



**OFFICE OF THE
AUDITOR GENERAL**

**Follow-up
Audit Report**



**Performance Audit
Report of the Rehabilitation
and Reintegration of Prisoners
in Zambia**

December 2022



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Follow-up Performance Audit Report of the Rehabilitation and Reintegration of Prisoners in Zambia.

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GLOSSARY OF TERMS

Term	Definition ¹
Correctional Centre	This is where convicted and sentenced inmates are detained for rehabilitation purposes.
Chaplain	Is a certified clergy member who provides spiritual care for individuals in a non-religious organisation, rather than a church congregation ²
Chaplaincy	These are programmes intended to assist inmates to develop a healthy and positive spiritual attitude which in turn promotes spiritual growth
Family Tie-Up Programme	These are programmes designed to keep inmates in touch with their families.
Halfway Homes	This is transitional living where an inmate is not fully incarcerated and at the same time not fully at liberty to move in the community or be fully reintegrated into a neighborhood.
Inmates	This is a person, whether convicted or not, in custody or under detention in a prison or correctional Centre ³
Job Placements	This is a situation where one finds work upon release which is essential for the rehabilitation of an inmate.
Parole	This is conditional release of an inmate.
Restorative Justice Programmes	This is the reunion between the offender and the offended.
Rehabilitation	These are programmes which include behaviour modification, human development, chaplaincy and inmate care.
Reintegration	This is a support service implemented to prepare and assist inmates to return safely to the community and to re-enter as law abiding citizens, thus reducing stigma, re-offending and promoting public safety
Skills and Vocational Training	This is training in essential skills such as carpentry, tailoring, bricklaying and pottery.
Special Needs Prisoners	These are inmates who have additional needs of care and protection such as women, persons with disabilities, the aged, children and persons requiring mental health care.
Voluntary Visits	These are visits from voluntary workers enlisted to help the Officer in Charge in the rehabilitation of inmates.

¹ OAG Performance Audit report on the Rehabilitation and Reintegration of Prisoners in Zambia - 2014

² <https://online.ahu.edu> > AHU Online Blog

³ The Zambia Correctional Service Act, 2021

ABBREVIATIONS

7NDP	Seventh National Development Plan
8NDP	Eighth National Development Plan
AIDS	Acquired Immuno Deficiency Syndrome
CACO	Compulsory After Care Order
DEC	Drug Enforcement Commission
DEBs	District Education Boards
HEP	His Excellency's Pleasure
HIV	Human Immunodeficiency Virus
MHA	Ministry of Home Affairs -
MHA&IS	Ministry of Home Affairs and Internal Security
NGO	Non-Governmental Organisation
OAG	Office of the Auditor General
OIC	Officer in Charge
PSMD	Public Service Management Division
TB	Tuberculosis
UN	United Nations
ZCS	Zambia Correctional Service
ZCCs	Zambia Correctional Centres
ZPS	Zambia Prisons Service

FOREWORD

In accordance with the provisions of Article 250 of the Constitution of Zambia (Amendment) Act No. 2 of 2016, Public Audit Act No. 13 of 1980 and the Public Finance Management Act No. 1 of 2018, I am mandated to carry out Performance Audits in Ministries, Provinces and Agencies. I am pleased to present to you the Follow –Up Performance Audit Report on the Rehabilitation and Reintegration of Prisoners. The objective of the 2014 Performance Audit on the Rehabilitation and Reintegration of Prisoners was to assess the effectiveness and efficiency of the delivery of rehabilitation and reintegration services to prisoners by the Ministry of Home Affairs and Zambia Prisons Service now called Ministry of Home Affairs and Internal Security and Zambia Correctional Services respectively.

The report sets out the actions taken in response to the recommendations provided by the Parliamentary Select Committee in 2014. The Government through the National Development Plans and the Sustainable Development Goal No. 16 seeks to enhance access to justice by strengthening the capacities of institutions within the legal and justice sector by addressing a number of challenges such as congestion in prisons as well as promote human rights through the parole system to protect the rights of reformed prisoners at all levels.

The Follow-Up Performance Audit Report together with recommendations if implemented by the responsible institutions, will impact positively on rehabilitation and reintegration of prisoners in the country.

I wish to take this opportunity to thank the management and staff of Ministry of Home Affairs and Internal Security and Zambia Correctional Services for their co-operation during the audit.



Dr Dick Chellah Sichembe

AUDITOR GENERAL

EXECUTIVE SUMMARY

The Office of the Auditor General undertook a Performance Audit on the Rehabilitation and Reintegration of Prisoners in 2014. The report was subsequently submitted to the Parliamentary Select Committee on National Security and Foreign Affairs in Parliament on 25th September 2014. This follow up audit report sets out the actions taken in response to the recommendations made by the Committee in 2014.

The objective of the Performance Audit in 2014 was to assess the effectiveness and efficiency of the delivery of rehabilitation and reintegration services to prisoners by the Ministry of Home Affairs and Zambia Prisons Service now called Ministry of Home Affairs and Internal Security and Zambia Correctional Services respectively.

In accordance with the provisions of Article 250 of the Constitution of Zambia (Amendment) Act No.2 of 2016, Public Audit Act No.13 of 1980 and Public Finance Management Act No.1 of 2018, the Office of the Auditor General (OAG) is mandated to carry out Performance Audits in Ministries, Provinces and Agencies and to report the results to the President and Parliament for debate.

The Follow-Up Audit covered the period between January 2015 and December 2021 with an objective of assessing the extent to which management of the Ministry of Home Affairs and Internal Security and the Zambia Correctional Services had made satisfactory progress in implementing the recommendations included in the 2014 Performance Audit Report.

Key findings

i. Use of Outdated Legislation and Guidelines by Zambia Correctional Service

The audit revealed that Ministry of Home Affairs and Internal Security and the Zambia Correctional Services had not developed a National Policy on the operations of the correctional services in the country to provide Government policy directives on how to manage the inmates and address their rehabilitation and reintegration needs.

ii. Inadequate Counselling of Prisoners

The audit revealed that there was inadequate social counselling of inmates due to the limited number of Offender Management Officers. There was also unequal distribution of Chaplains to provide individual and group spiritual counselling through the provision of comprehensive chaplaincy services.

iii. Skills Training and Educational Courses are carried out to a Limited Extent

The audit revealed that there was limited number of primary and secondary school teachers as well as trade instructors in most of the centres, however, they opted to use officers who were qualified in teaching and inmates trained as teachers and volunteers.

iv. Failure to Achieve Parole Objectives

The audit revealed that all the correctional facilities were still congested despite Zambia Correctional Services putting in place the parole system with a view of decongesting the prisons. Although the parole system was an incentive awarded based on good behaviour the parole system has not worked effectively.

v. Inadequate Provision of Reintegration Programmes

The audit revealed that Zambia Correctional Services had not effectively conducted restorative justice, family tie ups and job placement programmes. They had also not established halfway homes.

Conclusion

The Zambia Correctional Service had not made significant progress in the implementation of recommendations as regards the rehabilitation and reintegration of prisoners during the period 2015- 2021. It was established that out of the twenty-one (21) recommendations made, only one (1) was fully implemented, seventeen (17) were partially implemented and three (3) were not implemented. There are still challenges that exist in the legislation despite having repealed the Prisons Act No. 41 of 1960 with the Zambia Correctional Service Act No. 37 of 2021. There are still delays in the parole hearings which have continued to affect the rate at which inmates are released on parole especially for the inmates that are eligible. The counselling services are still not provided as expected in all categories such as individual and group spiritual support due to the limited number of staff. There is also limited staff available to provide educational programmes that will help the inmates prepare for rehabilitation and reintegration into the community.

Recommendations

The MHAIS through the ZCS should ensure that:

- i. A comprehensive National Policy on internal security is developed which addresses rehabilitation and reintegration needs of inmates.
- ii. All inmates are counselled regularly. The counselling sessions should be well documented to include the nature of the problem with due regard to the inmates' privacy concerns. Follow up mechanisms should also be put in place to find out how the inmates are coping after the intervention.

- iii. The required number of positions for staff providing individual/group, psychosocial and spiritual counselling, education supervisors, teachers and trade instructors among others are adequately provided for in the ZCS establishment register in order to adequately provide rehabilitation and reintegration programmes to inmates.
- iv. Hearings on recommended inmates for parole be expedited in order to release the inmates due for parole in time.
- v. Reintegration programmes are enhanced by intensifying job placement of ex-inmates, family tie-up programmes and establishment of Halfway Homes in order to assist ex-inmates reintegrate into the community after being released from the Centre.

1.1. Background

The Office of the Auditor General (OAG) carried out a Performance Audit on the Rehabilitation and Reintegration of Prisoners in 2014. The audit was motivated by among other reasons the public outcry that Zambia's internal security was compromised by former inmates who were believed to have not been fully reformed or rehabilitated to be reintegrated into society⁴. Concerns were also raised by Members of Parliament and Civic Organisations on the conditions of prisons in Zambia, the levels of congestion among prisoners and the appalling conditions in which they lived, for example at Mukobeko Maximum Security Prison in Kabwe, Central Province. The report was subsequently submitted to the Parliamentary Select Committee on National Security and Foreign Affairs on 25th September 2014. This follow up audit report sets out the actions taken in response to the recommendations advanced by the Committee in 2014.

The objective of the Performance Audit in 2014 was to assess the effectiveness and efficiency of the delivery of rehabilitation and reintegration services to prisoners by the Ministry of Home Affairs (MHA) through Zambia Prisons Service (ZPS) now called the Ministry of Home Affairs and Internal Security (MHAIS) and the Zambia Correctional Services (ZCS) respectively.

The OAG conducts a number of performance audits in government entities. Based on the findings and conclusions made in the audits, recommendations are issued which, if implemented can assist in improving the performance of government entities and ensure that public resources are economically, efficiently and effectively managed.

The International Standards of Supreme Audit Institutions (ISSAI) 300:42 requires that Follow up Audits should be conducted after a "reasonable" period of time, allowing responsible parties who can initiate change to take appropriate initiatives. The follow up of performance audit reports in the OAG should normally start within two to three years, after the report has been tabled in Parliament but exceptions can be made by the Auditor General. The Follow up audit is intended to provide assurance to Parliament on the implementation status of previously issued recommendations.

4 The Post Newspaper dated 21st March 2012

The Follow up Performance Audit has been carried out at the Zambia Correctional Service because a reasonable length of time to implement the findings and recommendations of the performance audit has passed since publication in 2014.

The Performance Audit Report highlighted weaknesses in the provision of rehabilitation and reintegration services to the prisoners which included:

- i. Use of outdated legislation and guidelines by ZPS;
- ii. Inadequate counselling of prisoners;
- iii. Skills training and educational courses carried out to a limited extent;
- iv. Failure to achieve parole objectives;
- v. Risk assessment not efficiently carried out;
- vi. Needs of Special Needs prisoners not addressed;
- vii. Inadequate provision of reintegration programmes; and
- viii. Lack of coordination between ZPS and the community.

The Seventh National Development Plan (7NDP), Pillar 5 and the Eighth National Development Plan (8NDP) under Development Outcome 2 - Improved Rule of Law, Human Rights and Constitutionalism: The Government seeks to enhance access to justice by strengthening the capacities of institutions within the legal and justice sector to ensure that a number of challenges such as congestion in prisons are addressed. The 7NDP and 8NDP also seek to promote human rights by enhancing the parole system to protect the rights of reformed prisoners.

This is also in line with SDG No. 16 which seeks to promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.

It is against this background that the OAG found it necessary to conduct a follow up performance audit on the Rehabilitation and Reintegration of Prisoners in Zambia.

1.2. Purpose of the Follow Up Performance Audit

The purpose of the follow up performance audit was to assess whether appropriate actions had been taken by the MHAIS through ZCS based on the findings and recommendations made in the 2014 audit report on the Rehabilitation and Reintegration of Prisoners. Specifically, the follow up audit assessed whether:

- i. MHAIS through ZCS had implemented the recommendations in the 2014 Performance Audit Report on the Rehabilitation and Reintegration Services of Prisoners;

- ii. MHAIS through ZCS had made any additional improvements to programmes offered to prisoners to ensure their effective and efficient rehabilitation and reintegration; and
- iii. There was need to provide additional recommendations in light of any new developments in the rehabilitation and reintegration of prisoners.

1.3. Scope

The Follow up audit assessed the extent to which the MHAIS through ZCS had made satisfactory progress in implementing the recommendations in the July 2014 Performance Audit Report. The follow up audit report therefore focused on implementations made between January 2015 and December 2022.

CHAPTER 2: METHODOLOGY OF THE FOLLOW UP AUDIT

The follow up performance audit was conducted in accordance with ISSAI 300 and the OAG Performance Audit Manual which requires that follow up audits should be reported appropriately in order to provide feedback to the legislature.

The MHAIS through ZCS was requested by the OAG to provide a written update of the actions taken in relation to the performance audit report on the Rehabilitation and Reintegration of Prisoners in Zambia. To verify the responses provided by the MHAIS through ZCS the Follow up audit approach included document reviews, interviews and site inspections as shown below:

a. Document Reviews

Documents reviewed as part of the audit process are shown in table 2.1 below.

Table 2.1: Documents Reviewed and Purpose of Review

No.	Documents Reviewed	Purpose of Review
1	The Zambia Correctional Act No. 37 of 2021.	To ascertain the mandate of the ZCS in the rehabilitation and reintegration of inmates.
2	Zambia Correctional Service Annual Work Plans and Budgets (2015-2021)	To gain an understanding of the annual activities, plans and budgets that ZCS had put in place in order to effectively implement the rehabilitation and reintegration services to prisoners.
3	Action Taken Report from Ministry of Home Affairs and Internal Security (27 th January, 2022)	To assess progress made in implementing recommendations.
4	Report of the Committee on National Security and Foreign Affairs on the report of the Auditor-General on the rehabilitation and reintegration of prisoners.	To understand the recommendations made by the Committee.
5	Performance Audit Report on the Rehabilitation and Reintegration of Prisoners in Zambia- 2014	To appreciate the findings and recommendations of the Auditor General's report on the Rehabilitation and Reintegration of Prisoners in Zambia- 2014.
6	2020 ZCS Staff Establishment	To establish the staff positions that have been provided for in the Zambia Correctional Service.
7	Restorative Justice Programme Records	To analyse the impact of the restorative justice programme in the ZCCs to establish whether

		reconciliations made with victims and offenders had been successful or not
8	Seventh National Development Plan and Eighth National Development Plan	To establish measures and strategies developed by Government in the rehabilitation and reintegration of inmates.

b. Interviews

Interviews were conducted with key personnel at ZCS headquarters and fifty-four (54) ZCCs officials from the thirteen (13) ZCCs visited in order to obtain information pertaining to the action taken on the recommendations of the report on the Rehabilitation and Reintegration of Prisoners. A total of 282 inmates were also interviewed to corroborate the evidence collected.

See Appendix 1

c. Site Inspections

Physical inspections were conducted to confirm the status of infrastructure such as classrooms, workshops, libraries and chapels/mosques at the thirteen (13) ZCCs. Observations of rehabilitation programmes offered to inmates such as brick laying and carpentry was also conducted.

CHAPTER 3: FINDINGS

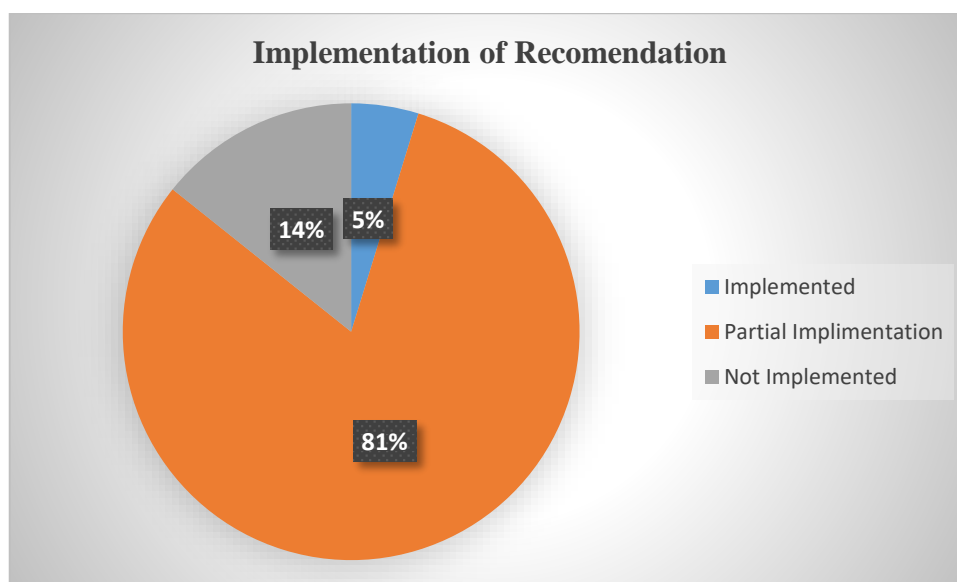
3.1 Introduction

This chapter highlights a summary of the initial findings and recommendations provided by the Committee on the Performance Audit Report of the Auditor General on the Rehabilitation and Reintegration of Prisoners for the Fourth Session of the Eleventh National Assembly.

The follow-up performance report also highlights the action taken by the MHAIS through the ZCS as indicated in the Action Taken Report submitted to the OAG in January 2022. The chapter further illustrates the findings of the Follow-up performance audit.

The audit noted that the 2014 Audit Report had an impact on the Rehabilitation and Reintegration of Prisoners in Zambia with ZCS making efforts to implement the recommendations that were made by the Committee and OAG. Out of the twenty-one (21) recommendations made, only one (1) representing 5% was fully implemented, seventeen (17) representing 81% were partially implemented and three (3) representing 14% were not implemented between January 2015 and December 2021 as shown in figure 3.1 below and see Appendix 2 for details.

Figure 3.1: Implementation of Recommendations



Source: OAG Performance Audit - 2022

The following were the findings:

3.2 Development of Tools to Facilitate Implementation of Rehabilitation and Reintegration Programmes by ZPS and the MHA

3.2.1 Lack of National Policy on the Operation of the Zambia Prison Service

3.2.1.1 Initial Finding in the OAG Performance Audit Report of 2014

MHA and the ZPS have not developed a National Policy on the operations of the Prison Service in the country to provide Government policy directives on how to manage the prisoners and address their rehabilitation and reintegration needs.

3.2.1.2 Recommendation by the Committee and OAG

- **Recommendations by Committee:** The Zambia Prison Service has not revised a number of Acts that have a bearing on the well-being of the prisoners and the administration of the rehabilitation and reintegration of prisoners. Therefore, the MHA should commence the review of the relevant legislation without further delay and expedite the process of revising the Prisoners Act No.41 of 1960.
- **Recommendation by OAG:** MHA and ZPS should ensure that a comprehensive national policy on internal security is developed which will address rehabilitation and reintegration needs of prisoners. The Prisons Act should be revised to conform to international standards.

3.2.1.3 Finding in Follow Up Audit – December 2022

The recommendation was not implemented as document review and interviews confirmed that the National Policy on the operations of the ZPS had not been developed to address the rehabilitation and reintegration needs of inmates.

3.2.2 Outdated Legislation

3.2.2.1 Initial Finding in the OAG Performance Audit Report of 2014

Review of the Act and interviews conducted with the Commissioner of Prisons revealed that the Prisons Act Cap 97 of the Laws of Zambia did not have adequate provisions to guide the prisons in carrying out correctional services. For instance, the current Act only refers to the establishment of the ZPS and control of prisons and prison officers. It does not clearly state the purpose and all the functions of the ZPS. It focuses on custodial services and it does not include the correctional and extension services mandate of the Service.

Although risk assessment of prisoners is important in that it helps identify the rehabilitation needs of the prisoners, the Act does not define the criteria for carrying out the risk assessment of prisoners.

The provisions of the WHO guideline on HIV/AIDS treatment, support and care are not enshrined in the Act. The Act was written in 1960 when there was prevalence of diseases such as Gonorrhoea and syphilis but does not address the recent diseases like TB and HIV/ AIDS despite being amended in 2004. The requirement to provide supplementary food diets to prisoners is also not stipulated in the law.

The Livingstone Declaration on African Prisons⁵ is also not incorporated in the Act. The Ministry of Justice, one of the stakeholders of ZPS, normally convicts inmates with hard labour. However, the Prisons Act does not define what hard labour means. In fact, this is against the convention on humane custodial and correctional services.

The Prisons Act also does not address the roles of the Parole Board. Although the Act was amended by Act No. 16 of 2004, the Amendment Act was not adequate in addressing the roles of the Parole Board. The current laws provide for release of prisoners on parole who have served not less than two (2) years and remaining with six (6) months before discharge. This provision is prohibitive on its own as many prisoners serving sentences of less than two (2) years are not eligible even if they were of good conduct and industrious.

Structured interviews further revealed that the Prisons Act, its amendment Act No. 16 of 2004 and the Prison Act, Prison Rules, Statutory Instrument No. 101 of 2008 need to be revised to reflect current international practices in the administration of parole such as:

- Migration of parole to judicial where the judge incorporates parole when passing judgement as opposed to administer parole where a prisoner is only eligible after serving a sentence of 2 years; and
- Review of the eligibility threshold so that more convicts are eligible for parole.

3.2.2.2 Recommendations by the Committee and OAG

- **Recommendations by Committee:** The Zambia Prison Service has not revised a number of Acts that have a bearing on the well-being of the inmates and the administration of the rehabilitation and reintegration of prisoners. The MHA should commence the review of the relevant legislation amended without further delay. The Committee further urges the MHA to expedite the process of revising the Prisoners Act.
- **Recommendation by OAG:** MHA and ZPS should ensure that a comprehensive national policy on internal security is developed which addresses rehabilitation and reintegration needs of prisoners. The Prisons Act should be revised to conform to international standards.

⁵The Livingstone Declaration on African Prisons

3.2.2.3 Finding in Follow Up Audit – December 2022

The recommendation was partially implemented as the follow up audit established that the Prisons Act No.41 of 1960 amended in 2004 had been repealed and replaced by the Zambia Correctional Service Act No. 37 of 2021, whose commencement order for its operation was signed on 18th January 2022.

A review of the Act revealed that the Zambia Correctional Service Act No. 37 of 2021 provided for the functions, powers and privileges of correctional officers, rehabilitation, reintegration and employment of prisoners; extension services and aftercare orders, as well as discharge and parole.

Further, Section 51 (1) of the Act states that “subject to sub section (2) and (3), a criminal inmate shall engage in work within or outside the precincts of a prison or correctional centre, as directed by the Officer-in-Charge and as far as is practicable, the work shall take place in association with other inmates, except that a health practitioner may excuse an inmate from work or order that the inmate perform light work, on medical grounds.”

The Act however did not provide for current international practices in the administration of parole such as; the judge incorporating parole when passing judgement as opposed to administering parole where a prisoner was only eligible after serving a sentence of two (2) years; and review of the eligibility threshold so that more convicts were eligible for parole. In addition, it was noted that the definition of hard labour had not been provided.

In the response dated 21st July 2022, ZCS stated that they were in the process of engaging other stakeholders such as the Judiciary and Ministry of Labour and Social Security in respect of the outdated legislation in order to formulate the definition of hard labour and ensure that it was co-opted in the Regulations to fully operationalise the Correctional Service Act.

3.2.3 Lack of a Strategic Plan

3.2.3.1 Initial Finding in the OAG Performance Audit Report of 2014

Following the expiry of the 2003-2007 Strategic Plan, ZPS operated without a clear long-term direction in that there was no Strategic Plan for the period 2008 – 2012. As of August 2013, ZPS operated without a Strategic Plan.

3.2.3.2 Recommendations by the Committee and OAG

- **Recommendations by Committee:** The Zambia Prison Service has not revised a number of Acts that have a bearing on the well-being of the prisoners and the administration of the rehabilitation and reintegration of prisoners. The MHA should commence the review of the

relevant legislation amended without further delay. The Committee further urges the MHA to expedite the process of revising the Prisoners Act.

- **Recommendation by OAG:** The Prison Service should develop a Strategic Plan incorporating strategy on rehabilitation and reintegration of prisoners.

3.2.3.3 Finding in Follow up Audit – December 2022

The recommendation was fully implemented as the relevant Strategic Plans for the period under review had been prepared. Through document review, it was observed that Strategic Plans were developed for the period 2013-2016 as well as 2020-2024.

3.3 Provision of Requisite Resources by ZPS to Prisons to ensure that Rehabilitation and Reintegration Programmes are conducted efficiently

3.3.1 Inadequate Staffing

3.3.1.1 Offender Management Officers/Social Welfare Officers

3.3.1.1.1 Initial Finding in the OAG Performance Audit Report of 2014

A review of the staff returns and interviews conducted with personnel from sixteen (16) prisons revealed that two (2) prisons had no Offender Management Officers while the Offender Management Officers for three (3) prisons had no qualifications in social work. The rest of the prisons had qualified Offender Management Officers to carry out counselling on social aspects of prisoner's welfare.

It was also observed that all the prisons did not have a psychologist to offer therapeutic treatment of the prisoners, except for Lusaka Central prison - Chainama Mental Institution that had psychiatrist doctors from MoH and four (4) prisons did not have psychiatrist doctors despite having mentally unsound prisoners. It was established that inadequate staff was due to lack of resources to recruit more staff. The effect was that behavioural modification was not carried out efficiently.

3.3.1.1.2 Recommendations by the Committee and OAG

- **Recommendation by the Committee:** Various stakeholders must be brought on board to assist the Zambia Prisons Service to improve on the counselling of prisoners before being incarcerated and upon release into the community. The committee further emphasised the need to maintain records of all prisoners' counselling sessions.
- **Recommendation by OAG:** The Prison Service should ensure that all prisoners are counselled regularly. The counselling sessions should be well documented to include the nature of the problem with due regard to the prisoners' privacy concerns. Follow up mechanisms should also be put in place to find out how the prisoners are coping after the

intervention. The Service should employ and train officers in social work to conduct efficient counselling. In addition, the Service should deploy a psychologist to each prison and the prisons should liaise with the Drug Enforcement Commission (DEC) to conduct awareness campaigns on substance abuse regularly.

3.3.1.1.3 Finding in Follow Up Audit – December 2022

There was partial implementation regarding staffing levels for Offender Management Officers. A review of the 2020 ZCS Establishment Register for sixty-five (65) ZCCs revealed that only one (1) position of Regional Offender Management Officer under Luapula Region Command and fourteen (14) positions for social welfare officers were provided. A review of the Action Taken Report indicated that ZCS had deployed eighty-six (86) Offender Management Officers to various ZCCs across the country for administrative purposes. A site inspection at thirteen (13) ZCCs also revealed that there was only one (1) officer at each Centre performing Offender Management duties. See table 3.1 below.

Table 3.1: Number of Officers Carrying out Offender Management duties

No.	Name of ZCCs	Population of Inmates	Number of Officers in ZCCs carrying out Offender Management duty
1	Kabwe Mukobeko Maximum - Male	1198	1
2	Kabwe Mukobeko Maximum - Female	140	1
3	Kansenji Correctional Centre	526	1
4	Kamfinsa Correctional Centre	3383	1
5	Choma Correctional Centre	403	1
6	Livingstone Correctional Centre	749	1
7	Katombora Reformatory	127	1
8	Monze	314	1
9	Mwembeshi Correctional Farm	365	1
10	Lusaka Central - Male	1309	1
11	Lusaka Central - Female	110	1
12	Chainama Correctional Centre	137	1
13	Mwembeshi Maximum	912	1

Source: Performance Audit Analysis-2022

Further, the audit revealed that the Offender Management Officers were overwhelmed as they were unable to perform their counselling duties effectively due to the high number of inmates. The ratio of an Offender Management Officer to the number of inmates was low for example at Kamfinsa Correctional Centre the ratio was 1:3383 while Kabwe Maximum Correctional Centre – Male had a ratio of 1: 1198 as of October 2022.

Therefore, the low number of officers available meant that they were unable to provide the required counselling services to the inmates, as a result behavioural modification was not carried out efficiently.

3.3.1.2 Chaplains

3.3.1.2.1 Initial Finding in the OAG Performance Audit Report of 2014

Despite all sixteen (16) prisons having a member of staff carrying out the duties of a chaplain, ten (10) prisons representing 63% of the prisons visited had untrained chaplains serving the inmates.

In addition, despite the international code of chaplaincy requiring the chaplains to have high levels of concentration, Chaplains did not carry out chaplaincy duties exclusively. Chaplains also carried out non-chaplaincy duties such as manning the gate and workshop duties, which diverted their attention from conducting effective chaplaincy duties. It was further established that as a result of performing several roles, in some cases, pastoral support was not delivered in the most effective manner. There was unequal distribution of the number of Chaplains in the prisons. Except for Kamfinsa and Mwembeshi prisons which had two (2) and three (3) chaplains respectively, all other prisons had one (1) chaplain each.

It was also noted that there was a contrast between the number of inmates in some prisons and the chaplains serving them. For instance, Kabwe Maximum Prison with an inmate population of close to 2000 had only one (1) Chaplain whilst Mwembeshi Prison farm with an inmate population of 345 prisoners had three (3) trained Chaplains.

Chaplains wore prison officer uniforms as opposed to either civilian clothes or clergy uniform except for Lusaka Central and Mwembeshi prisons. According to the Chaplains, this was so because they performed more than one role in the service. The Chaplains further mentioned that it was difficult for inmates to interact freely with them as they were also seen to be hostile like most prison officers. It was established that the causes for inadequate Chaplains was due to misallocation of labour. The effects were that the prisoners did not receive adequate spiritual and moral support especially individual counselling.

3.3.1.2.2 Recommendations by the Committee and OAG

- **Recommendation by the Committee:** Various stakeholders must be brought on board to assist the Zambia Prisons Service to improve on the counselling of prisoners before being incarcerated and upon release into the community. The Committee further emphasised the need to maintain records of all prisoners' counselling sessions.

- **Recommendation by OAG:** There should be an adequate number of Chaplains to match the number of prisoners in each prison. Chaplains should be allowed to carry out exclusive Chaplaincy duties in order to enhance success of church programmes. In addition, Chaplains must be dressed in either civilian clothes or clergy attire in order to enhance prisoner acceptance of the Chaplain.

3.3.1.2.3 Finding in Follow Up Audit – December 2022

There was partial implementation made as noted through interviews carried out with officials at ZCS and a review of the Action Taken Report. A scrutiny of the ZCS Establishment Register revealed that only nineteen (19) Chaplaincy positions were provided for in the country against the twenty-three (23) distributed despite the transformation from the Prison Service to Correctional Service in 2016 as shown in table 3.2 below.

Table 3.2: Established Positions for Chaplaincy Officers

No.	Post Name	Unit	Posts	Distribution
1	Head Chaplaincy	Corrections & Extensions – ZCS	1	2
2	Chaplain	Central Regional Command	1	1
3	Chaplain	Kabwe Medium Security Correctional Centre	1	1
4	Chaplain	Kabwe Maximum Security Centre	1	1
5	Regional Chaplain	Lusaka Regional Command	1	1
6	Chaplain	Lusaka Central Correctional Centre	1	4
7	Regional Chaplain	Lusaka Remand Prison	1	2
8	Chaplaincy - Sergeant	Mwembeshi Maximum Security Centre	4	2
9	Chaplain	Copperbelt Regional Command	1	1
10	Chaplain	Kamfinsa Correctional Centre	1	2
11	Chaplain	Livingstone Correctional Centre	1	1
12	Chaplain	Choma Central Correctional Centre	1	1
13	Chaplain	Kalomo Correctional Centre	1	1
14	Chaplain	Mansa Central Correctional Centre	1	1
15	Chaplain	Kabompo Correctional Centre	1	1
16	Chaplain	Corrections & Extensions - Chinsali – ZCS	1	1
	Total		19	23

Source: 2020 Establishment Register Zambia Correctional Service

The audit further established that ZCS had appointed and deployed eighty-eight (88) Chaplains at the ZCCs to help with the delivery of individual and group spiritual counselling through the provision of comprehensive chaplaincy services.

The chaplains were deployed to all the thirteen (13) regional offices and to forty (40) ZCCs across the country. ZCS management indicated that out of the eighty-eight (88) chaplains, fifty-six (56) were qualified theologians out of which twenty (20) were ordained Ministers while thirty-two (32) were officers who had shown some spiritual maturity and appointed as assistant Chaplains.

A review of the distribution list of chaplains countrywide revealed that fifty-six (56) qualified theologians were allocated to forty (40) ZCCs, two (2) at headquarters, nine (9) at Regional Commands while three (3) were deployed to the staff training college. **See Appendix 3**

As a result, the low number of chaplains attached to the facilities made individual spiritual counselling almost impossible in the ZCCs that were over crowded with inmates.

Furthermore, contrary to the international code of chaplaincy which requires that chaplains have high levels of concentration, a visit to thirteen (13) ZCCs revealed that at seven (7) ZCCs, chaplains continued carrying out other non-chaplaincy duties which resulted in low prioritisation of chaplaincy duties **See table 3.3 below.**

Table 3.3: Chaplains Carrying Out Other Duties

No.	Correctional Centre	Other Duties being performed
1.	Katombora Reformatory School	Teaching and Sports
2.	Choma Correctional Centre	Security
3.	Chainama East Correctional Centre	Security, station driver and Offender Management Officer
4.	Lusaka Central- Female	Security and Special duties
5.	Lusaka Central- Male	Special duties
6.	Mwembeshi Correctional Farm	Custodial duties and security
7.	Kamfinsa Correctional Centre	Special duties

Source: OAG Performance Audit Report -2022

3.3.1.3 Trained Primary and Secondary School Teachers

3.3.1.3.1 Initial Finding in the OAG Performance Audit Report of 2014

Although the mandate of ZPS included the provision of educational services to the prisoners as part of the rehabilitation and reintegration programme, the organisation structure of ZPS did not support this as no teaching positions are included. The ZPS instead improvised by using officers who were qualified in teaching, prisoners trained as teachers and volunteers, and in some instances, teachers were attached to ZPS from Ministry of Education.

Educational programmes were hampered in fifteen (15) prisons by the lack of adequate teachers, except for Livingstone Prison. Enquiries made with Education Officers and Officers in Charge in the fifteen (15) prisons revealed that a total of 142 teachers were required. However, there were seventy-eight (78) teachers representing 54% available leaving a shortfall of sixty-four (64) representing 46%. Out of seventy-eight (78) teachers available, only thirty-six (36) representing 46% had qualifications in teaching methodology. It was also revealed that as a result of the lack of teachers, the few teachers available were overwhelmed and in some instances ended up prolonging the teaching periods. Most of the prisons merged grades 1 to 4 and subjected them to literacy classes instead of the required curriculum for grades 1 to 4. This resulted in over-crowding in literacy classes and prolonged the period of teaching thus making learning monotonous.

3.3.1.3.2 Recommendations by the Committee and OAG

- **Recommendation by the Committee:** Training programmes should be extended to all prisons in order to benefit all prisoners. All prisoners need to be sensitised on the skills training programmes that are being provided in the prisons as some of them may not be aware and that this should be extended to all prisoners regardless of the length of detention.
- **Recommendation by OAG:** The Prison Service should come up with short term rehabilitation programmes to meet the needs of short-term prisoners. The Service should deploy more primary and secondary school teachers to match the number of prisoners at each prison.

3.3.1.3.3 Finding in Follow Up Audit – December 2022

There was partial implementation made as regards trained primary and secondary school teachers. Document review of the Action Taken Report revealed that ninety-five (95) teachers had been recruited and sixty-four (64) teachers had been attached to the Centres following ZCS request to Ministry of General Education (MoGE) to have teachers attached to ZCCs in order to provide educational services to the inmates. However, records of recruitment and

deployment of the ninety- five (95) recruited teachers were not availed for audit scrutiny as at 31st October, 2022, making it difficult to ascertain which ZCCs had benefited from the recruitment.

Further, in the response dated 21st July 2022, ZCS stated that there were a total of 243 qualified primary and secondary school teachers serving in various Correctional Centres as Education Supervisors and Class Teachers,⁶ however, a scrutiny of the 2020 ZCS staff establishment register availed revealed that the education programmes for rehabilitation and reintegration were not supported in all the sixty five (65) ZCCs in the country as only eleven (11) ZCCs provided for Education Supervisor positions and not for teachers as shown in table 3.4 below.

Table 3.4: Established Positions for Education Supervisors

No.	Post Name	Unit	Posts
1	Chief Education Officer	Corrections & Extensions ⁷ – ZCS	1
2	Education Supervisor	Kabwe Maximum Security Prison	1
3	Education Supervisor	Mumbwa Correctional Centre	1
4	Education Supervisor	Lusaka Central Correctional Centre	1
5	Education Supervisor	Lusaka Remand Prison	1
6	Education Supervisor	Kansenji Correctional Centre	1
7	Education Supervisor	Kamfinsa Correctional Centre	1
8	Education Supervisor	Northern Regional Command	1
9	Education Supervisor	Petauke Correctional Centre	1
10	Education/Library – In Charge	Mansa Central Correctional Centre	1
11	Education Supervisor	Corrections & Extensions – Chinsali – ZCS	1
	Total		11

Source: 2020 Establishment Register Zambia Correctional Service

Further, a visit to thirteen (13) ZCCs and interviews with officers revealed that there was still a limited number of both primary and secondary school teachers as most of the centres had continued improvising teachers by using officers, inmates and volunteers with teaching background. This posed a challenge in cases where such officers and inmates were transferred or discharged. It was also observed that the seconded teachers were not found at any of the ZCCs indicated.

⁶ Responses to the Management to Follow up Audit Report on the Rehabilitation and Reintegration of Prisoners in Zambia

⁷ Now two separate departments; Correction and Extension departments.

The list of available/improvised number of both primary and secondary school teachers in the thirteen (13) ZCCs visited are shown in table 3.5 below.

Table 3.5 Improvised Number of Teachers in the ZCCs

	Name of ZCCs	Education teachers available	Number of Inmates
1	Kabwe Mukobeko Maximum – Male	6	1198
2	Kabwe Mukobeko Maximum – Female	7	140
3	Kansenji Correctional Centre	8	526
4	Kamfinsa Correctional Centre	2	3383
5	Choma Correctional Centre	1	403
6	Livingstone Correctional Centre	7	749
7	Katombora Reformatory School	5	127
8	Monze Correctional Centre	1	314
9	Mwembeshi Correctional Farm	2	365
10	Lusaka Central – Male	3	1309
11	Lusaka Central – Female	1	110
12	Chainama Correctional Centre	1	137
13	Mwembeshi Maximum	0	912

Source: OAG Performance Audit Report -2022

The limited number of trained primary and secondary school teachers in the Centres resulted in inmates not receiving the required type of learning as they were supposed to because they depended upon untrained teachers and lacked guided learning. In addition, learning was affected in instances where inmates who volunteered to teach were released from the Centres and officers were transferred to other ZCCs.

3.3.1.4 Skilled and Trained Trade Instructors

3.3.1.4.1 Initial Finding in the OAG Performance Audit Report of 2014

According to the Prison management, each prison is supposed to have a qualified instructor in each of the following disciplines, carpentry, joinery and upholstery, bricklaying and plastering, farming and gardening, metal fabrication, tailoring, designing and cutting, plumbing and sheet metal, table cloth making, power electrical and automotive mechanics.

However, a visit to the sixteen (16) prisons revealed that the prisons did not have adequate qualified instructors and, in some cases, had no instructors at all.

In particular there was no single instructor in Chingola, Choma, Kamfinsa Female Maximum, Lundazi, Mkushi and Petauke. At the prisons in Mwembeshi, Kitumba and Katombora the farm manager also acted as gardening and farming instructor. Chipata and Choma only took prisoners for exams without being taught as there were no specific training programmes.

It was further observed that Chipata prison had qualified staff placed in other administrative positions instead of the areas of their specialisation. The effect was that qualified staff performed custodial duties as opposed to offering rehabilitation services to inmates.

3.3.1.4.2 Recommendations by the Committee and OAG

- **Recommendation by the Committee:** Training programmes should be extended to all prisons in order to benefit all prisoners. All prisoners need to be sensitised on the skills training programmes that are being provided in the prisons as some of them may not be aware and that this should be extended to all prisoners regardless of the length of detention.
- **Recommendation by OAG:** - The Prison Service should come up with short term rehabilitation programmes to meet the needs of short-term prisoners.

3.3.1.4.3 Finding in Follow Up Audit – December 2022

There was partial implementation regarding the provision of skilled and trained trade instructors. A review of the Action Taken Report revealed that 150 skilled trade instructors were recruited in order to equip inmates with trade skills. However, details of appointment and deployment of the 150 recruited skilled trade instructors were not availed for audit scrutiny as at October, 2022, making it difficult to ascertain which ZCCs had benefited from the recruitment.

However, in the response dated 21st July 2022, ZCS stated that 119 trade instructors had been appointed and deployed to correctional centres though only twenty-three (23) positions were provided for in the 2020 Zambia Correctional Establishment Register.

According to the ZCS management, each ZCC is supposed to have a qualified instructor in each of the following disciplines; carpentry, joinery and upholstery; bricklaying and plastering; farming and gardening; metal fabrication; tailoring, designing and cutting; plumbing and sheet metal; table cloth making; power electrical and automotive mechanics. However, a visit to thirteen (13) ZCCs and a review of the 2020 ZCS staff establishment register revealed that the positions of skilled trade instructors were not available as only twenty-three (23) positions for skilled trade instructors were provided for in eleven (11) out of sixty-five (65) ZCCs in the country as shown in Table 3.6 below.

Table 3.6: Established Positions against Available Trade Instructors

No.	ZCC	Establishment Positions	Available Trade Instructors	Trade Skills with Instructors Available at ZCC	Available Skills Provided at ZCC
1	Kabwe Maximum - Male	0	10	Carpentry and Joinery- 1, Metal Fabrication-1, Power Electrical-1, Tailoring-2, General Agriculture-1, Brick laying-2, Auto Mechanics-1 Painting Design and sign writing-1	Carpentry and Joinery, Metal Fabrication, Power Electrical Tailoring, General Agriculture, Brick laying, Auto Mechanics, Painting Design and sign writing.
2	Kabwe Maximum - Female	2	4	Tailoring and design-4	Tailoring and design
3	Kansenji Correctional Centre	2	4	Carpentry and Joinery-1, Metal Fabrication-1, Power Electrical-1, Tailoring and design-1,	Carpentry and Joinery, Metal Fabrication, Power Electrical, Tailoring and Designing
4	Kamfinsa Correctional Centre	6	4	Carpentry and Joinery-2, Brick laying-1, Auto Mechanics-1.	Carpentry and Joinery, Metal Fabrication, Power Electrical, Tailoring and designing, Brick laying, Plumbing, Arts Ceramics and Auto Mechanics

No.	ZCC	Establishment Positions	Available Trade Instructors	Trade Skills with Instructors Available at ZCC	Available Skills Provided at ZCC
5	Choma Correctional Centre	0	0	None	Carpentry and Joinery, Weaving, General Agriculture, Brick laying and Auto Mechanics
6	Livingstone Correctional Centre – Male	0	3	Carpentry and Joinery-1, Metal Fabrication-1, Power Electrical-1,	Carpentry and Joinery, Metal Fabrication, Power Electric, Plumbing and Sheet Metal, Computer Studies, Tailoring and Design, General Agriculture, Brick laying and Auto Mechanics
7	Katombora Reformatory	1	9	Carpentry and Joinery-1, Tailoring and design-2, General Agriculture-3, Brick laying-1 Plumbing-2	Carpentry and Joinery, Metal Fabrication, Brick laying, Power Electrical, General Agriculture
8	Monze Correctional Centre	0	0	None	Carpentry and Joinery, Tailoring, General Agriculture and Brick laying

No.	ZCC	Establishment Positions	Available Trade Instructors	Trade Skills with Instructors Available at ZCC	Available Skills Provided at ZCC
9	Mwembeshi Correctional Farm	1	1	None	General Agriculture, plumbing, Carpentry and Joinery, Metal Fabrication, and Power Electrical
10	Lusaka Central – Male	2	3	Carpentry and Joinery-1, Metal Fabrication-2	Carpentry and Joinery, metal Fabrication, Tailoring, General Agriculture and Auto Mechanics
11	Lusaka Central – Female	1	3	Tailoring and design-2 Plumbing-1	Tailoring and Catering
12	Chainama Correctional Centre	0	1	None	General Agriculture, Tailoring and Shoe Making
13	Mwembeshi Maximum	0	5	Carpentry and Joinery-2, Metal Fabrication-1, Tailoring and Design-1, General Agriculture-1, Bricklaying and Plastering-1.	Carpentry and Joinery, Metal Fabrication, Power Electrical, Tailoring, General Agriculture, Brick laying and Auto Mechanics
		23			

Source: 2020 Establishment Register Zambia Correctional Service

As a result, inmates did not receive the required rehabilitation services in trade skills acquisition that would help them reintegrate into the community after being released from the facilities.

3.3.2 Provision of Religious Literature and Other Ecclesiastical Support

3.3.2.1 Initial Finding in the OAG Performance Audit Report of 2014

The Chaplaincy units in all the sixteen (16) prisons visited lacked ecclesiastical tools for conducting religious programmes namely; bibles, television sets, musical equipment, hymn books, proclaimers and other religious literature to cater for the prison population.

The cause of inadequate ecclesiastical tools was due to lack of support from ZPS and failure to mobilise churches and other well-wishers to support the prisons. The failure to mobilise churches and other organisations was attributed to inadequate and ineffective communication between the community and prisons, lack of transport to visit church organisations. As a result, prisoners lacked religious reference materials for personal spiritual growth resulting in frustration and anger amongst inmates.

3.3.2.2 Recommendations by the Committee and OAG

- **Recommendation by the Committee:** There was no recommendation provided by the committee.
- **Recommendation by OAG:** ZPS and the prisons should ensure that Churches and other faith-based organisations are engaged and lobbied, particularly in areas where there is little support, to help in the provision of material and health needs of prisoners. More bibles and other religious literature should be sought through churches and other community members.

3.3.2.3 Finding in Follow Up Audit – December 2022

There was partial implementation made in the provision of religious literature and ecclesiastical support. Document review and interviews conducted with officials at ZCS revealed that they had received and distributed 20,000 bibles to officers and inmates during the period 2015 to 2021 donated by the Bible Society of Zambia.

In addition, interviews with 282 inmates from thirteen (13) ZCCs visited confirmed that ZCCs had received bibles from Faith Based Organisations, however, at some ZCCs, the bibles were only given to the inmates after completion of theological bible course and passing exams. Inmates indicated that they still lacked personal bibles for their spiritual growth and other ecclesiastical tools for conducting religious programmes such as musical equipment and hymn books.

Although ecclesiastical support was given to inmates, ZCCs lacked chapels/mosque in most of the Centres as only ten (10) chapels and two (2) mosques had been constructed in ten (10) out of sixty-five (65) ZCCs. See **Appendix 4**. This made it difficult for the inmates to practice and live up to their spirituality acquired through the ecclesiastical materials.

A physical inspection of chapels carried out in April 2022 and interviews with some ZCCs officials revealed that some chapels were also being used as storerooms as was the case of the newly constructed Monze Correctional Centre due to lack of storage facilities. See figure 3.2 below.

Figure 3.2: A chapel at Monze Correctional Centre used as a storeroom for inputs



Source: Performance Audit Field Visit - 2022

It was also established through interviews with the officers and inmates at Mwembeshi Correctional Farm that the Chapel was not used at all as there was no time in the week allocated for inmates to undertake any spiritual activities due to the busy field schedule that was carried out on each day of the week.

The lack of continued spiritual support with the provision of ecclesiastical tools and the absence of chapels and mosques in the ZCCs may negatively affect the inmates' spiritual growth as the spiritual activities may be conducted either in the cells or any other unconducive places.

3.3.3 Provision of Conducive Environment for Educational Programmes

3.3.3.1 Initial Finding in the OAG Performance Audit Report of 2014

The ZPS had inadequate classroom infrastructure in all its prisons to enable it provide adequate educational programmes for the prisoners as mandated. Consequently, cells which had poor ventilation and lighting, offices or libraries were being used as classrooms.

Out of the sixteen (16) prisons visited only five (5) had classrooms specifically built for educational programmes though these were not adequate.

In the case of Kitumba prison, although a 1x2 classroom block had been constructed, it was not in use as it had not been furnished as of December 2012.

According to ZPS Standing Order No. 602, it is the duty of the instructors and officers in charge of workshops and outside labour to set a daily task which will keep prisoners in their charge fully employed for the whole period during which they are required to work and allowance made for learners.

Contrary to the Standing Order, no allowance was made for learners in prisons visited where farming took place.

In most of the prisons, the learning environment was not conducive due to noise that came from other prisoners not taking part in the learning and lack of writing boards in some cells.

Six (6) prisons had no desks and chairs; as a result, prisoners sat on mattresses during class. Kabwe male and Kabwe female prisons had eighty (80) and five (5) desks respectively received from District Education Boards (DEBs). However, all the desks were used in the skills training sections. Petauke prison was given twenty (20) desks by DEBs but due to inadequate space, only five (5) desks were received.

Choma prison piled the desks in a store room in the night and carried the desks to the cell every morning, a practice that resulted in mishandling and ultimately the breakage of some desks. Due to inadequate space at Mkushi prison, five (5) desks received from DEBs were placed in the corridors of the cell where they were exposed to harsh weather conditions such as rain.

3.3.3.2 Recommendations by the Committee and OAG

- **Recommendation by the Committee:** Training programmes should be extended to all prisons in order to benefit all prisoners.
- **Recommendation by OAG:** There was no recommendation provided by OAG.

3.3.3.3 Finding in Follow up Audit – December 2022

The follow up audit established that there was partial implementation that had taken place in ensuring that a conducive environment was provided for educational programmes. Interviews and visits to ZCCs confirmed that the Centres did not have adequate space for the erection of classrooms as the current structures were not built for rehabilitation purposes. This affected both teachers and learners as the environment was not conducive for teaching and learning as they were subjected to noise and adverse weather which were a distraction to the learning environment.

In addition, out of the thirteen (13) ZCCs visited only two (2) Centres had purpose-built classrooms namely Kansengi Correctional Centre and Katombora Reformatory School. Other

correctional centres had continued using cells, chapels or improvised tents as classrooms. See figures 3.3 and 3.4 below.

Figure 3.3: Choma Correctional Centre

A tent improvised as a computer room



An outdoor carpentry workshop



Source: Performance Audit Team Field Visit Picture - 2022

Figure 3.4: Kabwe Maximum Correctional Centre – Female cell used as classroom



Source: Performance Audit Team Field Visit Picture - 2022

In addition, a review of the Action Taken Report revealed that the ZCS had built classroom/workshop annexes with cooperating stakeholders such as Development Aid from People to People (DAPP), Centre for Italian Laypersons for the Missions (CELIM) and

individuals in order to increase infrastructure that would be used for educational programmes in the various ZCCs. The infrastructure included twenty-two (22) classroom blocks, two (2) libraries, one (1) laboratory and seven (7) workshops in nine (9) provinces to provide a conducive educational environment as shown in table 3.7 below.

Table 3.7. Classrooms / Annexes Built

No.	Command	ZCC Name	Classroom Block	Lab	Library	Workshop	Sponsor
1	Southern	Kalomo	2		1	1	Mr. Merritt (Individual)
2		Mazabuka	2				Government
3	Western	Kaoma	2				CELIM
4		Senanga	2				CELIM
5	Northern	Milima				1	Government
6	Muchinga	Chinsali	2				DAPP
7	Lusaka	Lusaka Central	1			1	Government
8		Mwembeshi Maximum				1	Government
9	Luapula	Mansa	2				DAPP
10		Samfya	2				DAPP
11	Central	Mukobeko Medium			1		Government
12		Mumbwa	2				CELIM
13	Eastern	Chipata				1	Government
14	Copperbelt	Kansenji	5	1		2	Government
	Total		22	1	2	7	

Source: Zambia Correctional Service

As can be seen in the table 3.7 above, the infrastructure was still inadequate making it difficult to provide the inmates a conducive environment for educational programmes.

3.3.4 Libraries and Library Facilities

3.3.4.1 Initial Finding in the OAG Performance Audit Report of 2014

Out of the sixteen (16) prisons visited, nine (9) prisons representing 56% had no library facilities. Of the seven (7) prisons that had library facilities only Katombora prison was using it for the intended purposes while others were using them as either offices for staff or

classrooms for prisoners. For prisons without libraries, books were kept in offices without proper shelves or storerooms.

Except for Livingstone prison that received adequate supplies of books from co-operating partners and well-wishers, the rest of the prisons lacked text books, novels, devotional books and pencils. In some prisons, some of the materials were outdated and did not address the Ministry of Education syllabus needs and the text books were not adequate for the number of prisoners.

The cause for not having libraries was because prisons in Zambia were not purposely built for education of prisoners; instead they were built specifically for custodial services. The effect of not having note books and pens was that prisoners could not take notes of lessons learnt and later refer to the notes.

As a result of not having libraries and library facilities, teachers and prisoners had no access to reference and reading materials. In addition, using libraries as offices or classrooms prevented prisoners from access to a suitable reading environment and reading materials.

3.3.4.2 Recommendations by the Committee and OAG

- **Recommendation by the Committee:** Training programmes should be extended to all prisons in order to benefit all prisoners.
- **Recommendation by OAG:** There was no recommendation provided by OAG.

3.3.4.3 Finding in Follow Up Audit – December 2022

Document review and interviews with officials at ZCS headquarters revealed that the status regarding libraries and library facilities had generally not improved. A review of ZCS Schedule of Classroom Annex revealed that only Kalomo and Mukobeko Medium Correctional Centres had stand-alone libraries.

Kansenji Correctional Centre also had a library which was not easily accessible to the inmates as it was housed at the correctional secondary school outside the facility. For ZCCs without libraries, books were stored in offices without proper shelves. In some facilities, some of the library materials available were outdated and the text books were not adequate for the number of inmates.

With the exception of Kansenji Correctional Centre and Katombora Reformatory School, eleven (11) ZCCs continued experiencing challenges with learning materials such as pens, note books, text books and reference materials.

The lack of library facilities in most ZCCs may mean that the rehabilitation needs of inmates may not be met.

3.3.5 Provision of Protective Clothing for Skills Training Programmes.

3.3.5.1 Initial Finding in the OAG Performance Audit Report of 2014

All the sixteen (16) prisons visited did not have protective clothing for both officers and inmates such as safety shoes, goggles, working suits etc. due to failure by the ZPS to follow regulations. As a result, prisoners were exposed to accidents in the workshops and farms.

3.3.5.2 Recommendations by the Committee and OAG

- **Recommendation by the Committee:** There was no recommendation provided by the committee.
- **Recommendation by OAG:** There was no recommendation provided by OAG.

3.3.5.3 Finding in Follow Up Audit – December 2022

In the provision of protective clothing to inmates it was noted that partial implementation had taken place. According to the Action Taken Report, ZCS stated that they had remained compliant to safety regulations through the provision of protective clothing to inmates undergoing skills training in various industrial workshops. However, field visits to thirteen (13) ZCSs revealed that only four (4) ZCCs namely Katombora Reformatory School, Kamfinsa, Kansengi and Livingstone Correctional Centres had made efforts to provide protective clothing such as boots, goggles and gloves. The remaining nine (9) ZCCs had not provided any protective clothing for skills training.

It was observed that some inmates at Mwembeshi Correctional Farm, only had one (1) pair of uniform which they used as clothing and work-suit as at 31st July 2022. See figures 3.5 and 3.6 below.

Figure 3.5: Mwembeshi Correctional Farm



Worn out uniforms

Figure 3.6: Choma Correctional Centre



Used as work suits

Source: Performance Audit Team Field Visit Picture - 2022

3.3.6 Release of Prisoners on Parole

3.3.6.1 Initial Finding in the OAG Performance Audit Report of 2014

The total capacity of the (16) sixteen prisons visited was 2,373 prisoners. However, it was noted that the prisons were occupied by 8,971 prisoners which was 278% higher than the maximum capacity. In an effort to decongest the prisons, ZPS introduced parole programmes in Zambia to release eligible well-behaved prisoners earlier than the stipulated date of release. This in turn would free up space in the prisons and resources to help the prisons manage inmates efficiently. Despite some prisoners having been released on parole with the view of decongesting the prisons, the parole programmes have not worked efficiently.

Between 2009 and 2012, a total of 1,588 convicts applied for parole, out of which 800 were granted parole, representing 50% approval rate.

Further examination of records revealed that out of the 800 convicts granted parole; only fifteen (15) were females representing less than 1% of parolees. Interviews with personnel at the Parole Board revealed that women constituted an insignificant number of parolees because they only constituted about 10% of total prisoners in Zambia and that most female convicts were sentenced to imprisonment for periods less than two (2) years thus making them ineligible for parole.

A further analysis of the records provided by the National Parole Board revealed that there were no records of prisoners recommended by the board to be released on parole for the periods 2009 – 2010. The records provided only showed the number of applicants and the number of

parolees. In the absence of records, it was difficult to analyse the trend among the applicants, those recommended for parole and those granted parole in 2009 and 2010.

The National Parole Board recommended 673 convicts for parole out of which the Commissioner approved 482 representing an approval rate of 72% for the period 2011 and 2012.

The differences among the applicants, recommended number of parolees and the actual number of prisoners granted parole were that in order to release the prisoner on parole, assessment was made of the degree and nature of risk to the general public presented by the offender's release. Some prisoners did not qualify to be released on parole as they were considered too risky to the general public in that such prisoners in some instances did not show signs of restitution or had not taken advantage of the treatment interventions and programmes such as participation in education, skills training or behavioural modification, among others.

In some provinces, some convicts were not granted parole in November 2012 due to logistical problems such as lack of provincial offices for parole officers and delayed funding. As such the board had to go around all the provinces and in turn this resulted in some prisoners losing their eligibility before the board could sit. It was further observed that ZPS did not monitor the prisoners released on parole.

A review of relevant records revealed that out of sixteen (16) prisons visited, twelve (12) prisons representing 75% did not avail parole monitoring reports. As of December 2012, the ZPS had a total of forty-one (41) prisoners on parole. Except for Choma prison where one (1) ex-parolee was made available for interviews, ZPS was unable to avail ex-parolees and serving parolees for interviews in the other fifteen (15) prisons. According to personnel in the prisons, they were unable to avail the parolees and ex parolees due to lack of transport to ferry them to and from their respective areas of residence. It was also noted that parole officers were not fully trained in the administration of parole such as analytical, social, physiological and statistical skills save for a two weeks programme that was undertaken in 2009.

Parole programmes had not been received well by the various stakeholders who felt that the prisoners should not be released before their stipulated date of release as ZPS had not carried out vigorous sensitisation to the public on the operations of the board. In the period under review, only two programmes with Members of Parliament were held in Lusaka and Luapula provinces in 2011.

3.3.6.2 Recommendations by the Committee and OAG

- **Recommendations by Committee:** The parole system has not worked effectively to decongest the prisons. The National Parole Board should be decentralised and adequately funded in order to make the service available to more prisoners who may be left out when the time for them to qualify for parole comes.
- **Recommendation by OAG:** ZPS and Prisons should ensure that Parole hearings are carried out on time to ensure eligible applicants are not disadvantaged. More officers should be trained in the administration of parole.

Parolees should be monitored and supervised at all times. Community sensitisation programmes on parole should be enhanced. The prisons should use parole effectively to decongest prisons and save resources on rehabilitation interventions.

3.3.6.3 Finding in Follow up Audit – December 2022

There was partial implementation of the recommendation. During the period under review, funding to Parole Board had remained a challenge as out of the total budget of K3,343,240.00, amounts totalling K2,557,796.28 were funded for the Parole programmes and activities resulting in underfunding amounting to K785,443.72. The Parole Board had been underfunded from 2015 to 2020 while in 2021, it was fully funded. See table 3.8 below.

Table 3.8 Parole Funding Vs Budget

Year	Budget (K)	Funding (K)	Under Funding (K)
2015	480,000.00	321,762.00	158,238.00
2016	480,000.00	372,800.00	107,200.00
2017	419,520.00	319,529.00	99,991.00
2018	449,832.00	272,271.00	177,561.00
2019	466,750.00	272,271.00	194,479.00
2020	513,694.00	465,719.28	47,974.72
2021	533,444.00	533,444.00	0.00
Total	3,343,240.00	2,557,796.28	785,443.72

Source: OAG Performance Audit Report 2022

The low funding meant that the Parole Board was unable to effectively execute its activities of ensuring that the eligible inmates were granted release at the appropriate time. The audit also revealed that the National Parole Board was not decentralised as at October, 2022. Further, a review of the Action Taken Report revealed that inmates who met the Parole discharge criteria were released more often from the facilities and that the programme had been on-going as the Parole hearings were held on a quarterly basis.

An analysis of parole statistics at national level revealed that between 2015 and 2021, a total of 3,631 convicts applied for parole out of which 1,665 were granted parole representing 46% approval rate. The total applications of 1,966 were rejected representing 54%. See table 3.9 below.

Table 3.9 Parole Statistics

YEAR	Number of Hearings	Total Applications	Total Granted	Granted %	Total Rejected	Rejected %
2015	7	482	181	38	301	62
2016	6	391	161	41	230	59
2017	7	602	339	56	263	44
2018	5	819	431	53	388	47
2019	3	424	158	37	266	63
2020	5	339	184	54	155	46
2021	4	574	211	37	363	63
TOTAL	37	3631	1665	46	1966	54

Source: OAG Performance Audit Report 2022

The audit established that thirty-seven (37) hearings were held during the period under review of which 1,665 inmates were granted parole as shown in table 3.9 above. Interviews with 282 inmates to confirm whether parole hearings were held revealed that there were delays in the hearings on recommendations made on parolees and in some cases, it was reported that inmates were considered for parole close to their discharge date. **See Appendix 1** For instance, management at Kamfinsa and Kabwe Maximum (male and female) Correctional Centres stated that there were challenges of delayed hearing on parole recommendations due to inconsistent sittings as a result most inmates were deprived of the benefits that the parole system provided especially for those that had reformed.

Furthermore, a physical visitation to the thirteen (13) ZCCs revealed that parole, as one of the measures to decongest Correctional Centres, was not working effectively. This was evidenced by overcrowding as most of the Centres had increased numbers of inmates despite the holding cell capacity remaining the same. See table 3.10 below showing the statistics of the inmates.

Table 3.10 Statistics of Inmates per ZCC

	Name of ZCCs	Population of Inmates	Holding Capacity	Above Capacity
1	Kabwe Mukobeko Maximum - Male	1198	400	798
2	Kabwe Mukobeko Maximum – Female	140	63	77
3	Kansenji Correctional Centre	526	140	386
4	Kamfinsa Correctional Centre	3383	1500	1883
5	Choma Correctional Centre	403	120	283
6	Livingstone Correctional Centre – Male	749	250	499
7	Katombora Reformatory School	127	120	7
8	Monze Correctional Centre	314	300	14
9	Mwembeshi Correctional Farm	365	300	65
10	Lusaka Central - Male	1309	250	1059
11	Lusaka Central - Female	110	76	34
12	Chainama Correctional Centre	137	40	97
13	Mwembeshi Maximum	912	600	312

Source: OAG Performance Audit Report 2022

There is a risk that inmates due for release on parole may face delays in reintegrating into society.

3.4 Delivery of Rehabilitation and Reintegration Services to Prisoners

3.4.1 Provision of Individual and Group Social and Psychological Counselling to Prisoners - Offender Management

3.4.1.1 Initial Finding in the OAG Performance Audit Report of 2014

Although ZPS management at sixteen (16) prisons indicated that all the sixteen (16) prisons conducted social counselling on admission and discharge of prisoners, corroborative interviews carried out with 117 out of 156 prisoners interviewed representing 73%, revealed that they were not counselled by Offender Management Officers or Social Welfare Officers.

It was also observed that five (5) out of sixteen (16) prisons, representing 31% did not conduct follow-up social counselling of prisoners. It was further observed that all the eleven (11) prisons carried out the follow-up social counselling. The social counselling was not carried out to all prisoners but only targeted to a few individuals that misbehaved in the prison. Fourteen (14) of the prisons, representing 88%, did not have records of prisoners counselled on admission, follow up and discharge to confirm that this activity was carried out, either individually or as a group. Only two (2) prisons provided records of counselling sessions and the nature of counselling provided.

The audit also revealed that all the sixteen (16) prisons did not carry out psychological counselling or therapeutic treatment to prisoners.

3.4.1.2 Recommendations by the Committee and OAG

- **Recommendation by the Committee:** Various stakeholders must be brought on board to assist the Zambia Prisons Service to improve on the counselling of prisoners before being incarcerated and upon release into the community. The Committee further emphasised the need to maintain records of all prisoners' counselling sessions.
- **Recommendation by OAG:** The Prison Service should ensure that all prisoners are counselled regularly. The counselling sessions should be well documented to include the nature of the problem with due regard to the prisoners' privacy concerns. Follow up mechanisms should also be put in place to find out how the prisoners are coping after the intervention. The Service should employ and train officers in social work to conduct efficient counselling.

3.4.1.3 Finding in Follow up Audit – December 2022

There was partial implementation carried out as regards individual and group social/psychological counselling. A review of the Action Taken Report and distribution list availed by ZCS revealed that sixty (60) Treatment Officers were trained at the University of Zambia (UNZA) for social and psychological counselling and deployed to sixty-five (65) ZCCs who would be able to provide individual or group psychosocial counselling to inmates. A visit to thirteen (13) ZCCs in April 2022 revealed that the reported sixty (60) Treatment Officers had not been deployed as they were still undergoing trainings.

However, a response in December 2022 from ZCS stated that the (60) Treatment Officers graduated in August 2022 and have since been deployed to ZCCs.

The lack of treatment officers had negatively affected inmates in that they did not receive the required psychological counselling for their wellbeing.

3.4.2 Delivery of Education and Skills Training Programmes

3.4.2.1 Initial Finding in the OAG Performance Audit Report of 2014

Both formal education and skills training had been carried out to a limited extent in the prisons visited and there were six (6) and three (3) prisons that did not offer any skills training and formal education to prisoners respectively.

Although four (4) out of the six (6) prisons indicated that they offered farming and gardening skills to prisoners, there were no records to show the number of prisoners that benefited from the farming and gardening skills training and there was no prisoner that had been trade tested in farming and gardening skills. Failure to trade test the prisoners in farming and gardening skill was attributed to failure by ZPS to collaborate with the agriculture institutes under the Ministry of Agriculture and Livestock.

A review of documents revealed that 33 and 40 prisoners were trade tested in various skills in 2009 and 2010 respectively while 198 and 420 prisoners were trade tested in various skills in the years 2011 to 2012 respectively.

During the period under review, 128 prisoners representing 13% of total of 985 enrolled prisoners did not complete their vocational skills training and most prisoners who were still undergoing training were taught in levels starting with level 3 and ending with level 1 which is the highest level of achievement under Technical Education, Vocational and Entrepreneurship Training Authority (TEVETA) accreditation. Only one (1) prisoner had reached level 1 of TEVETA training in the period under review.

The audit also revealed that no action was taken to ensure that discharged prisoners completed their training outside prison. Except for one (1) prison - Katombora Reformatory School, where some juvenile prisoners were released on licence, the other prisoners that were discharged from the fifteen (15) prisons before completion of skills training were discharged without being placed on any licence or compulsory aftercare order.

Ideally, all convicted prisoners were eligible for vocational skills training; Except for Katombora Reformatory School that detained juveniles until completion of training programmes, the rest of the prisons only considered prisoners serving six months and above for vocational skills training. The rest of the prisoners were taken for prison labour activities. Out of the sixteen (16) prisons, thirteen (13) prisons had a female section. Of the thirteen (13) prisons that had a female section, ten (10) prisons actually had female prisoners in custody as of March, 2013. Of the ten (10) prisons that had female prisoners, five (5) prisons had no skills training programmes for the female convicts. There were six (6) prisons out of the ten (10)

prisons that had juveniles in their custody that did not have skills training and literacy development for juveniles.

Out of a sample of 156 convicted and ex-prisoners, thirty (30) prisoners representing 20% were not aware of the training programmes offered in prisons. Out of the 80% that were aware of the training programmes, 27% mentioned that they were informed of the training programmes by fellow prisoners and not the reception and discharge board.

3.4.2.2 Recommendations by the Committee and OAG

- **Recommendation by the Committee:** Training programmes should be extended to all prisons in order to benefit all prisoners. All prisoners need to be sensitised on the skills training programmes that are being provided in the prisons as some of them may not be aware and that this should be extended to all prisoners regardless of the length of detention.
- **Recommendation by OAG:** - Prisoners discharged before completion of their relevant skills training programmes should be placed on Compulsory After Care Order (CACO) to ensure they complete their training programmes outside prison. The Prison Service should come up with short term rehabilitation programmes to meet the needs of short-term prisoners. The Service should deploy more primary and secondary school teachers to match the number of prisoners at each prison.

3.4.2.3 Finding in Follow up Audit – December 2022

There was partial implementation in the delivery of education and skills training programmes during the period under review. Interviews with ZCS officials revealed that enrollment in adult education and skills training had increased at every correctional facility with over 50% of convicted inmates having either enrolled in one or two skills and had undergone a trade test at TEVETA. However, it was also noted that some inmates in some Centres had no interest in undertaking either education or skills training programmes.

Furthermore, at the thirteen (13) ZCCs visited, it was observed that some activities were hampered by lack of infrastructure, learning tools/materials, limited skills programmes offered and inadequate teachers and trade instructors. It was also noted that some Officers in Charge at the Correctional Centres did not fully support education and skills training programmes as they were pre-occupied with labour activities such as gardening and farming for inmates. For instance, Mwembeshi Correctional Farm had no education and skills training programme being offered other than labour activities such as agriculture.

The limited delivery of education and skills trade programmes resulted in inmates not receiving the full benefit that rehabilitation programmes are intended to provide.

3.4.3 Risk Assessment

3.4.3.1 Initial Finding in the OAG Performance Audit Report of 2014

Except for Lundazi prison, the other fifteen (15) prisons visited had Reception and Discharge Committees in place however; no minutes of meetings for these committees were availed for audit. In this regard, there was no evidence to show that risk assessment and case management had been conducted by the Offender Management Officers and the ideal rehabilitation programme recommended to the committees. There was also no evidence to show that the committees had allocated rehabilitation programmes to prisoners according to their assessed needs. They simply asked the prisoners the nature of their work before incarceration and then labour would be assigned to them accordingly. Furthermore, ZPS headquarters did not carry out orientation of Offender Management Officers to explain what was expected of them.

In fact, ZPS headquarters and all the sixteen (16) prisons visited had not set any targets for the number of prisoners they intended to reach annually with rehabilitation and reintegration programmes. For instance, there was no target number of prisoners for each prison who were supposed to be involved in vocational skills training, educational programmes, social, spiritual and psychological counselling, job placements, restorative justice, family tie up, halfway home and parole annually.

3.4.3.2 Recommendations by the Committee and OAG

- **Recommendation by the Committee:** The prison authorities do not prioritise risk assessment of the prisoners. Risk assessment should be prioritised as it is a very important function in the rehabilitation and reintegration of prisoners.
- **Recommendation by OAG:** The Offender Management Officer should conduct risk assessment regularly and advise the officer in charge through the Reception and Discharge Committee on the appropriate rehabilitation programme a prisoner will undergo. The Reception and discharge committee should also meet regularly to determine which form of training a prisoner should undergo.

ZPS should set clear targets for each prison on how many prisoners should undergo a particular rehabilitation programme. ZPS should monitor the performance of each prison against the set goals and targets to ensure that rehabilitation programmes are not carried out haphazardly.

3.4.3.3 Finding in Follow Up Audit – December 2022

The audit established that risk assessment was still not a prioritised activity by ZCS. Interviews also revealed that upon admission, inmates were engaged in case management in order to establish the circumstances of each offender. There was however, no risk assessment mechanism to place the inmates into appropriate rehabilitation programmes such as educational, spiritual and vocational skills training.

In response, ZCS stated that the partial implementation was due to inadequate human resource to conduct risk assessment and make follow ups. It was further stated that the ZCS were in the process of reviewing the approved organisational structure to establish more positions for Offender Management Officers and the inclusion of basic risk assessment in the training curriculum for Correctional Officers.

3.4.4 Treatment of Prisoners held at His Excellency's Pleasure

3.4.4.1 Initial Finding in the OAG Performance Audit Report of 2014

According to the UN rules on treatment of offenders, persons who are found to be insane should not be detained in prison and arrangements should be made to move them to mental institutions as soon as possible under medical management.

However, it was observed that there were seventy-eight (78) mentally unsound prisoners in five (5) prisons who were held under His Excellency's Pleasure (HEPs). Except for Lusaka Central Prison which had a separate mental institution at Chainama Mental Institution, the other four (4) prisons were holding insane prisoners in the same environment as regular prisoners. It was further noted that in Livingstone Central Prison, the mentally unsound prisoners were co-mingled with juveniles while in Kansenji Prison, they were detained in a penal block.

3.4.4.2 Recommendations by the Committee and OAG

- **Recommendation by the Committee:** The administration of the confirmation of the reformation orders by the High Court be reviewed and decentralised to the Magistrates Courts.
- **Recommendation by OAG:** ZPS and the prisons should ensure that HEPs are detained in mental health institutions and given appropriate care.

3.4.4.3 Finding in Follow Up Audit – December 2022

There was partial implementation regarding the custody of inmates under His Excellency's Pleasure (HEPs) as required by the UN rules on treatment of offenders which states that offenders on treatment and persons who are found to be insane should not be detained in prison

and arrangements should be made to move them to mental institutions as soon as possible under medical management.⁸ Through a physical visitation and interviews conducted with officials at thirteen (13) ZCCs, it was revealed that thirty-nine (39) inmates under HEPs were in custody at five (5) correctional Centres instead of Chainama East Correctional Centre. See Appendix 5.

The failure by ZCS to adhere to UN guidelines on the treatment of HEPs was attributed to delays in receiving confirmation from the Courts for admission to a health facility. As a result, HEPs may not receive therapeutic treatment programmes.

3.4.5 Transfer of Juveniles to Receiving Centres

3.4.5.1 Initial Finding in the OAG Performance Audit Report of 2014

According to Section 94 (2) of the Juveniles Act Cap 53 of the Laws of Zambia, any juveniles to whom a reformatory order has been made shall be conveyed forthwith to the receiving centre without awaiting the confirmation of the order by the high court.

Contrary to the law, 640 juveniles in six (6) prisons were detained for periods ranging from sixteen (16) days to 3years 7 months without being transferred to a reformatory school. It was also noted that five (5) out of the eleven (11) prisons that had juveniles in their care did not have separate cells for juvenile's contrary to the Juveniles Act.

Some of the reasons advanced for failure to transfer juveniles to reformatory schools included lack of transport and lack of space in the reformatory school. Further analysis of the records at Katombora Reformatory School revealed that the school with the design capacity of 120 prisoners was overcrowded throughout the period under review.

3.4.5.2 Recommendations by the Committee and OAG

- **Recommendation by the Committee:** The administration of the confirmation of the reformation orders by the High Court be reviewed and decentralised to the Magistrates Courts.
- **Recommendation by OAG:** ZPS and the prisons should ensure that Juveniles are transferred to a reformatory school as soon as they are convicted at the courts.

⁸ 8th UN Congress on the Prevention of Crime and the Treatment of Offenders - 1990

3.4.5.3 Finding in Follow Up Audit – December 2022

There was partial implementation in the transfer of juveniles to receiving Centres. Physical visitation and interviews conducted with officials at thirteen (13) ZCCs revealed that 103 Juveniles were held at seven (7) Correctional Centres contrary to the Juveniles Act Cap 53 of the Laws of Zambia section 94 (2) which states that any juvenile to whom a reformatory order has been made shall be conveyed forthwith to the receiving centre without waiting the confirmation of the order by the high court. Furthermore, a review of the list of juveniles at ZCS revealed that 173 juveniles were held in ZCCs across the country between 2015 and 2021 for periods ranging from three (3) days to 1 year 6 months. See **Appendix 6**. This was despite the procurement of forty-one (41) buses to ease transport challenges. The buses procured were distributed in the following order: nine (9) to ZCS headquarters; two (2) at the training colleges; and thirty (30) to various Correctional Centres for the conveyance of juveniles to reformatory schools. See Appendix 7.

3.4.6 Facilitation of Restorative Justice Programmes

3.4.6.1 Initial Finding in the OAG Performance Audit Report of 2014

Out of the sixteen (16) prisons visited, only four (4) prisons namely Chingola, Kansenji, Katombora and Mwembeshi prisons carried out restorative justice programmes. However, the four (4) prisons that carried out the programmes did not maintain records to show the number of prisoners that had benefitted from this programme. The remaining twelve (12) prisons representing 75% of the prisons visited, did not facilitate restorative justice programmes.

Further, of the 156 respondents, 130 prisoners representing 83% of the respondents were not aware of the restorative justice programmes while the twenty-six (26) respondents who were aware of the programme stated that they had not participated in the programmes. In addition, the prisoners stated that they would have liked to be reconciled with the people they offended before being released.

Failure by the ZPS to implement this initiative results in ex-prisoners facing challenges to rejoin society once released. Case examples of prisoners who had challenges in reintegrating into the community include one (1) juvenile ex-convict in Mkushi prison who mentioned that one of the victim's relative was not happy that he was out of prison. For instance, in Chipata prison, one (1) parolee was chased from the community by the chief.⁹

⁹ Offender Management Report for Chipata

3.4.6.2 Recommendations by the Committee and OAG

- **Recommendation by the Committee**

The Government should review the policy of not employing ex-convicts in the civil service in order to provide an opportunity for those that have been rehabilitated to be reintegrated into the community. Furthermore, the Government should work out an empowerment programme for prisoners so that ex-convicts are empowered before they are released.

- **Recommendation by OAG:** The ZPS should encourage, support and document restorative justice programmes in all prisons.

3.4.6.3 Finding in Follow Up Audit – December 2022

There was partial implementation of the recommendations made with regard to the restorative justice programme. Visitations conducted at thirteen (13) ZCCs revealed that Mwembeshi Correctional farm did not carry out any restorative justice programmes. Of the twelve (12) ZCCs that carried out restorative programmes, only three (3) ZCCs namely Livingstone, Kamfinsa and Kansenji Correctional facilities had provided records of reconciliations and success stories that had been achieved through the programme in the period under review.

Interviews revealed that forty-two (42) out of sixty-five (65) existing ZCCs across the country were undertaking restorative justice programmes. The ZCCs officers and inmates also affirmed that Peace Clubs had been formed which were meant to help the inmates reconcile with the offended victims. These were clubs where some inmates had been trained to help sensitise fellow inmates on the importance of having a restorative programme and its expected outcomes once they were released into the community. A record of those inmates that sought to reconcile with the offended parties was maintained.

A review of documents¹⁰ at Kansenji Correctional Centre revealed that the restorative programme at the Centre launched in September 2020 had one (1) officer selected to carry out the restorative justice. However, during the period from May to December 2021, no restorative activities were undertaken/ recorded at the Centre as the responsible officer was out attending training for six months.

Despite the progress made in the restorative justice programme, a scrutiny of the ZCS Establishment Register revealed that ZCS had made no provisions for positions of restorative justice officers and the duties were conducted by officers holding other positions. As a result,

¹⁰ Restorative justice and peace building, offender management and extension services reports from October 2020 to March 2022

the required number of officers to carry out the duties of restorative justice was not known and those charged with the responsibilities in Centres could not perform their tasks effectively.

Interviews with inmates at the thirteen (13) ZCCs visited revealed that in as much as they were aware of the restorative justice programme taking place in the Centre not all benefited from the programme as the officers in charge of the programme were inadequate to provide the service. In response ZCS stated that the implementation of Restorative Justice Programme was at its infancy stage as the programme was only introduced after the paradigm shift from Prisons to Correctional Centre and the current approved structure had no provision for positions of Restorative Justice Programme Officers that would be considered in the new structure.

3.4.7 Job Placements

3.4.7.1 Initial Finding in the OAG Performance Audit Report of 2014

Except for Kansenji Prison that managed to place one (1) prisoner in employment, the other fifteen (15) prisons did not carry out job placements for prisoners.

A review of documents at the prisons visited further revealed that a total of 1,556 prisoners had reoffended between 2009 and 2012 with Mwembeshi prison recording the highest number at 43% of the total population of re-offenders. The ex-prisoners and re-offenders interviewed revealed that the ZPS did not arrange job placements for them or any form of financial support upon release.

Although the prisoners were given vocational and farming skills, they were not given any financial or material support such as start-up capital, farming inputs (seeds and fertilizer), tools for carpentry and joinery among others to help them settle in the community.

According to interviews held with officials it was revealed that parolees and other prisoners released on normal discharge were not supported by Government financially or otherwise. Furthermore, the officials stated that lack of support had the potential to predisposition prisoners to re-offending.

A review of the parole monitoring reports from the offender management unit in Chipata further revealed that prisoners in urban areas found it difficult to settle in the community and were more likely to re-offend than their rural counterparts. For those in rural areas, customary land may be obtained for farming and gardening while for those in urban areas it was difficult to settle without tools or startup capital which Government provided in the past.

3.4.7.2 Recommendations by the Committee and OAG

Recommendation by the Committee: The Government should review the policy of not employing ex-convicts in the civil service in order to provide an opportunity for those that

have been rehabilitated to be reintegrated into the community. The Government should work out an empowerment programme for prisoners so that ex-convicts are empowered before they are released.

- **Recommendation by OAG:** The Prison Service should initiate job placements and other forms of support for discharged prisoners and parolees. The Government should consider employing ex-convicts in view of the fact that Government itself spends resources to rehabilitate inmates.

3.4.7.3 Finding in Follow Up Audit – December 2022

There was no implementation of recommendations made as regards job placements. A review of documents and interviews conducted with ZCS management revealed that formal employment placements for ex-inmates remained a challenge due to public and private bodies' resistance to employ persons with criminal records. This was contrary to section 50 (2) of the Zambia Correctional Service Act No. 37 of 2021¹¹ which states that, "a person shall not be barred from consideration for employment by a public or private body by reason of having previously served a term of imprisonment".

It was also revealed through interviews and document review that Kansengi Correctional Centre had come up with an initiative of forming co-operatives for ex-inmates which were intended to assist them in terms of job placement and also help ex-inmates utilise the skills they had acquired from the Correctional Centres. This initiative had not yet been explored in other ZCCs visited as it was in the infancy stage. The Centre revealed that they had managed to assist ten (10) ex-inmates released during the period 2019/2021 with the formation of a co-operative that was given a start-up package for chicken rearing business.

The failure to carry out job placements for ex-inmates had resulted in them finding it difficult to settle in the community and increased the risk of them re-offending.

3.4.8 Provision of Family Tie up Programmes

3.4.8.1 Initial Finding in the OAG Performance Audit Report of 2014

Although the ZPS has a family tie up programme which is aimed at establishing and maintaining communication with relatives of the prisoners it was observed that, with an exception of Kabwe male maximum prison, fifteen (15) prisons, representing 94%, did not have records of the prisoners that were not visited by their families. In addition, there were no records to show which families ZPS had contacted on behalf of the prisoners.

¹¹ Effected on the 18th January 2022

Interviews with fifty-eight (58) prisoners out of 156 prisoners interviewed revealed that they were not visited by their families whilst in prisons. According to the prison officials, some of the reasons for failure to link prisoners with their families included lack of transport and other communication facilities like telephones to carry out the family tie up programmes.

3.4.8.2 Recommendations by the Committee and OAG

- **Recommendation by the Committee:** There was no recommendation made by the committee.
- **Recommendation by OAG:** The Prison service should initiate and maintain family tie ups for all prisoners.

3.4.8.3 Finding in Follow Up Audit – December 2022

There was partial implementation of the family tie up programme. A review of the Action Taken Report revealed that Offender Management Officers maintained records of visits to inmates by families and friends showing the frequency of visits and the information was used as basis of reintegration into the community upon release of an inmate.

Visitations at the thirteen (13) ZCCs revealed that inmates were allowed to receive visitors as well as make weekly phone calls when there was a need to enable them keep in touch with their family and friends and records were maintained. However, it was revealed that some inmates did not receive any visitations or communication from their families due to lack of contact details while others were serving sentences in Centres far from their relatives and friends.

The lack of communication with relatives and friends resulted in them not knowing the welfare of their families and worrying about whether they would be accepted back in the community after their release.

In response ZCS stated that they had appointed extension officers in March 2022 that would ensure that records and contact amongst inmates and families was enhanced using the new devised mechanism of records management.

3.4.8.4 Provision of Halfway Homes

3.4.8.5 Finding in OAG Performance Audit Report of 2014

The ZPS had not established any Halfway Homes to provide reintegration and transitional services to offenders who are at the end of their institutional sentence. The only Halfway Home in Zambia is one offered by the Good Samaritan Centre in Kabwe, a Non-Governmental Organisation.

3.4.8.6 Recommendations by the Committee and OAG

There is no specific recommendation made from the committee and OAG in line with halfway homes, although the finding is on provision of reintegration programmes to prisoners.

3.4.8.7 Finding in Follow Up Audit – December 2022

The recommendation was not implemented. A review of the Action Taken Report revealed that ZCS had still not established any halfway homes to provide reintegration and transitional services to offenders who were at the end of their institutional sentence. The failure to provide halfway homes was attributed to lack of infrastructure as regards to houses for both inmates and care-givers and lack of trained officers to manage the halfway homes.

CHAPTER 4: CONCLUSION

This chapter discusses the conclusion of the follow-up Audit whose objective was to assess and provide assurance to Parliament on the extent of progress made on the implementation of recommendations put forward by the Committee.

ZCS has partially implemented the recommendations of Parliament on the Rehabilitation and Reintegration of inmates. In this regard, out of the twenty-one (21) recommendations made in the 2014 Performance Audit Report, one (1) was fully implemented, seventeen (17) were partially implemented and three (3) were not implemented.

Rehabilitation and reintegration of inmates is vital as it provides ex- inmates with the necessary skills to enable them settle within their communities upon their release. Government in its efforts has continued to ensure that inmates are rehabilitated and prepared to reintegrate into the community. However, MHAIS and ZCS have not developed a National Policy on the operations of the Correctional Service in the country to provide policy directives in the rehabilitation and reintegration of inmates.

Though government has repealed the Prisons Act of 1960 and replaced it with the Zambia Correctional Service Act No. 37 of 2021, the commencement order was only signed in January 2022 and the Act has not incorporated current international practices in the administration of parole. In particular, clauses that have not been included are the migration of parole to judicial where the judge incorporates parole when passing judgement as opposed to administer parole where a prisoner is only eligible after serving a sentence of two (2) years; and review of the eligibility threshold so that more convicts are eligible for parole.

In as much as counselling of inmates is conducted in all the Centres visited, there is still need to improve the officer- inmate ratio in all the programmes involving counselling such as social, psychological and spiritual counselling among others.

Skills training and educational programmes have been carried out to a limited extent and in some instances not carried out at all in some Centres due to inadequacy of teachers, trade instructors, workshop materials and conducive environment for learning among others.

The limited delivery of education and skills trade programme has resulted in the inmates not receiving rehabilitation services that would assist them in reintegrating into the community once discharged.

The intended purpose of parole system to decongest the correctional centres has not been fully realised as most ZCCs still remain overcrowded. The delays in parole hearings have also

continued affecting the rate at which inmates are released on parole especially for the inmates that are eligible.

The Service has not prioritised risk assessment in the rehabilitation and reintegration of inmates despite it being a very important function in the rehabilitation and reintegration programmes. Some ZCCs have continued holding HEPs in the Correctional Centres instead of designated HEP correctional institutions. Juveniles are still held in Correctional Centres without being referred to reformatory schools.

Despite initiatives being put in place to provide reintegration services to inmates through restorative justice programmes, job placements for ex-inmates, family tie up programmes and halfway homes, there still remains room for improvement in order to adequately prepare ex-inmates to settle into the community.

CHAPTER 5: RECOMMENDATIONS

The MHAIS through the ZCS should ensure that:

- i. A comprehensive National Policy on internal security is developed which addresses rehabilitation and reintegration needs of inmates.
- ii. All inmates are counselled regularly. The counselling sessions should be well documented to include the nature of the problem with due regard to the inmates' privacy concerns. Follow up mechanisms should also be put in place to find out how the inmates are coping after the intervention.
- iii. The required number of positions for staff providing individual/group, psychosocial and spiritual counselling, education supervisors, teachers and trade instructors among others are adequately provided for in the ZCS establishment register in order to adequately provide rehabilitation and reintegration programmes to inmates.
- iv. Hearings on recommended inmates for parole be expedited in order to release the inmates due for parole in time.
- v. Risk assessment for rehabilitation programmes for inmates are prioritised and conducted regularly so that they are not carried out haphazardly.
- vi. All HEPs be detained in mental health institutions such as Chainama and given appropriate care for their rehabilitation.
- vii. All Juveniles detained at adult ZCCs are transferred to a reformatory school as soon as they are convicted by the courts in order for them to benefit from the needed rehabilitation.
- viii. Reintegration programmes are enhanced by intensifying job placement of ex-inmates, family tie-up programmes and establishment of Halfway Homes in order to assist ex-inmates reintegrate into the community after being released from the Centre.

APPENDICES

Appendix 1: Number of Inmates Interviewed

No.	Name of ZCC	Number of Inmates
1	Kabwe Mukobeko Maximum - Male	20
2	Kabwe Mukobeko Maximum - Female	20
3	Kansenji Correctional Centre	32
4	Kamfinsa Correctional Centre	22
5	Choma Correctional Centre	18
6	Livingstone Correctional Centre	20
7	Katombora Reformatory School	63
8	Mwembeshi Correctional Farm	22
9	Lusaka Central - Male	20
10	Lusaka Central - Female	20
11	Chainama Correctional Centre	25
	Total	282

Appendix 2: Level of Implementation of the Committee's Recommendation

No.	Audit Finding	Level of Implementation
1	Lack of National Policy	Not implemented
2	Outdated Legislation	Partial implementation
3	Lack of strategic plan	Implemented
4	Inadequate staffing - Offender Management Officers/Social Welfare Officers,	Partial implementation
5	Inadequate staffing - Chaplains	Partial implementation
6	Inadequate staffing - Trained primary and Secondary school teachers. skilled and trained trade instructors	Partial implementation
7	Inadequate staffing - Skilled and Trained Trade Instructors	Partial implementation
8	Provision of religious literature and other Ecclesiastical support	Partial implementation
9	Provision of conducive environment for educational programs	Partial implementation
10	Libraries and library facilities	Partial implementation
11	Provision of protective clothing for skills training programs	Partial implementation
12	Release of prisoners on parole	Partial implementation
13	Provision of individual and group social and psychological counselling to prisoners - Offender Management	Partial implementation
14	Delivery of education and skills training programs	Partial implementation
15	Risk Assessment	Not implemented

16	Treatment of prisoners held at His Excellency Pleasure (HEPs)	Partial implementation
17	Transfer of juveniles to receiving Centres	Partial implementation
18	Facilitation of restorative justice programs	Partial implementation
19	Job placements	Not implemented
20	Provision of family tie up programs	Partial implementation
21	Provision of Halfway Homes	Not implemented

Appendix 3: Distribution of Chaplains in the ZCCs

No.	Rank	S/No.	Gender	Name	Qualification	Appointment	Station
Headquarters							
1.	ACP	6105	M	Sam Zulu	Bachelor of Theology	Appointed	ZCSHQS
2.	SUPT	4772	F	Exildah Tembo	Degree in Theology	Appointed	ZCSHQS
Staff Training College							
3.	SUPT		F	Dainess Mutombo	Diploma in Theology	Appointed	Training College
4.	ASP	5680	M	Royd Mwando	Degree in Theology	Appointed	Training College
Nyango Staff Training School							
5.	ASP	4718	M	Stephen S. Liswaniso	Bachelor in Theology	Appointed	Nyango Training School
6.	WDR	7408		Kapukanya Kanekwa	NIL	N/Appointed	Nyango Training School
Lusaka Region							
7.	ASP	5975	F	Majorie Chamutemba	Bachelor of Theology	Appointed	Lusaka Regional Office
8.	C/INSP.	4793		Alexious Mwaaba	Bachelor of Theology	Appointed	Lusaka Central
9.	C/INSP.	4375		Enos Chibale	Diploma in Theology	Appointed	Mwembeshi
10.	C/INSP.	4862		Rapheal Mumba	Theological Training	Appointed	Lusaka Central
11.	C/INSP.	5032		Daniel Mwanza	Diploma in Theology	Appointed	Kamwala Remand
12.	INSP.	6514	F	Mutinta Habenzu	Diploma in Theology	Appointed	Lusaka Female
13.	INSP	5660	F	Tamara Mvula	Diploma in Theology	Appointed	Kamwala Remand
14.	INSP.	5347	F	Jacqueline Simango	Diploma in Theology	Appointed	Mwembeshi Farm
15.	SGT	6835		Gerald Phiri	NIL	Appointed	Chainama East Hosp.
16.	WDR	7459		Elijah Phiri	NIL	Appointed	Lusaka Central
17.	WDR	8039		Francis Mulala	NIL	Appointed	Mwembeshi Maximum
Central Region							
18.	ASP	3662		Mumba Yumba	Degree in Theology	Appointed	Regional Office
19.	AG. ASP	5686	F	Ivy Mwiche	NIL	Appointed	Kalanga Farm
20.	C/INSP.	5056		Sumbwanyambe Silishebo	Diploma	Appointed	Kalanga Milling Plant

21.	C/INSP.	5733		Austin Chisama	Bachelor in Theology	Appointed	Maximum Security
22.	C/INSP.	5334	F	Petronella Kabulo	Diploma	Appointed	Kabwe Female
23.	C/INSP.	4291		Kennedy Banda	School	N/ Appointed	Kalonga Farm
24.	C/INSP.	6667		Silukena Namuchana	Degree Still at School	Appointed	Mpima C. Facility
25.	C/INSP.	4164	F	Sikananu Kabukabu	Diploma in Theology	Appointed	Mumbwa
26.	S/INSP.	6633		Julius Mukuka	Diploma in Theology	Appointed	Mukuyu Farm
27.	INSP.	4203	F	Roidah Mukatama	NIL	Appointed	Mkushi
28.	INSP.	4543		Victor Chanda	Diploma in Theology	Appointed	Serenje
29.	WDR	7477		Keith Masumba	Diploma	Appointed	Medium
30.	WDR	7798		Peter Chisanga	Certificate	Appointed	Chitumba
Copperbelt Region							
31.	C/INSP	5531		Sidney Katepa	Degree	Appointed	C/B Regional Office
32.	C/INSP.	4778	F	Phostina Mazala	Diploma In Theology	Appointed	Chingola
33.	INSP.	6648		Gabriel Sakala	At School	Appointed	Kamfinsa
34.	INSP.	5646	F	Anna Zulu	NIL	N/Appointed	Kansenji
35.	INSP.	3921		Webster Mweemba	Diploma	Appointed	Kansenji
36.	INSP.	6385		Joseph Miti	Diploma in Theology	Appointed	Kansenji
37.	INSP.	5056		Clifford Zulu	Diploma	Appointed	Mufulira
38.	S/INSP.	6407		Godfrey S. Zulu	At School	Appointed	Luanshya
39.	SGT	6290	F	Sandra Kunda	(At Sch) Diploma	Appointed	Kamfinsa Female
40.	SGT	6917		Norman Kalipeni	At School	Appointed	Chongwe
Southern Region							
41.	ASP	4669		Mathias Mwelwa	Diploma in Theology	Appointed	Southern Regional office
42.	C/INSP	4864	F	Dyless Nkasa	Diploma	Appointed	Mazabuka
43.	C/INSP.	5130		Kelvin Choolwe	Diploma	Appointed	Katombora
44.	INSP.	5524		Envas Makomo	Degree	Appointed	L/Stone
45.	INSP.	4575	F	Emelda Mulenga	-	Appointed	Monze
46.	S/INSP.	6192		Mwiila Kainga	Diploma in Theology	N/Appointed	Monze
47.	WDR	7366		Daniel Kabwe	Diploma in Theology	Appointed	Kalomo
48.	WDR	7449		Paul Lungu	Diploma	N/Appointed	Choma
Eastern Region							
49.	C/INSP.	5910	F	Chitalu Loveness	Bachelor of Theology Degree	Appointed	Eastern Regional office
50.	ASP.	4614		Phiri Chipalo	Diploma		Lundazi

51.	C/INSP.	5101		Edwin Sakala	Diploma	Appointed	Chipata
52.	S/INSP.	6061	F	Mulaza Kandinda	NIL	Appointed	Chipata Female
53.	S/INSP.	6066	F	Chanda Kabwe	Diploma	Appointed	Petauke
54.	S/INSP.	6368		Phegus Silumbwe	Diploma	Appointed	Nyimba
55.	S/INSP.	6352	F	Nyirenda Nelly D.	Bachelor in Theology	Appointed	Katete
Western Region							
56.	Ag. C/INSP.	4140		Maybin Kushupika	Diploma in Theology	Appointed	Western Regional office
57.	INSP.	4545	F	Mwanamwalye Nyambe	Diploma	Appointed	Mongu
58.	INSP.	7364		Kabila	NIL	N/Appointed	Kaoma
59.	INSP.	5291		Fredrick K. Kabanda	Discipleship Certificate	Appointed	Kalabo
60.	S/INSP.	6926		Elesani Phiri	Certificate	N/Appointed	Sesheke
61.	SGT			Terry Siamajundu	At School - Degree	Appointed	Senanga
62.	WDR	7611		Caristo Mweene	NIL	N/Appointed	Kalabo
Luapula Region							
63.	ASP	4417		Thomas Mambwe	Bachelor in Theology	Appointed	Luapula Regional office
64.	C/INSP.	5362		Grayman Nyirenda	Diploma in Theology	N/Appointed	Mansa
65.	INSP.	5223		Christopher Taulo	Not Trained	-	Samfya
66.	INSP	5226		Aaron Sikombe	Certificate	Appointed	Mwense
67.	INSP	4301		Friday Matwayi	Not Trained	Appointed	Kawambwa
68.	SGT.	6819		Edwin Njobvu	Certificate	N/Appointed	Nchelenge

No.	Rank	S/No.	Gender	Name	Qualification	Appointment	Station
North Western Region							
69.	C/INSP.	5969		Rogan Maini	Diploma in Theology	Appointed	Regional Office
70.	INSP.	5396		Levson Kananda	Degree	Appointed	Solwezi
71.	S/INSP.	5885	F	Febby Mwilu	Certificate	Appointed	Mwinilunga
72.	SGT	7077	F	Ruth Chisala	Certificate	Appointed	Zambezi
73.	WDR	7824		Henry Miti	NIL	N/Appointed	Mufumbwe
74.	WDR	7915		Emmanuel Sichimata	NIL	N/Appointed	Kasempa
75.	WDR	9071		Lumbi Melvin	-	N/Appointed	Kabompo
Muchinga Region							
76.	ASP	8179	F	Moureen Silwamba		Appointed	Muchinga Regional office
77.	ASP	4887		Mutale Lydia	Degree	Appointed	Mpika
78.	C/INSP.	6615		Charles Bwalya	Diploma	N/Appointed	Isoka
79.	INSP.	5176	F	Ireen Lundofu	Diploma	Appointed	Chinsali
80.	S/INSP.	6188		Mulenga Aston			
81.	SGT	7116		Barnabas Mweemba			
82.	WDR	8082		Promise Kasheli			Lubambala
Northern Region							
83.	INSP.	5518		Mwitumwa Mutafela	Diploma	Appointed	Northern Regional Office
84.	S/INSP.	6123		Ives Kasongo	Diploma	Appointed	Milima Male
85.	S/INSP.	6135	F	Annette Chunga	NIL	Appointed	Luwingu
86.	WDRS	6899	F	Esther Kalaba	NIL	N/Appointed	Mporokoso
87.	WDRSS	7648	F	Astridah Ngandu	At School	Appointed	Milima Female
88.	WDR	7709		Sautu Rabson	NIL	N/Appointed	Mbala

Appendix 4: Number of Chapels and Mosques in the ZCCs

No.	Name of ZCCs	Existence of Chapel	Existence of Mosque
1	Kabwe Mukobeko Maximum - Male	Yes	No
2	Kabwe Mukobeko Maximum - Female	No	No
3	Kansenji Correctional Centre	Yes	No
4	Kamfinsa Correctional Centre	Yes	No
5	Choma Correctional Centre	No	No
6	Livingstone Correctional Centre - Male	Yes	No
7	Katombora Reformatory	No	No
8	Monze Correctional Facility	Yes	No
9	Mwembeshi Correctional Farm	Yes	Yes
10	Lusaka Central - Male	No	No
11	Lusaka Central - Female	No	No
12	Chainama Correctional Centre	No	No
13	Mwembeshi Maximum	Yes	Yes

Appendix 5: Number of HEPs held in ZCCs

	Name of ZCCs	Number of HEPs being held in ZCCs
1	Kansenji Correctional Centre	3
2	Kamfinsa Correctional Centre	10
3	Livingstone Correctional Centre – Male	23
4	Lusaka Central – Male	2
5	Lusaka Central – Female	1
	Total	39

Appendix 6: Juveniles held in ZCCs across the Country between 2015 and 2021

No.	Offence	Referring District	Age	Court Order	Date of Order	Date Transfer to Katombora	Time Taken in Months
1.	Theft	Mansa	18	RMC II	24.05.15	10.10.15	4.6
2.	Trafficking in Psy Sub	Serenje	18	RMC II	14.05.15	10.10.15	5.0
3.	B.B.C Felony	Mpika	17	RMC I	18.07.15	10.10.15	2.8
4.	Assault	Kasama	18	RMC I	18.07.15	10.10.15	2.8
5.	Assault	Kasama	18	RMC II	18.07.15	10.10.15	2.8
6.	Defilement of a Girl	Serenje	18	RMC III	18.07.15	10.10.15	2.8
7.	Assault O.A.B.H	Serenje	18	Serenje	07.02.15	28.05.15	3.7
8.	Theft	Mansa	16	Mansa	16.02.15	25.03.15	1.2
9.	Murder	High Court	18	Mansa	07.03.15	25.03.15	0.6
10.	House Breaking and Theft	PRM	18	Mansa	07.03.15	25.03.15	0.6
11.	Theft	RMC II	18	Mansa	07.03.15	25.03.15	0.6
12.	Murder	RMC II	17	Mansa	07.03.15	25.03.15	0.6
13.	Stock Theft	RMC I	17	Itezhi tezhi	30.03.15	16.08.15	4.6
14.	B.B.C. Felony	RMC III	16	Serenje	25.09.15	10.10.15	0.5
15.	B.B.C Felony	RMC III	17	Isoka	27.10.15	01.09.16	10.3
16.	B.B.C Felony	RMC III	17	Isoka	27.10.15	01.09.16	10.3
17.	B.B.C Felony	RMC III	17	Mkushi	10.11.15	01.09.16	9.9
18.	Defilement	RMC I	15	Mansa	27.02.16	01.09.16	6.2
19.	Theft	RMC II	18	Mansa	27.02.16	15.07.16	4.6
20.	B.B.C Felony	RMC I	17	Mansa	27.02.16	15.07.16	4.6
21.	Theft	RMC II	17	Chisamba	17.03.15	02.03.17	23.9
22.	Theft	RMC I	17	Chisamba	17.03.15	02.03.17	23.9
23.	Burglary and Theft	RMC II	15	Kapiri Mposhi	24.03.15	02.03.17	23.6
24.	Rape	RMC I	17	Kapiri Mposhi	24.03.15	02.03.17	23.6
25.	Burglary and Theft	RMC I	18	Kapiri Mposhi	06.01.17	06.07.17	6.0
26.	Un Natural Offence	RMC I	17	Kapiri Mposhi	27.03.17	17.06.17	2.7
27.	Burglary and Theft	RMC II	18	Kapiri Mposhi	13.04.17	17.06.17	2.2
28.	Burglary and Theft	RMC II	18	Kapiri Mposhi	13.04.17	17.06.17	2.2
29.	Aggravated Robbery	RMC III	15	Serenje	12.05.17	17.06.17	1.2
30.	Aggravated Robbery	RMC III	16	Serenje	16.05.17	17.06.17	1.1
31.	B.B.C Felony	RMC I	17	Solwezi	16.08.17	17.06.17	-2.0
32.	Burglary and Theft	RMC I	17	Mwense	11.06.17	17.06.17	0.2
33.	Assault	RMC I	16	Samfya	11.06.17	17.06.17	0.2

No.	Offence	Referring District	Age	Court Order	Date of Order	Date Transfer to Katombora	Time Taken in Months
34.	B.B.C Felony	RMC I	17	Kapiri	14.06.17	17.06.17	0.1
35.	House Breaking and Theft	RMC I	17	Mkushi	19.07.17	29.10.17	3.4
36.	Manslaughter	RMC II	16	Samfya	25.09.17	05.12.17	2.4
37.	House Breaking and Theft	RMC I	17	Chisamba	26.10.17	05.12.17	1.3
38.	Aggravated Robbery	RMC II	16	Samfya	02.09.17	05.12.17	3.1
39.	Theft from Motor Vehicle	RMC III	16	Kasama	19.09.15	27.01.17	16.5
40.	House Breaking and Theft	RMC II	16	Serenje	23.12.15	01.08.17	19.6
41.	B.B.C Felony	RMC II	16	Kasama	26.10.17	05.12.17	1.3
42.	Arson	RMC I	17	Mbala	26.10.17	05.12.17	1.3
43.	B.B.C Felony	RMC I	18	Kasama	26.10.17	05.12.17	1.3
44.	Unlawful Wounding	RMC II	14	Mpulungu	26.10.17	05.12.17	1.3
45.	Malicious Damage	RMC I	17	Kasama	26.10.17	05.12.17	1.3
46.	Murder	High Court	18	Kasama	26.10.17	05.12.17	1.3
47.	Murder	High Court	16	Kasama	26.10.17	05.12.17	1.3
48.	House Breaking and Theft	RMC I	16	Kasama	26.10.17	05.12.17	1.3
49.	House Breaking	RMC I	16	Kasama	26.10.17	05.12.17	1.3
50.	B.B.C Felony	RMC I	14	Kasama	26.10.17	05.12.17	1.3
51.	B.B.C Felony	RMC I	17	Kasama	26.10.17	05.12.17	1.3
52.	Machuta Makumbila	RMC I	17	Kapiri Mposhi	27.10.17	05.12.17	1.3
53.	B.B.C Felony	RMC I	17	Kapiri Mposhi	10.11.17	05.12.17	0.8
54.	House Breaking and Theft	RMC III	17	Serenje	27.02.18	31.08.18	6.2
55.	B.B.C Felony	RMC II	17	Serenje	27.02.18	31.08.18	6.2
56.	B.B.C Felony	RMC II	18	Kapiri Mposhi	27.02.18	31.08.18	6.2
57.	House Breaking and Theft	RMC I	16	Luwingu	27.02.18	31.08.18	6.2
58.	B.B.C Felony	RMC I	17	Kasama	27.02.18	31.08.18	6.2
59.	B.B.C Felony	RMC I	17	Kasama	27.02.18	31.08.18	6.2
60.	B.B.C Felony	RMC I	17	Kasama	06.04.18	31.08.18	4.9
61.	House Breaking and Theft	RMC II	17	Isoka	06.04.18	31.08.18	4.9
62.	Rape	RMC I	18	Mpika	06.04.18	31.08.18	4.9
63.	Theft	RMC II	18	Mpulungu	06.04.18	31.08.18	4.9

No.	Offence	Referring District	Age	Court Order	Date of Order	Date Transfer to Katombora	Time Taken in Months
64.	House Breaking and Theft	RMC II	14	Mansa	05.06.18	31.08.18	2.9
65.	B.B.C Felony	RMC I	15	Kawambwa	05.06.18	31.08.18	2.9
66.	Burglary and Theft	RMC I	18	Kawambwa	05.06.18	31.08.18	2.9
67.	3 Counts Burglary and Theft	RMC I	16	Kawambwa	05.06.18	31.08.18	2.9
68.	Enter A Building with Intent	RMC I	16	Kawambwa	05.06.18	31.08.18	2.9
69.	B.B.C Felony	RMC I	14	Kawambwa	05.06.18	31.08.18	2.9
70.	House Breaking and Theft	RMC I	18	Mkushi	04.09.18	31.08.18	-0.1
71.	4 Counts Burglary and Theft	RMC I	15	Mkushi	17.12.18	02.02.19	1.6
72.	Defilement	RMC I	16	Kawambwa	17.12.18	02.02.19	1.6
73.	Theft	RMC I	17	Kasama	17.12.18	02.02.19	1.6
74.	B.B.C Felony	RMC I	18	Mbala	17.12.18	02.02.19	1.6
75.	B.B.C Felony	RMC I	16	Mbala	17.12.18	02.02.19	1.6
76.	B.B.C Felony	RMC I	17	Kasama	17.12.18	02.02.19	1.6
77.	House Breaking and Theft	RMC II	16	Isoka	17.12.18	02.02.19	1.6
78.	House Breaking and Theft	RMC I	15	Mporokoso	17.12.18	02.02.19	1.6
79.	House Breaking and Theft	RMC I	16	Kasama	17.12.18	02.02.19	1.6
80.	Theft, Breaking and Theft	RMC III	14	Luwingu	17.12.28	02.02.19	-120.2
81.	Burglary and Theft	RMC II	17	Isoka	17.12.18	02.02.19	1.6
82.	B.B.C Felony	RMC I	14	Mpika	17.12.18	02.02.19	1.6
83.	Defilement	RMC I	17	Chinsali	17.12.18	02.02.19	1.6
84.	Burglary and Theft	RMC II	16	Isoka	17.12.18	02.02.19	1.6
85.	Defilement	RMC I	16	Kasama	17.12.18	02.02.19	1.6
86.	Murder	RMC II	18	Mpika	17.12.18	02.02.19	1.6
87.	Murder	RMC II	17	Mpika	17.12.18	02.02.19	1.6
88.	Aggravated Robbery	RMC I	15	Mpika	25.01.19	17.07.19	5.8
89.	Aggravated Robbery	RMC I	15	Mpika	25.01.19	10.04.19	2.5
90.	Aggravated Robbery	RMC I	16	Mpika	25.01.19	10.04.19	2.5
91.	Manslaughter	High Court	18	Kasama	25.01.19	10.04.19	2.5
92.	Theft	RMC III	18	Mumbwa	09.01.19	17.07.19	6.3
93.	Burglary And Theft	RMC I	18	Chinsali	16.02.19	10.04.19	1.8

No.	Offence	Referring District	Age	Court Order	Date of Order	Date Transfer to Katombora	Time Taken in Months
94.	Trafficking Psy Sub	RMC I	18	Mpika	16.02.19	10.04.19	1.8
95.	2 Counts Malicious Damage	RMC I	18	Mbala	16.02.19	10.04.19	1.8
96.	House Breaking and Theft	RMC I	18	Kaputa	16.02.19	10.04.19	1.8
97.	House Breaking and Theft	RMC I	19	Kaputa	16.02.19	10.04.19	1.8
98.	B.B.C Felony	RMC I	19	Nakonde	16.02.19	10.04.19	1.8
99.	B.B.C Felony	RMC I	16	Kasama	16.02.19	10.04.19	1.8
100.	House Breaking and Theft	RMC I	17	Mkushi	26.02.19	17.04.19	1.7
101.	Trafficking in Psy Sub	PRM	17	Mansa	17.03.19	10.04.19	0.8
102.	House Breaking and Theft	RMC I	17	Kawambwa	07.03.19	10.04.19	1.1
103.	Defilement	RMC I	14	Samfya	07.03.19	10.04.19	1.1
104.	Cultivating Plants For	RMC I	18	Samfya	07.03.19	10.04.19	1.1
105.	Defilement	RMC I	16	Kasama	07.03.19	10.04.19	1.1
106.	B.B.C Felony	RMC I	17	Kasama	15.05.19	17.07.19	2.1
107.	B.B.C Felony	RMC I	17	Kasama	15.05.19	17.07.19	2.1
108.	Manslaughter	High Court	18	Kasama	15.05.19	17.07.19	2.1
109.	Unlawful Wounding	RMC I	15	Mbala	15.05.19	17.07.19	2.1
110.	Malicious Damage	RMC I	18	Mbala	15.05.19	17.07.19	2.1
111.	House Breaking and Theft	RMC I	18	Nakonde	25.05.19	17.07.19	1.8
112.	Trafficking Psy Sub	RMC I	16	Nakonde	25.05.19	17.07.19	1.8
113.	Burglary and Theft	RMC I	16	Nakonde	25.05.19	17.07.19	1.8
114.	Burglary and Theft	RMC I	17	Nakonde	25.05.19	17.07.19	1.8
115.	House Breaking and Theft	RMC I	14	Mansa	01.06.19	17.07.19	1.5
116.	Manslaughter, Rape	HIGH COURT	17	Mansa	01.06.19	17.07.19	1.5
117.	Manslaughter	HIGH COURT	17	Ndola	01.07.19	17.07.19	0.5
118.	Aggravated Robbery	HIGH COURT	18	Ndola	01.07.19	17.07.19	0.5
119.	Theft	RMC II	17	Serenje	24.07.20	03.08.20	0.3
120.	B.B.C Felony	RMC I	16	Serenje	25.02.20	04.10.20	7.4
121.	Robbery	RMC I	17	Mumbwa	20.06.20	17.12.20	6.0

No.	Offence	Referring District	Age	Court Order	Date of Order	Date Transfer to Katombora	Time Taken in Months
122.	Theft	RMC I	18	Mumbwa	19.07.20	17.12.20	5.0
123.	Assault O.A.B.H	RMC I	17		20.02.20	17.12.20	10.0
124.	Unnatural Offence	RMC I	17	Mumbwa	24.09.20	17.12.20	2.8
125.	B.B.C Felony	RMC I	16	Chililabom bwe	22.10.20	17.12.20	1.9
126.	B.B.C Felony	RMC I	16	Chililabom bwe	22.10.20	17.12.20	1.9
127.	Aggravated Robbery	HIGH COURT	18	Ndola	22.10.20	17.12.20	1.9
128.	Theft/Trespass	RMC I	18	Ndola	22.10.20	17.12.20	1.9
129.	Rape	RMC I	17	Ndola	22.10.20	17.12.20	1.9
130.	Rape	RMC I	14	Ndola	22.10.20	17.12.20	1.9
131.	Escaping F/Lawful Custody	RMC I	15	Mkushi	10.11.20	17.12.20	1.2
132.	Theft	RMC I	17	Serenje	12.11.20	17.12.20	1.2
133.	Defilement	High Court	13	Mansa	22.11.20	17.12.20	0.8
134.	Indecent Assault	High Court	16	Mansa	22.11.20	17.12.20	0.8
135.	Defilement	High Court	14	Mansa	22.11.20	17.12.20	0.8
136.	Murder	High Court	18	Mansa	22.11.20	17.12.20	0.8
137.	House Breaking and Theft	High Court	16	Solwezi	01.12.20	17.12.20	0.5
138.	Assault O.A.B.H	High Court	15	Solwezi	01.12.20	17.12.20	0.5
139.							
140.	Breaking and Theft	High Court	16	Solwezi	01.12.20	17.12.20	0.5
141.	Defilement	High Court	18	Ndola	16.12.20	17.12.20	0.0
142.	Burglary and Theft	RMC II	18	Serenje	28.08.20	08.04.21	7.4
143.	House Breaking and Theft				05.02.20	08.04.21	14.3
144.	Trafficking in Psy Sub	RMC I	17	Serenje	17.02.21	08.04.21	1.7
145.	Theft	RMC I	14	Mpika	17.2.21	08.04.21	1.7
146.	Theft	RMC I	17	Mpika	17.02.21	08.04.21	1.7
147.	House Breaking and Theft	RMC I	17	Mumbwa	17.02.21	08.04.21	1.7
148.	House Breaking and Theft	RMC I	18	Mumbwa	17.02.21	08.04.21	1.7
149.	Theft of Motor Vehicle	High Court	18	Chinsali	17.02.21	08.04.21	1.7
150.	Theft	High Court	18	Chinsali	17.02.21	08.04.21	1.7
151.	Breaking and Entry	High Court	17	Chinsali	17.02.21	08.04.21	1.7

No.	Offence	Referring District	Age	Court Order	Date of Order	Date Transfer to Katombora	Time Taken in Months
152.	Trafficking in Psy.	High Court	16	Chinsali	17.02.21	08.04.21	1.7
153.	Burglary and Theft	RMC I	18	Serenje	17.02.21	08.04.21	1.7
154.	Theft of Motor Vehicle	RMC I	14	Serenje	17.02.21	08.04.21	1.7
155.	B.B.C Felony	RMC I	17	Kapiri Mposhi	17.02.21	08.04.21	1.7
156.	Burglary and Theft	RMC I	17	Mkushi	23.03.21	08.04.21	0.5
157.	Murder	RMC I	16	Ndola	22.03.21	06.08.21	4.6
158.	Murder	RMC I	18	Ndola	22.03.21	06.08.21	4.6
159.	Murder	RMC I	17	Mkushi	22.03.21	06.08.21	4.6
160.	House Breaking and Theft	RMC I	16	Mkushi	24.03.21	06.08.21	4.5
161.	Unlawful Wounding	RMC I	17	Mkushi	24.03.21	06.08.21	4.5
162.	Theft	RMC I	17	Mkushi	28.03.21	06.08.21	4.4
163.	Burglary and Theft	RMC I	17	Mumbwa	29.03.21	06.08.21	4.3
164.	House Breaking and Theft	RMC I	17	Mkushi	16.05.21	06.08.21	2.7
165.	Theft	RMC I	16	Mumbwa	18.05.21	06.08.21	2.7
166.	Theft	RMC I	16	Mumbwa	03.06.21	06.08.21	2.1
167.	Breaking and Theft	RMC I	18	Nakonde	08.06.21	06.08.21	2.0
168.	House Breaking and Theft	RMC I	15	Mansa	15.06.21	06.08.21	1.7
169.	Defilement	RMC I	18	Chinsali	16.09.21	23.12.21	3.3
170.	B.B.C Felony	RMC I	14	Samfya	15.10.21	23.12.21	2.3
171.	House Breaking and Theft	RMC II	14	Chinsali	02.11.21	23.12.21	1.7
172.	Theft from Motor Vehicle	RMC II	14	Mpika	02.11.21	23.12.21	1.7
173.	B.B.C Felony	RMC I	16	Chinsali	02.11.21	23.12.21	1.7
174.	Aggravated Robbery	RMC II	17	Nakonde	02.11.21	23.12.21	1.7
175.	Murder	RMC II	18	Nakonde	02.11.21	23.12.21	1.7

Appendix 7: List of Buses Procured in 2020 - Correctional Headquarters

No.	REG. No.	GRZ No.	YEAR OF PURCHASE	MAKE	STATION
1	PS3224	GRZ579CS	Mar.20	YUTONG	CSHQ
2	PS3226	GRZ580CS	Mar.20	YUTONG	STAFF TRAINING COLLEGE
3	PS3228	GRZ583CS	Mar.20	YUTONG	SPORTS
4	PS3233	GRZ588CS	Mar.20	YUTONG	CSHQ
5	PS3236	GRZ591CS	Mar.20	YUTONG	CSHQ
6	PS3243	GRZ598CS	Mar.20	YUTONG	CSHQ
7	PS3244	GRZ599CS	Mar.20	YUTONG	CSHQ
8	PS3249	GRZ604CS	Mar.20	YUTONG	CSHQ
9	PS3255	GRZ610CS	Mar.20	YUTONG	NYANGO TRAINING
10	PS3254	GRZ630CS	Mar.20	YUTONG	CSHQ
11	PS3253	GRZ629CS	Mar.20	YUTONG	CSHQ SPORTS
12	PS3222	GRZ577CS	Mar.20	YUTONG	LUSAKA CENTRAL
13	PS3240	GRZ595CS	Mar.20	YUTONG	MWEMBESHI MAX.
14	PS3217	GRZ572CS	Mar.20	YUTONG	SERENJE
15	PS3231	GRZ586CS	Mar.20	YUTONG	MUMBWA
16	PS3241	GRZ596CS	Mar.20	YUTONG	KABWE MEDIUM
17	PS3247	GRZ602	Mar.20	YUTONG	KABWE MAX.
18	PS3219	GRZ574CS	Mar.20	YUTONG	NDOLA REMAND
19	PS3225	GRZ580CS	Mar.20	YUTONG	KAMFINSA
20	PS3246	GRZ601CS	Mar.20	YUTONG	KANSENJI
21	PS3220	GRZ575CS	Mar.20	YUTONG	CHIPATA CENTRAL
22	PS3230	GRZ585CS	Mar.20	YUTONG	PETAUKE
23	PS3232	GRZ587CS	Mar.20	YUTONG	LUNDAZI
24	PS3218	GRZ573CS	Mar.20	YUTONG	MBALA
25	PS3245	GRZ600CS	Mar.20	YUTONG	MPOROKOSO
26	PS3234	GRZ589CS	Mar.20	YUTONG	MILIMA
27	PS3221	GRZ576CS	Mar.20	YUTONG	LIVINGSTONE
28	PS3229	GRZ584CS	Mar.20	YUTONG	CHOMA
29	PS3236	GRZ591CS	Mar.20	YUTONG	KATOMBORA
30	PS3221	GRZ576	Mar.20	YUTONG	MWINILUNGA
31	PS3235	GRZ590CS	Mar.20	YUTONG	ZAMBEZI
32	PS3252	GRZ607CS	Mar.20	YUTONG	SOLWEZI
33	PS3227	GRZ582	Mar.20	YUTONG	SESHEKE
34	PS3251	GRZ606CS	Mar.20	YUTONG	KALABO
35	PS3257	GRZ612CS	Mar.20	YUTONG	MONGU CENTRAL
36	PS3238	GRZ593CS	Mar.20	YUTONG	NCHELENGE
37	PS3248	GRZ603CS	Mar.20	YUTONG	KAWAMBWA
38	PS3250	GRZ605CS	Mar.20	YUTONG	MANSA CENTRAL
39	PS3239	GRZ594CS	Mar.20	YUTONG	MPIKA
40	PS3242	GRZ597CS	Mar.20	YUTONG	ISOKA
41	PS3259	GRZ614CS	Mar.20	YUTONG	CHINSALI

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