

Annex 1



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UNITED NATIONS PEACEBUILDING FUND
ANNUAL PROGRAMME¹ NARRATIVE PROGRESS REPORT
REPORTING PERIOD: 1 JANUARY – 31 DECEMBER 2009

Submitted by:

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Country and Thematic Area²

Sierra Leone – Justice and Security

Programme No: PBF/SL/B-8

*MDTF Office Atlas No: Programme Title:
Improved Reformation, Justice and Security for
Prisons Inmates (Technical and Operational
Support to the Correctional System in Sierra
Leone)*

Participating Organization(s):

International Organization for Migration

Implementing Partners:

- *National counterparts (Government of Sierra Leone, Ministry of Internal Affairs, Sierra Leone Prisons)*

Programme Budget (from the Fund):

For Joint Programme provide breakdown by UN Organization

UN Org A: \$ US 1,610,933.15

UN Org B:

Programme Duration (in months): 12 months

Start date³: 15th July 2008

End date: 14th July 2009

- ***Revised end date, if applicable: 31st August 2009***
- ***Operational Closure Date⁴, if applicable: 24th October 2009***

¹ The term “programme” is used for programmes, joint programmes and projects.

² E.g. Priority Area for the Peacebuilding Fund; Thematic Window for the Millennium Development Goals Fund (MDG-F); etc.

³ The start date is the date of the first transfer of funds from the MDTF Office as Administrative Agent.

I. Purpose

Since the colonial and post colonial era of Sierra Leon's history, the Prison Service has played a major role in the Justice system being the custodial of person(s) charged to court and thereafter if convicted to serve their prison term. It is apparent that in the absence of any of the three major arms in this system (Justice System), the entire system will not work effectively. It is unfortunate that the Prison system is very weak in its capacity to adequately provide for these offenders of the law, ensuring their welfare needs and training them either through the formal and/or informal means in order that upon their discharge they will be productive to society and their families by being gainfully employed and can also conform to the norms of society.

The Freetown Central Prison for example had a population of 1,100 inmates as against its original capacity of 324. There is acute shortage of space for the inmates as they are cramped in the few available cells. Inmates lie on the bare floor as there are no beds, mattresses and blankets to lie on. The Freetown Central Prison is always plagued with water shortage which is responsible for the high incidence of epidemic diseases, malnutrition, pneumonia, common cold, malaria and typhoid in this prison. Amidst this congestion are a few prisons which will contribute significantly to decongestion if rehabilitated like the Mafanta prison which happens to be the largest prison in Sierra Leone (capacity-wise) but was vandalized during the war. This is the most practicable step to ameliorate the above-mentioned problems.

Also it is a common sight to see prison officers and inmates walking the streets. This act is completely against the United Nations Minimum Standard Rule.

UNIOSIL, now UNIPSIL, International Committee of the Red Cross (I.C.R.C) and Prison Watch Sierra Leone did several investigative assessments which highlighted the serious logistical and infrastructural constraints that are affecting the running of the prisons in an effective and efficient manner in comparative terms. The reports also demanded urgent intervention into certain critical areas of the correctional system in Sierra Leone, failing which part of what led to the war i.e. the neglect of the youths and vulnerable group will resurface and this time much stronger than before.

The Main Objective is to contribute to Improved Justice and Security in Sierra Leone.

The expected Outcomes are:

- To contribute to improved living conditions (water, sanitation, space and proper beddings) and thus respect for the rights of prisoners in Sierra Leone.
- To contribute to increased capacity for improved security provision for prisoners in Sierra Leone.
- To contribute to an improved rehabilitation and re-integration opportunities for prison inmates in Sierra Leone thereby reducing recidivism.

The Government and the Peace-building Commission agreed to focus on following priority interventions in the PBF Priority Plan

- Youth empowerment and employment;

⁴ All activities for which a Participating Organization is responsible under an approved MDTF programme have been completed. Agencies to advise the MDTF Office.

- Democracy and good governance;
- Justice and security;
- Capacity building of public administration.

This project titled Technical and Operational Support to the correctional system in Sierra Leone falls under the priority intervention - Justice and Security sector. The Sierra Leone Prisons Department which this project deals with directly is a supporting pillar to the justice system and requires urgent support to address its immediate capacity constraints, like poor water and sanitation conditions, inadequate skills training materials, very poor beds and bedding facilities and especially the decongestion and transfer of the Pademba Road Central prison. A suitable location outside the capital has already been identified to help resolve the issue of the overcrowding of prison facilities resulting in severe human rights implications and to ensure that prisons are operated under modern and internationally accepted protocols and standards.

II. Resources

The total approved budget and summary of resources available to the project from PBF amounted to US\$ 1,610,933.15.

- There were no budget revisions during the period under review
- The total fund provided for by the UN-Peace-Building Fund was paid into the consolidated account of IOM in Geneva. Periodic funding requests based on the status of implementation of the various sub-projects implemented by service providers are made by the IOM Freetown office for portions of these funds to be transferred into its foreign currency account at Standard Chartered Bank in Freetown. Written instructions are then given to the local bank to transfer the specific funds due to these service providers. The transfer time is very reasonable and impressive to the service providers.

However, there are delays experienced locally due to inter bank transactions. This could have been shortened if the service providers were operating accounts at the Standard Chartered Bank in Freetown

Human Resources:

- 3 national staff – 1 Project Coordinator as program staff, 1 Admin Finance Assistant and 1 Driver as operations staff
- No international staff was appointed

III. Implementation and Monitoring Arrangements

In the recruitment of staff for the execution of the project, adverts were made in the local newspapers inviting applications for the positions indicated. Short listing was done and interviews conducted leading to the appointment of staff.

In the procurement of vendors for the 4 supply sub-projects and building contractors for the 2 construction sub-projects, standard bid documents were prepared, adverts made in various local newspapers for interested bidders. Bidders were asked to submit bids together with all other

supporting document as specified. These bids were opened in the presence of bidders or their representatives after which a bid evaluation team analyzed them and made recommendations of the successful bidders to the Field Procurement Unit of IOM together with a report on the various stages of the procurement process to verify conformity and for approval. Upon approval, contracts based on IOM's format for supply of goods and for construction were signed by the various successful bidders. Prior to the signing of the contracts, successful bidders were required to provide an advance payment guarantee and a performance bond. These procurement procedures were all completed between August and October 2008.

Three of the supply contracts (Supply of skills training tools and machines, supply of water and sanitation items and the supply of beds and beddings) involved delivery of the items to the Pademba Road prisons stores in Freetown. Supplies were done, quality approved and verified in batches until the total supplies were made. In the supply of the 7 no. 4 wheel drive jeeps and 2 mini buses, the order was placed by the vendor and IOM took possession of the vehicles on arrival at the port to facilitate duty free clearing. The specifications of these vehicles were checked to confirm conformity and then registered before handing over to the Sierra Leone Prison authorities. Two technical committee meetings were held on the 7th and 14th October 2008 to discuss critical issues that were emerging at the start of the project implementation. At the first technical committee meeting held on the 7th October 2008 at the IOM office in Freetown, it was pointed out by the Project Coordinator that some inconsistencies were observed in the bills of quantities for the construction work at Mafanta prison. A trip by the technical committee to Mafanta was approved at that meeting with the following terms of reference

1. To establish the correct limits of the boundary wall to be constructed including specifics on what to be done on the various segments of the existing fence
2. To thoroughly inspect the status of the existing structures and make recommendations as to the extent of rehabilitation or reconstruction required to be done and to redo the bills of quantities for the original scope as prescribed in the tender documents.

During the technical committee's visit to Mafanta on 9th October 2010 the following observations were made

1. The scope of work for the rehabilitation of cell blocks 1 and 2 as outlined in the bid documents prepared by UNIOSIL and presented to IOM fell short of the work required to be done to restore them
2. Cell blocks 3 and 4 had deteriorated to an extent that a complete reconstruction was the best option

These findings were reported to the technical committee meeting of the 14th October 2008 and the Project Management Unit (PMU) was given the mandate to redo the bills of quantities based on the findings and using the rates in the bids of the proposed contractors to calculate the total cost of the rehabilitation and reconstruction work required. This exercise was done and it was observed that the funds available will not be enough to execute the originally proposed scope. The scope of work at Mafanta was therefore reduced to fit in with the available funds after several consultations with the IOM's PMU and the Sierra Leone Prison Service and the UNIOSIL. Variation Orders on the revised scope of works were prepared and issued to the two contractors before actual construction work commenced at the site.

For the two construction sub-projects at Mafanta (Construction of Perimeter wall and Rehabilitation of cell blocks), several supervisory visits were made by the Project Management Unit (PMU) and

site meeting were held. At such site meetings, joint inspection of the work was done by all stakeholders present followed by discussions on emerging issues.

On the completion of the supply of beds and beddings the Project Management Unit conducted an on the spot inspection of the stores and the keeping of records of all supplies done under this project on 24th March 2009. It was observed that both the technical and general stores of the Pademba Road prisons maintained a separate and well kept record of all deliveries made under the UN-PBF project.

IV. Results

| Project Outputs/ Activities | Achievement | % |
|--|--|------|
| Provide basic vocational/life skills training equipment and machines for prisons in Sierra Leone | All tools, equipment and machines for carpentry, tailoring and shoemaking as per contract with vendor (SHABASCO General Merchant), delivered completely to Pademba Road Central prisons store as at 30 th November 2008 | 100% |
| Provide water and sanitation facilities for prison inmates | All of the water and sanitation items as per contract with vendor (MOBAWA Enterprises) have been supplied to the Pademba Road Central Prisons as at 30 th October 2008. The 12,000 liters water bowser was supplied by SHABASCO General Merchant as at 15 th December 2008 | 100% |
| Provide proper beddings for prison inmates nation wide | All of the 1000 metal bunker beds, 2000 pillows,, 2000 bedspreads, 2000 mattresses and 2000 blankets supplied to the Pademba road central prisons stores by the vendor (ANDUCO Inc) as at February 2009 Distribution to the various prisons is completed. | 100% |
| Provide increased space for prison inmates – Mafanta Prison Rehabilitation & Reconstruction | Rehabilitation and reconstruction of blocks at the Mafanta prison is reported completed by the contractor – Mssrs EMMAWINA Building & Construction Enterprises. Completed 24 th October 2009 | 100% |
| Construct Perimeter wall for Mafanta Prisons | Construction of the perimeter wall with razor wire and metal gate has been verified completed as at 21 st August 2009 – Contractor was AGAL Construction Enterprises | 100% |
| Provide vehicles for Sierra Leone Prison staff | 7 FORD Everest 4x4 jeep and 2 NISSAN Urvan mini buses were supplied by PREMIER LOGISTICS and handed over to the Prison Service by IOM in January 2009. | 100% |

- As at 31st January 2009 all water and sanitation items, tools, equipment and machines for carpentry, tailoring and shoe making and the 9 no. vehicles had been delivered and handed over to the Sierra Leone Prison Services

- As at 28th February 2009 the complete consignment of beds and beddings had been supplied to the Sierra Leone prison stores
- As at 30th April 2009 the original scope of work for the perimeter wall construction had been completed. The second phase was completed by 21st August 2009
- As at 24th October 2009, the rehabilitation of the blocks at Mafanta prison was completed as per contract

There was an effective collaboration between the Sierra Leone Prisons Service, the various vendors / contractors and the recipient agency IOM. The PMU makes arrangements for both formal and informal meetings as necessary to trash out emerging issues that may hinder the smooth flow of the project implementation. The cooperation of the Sierra Leone Prison Service was satisfactory.

CONSTRIANTS AND LESSONS LEARNT

| Implementation Constraints | Lessons Learned | Knowledge gained during implementation |
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| <p>The preliminary need assessment for the design of the project did not capture the implementation mechanisms necessary to achieve project objectives. In short the needs assessment was not thorough. The technical design and Bills of Quantities for the construction components and the requirements for the supply of beds, beddings, tools for vocational training etc were prepared by UNIOSIL and submitted to IOM. IOM's Project Management Unit had to amend the scope of the construction components to fit into the available funds and. Together with the project technical committee members, the amendments were approved.</p> | <p>Thorough needs assessment must be done in order to be able to develop a well designed project that will meet its objective(s) to the fullest. This will enable the preparation of a comprehensive budget and if the available funds are insufficient, the scope of the project can then be divided into phases which must be reflected in the project design / write-up</p> | <p>The preliminary assessment was insufficient.</p> <p>The project was designed on an insufficient assessment.</p> <p>The objectives were too ambitious for the funds available.</p> <p>There is urgent need to fund a second phase to operationalize the Mafanta Prison and carry out a final evaluation of the project.</p> |

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| <p>Inadequate storage facility and logistic capacity of the Prison Service to manage the distribution of project benefits.</p> | | |
| <p>Inadequacies in the project budget. This resulted in: 1) No provision was made for the installation of the woodworking machines, transportation for the distribution of the watsan items, beds and beddings and contingencies. The Sierra Leone Prison did not have enough capacity to facilitate and or execute these activities. 2) The budget had no funds for appropriate Monitoring and Evaluation, especially with regard to the distribution of items, and final impact evaluation. For instance the budget had no capacity to provide the PMU with vehicle and ancillary costs for effective monitoring and evaluation. Therefore IOM had to contribute with additional resources.</p> | <p>In the design of institutional capacity building projects, resources must be integrated in to the budget to ensure that the capacity of the partner is strengthened to ensure effective delivery. If the beneficiary institution is to provide certain facilities either by implication or by expressed consent, it must be confirmed that such an obligation can be fulfilled and if the capacity is not available, than it should be strengthened.</p> | |
| <p>The project did not have the financial capacity to organize a pre implementation induction work-shop to inform all stakeholders about obligations and responsibilities during the project implementation.</p> | <p>During the design phase, the project must include and cost pre-implementation activities required by the various stake-holders (i.e. institutional capacity assessment, regular stakeholder meetings etc.) A pre-implementation induction workshop is necessary.</p> | |
| <p>There was a lapse between the official starting date and effective starting date, because PBF transferred funds to IOM well after</p> | <p>Transfer of funds and starting dates should be synchronized. Implementation time frame must be realistic and preparatory activities included in the project design to</p> | |

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| the official starting date. | prevent no cost extension request. | |
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Key Partnerships and collaborations and Impact on Results.

| Item | Partners / Agencies | Impact on Results |
|------|---|--|
| 1 | United Nations Peace building Fund Coordinating office at UNIPSIL | Contributed to the making of technical decisions in addressing emerging issues which at the time threatened the successful completion of the project |
| 2 | Peace building Fund Secretariat in the Ministry of Finance and Economic Development – PBF Sec - MoFED | |
| 3 | Sierra Leone Prison Service | |
| 4 | Project Steering Committee | |

Other Highlights and Cross-cutting Issue.

In the allocation of funds for projects, a comprehensive budget that will provide for a full realization of the project objectives must be presented. If the budget exceeds the funds that will be possibly provided, a review of the project document must be done to express the various phases and the phase which will be addressed by the available funds.

V. Future Work Plan (if applicable)

To conduct a post implementation survey of the project within the first quarter of 2010.

VI. Performance Indicators (optional)⁵

| No | Performance Indicators at Output Level | Impact |
|----|---|---|
| 1 | Reduced recidivism | This will be observed in the medium term as it is only at the Pademba road prison that some form of rehabilitation in term of vocational training is being done presently. Trainers are now being posted to the other detention facilities together with their supply of tools and machines to start vocational training of prisoners. Once these trainings become operational, inmates will come out as skilled persons enabled to be engaged in something worthwhile and earn a living. |
| 2 | Increase in the no of prisoners engaged in producing skilled products | This also will be observed in the medium term |
| 3 | Reduction in congestion of prisons | This has not been fully addressed by this project as the congestion in detention facilities does not only depend on the |

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| | | capacity of these facilities but also on the judiciary. |
| 4 | Prisoners with increased access to water and sanitation facilities | The provision of the water bowser has instantly increased the access to safe and adequate water supply to the Pademba road prison. Thus the sanitary condition has improved. Detention centres in other parts of the country do not have much problems with water supply as they have water wells. |
| 5 | Prisoners with increased access to proper beds | There has been a vast increase in the number of prisoners nation wide who now have access to proper beds and beddings. However, there are still a good number without proper beds due to the congestion in the detention facilities. |
| 6 | Reduction in prison escapes | This indicator was specifically for the Mafanta prison, but unfortunately, this project has not been able to provide all what is needed to make the prison functional even though a high security fence has been constructed that will in the medium term deter prisoners from escaping |
| 7 | Increased effectiveness of prison staff | The provision of 7 no. 4x4 jeeps and 2 no. mini buses has contributed to the effectiveness of the prison staff. One of the mini buses is used by prison staff to escort prisoners to court and the other is assigned to the training school as a utility vehicle. The 7 jeeps are used by senior officers in their monitoring and supervision duties |

VII. Abbreviations and Acronyms

1. UN-PBF – United Nations Peace Building Fund
2. UNIOSIL – United Nations Integrated Office in Sierra Leone
3. UNIPSIL – United Nations Integrated Peace-Building Office in Sierra Leone
4. IOM – International Organization for Migration

