REPORT ON THE PRISON SYSTEM OF THE REPUBLIC OF LIBERIA

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Public Safety Division
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THE PRISON SYSTEM

OF THE

REPUBLIC OF LIBERIA

by
Frank Loveland
Prison Administration Consultant

Public Safety Division
U. S. Agency for International Development
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FOREWORD

The Government of Liberia has recognized the need for the improvement of its prison and correctional programs and facilities since at least 1953. In the Act approving the Nine-Year Program for the Economic Development of the Republic of Liberia, approved December 22, 1953, it was stated:

> Present prison facilities have been found not only inadequate but wholly unsuited to modern methods of prison administration, the ultimate purpose of punishment of offenders against the law and the humane methods generally accepted and adopted by civilized communities and peoples in such instances. It has therefore become necessary for the Government to plan and provide better prison facilities than exist in the Republic today. -- The object of society in providing for the punishment of crime is not only for its protection but primarily to provide for the reconstitution of the character of the offending member if possible to do so -- It is therefore a most important consideration of a civilized government that facilities be provided for this purpose -- (1)

This Act proposed new prison construction and equipment amounting to $500,000, most of which was to build and equip a new central prison.

In 1960 and again in 1962, Attorney General Joseph J. F. Chesson visited the United States and spent much of his time inquiring into and observing the administration of the Federal penal and correctional institutions and also those of the Commonwealth of Puerto Rico. Shortly after his first trip he urged that the United States Government send to Liberia a consultant to assist in analyzing the problems of correctional administration with which the Republic is faced, and to recommend a plan of action for improvement, including needed institutional facilities. The present study is the result of his urgent request which had the support of the President of the Republic of Liberia.

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(1) Liberian Code of Laws of 1956, Vol. II, Pgs. 263-625.

In the Summer of 1961, the Republic of Liberia, recognizing the seriousness of the increase in juvenile deliquency, obtained the services of Professor Paul Tappan of New York University to make a survey and recommendations for a constructive program to combat this problem.

During 1961 there was planned and now there is being completed, a new modern building in the old Central Prison. This building will permit a partial solution to excessive crowding and resulting unsanitary conditions.

The Republic has, therefore, recognized that it has a serious problem in the state of its penal and correctional institutions and has been taking steps directed toward the improvement of the situation. Attorney General Chesson, in discussing this survey with the Consultant stated that he would open all doors; that he wanted nothing hidden, to the end that a sound program directed toward the correction of deficiencies could be based upon factual information. The Consultant has, therefore, been frank and straightforward in this report.

Attorney General Chesson assigned to accompany the Consultant on the trips to the various institutions Assistant Attorney General Francis T. Gardiner, who is in charge of the Division of Rehabilitation, under which the administration of the prisons falls. This has been of great assistance to the Consultant and it is believed that Assistant Attorney General Gardiner has benefited by seeing institutions which he had not previously had the opportunity to visit.

Fourteen prisons, camps, county, district, and magisterial jails were visited. The Central Prison in Monrovia was visited on more than a dozen occasions, not only to obtain information, but to assist in installing a record-keeping system and to assist in other administrative improvements.

The Consultant also had the opportunity to consult with Attorney General Chesson on a number of occasions during the survey period, thereby keeping him up-to-date on the more important findings and recommendations and obtaining his approval to proceed with certain programs immediately.

This report is divided into four main sections: (1) a general description of the prison system with emphasis on the problems needing attention; (2) recommendations for improvement of existing conditions and programs and for the long-range development of the correctional system; (3) a description of each institution visited with specific recommendations for improvement in the administration and facilities of each; and (4) a suggested list of rules and regulations for the administration of the jails and prisons since none exist at present. As would be expected, major emphasis in the third category has been given

to the Central Prison since it is the largest institution in the country.

The Republic of Liberia deserves commendation for recognizing the need for planning in the correctional field at a time it also faces numerous other needs. Developing as rapidly as it is economically, there are occurring rapid social changes and dislocations in family and community life, some of which contribute to delinquency and crime. It is believed that it is none too soon to establish a long-range plan for the prevention and control of delinquency and crime and for the administration of a modern correction program. It is hoped that this survey and its recommendations may be of assistance in this endeavor.

I. GENERAL DESCRIPTION OF THE PRISON SYSTEM

The prisons and jails of Liberia cannot be accurately described as comprising a system. In the past, communications and transportation between institutions have been so poor that there has been little central direction or supervision. For the same reason an integrated system of institutions with specialized functions or for certain categories of offenders has not developed. On the contrary, a small jail-type institution may have to accommodate both sexes, juveniles and adults, sentenced and unsentenced, and prisoners with the sentences ranging from a few days to life! Also, no rules or regulations have yet been issued governing the administration of the institutions.

1) Institutions in the System

There are a total of twenty institutions for civil prisoners in the Republic, including the Central Prison in Monrovia, with a population of 250, the Belle Yella Camp which is operated by the Liberia Frontier Force with 53, the Monrovia Municipal Jail with a population ranging from 40 to over 100, and 17 county, district, magisterial jails whose population may range from no prisoners to 60. The total number confined in the institutionsinspected was 492. It is estimated that the total for all institutions, excluding civilian prisoners who may be confined in military prisons other than Belle Yella, is not more than 550.

2) Direction and Budget

The institutions are under the direction of the Attorney General and the Legislature makes appropriations to the Department of Justice for the maintenance of the institutions and the support of the prisoners. The total appropriations for this purpose in 1962 was $31,668, with $10,168 for personnel, $13,500 for prisoners' subsistence, $4,000 for prisoner uniforms, and $4,00 for supplies.

The actual control and direction of individual institutions is more diffused, however, with some institutions being operated by military personnel (the Belle Yella Camp and some of the jails) some by a mixture of Department of Justice and Department of Defense personnel (the Central Prison and some of the jails), some by the police (the Bomi Hills jail) and some solely by jailers and warders paid by the Department of Justice (some of the jails). The largest institution, the Central Prison, has a Superintendent who is a Lieutenant in the Liberian Frontier Force and under him are 14 Department of Justice warders and 15 soldiers who alternate between duty at the prison and the nearby military barracks.

It is assumed that historically this confusing situation arose because of weak central direction and because of the availability of soldiers and police and the unavailability of Department of Justice prison personnel. Also, it is apparent

that the Army is trusted to control serious offenders while the facilities and personnel available to the Department of Justice have not been thought capable of handling certain offenders. It must be admitted that with the Central Prison being the major facility of the prison system, and with its very inadequate buildings and serious overcrowding of prisoners, the Department of Justice has not been prepared to accept and properly control all kinds of prisoners.

The existing situation, nevertheless, creates divided loyalties, widely varying objectives and practices on the part of the personnel and widely varying standards of operation. As long as this exists, there can be no effective central direction and control, nor a uniform philosophy of prison administration.

3) Classification and Separation of Different Types of Prisoners

There is no classification of prisoners as between felons and misdemeanants, the sentenced and unsentenced, males and females, juvenile and adult or by the degree of custody the prisoners may require. All categories may be placed in the same institution and in some institutions, in the same cell or dormitory. The Central Prison is not, as would be expected, the central institution for the Republic for prisoners with relatively long sentences. With a population of about 250, it received during the year ending March 31, 1962 a total of 4,310 prisoners or an average of 360 a month. This is a 144% population turnover a month. These include every possible category of offender, both sentenced and unsentenced. Despite the high rate of turnover there are a large number of prisoners serving indefinite sentences for murder and other serious charges. (1)

On the other hand, the small county jails not only confine persons awaiting trial and those serving short sentences, but also those receiving life or indefinite sentences. For example, the small Grand Bassa County jail confines 19 convicted murderers, some of whom have been there for 15 years.

In brief, there are no separate institutions for women, juveniles, youth, camps for prisoners who are considered minimum security risks, or other specialized institutions, except the Belle Yella camp for prisoners considered dangerous.

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(1) The penalty for murder is death by hanging but the general practice of the President is not to sign the death warrant but also not to take positive action to commute the sentence.

4) Records

The only record kept on prisoners in any institution is a ledger on commitments at the Central Prison. There is no record in any institution showing the number of prisoners who should be present, nor the dates when they should be released. There exists, therefore, no statistics which can be used for budget estimates, nothing to show if prisoners are committed and discharged in accordance with the provisons of law, no information on escapes or deaths or trends in commitments and discharges. In brief, there is no information available for administrative control purposes.

5) Food

This lack of information by the Department of Justice probably accounts for the wide variations in funds available for food in different institutions. The allocations made by the Department, when reduced to the amount per man per day, varies from 4.1 cents at Belle Yella to 30.1 cents in the Sinoe County jail. At Grand Bassa County jail with 46 prisoners the allowance amounts to 4.9 cents a day and at the Central Prison in Monrovia, 11.7 cents a day. (1)

At most prisons and jails which provide food, the diet consists of a cup (or pound) of rice a day. Most of the time, this is said to be "dry rice", or rice without any soup, oil or sauce. Occasionally, dried fish is provided but ordinarily the amount allocated for food did not permit the purchase of fish except in the early part of the money allocation period. The most generous provision for food was found in Sinoe County where the Sheriff gives each prisoner a dollar week to buy his own food.

In the district jails and in the Municipal Jail of Monrovia, no money is allocated for subsistence. In some of the district jails located in the hinterland, the prisoners raise cassava, pick greens, or perhaps earn a little money or food by their work. In the Municipal Jail in Monrovia, it was apparently assumed that prisoners would not be held more than a day, but in fact some stay for a number of days. They must depend on relatives or friends, or not eat.

6) Labor of Prisoners

There is a wide variation in practice with respect to the employment of prisoners. At the Central Prison, with 250 prisoners,

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(1) See Appendix I.

only about 40 work outside the prison and not more than ten are really employed in the compound. About half of the outside workers are assigned to government agencies and the others to private employers who pay the government 25 cents a day for each prisoner's labor. The remaining 200 are locked in the cell houses, completely idle. At the other extreme is Belle Yella where all prisoners capable of work are employed, most at strenuous labor in land clearing. In some of the jails, prisoners sit in the front or in the rear of the jails in idleness. In others they work for officials or are employed by private persons who pay 25 cents a day for their labor. If the original purpose of hiring out prisoners was to remove them from idleness, it was a laudable purpose. Considering the expense the government goes to in providing supervision, however, it is an uneconomical practice and much worse, may lead to the abuse of prisoners which the government cannot justify. Moreover, the prisoners are competing, at a below standard wage scale, with persons in the community who need employment. It was the admitted practice at a number of institutions for officials or employees of the jail to use prisoners on their plantations or on other private work projects. This cannot be justified and there are numerous work projects on which inmates could work which would benefit the public as a whole.

Except for three small jails in the hinterland, no institution used prisoners on agricultural projects to provide food for their own use and in no institution are there work shops.

7) Sanitation

Perhaps most noticeable to the person inspecting the institutions are the unsanitary conditions. In most, including the Central Prison and the Municipal Jail of Monrovia, the floors are used for toilet purposes as well as for sleeping. Plumbing is non-existent except in the Central Prison and in one jail, and in the prison not only is it inadequate in the number of toilets, washbasins, and showers, but except for two water outlets and one toilet, none were in operating condition. The situation is aggravated by the serious overcrowding, not only in the Central Prison, but also in several of the county jails. It was estimated that most prisoners confined have a cell space of not more than 2 by 5 feet. There were some cells and dormitories in which the allowable space was below this figure. In institutions where prisoners are permitted out of doors during the day hours, the situation is relieved somewhat, but approximately 200 prisoners at the Central Prison are confined in the cell blocks during both day and night.

8) Custodial Provisions

The custodial provisions, or facilities and practices for retaining prisoners in a prescribed area, are generally

inadequate. Although as previously stated, it is impossible to determine the rate of escapes, it is reported to be very high at some institutions. From the facility standpoint, the main defect is the dependence for security on the individual building or cell house, with little or no perimeter security. This restricts the program for prisoners, for the most part, to the building or cell house, rather than permitting relatively free access of prisoners to different places in the compound. This subject has been discussed in considerable detail in the report on the Central Prison. Until the perimeter of this compound is made more secure and the wives and children and other unauthorized persons are kept out of the compound, there cannot be installed a work program, feeding in the central dining room or other activities which make for a well-rounded correctional program.

The other requirement for good custodial control is trained, alert officers. There has been no training program for prison personnel and there are no post orders or instructions for personnel.

As a part of the concept of making the individual building provide all the security, windows in all prison and jail buildings, with the exception of the new jail at Bomi Hills, have small windows near the ceilings which permit very little light and ventilation. In some of the hinterland jails there are no holes in the walls but some ventilation is permitted through the thatched roofs. Generally, however, the worst conditions in this respect are at the Central Prison and in the jails confining a relatively large number of prisoners. Flashlights or lanterns must be used to see into most interiors.

That windows must be small and located 10 or 12 feet above the floor to provide security is a completely false concept, since in all modern institutions windows are sufficiently large and near enough the floor to provide needed light and ventilation. This, also, is a matter which is discussed in greater detail in the report on the Central Prison.

9) Personnel

In the earlier part of this report, mention was made of the personnel, some of whom are employed by the Department of Justice, others by the Department of the Army and the National Police. There are no prescribed standards of selection and there is no training program for personnel. There are no persons employed who would come under the category of "treatment or training" personnel; no teachers, vocational training instructors, social workers, and no employed medical personnel.

II. SUMMARY & MAJOR RECOMMENDATIONS

The prison system is faced with a number of problems which require immediate attention. On the other hand, it would be short-signted merely to consider present facilities and ways in which they could be improved.

The Republic of Liberia has recently been experiencing a period of rapid economic development which has been accompanied by rapid urbanization and consequent migration of people from the hinterland to the cities. These movements, although bringing economic and social progress in their wake, are also accompanied by serious social dislocations, the breaking of strong family, community or tribal ties and controls and introduction of natives into urban communities lacking these traditional controls. The individual is faced with numerous economic and social problems he has never before experienced. These resultant dislocations are leading to delinquency and crime and are placing upon the law enforcement agencies (police, prosecutors, courts, jails and prisons) problems with which the old facilities, procedures and practices cannot properly cope.

It is probable that this process of economic development, with its resultant social change and social dislocations, will be more rapid during the next 10 years than it has been in the recent past. As one example, the discovery and development of iron ore in the Nimba range will make large industrialized cities out of small towns and the urban population of Liberia will increase rapidly. In this respect, Liberia is not alone. The same process is occurring in a number of developing countries throughout the world -- in Africa, Asia and Latin America.

From the standpoint of the prevention and control of deliquency and crime, the administration of justice, and more specifically, the administration of correctional programs, these developments point up the urgent need for long-range planning. Certainly as important as the development of programs concerned with the administration of justice is the broad program of smoothing the way for the transition from tribal and rural to urban societies and the planning of national programs designed to prevent the social problems which may result from rapid economic and social change.(1) But these are not the primary concerns of this report.

We are concerned here, with planning a program of correctional administration and the development of facilities which are not only needed now, but will be required during the next decade. Unless there is sound, long-range planning, the Government of Liberia will undoubtedly be faced with a series of emergencies and possibly serious disturbances which will require patch-work, expensive solutions.

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(1) See United Nations documents A. Conf. 17/20 and A/Conf. 17/3 for a discussion of this problem and recommendations.

It must be admitted that the basic information upon which to plan for the future with assurance and in detail, is not available. It seems improbable that there are only a total of 550 or so of both sexes, adults and juveniles, who require detention, training and treatment as deliquents and criminals. Nevertheless, it is possible to plan a program for expected minimum requirements, with provision for flexibility and expansion as future needs may require. In the long-range program, it is essential that attention be giver not only to institutional facilities, but also to probation and parole, which are rapidly becoming integral, useful and economical adjuncts of correctional systems in countries throughout the world.

There are certain principles which it is believed should guide the future development of the institutional program. The first is that the local jails, whether they be county, district, or magisterial, should be places for persons awaiting trial and for those receiving short sentences. They should not be used for persons receiving long sentences since they do not have and cannot provide the facilities, both of a custodial and treatment nature, required for this group.

The second is that there should be established a number of institutions to provide for the needs of specific categories of sentenced or committed offenders, these institutions to be particularly adapted to the requirements and needs of different categories of offenders.

The following recommendations fall generally into two categories, namely those concerned primarily (1) with the long-range and basic program and (2) those which can be acted upon immediately.

In addition, the section on individual institutions has recommendations, primarily of an immediate concern, which should be considered in conjunction with those which follow. To accomplish the purposes outlined, it is recommended that:

1) Creation of a Correctional Center

There be created a correctional center having separate institutional facilities for the following categories of offenders:

a. Maximum or close custody male adult offenders who present serious security risks.

b. Medium and minimum custody offenders who present little escape risk and require minimal custodial restraint.

c. Youthful offenders, above the juvenile age but who should be separated from the more experienced and sophisticated adult offenders and provided intensive educational, vocational and other treatment programs.

d. Women offenders.

e. Male juvenile delinquents.

f. Female juvenile delinquents.

It is possible that all of these various facilities could be placed on one large plot of land, if the facilities were widely separated. On the other hand, the juvenile facilities might well be placed at separate locations, or at least they should not have any contact whatsoever with adult offenders.

General considerations in the selection of the plot are:

a. It should be located within 25miles of Monrovia.

b. It should have electricity and an adequate water supply available.

c. It should be located on fertile land suitable for agricultural purposes.

The suggested inmate capacity of the facilities are as follows:

a. Close Custody	- 200
b. Medium & Minimum Custody	- 300
c. Women	- 50
d. Youth	- 150
e. Male Juveniles	- 100
f. Female Juveniles	- 30

All of these should be so constructed as to be capable of expansion. The close custody and medium and minimum custody groups could be confined in one institutional facility but with separate quarters.

It is not appropriate to go into specific plans here, but there should be facilities for work shops, school rooms, hospital facilities, kitchen and dining room as well as living quarters of various types -- single rooms, squad rooms and dormitories. The United States Federal Bureau of Prisons and this Consultant will be glad to be of assistance in specific plans when the time is appropriate.

2) Conversion of Central Prison into Monrovia Jail

As soon as the correctional center is established, or as soon as new facilities for the prisoners with longer sentences are completed, the present Central Prison be converted into an institution for persons awaiting trial and sentenced to short sentences in the Monrovia area.

The Central Prison will never be suitable for prisoners with long sentences but it could be remodeled to provide suitable facilities of the type for which it is recommended. Furthermore, with the high rate of arrests and commitments of persons with short sentences, an institution of this capacity will be required.

3) Abolish Monrovia Municipal Jail

The present municipal jail be abolished when space becomes available at the Central Prison.

In some respects this is the worst institution in the Republic, crowding as it does from 50 to over 100 prisoners in a small area lacking in any sanitary facilities. After the courts are moved to the new building now under construction, the jail will not even have the advantage of being near the municipal court. The removal of this jail will eliminate an eye-sore and a serious health menace from the center of Monrovia.

4) Abolish the Belle Yella Camp

The Belle Yella Camp be abolished as soon as the new building in the Central Prison is ready for occupancy.

The reasons for this action are fully stated under the individual report on this institution. Briefly, it is not believed that this distant institution is required once the Central Prison is made more secure. With the opening of the new building at the Central Prison, and after a careful review of the offenders confined at Belle Yella, it is believed those remaining who require close custody, can be safely confined at the Central Prison. As has been indicated previously, it is recognized that ideally, there should be additional close custody facilities of an adequate nature in the prison system.

5) Transfers of Prisoners from County Jails to Central Prison

Prisoners with long sentences and now confined in county jails or elsewhere, be transferred to the Central Prison.

The jails, for the most part, are in extremely crowded and unsanitary conditions and they do not furnish the programs of work and training which should be available to prisoners with long

sentences. The recommended move would accomplish two purposes: (a) assist in relieving overcrowding and (b) place persons with long sentences in a more appropriate environment.

6) Review of Certain Cases in the Institutions

Preceding or concurrent with action on recommendations 4 and 5, it is recommended that thecases of all sentenced prisoners who have been confined more than one year, as well as unsentenced prisoners who have been confined more than 6 months, be reviewed by the office of the Attorney General to determine whether recommendations for executive clemency or more expeditious prosecution should be made.

With the lack of records and the lack of communications between the outlying institutions and the Department of Justice, it is obvious that there are forgotten men who have been confined in the institutions for long periods of time. It would be both a humane measure, as well as a step to relieve overcrowding, if the entire prison population of the country, in the categories mentioned, were systematically reviewed.

7) Replacement of Old & Deteriorated Jails

A long-range program of replacing old jails be established, listing each jail in a priority list.

Except for the Bomi Hills jail, the other jails are old, and lacking in minimal facilities. Many of the jails, with prisoners with long sentences removed and with remodeling and recommendations executed, can be used for the time being. There are others which under no circumstances can meet minimal standards.

Without attempting here to list all jails in a priority list, it is recommended that the Grand Bassa County Jail, Buchanan, be placed at the top of the list for a number of reasons --

a. It is too far distant from the community it serves.

b. It is not and cannot be remodeled to meet minimum standards.

c. It has a large population now and serves the most rapidly growing community in the Republic. A community of this type has a disproportionate amount of delinquency and crime.

The Consultant would like to be able to make specific recommendations with respect to capacity. This is made difficult by the fact that on the day it was inspected, 27 of the 46 prisoners confined had not been tried and some had been awaiting trial many months and years. If this situation is to remain unrelieved, the new jail, considering the growing community population,

should have a capacity of 200. If disposition of court cases can be expedited, the capacity could be lowered to 100, with later provision for an agricultural camp or a camp-type or minimum custody institution to accommodate inmates with short sentences. Here, again, no specific institutional plans are suggested, but the U.S. Federal Bureau of Prisons and this Consultant will be glad to make suggested plans for this facility when the time is appropriate.

8) Transfer of Civil Prisoners to Department of Justice Institutions

As rapidly as facilities permit, all civil prisoners be confined in institutions under the jurisdiction of the Department of Justice.

There is no reason why, with proper facilities, the Department of Justice should not be able to provide proper security and care for all civil prisoners. It will be generally agreed that in a Republic, the care of civil prisoners is not a military function.

9) Rules & Regulations

The suggested set of rules and regulations contained in this report as they may be modified by the Attorney General be issued to the appropriate officials and that the standards and instructions they contain be maintained and enforced.

10) Install A Record Control System

A record control system be installed in all institutions which will provide a record of all commitments and discharges; show the persons who should be confined at any particular time; provide the basis for discharge from confinement at the time directed by the court; furnish the Department of Justice a basis for administrative control and for determining the basis upon which funds should be allocated; and provide statistics on trends which may guide the future development of the program.

The Consultant has devised simple record forms for these purposes and has instructed officials of the Central Prison in their use.

11) Reorganization of the Central Prison

Completely reorganize the Central Prison, in accordance with the detailed recommendations contained later in the report on that institution, giving emphasis to --

a. Strengthening the perimeter security of the institution.

b. The remodeling of the old cell houses to provide better sanitation, light, ventilation and additional space.

c. Establish a variety of work shops and additional work projects outside the institution.

The development of the facilities and program at this institution are basic to all developments and improvements suggested herein.

12) Appointment of Correctional Institution Administrator

To carry out operational changes recommended in this report, a competent person be appointed under the supervision of the Assistant Attorney General in Charge of Rehabilitation, whose full time shall be devoted to this task.

This survey will accomplish little or nothing unless there is at least one person at the operational level who will be responsible for implementing the recommendations approved by the Attorney General. Ideally it should be a person with correctional institution experience of a high level. Since such a person is not now available, it may be that a person of administrative abilities from another government service, such as police administration, could be assigned.

13) Appointment by the United States Agency for International Development of a Prison Administration Advisor

That if the Attorney General so recommends, the Agency for International Development seriously consider the appointment of a prison administration advisor to give technical assistance, particularly in personnel training, the development of custodial controls, the establishment of work shops and other employment opportunities and to act as liaison between the U.S. Federal Bureau of Prisons, and the Department of Justice and the Department of Public Works of Liberia in the planning of institutions recommended herein.

14) Central Direction of the Correctional Program

A Division of Corrections be established in the Department of Justice to furnish leadership and technical direction to the correctional institutions and to assist in the development of probation and parole systems.

It is recognized that in 1961 the Act reorganizing the Department of Justice provided for a Division of Rehabilitation to be headed by an Assistant Attorney General. The Consultant recommends a similar division but would not require that its head be an Assistant Attorney General. It is believed that to restrict the head of the correctional system to a person with legal training may eliminate from consideration a person who by education and training has prepared himself in the field of corrections. Further-

more, it is doubted whether many persons appointed to the position of Assistant Attorney General will be willing to devote full time to the correctional program. It is more than a full-time responsibility now and as the program develops and trained personnel become available, additional specialists should be added to the division.

It is suggested that "rehabilitation" be changed to "corrections" in the title of the division since rehabilitation is a word used in a number of fields and since corrections is an accepted title in a number of countries.

It is not believed that immediate action on this recommendation is required but that it should be considered whenever other revisions are being made to the statute or whenever a broad reorganization of the prison administration program is under consideration.

15) Personnel of Institutions Under the Department of Justice

As rapidly as possible the personnel of the correctional institutions be comprised entirely of those employed by the Department of Justice for that purpose, and that soldiers and police officers be relieved of custodial and other institution functions.

It is not believed that an institution can function properly when it is staffed with persons from different departments with men having different interests, loyalties, and training backgrounds. It is recognized that due to lack of personnel the Department has had to use personnel made available by the National Frontier Force and has had to draft police officers for jailer and warder functions. Other developing nations have passed through the same stage but increasing numbers are developing a staff of career correctional personnel.

Until competent personnel can be recruited and trained to replace all soldiers and police, it is recommended that soldier personnel be restricted in function to perimeter and building guarding and that they are not assigned the function of supervising prisoners since the latter is not in line with their training.

16) Increase in Number of Prison Personnel, Accompanied by Higher Recruitment Standards & Higher Salaries

Beginning with the 1963 budget, additional officers be provided for; that recruitment standards comparable to those now used in the selection of police officers be established and that increased rates of pay, also comparable to the new rates for police officers, be established.

The 1962 appropiriation bill provided a total of only $10,168 for personnel for all jails and the Central Prison. Salaries ranged from $1,200 for the Superintendent of the Central Prison down to $216 a year for 21 warders, and $72 a year for the three others.

The concept of the prison employee has changed drastically in the past quarter of a century from that of a guard or turnkey to that of a correctional officer whose frequent contacts with inmates while supervising them at work and in quarters requires both the abilities of an instructor and counselor as well as a person alert to custodial requirements. In many correctional systems, including the Federal System in the United States, many correctional officers have special occupational abilities which qualify them to supervise inmates in a number of institutional maintenance and vocational training activities.

If this concept of personnel is accepted, it is not enough to merely request greater numbers of officers and higher salaries, but to base the future program upon higher recruitment standards which will justify higher salaries because of the more efficient and effective work accomplished.

Specifically, it is recommended that:

a. The University of Liberia cooperate in the development of recruitment examinations and the future correctional officers be selected in this manner.

b. The salary of $50 a month be provided those who meet the standards, whether now employed or new recruits.

c. The 1963 budget provide for 25 additional officers, 18 of whom should be assigned to the Central Prison.

d. Other positions be upgraded accordingly as rapidly as qualified persons can be found.

17) Inservice Training Program

An inservice training program be established at the Central Prison for both existing and newly recruited officers. The program should include both lectures and supervision on assignments. It can be accomplished only (1) with the additional personnel recommended above and (2) the assistance of an advisor who has had experience in training. Those presently employed who cannot qualify should be replaced.

18) Food

a. Appropriations for food be sought at the rate of 20 cents a day per prisoner; that except for the Central Prison the money be allocated on a quarterly basis and be increased or decreased, depending upon the population of the institution. At the Central Prison allocations are recommended on a monthly basis.

b. That a dietician, with the assistance of the National Public Health Service, help the institutions in the development of a more healthful diet than exists at present.

c. Whenever possible, inmates should be employed in raising food. In time such a program may reduce the amount which must be appropriated for subsistence. As indicated elsewhere, fishing projects could also provide food for the Central Prison and possibly at Buchanan and Harper.

19) Corporal Punishment

Corporal punishment be abolished in all institutions under the jurisdiction of the Department of Justice.

There was evidence at the Belle Yella Camp, at least, that corporal punishment is used. The law neither provides for or prevents the use of corporal punishment as a disciplinary measure. Not more than 15 lashes are provided for as a court penalty for petty larceny, but for no other offense.

Most countries and states now have either laws or administrative regulations prhoibiting corporal punishment. The United Nations, in its Standard Rules for the Treatment of Prisoners, states in Rule 31: "Corporal punishment, punishment by placing in a dark cell, and all curel, inhumane or degrading punishments shall be completely prohibited as punishments for disciplinary offenses."

Corporal punishment is not necessary to control behavior in prisons as has been demonstrated in correctional institutions throughout the world. On the other hand, such punishment, although it may have a temporary restraining effect, is known to cause the individual to become vindictive and brutal, and have an effect opposite to that of correction.

20) United Nations Standard Minimum Rules for the Treatment of Offenders

The Department of Justice enforce, insofar as possible, the United Nations Standard Minimum Rules for the Treatment of Prisoners which were approved by the Economic and Social Council in July, 1957, having been previously adopted by the First United Nations Congress over the Prevention of Crime and Treatment of Offenders. These rules were drafted by prison administrators from both the developed and less developed countriesand provide practical minimum standards for prison administration.

21) Employment of Statistician in Department of Justice

The Department of Justice employ a statistician competent to collect, tabulate and interpret statistics, both on court cases and prison commitments, discharges and population. If such a person is not readily available it is suggested that the University of Liberia be requested to undertake the project on a temporary basis.

22) Report to the Supreme Court of Liberia

It is recommended that the Department of Justice report to the Supreme Court on a quarterly basis, and by district, the number and kinds of criminal cases pending and the names of and charges against all persons who have been confined more than 60 days, together with the status of the case.

In an increasing number of countries and jurisdictions, courts desire information which will expedite the administration of justice. The information suggested above will assist the judiciary to inquire into the status of the judiciary process and to take such steps as may be required to improve judicial procedures and practices.

23) Form of Commitment

The Attorney General, or the appropriate judicial body, prepare, have printed and supply to the various courts of law which have the authority to sentence defendents in criminal cases, a standard form or forms of commitment and provide instructions for their use.

The Consultant saw a number of handwritten papers which purported to be records of commitment. Some of them were illegible in part. Under this practice it would be simple for persons not having the authority to do so to prepare and sign commitment papers. If standard forms for this purpose have been prepared it is suggested that the courts be urged to use them.

24) Probation

The Probation Act be implemented by the appointment of probation officers for juveniles and adults.

The Republic has statutory provision for probation of juveniles and for offenders whh have committed their first offense but thishas not been activated. Probation is rapidly becoming as important a disposition in delinquent criminal cases as commitment to institutions. It is not only much less expensive but also is more effective than imprisonment in selected cases.

To be effective, probation, both in providing information for the court to be used in determining disposition (i.e. pre-sentence reports) and in supervision of offenders in the community should be administered by trained personnel.

The present law may be considered restrictive in scope, limiting as it does the use of probation to first offenders. This restriction should be removed to give the judiciary greater latitude in imposing sentence. At present, first offender

is not defined and with existing records it would not be possible to determine whether a defendent had a previous record. Many jurisdictions eliminate from the possibility of being considered for probation only persons convicted of capital offenses.

25) Parole

A law providing for the parole of prisoners be enacted.

In modern correctional systems there is increasing use of parole, or the method by which a prisoner may be released into the community under supervision prior to the expiration of the full term of his sentence. It is recognized that if the major objective of the sentence is the protection of the public, this may be accomplished most effectively by the release of the individual when he is best prepared for return, not necessarily at a date determined at the time of sentence. Also, it is recognized that a prisoner is in need of assistance and supervision in the period following his release to the community, such as can be provided by a trained parole officer. As with probation, parole is not only an integral part of a rehabilitative treatment program, but it also produces economies through the release of selected prisoners. Parole supervision is less expensive than the costs of proper institutional confinement and it also reduces the expenditures for new prison capacity. For example, in the U.S. Federal Prison System, with 23,000 prisoners confined, there are 8,000 persons on parole who would be confined if there were not a parole statute. (See U.S. Federal statute and model law proposed by the National Council of Delinquency and Crime. Documents provided to the Attorney General.)

26) Training of Key Personnel

To provide persons trained to direct and administer institutional, probation and parole programs there be selected a group of capable and interested personsto be trained abroad.

It will be recognized from the preceeding recommendations that the administration of effective correctional programs require technically trained personnel. The same urgent need was recognized by Professor Paul Tappan in his report on JUVENILE DELINQUENCY IN LIBERIA. Informed leadership and competent direction of these programs are essential. Provision for physical facilities is of little use without trained personnel.

There are a number of ways in which the Republic of Liberia may be assisted in financing such a program. The United Nations has a program of technical assistance in the field of social defense through which persons may be sent to other countries for training. It is possible that the United States Government may be of assistance. Also, there are private foundations in the United States which may be of assistance.

It is further suggested that there are two categories of persons to be considered for technical training, namely (a) persons who are mature, have demonstrated ability and who are needed immediately to direct programs, and (b) students who are ready for graduate training in correctional work.

Professor Paul Tappan, as he stated in his report, stands ready to assist in this program, as does the United States Federal Bureau of Prisons and this Consultant.

III. REPORTS & RECOMMENDATIONS ON INDIVIDUAL INSTITUTIONS

A. CENTRAL PRISON - MONROVIA

This institution, the largest in Liberia, is located on about three acres of ground in a section of Monrovia knows as South Beach. It is the prison for sentenced prisoners from Monrovia and Montserrado County, for some sentenced and a few unsentenced prisoners transferred from other parts of Liberia, and for persons awaiting trial in Montserrado County. It, therefore, has a combination jail-prison population comprised of sentenced and unsentenced males, females, juveniles, and adults.

Population

The population turnover is high with 4,310 commitments during the year ending March 31, 1962, or a monthly commitment rate of 360. In April and May, 1962, its population ranged around 250. A tabulation of commitments for March, 1962, totaled 293 of which 96, or 33 per cent, were committed for examination, an additional 78, or 27 per cent, were committed for one month or less; 52 or 18 per cent for more than one month and less than three months; 56 or 19 per cent for between three and six months; and only seven for more than six months, the longest sentence being eleven months. The prison, therefore, has an extremely high rate of turnover, but also has a large number of offenders receiving long sentences or awaiting trial for murder and other serious offenses. (See Table II, Appendix B.)

Physical Plant

The institution is comprised of four old cell houses or quarters buildings, a new quarters building, and a miscellany of other buildings which will be described later.

The compound is surrounded on two sides by commercial buildings, one side by private housing, and the fourth side by a street on the other side of which are houses and a school. There is one entrance gate from the street side and one end of the compound is used for wrecked and impounded cars (over 50 strewn in this area). No part of the compound is used as a work area, for recreational activities, or other inmate activities, except housing and food preparation.

An underlying and basic defect of the institution from a physical standpoint is that when it was originally built it was assumed that all security should be in the cell houses themselves. It was further conceived that cell house security could be obtained only by having very small narrow windows located 10 to 15 feet from the floor, with the result that practically no light or ventilation gets into the cells or corridors. Another concept, apparently based upon security reasons, was that cells should be constructed for one or two persons only and there should be no group or dormitory quarters. This building of small cells has further complicated the light, ventilation, and sanitation problems since from two to six prisoners must occupy a cell.

Apparently, at a later date, some idea of perimeter security, or a

security line around the institution enclosure, was conceived and a cyclone fence topped by barbed wire was installed. It is obvious, however, that not much emphasis has been given to perimeter security since the fence is badly deteriorated in places and the one entrance gate is always open and sometimes unguarded. Taxi cabs go in and out freely, as do persons on foot, including relatives of prisoners and families of soldier guards.

The compound contains women, children and others who make it impossible to use the compound for prisoners. The prisoners are, therefore, locked in the cell houses. With the situation as it exists, with little perimeter security and many women, children and other nonofficial personnel on the compound, it is not possible to provide work and industrial opportunities for prisoners or to permit them to go to meals or other activities outside the cell houses.

In present-day correctional institutions, the prison is thought of as a small community where a number of activities, including work, take place within a guarded or secure enclosure; that is, where the prisoners are of the type requiring close custody. Also, it has been learned that even security within a building does not depend upon small windows placed near high ceilings. Although escape rates of institutions in Liberia from such facilities are not available, it is reported that they are relatively high and prisoners have succeeded in getting through and around barred windows and making holes in cell house walls.

The new building, which is of minimum custody construction, is completed except for water and sewerage connections. These are being installed by the Department of Public Works on the street side of the enclosure. The new building is a one-story structure containing 37 rooms approximately 8 by 10 feet in diameter, a dining room, small kitchen, a dispensary or clinic, and offices for the superintendent and a dietician. One section containing four rooms with adjacent toilet and bathing facilities has been walled off from the remainder of the building for women prisoners. In addition to the cells or quarters for prisoners, there are four rooms approximately 10 by 18 feet which are shown on the plans as day rooms.

The remaining buildings are of unknown age, but all are in bad condition as far as light, ventilation and sanitation are concerned, and all are extremely crowded. In most of the buildings a prisoner has no more than 10 square feet, or a rectangle 2 by 5 feet, for living space, night and day. The windows are ordinarily long, narrow slits about 4 by 30 inches located near the roof, usually twelve feet from the ground. Prisoners are allowed to leave their cells during daylight hours and congregate at the doors of the cell houses and in the corridors. A brief description of the buildings follows:

Cell House No. 1

This is a two-floor building in back of the compound, about 19 by 55 feet. The first floor has fifteen rooms, 4 by 6½ feet. There

are three toilet rooms, two toilets and two washbasins, but all were inoperative and, therefore, the floor was used for toilet purposes. A hole was knocked in the wall at floor level to provide drainage to the outside. The first floor is lacking in ventilation; odors are very bad, and the floors are covered with filth. The Corridor between the cells is only 28 inches wide which means that when a cell door is open (they open out) the corridor is closed off. Both the corridor and cells are extremely dark, there being only eleven heavily barred windows near the ceiling, approximately 1 by 3 feet. Cell doors here and in other cell houses are of heavy wood with no openings.

Inside stairs lead to the second floor which contains seventeen cells but no toilets or water. The corridor on this floor is 3 feet in width. Despite lack of toilet facilities, this floor contains the best living quarters in the institution from the standpoint of light and ventilation.

Cell House No. 2

This building is 25 by 68 feet and is located near the front or entrance side of the compound. A corridor, 38 inches in width, runs the length of the building and into a washroom at the back of the building. The washroom runs the width of the building and has two toilets, one faucet, and no windows. Water could be obtained from the faucet the day it was inspected, but the toilets have not worked for sometime, with the result that the floors are used for toilet purposes.

At the front of the building are two large cells about 8 by 14 feet. Behind these are seventeen cells ranging in size from 4 by 8 feet to 7 by 8 feet. There are only seven small windows on each side (68 feet in length), these being about 12 feet above the ground and 8 by 30 inches in diameter, but heavily barred.

This cell house was also unsanitary, dark, and had a strong odor of human waste.

Cell House No. 3

This is a small building, 17 by 27 feet, located near Cell House No. 2, but contains four cells, about 4 feet 8 inches by 6 feet 8 inches, and a fifth room the same size which has a shower and toilet, neither of which operated at the time of visit.

Five men sleep in each cell and five in the corridor which is 4 feet wide and runs the length of the building. The ceiling is 12 feet high and there are ten small windows near the ceiling. Although there is not much window area, the ventilation and light are better than in other buildings because it is small in size and barred entrance door permits air and light. This building is reserved for murderers who are considered dangerous.

Cell House No. 4-A

This cell house contains the most prisoners, approximately 100, and is by far the worst of the quarters, largely because of the number confined. There are 33 cells approximately 5 by 7 feet; two toilets and two showers, none of which work. The cells are dark, the floors are covered with filth and human waste, the windows, as in other buildings, are small and high from the ground.

The consultant was informed that "bad" prisoners are confined in this building; however, it was noted that there are old men who could hardly move, and five juveniles who appeared to be from 13 to 15 years of age.

Cell House No. 4-B

This cell house is an extension of 4-A and goes to the rear of the compound. It is considered by the superintendent and his assistant to be the best cell house and is reserved for "civilized" prisoners, with one section of four cells for women. In this building there are fourteen cells for males, each about 5½ by 7 feet, and two small rooms contain a washbasin, one toilet each, and one containing a shower. The shower and one of the toilets were in working order. Two and three men are confined to a cell.

A corridor facing the front of the building has four 7 by 7 foot cells which, it is stated, are used for women prisoners and for insane persons, both men and women. The only person confined on the many visits made by the Consultant was one insane woman. Other women prisoners are given the run of the compound during the day.

Other buildings include an open roofed structure which is used for religious services, a small gallows building, small shower building with one shower at the end of Cell House No. 1, and an open, but roofed kitchen where a wood fire is made on the floor.

There is also a house-like structure in the middle of the compound, the porch of which is used as the administration and records office. Inside is a room used by the superintendent and another used for food storage.

Personnel

The personnel consists of a superintendent who is also a Lieutenant in the Liberian Frontier Force ($1,200 plus Lieutenant's pay); an assistant superintendent ($600 salary); a clerk; fourteen warders ($216 each) employed by the Department of Justice; and approximately twelve to fifteen soldiers provided by the Liberian Frontier Force, for a total personnel compliment of approximately thirty.

The superintendent had been on duty only three months at the time of this survey, and was not familiar with many procedures and practices. It was noted that he was frequently called to the nearby barracks or

to the Department of Defense, and it is a question as to how much time he devotes to military and how much to prison administration functions.

There appears to be no differentiation in the way the warder and soldier personnel are used. Both guard prisoners outside the institution and work in the compound, but only soldiers guard the entrance gate.

The soldier personnel are called to the nearby barracks for drill and are replaced by other soldiers. There is no training program nor is there personnel selection on a civil service basis. There is no provision for vacations or holidays or days off for personnel.

Much personnel time is consumed in taking prisoners to and from work outside the prison. On a number of occasions the Consultant has seen groups of prisoners under soldier gun guard, being marched back to the prison from a distance of 3 to 4 miles.

Food

The Department of Justice provides the prison with 8,500 pounds of rice and $250 for other subsistence items each month. The money is used to purchase dried fish. With an average of approximately 250 prisoners a month, this amounts to 34 pounds of rice and one dollar's worth of dried fish a month for each prisoner. Both officials and prisoners claim there is one meal a day consisting at present of one cup (or one pound) of rice. The prisoners continually complain that they receive nothing but dry rice (rice without soup, palm oil, fish, or other food or liquid). Officials state that although fish was purchased for the quarter, it was used up before the Consultant's survey began. (This took place throughout April and early May, 1962.)

The rice is cooked in the open kitchen and dished out to prisoners at the doors of the cell houses. Prisoners who can afford it can purchase other food such as cassava root and greens which are cooked for them. Also, the wives of the soldier-guards sell palm nuts, vegetables and fruit to prisoners who have money. The soldiers' wives have their small stores in a series of shacks behind the administration building and are accompanied by their babies and children.

Breifly, the food is insufficient in quantity and not sufficiently varied to maintain health. From the continuous and loud compalints heard on each of more than a dozen visits, it was obvious that the food was a major source of dissatisfaction and bad morale. Lack of water and bad sanitation were other major factors.

Employment

The majority of prisoners are completely idle and are retained in their cell houses day and night. On a typical day, 42 prisoners are at work outside the institution under soldier guard. These are

misdemeanants of the rogue or theif category. Of the total, nineteen were assigned to public agencies to do cleaning or cut brush or weeds. The remaining 23 worked for private persons at the rate of $0.25 a day; this amount going to the Department of Justice for deposit in the Treasury. Twelve guards were assigned to guard these 42 prisoners. There were, therefore, an average of three and one-half prisoners per guard. The number of prisoners per private employer was smaller, a number having one guard per prisoner. It will be noted that on this day, which is believed to be typical, the government received $5.75 for the labor of prisoners, but seven guards were employed to supervise them.

The Consultant was at the prison on one day when two women in chauffeured cars drove up to order the work of one prisoner each for the following day. One woman demanded that the prisoner assigned be very strong and capable of doing a hard day's work; that the guard who was to be sent along know how to get a good day's work out of him and that they be ready to leave when she arrived at 6:30 a.m. In brief, for $0.25 the government is providing the services of an official and a prisoner and depriving some other worker in the community of employment.

In addition to these 42, only eight or ten prisoners were employed around the compound. There is no organized work of manufacturing articles or clothing for prison or government use; there is no organized work program to maintain the institution in a clean and orderly condition; and there is no program by which the prisoners are used in growing agricultural products to supplement their diet. In brief, the labor of approximately 200 men is going to waste and the resulting idleness is having a deteriorating effect on prisoners and is producing bad morale.

Sanitation

As indicated in the description of the buildings, sanitary facilities are almost entirely lacking. Although each building has at least a faucet for running water and one or two toilets, there was running water in only two buildings and only one toilet in all four buildings was in operating condition. A workman from the Department of Public Works was seen on two occasions but by himself could make little progress with a badly deteriorated water, plumbing, and sewage system. In most of the buildings, the floors are used for toilet purposes. Where water and waste run from a building, it goes into open ditches on the compound.

Prisoners did not have cleaning powder, detergent or soap, mops or brushes to help keep the quarters clean. There was no indication that any housekeeping routine or standards were established or enforced.

The walls were dark and it was evident that they had not been painted or whitewashed for some time.

Sleeping Arrangements

All prisoners sleep on the concrete floors except those few who have obtained cardboard cartons and spread them on the floor at night. As indicated, the sleeping area per person amounts to about 2 by 5 feet.

Clothing

Only a few prisoners, for the most part those who work outside the institution, are supplied with clothing. This consists of a uniform of knee length pants and a shirt made of dark blue fabric, with the word "Prisoner" stenciled on white cloth on the back of the shirt. Other prisoners must wear their own clothing and many have only rags.

There is no regular way in which clothing can be laundered. The few who have access to the compound can wash their clothes in the shower room and hang them in the open to dry. Others either do not launder at all or get water where they can and try to dry their clothes inside the cells.

Records

There are no records except a ledger book in which is listed register number, name, offense, date committed, by whom committed or whether held for examination, and date of discharge and by whom discharged. The commitment papers are held in a bundle and must be referred to in order to determine when a prisoner is eligible for release. There are no statistics of any kind compiled and the number of deaths, escapes, etc. are unknown. Frequently there is no notation under the date of discharge column. Only by counting the commitment papers can it be determined how many prisoners should be present.

RECOMMENDATIONS

As stated elsewhere, it is believed that a new correction center should be established outside Monrovia to handle long-term prisoners and certain other categories of offenders. When this is done the Central Prison should become the Monrovia, or Montserrado County correctional institution and confine persons awaiting trial and those receiving short-term sentences -- perhaps sentences of six months or less.

Until that time, the Central Prison, as the only institution in Liberia with appreciable physical facilities, should be the place where prisoners who are to be confined for more than one year, should be located. With the opening of the new building, this can be accomplished, although conditions will be far from ideal. During this transition period particularly, it would help relieve serious overcrowding if ways could be found to expedite the disposition of criminal cases in Montserrado County. The Annual Report of the Attorney General for the year ending September 30, 1961, indicated

that in the Circuit Court of Montserrado, 101 criminal cases had been determined during the year and 408 remained on the docket.

The recommendations relating to the Central Prison fall into three general categories: (1) improvement of conditions and program; (2) plans for utilization, equipping, and remodeling the new building; and (3) plans for remodeling or tearing down the old buildings.

1) Improvement of Conditions & Program

It is recommended that:

a. The Attorney General allocate funds to the Central Prison for cleaning supplies and equipment; that a strict schedule be established for maintaining all parts of the institution in an orderly and sanitary condition; that all interior walls be painted or whitewashed; that for the time being each quarters unit be inspected at least weekly by the Assistant Attorney General in charge of the Division of Rehabilitation and that the Director of the Liberian Public Health Service be requested to assign an appropriate representative to survey the institution and make recommendations on the maintenance of sanitary conditions.

The institution creates a serious health menace, not only to the prisoners confined, but also the personnel and to the community. There is no reason why a prison should not be as clean and sanitary as a hospital. The main requisites are cleaning supplies, which are not expensive, but more importantly proper direction -- an established routine and a program for training inmates in cleanliness and sanitary practices.

b. The wrecked, abandoned and impounded cars be removed from the compound to some other location, making space for employment, physical exercise and recreational activities.

c. The Department of Public Works be urged to place the water and sewage system in a state of repair and the Assistant Attorney General keep the Attorney General informed of the progress made.

d. Direction be given the feeding program to the end that each prisoner is provided with a diet sufficient in quantity and variety to maintain health. In this connection, there should be established an accounting system showing the expenditure of all funds allocated by the Department of Justice and a daily record should be maintained of the amount and kinds of food served each day.

e. Begin immediately to establish a variety of employment opportunities for prisoners which will be (a) productive for the state and (b) where possible, of occupation training value to the prisoner. Some of the work projects recommended are:

1. Sewing or needle trades shop for the manufacture of prisoner uniforms, mattresses, mattress covers. The shop could be expanded

later to manufacture products for other government departments, such as mail bags, hospital garments, etc. It is recommended that two commercial type sewing machines be purchased immediately (cost approximately $500-$600).

Four thousand dollars has been appropriated for prisoner uniforms in 1962. It has been stated that $2,500 was spent to purchase cloth and $1,500 spent for the manufacture of the uniforms.

There are prisoners who have experience at tailoring who could have made the uniforms at a great saving to the government. There is also the need for providing mattresses and mattress covers for beds for the new building and for the old buildings which should be remodeled. These can be made by inmates. The extent to which this shop should be expanded and industrialized can be determined later.

2. A wood working shop to provide needed furniture, building repairs, etc. There are also prisoners who have experience in this type of work. There is no reason why the government should not manufacture tables, chairs, shelving needed in the prison and make all repairs involving the use of wood. This shop has the possibility, also, of expanding into production of articles for the use of other government agencies. One of the major contributions it could make would be desks, chairs, and tables for public schools.

3. A fishing project, whereby prisoners under the supervision of an officer would man a fishing boat, the catch to be used to supplement the present inadequate diet. The cost of the boat and nets would be repaid in a short time by the food produced. This is a practical work project carried on in other prisons and a number of inmates in the Central Prison already have experience as fishermen. Surplus fish could be allocated to the Police Academy, public hospitals, or other public institutions.

4. An agricultural project be started to produce cassava, greens, and other food for the prison diet. The project should use available government land near Monrovia, possibly that at the Police Academy. The assistance of the Department of Agriculture should be obtained to give advice on land selection, products to be raised, and proper methods of planting and cultivation.

5. A land clearing project at the site of the proposed correctional center. It is none too soon to begin preparations for the new center. The clearing of the site by prison labor will save government funds. Also, it is possible that after a certain amount of work done on the site a camp for minimum custody or trusty type inmates could be established on the site for a small capital expenditure thereby further reducing overcrowding at the Central Prison. In addition to land clearing, the work project could include agricultural production and later inmates could be used as construction laborers in at least part of the new construction program.

6. The painting or stenciling of street signs. With the rapid growth of Monrovia there will be a need for many street and directional signs. These can be easily manufactured and painted or stenciled at the prison.

7. The work of remoceling the old buildings, both in tearing down walls to provide larger dormitory rooms and the making of openings for windows, and other remodeling operations can be done by inmates under supervision.

It is believed that projects as the above could be used to employ all the the able-bodied prisoners and eliminate the uneconomical employment of prisoners by private citizens. There are many other work projects which would be suitable. The above have been selected as particularly needed at present and because inmates are available with the skills to do the work. The institution should be alert to develop work projects using the skills the prisoners possess. As an example, a local newspaper reports the commitment of seven plumbers. The institution requires extensive plumbing repairs.

f. Separation of inmates in housing units be accomplished as follows:

1. Females in left end, or women's section, of the new building.

2. Male juvenile and youthful offenders in right end of new building.

3. Prisoners who are tractable and do not present any considerable security risk in the central section of the new building.

4. Cell House No. 3 - Prisoners requiring medium security.

5. Cell House No. 2 - Prisoners requiring close security.

6. Cell House No. 4-B - Prisoners who are too old or crippled to be employed but who do not present a security risk.

7. Cell House No. 4-A - Prisoners not included in No. 1 or No. 2 above but who are committed for investigation and are expected to be confined only a few days or weeks.

8. Cell House No. 1 - The first floor of this cell house to be used for overflow only when necessary until it can be completely remodeled; with the second floor being used for tractable prisoners who warrant preferable living quarters because of good work and conduct.

At present it is stated that prisoners are separated as follows: Cell House No. 3, murderers; Cell House No. 2, rogues; Cell House No. 4-A, women and insane prisoners; Cell House No. 1,

first floor, a mixture of the above with second floor prisoners assigned to inmates who work in the compound.

g. In order to properly utilize the services of prisoners, give them the training they need, assign them to suitable quarters and reduce escape hazards, sufficient information should be obtained about each prisoner to make these decisions. Each prisoner should be interviewed on admission to obtain the essential facts of his life history and his criminal history. The administration record card should be completed and on prisoners having sentences of two months and over, additional pertinent information should be noted on a separate sheet. (More detailed instructions will be provided separately.)

h. As facilities and personnel permit, an educational and vocational training program be inaugurated. There are now confined some prisoners capable of teaching illiterates and their services should be utilized until civilian personnel can be provided. Vocational training can and should be conducted along with the various work and institutional maintenance projects recommend above.

Although the future in these activities should assume great importance in the program, they are not outlined in detail here because of the urgent need for other essentials.

i. Religious and civic educational organizations be recruited to render needed services to the prison which are not now provided by the government. Included in this category are educational meetings with inmates, the supplying of reading material, counseling on personal problems, etc.

j. All unauthorized persons, including the wives and children of employees and soldier guards, be removed from the compound. There at present is little, if any, regulation over who may enter the compound and soldiers' wives and their children make their headquarters in a large shed. Here some of the wives set up stores, selling fruits and vegetables to inmates or whoever may wish to buy. This contributes to the bad situation whereby most prisoners are confined all of the time to the cell houses. Only if women, children and other unauthorized persons are removed from the compound, can there be freedom of movement of prisoners to and from work, to the dining room and to other appropriate places within the compound. Emphasis can then be placed, as it properly should, on perimeter security, or keeping prisoners within the compound, rather than keeping them idle in the cell houses.

k. The soldier guards be used for perimeter guarding and the Department of Justice workers be used for the supervision of prisoners within the compound and at work. A more comprehensive recommendation with respect to personnel is made elsewhere. As rapidly as possible soldier personnel which must be used should be limited strictly to perimeter control. Their training is more in this line. This will permit Department of Justice personnel to be trained in the supervision and control of inmates at work, on the compound and in quarters

1. A personnel training program be established to cover all institutional functions, including custodial supervision, work supervision, and institutional maintenance and sanitation.

2) Suggested Program for Utilizing, Equipping & Remodeling the New Building

This building is completed and is awaiting water and sewage connections and essential equipment. It is recommended that:

a. The building be used for the following four categories of prisoners: The section to the left of the building be used for (1) women and (2) girls, and that in the future females not be confined in the municipal jail. (3) The section at the right end of the building be used for male juveniles and youthful offenders up to the age of 18 and that in the future juveniles 16 years of age or under not be lodged in the municipal jail, even temporarily. (4) The main section of the building, consisting of 28 cells, be used for minimum and medium custody type offenders or those who do not present a serious escape risk. These would include inmates who are permitted to work in the compound and outside the institution as well as others who, because of short sentences, minor offenses and for other reasons, can be expected to live in a medium-security type building. This will include a number of the older prisoners.

b. The building be opened for use as soon as the necessary water and sewage connections are made and as soon as beds are purchased and installed, with women being given first priority, juveniles and youth second, and others third.

c. Equipment is recommended in the following order:

1 Triple deck beds, 30 inches in width and 6 feet long (the distance from the door to wall limits the width to 30 inches). Triple decking is recommended, since otherwise the building will not reduce the excessive overcrowding and unsanitary condition in the other cell houses. With triple deck beds the 37 rooms will accommodate 111. If necessary, the day rooms can temporarily be used as sleeping quarters and accommodate approximately 27 more, or a total of 138.

2 Kitchen equipment, including at present an electric range and a boiler, a refrigerator and deep freeze unit, and an electric hot water heater.

3. Essential pans and kettles.

4. Essential eating utensils.

5 Mattresses be manufactured by inmates. If beds are ready before this can be done, purchase cheap mats for the beds. (Standard mattresses are 3 feet wide, while these must be

30 inches wide. The ordinary cotton mattress would deteriorate in a short time.)

6. Mattress covers also be manufactured by inmates, these to be used to protect the mattresses and be detachable so that they can be laundered.

7. The purchase of other equipment, such as dining tables and chairs and other tables and chairs be delayed for the time being to determine the ability of the prisoners to manufacture suitable articles.

d. The building be remodeled as soon as possible to enlarge the kitchen, provide additional food storage space, and other facilities.

A major defect of the building is a kitchen which is much too small to provide food for 250 or more persons. The kitchen area is approximately 12 by 15 feet and there is only a small closet for food storage. The room listed on the plan of the building as a warehouse is a room, 12 by 18 feet, open on three sides with open windows and located some 40 yards from the kitchen entrance. The kitchen should have been approximately three to four times its present size, and should have had a food storage area immediately adjacent, in which refrigerated and dry foods and green vegetables could be stored.

The dietician's office will have to be used partially for storage.

The kitchen can be extended toward the women's section for a distance of approximately 15 feet. This will increase the kitchen area from 12 by 15 feet to 12 by 30 feet. While this extension is being built, an exhaust fan should be installed above the stove area in the new wall to carry out steam and heat. Until the remodeling is completed, rice may have to be cooked out-of-doors at the present location.

Before the building is used, the shower pipes which hold shower heads (are fragile and extend about 15 inches from the wall) should be cut back to the wall. As they are at present, they could be torn off and used as weapons. There should also be installed a wall with grill door separating the juvenile-youth section from the remainder of the building.

3)-Plans to Remodel & Demolish Some Existing Buildings

It will be difficult to make some of the old cell houses meet minimal standards of sanitation, light and ventilation. Nevertheless, all present living quarters will be needed to relieve overcrowding and accommodate prisoners serving long sentences in the jails. It is, therefore, believed that pending the building of a new center, the existing facilities should be remodeled.

There are three general remodeling requirements, namely, (1) windows be installed with the lower sills approximately 4 feet from the floor and sufficiently large to furnish necessary light and ventilation; (2) sufficient toilet, washing and shower facilities be installed for the number of men to be accommodated; and (3) the partitions between small cells be torn down to provide more livable small dormitories.

Although it is not practical for the consultant to advise in detail on the work to be done, the following suggestions are made:

Cell House No. 1

First Floor - (1) Tear down two cell walls and leave the third, making small dormitories approximately 6½ by 12 feet out of three existing 4 by 6½ feet cells.

(2) Install two windows in each dormitory.

(3) Tear down the wall between the toilet room on the rear right and the last room, making a washroom out of these two rooms and providing toilet, urinal, two showers, and lavatories.

(4) Repair toilet, lavatory and provide shower in front right cell, this facility to be made available to prisoners on second floor.

(5) Open up doors by using grills so that there will be light in the corridor and cross ventilation.

This building, because of the narrow (28 inch) corridor on the first floor, is the most difficult of all to make livable.

Second Floor - No alternations.

Cell House No. 2

(1) Develop light and sanitary washroom in rear of building by repairing the two existing toilets and adding two more; add three showers, three washbasins, and a urinal. Windows should be installed on two sides.

(2) Eliminate every other cell wall on the right side, providing small dormitories about 8 by 10 feet, rather than the present cells of 4 feet 10 inches by 8 feet dimensions.

(3) Install windows in each of the large cells, with two each in the 8 by 14 foot dormitories in the front of the building.

(4) Provide openings in the doors with grill work to permit entry of light into the corridor and cross ventilation.

Cell House No. 3

(1) Install one window in each of the four cells.

(2) Repair shower and toilet, and install urinal and lavatory basin.

Cell House No. 4-A

(1) Tear down the three walls between the two toilets and two shower rooms and build one large washroom to contain three toilets, three showers, a urinal and lavatory basin.

(2) Install sufficient window area.

Administration Building

Demolish this building as soon as new building can be completed. The present building is of value only for storage, but being in the center of the compound it obstructs custodial supervision. If eliminated, Cell House Nos. 2, 3, and 4, and the new building could be seen from one post. In brief, this building creates a serious custodial hazard, far more detrimental than any value it may have for storage.

Shed Adjacent to Cell House Nos. 4-A & 4-B

This shed is used for wives and children of soldier guards to congregate and display articles of food for sale. It is in a dilapidated condition. After unauthorized persons are removed from the compound, the roof of the shed should be repaired, a concrete foundation laid, and the area used for industrial space.

Present Warehouse Room & Clinic

This three-room area, which is bounded on one side by Cell House 4-A and on one end by Cell House No. 4-B, is approximately 48 feet long and 14 feet wide. With the partitions removed it would make excellent industrial space, or it could be a dormitory for old and crippled prisoners, since a toilet and washbasin (not operating presently) are in the front of the building. It is recommended that its ultimate use be dependent upon future needs and that no changes be made now except, as prison labor is available, to tear down the third partition wall in the rear of the building, since this creates a dark room unuseable for any purpose.

Gallows & Small Masonry Buildings Adjacent to Street

These two buildings are on the perimeter fence line and must be torn down if the institution is to have perimeter security. It is understood that the gallows has not been used in seven years and it is hoped that it will not be needed, at least until the new

institution is completed. Even so, temporary structures have been erected for this purpose when necessary or Cell House No. 1 could be used since it is a two-story structure with a stairwell.

The second small building, now used by a warder, is of no real use and should be torn down under any circumstances.

Perimeter Fence

The perimeter of the institution should be made far more secure. Enclosed on three sides by commercial and residential buildings, this is difficult. It requires:

(1) Repair of the existing cyclone fence.

(2) Installation of a second cyclone fence, 10 or 12 feet inside the existing one.

(3) Installation of a secure gate which should be kept closed except to admit officially approved persons and vehicles.

(4) Install lighting system which will light the entire perimeter fence.

B. GRAND BASSA COUNTY JAIL - UPPER BUCHANAN

This jail is situated approximately five miles from the city of Buchanan, in what is known as Upper Buchanan. The court house is also in Upper Buchanan, about one-half mile from the jail. Buchanan is a rapidly growing port city from which the iron ore from the Nimba range will be brought down by rail and loaded on to cargo vessels. It is speculated that in the not too distant future the population of Buchanan may compete in size with, or even exceed, that of Monrovia.

The jail, in some respects, is the most inadequate seen in the Republic. On the day it was visited there were 46 prisoners confined, 19 of whom were convicted murderers, a number having served over ten years and one fifteen years. Of the 27 unsentenced prisoners, ten are charged with murder and a number have have been confined without trial for years.

Several prisoners were shackled with chains, including a boy about 14 years of age, arrested on the charge of petty larceny, who had attempted to run away. One prisoner was lying on the corridor floor and it was stated that he was seriously ill and could not walk. He had not received medical attention. (The Assistant Attorney General authorized the County Attorney to place him in a hospital.) The other prisoners who were not at work away from the jail were congregated at the rear of the jail.

The jail is approximately 32 by 40 feet with a 6-Foot corridor running from front to back. There are four cells on each side, 10 feet long and from 7 to 9 feet wide. One of the eight cells is used for storage. In other cells as many as ten prisoners are quartered at night. The average living space per man is approximately 10 square feet, but when women are confined, and placed in a separate cell as it is stated is the practice, the space per man is reduced.

There is no water nor electricity in the jail. There is an open privy-type toilet outside, about 10 feet from the jail, and 10 feet from where the prisoners were sitting and where the cooking takes place. Running the length of the jail on one side was a pig pen belonging to the jailor in which were kept about fifteen (15) pigs. This was a muddy, odorous place. The Assistant Attorney General ordered that the pigs be removed immediately.

The cells have no furnishings except those described, and are pitch black, dirty and unsanitary. It is stated that buckets are used for toilet purposes at night and prisoners are kept outside during the day. There are small barred windows near the ceiling which permit little ventilation or light.

Approximately 20 prisoners were working outside the institution, most of them for private persons who pay 25¢ a day. Others are used at the houses of officials, at churches, at street cleaning jobs and bush cutting. Many of them are "trusties" who are not under guard.

Personnel

Despite the fact that the jail on the day of visit had 46 prisoners and on occasions has as many as 60, the personnel consists of one jailor, one warder, and one or two soldiers. The jailor complained that because of lack of handcuffs and guns, at least 14 prisoners had escaped during the past three months.

Food

The Sheriff stated each prisoner is issued seven cups of rice per week at one time. It was stated that dried fish is also purchased as long as funds allocated by the Department of Justice will permit. During the first quarter the Sheriff was allocated a total of $225 or less than 5½¢ per man a day.

Water for cooking and washing is obtained from a well at the Sheriff's house which is about 25 yards away.

Summary

The jail is unfit for human habitation at the present but can be used temporarily if the population is reduced and if certain

measures recommended below are taken.

Considering the fact that Grand Bassa County and Buchanan are growing rapidly, it is essential that plans be made for the future which will require a new jail and courthouse. Located as they are, over five miles from Buchanan, they do not provide the access required for the proper administration of justice. It is urged that long-range plans be made now for suitable jail facilities for the present and future prisoner population. To do otherwise will result in a breakdown in the administration of justice and cause a threat to the health of the community as well as inhumane treatment of those confined.

RECOMMENDATIONS

1) The Department of Justice review all cases of convicted prisoners to determine whether any should be recommended to the President for executive clemency.

2) The Department of Justice investigate the situation with respect to the large number of unsentenced prisoners confined, i. e. 27 out of a total of 46, to determine whether trials can be expedited.

3) The Department of Justice allocate subsistence money on the basis of population at a prescribed rate.

4) Prisoners with sentences of more than one year, which includes the 19 prisoners convicted of murder, be transferred to the Central Prison when the new building is equipped.

5) The outdoor toilet facility be removed immediately from close proximity to the jail building and Public Health Department recommendations be obtained and followed with respect to proper toilet facilities.

6) The area used as a pig pen be placed in a sanitary state.

7) The entire jail be thoroughly cleaned and painted and maintained in a sanitary condition.

8) The Department of Justice provide three additional warders if the jail population is reduced to 30 prisoners.

9) The shackling of prisoners be abolished.

10) Prisoners who are ill be examined by a doctor and placed in a hospital, under guard if necessary, when the doctor so recommends.

11) Food for all prisoners be cooked together rather than issuing each prisoners' rations separately and expecting each prisoner to prepare or arrange for the preparation of his own food.

12) If the jail is to be used more than one year, install water for cooking, bathing, and toilet facilities.

C. BUCHANAN POLICE LOCKUP

The police lockup is actually a 3 by 7 foot toilet room. At the time of visit the decorative concrete window had been broken by escaping prisoners and the three prisoners were confined in a dark adjoining supply closet.

If Buchanan had a satisfactory county jail, there would be no good reason for a police lockup. Since it does not, and the present jail is some 5 miles away from the police station it is recommended that a police lockup be built on the ground floor. This is unfinished space. The lockup should have three rooms, one with approximately 300 square feet for adult males, and two approximately 100 square feet each, one for women and one for male juveniles. All three should have toilet facilities with basins, and windows which will give sufficient light and ventilation.

D. BELLE YELLA CAMP

This institution has gained the reputation of being the "Devil's Island," or banishment prison, of the Liberian prison system. One reason for this, presumably, is that it cannot be reached by road and it is said to be a walk of four days or more from Monrovia. It is approximately 100 air miles from Monrovia and can be reached by small plane.

The prison building itself is a mud hut, thatched roof structure and comprises part of a military compound. Adjacent to the compound is a small village of approximately 400 people. On the day the camp was visited there were 53 prisoners listed, one of whom was in escape status.

Physical Facilities

The building is approximately 32 by 44 feet. On one side of a 12-foot corridor are two 16 by 18 foot dormitories and there is a 14 by 24 foot dormitory on the other side. Two of the dormitories have a 4 or 5 inch ventilation hole and the third has two barred windows about one foot square. At the end of the central corridor are two isolation cells about 4 b6 6 feet. An open space of about 8 inches at the top of one of these cells permits ventilation and an opening through which food and water can be passed. The floor is of dirt. There were a number of woven mats on the floor and a few wooden pallets raised about 4 inches off the floor. It is stated that buckets are used for toilet purposes.

Personnel

Soldiers of the camp provide the guard force. There are no Department of Justice personnel. The Colonel in charge was not present on the day the institution was visited.

Food

No officer on duty could give a satisfactory statement with regard to the food supplied prisoners. Some prisoners complained that they had to pay 10¢ for a cup of rice and that their diet consisted mainly of food they could gather while at work. No food is raised for the use of prisoners.

Employment

In addition to keeping the grounds of the military compound in order, the prisoners are used in clearing land and at farm labor. Both officers and inmates stated that their labor was used on private land. At the time of the visit (9 a.m.) all but 10 or 12 of the prisoners were away from the camp at work. Upon their return at noon it was apparent that those out of camp under gun guard were employed at strenuous labor. Working hours are stated to be from 7 a.m. to 12 p.m. and 1 p.m. to 4 p.m.

Records

The records consist of a typed sheet with the names of the 53 prisoners and two folders containing commitment papers and other correspondence relating to the prison and prisoners.

Population

Of the 53 prisoners, 23 were listed with or claimed to have sentences ranging from one year to life. The remaining 30 claimed they had not been before a court and there were no records to prove otherwise. Eighteen stated they had been at Belle Yella since 1953 without appearing in court. Three other prisoners claimed to have been at Belle Yella since 1956, also without having been sentenced. One prisoner was sentenced by a magistrate on September 10, 1959 to serve life on the charge of being a rogue. The legality of this sentence is in question. One prisoner's sentence expired six months ago. Most of the prisoners come from the Monrovia area.

Discipline

It is apparent that corporal punishment is used at the camp. No less than eight (8) prisoners were seen who had welts on their backs from lashes. One prisoner had a wood log weighing about 35 pounds schackled to his ankle as a result of having attempted to escape.

Summary

The Consultant was able to obtain little factual information from the officers present in the absence of the Commandant. It is apparent that many prisoners confined here remain for long periods; as far as can be determined, 57% have not been sentenced and over one-half of this group has been at Belle Yella for about nine years. There were no commitment papers or other records available on over half the prisoners.

Although the camp is theoretically under the jurisdiction of the Department of Justice, military officers actually operate the institution. The institution is located in a very isolated area and depends on this for it's security. It is known, however, that a number of prisoners have escaped.

RECOMMENDATIONS

1) It is recommended that this institution be closed as soon as the new building at the Central Prison is ready for occupancy. It has been stated previously that the facilities of the Department of Justice in the past have not been capable of confirming all prisoners and all types of prisoners. With the recommended improvement in the security of the Central Prison through an increase in perimeter security and with an increase in capacity, some of the old cell houses can be used for close custody prisoners. It is not necessary to place prisoners in a distant location to guarantee their security. Furthermore, as also previously recommended, it is advisable that the Department of Justice be given the full responsibility for the custody and care of civil prisoners.

Finally, it is believed that institutions of the Belle Yella type are contrary to the Minimum Rules for the Treatment of Prisoners adopted by the United Nations.

2) It is recommended that the cases of prisoners confined at this institution be reviewed by the Department of Justice to determine whether consideration may be given to executive clemency in suitable cases and to determine whether all are legally confined.

3) Until the institution is abandoned for the use of civil prisoners, it is recommended that (a) the rules and regulations suggested elsewhere be applied to this institution, including the abolition of corporal punishment and (b) the Department of Justice immediately allocate funds providing for subsistence at the rate of no less than 15¢ per prisoner per day, and (b) the labor of prisoners be used only in public work.

E. HARPER DISTRICT JAIL - MARYLAND COUNTY

The jail is located approximately one mile from the center of Harper on a small piece of land surrounded by private property. The jail is 54 by 22 feet, containing on the first floor four large cells (two 15 by 15 feet, and two 12 by 15 feet) and on the second floor 14 small rooms (one or two of which are used for women prisoners, and three by soldiers assigned to the jail and their wives). The ceiling of the first floor cells, which is the floor of the second floor, is of wood with large cracks. At the back of each cell are small barred windows which are old and rusted. Doors to the cells are of wood and padlocked.

There are no sanitary facilities. A metal trough hangs out of each window and prisoners use these for sewage disposal purposes. The cells are dark and when the doors are closed there is little ventilation. Prisoners sleep on the floor; three or four have mats.

Prisoners

There were seventeen prisoners at the time of the visit, three being convicted murderers who have served six and seven years. Two other prisoners were sentenced; one serving 5 years or sedition and one 3 months for a car accident. Twelve were awaiting trial, six having been detained for 9 months and two of whom were ages 16 and 17, being held on larceny charges. There were no women prisoners on date visited.

Food

Each prisoner gets one pound of rice each day and once a week a 20-pound box of smoked fish is distributed. The prisoners do their cooking in a tin shack outside the jail. They eat once a day.

Work

All 17 prisoners were out of jail when visited, 14 near the jail and 2 working at the jailer's place, and one for the Sheriff. Ordinarily, it is stated by the prisoners that most of them work in Harper cutting weeds, cleaning streets, etc., except they also do private work for officials.

Personnel

There is a jailer, two warders who get $18 a month each, and three soldiers.

Records

There are no records.

RECOMMENDATIONS

1) Prisoners with long sentences be transferred to the Central Prison.

2) Provide toilets and until then, buckets.

3) Thoroughly clean the jail and paint the walls.

4) Provide triple deck beds.

5) Prisoners should be used to raise food on government land.

6) Provide for the regular laundry of prisoner uniforms.

F. HARPER COURTHOUSE DETENTION CELL

This cell is 4 by 10 feet and has no water or toilet with the result that prisoners held there use the floor.

RECOMMENDATION

1) Provide a toilet and washbasin and until then, a bucket.

G. SINOE COUNTY - GREENVILLE

This jail is located on the ground floor of a building 30 by 40 feet, the two upper floors of which are occupied by private residents. The jail consists of one large dormitory with windows boarded up. At the time of the visit there were eight prisoners, all males. When there are female prisoners, or juveniles of either sex, they are placed in the same room. The building has no water connection and no toilet facilities. Buckets are used at night. In the daytime prisoners either sit out front or are at work.

Personnel

The personnel consists of a jailer, one warder and three soldier guards. The soldiers guard the prisoners who work outside the confines of the institution.

Food

The County Attorney states that each prisoner is given a dollar a week to buy his own food. At the present population, this amounts to $8 a week or approximately $104.00 a quarter. For the first quarter of 1962, the Sheriff was allocated $225.00 for subsistence.

Population

The population consisted of seven convicted prisoners, five of whom were convicted of murder, and one each for assault and intent

to kill, and assault and battery with intent to do grievous harm. The one unsentenced prisoner was held on a rape charge.

Although no records were available, it was stated that one prisoner had been in the jail for over 5 years.

Prisoners are employed at public work and are also let out to private persons at 25¢ a day.

Two prisoners had beds and the remaining six slept on the floor. The dormitory was cluttered, unpainted, and dirty.

RECOMMENDATIONS

1) Prisoners with sentences of over 1 year be transferred to the Central Prison. At present, that would leave one prisoner.

2) All cases be reviewed by the Department of Justice to determine whether any are suitable for clemency.

3) Plans be made for a new jail since the present one, a rented one-room dormitory in a residential building, cannot be made suitable. The size of the jail should be determined by the prospects and development of the Greenville and Sinoe County areas. It should also take care of prisoners now confined in the police lockup since that is unsuitable for prisoners.

4) The present jail area be cleaned up and whitewashed.

5) At least two of the windows now boarded up be opened and made secure.

6) When there are women prisoners or juveniles, a separate place be provided for their confinement.

H. GREENVILLE POLICE LOCKUP

The police cell is approximately 8 by 10 feet and has no light whatever; neither does it have a toilet, running water or any furnishings. No prisoners were confined at the time of the visit.

RECOMMENDATION

1) It is recommended that this cell not be used until it can be provided with light. If and when a new jail is built in Greenville, there would seem to be no need for a police cell.

I. WEBBO DISTRICT JAIL

The jail is located approximately 50 miles north of Harper near the Ivory Coast border and it serves a large geographical area. It is located near the District Commissioner's house and is a baked mud

building with thatched roof, 12 by 26 feet. There are three rooms or cells; two approximately 10 by 12 feet and one 6 by 10 feet. There are no windows, the floors are of dirty, and fires for cooking are laid inside the room. At the time of inspection, two rooms were used for men and one for women prisoners. There are no furnishings of any kind or water and toilet facilities in the jail.

The compound is enclosed by a low stick fence with a gate which was open.

Population

There were twelve prisoners present (eight male and four female). There were no records available and the Commissioner was not certain of the offenses. Several were quite old, both men and women, and four had been convicted of witchcraft. Prisoners requiring security, such as one charged with murder, are held in the Harper jail.

Personnel

Four soldiers (LFF) are used for jail duties as there are no jailers or warders.

Food

No money is provided for food. Prisoners get greens, cassava, etc., and may be given food for their work.

Employment

Most of the prisoners present were too old to work. It was stated that able-bodied men were employed on both public work and for the Commissioner.

The prisoners seen live in the open, except at night when they are locked in quarters.

RECOMMENDATIONS

1) The Department of Justice provide jail personnel.

2) The Department of Justice provide money for food.

3) The Commissioner utilize the labor of prisoners for public work and for growing their own food, but not for private purposes.

4) A jail be constructed within 4 years.

J. SANIQUELLIE, ZORZOR, VOINJAMA DISTRICT JAILS

These three hinterland jails are similar and will be described together. All are under the control of their respective District

Commissioners and are baked mud structures with thatched roofs, except Zorzor which has a metal roof. The Department of Justice takes no responsibility for these institutions; not providing money for food or other purposes. The District Commissioners have broad authority, both by law and practice. They determine whether prisoners shall serve their sentences in the district jails or in the nearby military camps which have lockups or prisons. They are, of course, the judges for certain cases.

In general, the prisoners confined to these jails work outside the compound during the day, cleaning the areas surrounding the courthouses and other public buildings, and also work for private persons and for officials on nonofficial work. One Commissioner (Voinjama) stated that inmates were allowed to work for money to purchase food.

Population & Records

In none of the jails, nor in the Commissioners' offices, were any records maintained and no one at any of the three places was quite sure how many prisoners should be present. The best estimates were: Saniquellie, 14 (all sentenced); Zorzor, 7 (two of whom were awaiting trial); and Voinjama, 5 (all sentenced). At Saniquellie, at least, an unknown number of "criminal" offenders were confined at the military camp. Only minor offenders are kept in the district jail.

Physical Facilities (Saniquellie District Jail)

The Saniquellie jail is the largest of the three, comprising of a mud hut structure with a 20 by 20 foot, and 12 by 20 foot rooms, and a third room for storage. About 10 feet away is a shack used for cooking and about 30 feet away a bath house having one small room used for bathing (from a water bucket) and two open toilets, all surrounded by a picket fence. The jail buildings and the compound were clean. There are no windows in the buildings. The thatched roof permits some ventilation but no light. There were no beds or mats; inmates slept on the dirt floor. Buckets are provided for toilet purposes.

There are two employees of the District Commissioner; the jailer, or sergeant of the guard, and a corporal.

Food

The prisoners cultivate a cassava garden and on occasion are taken fishing by the jailer. Some relatives also bring food.

The Consultant and Assistant Attorney General saw some commitment papers in the clerk's office, but not for all fourteen prisoners. Of those available, three showed terms of 1 to 3 months for larceny; two were committed to the military prison until he produced eight cases of dynamite; one committed to jail until he paid $73 and another $78.95; and two more committed to the military prison for unstated terms on charges of grand larceny. It was stated that

prisoners were discharged in accordance with the commitment papers, but, as noted, commitment papers on all prisoners were not present in the commitment file.

Labor

Inmates capable of work are used to clean the district compound, jail area, to raise food, and to work for private persons.

In brief, this is one of the cleaner jails and prisoners' labor was used to better advantage than at most places seen. Unfortunately, the Commissioner was not available.

RECOMMENDATIONS

1) The Department of Justice make an allocation to the District Commissioner for food.

2) No prisoners be committed to the military camp without the approval of the Attorney General, and if space is available, such prisoners should be committed to the Central Prison.

3) Construct a new jail within 3 years.

4) Augment the food production program.

Physical Facilities (Zorzor District Jail)

This jail is located near the courthouse on about 2 acres of land enclosed by a picket fence. The jail itself is a mud hut, thatched roof structure with four rooms, each about 10 by 12 feet, leading off a central corridor. There are no windows. The 2-acre enclosed plot is used to raise cassava.

Food

The food is what they raise, plus any that may be given by relatives.

Personnel

There is one jailer but no other personnel.

Population

There were seven prisoners, two awaiting trial. There are no records and the offenses of the prisoners could not be learned. One was working out a $100 fine for a car accident at 40¢ a day. He had been confined over 4 months and the Commissioner was considering reducing the fine. A second prisoner was serving 30 days, it was stated, because he wouldn't work.

The inmates are employed cleaning the district compound, jail area, in cultivating the cassava crop, and on occasion work for private persons and officials.

RECOMMENDATIONS

1) The Department of Justice make an allocation for food.

2) No persons be committed to military camps without the permission of the Attorney General.

3) A new jail be constructed within 4 years.

Physical Facilities (Voinjama District Jail)

This jail is located in the open about 50 yards from the courthouse. It is a mud hut with thatched roof and only 12 by 20 feet. It was thought by the Commissioner that there were five prisoners. The jailer, the only person who works at the jail, was away. He had the only key to the padlock and, therefore, we could not inspect the interior. It is said to have two rooms. There are no windows.

Food

Food must be given prisoners by relatives or they are permitted to work for officials or others who, the District Commissioner reports, will give them a little food or money. He states that they also raise a little cassava but this cassava field was not near the jail. The Commissioner states that in a number of his annual reports he has recommended that the Department of Justice provide money for food.

RECOMMENDATIONS

1) The Department of Justice allocate money for food.

2) An organized food production program be started.

3) No prisoners be committed to a military camp without the approval of the Attorney General.

4) A new jail be constructed within 4 years.

K. BONIWAY MAGISTERIAL JAIL (FIRESTONE PLANTATION)

The jail is a small community, housing police, soldiers, and the Magistrate. The jail is for offenders who commit offenses on the Firestone Plantation area.

This jail is a rectangular building, approximately 21 feet wide and 50 feet long, built in 1939. Along the front runs a corridor 4 feet wide, with a broken wire mesh on the outside. Inside are the large cell rooms, each having a barred, padlocked door to the corridor. The only ventilation, except for the doors, is a number of steel plates, 1 by 2 feet, with holes in them, located on the rear side near the roof.

Two of the three cells have closets which inmates use as toilets. It is said the refuse is then washed out the front door with water brought in buckets. The cells were extremely unsanitary. Beds are wood boards attached to the sides of the cells in three tiers. There is no running water in the jail, water being brought from a nearby stream or well. However, the Magistrate's house across the compound has running water and it is possible that the jail could also be supplied.

Food

It was stated that two meals a day are served. The prisoners eat outside.

Population

At the time of visit there were twenty prisoners listed, although two were in escape status and two on bond. All sixteen men were out working on the grounds. From the appearance of the grounds it is apparent that they regularly work there. There were no unsentenced prisoners

Practically all prisoners are serving out fines and costs at the rate of 40¢ per day. Fines and costs range from $23.50 to $50. Offenses were petty larceny (7), assault and battery (5), debt (2), reckless driving, breach of peace, woman palaver, and nonpayment of damages. The sentences have appeared to be longer than those noted in other jails for similar offenses.

Personnel

There are 42 soldiers and 11 police stationed at this location and one of the police officers acts as jailer.

Records

The only record is a notebook listing the names of the prisoners, offense and sentence, and a check for the days of the month they are present.

RECOMMENDATIONS

1) Toilets and a septic tank be installed similar to those to be provided in the Gedetarbo jail. (Both jails are built on same general plan.)

2) If possible, install running water in the jail; if not feasible, build water tank on top of jail (water to be carried by prisoners).

3) Enlarged barred windows should be installed in the rear of the cells.

4) Establish strict routine for jail sanitation.

5) Department of Justice provide jail personnel.

L. GEDETARBO MAGISTERIAL JAIL (FIRESTONE PLANTATION)

This jail is located about 25 miles north of Harper on the Firestone Plantation. It is a concrete building approximately 20 by 36 feet with two large cells, 15 by 18 feet, leading off a front corridor, 4 feet wide.

The rooms are so dark that it is impossible to see without a light. There are no windows in the rear of the jail and only one heavily barred 2 by 3 foot window at each end, near the ceiling. It is the practice to use the cell floor for toilet purposes, as well as for sleeping.

Personnel

There is one jailer who is illiterate and could not answer questions. He receives $11 a month and quarters.

Population

At the time of visit there were six men and one woman, none of whom were in the jail. They were either working or sitting in or near the compound.

Five of the male prisoners were serving sentences of 30 days, plus costs on the charge of malicious mischief, having served 32 days at time of this visit. A woman had been confined 10 days awaiting trial because she refused to return to her husband, or return his dowry.

While in Harper the Consultant and Assistant Attorney General Gardiner had an opportunity to talk with the manager and engineer of the Firestone reservation. They stated they would be glad to install two toilets and a septic tank at the jail if prisoners provided the labor involved in digging the septic tank.

Records

There are no records.

RECOMMENDATIONS

1) Install windows at each end of the building.

2) Provide organized, constructive work for prisoners, including ground and jail maintenance, food production, and other work for the government, but not for private parties.

3) Install a water tank on top of jail.

4) Allocate sufficient salary to obtain a jailer who can supervise the jail and the inmates, and maintain records.

5) Establish a routine for cleaning the jail each day.

M. BOMI HILLS MAGISTERIAL JAIL

The jail is two years old, located in the center of the Bomi Hills community. The front of the jail is the police station. The building is approximately 27 by 36 feet, has four cells about 9 by 12 feet, and a toilet and washbasin at the end of the corridor. Water was not available and it was apparent it had not been for months. A large container was used for waste. It was stated that the well pump leaked.

The doors to the cells had light mesh screen about 18 inches square and the door from the police room to the cell area had the same type screening. There are heavy bars on the outside windows but the windows are larger and provide better circulation than in any other jail seen.

Personnel

The jail is operated by two police, one being on duty from 6p.m. to 6 a.m. and the other from 6 a.m. to 6 p.m. There is no provision for the relief but, if needed, it is provided by the police.

Equipment

There were no beds or other equipment.

Food

The police sergeant in charge of the jail stated that no food is provided by the government. The records of the Department of Justice show that $150.00 was provided for the first quarter.

Records

No records whatever are maintained except the police records on arrest and those could not be located for three of the seven prisoners confined. About a quarter of a mile away is the court-house where commitment papers are held.

Population

There were seven men confined at the time of visit, all awaiting examination. All persons are confined in the jail.

General Condition

The jail could be fairly adequate if it had running water, food were supplied, records maintained, and beds supplied. It is the newest jail in the Republic but is already beginning to deteriorate for lack of maintenance attention. The Consultant provided the jailer with a list of record items to be maintained.

RECOMMENDATIONS

1) The water pump be repaired and in the future the jailer be made responsible to report breakdowns to proper authorities.

2) The Department of Justice further investigate the matter of food for prisoners.

3) More secure steel mesh be placed on door openings to reduce escape potentials.

4) Provide beds.

5) Have interior painted or whitewashed.

6) Establish strict routine for daily cleaning of the jail.

N. MUNICIPAL JAIL (or Police Lockup) - MONROVIA

This jail is located in the center of Monrovia. It is a one-story masonry structure approximately 27 feet square, except for small extensions in the front and rear. It consists of two cells, each about 9 by 27 feet, separated by a corridor 4 feet wide. There is an unused cell in the rear, 7 by 16 feet. This cell was formerly used for women but because escapes have occurred from it, it has been boarded up.

Both men and women are confined in the jail as are male juveniles. Female juveniles are now kept in a separate room in the adjoining court building. The population of the jail on the last date visited was 59, five of whom were women. In the room for female juveniles there were 7 girls. It is stated that the population of the jail itself has on occasion exceeded 100.

The jail has no sanitary facilities or water. The floor is used for toilet purposes. On the two occasions visited, one of the large cells appeared to be used for toilet purposes and the other for prisoners.

No food is served and no allocations are made to the jail for subsistence.

Personnel

The jail personnel are police officers with a woman officer being in charge of the female juveniles.

it will be noted that the floor space for each prisoner, not counting corridor space, is 8 square feet, or a space 2 by 4 feet.

RECOMMENDATIONS

1) Keep women and both male and female juveniles in the new building at the Central Prison until suitable detention facilities can be provided for the juveniles.

2) Provide running water and toilet facilities in the jail as soon as possible.

3) Repair and reopen the 7 by 16 foot room in the rear to provide additional space.

4) Establish a strict routine for cleaning the jail.

5) Furnish food from the Central Prison to persons to be confined over a day.

6) Transfer to the Central Prison, persons who are to be confined more than 24 hours.

IV. RULES & REGULATIONS GOVERNING THE ADMINISTRATION OF THE PENAL & CORRECTIONAL INSTITUTIONS

Section 701, Title 8 of the Liberian Code of Laws of 1956 provides for prison rules, and sixteen different sections relating to prisons and prisoners refer to Rules (1). Until the present, no rules or regulations have been published. After discussion with the Attorney General it was decided that the Consultant should submit a list of suggested rules and regulations. The following are submitted, not with the idea that they are all inclusive, but to furnish a basis upon which to build. It is believed that rules, even though not covering every conceivable point, should be prescribed and published in the near future since institutions at present have no guide, standards, or instructions on important matters.

S U G G E S T E D
RULES & REGULATIONS FOR THE ADMINISTRATION OF INSTITUTIONS CONCERNED WITH THE DETENTION, CONFINEMENT & TREATMENT OF OFFENDERS IN THE REPUBLIC OF LIBERIA

It shall be the policy of the Department of Justice that the institutions for the detention, confinement and treatment of offenders shall comprise an integrated correctional system; that the primary objectives of the system are to faithfully excute the orders of the Courts and to protect the public welfare through the constructive training, treatment and rehabilitation of offenders so that they may lead law abiding, self-supporting lives after release; that persons confined shall be treated as human beings; that the health of persons confined shall be protected; that discipline shall be firm but fair; that persons confined shall be employed at constructive work that will be of benefit both to the offender in the training received and to the Republic in the goods and services produced; and that the institutions shall operate in an orderly manner. To these ends the following rules and regulations are prescribed for all institutions under the jurisdiction of the Attorney General.

1) Powers & Duties of the General Superintendent of Prisons

The General Superintendent of prisons shall be the executive officer of the Central Prison, Monrovia, and shall be responsible for the direction and operation of this institution under the provisions of Law and the Rules and Regulations promulgated by the Attorney General.

Among the general duties of the Superintendent are the following:

a. To provide for the humane but safe custody of prisoners committed to the institution.

b. To inspect all parts of the institution at least once every 48 hours.

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(1) Sections 706, 707, 714, 716, 732, 734, 735, 737, 741, 742, 748, 760, 761, 762, and 763.

c. To determine that all living quarters are maintained in sanitary condition and are not permitted to deteriorate.

d. To determine that each prisoner has sufficient food and water to maintain health.

e. To determine that every place or cell used for the confinement of prisoners has sufficient ventilation.

f. To maintain the grounds of the prison yard or compound in clean and orderly condition.

g. To assure himself that no warder or employee used to supervise prisoners beats, whips, uses any type of corporal punishment or otherwise mistreats prisoners. Any evidence of such mistreatment shall be reported to the Attorney General immediately for appropriate action.

h. To determine that any prisoner who is sick receives the necessary medical treatment.

i. To determine that all records prescribed by the Attorney General are kept completely and accurately.

j. Report to the Attorney General, monthly, on the state of the prison, on any unusual occurrences and anything he may require to fulfill his duties as Superintendent. He shall report to the Attorney General, immediately, any emergency.

k. The Superintendent shall also have general supervision of the Municipal Jail of Monrovia and shall determine that the standards and requirements listed in these regulations are maintained.

2) Powers & Duties of Sheriffs & District Commissioners

The Sheriffs and District Commissioners shall have general supervision over the jails in their respective jurisdictions. They shall be responsible for determining that jailers comply with all the laws and these rules and regulations, and that money allocated for prison food and supplies is accounted for and wisely spent.

3) Separation of Offenders

a. In all jails, correctional institutions and prisons, persons 16 years of age and under shall be kept in separate quarters from older offenders, and males shall be kept separate from females.

b. If any institution does not have the facilities to maintain the segregation of prisoners by age and sex provided for above, the Superintendent, or executive director thereof shall report the circumstances to the Attorney General with his recommendations.

the institution with the approval of the Attorney General or his authorized representative. Such forfeited credits may be restored by the Attorney General or his authorized representative.

i. For the purpose of these regulations, the Assistant Attorney General in charge of rehabilitation shall be the authorized representative of the Attorney General.

5) Records

Every prison or jail or facility where prisoners charged with or convicted of crime are held or imprisoned shall keep the following records:

a. A weekly report of all commitments, discharges and the daily population on the form prescribed by the Attorney General. This report shall be complied for the week ending each Friday at midnight. One copy shall be kept by the Superintendent or other official in charge of the institution, and one copy shall be submitted or mailed each Saturday to the Attorney General.

b. An administrative control record on the form prescribed by the Attorney General shall be prepared on every prisoner committed and shall be maintained in alphabetical order. There shall be one such record card for each prisoner confined in the institution and these shall be kept in one file. When a prisoner is discharged, his record card shall be placed in a separate file and each fiscal year's cards shall be filed separately. The administrative control record shall be the record used to determine the number of prisoners who should be present in the institution, the cell and work detail to which the prisoner is assigned and for other administrative uses.

c. A ledger book shall be maintained at each institution for all commitments in chronological order by date of commitment. This record shall show the register number, name, court, offense, sentence or other reason held, date of sentence, date of commitment, sex, age, date of discharge and how discharged.

d. A discharge record card as prescribed by the Attorney General shall be maintained on every prisoner under sentence, whether by fine or term. This record shall be maintained in chronological order by the date the prisoner is eligible for discharge. It shall be prepared when the prisoner is committed under sentence and shall be the administrative record by which the Superintendent or other official in charge of the institution may determine when the prisoner is to be discharged. If a sentence is modified by the court during the term of sentence, it is essential that this record be changed accordingly

6) Accounts

An accurate record shall be maintained of all receipts and disbursements of money allocated to the Superintendent ,District

4) Remission of Sentence

In accordance with Title 8, Section 748 of the Liberian Code of Laws of 1956, the following rules are prescribed for remission of sentence of prisoners sentenced to imprisonment for a period of 6 months or more:

a. A prisoner who maintains a good conduct record and works industriously at the tasks to which he is assigned shall receive a remission of a portion of his sentence at the following rates:

1. Five days for each month, if the sentence is not less than 6 months and not more than one year.

2. Six days for each month, if the sentence is more than one year and less than 3 years.

3. Seven days for each month, if the sentence is not less than 3 years and less than 5 years.

4. Eight days for each month, if the sentence is not less than 5 years and less than 10 years.

5. Ten days for each month, if the sentence is 10 years or more.

b. The Superintendent or other official in charge of an institution shall have authority to determine whether a prisoner meets the prescribed requirements for the remission.

c. Record of the remission shall be maintained on the record prescribed by the Attorney General.

d. When two or more sentences are to be served, the aggregate of the several sentences shall be the basis upon which the remission shall be computed.

e. The date of remission shall begin at the date the executive head of the institution certifies that the prisoner has complied with the requirements of good conduct and industry, provided that he shall have authority to predate the beginning of the earning period by 60 days.

f. Records of discharge shall show the number of remission days earned and credited against the sentence.

g. Upon the prisoner's discharge the sentence, with credits for remission, shall be deemed to have expired.

h. If during the term of imprisonment a prisoner commits any offense or violates the rules of the institution, all or any portion of the earned remission may be forfeited by the executive head of

Commissioners, Magistrates, Sheriffs or other officials for expenditures in connection with prisons and prisoners. The accounts shall show for receipts the date, to whom the expenditure was made and the amount and description of supplies, goods or other things or services purchased.

7) Food

Every prisoner shall be provided with a sufficient amount and variety of food to keep him in a good state of health. Institution authorities will be expected to raise food, where the opportunity exists, to supplement that purchased from Department appropriations. Sanitary precautions should be used in the preparation and serving of food. The Department will, from time to time, issue dietary instructions and suggestions.

Drinking water shall be available to prisoners at all times.

8) Sanitation

It is of paramount importance that every jail, correctional institution and prison be maintained in a higher standard of sanitation. The head of the institution is responsible for seeing to it that toilet facilities are available and are in working order; that prisoners have the opportunity to wash and bath daily; that the floors of living quarters are kept clean at all times; and that interior surfaces are painted or whitewashed. It shall be the responsibility of officers of the institutions to instruct the inmates in sanitary practices.

9) Medical Services

The Superintendent, Sheriff, or District Commissioner shall make arrangements with a reputable physican for the treatment of sick prisoners. When the facilities of the institution do not permit the patient to receive adequate care he may be transferred to a public hospital or to a correctional institution having the necessary hospital facilities. If a prisoner is transferred to a public hospital he shall be kept under such custodial supervision as the Superintendent or Sheriff deems is necessary.

10) Discipline

It shall be the policy of the Department of Justice that discipline of prisoners shall be firm, fair and positive in nature. Where possible, adverse behavior on the part of the prisoners should be prevented. Deprivation of privileges, transfer to a more secure or appropriate institution or the forfeiture of remission credits, or temporary isolation from other prisoners, shall be used as disciplinary measures rather than corporal punishment or deprivation of food.

Prisoners who are serious behavior problems should be brought to the attention of the authorized representative of the Attorney General to determine whether transfer to a different institution, or other measures, should be taken.

11) Corporal Punishment

No corporal punishment shall be inflicted on any prisoner. Handcuffs, chains, shackles or the fastening of heavy objects to prisoners shall not be used for purposes of punishment. Handcuffs and shackles may be used, when necessary, only for the safe transportation of prisoners.

As provided in Article 45 of the Revised Laws and Administrative Regulations Governing the Hinterland: (b) "Any corporal punishment, which means whipping, stocking, tying, inflicted upon any citizen of this country by any person, shall be punished by dismissal from office by the person who authorizes it. If a person is not in Government employ, he shall be immediately arrested and forwarded to the Interior Department together with a full report covering the offense committed in order that he may be turned over to proper judicial forum where he can be held to answer for said offense."

Similar legal or administrative action will be taken regarding corporal punishment inflicted in other jurisdictions.

12) Escape of Prisoner

If a prisoner escapes, the Superintendent or Sheriff shall make all reasonable effort to apprehend him. Escapees and returns from escape shall be shown on the weekly record of commitment and discharge. The Superintendent, Sheriff or District Commissioner shall investigate each escape to determine whether any officer of the institution was derelict in the performance of his duties.

13) Prison Labor

It shall be the policy of the Department of Justice that prisoners shall be constructively employed insofar as possible, in work which is of benefit to the country and, wherever possible, of vocational training value to the prisoner. To this end the Department of Justice may contract with other departments of government for work to be done by prisoners. It shall also establish work shops in the Central Prison and in any other correctional institution which may have a sufficient number of prisoners to justify them. In these shops products may be manufactured or services performed which are needed in the correctional institutions, the Department of Justice and in other government agencies. It shall be the policy of the Department that prison labor shall be used for government and not for private individuals, whether or not employed by the government. It shall also be the policy of the Department

that, wherever possible, agricultural projects will be undertaken, to the end; that some of the food for the prisoners will be produced by them and so that they may be given vocational agricultural training.

14) Visiting of Prisoners

Section 714 of Title 8 of the Liberian Code of Laws of 1956 provides as follows: "Visiting of prisons by unauthorized persons. - It is unlawful for any person to enter upon the prison grounds, compound or in any prison house, house of correction or place of detention where prisoners are detained or held in custody without permission previously granted in writing upon the form prescribed by the prison rules for this purpose, duly issued under the hand and signature of the Sheriff of the county, territory or district in which the prison is situated. It is unlawful for any official under any color of right or of official authority to enter upon the prison grounds, or the compound, or to enter into any building where prisoners are detained or confined, unless he is authorized to do so by statute or rules prescribed in accordance with statute."

In accordance with this statute, the following rules are prescribed for all institutions confining prisoners charged with or convicted of crime:

a. The Attorney General, members of his staff, judges, Magistrates and members of the Legislature of Liberia may visit the institutions at any time.

b. Attorneys for prisoners may be permitted to visit them during regularly prescribed working hours.

c. Members of a prisoner's family may be permitted visits to the prisoner for as much as 3 hours a week during regular hours, except where the executive head of the institution is aware of circumstances which would make the visit dangerous to the security of the institution or to the welfare of the prisoner.

d. The executive head of the institution may permit visits of no more than two close friends of the prisoner if members of the family cannot visit and if the executive of the institution has investigated and determined that the visitors are persons who would not adversely effect the security or good order of the institution.

e. Other persons may visit as are approved by the Attorney General or his authorized representatives. For this purpose, authorized representatives are the Assistant Attorneys General.

f. Any violation of visiting regulations or illegal entrance to the grounds or buildings of the institution shall be reported to the Attorney General.

15) Records of Visits

There shall be maintained at each institution used to confine prisoners two visiting registers, one for visitors who wish to see an official of the institution and one register for visitors of prisoners. If the purpose of the visit is to see both an official and one or more prisoners, the prisoner register shall be used.

The official register shall include the following information:

a. Date of visit

b. Name of visitor

c. Purpose of visit

d. Time entered institution

e. Time left institution

The register for visitors to inmates shall include the following information:

a. Date of visit

b. Name of visitor

c. Relationship to prisoner to be visited

d. Name of prisoner to be visited

e. Time visit began

f. Time visit ended

16) Removal of Prisoner From One Institution to Another

Section 732 of Title 18 of the Liberian Code of Laws of 1956 authorizes the Attorney General to make rules and regulations relating to the removal of prisoners.

It shall be the policy of the Department of Justice that sentences of more than one year shall ordinarily be served in the Central Prison, Monrovia.

It shall be the responsibility of the Sheriff or District Commissioner to bring to the attention of the Attorney General the names of prisoners -

a. With sentences of more than one year, together with information which can be used to determine whether or not he should be transferred.

b. Whose sentence is one year or less but whose transfer to a different institution may be advisable because of illness, need for training or for other reasons.

c. Who, because of severe hardship, such as distance from family, should be considered for transfer.

When transfer is recommended, all pertinent information such as that contained in the Administrative Control Record, shall be submitted together with any other available pertinent information.

Transfer shall be made only upon the order of the Attorney General or his authorized representative, except that in cases of illness of an emergency nature, the Superintendent, Sheriff, or District Commissioner shall have authority to remove the prisoner to a facility where he may receive necessary treatment. In such instances, the Department of Justice shall be notified immediately.

17) Notification of Serious Illness or Death

It shall be the duty of the Superintendent, Sheriff, or District Commissioner to inform close relatives of the prisoner, whenever possible, of serious illness or death of the prisoner.

18) Property of Prisoners

When a prisoner brings to the institution money, valuables, clothing or other effects which he is not allowed to retain, they shall be either inventoried and safely stored or, if the prisoner prefers, given to a relative or friend of his choice and a receipt showing this transaction obtained.

19) Release of Prisoners

Sections 719 and 720 of the Liberian Code of Laws of 1956, Title 8, provide the following instructions with respect to the release of prisoners:

Section 719. "Release of prisoner. - No prisoner shall be released except:

(a) "by order of the President, exercising his constitutional power in granting executive clemency to any prisoner regularly sentenced by a court of justice; or

(b) "by operation of law, or expiration of the term of sentence; or

(c) "by written order of a court of justice, showing that the release is the result of acquittal of the prisoner upon the trial, or that during the trial or examination the court finds no merits upon which to sustain a charge and therefore discharges the prisoner from further custody."

Section 720. "Procedure upon release of prisoner. - Every release issued in accordance with the provisions of subsections (a) and (b) of section 719 shall be made in quadruplicate upon the form provided in the Prison Rules. The original release and the first and second copies thereof shall be sent to the Attorney General, who shall retain the original in the records of the Department of Justice and transmit the first and second copies to the Sheriff of the County in which the prisoner is imprisoned. The Sheriff shall retain the first copy in the files of his office and immediately transmit the second copy to the prison keeper, who shall execute the orders contained therein.

"Every release issued in accordance with the provisions of subsection (c) of section 719 shall be sent, with two copies thereof, to the law officer of the county, territory or district of the releasing court. Such law officer shall retain one copy and forward two copies to the Sheriff for disposition as prescribed in the preceeding paragraph."

The responsibility for determining the date of expiration of the terms of sentence shall be the Superintendent of Prisons for prisoners confined in the Central Prison, the Sheriffs, and the District Commissioners in their respective jurisdictions. It shall not be necessary to obtain a release from a court of law when a sentenced prisoner has completed his sentence. If the Superintendent or Sheriff, or District Commissioner has any questions about the proper date of release, the matter should be referred to the Attorney General.

The report to the Attorney General of releases shall be made on the prescribed form titled "Weekly Report of Commitments & Discharges".

20) Confinement of Persons Awaiting Trial in Municipal Jail of Monrovia

a. Until satisfactory detention quarters can be provided for persons awaiting trial in the Municipal Court of Monrovia, persons shall not be confined in the Municipal Jail for a period of more than 24 hours.

b. Persons to be confined for more than 24 hours shall be removed to the Central Prison of Monrovia where the Superintendent shall provide suitable quarters in accordance with the Rules and Regulations.

c. No women nor juveniles, 16 years of age or under, of either sex shall be confined in this jail but shall be confined at the Central Prison which will provide separate quarters for men and women and juveniles of each sex.

d. The jail shall be thoroughly cleaned at least once a day.

e. Drinking water shall be available in the jail at all times.

f. Until toilets can be installed, there shall be buckets or containers for toilet purposes which shall be emptied every 2 hours during the day.

g. Food shall be supplied to prisoners from the Central Prison.

A P P E N D I C I E S

Amounts allocated by the Department of Justice for prisoner subsistence, quarter ending March 31, 1962. (1)

Place	Amount	No. of Prisoners when Insitituion Inspected	Daily Amount for Food per Prisoner
Central Prison (2)	$2,662.50	250	11.7¢
Belle Yella Camp	200.00	53	4.1
Magistrate Jail, Bondiway	150.00	16	10.3
Magistrate Jail, Bomi Hills	150.00	7	23.5
Magistrate Jail, Gedetarbo	150.00	7	23.5
Careysburg District Jail	50.00	0	-
Grand Bassa County Jail	225.00	46	4.9
Maryland County Jail	400.00	18	24.4
Sinoe County Jail	225.00	8	30.1
Municipal Jail & District Jails	-	-	-
	$4,212.50	405	11.4¢

(1) Allocation figures from Department of Justice.

(2) $750 plus 85 bags of rice a month; price of rice was $7.50 a bag in the quarter covered but it is understood it will be $9.50 in the future.

Budget for the Prisons of Liberia - 1962

Subsistence & Supplies		
Prisoner Subsistence	$13,500	$
Uniforms for Prisoners	4,000	
Supplies	4,000	21,500
Personnel		
Superintendent of Prisons	1,200	
Asst. Superintendent of Prisons	600	
Jailers - 5 @ $384	1,988	
- 2 @ $226	452	
- 3 @ $216	648	
Warders - 21@ $216	4,536	
- 4 @ $132	528	
- 3 @ $ 72	216	10,168
40 Persons		$31,668

Statistics on Prisoners

Prisoners Confined in Institutions Visited in April & May, 1962

	TOTAL			
	Confined	Convicted	Awaiting Trial	Women
Central Prison	250	(1)	(1)	5
Belle Yella Camp	53	23	30	0
Municipal Jail-Monrovia	50	0	50	8
Maryland (Harper) County Jail	18	2	16	0
Grand Bassa (Buchanan) County Jail	46	19	27	0
Sinoe (Greenville) County Jail	8	7	1	0
Careysburg District Jail	0	0	0	0
Saniquellie District Jail	14	14	0	0
Voinjama District Jail	5	5	0	0
Webbo District Jail	8	Unknown	Unknown	4
Zorzor District Jail	7	5	2	0
Bomi Hills Jail	7	0	7	0
Boniway Jail	16	16	0	0
Gedetarbo Jail	7	6	1	1
Total	479	87 (2)	134 (2)	18

(1) Not yet available when report compiled.

(2) These totals are not complete since they do not include the Central Prison and the Webbo Jail.

The prisons and jails of Liberia cannot be accurately described as comprising a system. In the past, communications and transportation between institutions have been so poor that there has been little central direction or supervision. For the same reason an integrated system of institutions with specialized functions or for certain categories of offenders has not developed. On the contrary, a small jail-type institution may have to accommodate both sexes, juveniles and adults, sentenced and unsentenced, and prisoners with the sentences ranging from a few days to life. Also, no rules or regulations have yet been issued governing the administration of the institutions.

1) Institutions in the System

There are a total of twenty institutions for civil prisoners in the Republic, including the Central Prison in Monrovia, with a population of 250, the Belle Yella Camp which is operated by the Liberia Frontier Force with 53, the Monrovia Municipal Jail with a population ranging from 40 to over 100, and 17 county, district, magisterial jails whose population may range from no prisoners to 60. The total number confined in the institutionsinspected was 492. It is estimated that the total for all institutions, excluding civilian prisoners who may be confined in military prisons other than Belle Yella, is not more than 550.

2) Direction and Budget

The institutions are under the direction of the Attorney General and the Legislature makes appropriations to the Department of Justice for the maintenance of the institutions and the support of the prisoners. The total appropriations for this purpose in 1962 was $31,668, with $10,168 for personnel, $13,500 for prisoners' subsistence, $4,000 for prisoner uniforms, and $4,00 for supplies.

The actual control and direction of individual institutions is more diffused, however, with some institutions being operated by military personnel (the Belle Yella Camp and some of the jails) some by a mixture of Department of Justice and Department of Defense personnel (the Central Prison and some of the jails), some by the police (the Bomi Hills jail) and some solely by jailers and warders paid by the Department of Justice (some of the jails). The largest institution, the Central Prison, has a Superintendent who is a Lieutenant in the Liberian Frontier Force and under him are 14 Department of Justice warders and 15 soldiers who alternate between duty at the prison and the nearby military barracks.

It is assumed that historically this confusing situation arose because of weak central direction and because of the availability of soldiers and police and the unavailability of Department of Justice prison personnel. Also, it is apparent

that the Army is trusted to control serious offenders while the facilities and personnel available to the Department of Justice have not been thought capable of handling certain offenders. It must be admitted that with the Central Prison being the major facility of the prison system, and with its very inadequate buildings and serious overcrowding of prisoners, the Department of Justice has not been prepared to accept and properly control all kinds of prisoners.

The existing situation, nevertheless, creates divided loyalties, widely varying objectives and practices on the part of the personnel and widely varying standards of operation. As long as this exists, there can be no effective central direction and control, nor a uniform philosophy of prison administration.

3) Classification and Separation of Different Types of Prisoners

There is no classification of prisoners as between felons and misdemeanants, the sentenced and unsentenced, males and females, juvenile and adult or by the degree of custody the prisoners may require. All categories may be placed in the same institution and in some institutions, in the same cell or dormitory. The Central Prison is not, as would be expected, the central institution for the Republic for prisoners with relatively long sentences. With a population of about 250, it received during the year ending March 31, 1962 a total of 4,310 prisoners or an average of 360 a month. This is a 144% population turnover a month. These include every possible category of offender, both sentenced and unsentenced. Despite the high rate of turnover there are a large number of prisoners serving indefinite sentences for murder and other serious charges. (1)

On the other hand, the small county jails not only confine persons awaiting trial and those serving short sentences, but also those receiving life or indefinite sentences. For example, the small Grand Bassa County jail confines 19 convicted murderers, some of whom have been there for 15 years.

In brief, there are no separate institutions for women, juveniles, youth, camps for prisoners who are considered minimum security risks, or other specialized institutions, except the Belle Yella camp for prisoners considered dangerous.

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(1) The penalty for murder is death by hanging but the general practice of the President is not to sign the death warrant but also not to take positive action to commute the sentence.

Statistics on Prisoners

Prisoners Confined in Institutions Visited in April & May, 1962

	TOTAL			
	Confined	Convicted	Awaiting Trial	Women
Central Prison	250	(1)	(1)	5
Belle Yella Camp	53	23	30	0
Municipal Jail-Monrovia	50	0	50	8
Maryland (Harper) County Jail	18	2	16	0
Grand Bassa (Buchanan) County Jail	46	19	27	0
Sinoe (Greenville) County Jail	8	7	1	0
Careysburg District Jail	0	0	0	0
Saniquellie District Jail	14	14	0	0
Voinjama District Jail	5	5	0	0
Webbo District Jail	8	Unknown	Unknown	4
Zorzor District Jail	7	5	2	0
Bomi Hills Jail	7	0	7	0
Boniway Jail	16	16	0	0
Gedetarbo Jail	7	6	1	1
Total	479	87 (2)	134 (2)	18

(1) Not yet available when report compiled.

(2) These totals are not complete since they do not include the Central Prison and the Webbo Jail.

March, 1962 Commitments to Central Prison

	TERM						TOTAL		
	Examination	30 Days or Less	Over 30 Days to 60 Days	Over 60 Days to 3 Mos.	Over 3 Mos. to 6 Mos.	Over 6 Mos. to 1 Year	Un-Sent.	Sent.	Total
Murder	6	-	-	-	-	-	6	-	6
A & B-Bod. Harm	10	-	-	-	-	3	10	3	13
A & B-Com.	4	7	11	1	3	-	4	26	30
Rape & Attempt	4	1	-	-	1	-	4	2	6
Woman Damage	4	-	-	-	-	-	4	-	4
Grand Larceny	11	-	-	-	-	2	11	2	13
Petty Larceny	3	15	12	12	16	-	3	55	58
Embez/Obt. Mone. F.P.	12	8	7	3	3	2	12	23	35
Breach of Peace	7	8	4	2	-	-	7	14	21
Malicious Mischief	8	7	-	3	1	-	8	11	19
Contempt & Ct.Costs	4	16	3	2	-	-	4	25	29
Debt	3	5	1	2	-	-	3	8	11
Safekeeping	4	-	-	-	-	-	4	-	4
Resit. Leg.Process	1	2	1	1	-	-	1	4	5
Escape	-	-	-	2	2	-	-	4	4
Reckless Driving	2	1	1	1	-	-	2	3	5
Other	13	6	4	5	3	3	13	21	34

Prisoners Confined in Belle Yella Prison
April 12, 1962 (1)

A. Prisoners Not Under Sentence

	Total	Time Confined 9 Yrs.	5-6 Yrs.	3-4 Yrs.	Unknown
Vagrancy	16	15	-	1	-
Larceny	5	2	-	3	-
Rec. Stolen Goods	2	1	-	1	-
Embezzlement	2	-	1	1	-
Breaking into Houses-Rogue	1	-	1	1	-
Assault & Battery	1	-	-	1	-
Unknown	2	-	1	-	1 (1)
TOTAL	30	18	3	8	1

(1) On escape on 4/12/62.

B. Prisoners Under Sentence

	Total	Length of Sentence Life	5 Yrs.	4 Yrs.	3 Yrs.	2 Yrs.	1 Yrs.
Notorious Rogue	7	-	-	4	3	-	-
Rogue	1	1	-	-	-	-	-
Treason	1	1	-	-	-	-	-
Larceny	3	-	1	-	2	-	-
Petty Larceny	2	-	-	-	2	-	-
Rec.Stolen Goods	1	-	-	-	-	1	-
Resisting Arrest	1	-	1	-	-	-	-
Witchcraft	5	-	-	-	5	-	-
Desertion of Wife	1	-	-	-	-	-	1
Narcotics	1	-	-	-	-	1	-
TOTAL	23	2	2	4	12	2	1

(1) These statistics are based on records insofar as they were available and on statements of prisoners and officials when no records were available.

Population of Bassa County Jail
April 23, 1962

	Total	Convicted	Not Convicted
Murder	29	19	10
Mayhem	2	-	2
Assault, Intent to Kill	1	-	1
Assault & Battery	1	-	1
Grand Larceny	2	-	2
Petty Larceny	3	-	3
Gun Accident	1	-	1
Car Accident	1	-	1
Rape	1	-	1
Infraction of Peace	1	-	1
Unknown	4	-	4
TOTAL	46	19	27