick inmates were not adequate. According to interviews, drugs sometimes run out of supply and it would take a while for the supply to be replenished.
- **Uniforms, beds and beddings:** In most of the centres audited, the inmates' uniforms were torn and tattered. Interviews with both inmates and OCs Yard revealed that uniforms were last supplied in 2017. Beds and beddings in the centres as at the time of the audit exercise were inadequate. Inmates had to share bed and beddings. New inmates are not guaranteed the supply of beddings.
- **Classification:** The inmates were classified into male and female, convicted/sentenced, remanded and trial inmates. They were however not classified according to crimes. The condemned inmates are separated from the others at the Freetown Male Correctional Centre.

- Feeding: inmates were fed twice a day with very small quantity that is not sufficient to sustain an adult. This is in contrast to the SLCS Strategic Plan 2017 which states that inmates should be fed trice a day.
- Rehabilitation and reintegration is expected to help inmates once released from prison to be able to better themselves, be self-empowered and law abiding citizens.
- In most of the correctional centres visited, there were industrial activities including weaving, shoe making, carpentry, tailoring, soap making, welding, electrical/electronics, bead making. Though most of the centres have these facilities, the equipment were inadequate, compared to the number of inmates who were to make use of them.

## 5 APPENDICES

### 5.1 APPENDIX 1: LIST OF DOCUMENTS REVIEWED

Document	Reason for Review
Human Rights and Prisons  The United Nations Minimum Standard Rules for the Treatment of Prisoners (the Nelson Mandela Rules)	To understand international laws governing prisoners
Arts and Social Sciences Journal	To understand facts relating to the welfare of inmates
The Sierra Leone Prisons Ordinance and Sierra Leone Prisons Rules of 1960 and 1961	To understand the mandates, responsibilities and organisation of the SLCS
Auditor-General's Report on the Accounts of Sierra Leone 2016 & 2017	To identify problem areas raised by the audit team
The ASSL Performance Audit Report 2013	To follow-up on recommendations on the rehabilitation of prisoners
The Sierra Leone Correctional Service Act-2014	To understand the instrument that governs the entire operations of the Service
The Sierra Leone Correctional Service Strategic Plan 2015 – 2017	To get an understanding of the activities and operation of the Sierra Leone Correctional Service on the welfare of inmates
Ministry of Finance Expense Analysis	To quantify the actual expenditure on the welfare of inmates for the period under review
European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (CPT)	To provide a clear statement of its position and standards regarding minimum living space per prisoner
Inmates' Files	To obtain correct information regarding medical condition, length of time imprison, offences etc.
Distribution List, Stores Ledger and Issue Voucher	Gives details of what was received and issued out for inmates

## 5.2 APPENDIX 2: LIST OF PERSONNEL INTERVIEWED

Rank	Reason
Director General	To obtain an understanding of his responsibilities as head of the institution responsible for the overall operational control and administration of the Service
Regional Commander	To understand his role as Commanding Officer directly responsible for monitoring and supervising all activities or operations of all correctional centres within the Region
Regional Health Officer	To get an understanding of medical services provided to inmates
Director of Technical and Industry (Training)	To get an understanding of training facilities provided to inmates to make them industrious and productive during their period of sentence
Nutritionist	To get an understanding of services provided to inmates, such as: determining the diet requirements of the inmates, and advising on the health needs of inmates in collaboration with the medical staff
Officer-in-Charge of Female Ward	To ascertain her role in ensuring inmates are protected when serving their jail term which includes keeping them safe and in humane condition, taking into account (water, food, toiletries) and enrol them in skills training centres where applicable.
Officer-in-Charge of Male Ward	To further understand his role in ensuring the welfare of inmates, providing the basic facilities during their period of incarceration
Officer-in-Charge of Reintegration Centre	To further understand his role in ensuring the welfare of inmates, providing the basic facilities during their period of incarceration
Catering Officer	To get an understanding of services provided to inmates such as; ensuring diets are available and in time to the inmates, preparing diet requisition for inmates, updating management on the diet status of the Centre
Officer-in-Charge of Welfare	To ascertain his mediation role with inmates and liaison with inmates' parents/relations, also the court official in getting an indictment for inmates
Officer-in-Charge, Yard	To get an insight on his role in providing the following services; inmates are locked and unlocked in their cells in a timely manner, ensure those who should attend court sittings are prepared on time, the blocks and cells are kept clean, sick inmates get prompt medical attention, inmates receive supply of basic items such as bed, beddings, toiletries etc. settle dispute among inmates and provide security in the yard
Centre Manager	To obtain information on his role in managing the welfare of inmate, ensuring that they are safe and in humane condition taking into account the provision of water, food, toiletries and are enrolled into skills training where applicable during their period of incarceration
Officer-in-Charge, Reception	To get an understanding on how inmates are admitted in and discharged out of the Centre.
Health Officer	To get an understanding on medical services provided to inmates and the challenges encountered in the process
Accountant	To understand how inmates are budgeted and planned for and other financial matters related to the welfare of inmates are handled within the Service
Storekeeper	To understand his role in receiving food items (rice, flour, oil etc.) and non-food items such as toiletries, beddings from contractors and how these items are issued out to the various officers-in-charge
Inmates	To get first-hand information on issues regarding their welfare

### 5.3 APPENDIX 3: Audit Questions, Sub-questions, Criteria and Source of Criteria

To establish the effectiveness and efficiency of systems in addressing the welfare of inmates		
Audit Question 1: To what extent has the SLCS ensure that inmates are kept in humane condition?		
Sub-question	Source of Criteria	Criteria
Are inmates medically examined on admission or before discharged?	<p>Rule 42 of the Sierra Leone Prison Rules</p> <p>Section 37 of the SLCS Act of 2014</p>	<p>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</p> <p>Upon admission to and immediately before discharge from a correctional centre, every inmate shall be examined by the Medical Officer. Until an inmate has been examined by the Medical Officer, every inmate on admission shall, so far as practicable, be kept apart from other inmates.</p>
Are inmates separated in line with international standards?	The European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (CPT) 1990s	<p>The different categories of prisoners shall be kept in separate institutions or parts of institutions taking account of their sex, age, criminal record, the legal reason for their detention, and the necessities of their treatment.</p> <ul style="list-style-type: none"> <li>- men and women shall so far as possible be detained in separate institutions; in an institution which receives both men and women, the whole of the premises allocated to women shall be entirely separate;</li> <li>- persons imprisoned for debt and other civil prisoners shall be kept separate from persons imprisoned by reason of a criminal offence</li> </ul>
Does the Centre separate mentally ill inmates from sane inmates?	<p>Rule 22 (1) of the United Nations Minimum Standard Rules for the Treatment of Prisoners</p> <p>Section 4 of the Prisons Act, 2014</p>	<p>At every institution there shall be the services of at least one qualified Medical Officer who should have some knowledge of psychiatry; a psychiatric service for the diagnosis and, in proper cases, the treatment of states of mental abnormality.”</p> <p>“Where a Medical Officer is of the view that an inmate is in need of specialist treatment, including psychiatric care, the Medical Officer shall make a report to the Officer-in-Charge, and shall arrange for the inmate to be referred to an appropriate medical practitioner.”</p>
Are there adequate medical facilities within the centres?	Rule 22 (2) of the United Nations Minimum Standard Rules for the Treatment of Prisoners	<p>Sick prisoners who require specialist treatment should be transferred to specialised institutions or to civil hospitals.</p> <p>Where hospital facilities are provided in an institution, their equipment, furnishings and pharmaceutical supplies shall be proper for</p>

To establish the effectiveness and efficiency of systems in addressing the welfare of inmates		
		the medical care and treatment of sick prisoners, and there shall be a staff of suitable trained officers.”
<b>Audit Question 2:</b> To what extent has the SLCS ensure that the facilities provided are adequate and fairly distributed?		
Are there adequate cells to accommodate inmates at various centres?	The European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (CPT) 1990s basic “rule of thumb”	The standard for the minimum amount of living space that a prisoner should be afforded in a cell with the following: <ul style="list-style-type: none"> <li>• Two (2) prisoners, at least 10m<sup>2</sup> (6m<sup>2</sup> + 4m<sup>2</sup>) of living space + sanitary;</li> <li>• Three (3) prisoners, at least 14m<sup>2</sup> (6m<sup>2</sup> + 8m<sup>2</sup>) of living space + sanitary; and</li> <li>• Four (4) prisoners, at least 18 m<sup>2</sup> (6m<sup>2</sup> + 12m<sup>2</sup>) of living space + sanitary<sup>10</sup></li> </ul>
Are inmates provided with suitable clothing?	Rule 17 of The UN Minimum Standard for the Treatment of Prisoners	“Every prisoner who is not allowed to wear his own clothing shall be provided with an outfit of clothing suitable for the climate, and adequate to keep him in good health. Such clothing shall in no manner be degrading or humiliating.”
Are bed and beddings adequate for inmates?	Rule 19 of the United Nations Minimum Standard	“Every prisoner shall, in accordance with local or national standards, be provided with a separate bed and with separate and sufficient beddings which shall be clean when issued, kept in good order and changed often enough to ensure it cleanliness.”
Do the centres have adequate toilet facilities? Are toiletries sufficient for inmates?	Rule 15 of the United Nations Minimum Standard	“The sanitary installations shall be adequate to enable every prisoner to comply with the needs of nature when necessary, and in a clean and decent manner.”
Do the centres have adequate water facilities?	Rule 20 (2) of the United Nations Minimum Standard	“Drinking water shall be available to every prisoner whenever he needs it.”
Are inmates provided with sufficient food?	Rule 20 (1) of the UN Minimum Standard  The SLCS Strategic Plan for 2015-2017	“Every prisoner shall be provided by the prison administration at the usual hours with food of nutritional value adequate for health and strength, of wholesome quality and well prepared and served.”  Inmates should be fed thrice daily.

<sup>10</sup>Living space per prisoner in prison establishments: CPT standards, paragraph 16

<b>To establish the effectiveness and efficiency of systems in addressing the welfare of inmates</b>		
Do the kitchens have basic equipment?	Best practice	A kitchen must be equipped with basic fittings and utensils that will enhance its proper use. A well-equipped kitchen is necessary to produce enough food under hygienic conditions.
Do the centres have recreational facilities?	Rule 21 (1) of the UN Minimum Standard	Every prisoner who is not employed in outdoor work shall have at least one hour of suitable exercise in the open air daily if the weather permits.
<b>Audit Question 3: How effective are the rehabilitation and reintegration facilities of inmates?</b>		
Does the SLCS have adequate facilities for the rehabilitation of prisoners?	Rule 7 of the Kampala Declaration	Prisoners should be given access to education and skills training in order to make it easier for them to reintegrate into society after their release.
Do inmates have access to adequate vocational training	Rule 98 (2) of the UN Standard Minimum	Vocational training in useful trades shall be provided for prisoners.
Are there opportunities for inmates after their jail term?	Rule 96 of the UN Standard Minimum	"Sentenced prisoners shall have the opportunity to work and or to actively participate in their rehabilitation..."



#### 5.4 APPENDIX 4: Inmates Per Correctional Center

Institution	Convicted	Remand	Trial	Condemn	Life Imprisoned	Foreign Nationals	Total	Capacity of Centre
Freetown Male	639	221	587	63	25	28	1'563	324
Freetown Female	21	11	26	2	2	-	62	18
Freetown Re-integration Center	133	--	-	-	-	-	133	120
Pre-Trial Simulation Center	67	41	3				111	110
Bo Male	34	73	168	-	-	-	275	80
Bo Female	1	23	-	-	-	-	24	30
Bonthe	55	14	-	-	-	-	69	80
Moyamba	61	40	37	-	-	-	138	65
Pujehun	90	39	12	-	-	-	141	76
Matru-Jong	40	16	3	-	-	-	59	60
Kenema Male	89	92	139	-	-	-	320	150
Kenema Female	3	22	3	-	-	-	28	32
Sefadu	95	76	39	-	-	-	210	200
Kailahun	81	44	-	-	-	-	125	75
Makeni Male	112	49	94	-	-	-	255	80
Makeni Female	2	2	3	-	-	-	7	
Kabala	59	62	3	-	-	-	124	120
Magburaka	37	77	3	-	-	-	117	70
Mafanta	479	-	-	-	-	-	479	80
Port Loko	111	205	23	-	-	1	340	75
Kambia	36	52	7	-	-	-	95	200
<b>TOTAL</b>	<b>2245</b>	<b>1159</b>	<b>1150</b>	<b>65</b>	<b>27</b>	<b>29</b>	<b>4675</b>	

*Statistics as at 31st December 2019*