

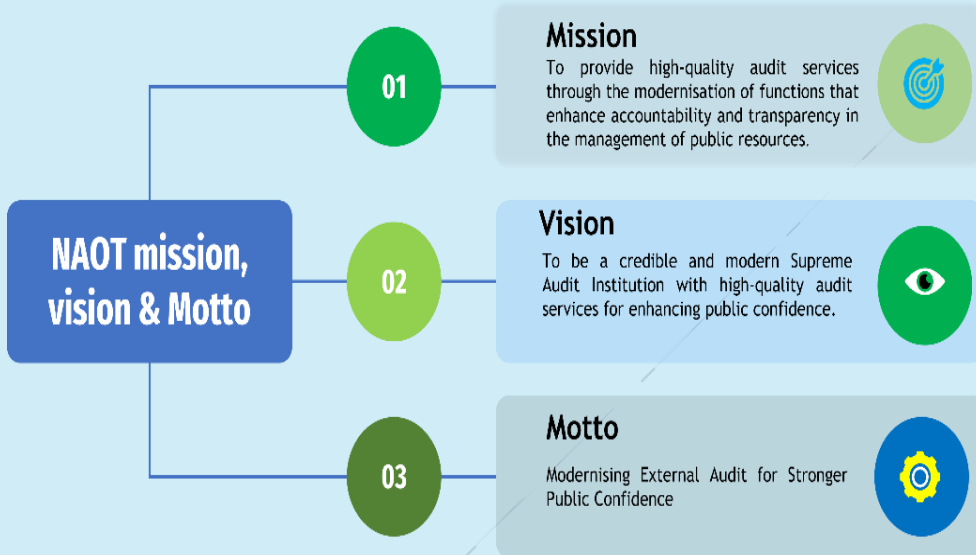


PERFORMANCE AUDIT REPORT ON THE IMPLEMENTATION OF PRISONERS REHABILITATION PROGRAMS



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PREFACE



Section 28 of the Public Audit Act CAP 418 gives mandates to the Controller and Auditor General to carry out Performance Audit (Value-for-Money Audit) to establish the economy, efficiency and effectiveness of any expenditure or use of resources in the Ministries, Departments and Agencies (MDAs), Local Government Authorities (LGAs) and Public Authorities and other bodies. The Audit involves enquiring, examining, investigating, and reporting as deemed necessary under the circumstances.

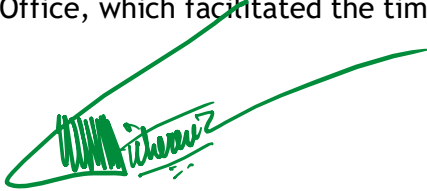
I have the honour to submit to Her Excellency Hon. Dr. Samia Suluhu Hassan, the President of the United Republic of Tanzania, and through her to the Parliament of the United Republic of Tanzania, the Performance Audit Report on Implementing Prisoners Rehabilitation Programmes.

The report contains findings, conclusions, and recommendations that are directed to the Ministry of Home Affairs (MoHA) and Tanzania Prisons Service (TPS).

The Ministry of Home Affairs (MoHA) and Tanzania Prisons Service (TPS) were given the opportunity to scrutinise the factual contents of the report and comment on it. I wish to acknowledge that the discussions with the Tanzania Prisons Service (TPS) and the Ministry of Home Affairs (MoHA) have been useful and constructive.

My Office will conduct a follow-up audit at an appropriate time regarding actions taken by the Ministry of Home Affairs (MoHA) and the Tanzania Prisons Service (TPS) concerning the recommendations given in this report.

I would like to thank my staff for their commitment to preparing this report. I also acknowledge the audited entities for their cooperation with my Office, which facilitated the timely completion of the audit.



Charles E. Kichere
Controller and Auditor General
United Republic of Tanzania
March, 2024



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LIST OF ABBREVIATIONS & ACRONYMS

BTCCS	: Basic Technician Certificate in Correctional Science
CHRGG	: Commission of Human Rights and Good Governance
CSEE	: Certificate of Secondary Education Examination
LHRC	: Legal and Human Rights Centre
MoCLA	: Ministry of Constitution and Legal Affairs
MoH	: Ministry of Health
MoHA	: Ministry of Home Affairs
NACTE	: National Council for Technical Education
NACTVET	: National Council for Technical and Vocational Education and Training
NMR	: Nelson Mandela Rule
ODCS	: Ordinary Diploma in Correctional Science
PSO	: Prison Standing Order
SDGs	: Sustainable Development Goals
TANLAP	: Tanzania Network of Legal Aid Providers
TCTA	: Tanzania Correctional Training Academy
TLS	: Tanganyika Law Society
TPS	: Tanzania Prisons Service
UN	: United Nations
VET	: Vocational Education Training
VETA	: Vocational Education and Training Authority
KPF	: Kingolwira Prison Farm

EXECUTIVE SUMMARY

The Prisons Service in Tanzania was established in 1931 and underwent reforms to incorporate human rights and focus on prisoner rehabilitation. The vision is to be a specialized offenders' correction operating per national and international standards. TPS has established a division for prisoner rehabilitation, a technical school prison in Ruanda, Mbeya, and a juvenile prison in Morogoro.

The main objective of the audit was to assess whether the Tanzania Prisons Service has effectively implemented rehabilitation programmes to facilitate released prisoners' reintegration into the community. The audit focused on the design, implementation, re-integration process, and monitoring of the rehabilitation programmes. The audit covered four financial years, from 2019/20 to 2022/23.

The major audit findings, conclusions, and recommendations are summarized from this performance audit.

Main Audit Findings

(a) An Increasing Recidivism Rate over the Years

The audit noted that despite rehabilitation programmes being conducted, there was still a high and increasing rate of convicted offenders being convicted again for another crime by a 1.5% average from the year 2019 to 2023. The increasing rate suggests that more individuals who have previously been involved in criminal activities are returning to commit offences again.

(b) Inadequate Designing of Rehabilitation Programmes

The following challenges were observed regarding the design of the programmes:

Absence of formally developed prison curriculums/guidelines to execute rehabilitation programmes: The audit found that there was no formally designed or structured curriculum document to guide the provision through running the rehabilitation programmes. The programmes were implemented with no formal guidelines for TPS. Consequently, there were neither clear

requirements for prisoners' eligibility in a particular programme nor a defined timeframe for prisoners to participate in the educational programmes.

inadequate classification and separation of prisoners into rehabilitation programmes: The audit reviewed prisoners' admission forms from seven visited prisons. The audit noted that prisoners' classification was limited to gender and age while ignoring crucial factors such as the nature of the offence, criminal record and necessity of rehabilitation. Also, the audit found that prisoners and those on remand were confined in prisons that were alternatively designed and constructed to accommodate those on remand alone.

(c) Inadequate Implementation of Rehabilitation Programmes

The following challenges were observed regarding the implementation of the rehabilitation programmes:

Inadequate conduct of training for prison officers to facilitate the implementation of rehabilitation programmes: The audit identified two prison colleges in Tanzania, Kiwira College in Mbeya and Tanzania Correctional Training Academy (TCTA) in Ukonga, Dar es Salaam. However, the audit noted performance gaps in the provision of rehabilitation training to Prison Officers. The curriculum used to train entry-level Prison Officers did not cover the provision of rehabilitation programmes, and there was limited enrolment of Prison Officers in the Basic Technician Certificate in Correctional Science and Ordinary Diploma in Correctional Science programmes at the Tanzania Correctional Training Academy. The audit further showed the limited number of correctional experts to manage prisoners' rehabilitation programmes, the shortage of industrial equipment, and the frequent transfer of prisoners.

Lack of guidelines and policy to guide the implementation of the programmes: The audit noted that activity-based rehabilitation programmes were provided without following any established guidelines. The guidelines would assist TPS in effectively implementing the rehabilitation programmes. The absence of clear guidelines and structured programmes resulted in the absence of a defined timeframe required to

accommodate prisoners in a program to ensure the effective imparting of knowledge. The lack of guidelines has accelerated variations in implementing rehabilitation programmes among prisons. Also, it resulted in the absence of clear requirements for prisoners to qualify for the programmes. Consequently, prisoners consider the programme as punishment, which has further led to the absence of a reward system for prisoners participating in activity-based rehabilitation programmes and a lack of inspection to implement rehabilitation programmes.

(d) Inadequate Implementation of Reintegration Programme for Prisoners

The audit noted several weaknesses in the implementation of the reintegration programmes, as highlighted below:

Absence of formally designed programmes to integrate the soon-to-be discharged prisoners: The audit noted that the implemented rehabilitation activities were more of production activities, which lacked the skills of reintegration that would facilitate prisoners' reintegration into the community. It was further noted that, despite the knowledge acquired while participating in such type of rehabilitation programmes, there were no formally designed programmes to prepare prisoners nearing their release to integrate them back into the community and overcome the challenges they are likely to face after their release. This is because prisoners were accommodated in production activities until they were discharged without getting room to learn how they would easily be reintegrated into the community.

Inadequate implementation of programmes for reintegrating prisoners into the community: The audit noted the presence of parole and community service programmes under the Divisions of Parole at TPS and Community Service at the Ministry of Home Affairs (MoHA), respectively. These programmes were purposely formulated to facilitate the reintegration of prisoners discharged under the parole and community service programmes. Inadequate implementation of reintegration programmes for prisoners was attributed to the lack of a designed reintegration programme for prisoners who completed their sentences in prisons that would describe the mechanism of reintegration, responsible

parties, and the key stakeholders. This posed a risk for the prisoners discharged after completing their sentences to encounter resistance from their community while struggling to reintegrate with the community.

(e) Ineffective Monitoring and Coordination of Rehabilitation Programmes by MoHA

The audit acknowledged the Ministry's positive efforts in monitoring and coordinating the Tanzania Prison Service (TPS) activities as the overseeing authority. Through systematic monitoring, the Ministry has demonstrated a commitment to ensuring the effective implementation of TPS initiatives. However, the audit noted the following challenges, which will require MoHA's attention:

Absence of key performance indicators for effective monitoring of rehabilitation programmes in prisons: The Ministry of Home Affairs' 2021/22-2025/26 Strategic Plan highlighted the need for regular monitoring and evaluation of performance. However, the audit found that the Monitoring and Evaluation (M&E) Department's checklist did not have adequate indicators to measure the performance of Tanzania's Prisons Service in managing rehabilitation programmes. The absence of rehabilitation aspects in the key performance indicators was due to a lack of clarity in monitoring goals and outcomes, inadequate development and implementation of a robust system for monitoring and evaluating rehabilitation initiatives, and insufficient coordination between Tanzania Prisons Service and the Ministry of Home Affairs on relevant KPIs for assessing rehabilitation efforts.

Ineffective monitoring tools for assessing the performance of rehabilitation programmes implemented in prisons: The absence of a monitoring plan led to a lack of clarity regarding the specific objectives and goals of the rehabilitation programmes, which could have been achieved through different programmes for rehabilitating prisoners. Additionally, there was no defined reporting mechanism to capture information from the Tanzania Prisons Service (TPS) regarding the implementation of prisoners' rehabilitation programmes, which hindered the MoHA's ability to receive real-time information on implementing correctional programmes.

Audit Conclusion

The Ministry of Home Affairs and Tanzania Prisons Service have made commendable efforts to manage and provide rehabilitation programmes to prisoners. However, more interventions are needed to improve the implementation of the rehabilitation programmes. The audit findings indicate that there is ineffective implementation of correctional programmes, which has resulted in a high rate of re-offending. The rehabilitation programmes should address the underlying factors that lead to criminal behaviour, but the Tanzania Prisons Service's programmes do not facilitate released prisoners' reintegration into the community. The inadequate design and implementation of these programmes have caused an increase in the number of re-offending cases in the country.

Audit Recommendations

Recommendations to the Tanzania Prisons Service (TPS)

The Tanzania Prisons Service (TPS) is urged to

- 1) Establish and implement formal prison curriculums/guidelines to facilitate the smooth execution of rehabilitation programmes;
- 2) Provide prisoners with materials, tools and equipment needed for the rehabilitation training programme;
- 3) Establish a mechanism that will ensure income generated from rehabilitation programmes is used to run rehabilitation programme activities; and
- 4) Establish formally designed programmes to integrate the soon-to-be discharged prisoners.

Recommendations to the Ministry of Home Affairs (MoHA)

The Ministry of Home Affairs (MoHA) is urged to:

- 1) Include prisoners' rehabilitation programmes in the monitoring and evaluation plan to ensure that the programmes monitored by Tanzania Prisons Service (TPS) include rehabilitation activities through the establishment of relevant key performance indicators; and

-
- 2) Establish a defined reporting mechanism for implementing rehabilitation programmes the Tanzania Prisons Service (TPS) runs.



CHAPTER ONE

INTRODUCTION

1.1 Background

The Prisons Service in Tanzania was officially established in 1931¹. The post-colonial Tanzania prison experience can be traced back to 1967. The Tanzania Prisons Service (TPS) was established under Act No. 34 of 1967. This Act reflected a punitive philosophy on imprisonment and did not specify prisoners' rights.

The Tanzania Prisons Service (TPS) aimed to contribute to community safety through adequate custodial sentence management, rehabilitation of offenders, and offering policy advice on crime prevention.

Although prisons in Tanzania prisoners do not have full constitutional rights, they are protected by international standards² that require them to be treated with humanity and respect³.

The correctional institutions have shifted from their basic penal orientation during the colonial period to a current focus on rehabilitation through reformatory treatment. Therefore, the Government of Tanzania introduced various efforts to strengthen correctional programmes, such as establishing a technical school prison in Ruanda-Mbeya and a juvenile prison (Wami Vijana) in Morogoro.

1.2 Motivation for the Audit

The audit was motivated by the indication of performance problems, as further explained below.

¹ Williams, D. (1980), *The Role of Prisons in Tanzania: An Historical Perspective*, pp. 27-37.

² Article 10(1) of the International Covenant on Civil and Political Rights (ICCPR).

³ Minimum Rules for the Treatment of Prisoners Adopted by the First United Nations Congress on the Prevention of Crime and the Treatment of Offenders, held at Geneva in 1955, Economic and Social Council by its resolutions 663 C (XXIV) of 31st July 1957 and 2076 (LXII) of 13th May 1977.

a) Recidivism⁴ rate in the country

Currently, Tanzania has no official records of previously convicted offenders to be convicted again for another crime (recidivism). However, the highest quoted rate was 47%⁵ in 2018. This means that for every two incarcerated inmates entering the prison, one is a previous inmate or has a chance of returning to prison after being released. This suggests that corrective measures and rehabilitation programmes for prison inmates are not effective in reducing the likelihood of repeating offences and returning to prison.

b) High cost of feeding the remanded

According to the statistics presented in the Parliament by the Minister of Home Affairs on 11th April 2021, there are 16,836 prisoners and 16,703 unconvicted prisoners nationwide. Prisons nationwide spend approximately TZS 900 million monthly to feed inmates and prisoners.

This increase in expenditure on prisoners' food was attributed to the increase in crime rates in the country. Besides, there is an increase in the number of prisoners due to the failure of correctional programmes, leading convicted criminals to re-offend after being released from the prison population in the country⁶. Eventually, a significant amount of taxpayers' money is spent on food for the inmates who are held in prison.

c) Congestion in Prisons

In March 2022, the Performance Audit Report on Administration and Provision of Remands and Prison Infrastructure⁷ noted that the prisons in the country are taking more inmates than they can accommodate. This is consistent with the findings of the Country Reports on Human Rights Practices by the Bureau of Democracy, Human Rights, and Labour of the United States Department of State in 2019.

On 19th July 2019, Dr. John Pombe Magufuli, the former President, visited Butimba Prison in the Mwanza region. During his visit, he discovered that

⁴ The tendency of convicted criminal to reoffend after being released

⁵ Msoroka, (2018), Inmate Rehabilitation and Welfare Services Tanzania

⁶ Msoroka, (2018), Inmate Rehabilitation and Welfare Services Tanzania

⁷ https://www.nao.go.tz/uploads/reports/ADMINISTRATION_AND_PROVISION_OF_REMANDS_AND_PRISONS_INFRASTRUCTURE.pdf retrieved on 01/08/2023

the prison housed over 1,000 prisoners, exceeding its maximum capacity of 900. The high number of inmates in prisons and their tendency to re-offend indicate that correctional programmes face significant challenges.

d) Priority area of Sustainable Development Goals (SDGs)

The audit addresses Goal Number 16 of the Sustainable Development Goals (SDGs), which aims to promote peaceful and inclusive societies for sustainable development that provide access to justice for all and build effective, accountable, and inclusive institutions at all levels. This goal seeks to significantly reduce violence and work with governments and communities to end conflict and insecurity by 2030. Therefore, promoting the rule of law and human rights is key to this process, as it strengthens the participation of developing countries in the institutions of global governance.

1.3 Audit Design

1.3.1 Objectives of the audit

The main objective of the audit was to assess whether the Tanzania Prisons Service has effectively implemented rehabilitation programmes to facilitate released prisoners' reintegration into the community.

Specifically, the audit assessed whether

- (a) rehabilitation or correctional programmes have been adequately designed;
- (b) rehabilitation/correctional programmes have been adequately implemented;
- (c) mechanism to re-integrate prisoners into the community is in place and working properly; and
- (d) rehabilitation/correctional programmes are adequately coordinated and monitored.

Five general audit questions supported by specific questions were developed to address the audit objectives above. **Appendix 3** presents the audit questions and their respective specific questions.

1.3.2 Scope of the audit

The Tanzania Prisons Service (TPS) was the main audited entity. This is because it is primarily responsible for implementing the rehabilitation

programmes. To implement these rehabilitation programmes effectively, TPS is expected to design, execute, coordinate, and monitor them.

The audit mainly focused on assessing the effectiveness of the rehabilitation programmes. This involved assessing the curriculum used for rehabilitation, how prisoners are categorised into rehabilitation programmes, and the education and psychological programmes offered.

On the implementation of the rehabilitation/correctional programmes, the audit assessed how the training of prison officers is executed to facilitate the implementation of rehabilitation programmes by looking at the established guidelines and procedures for rehabilitation. Furthermore, it included an assessment of activities such as activity-based programmes to facilitate the implementation of rehabilitation programmes, psycho-social rehabilitation programmes to facilitate prisoners' reintegration into the community and provision of rewards to prisoners involved in activity-based rehabilitation programmes. The assessment also included inspection activities of rehabilitation programmes to ascertain their relevance in rehabilitating prisoners and reintegration programmes.

With regard to the re-integration process/mechanism to the community, the audit specifically looked at the designing of the re-integration programme for soon-to-be-released prisoners, how reintegration programmes are implemented to facilitate prisoners' reintegration into the community, designing of aftercare services to facilitate prisoners' reintegration into the community and status of resources that helped them assimilate smoothly back into society.

As regards monitoring and coordination of the implementation of a rehabilitation programme, the audit assessed the monitoring tools available, the recommendation offered by the Ministry of Home Affairs (MoHA) to TPS, the extent of value addition of the recommendations offered and the effectiveness of the implementation of the recommendations by TPS. The audit further looked at the coordination between TPS and MoHA.

The audit covered four financial years, from 2019/20 to 2022/23. This period has been selected to provide a clear picture of the effectiveness of TPS rehabilitation programmes. Furthermore, the audit chose this period to establish performance trends in implementing rehabilitation programmes. Since the previous TPS Strategic Plan covered the financial year 2016/17 -

2020/21 and the current plan covers the financial year 2021/22 - 2025/26, this coverage enabled auditors to analyse the links between previous and current strategic plans in implementing prison rehabilitation programmes.

1.3.3 Audit criteria

The general and specific audit questions were evaluated based on the roles performed by Tanzania Prisons Service (TPS), as outlined in various Acts, Regulations, International Standards, and Guidelines as further described hereunder.

a) Design of rehabilitation or correctional programmes

Section 29 of the Prison Act Cap 58 R.E 2002 requires every prisoner sentenced to imprisonment and admitted to prison to be classified by the officer-in-charge in the manner prescribed.

Paragraph 108 of Prison Standing Order 4th Edition of 2003 on curriculum development requires the Principal Commissioner to foresee, develop, and implement a training syllabus that reflects the training programme for recruits.

Rule 107 of the United Nations Standard Minimum Rules for the Treatment of Prisoners states that consideration shall be given to their future after release from a prisoner's sentence. They shall be encouraged and assisted in maintaining or establishing such relations with persons or agencies outside the prison as they may promote the prisoner's rehabilitation and the best interests of their family.

b) Implementation of rehabilitation or correctional programmes

Section 49 of the Prison Act Cap 58 R.E 2002 states that convicted criminal prisoners sentenced to imprisonment may earn a remission of one-third of their sentence or sentences by industry and good conduct.

Rule 75(2) of the United Nations Standard Minimum Rules for the Treatment of Prisoners of 2015 requires, before entering on duty, all prison staff to be provided with training tailored to their general and specific duties, which is reflective of contemporary evidence-based best practices in penal sciences.

Paragraph 655 of Prison Standing Order 4th Edition of 2003 requires the Principal Commissioner of Prisons to determine the conditions for prisoners' earning schemes aimed to encourage prisoners' participation in activity-based rehabilitation such as manufacturing and farming work.

Paragraph 102 of Prison Standing Order 4th Edition of 2003 states that the learning area of inmate care and development focuses on services and programmes to address their physical and developmental needs. Goals include primary care, behaviour modification and development programmes, services for those with special needs, and facilitating successful reintegration into society. Experts in this field include prison officers, psychologists, educators, social workers, religious workers, and medical officers.

Paragraph 404 of Prison Standing Order 4th Edition of 2003 states that useful physical work should be arranged so that the prisoner will thoroughly appreciate his participation in those activities and thus dislike and stop his criminal acts. The prisoner should learn how to work and realise that work is a practical substitute for illegal activities.

It also states that, as far as possible, prisoners should be allocated industrial work, enabling them to maintain and increase their skills. Long- and medium-term prisoners with sufficient intelligence should, wherever possible, be placed in the training sections of workshops and absorbed into the industries when proficient. The value of handicrafts should not be overlooked as far as circumstances permit prisoners.

Section 67 of the Prison Act [Cap.58 R.E 2002] states that prisoners may be rewarded gratuity for activities done by such prisoners during their time in prison.

c) Re-integration of prisoners into society

According to *the United Nations Standard Minimum Rules for the Treatment of Prisoners (the Nelson Mandela Rules) Rule 4*, a sentence of imprisonment or similar measures derivative of a person's liberty primarily protects society against crime and reduces re-offending. Those purposes can be achieved only if the period of imprisonment is used to ensure, so far as possible, the reintegration of such persons into society upon release so that they can lead a law-abiding and self-supporting life.

d) Monitoring of rehabilitation / correctional programmes

According to *the United Nations Standard Minimum Rules for the Treatment of Prisoners (the Nelson Mandela Rules) Rule 83*, there shall be a twofold system for regular monitoring of prisons and penal services:

- i) Internal or administrative monitoring conducted by the central prison administration; and
- ii) External monitoring is conducted by a body independent of the prison administration, which may include competent international or regional bodies.

In both cases, the objective shall be to ensure that prisons are managed in accordance with existing laws, regulations, policies, and procedures, to bring about the objectives of penal and corrections services, and to protect prisoners' rights.

1.4 Sampling, Data Collection and Analysis

Below are detailed explanations for sampling techniques, data collection, and analysis methods used during the audit.

1.4.1 Sampling techniques

A sample was taken from 129 prisons in Mainland Tanzania, including 12 central prisons, 71 district prisons and 46 farm prisons. The sampling process was designed to ensure that all categories of prisons and their respective rehabilitation programmes were included.

To ensure fair representation, auditors used a sample size equation to determine the appropriate number of prisons to be visited.

$$\text{Sample size, } n = N * \frac{\frac{z^2 * p * (1-p)}{e^2}}{(N-1 + \frac{z^2 * p * (1-p)}{e^2})}$$

Whereby N= Population size, n= Sample size, z= critical value at a required confidence level, e= marginal of error, and p= standards of deviation.

The sample size was calculated at different confidence levels, as indicated in **Table 1.1**:

Table 1.1: Selection of sample size from 129 Prisons in Mainland Tanzania

Confidence Level	Critical Value (z)	Marginal Error (e)	e ²	(1-P)	$z^2 \cdot p \cdot (1-p) / e^2$	Sample Size
80%	1.28	0.2	0.04	0.5	10.24	10
81%	1.31	0.19	0.0361	0.5	11.88	11
82%	1.34	0.18	0.0324	0.5	13.85	13
83%	1.37	0.17	0.0289	0.5	16.24	15
84%	1.405	0.16	0.0256	0.5	19.28	17
85%	1.44	0.15	0.0225	0.5	23.04	20
90%	1.65	0.1	0.01	0.5	68.06	45
92%	1.75	0.08	0.0064	0.5	119.63	63
95%	1.96	0.05	0.0025	0.5	384.16	97
97%	2.17	0.03	0.0009	0.5	1308.03	118
99%	2.58	0.01	0.0001	0.5	16641	129

Source: Auditors' analysis of the list of prisons in Mainland Tanzania

As shown in **Table 1.1**, increasing the confidence level results in a smaller marginal error, indicating higher accuracy. However, this also requires a larger sample size. Considering the available resources for this audit, the team chose a confidence level of 83%, corresponding to a sample size of 15 prisons.

Auditors used the ratio from the 15 sampled prisons to establish the number of prisons visited in each category (central, district and farm prisons). The number of visited prisons in each category included two central prisons, five farming prisons and eight district prisons.

Auditors used the following criteria to select the 15 prisons that were visited during the study.

- a) Extent of implementation of correctional programmes, i.e., special and non-special correctional programmes;
- b) Number of prisoners in the prison;
- c) Category of prison, e.g., farming, district, central; and
- d) Types of prison-based rehabilitation programmes.

The following section provides a detailed explanation of how the prisons were chosen based on the above-specified criteria.

Extent of implementation of correctional programmes (including special and non-special correctional programmes)

Priority was given to regions with prisons implementing special correctional programmes which are not found in other prisons. The names of prisons and types of correctional programmes implemented are indicated in **Table 1.2**.

Table 1.2: Regions implementing special correctional programmes

Region	Name of prison	Category of prison	Special correctional programmes implemented
Morogoro	Wami Vijana	Farm prison	Primary education for children who are imprisoned is provided.
Mbeya	Ruanda	Central prison	Technical college, where prisoners are trained in technical trades like plumbing, construction, electrical works, handicrafts, farming activities, livestock keeping, and soap making.
Moshi	Karanga	Central prison	Shoe sewing factory where prisoners are taught the skills of shoemaking.

Source: TPS-List of prisons in Tanzania (2023)

Furthermore, the Dar es Salam region was purposely included due to the presence of the Tanzania Correctional Training Academy (TCTA), which offers rehabilitation programmes to prison officers. TCTA is the only college run by TPS that focuses on training prison officers on rehabilitation programmes, including correctional ones. This gave room for the auditors to assess one of its sub-questions.

Number of Prisoners and the category of prison

On this combined approach of selection (Number of prisoners and the category of prison), 1 Central prison, four (4) farm prisons and 7 district prisons were selected. The selection was based on the number of prisoners (high, medium and low) in each prison. Considering the scarcity of resources, auditors randomly selected Central, district and farm prisons from regions previously chosen from special correctional programmes with the addition of three more regions (Pwani, Dar es Salaam and Kilimanjaro) as outlined in **Table 1.3** and further detailed in **Appendix 7**.

Table 1.3: Selection of prisons based on the number of prisoners

Category of prison	High	Medium	Low
District Prisons	Mahenge - Morogoro	Kongwa - Dodoma	Same - Kilimanjaro
	Mkuza - Pwani	Magu - Mwanza Mbarali - Mbeya	Tukuyu - Mbeya
Central Prisons	Ukonga-Dar es Salaam		
Farm Prisons	Idete - Morogoro	Ubena - Pwani	Gereza la Wanawake -Morogoro
	Kiberege -Morogoro		

Source: Auditors' analysis of categories of prisons (2023)

Key:

Greater than 170: High number of prisoners

100 - 169: Medium number of prisoners

Less than 100: Low number of prisoners

Therefore, the prisons that were visited during the audit are as indicated in **Table 1.4.**

Table 1.4: Prisons visited and their respective regions

Region	Name of the Prison	Category of Prison
Mbeya	Ruanda	Central
	Mbarali	District
	Tukuyu	District
Morogoro	Mahenge	District
	Idete	Farm
	Kiberege	Farm
	Gereza la Wanawake	Farm
	Wami Vijana	Farm
Dar es Salaam	Ukonga	Central
Pwani	Mkuza	District
	Ubena	Farm
Mwanza	Magu	District
Kilimanjaro	Same	District
	Karanga	Central
Dodoma	Kongwa	District

Source: Auditors' analysis of categories of prisons, 2023

a) *Methods of data collection*

Auditors collected data from Tanzania Prisons Service (TPS) and the Ministry of Home Affairs (MoHA) through document review, interviews and physical verification as further explained below.

i. Documents review

Auditors reviewed documents from TPS to identify performance problems and obtain comprehensive, relevant, and reliable information on the performance of TPS regarding the effectiveness of the implementation of correctional programmes. The reviewed documents from the audited entities were confined to the period under the audit, i.e., from 2019/20 to 2022/23.

The reviewed documents included strategies, plans and budgets from TPS falling in the years 2019/20 - 2022/23, annual performance reports, rehabilitation programmes implementation and monitoring reports from TPS for the years 2019/20 - 2022/23, annual inspection reports from TPS for the years 2019/20 - 2022/23, and curriculums for the training of the prison officers. **Appendix 4** shows various documents that were reviewed during the audit.

ii. Interviews

Interviews were conducted with officials from TPS and MoHA to obtain relevant information regarding the implementation of rehabilitation programmes. Moreover, they were conducted to verify information obtained through document reviews. During interviews, different officials from TPS headquarters were involved.

Appendix 5 shows a list of officials interviewed and reasons for the interviews during the audit.

iii. Physical verification

For effective data collection and development of audit findings to answer audit questions, auditors conducted physical verification of the prisons implementing correctional programmes for prisoners. The physical verification involved observing different activities performed by prisoners

in the selected prisons as a part of rehabilitation programmes, as listed in Table 1.5.

Table 1.5: Rehabilitation programmes requiring physical observation

Rehabilitation programmes	Activities to be observed
Physical activities	Farming and small-scale industry activities, including carpentry, sewing factories, soap factories, Kingolwira Prison Farm (KPF) workshops, handcraft, pebble factories, and construction activities, were conducted by prisoners.
Industrial training	Technical college: to observe the training programmes provided to prisoners in different technical works like plumbing, construction, and electrical works.
Academic training	Tanzania Correctional Training Academy (TCTA): to observe training programmes provided to prison officers to rehabilitate prisoners.
Psychological programmes	Psychological programmes were provided to the prisoners.
Spiritual programmes	Spiritual services were provided to prisoners.

Source: Auditors' analysis from Prison Standing Order (2023)

1.4.2 Data analysis methods

Various methods were employed in analysing data depending on the nature of the data and available evidence.

Quantitative data were organised, summarised, and compiled using software for data analysis, such as excel spreadsheets.

Qualitative data were organised and categorised based on the audit objectives. The analysis included categorising cases, events, and explanations, which were then grouped under the pre-existing themes to form concrete audit evidence. The evidence from the collected data was then used to develop a conclusion for this report.

The analysed data were presented in different ways, such as tables, graphs, charts, and percentage distribution.

1.5 Information Validation Process During the Audit

The Ministry of Home Affairs (MoHA) and Tanzania Prisons Service (TPS) were given the opportunity to go through the draft report and comment on the information and figures presented. MoHA and TPS confirmed the

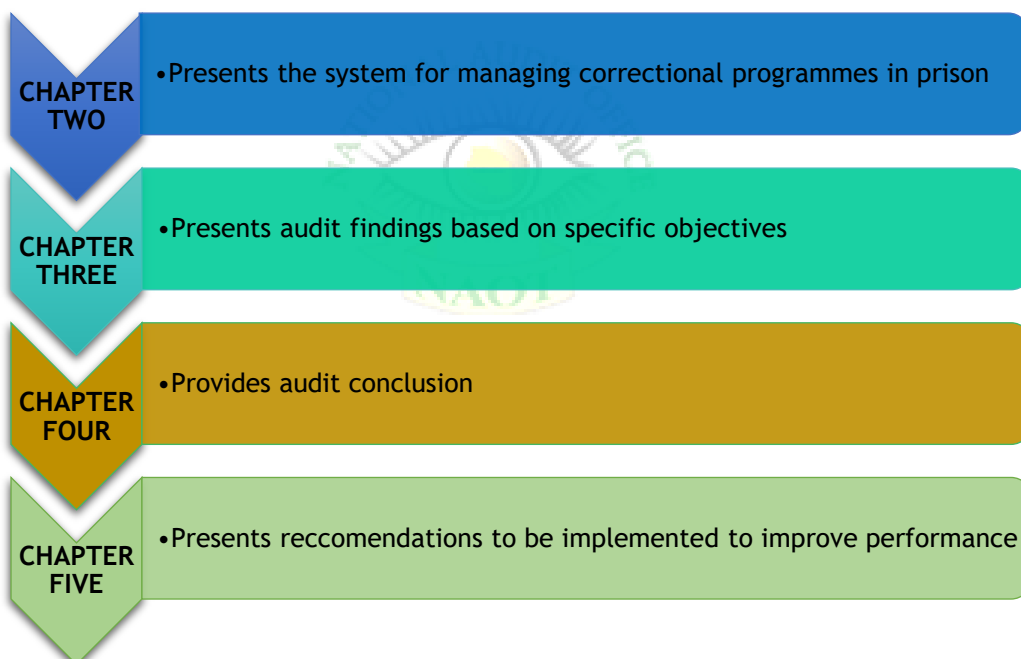
accuracy of the information and figures presented in this audit report (refer to **Appendices 1 and 2**). The information was also cross-checked and discussed by experts in the field of prisoner rehabilitation to confirm the validity of the facts presented in the audit report.

1.6 Standards used for the Audit

The audit was conducted in accordance with the International Standards for Supreme Audit Institutions (ISSAIs) on Performance Auditing issued by the International Organization of Supreme Audit Institutions (INTOSAI). The standards require the Supreme Audit Institution (SAI) to plan and perform the audit to obtain sufficient and appropriate audit evidence and provide a reasonable basis for findings and conclusions based on audit objective(s)⁸.

1.7 Structure of the Audit Report

The subsequent chapters of this report cover the following areas.



⁸ The International Standards of Supreme Audit Institutions (ISSAI) are benchmarks for auditing public entities. They are developed by the International Organization of Supreme Audit Institutions (INTOSAI), which is a worldwide affiliation of governmental entities. The INTOSAI's members are the Chief Financial Controllers, Comptrollers, or Auditor General Offices of nations.

CHAPTER TWO

SYSTEM FOR MANAGING REHABILITATION PROGRAMMES IN PRISONS

2.1 Introduction

This chapter provides information about the management of correctional programmes in prisons. The chapter also highlights the legal framework governing the process, funding, roles, and responsibilities of the audited entities.

2.2 Legislations Governing the Management of Rehabilitation Programmes in Prisons

Rehabilitation programmes for prisoners in the country are guided by different acts, guidelines and strategies as detailed hereunder.

Table 2.1: Legislations guiding the implementation of rehabilitation programmes in prisons

Concerned laws, regulations and rules	Focus or requirement	Responsible entity
United Nations (UN) Standard Minimum Rules for Treatment of Prisoners (Mandela Rules) 1995	The standards for managing prison facilities and treating prisoners. They have influenced the amendment of prison laws, policies, and practices worldwide. These rules are based on current consensus and the most effective systems available today.	TPS, MoHA
The Prison Act [CAP. 58 R.E of 2002]	The Prison Act outlines prison organisation, officers' roles, and prisoners' rehabilitation. The Tanzania Prison Service provides training and treatment to facilitate reintegration into society.	TPS
The Prisons (Prison Management) Regulations, 1968	The Regulations provide procedures and processes for managing prisons. It lays down the requirements to be observed by the prison's management to ensure prisoners are always safe and secure. The key issues stated in the regulations include classifications of prisoners on admission, unlocking and lock-up of prisoners, employment of prisoners, accommodation, clothing, visiting and other privileges to	TPS

Concerned laws, regulations and rules	Focus or requirement	Responsible entity
	prisoners.	
Prison Standing Order No. 4, 2003	The Prison Standing Orders outline performance standards for prison officers. They promote ethical behaviour and guide officers in ambiguous situations. The orders also establish standards for managing prisons and rehabilitating prisoners.	TPS

2.3 Sustainable Development Goals and Strategies for the Management of Prisons Services

(i) Sustainable Development Goals (SDGs)

Goal 16 of the Sustainable Development Goals (SDGs) aims to promote peaceful and inclusive societies for sustainable development that provide access to justice for all and build effective, accountable, and inclusive institutions at all levels. This goal aims to promote the rule of law and human rights by strengthening the participation of developing countries in the institutions of global governance.

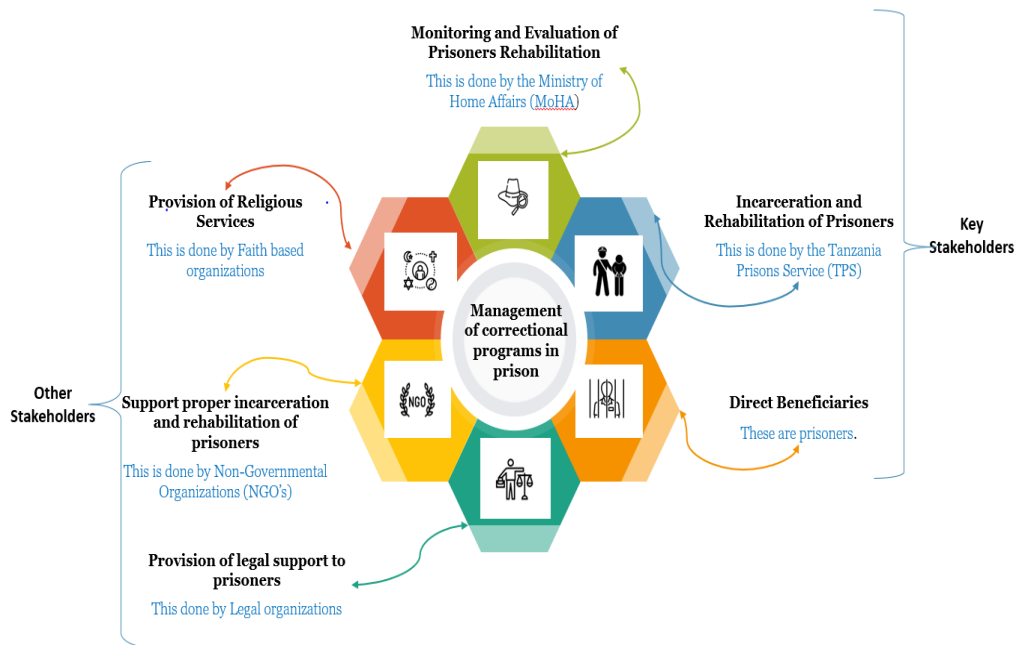
(ii) Tanzania Prisons Service Strategic Plans 2016/17 to 2020/21 and 2021/22 to 2025/26

Tanzania Prisons Services Strategic Plans guide prison services in the country. The plans allowed TPS to focus on designated strategies for effective provision correction programmes to prisoners.

2.4 Roles and Responsibilities of Key and other Stakeholders in Managing Rehabilitation Programmes in Prison

Figure 2.1 below summarises the roles and responsibilities of the key stakeholders and other stakeholders involved in rehabilitating prisoners in prison. Details of the roles and responsibilities of each player identified in the diagram have been attached as **Appendix 6** of this report.

Figure 2.1: Summary of roles and responsibilities of key and other stakeholders



Source: Auditors’ analysis on the roles and responsibilities of stakeholders involved in rehabilitation of prisoners in Tanzania, 2023

2.5 Processes for the Implementation of Rehabilitation Programmes in Prison

The focus of this section is to understand what activities are being undertaken and their scope, scale, and quality for rehabilitation programmes in prison. Rehabilitation programmes have been categorised into activity-based, educational-based, and psychosocial-based programmes.

Activity-based rehabilitation programmes include activities that require prisoners to perform physical activities such as construction work, fishing, farming, carpentry, etc. These programmes can contribute to skill development, vocational training, productivity, work ethic, and discipline. They can reduce idleness, positively impact psychological well-being and social interaction, encourage behaviour change, and prepare inmates for reintegration into society. Moreover, they can potentially reduce the

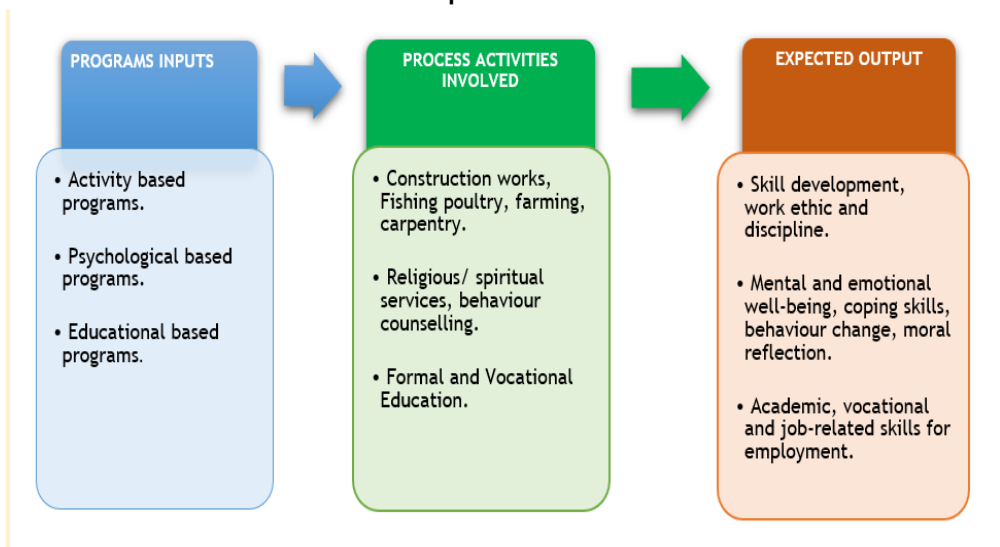
tendency of previously convicted offenders to be convicted again for another crime (recidivism) and provide community benefits.

Psychosocial-based rehabilitation programmes include religious/spiritual activities and behavioural counselling, whereby the prisoners are mentored and counselled by spiritual mentors from the denomination of their choice. The programmes can improve mental and emotional well-being, coping skills, personal growth, behavioural change, empathy and communication, social support, reconciliation, and forgiveness. They can also reduce recidivism and improve cultural sensitivity and diversity, preparation for reintegration, positive institutional culture, and ethical and moral reflection.

Educational-based rehabilitation programmes involve providing formal and vocational education as part of rehabilitation for prisoners. Inmate education and vocational programmes can improve academic, vocational, and job-related skills. Besides, they can increase employability and reduce the tendency of previously convicted offenders to be convicted again for other crimes. Moreover, education promotes personal growth, positive behaviour change, cognitive development, empowerment, reintegration preparedness, personal transformation, and community benefits. Additionally, educational programmes can improve the institutional atmosphere and foster empathy and continued learning.

Figure 2.2 describes the rehabilitation programmes provided under the Tanzania Prison Services. The figure further identifies the process of providing the programmes and expected outputs.

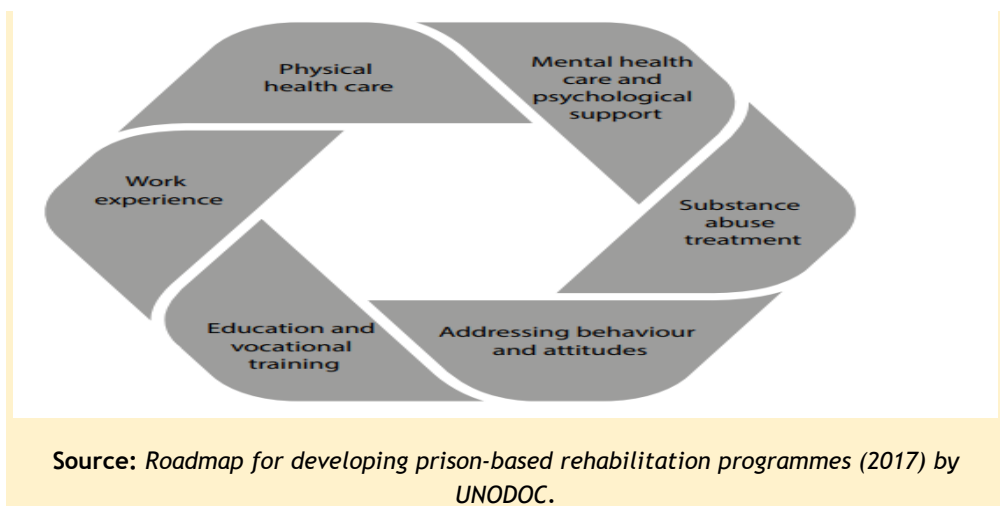
Figure 2.2: The input-output of the rehabilitation programmes administered to prisoners



Source: Auditors' analysis of Prison Standing Order, 4th Edition (2003), 2023

Figure 2.3 summarises the prison-based rehabilitation programmes as per the handbook written by the United Nations Office on Drugs and Crime (UNODC).

Figure 2.3: Types of prison-based rehabilitation programmes



Source: Roadmap for developing prison-based rehabilitation programmes (2017) by UNODC.

The rehabilitation process presented above is composed of the following stages.

i. The admission of prisoners

Upon receiving a prisoner from the court, the prison officers collect basic information about the prisoner, his/her family situation, historical background, type of sentence, record of past offences, education, residency address, skills level and work history, employment history and health status. This data is crucial in determining the appropriate rehabilitation programme for the prisoner.

ii. Classification of the prisoners

Concerning the information collected upon the prisoners' admission, the prison officers classify the prisoners by referring to age, gender, type of sentence, type of offence, behaviour, special needs group, and health. The classification is to be conducted in two rounds: upon arrival to prison and four months later.

The prisoner is then instructed on how to live in prison, and his/her rights and obligations are well described. During classification, prisoners are assigned to various programme categories.

iii. Incarceration

A prisoner record file is created specifically for the rehabilitation program to ensure proper monitoring of the prisoner's progress. This file is meant to document all issues related to the prisoner and keep accurate records. During the incarceration, the following activities take place:

(a) Conducting a thorough health examination

Upon admission to prison, a thorough health examination is carried out by a medical examination officer to assess the mental and physical condition of the prisoner. This helps to determine the appropriate services the prisoner should receive before being sent to the rehabilitation programme.

(b) Preparation of the prisoner before being sent to rehabilitation programmes

The first step in preparing prisoners for rehabilitation is to provide them with preliminary training and instructions on the programmes in which to participate. Afterwards, the prisoner is informed of the importance of actively engaging in the programme.

iv. Placing an inmate in a rehabilitation programme

Following initial training and direction regarding the rehabilitation programme, the inmate should be placed in an appropriate rehabilitation programme after being medically examined, including theoretical and practical components tailored to their specific needs. The prison management team will assume responsibility for monitoring the individual's progress during programme implementation. The inmate may be relocated to the rehabilitation programme based on their specific needs to enhance their abilities further.

Suppose a prisoner attends and completes a training course as part of the rehabilitation programme that requires a certificate. In that case, the certificate of completion should be identical to those issued outside without indicating that the prisoner earned it while incarcerated. This removes any stigma associated with the profession or skills obtained in prison.

v. Rehabilitation programme

Rehabilitation programmes are carried out per the Prisons Standing Order 404 (PSO), 4th ed. 2003), as well as the Nelson Mandela Rules (NMR). In implementing these programmes, various stakeholders will be involved, such as government institutions, religious and civil organisations, and others who will be needed. The programmes include the following.

(a) Medical, physical and mental programmes

This programme includes the following aspects.

Infectious diseases: The medical needs of the prisoner in question should be attended to by a qualified healthcare professional, such as a doctor or nurse, who will provide necessary medical advice and assistance.

Psychiatry and psychological services: A clinical psychologist should collaborate with other professionals who are necessary for the job.

Treatment for drug users: A specialist in drug treatment should be part of this programme.

(b) Behaviour modification programmes

The programme engages various professionals, including psychologists, social welfare experts, human resources personnel, spiritual service providers, and others required to assist the inmate. The programme may include the conduct of the following.

- cognitive behavioural programmes;
- relapse prevention therapy;
- basic life skills and relationships in society; and
- incentives (incentive scheme), such as being given a tip and extended contact time with relatives for those who behave well.

(c) Faith-based programmes

This programme is provided within a prison under the offender management section, which provides a permit to religious leaders to offer faith-based programmes based on guidelines prescribed by the Tanzania Prisons Service. The roles and functions defining their work with offenders include the following.

- providing spiritual leadership and support;
- providing pastoral support and counselling;
- liaising with the wider community on matters relating to the spiritual and pastoral needs of inmates;
- contributing where appropriate to the development and implementation of inmate programmes; and
- contributing where appropriate to inmate case management planning.

(d) Programmes involving useful physical work

This programme is conducted in prison under the Correction and Rehabilitation Division and involves all professionals in their fields. It includes the following activities:

- small-scale industrial works;
- agricultural work and animal husbandry; and
- All other works are as deemed by the current condition.

(e) Formal education programmes

The programme is conducted under the Human Resource Management Section, which trains prison officials on rehabilitating prisoners and provides room for offenders to get formal education through other relevant education authorities.

(f) Vocational training programme

This programme is conducted in prisons under the Human Resource Management Section, which trains prisoners in different fields, including carpentry, plumbing, electrical works, and construction, through prison technical colleges and other relevant education authorities.

(g) Social reintegration programmes and aftercare service programmes

Social reintegration program refers to an intervention designed to help offenders reintegrate into the community after their release. The programmes can occur before or after release and involve working with prisoners, their families, and organisations to facilitate a smooth transition.

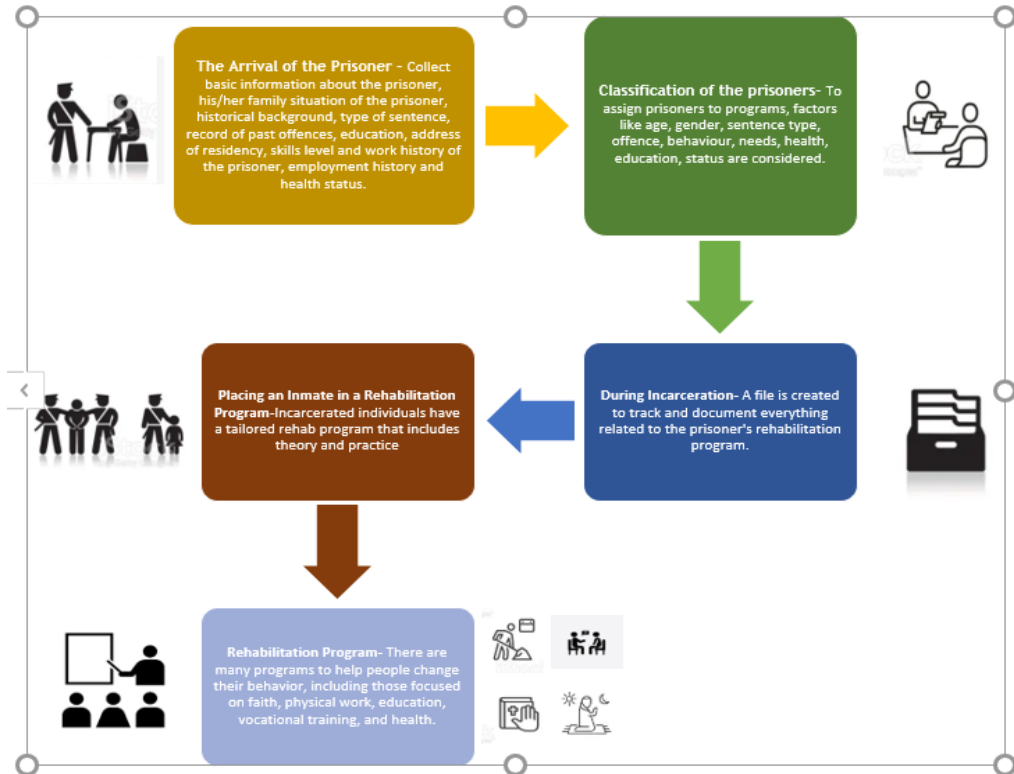
The programs aim to prevent the recurrence of antisocial behaviour and promote peaceful coexistence. Government and non-government organizations can conduct these programs to provide material assistance, information resources, referrals, and guidance regarding employment, housing, and other social services.

The programmes aim to prevent antisocial behaviour recurrence and maintain peaceful coexistence.

Government and non-government organisations can conduct these

programmes to provide material assistance, information resources, referrals and guidance regarding employment, housing, and other social services. **Figure 2.4** illustrates the stages of rehabilitation programmes offered in prisons.

Figure 2.4: Summary of stages of prisoners’ rehabilitation



Source: Auditors’ analysis of compilations of the rehabilitation programmes in prisons, (2023)

2.6 Human and Financial Resources for Managing the Implementation of Prisoners’ Rehabilitation Programmes

2.6.1 Funding of activities for the management of implementation of prisoners’ rehabilitation programmes by MOHA and the tanzania prisons services

To ensure proper management and monitoring of the implementation of prisoners’ rehabilitation, the government has been allocating funds to TPS and the Ministry of Home Affairs to ensure the programme is effectively

implemented. Tables 2.1 and 2.2 indicate the MoHA and TPS budgeted and actual disbursements for the period under audit.

Table 2.1: Budget for monitoring of prisoners' rehabilitation - MoHA

Financial year	Budgeted amount in TZS	Actual disbursement in TZS
2019/20	67,250,000	58,768,168
2020/21	48,120,000	46,782,999
2021/22	29,300,000	22,640,928
2022/23	150,000,000	100,000,000

Source: Budget for the MoHA -Monitoring (2019/20-2022/23)

Table 2.1 shows the budget allocations for the Ministry of Home Affairs to monitor prisoners' rehabilitation programmes and activities between 2019/20 and 2022/23.

Table 2.2: Budget for management prisoners' rehabilitation - TPS

Financial year	Budgeted amount in TZS	Actual disbursement in TZS
2019/20	2,250,000,000	2,000,000,000
2020/21	2,000,000,000	0
2021/22	8,000,000,000	5,600,000,000
2022/23	13,952,033,000	785,265,600
2023/24	14,238,400,000	5,260,000,000

Source: Budget for the TPS Project and small-scale industries (2019-2024)

Table 2.2 shows funds disbursed by MoHA to facilitate the management of prisoners' rehabilitation between 2019/20 and 2023/24.

2.6.2 Human Resources Management for the Rehabilitation Monitoring and Management at MoHA and TPS

To ensure the effective implementation of rehabilitation programmes for prisoners, the Ministry and TPS have deployed officials to ensure the correct administration of rehabilitation for prisoners.

Tables 2.3 and 2.4 depict the required human resources and the available human resources at the Ministry of Home Affairs and the Tanzania Prisons Services (TPS).

Table 2.3: Human resources for monitoring the implementation of rehabilitation programmes -MoHA

Financial year	No. of available staff	No. of required staff
2019/20	4	8
2020/21	4	8
2021/22	4	10
2022/23	4	12

Source: Auditors' analysis of the MoHA's personnel enrolment of staff (2023)

Table 2.3 shows the number of staff required and available to monitor tasks at the Ministry of Home Affairs for 2019/20-2022/23.

Table 2.4: Human resources for the management of the implementation of rehabilitation programmes - TPS

Financial year	No. of available staff	No. of required staff	No of inmates (prisoners)
2019/20	10,798	26,050	16,596
2020/21	11,460	28,950	16,583
2021/22	12,297	28,950	18,285
2022/23	14,014	26,050	28,656

Source: Auditors' analysis of the TPS's personnel enrolment of staff (2023)

Also, Table 2.4 shows the number of staff required and available for the implementation of rehabilitation programmes by TPS for the period of 2019/20-2022/23. The table also shows the number of inmates in different prisons in the country.

CHAPTER THREE

AUDIT FINDINGS ON THE IMPLEMENTATION OF PRISONER REHABILITATION PROGRAMMES

3.1 Introduction

This chapter presents audit findings on the implementation of prisoners' rehabilitation programmes by the Ministry of Home Affairs and the Tanzania Prisons Service.

The findings address the four specific audit objectives presented in Section 1.3.1 of this report. The objectives were to assess whether rehabilitation programmes have been adequately designed and implemented, whether mechanisms to re-integrate prisoners into the community are in place and working properly, and whether rehabilitation programmes are adequately coordinated and monitored. The detailed audit findings are presented in the following sections.

3.2 Extent of Recidivism in Tanzania

Recidivism refers to the tendency of previously convicted offenders to be convicted again for another crime. In Tanzania, recidivism is a significant problem, with many offenders returning to prison multiple times. This is an issue of concern for the country's criminal justice system, as it indicates that the current rehabilitation and reintegration methods are ineffective in preventing repetition of offences. During the audit, observations were made regarding re-offending and rehabilitation programmes to reduce and eliminate recidivism behaviours, as discussed below.

3.2.1 An increasing rate of recidivism over the years

According to TPS Strategic Plans for the years 2016/17-2020/21 and 2020/21-2024/25), TPS planned to conduct rehabilitation programmes to rehabilitate prisoners.

The audit noted that TPS included a number of programmes aimed at rehabilitating prisoner behaviour to reduce the recidivism rate. These programmes included faith-based programmes, vocational training, provision of formal education, psychological programmes, and physical and activity-based programmes.

Through these programmes, prisoners were expected to develop new skills, learn coping mechanisms, and engage in activities that helped them make positive life changes.

The rehabilitation programmes were designed to address the underlying factors that lead individuals to commit crimes, such as lack of education, lack of employment opportunities, substance abuse issues, and psychological problems.

The review of statistics on the number of recidivist prisoners availed to the auditor through TPS - Planning and Budgeting Division indicated that, although rehabilitation programmes were available, a significant portion of individuals with previous criminal records continued to commit crimes after completing the programme, resulting in re-incarceration.

The audit revealed that despite rehabilitation programmes being conducted, there was still a high and increasing rate of re-offenders by 1.52% on average from 2019 to 2023, as illustrated in the data in **Appendix 8(a)**. **Figure 3.1** presents the trend for the increasing recidivism rate from 2019 to 2023. The increasing re-offending rate suggests that the programmes failed to address the root causes adequately.

Figure 3.1: Increase of recidivism for the period from 2019 to 2023



Source: TPS - Planning and Budgeting Division (2023)

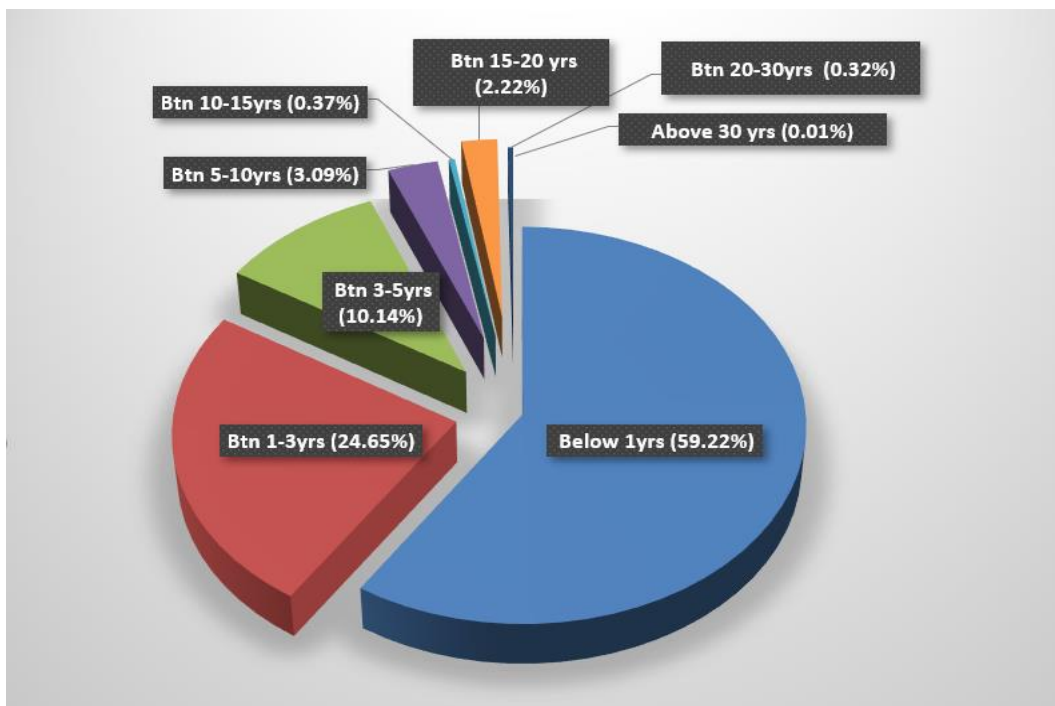
Figure 3.1 shows the re-offending rates over the audited years. The analysis suggests that more individuals who had previously been involved in criminal activities were returning to commit offences again.

Also, during visits to the sampled prisons, the audit noted an average of 5% increase in the rate of re-offenders for the years 2019 - 2023, as presented in **Appendix 9**.

According to the data collected from the visited prisons, the re-offending rates ranged from -30 % to 29%. Upon analysis, it was noted that Ruanda prison had a higher number of prisoners who reoffended and were brought back compared to other visited prisons.

Further, **Figure 3.2** shows the percentages of recidivists as per the length of the sentence.

Figure 3.2: Percentage of recidivist prisoners⁹ in relation to the length of sentence



Source: Auditors' analysis of the recidivist prisoners for the year 2019 - 2023 (2024)

Figure 3.2 shows that, from the year 2019 to 2023, 59.22% of prisoners who reoffended had a sentence below 1 year, 24.65% had a sentence of 1-3 years, 10.14% had a sentence of 3-5 years, 3.09% had a sentence of 5-10

⁹ Individuals who have been found guilty of a crime in the past and are subsequently found guilty of committing another crime.

years, 0.37% had a sentence of 10-15 years, 2.22% had a sentence of 15-20 years, 0.32% had a sentence of 20-30 years, and only 0.01% had a sentence above 30 years. Further elaboration is indicated in **Appendix 9(b)**.

This indicated that the rate of recidivism was inversely propositional to the period of the prisoners' sentences; hence, more recidivist prisoners were of shorter sentences, convicted with offences as stipulated under the Penal Code [CAP 16 R.E. 2017], i.e. offenders of crimes occurring in the streets, drug abusers, robbers, thieves, snatchers¹⁰, etc.

Research suggests that socio-economic factors, such as limited education and work experience, largely influence crime and recidivism among prisoners. The low socio-economic status of individuals plays a significant role in both crime and repeat offences¹¹.

The research further describes that poor individuals are more likely to offend and feel they have nothing to lose, especially those who are unemployed and have limited education. Other reasons observed were drug and alcohol abuse, family networks, lack of housing (prisoners who are homeless are more likely to be reconvicted.), social exclusion, etc¹². **Table 3.1** shows some commonly repeated offences and the number of associated offenders.

Table 3.1: Commonly repeated offences

Length of a Sentence	Nature of Offence (Not limited to)	No Of offenders	%
Below 1 Year	Unlawful assemblies; being idle and disorderly; offences relating to uniforms, criminal recklessness and negligence; and miscellaneous offences against public authority	10,130	59.22
Between 1-3 Years	Common assault, common nuisance, abuse of office, assaults, stealing, and false pretences	4,216	24.65
Between 3-5Years	Assaults causing actual bodily harm, offences against morality (sexual harassment), wounding and similar acts, being armed, etc., with intent to commit an offence	1,734	10.14
Between 5-10 Years	Grievous harm: Child stealing, theft, receiving property stolen or unlawfully obtained and related offences, forgery, kidnapping and	528	4.09

¹⁰ John Makuri Imori & William Amos Pallangyo (January 2017) "Assessment of Crime and Crime Level in Kinondoni Police Regional Stations, Dar Es Salaam Tanzania"

¹¹ ibid

¹² ibid

Length of a Sentence	Nature of Offence (Not limited to)	No Of offenders	%
	abduction, receiving stolen or unlawfully obtained property, etc		
Between 10-15 Years	Maliciously administering poison with intent to harm, offences against morality, offences endangering life or health, theft, robbery and extortion, assault with intent to steal, and breaking into the building with intent to commit an offence.	63	0.37
Between 15-20 Years	Offences against morality, robbery and extortion, burglary, housebreaking and similar offences	379	2.22
Between 20-30 Years	Manslaughter, offences endangering life or health, burglary, housebreaking and similar offences, offences causing injury to property, armed robbery, gang robbery, housebreaking, and burglary	55	0.32
Above 30 Years-Life	Murder, rape, unnatural offences, attempt to murder, arson	1	0.01

Source: *The Penal Code Cap 16 analysis and the auditors' analysis of the recidivist prisoners for the year 2019 - 2023 (2024)*

Table 3.1 The data above indicates that the majority (59.22) of re-offenders were involved in various offences such as unlawful assemblies, being idle and disorderly, offences related to uniforms, criminal recklessness and negligence, and miscellaneous offences against public authority. These offenders had received sentences of less than one year, which was insufficient for them to be fully rehabilitated, as the available rehabilitation programmes did not consider the length of Prisoner's sentences. Prisoners with longer sentences were less likely to re-offend.

3.2.3 Efforts made by Tanzania prisons service to reduce the number of re-offenders

Rule 4 of the United Nations Standard Minimum Rules for the Treatment of Prisoners (The Nelson Mandela Rules) states that a sentence of imprisonment or similar measures derivative of a person's liberty protects society against crime and reduces recidivism. The purposes can be achieved only if the period of imprisonment is used to ensure, as far as possible, the reintegration of such persons into society upon release so that they can lead a law-abiding and self-supporting life.

With the stated requirement, it was expected that the Tanzania Prisons Service would have a well-established mechanism that supports the application of the rule. The audit identified efforts conducted by the Tanzania Prisons Service so far regarding reducing the Recidivism rate in the country as explained hereunder.

a) Introduction of the ordinary diploma in correctional science programme for Prison Officers at the Tanzania Correctional Training Academy (TCTA)

Before introducing the correctional science diploma, the prison service identified deficiencies in administering rehabilitation programmes. These challenges included high recidivism rates, inadequate programme outcomes, and difficulties in engaging and motivating inmates to participate effectively in rehabilitation efforts.

As a result, an additional course was introduced for prison officers beyond the basic course offered during admission to the prison force. This new training aimed to provide prison officers with specialised knowledge and skills related to rehabilitation programmes within the prison context. Furthermore, the training is intended to equip prison officers with the necessary tools and expertise to improve the design and implementation of rehabilitation programmes within the prison system.

The review of TCTA curriculums indicated that the prison officers were taught best practices in rehabilitation, counselling techniques, understanding the psychological and social aspects of inmate behaviour, and strategies for effective communication with inmates. The courses were introduced at NTA Level 5 in 2016. By 2019/2020, the courses had expanded to NTA levels 4-6, demonstrating a commitment to improving prison rehabilitation.

Furthermore, a review of the curriculums indicated that prison officers were trained on the basics of correctional science, basic correctional laws, security systems, inmate behaviour and rehabilitation, defensive tactics and inmate rights, inmate management, correctional laws and parade and safety training. Other skills include social work, correctional administration and management, correctional security, correctional leadership, and correctional philosophy.

A review of graduate records indicated that from 2019/20 up to the time of this audit, the course had already produced 317 graduates. However, the number of graduates was less than the planned target, which was 445 graduates, as shown in Table 3.2.

Table 3.2: Students admitted to the rehabilitation science course from 2019/20 - 2023/24

Financial year	NTA Level 4		NTA Level 5		NTA Level 6		Total number of trained officers
	Planned	Actual	Planned	Actual	Planned	Actual	
2019/20	NILL	NILL	NILL	NILL	45	31	31
2020/21	50	28	50	26	50	8	62
2021/22	NILL	NILL	NILL	NILL	NILL	NILL	0
2022/23	50	45	50	46	NILL	25	116
2023/24	50	45	50	45	50	18	108

Source: Tanzania Correctional Training Academy (2023)

Table 3.2 shows the number of graduated officers in the prison force from 2019/20 to 2023/24. From the analysis, it was observed that despite the failure to reach the planned target, there has been an increase in the number of prison officers who have received training, especially in the years 2022/23 and 2023/24.

b) Formalising education provided to Prisoners as a form of rehabilitation

The audit noted that TPS tried to formalise vocational training for young prisoners to be recognised by VETA. The vocational training provided to the prisoners included practical skills in carpentry, tailoring, masonry, plumbing, and agriculture.

Upon completion of the programme and their sentence, prisoners were expected to receive a certificate that attests to their skills and qualifications in their respective vocational fields. This certificate shows their training and can be helpful when seeking employment after their release.

The prisons with formalised vocational training were Wami-Vijana and Ruanda College in Morogoro and Mbeya regions. In these prisons, prisoners were offered a number of skills, such as mechanics, carpentry, masonry, electrical, and painting.

The programmes offered at Ruanda College and Wami Vijana aimed to equip inmates with practical skills and knowledge that can assist them in reintegrating into society after their release.

With practical skills and recognised qualifications, former prisoners were expected to be in a better position to secure employment and become productive members of their communities. This, in turn, was expected to reduce the likelihood of them returning to crime and help the overall rehabilitation of individuals.

During the visit to Wami-Vijana Prison in Morogoro, it was observed that young prisoners aged between 16 - 21 who wished to receive a formal education (primary school level) or vocational training were given the opportunity to do so as part of their rehabilitation.

Another VET centre where the prison service used to provide vocational education to prisoners as a means of rehabilitation was the Ruanda College. Prisoners who met the established criteria, such as first-time offenders, prisoners with long sentences, etc., were allowed to join the college. **Table 3.3** shows graduates from Wami-Vijana and Ruanda College within the audited years.

Table 3.3: Graduates from Wami-Vijana and Ruanda College

Year	Prison/College		
	Wami-Vijana		Ruanda
	Vocational Education	Primary Education	Vocational Education
2019	24	03	0
2020	24	05	0
2021	24	7	31
2022	28	13	41
2023	35	07	34

Source: Auditors' analysis of the graduates from Wami-Vijana and Ruanda College (2023)

Table 3.3 shows the vocational training and formal education graduates at Ruanda and Wami-Vijana.

Furthermore, despite having formalised education at Wami-Vijana in Morogoro Region and Ruanda College in Mbeya, the audit noted the existence of re-offenders in these regions (refer to **Appendix 9** of this report), which indicates a performance gap in the implementation of the mentioned efforts as further explained in **Sections 3.3.3** and **3.4.1** of this report.

Despite the efforts described above, recidivism still exists, as explained in **Section 3.2.1**. The audit noted that this situation was mainly caused by the failure to do the following adequately.

- (a) Design rehabilitation programmes;
- (b) Implement rehabilitation programmes;
- (c) Develop mechanisms to re-integrate prisoners into the community and ensure they are working properly; and
- (d) Monitor and coordinate rehabilitation programmes.

3.3 Inadequate Designing of Rehabilitation Programmes

According to Order 2(vi) of the Prison Standing Order of 2003, all prisoners shall have the right to participate in cultural activities and educational programmes to rehabilitate and fully develop their human personality.

The rehabilitation programmes in place have been criticised for not being adequate and effective in reducing crime rates or rehabilitating offenders, which, among others, was caused by the fact that the design for providing rehabilitation to prisoners has been observed to be inadequately done. The following weaknesses were observed.

3.3.1 Absence of formally developed prison guidelines to execute rehabilitation programmes

Order 108 of Prison Standing Order 4th Edition of 2003 on curriculum development requires the Principal Commissioner to foresee, develop and implement a training syllabus that reflects the training programmes for recruits.

Therefore, the rehabilitation programmes administered to the prisoners were expected to be measurable, with clear goals, standardised assessments and regular monitoring and evaluation processes.

The audit revealed that although all prisons provide activity-based rehabilitation programmes per the Prisons Act, Prisons Regulation, and Prisons Standing Order, there was no formally designed or structured curriculum document to guide the provision of rehabilitation programmes.

Additionally, there was no evidence of the guidelines for implementing the rehabilitation programmes. This lack of an explicit curriculum with specific learning objectives made it difficult to assess and achieve the intended outcomes of the rehabilitation programmes.

Through the interviews with the head of prisons visited during the audit, it was observed that the rehabilitation role was not prioritised, as TPS viewed it as secondary to their main responsibility of keeping prisoners in custody, and the following situations evidenced this:

- a) **Absence of a formal system for providing rehabilitation programmes:** The audit found no consistent formalities in administering the rehabilitation programmes across all visited prisons. The prisoners received rehabilitation programmes, but there were no clear guidelines on how long they should last, which programmes were suitable for specific prisoners based on their needs, how to continue the programmes if a prisoner was transferred, etc.
- b) **There were inadequate resources to support the provision of rehabilitation programmes to prisoners.** This was noted during prison visits; the tools and equipment available for the prisoners' learning process were inadequate compared to the demand. Therefore, not all prisoners could benefit from the programmes.

Consequently, the audit observed that due to the absence of formally designed curriculums/guidelines for rehabilitation programmes, there was no defined timeframe for prisoners to participate in educational programmes and no explicit eligibility requirements. This was supposed to be mentioned in rehabilitation guidelines.

3.3.2 Inadequate classification and separation of Prisoners into rehabilitation programmes

According to Order 2(ix) of Prison Standing Order, 4th Edition of 2003, at the time of admission to prison, prisoners are required to be classified in terms of their gender, age, criminal record, nature of crime and necessity of their rehabilitation. The motive behind prisoner classification is to preserve prisoners' dignity as human beings and determine whether they possess particular skills to assign such prisoners to prison activity-based

rehabilitation.

The audit reviewed prisoners' admission forms from visited prisons, and it was noted that prisoners were not adequately classified and separated. This was because, in some of the visited prisons, such as Mahenge, Gereza la Wanawake Morogoro, and Idete, the classification was only limited to gender and ignored other factors such as nature of the offence, criminal record and necessity of their rehabilitation. Also, the audit found both prisoners and those on remand were placed together.

The reasons for the inadequate classification and separation of prisoners were as follows.

(a) *Inadequate infrastructures to support the classification of Prisoners*

The interviews and the physical observation of the visited prisons revealed that most of the prison's infrastructures were constructed during the colonial era. Therefore, some of the buildings were found to be old, and some were uninhabitable. After independence, TPS adopted the rehabilitation philosophy, which required the classification of prisoners. Still, the infrastructures used since then are from the colonial era, which does not support the philosophy. Inadequate infrastructures resulted in the overcrowding of prisoners in some prisons.

The audit revealed overcrowding in some prisons, which was attributed to a number of factors, including the following.

- (i) Ineffective distribution of prisoners in different prisons in the country; some prisons were observed to be overcrowded, while others were underpopulated.
- (ii) Some districts did not have prisons. As a result, prisoners were accommodated in nearby district prisons, leading to prison overcrowding.
- (iii) Prisons were holding prisoners who were awaiting migration procedures to their countries, taking up space.

Table 3.4 shows the capacity of prisons, the number of inmates, and the percentage of overcrowding in the visited prisons.

Table 3.4: Prisons' capacity of accommodating inmates

Name of Prison	Category of prison	Prison capacity	Prisoners available	% of Over/(Under) crowding
Ruanda	Central	400	972	143.00%
Mkuza	District	70	165	135.71%
Kongwa	District	120	158	31.67%
Mahenge	District	50	62	24.00%
Ukongwa	District	945	1157	22.43%
Idete	Farm	200	231	15.50%
Magu	District	134	140	4.48%
Karanga	Central	841	737	-12.37%
Tukuyu	District	80	66	-17.50%
Ubena	Farm	200	156	-22.00%
Same	District	160	112	-30.00%
Gereza wanawake la	Farm	94	62	-34.04%
Kiberege	Farm	450	213	-52.67%
Wami Vijana	Farm	255	56	-78.04%

Source: Auditors' analysis of data from visited prisons (2023)

Table 3.4 shows the overcrowding in several prisons, as observed during the audit. Of all the prisons visited, the Ruanda prison was the most overcrowded, at 143%. However, the audit noted that some prisons, such as Karanga, Ubena Zomozi, Same, Gereza la Wanawake Mkonu wa Mara, Kingolwira - Morogoro, Kiberege and Wami Vijana, were not fully occupied. The table further indicates that the district prisons were more crowded compared to the farm prisons that were visited. The TPS officials stated that overcrowding was due to the limited number of accommodation cells in prisons, which hindered adequate classification and separation of prisoners, further affecting the provision of rehabilitation programmes to prisoners.

The interviewed TPS officials further revealed that no clear guideline supports the allocation of prisoners in different prisons in the country. The allocation of prisoners from the announcement of judgment and sentence was not adequately justified.

(b) Core activities of the respective Prisons determine the classification of Prisoners

The Mandela Rule, Rule 94 requires that as soon as possible after admission and after a study of the personality of each prisoner with a sentence of suitable length, a programme of treatment shall be prepared for him or her in the light of the knowledge obtained about his or her individual needs, capacities and dispositions.

A review of the prison registration and admission forms showed that prisoners were required to indicate their specialities and the type of rehabilitation they wished to be attached to while in prison based on their skills and work experiences. The audit observed multiple activity programmes across the visited prisons, such as tailoring, livestock keeping, brick manufacturing, carpentry, handcrafting, welding, and construction, conducted as a rehabilitation method. However, from the reviewed forms, it was found that prisoners were registered and assigned to a core activity performed by the prison.

The audit further revealed that prisoners' classification depended on the core activities of the respective prisons. An example was seen at Idete, Ubena, and Kiberege prisons, where farming was the core activity, forcing 100% of prisoners to be allocated to farming activities. This is further presented in **Appendix 10** for the rest of the visited prisons.

Officials from the visited prisons of Idete, Ubena, and Kiberege further explained that prisoners were reclassified to other programmes after the farming season.

Despite the classification being determined by the core activity of respective prisons, there was no consideration and prioritisation of other programmes during the initial registration of prisoners. The audit noted that other rehabilitation activities (besides farming) could not hold all prisoners due to inadequate resources, tools, and equipment. As a result, not all the prisoners could benefit from these programmes.

The audit noted that this was caused by the prisons concentrating on production rather than providing rehabilitation to prisoners. This was due to the requirement of prisons to self-maintain and run on themselves rather

than relying on funds from the government.

Therefore, there was no consideration of the type of offences committed by the offenders, criminal records, individual needs, and capacities while allocating and classifying the prisoners for rehabilitation activities. **Appendix 10** of the report shows the allocation of prisoners into activity rehabilitation programmes of the visited prisons.

In all the visited prisons, the audit noted that more than 50% of prisoners were allocated to the core activity of the respective prisons without considering other rehabilitation programmes. As a result, prisoners did not receive the required rehabilitation programmes.

(c) Absence of Policy and Guidelines for the Classification of Prisoners

As stated in Prisons Standing Order 4th edition, 2003, the classification of prisoners was based on age, sex, nature of offence, and necessity of rehabilitation.

The audit revealed that there were no structured guidelines to guide the classification of prisoners. As a result, significant differences in how rehabilitation programmes were implemented across prisons led to failure to assess their effectiveness.

This led to prisoners viewing the programmes as punishment and failing to integrate back into society, ultimately increasing the rate of Recidivism.

i. Outdated and un-reviewed curriculum for training prison officers

During the interviews with the TPS officials, it was revealed that there were two prison colleges in the country, one in Kiwira, Mbeya and the other in Ukonga, Dar es Salaam. The former was designed to train entry-level officers, while the latter trained prison officers.

A scrutiny of the curriculum that is currently used to train entry-level prison officers revealed that it did not offer adequate training on rehabilitating prisoners. The courses offered were mainly based on administration, tenacity training, health issues, laws and regulations governing prisons, and

social welfare studies, with less consideration given to prisoner rehabilitation processes.

The audit further interviewed prison officials who informed that TPS had made initiatives by collaborating with the Social Welfare and Vocational Education and Training Authority (VETA) to review and update the curriculum.

A review of Kiwira's Prison Rehabilitation Training Programme and Officers' Training Curriculum revealed that the six-month timeframe for training entry-level prison officers was limited to allow them to provide rehabilitation science effectively. Although TPS made initiatives in 2020 by establishing the Tanzania Correctional Training Academy (TCTA) in Ukonga Prison, Dar es Salaam for the purpose of training prison staff in rehabilitation science, it was noted that only a small number of prison staff were enrolled on such training. Out of 13,886 prison staff, only 317 got such training, leaving 13,569 staff without access to the training.

Consequently, prison officers lack the proper skills to provide effective rehabilitation services to prisoners. This hindered the successful reintegration of inmates into society and increased the likelihood of reoffending. The limited number of trained prison officers may lead to insufficient expertise in designing and implementing rehabilitation programmes.

3.3.3 Inadequate designing of education and psychological programmes for Prisoners

According to Order 2(vi) of the Prison Standing Order of 2003, all prisoners shall have the right to participate in cultural activities and educational programmes to rehabilitate and fully develop their human personality.

Therefore, Tanzania Prisons Service (TPS) developed education and psychological programmes to equip prisoners with education/knowledge and provide psychological services to assist in their rehabilitation and successful re-integration into the community to reduce the reoffending rate¹³.

¹³ Standing Order 4th Edition of 2003 (PSO) 331-334

However, a review of these programmes indicated that the education and psychological programmes were not adequately designed to facilitate the implementation of rehabilitation programmes due to the following shortcomings.

i. Targeted number of Prisoners to be enrolled in education programmes not attained

The audit found that only 3 out of 129 prisons, namely Ruanda (located in Mbeya), Kingolwira Prison Farm (KPF) and Wami-Vijana (both located in Morogoro), provided formal education and vocational training, which accounts for 2.32% of the country.

From the sampled 15 prisons, the audit noted that only two provided formal education and vocational training: Wami-Vijana and Ruanda prisons in Morogoro and Mbeya, respectively.

The Wami-Vijana prisons in the Morogoro region offer vocational and primary education to prisoners. At the same time, Ruanda VTC is a Technical College where prisoners and prison officers are trained in different technical trades like plumbing, construction, electrical works, handcrafts, farming activities, livestock keeping, and soap making.

Despite the existence of these colleges, the number of prisoners enrolled on these programmes was not sufficient.

For instance, a review of the approved budget for the financial year 2019/20 to 2022/23 from TPS noted that a total of TZS 216,228,000/= was issued to facilitate training in trade test programmes to 225 prisoners and 376 prison officers at Ruanda College. Despite the budgeted amount, only 106 out of 300 targeted prisoners were enrolled on training programmes. **Table 3.5** presents a comparison of the target number of enrolled prisoners with the actual enrolments.

Table 3.5: Target and actual enrolments at Ruanda VTC Prisons

Year	Enrolment target	Actual enrolment	% of enrolment
2019	75	0	0
2020	75	0	0
2021	75	31	41
2022	75	41	55
2023	75	34	45
Total	375	106	28

Source: Analysis of the approved budget, Annual Action Plan and Progress Report for the financial year 2019/20 to 2022/23

Table 3.5 indicates the percentage of prisoners enrolled in Ruanda VTC training programmes. The table shows that the enrolment of prisoners was lower than the set target in all five calendar years. The enrolment rate among prisoners ranged from 41% to 55%, less than the set target.

Due to this low enrolment rate, prisoners missed opportunities to benefit from technical skills provided by the college. This ultimately defeats the purpose of creating a smooth path for prisoners to reintegrate into the community and increases the likelihood of reoffending.

From the interviews with the TPS officials, it was noted that one of the reasons for the low enrolment of prisoners in Ruanda VTC was that the prisons focused on rehabilitation programmes, which were more of a production activity rather than education and psychological rehabilitation programmes. This means many prisoners were used as a labour force for prison production.

Upon further inquiry into this practice, it was explained that the former president, the late John Pombe Joseph Magufuli, had issued a manifesto requiring the prison service to become self-sufficient in areas such as feeding prisoners and maintaining the prisons, which is the main reason for using prisoners for production. However, upon inquiry into the evidence of the said manifesto, TPS could not provide it; hence, auditors could not verify this reason.

Another reason mentioned by the TPS officials regarding the low enrolment of prisoners in education and psychological rehabilitation programmes was the insufficient budget to fund the prisoners' education, as shown in **Table 3.6** below.

Table 3.6: Allocated budget for prisoners' training at Ruanda VTC

Financial year	Budgeted amount (TZS)	Disbursed amount (TZS)	% of disbursement
2019/20	34,828,000	34,828,000	100
2020/21	83,520,000	83,520,000	100
2021/22	32,740,000	32,740,000	100
2022/23	65,140,000	65,140,000	100
TOTAL	216,228,000	216,228,000	100

Source: Auditors' analysis of data from Finance and Planning Division (Training) (2023)

Table 3.6 shows the budget against the disbursed amount at Ruanda VTC. The table also indicates that the Ruanda VTC has been allocated 100% of the budget requested to facilitate the provision of the programmes it offers.

ii. Established formal and technical education were noted to have some challenges

The audit noted that the designed education and psychological programmes for prisoner rehabilitation had several weaknesses, as further detailed below.

- a) ***Absence of a system allows continuous education for prisoners who have completed primary school.*** Through the interview with the head of the Wami-Vijana prison, it was revealed that there was no provision for prisoners (students) at Wami-Vijana Prison who completed primary education to continue with further education despite the presence of several secondary schools owned by the Tanzania Prisons Service, such as Bwawani Secondary School that is located close to the prison. The school was accommodating students from the community and not prisoners.

It was noted that the failure of the prisoners who graduated at the primary level to proceed with the next education level was attributed to the absence of a developed mechanism to link the graduated prisoners with the institutions that provide secondary and college education.

It was explained that students who completed primary education were still categorised as prisoners and required to serve their sentences, so they were not allowed to pursue secondary education

outside of the prison. Furthermore, the Wami-Vijana prison did not provide secondary education.

- b) ***Gender disparities in prison education:*** The audit revealed that the Wami-Vijana prison was the only prison designed to offer formal primary education to prisoners. However, the prison was established to accommodate only male prisoners under 21 years, hence leaving the female prisoners unattended. It was further noted that female prisoners were housed in the other existing prisons where no formal primary education was provided.
- c) ***Limitation in required textbooks to support theoretical learning:*** Interviews with TPS officials revealed that textbooks needed to allow theoretical aspects of studying and teaching for teachers and students were not sufficiently available because of insufficient budgetary allocations for educational resources.
- d) ***Absence of a functional workshop:*** The audit further found that the Wami-Vijana prison was well equipped with tools and equipment for providing technical and vocational education. However, as seen in **Photo 3.1** below, no functioning workshop was available.

Photo 3.1: Workshop and equipment at Wami-Vijana prison



The incomplete workshop was not in use, limiting the provision of technical and vocational education despite having ample tools and equipment. Additionally, there was no electricity to power the machines, which created a high risk of them deteriorating due to prolonged disuse.

The consequences of limitations in providing formal and technical education include deterioration of tools and equipment used in providing vocational education to prisoners and prisoners missing their right to self-education developments. This results in an increasing rate of illiteracy and inadequate implementation of rehabilitation programmes, which consequently leads to prisoners' failure to integrate into the community and an increasing rate of convicted offenders being convicted again for another crime.

3.4 Inadequate Implementation of Rehabilitation Programmes

According to Order 404 of Prisons Standing Order, 4th Edition of 2003, the sentence imposed by the courts must be executed. Nevertheless, a prison sentence should be regarded as a course of disciplined training to reform the offender and bring about social rehabilitation.

However, the audit noted gaps in the training of prison officers, execution of activity-based rehabilitation programmes, reward of prisoners involved in activity-based rehabilitation programmes and inspection done to ascertain rehabilitation. These are further elaborated below.

3.4.1 Inadequate conduct of training for Prison Officers to facilitate the implementation of rehabilitation programmes

Order 99 of Prisons Standing Order, 4th Edition of 2003 requires that together with other training for TPS recruits, TPS needs to arrange its basic training programme such that recruits are trained in learning fields focusing on rehabilitation as an integral part of the criminal justice system.

The training aimed to ensure that TPS officers were equipped to rehabilitate offenders effectively and that prisoners were dealt with fairly, openly, and humanely.

The audit noted that there are two prison colleges in the country, namely Kiwira College in Mbeya and Tanzania Correctional Training Academy (TCTA) in Ukonga, Dar es Salaam. The former was designed to train entry-level officers, while the latter trained prison officers for promotion and correctional science courses.

Since Kiwira was established to train entry-level prison officers, all officers were trained when they were recruited for the Tanzania Prisons Service.

However, the audit noted the following performance gaps regarding the provision of rehabilitation training to prison officers.

a) The Curriculum for training entry-level Prison Officers does not adequately cover rehabilitation programmes

During the review of the curriculum used to train entry-level prison officers, it was revealed that the curriculum does not cover the provision of rehabilitation programmes. Instead, it focuses on providing the necessary knowledge to the officers, such as parade, health, administration duties, ethical conduct, and safety in prisons, as shown in **Table 3.7**.

Table 3.7: Contents of prison curriculum for entry-level Prison Officers

Module	Issues Covered
General Studies	Constitution, democracy, globalization, cybercrime, organ of state, etc
Drilling	Arm drilling, foot drilling, weapon training, self-defence, field craft, etc
Health Education	First aid, accident, diseases, etc
Prison Administration	Prison inspection, escape of prisoners, prison security, prisoners' classification, and transport of prisoners.
Community Service	Human rights and criminology

Source: Auditors' analysis of the curriculum for entry-level prison officers

Table 3.7 shows the curriculum content for entry-level prison officers. The audit noted that the curriculum designed for entry-level prison officers encompassed various topics beyond rehabilitation, which is the primary focus of the TPS. These included psychological issues, handling of special needs and vulnerable groups, communication, and interpersonal skills¹⁴.

The interviews with TPS's training officials noted that prisoners' rehabilitation programmes were not included in entry-level officers' curricula due to a lack of periodic curriculum review to ensure that the curriculum reflects the core function of TPS.

The omission of rehabilitation issues from the curriculum for entry-level officers posed the risk of recruiting individuals who might unfairly handle prisoners, thereby reducing the likelihood of effectively conducting rehabilitation for prisoners. This, in turn, could discourage prisoners from addressing their offending behaviour and seeking to make amends for their crimes.

b) Limited enrolment of Prison Officers to basic technician certificate in correctional science and ordinary diploma in correctional science programmes at TCTA

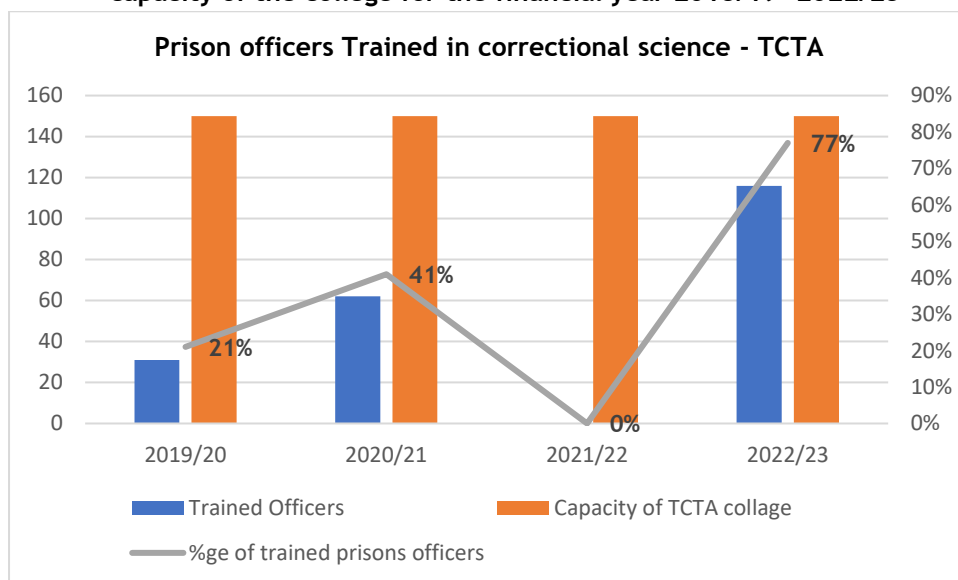
TPS made an initiative by establishing the Tanzania Correctional Training Academy (TCTA) in 2015 at Ukonga, Dar es Salaam, to train prison staff in sic Technician Certificate in Correctional Science (BTCCS) and Ordinary Diploma in Correctional Science (ODCS).

¹⁴ https://www.unodc.org/documents/centralasia/PrisonReform/training_curriculum-en.pdf accessed on 20/12/2023

The audit team noted that the training programmes were categorised into three levels: NTA LEVEL 4, NTA LEVEL 5 and NTA LEVEL 6. It was noted that the college started enrolment in 2018 and can register 150 students per year.

Despite the initiatives made, the number of prison officers trained in correctional science from TCTA for the financial year 2019/20 to 2022/23 was very small, as shown in Figure 3.3.

Figure 3.3: The percentage of prison officers trained at TCTA against the capacity of the college for the financial year 2018/19 -2022/23



Source: Auditors' analysis from officers' enrolment records at Tanzania Correctional Training Academy (2023)

Figure 3.3 reveals that for five years, the percentage of prison officers who received training in correctional science did not exceed 50% of the college's capacity, except in 2023, when the percentage of enrolled officers was 77%. It further indicates that the prison officers who attended the Basic Technician Certificate in Correctional Science and Ordinary Diploma in Correctional Science at TCTA ranged from 21% to 77% for the financial year 2019/20 to 2022/23.

This implies that a significant number of prison officers did not get access to correctional programmes to improve their knowledge and skills to perform rehabilitation programmes.

As a result, there was an insufficient number of prison officers equipped with knowledge of rehabilitation programmes. For instance, in the visited prisons, the number of prison officers who attended the correctional science education was low compared to the number of available prison officers, as shown in **Table 3.8**.

Table 3.8: Prison Officers who attended correctional science education in the visited prisons

Prison	Category of prison	Total number of prison officers available	Prison officers who attended TCTA	% of prison officers received correctional training
Mahenge	District	57	0	0
Ubena	Farm	92	0	0
Kongwa	Farm	82	0	0
Same	District	64	0	0
Karanga	Central	267	0	0
Kiberege	Farm	87	1	1
Gereza Wanawake -Morogoro	Farm	53	1	2
Wami-Vijana	Farm	87	2	2
Magu	District	62	1	2
Idete	Farm	63	2	3
Mkuza	District	149	5	3
Tukuyu	District	55	01	2
Ruanda	District	239	03	1
Kilosa	District	58	0	0
Ukongga	District	459	12	3

Source: Auditors' analysis from data collected in the visited prisons (2023)

Table 3.8 shows that less than 5% of the prison officers in the visited prisons have received rehabilitation training at TCTA. The percentage of prison officers trained in rehabilitation programmes at TCTA ranged from zero to three per cent. The table further indicated that none of the prison officers working at Mahenge, Ubena, or Kongwa prisons had attended a correctional programme at TCTA. Ukongga was observed to have the highest number of prison officers who attended the training, which was 12 officers.

Below are some of the mentioned reasons for the limited number of prison officers attending this course.

- i. **Self-funding by prison officers:** During the interview with the officers in charge of TCTA College, it was noted that the correctional science course provided by the TCTA was important. However, the prison officers are required to pay for their own expenses. This hindered the flux of officers from registering for this course.
- ii. **The absence of prison officers' motivation to enrol in a rehabilitation education programme: Interviews** with the prison officers revealed a prevailing lack of interest in attending rehabilitation education programmes. Some interviewed officers did not perceive the importance of incorporating correctional science into their skill set. Their perspective stemmed from the belief that the knowledge acquired during the entry-level course at Kiwira College and subsequent promotional courses adequately equipped them with relevant skills to fulfil their duties.
- iii. **Unmet admission requirements:** The review of the enrolment and admission register revealed that a significant number of prison officers applied for the course, but they failed to meet admission requirements. The requirement for the enrolment was NTA Level 4, which required possession of at least four passes excluding religious subjects in the Certificate of Secondary Education Examination (CSEE) to pre-qualify for the National Council for Technical Education (NACTVET). This criterion failed to accommodate many prison officers recruited. A summary of the enrolled and rejected applications is presented in **Table 3.9**.

Table 3.9: Unmet admission requirements by Prisons' Officers for enrolment in TCTA College from 2018 to 2023

Year of application	Total number of applicants	No. of rejected applicants	Rejected applicants (%)
2019	33	2	6
2020	0	0	0
2021	79	5	6
2022	117	2	2
2023	22	0	0
The average percentage of rejected applicants			7

Source: Auditors' analysis of application data provided by TCTA (2023)

Table 3.9 compares the applications received by the TCTA with the rejected applications. The average percentage of the rejected percentage was 3%. The highest number of rejected applications was 5, noted in 2018.

3.4.2 Inadequate execution of activity-based rehabilitation programmes

Section 61 of the Prison Act of 1967 [R.E 2002] required prisoners to be employed, trained, and treated as directed by the Commissioner. Prisoners must perform tasks assigned by the officer-in-charge or any other prison officer. Order 404 of the Prison Standing Orders, 4th Edition of 2003, mandates that useful physical work be arranged for prisoners. This helps them appreciate participation, learn practical skills, and substitute criminal activities.

As shown in Section 3.2 of this report, there was an average yearly increase of 1.5% in recidivism rates since 2019. The increasing rate suggested that more individuals who had previously been involved in criminal activities were returning to commit offences again, which indicated a failure of the released prisoners to substitute criminal activities with the knowledge and skills obtained from physical work during their time in prison.

This indicated weaknesses in implementing rehabilitation programmes, which included agricultural activities, construction works, animal keeping, and environmental conservation. This was evidenced by the fact that the activity-based rehabilitation programmes were implemented to increase production for TPS rather than to rehabilitate prisoners.

The inadequate implementation of rehabilitation programmes was attributed to the following reasons.

a) Limited Number of TPS Officers with correctional expertises to manage Prisoners' rehabilitation programme

The auditors visited various rehabilitation activities in Ukonga, Mkuza, Ukena, Kongwa, Mahenge, and Kiberege, which included poultry farming, vegetable cultivation, furniture making, block production, welding, and animal keeping. The observation revealed that these activities were overseen by officers who lacked formal education in correctional science and relied solely on basic training obtained at Kiwira College.

As discussed in **Section 3.4.1 (b)** of this report, this was mainly attributed to the very low number of prison officers trained in correctional science education, as shown in **Table 3.8**.

It was only at Idete prison that the auditors found a prison officer managing one of the correctional programmes with a background in correctional science education.

This raised concerns about the potential risk in the treatment of prisoners, particularly in terms of employing psychological tactics to enhance effective rehabilitation through these physical activities.

b) Shortage of industrial equipment for effective operation of rehabilitation programmes

Order 404 of the Prison Standing Order, 4th Edition of 2003, requires TPS's work projects to be directed to productive activities and skills development to provide for the prisoner's own needs, such as food production, clothing and equipment manufacturing, and prison accommodation building.

A review of the register of tools, equipment, and materials used for rehabilitation programmes revealed that they were inadequate as stipulated. During the audit, it was found that the extent of tools and equipment needed to support the rehabilitation process could not be assessed as there was no formal development of needs for rehabilitation programmes provided in the visited prisons. Lack of information resulted in the failure of prisons to determine the necessary resources required for effective rehabilitation programmes.

The audit assessed the impact of a shortage of training materials, and it was observed that prisoners had to wait for a long time to be enrolled in the rehabilitation programmes. They were also either reluctant to participate or lacked motivation to do so.

It was noted that the shortage of training materials was attributed to the fact that some of the income generated was allocated to other expenses, such as covering fuel costs for transporting those on remand to court, paying prison electricity bills, and buying food for those on remand.

c) Frequent transfer of prisoners

Prison Standing Order, 4th Edition of 2003, Order 664 states that, when possible, prisoners employed in industries should be those who can benefit the most from training based on the length of their sentence. Additionally, according to rule 98 of the Mandela Rules for the Treatment of Prisoners of

the year 2015, the work provided to prisoners should aim to maintain or improve their ability to earn an honest living after being released.

During the audit, it was observed that prisoners who were enrolled in different industrial activities were sometimes transferred to other prisons without considering their previous rehabilitation programmes. Consequently, the prisoners failed to acquire the necessary skills due to the short duration of their engagement in the programme.

Frequent transfer of prisoners can be attributed to several reasons, including the absence of a structured programme document or guideline that specifies the appropriate time for engaging long-term and short-term sentenced prisoners in a particular rehabilitation programme.

d) Lack of programme implementation guidelines and policy

Rehabilitation programmes based on activity were implemented under the general principles outlined in the Prison Act, Prison Regulations, and Prisons Standing Order. The study further noted that non-custodial rehabilitation programmes such as parole, extramural penal, and community services have specific guidelines.

The audit noted that prison activity-based rehabilitation programmes were provided without the programme documents/guidelines. The guidelines were intended to assist TPS in effectively implementing the rehabilitation programmes.

As a result of the absence of clear guidelines and structured programmes, there was no defined timeframe required to accommodate prisoners in a programme to ensure the effective imparting of knowledge. The lack of guidelines has accelerated variations in implementing rehabilitation programmes in prisons. The TPS officials mentioned that unclear guidelines and structured programmes resulted in the absence of clear requirements for prisoners to qualify for and participate in programmes, which also made prisoners feel like the programme activities were a punishment.

3.4.3 Absence of a reward system for prisoners participating in activity-based rehabilitation programmes

Section 67 of the Prison Act of 1967 [Cap. 58 R.E 2002], as amended, required TPS to reward gratuity to prisoners for activities they have implemented during their time in prison. Similarly, the Prisons Standing

Order, 4th Edition of 2003, recognises incentives given to prisoners as a reward for their involvement in rehabilitation activities.

The Audit noted that TPS does not provide prisoners any earning or incentive schemes. The audit further discovered that no monthly payment was made to prisoners as part of the earning scheme programme. None of the visited prisons had recorded proof of earning schemes being offered, which was contrary to the Prisons' Standing Order.

For instance, the audit observed prisoners being involved in block-making industries at Ubena, Kongwa, Idete and Kiberege, yet the prisoners did not receive any incentive from this rehabilitation work even though some of these industries were owned by *Shirika la Magereza (SHIMA)*” which is a profit-making organisation under TPS.

The audit found that the absence of a rewards system was caused by the prisons' lack of earning and incentive scheme registers as required by the Prisons' Standing Order.

The absence of a reward system limits the possibility of the prisoners acquiring resources while they are in prison so that when they are discharged from prison, such resources can help facilitate their reintegration into the community.

3.4.4 Absence of inspection on the implemented rehabilitation programmes

Rule 83 of the UN Standard Minimum Rules for Treatment of Prisoners requires two prison monitoring systems: internal monitoring by the central prison administration and external monitoring by an independent body.

Internally, TPS was responsible for conducting inspections to ensure that prisons were managed according to existing laws, regulations, policies, and procedures, with the objective of protecting prisoners' rights and penal and corrections services.

A review of the TPS organisation structure showed that TPS had a prison inspection and compliance section responsible for monitoring the implementation of planned activities by ensuring that prisons comply with laws and regulations via regular inspections.

The audit noted that TPS conducted inspections of prisons, but the conducted inspection did not include an assessment of the rehabilitation

programmes. Furthermore, the inspections were conducted on an ad-hoc basis and focused on issues relating to security in prison, reported misconduct by prison officers or prisoners, and any other reported allegations.

The lack of developed guiding tools for effective inspection and monitoring of the rehabilitation programmes mainly caused the failure to inspect rehabilitation programmes. This would give TPS the basis of how, when and what to inspect in the implemented programmes.

Lack of inspection activities to implement rehabilitation programmes hinders the possibility of improvement to rehabilitation programmes; hence, the intended goal is not met.

3.5 Inadequate Implementation of Reintegration Programme For Prisoners

According to Order 2 of the Prison Standing Orders, 2003, TPS was required to create conditions to enable prisoners to undergo meaningful rehabilitation, facilitate their reintegration into society and permit them to contribute to their development and that of their families.

Also, Section 86 of the United Nations Office of Drugs and Crimes' Roadmap for the Development of Prison-based Rehabilitation Programmes stipulated that it is also important for prisons to strengthen links with local stakeholders within the community, which may be able to offer employment opportunities directly or assist offenders in reintegrating into the community to enable prisoners to use any vocational training they have received to obtain suitable work.

However, the audit noted several weaknesses in the performance of the existing reintegration programmes, as highlighted below.

3.5.1 Absence of formally designed programmes to integrate the soon-to-be discharged prisoners

Rule 41 of the United Nations Standard Minimum Rules for the Treatment of Prisoners (the Nelson Mandela Rules) of the year 2015 revealed that a sentence of imprisonment primarily protects society against crime and reduces recidivism. To achieve these goals, the period of imprisonment must be utilised to facilitate the reintegration of individuals back into

society upon their release. This enables them to lead a life that is both law-abiding and self-sustaining.

During the audit, it was noted that prisoners were allocated to various rehabilitation activities such as agriculture, animal keeping, construction, small industry activities, and handcrafting after being admitted to prisons. These activities aimed to enable the prisoners to acquire knowledge that would enable them to cover living costs in the community without reoffending after being released from prison.

However, the audit noted that the implemented rehabilitation activities were more of production activities, which lacked the reintegration skills to facilitate prisoners' reintegration into the community.

It was further noted that, despite the knowledge acquired while participating in such type of rehabilitation programmes, there were no formally designed programmes in place to prepare prisoners nearing their release to integrate back into the community and overcome the challenges they are likely to face after their release. This is because prisoners were accommodated in production activities until they were discharged without getting room to learn how to smooth their reintegration into the community.

The lack of a designed formal reintegration programme for prisoners was due to the absence of a defined rehabilitation cycle. This meant there were no elaborated stages for prisoners to pass through from the time they were admitted to prison until their release. This was noted to be highly caused by the absence of a well-designed rehabilitation programme, as indicated in **Section 3.3** of this report.

As a result, discharged prisoners were not adequately prepared to reintegrate into the community after their release. The lack of preparation made it difficult for them to access various services and support in the community, which resulted in an increased recidivism rate, as explained in **Section 3.2** of this report.

3.5.2 Inadequate implementation of programmes for reintegrating prisoners into the community

The audit noted the presence of the parole and community service programme under the Section of Parole at TPS and Community Service at MoHA, respectively. This programme was purposely formulated to facilitate the reintegration of prisoners discharged under the parole and community service programmes.

Under the parole programme, consultation was made with the offender's community and relatives to ensure they were ready to receive the offender and help them to integrate with the community. Similarly, under the community programme, discharged prisoners were linked with community officers when they were back in the community. Furthermore, the community officers monitored and conducted counselling services to the released prisoners under the programme to ensure they were adequately reintegrated.

Inadequate implementation of reintegration programmes for prisoners was attributed to the lack of a designed reintegration programme for the prisoners who completed their sentences in prisons that would describe the mechanism of reintegration, responsible parties and the key stakeholders. This posed a risk for the prisoners discharged after completing their sentences to encounter resistance from their communities while struggling to reintegrate with such communities.

3.5.3 Absence of aftercare services to prisoners who complete their sentence to facilitate their re-integration into the community

According to Rule 90 of the United Nations Standard Minimum Rules for the Treatment of Prisoners (the Nelson Mandela Rules) of the year 2015, the duty of society does not end with a prisoner's release. Therefore, governmental or private agencies should be capable of lending the released prisoners efficient aftercare to lessen prejudice against them and their social rehabilitation.

The interview with prison officers in the visited prisons noted that the relationship between a prisoner and TPS ends when the prisoner completes his/her sentence. They further indicated that no after-care services were offered to prisoners who completed their sentences in prison to enable them to overcome the challenges encountered when returning to the community.

A review of the MoHA Organisation Structure indicated that the Ministry has an aftercare services section to facilitate the re-integrative service of offenders into the community. The MoHA officials further indicated that the section has the necessary collaborative arrangements with the community to ensure the delivery of prescribed aftercare services and supervision. However, the audit noted that the section was mainly established to facilitate aftercare services for prisoners sentenced under the community service programme and probation programme but not for prisoners who completed their sentences in prison.

A lack of guidelines for implementing aftercare services resulted in the absence of aftercare services for prisoners who completed their sentences.

The lack of aftercare for released prisoners reduces their possibility of reintegrating into the community as they may lack social and economic support. This posed a risk of reoffending when they encountered resistance from the community in acquiring basic needs such as accommodation and meals.

3.5.4 Limited resources and support to discharged prisoners for smooth re-integration into the community

Rule 87 of the United Nations Standard Minimum Rules for the Treatment of Prisoners requires TPS to ensure that, before the completion of the sentence, the necessary steps are taken to ensure the prisoner's gradual return to life in society. Depending on the case, this aim may be achieved by a pre-release regime organised in the same prison or another appropriate institution or by release on trial under some supervision, which must not be entrusted to the prison but should be combined with effective social aid.

During the audit, it was noted that despite the knowledge imparted to prisoners through rehabilitation programmes, discharged prisoners encountered challenges presenting/using the acquired knowledge to the community due to a lack of start-up capital and formal recognition of the knowledge and skills acquired from prison.

It was noted that the Prison Standing Order, 4th Edition of 2003 recognised financial incentives as one of the resources that would enable prisoners to acquire a start-up capital after release. However, it was noted that TPS did not prioritise the stated incentives. It was further noted that the schemes

for the incentives were not developed, as explained in **Section 3.4.3** of this report.

The absence of developed schemes indicates a significant gap in the practical implementation and prioritisation of these incentives within the TPS framework.

Furthermore, the audit noted that in 2022/23, TPS initiated a proposal to cooperate with NACTE in assessing and examining the prisoners trained in different activities so that they could be awarded certificates that would enable their knowledge and skills to be recognised in the community. This, in turn, was expected to increase prisoners' employment possibilities. However, the proposal was paused while waiting for TPS to acquire funds to implement it.

Limited resources and support to the discharged prisoners were attributed to non-consideration of prisoners' incentives in the TPS plan, which lowered the possibility of released prisoners to self-employ or find employment in the community.

3.5.5 Lack of psycho-social preparation for discharged prisoners to facilitate their reintegration into the community

According to Chapter 65 of the United Nations Office of Drugs and Crimes Roadmap for the Development of Prison-based Rehabilitation Programmes, it is important to recognise that prisoners may experience psychological problems after release, which can make it challenging for them to apply knowledge and labour skills acquired in prison. Prisons should, therefore, arrange for psychological assistance on re-entry alongside education, training, and work.

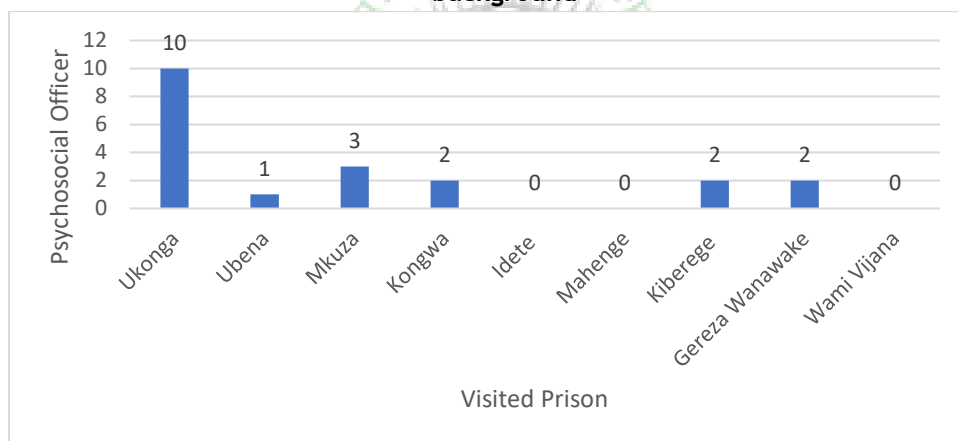
During the visits to the sampled prisons, it was revealed that prisoners were involved in production activities such as agriculture, animal keeping, infrastructure development, environmental conservation, and small-scale industrial works until their discharge. There were no formal social-physiological programmes prepared for the soon-to-be discharged prisoners to prepare them to reintegrate into the community.

During the interviews with TPS officials, it was revealed that the lack of psycho-social preparation for discharged prisoners was because TPS did not

have a formally designed programme for social-physiological education. The audit revealed that TPS relied on social-physiological assistance from external stakeholders such as religious institutions, NGOs, and other government and non-governmental institutions. The audit further revealed that social-physiological assistance from external stakeholders such as religious institutions, NGOs, and other government and non-governmental institutions was insufficient to facilitate prisoners' reintegration. It mainly relied on spiritual conversions and assisting inmates to accept that they were prisoners.

The audit further noted a shortage of prison officers with psychosocial backgrounds in the visited regional, district and farm prisons, which contributed to the lack of psycho-social preparation for discharged prisoners. **Figure 3.3** shows the number of prison officers with psychosocial backgrounds in the visited prisons.

Figure 3.4: Number of available prison officers with a social and psychosocial background



Source: Auditors' analysis of prison staff records collected from visited Prisons

Figure 3.4 shows that 3 out of 15 visited prisons, equivalent to 33%, did not have prison officers with psychosocial backgrounds. The other six prisons had officers with psychosocial backgrounds; the maximum number was noted in Ukonga (10), and the minimum number was noted in Ubena (1).

As a result of the lack of prison staff with psychosocial backgrounds, the implementation of psychosocial education was difficult. Furthermore, the audit noted that some prisons had officers with psychosocial backgrounds,

but such officers were assigned other administrative functions instead of providing psychosocial education to prisoners. This was noted in Ukonga, Mkunza, Kongwa, Kiberege, Geraza la Wanawake-Morogoro, Wami-Vijana and Ubena prisons. Due to the absence of psychosocial education, prisoners experience psychological problems after being released, which in turn causes an increase in the rate of reoffending.

3.6 Ineffective Monitoring and Coordination of Rehabilitation Programmes by MoHA

According to para 4.2 of its Strategic Plan for the year 2021/2022 - 2025/2026, MoHA committed that, for proper tracking of the performance of all its departments, including TPS, monitoring and evaluation will be conducted regularly, and performance reports will be produced quarterly, semi-annually, and annually.

Furthermore, the Ministry's risk register (2022/2023) has identified and labelled rehabilitation programmes and services for custodial and non-custodial prisoners as high-risk activities, encouraging MoHA to monitor them closely.

Despite MoHA's risk register and the monitoring and evaluation framework stipulating the need to improve the rehabilitation program and custodial services for inmates by strengthening monitoring activities, the audit noted that the Ministry did not monitor rehabilitation programmes implemented by TPS.

A review of MoHA's annual action plan noted that the Ministry planned to conduct monitoring and evaluation of 20 programmes in each of the financial years 2019/20 and 2020/21, 10 programmes in the financial year 2021/22, and 25 programmes in the financial year 2022/23.

However, the annual performance report revealed that the planned monitoring was conducted on the development projects implemented under the MoHA, not the prisoners' rehabilitation programmes.

A review of the monitoring plan, annual performance reports, and interviews with officials from the Ministry revealed that the failure to monitor and evaluate rehabilitation programmes for prisoners was attributed to the following factors.

3.6.1 Absence of key performance indicators for effective monitoring of rehabilitation programmes in prisons

In their 2021/22-2025/26 Strategic Plan, the Ministry of Home Affairs committed that, for proper performance tracking, monitoring and evaluation will be conducted regularly, and performance reports will be produced quarterly, semi-annually, and annually.

Key performance indicators were developed to support this activity. The audit noted that MoHA had a checklist of the M&E Department used to measure the performance of all institutions reporting to the Ministry. However, the review of the checklist revealed that it did not include indicators that would facilitate measuring the performance of TPS in managing rehabilitation programmes.

The audit observed that the rehabilitation aspects were not included in key performance indicators due to the following reasons.

- a) Lack of clarity in monitoring goals and outcomes by the respective directorate;
- b) Inadequate development and implementation of a robust system for monitoring and evaluating rehabilitation initiatives; and
- c) Inadequate coordination between TPS (the programme implementers) and the Ministry of Home Affairs (monitoring authorities) on the most relevant KPIs for assessing rehabilitation efforts.

The absence of key performance indicators to assess the rehabilitation programmes made it difficult to hold responsible parties accountable for the success or shortcomings of rehabilitation programmes. Consequently, the failure of the Ministry to measure the impact and success of rehabilitation programmes makes it difficult to determine their effectiveness.

3.6.2 Ineffectiveness of the monitoring tools to assess the performance of rehabilitation programmes implemented in prison

It was expected that for the effective M&E to be conducted by the directorate, the Ministry should develop effective monitoring tools to facilitate the implemented rehabilitation programmes by TPS.

As indicated in **Section 3.6.1** above, MoHA used a checklist as a tool to guide the conduct of monitoring and evaluation activities. However, a review of the checklist indicated that it was designed to monitor development projects overseen and implemented by the Ministry and not the programmes such as rehabilitation implemented by the TPS.

Furthermore, the audit noted that MoHA lacked a well-defined annual monitoring plan that would effectively assess all programmes under its area of jurisdiction. The plan was expected to describe the monitoring methodologies, protocols, and outcome measures across different programmes for rehabilitating prisoners. Due to the absence of a monitoring plan, the Ministry lacked clarity regarding the specific objectives and goals of the rehabilitation programmes.

Furthermore, during the interview with M&E officials, it was noted that there was no defined reporting mechanism to capture information from TPS regarding the implementation of prisoners' rehabilitation.

TPS only provided rehabilitation programme information to MoHA when required, based on TPS projects. However, MoHA did not receive real-time information on implementing rehabilitation programmes due to the lack of a defined reporting mechanism. This hindered their ability to assess and evaluate the effectiveness of the programmes, which in turn impacted the ability to reduce the reoffending rate in the country.

3.6.3 Absence of corrective measures from MoHA regarding the rehabilitation programmes

The best practice implies that M&E is a vital tool for continuous improvement. M&E allows organisations to learn from past experiences and adjust for ongoing and future programmes.

However, the audit found that MoHA was not engaged in the monitoring and evaluation (M&E) of TPS rehabilitation programmes. Therefore, the Ministry provided no corrective measures regarding the rehabilitation programmes.

The absence of accountability for the implemented rehabilitation programmes means the failure to hold the responsible parties accountable for implementing rehabilitation programmes.

The absence of M&E deprived the Ministry of valuable insights into the positive or negative effects of the programmes. The Ministry did not have access to the necessary data to make informed decisions about improving and optimising rehabilitation initiatives.

Consequently, persistent shortcomings impacted the programmes' overall effectiveness, such as the absence of prison policy, old prison laws used, and the absence of well-designed programmes to positively impact the prisoners and reduce the re-offending rate.



CHAPTER FOUR

AUDIT CONCLUSIONS

4.1 Introduction

This chapter provides the conclusions of the audit based on the audit objectives and findings presented in this report. The conclusions are categorised into two main parts: general and specific audit conclusions.

4.2 General Conclusion

Auditors acknowledge the efforts made by the Ministry of Home Affairs (MoHA) and Tanzania Prisons Service (TPS) towards managing and providing effective rehabilitation programmes to prisoners. The efforts include establishing rehabilitation and reintegration courses for prisoners at TCTA and establishing small-scale industries in prisons to impart knowledge to convicted prisoners.

However, more interventions are still needed to improve the provision of rehabilitation programmes. This is because the audit findings indicate ineffective implementation of Rehabilitation programmes to prisoners by TPS, which is attributed to a high rate of re-offending, which increased by an average of 1.5% yearly from 2019/20 to 2023/2024. The statistical data implies that the rehabilitation programmes implemented by TPS do not assist TPS in reducing the rate of re-offending within the country.

The rehabilitation programmes are designed to address the underlying factors that lead individuals to commit crimes, such as lack of education, lack of job opportunities, substance abuse issues, and psychological problems. On the contrary, TPS' rehabilitation/correctional programmes do not facilitate the released prisoners' reintegration into the community.

As indicated in the audit findings, inadequate design and implementation of rehabilitation programmes were the main causes of the increased re-offending cases in the country.

4.3 Specific Audit Conclusions

4.3.1 Inadequate design of the rehabilitation programmes for prisoners

The audit concluded that the correctional programmes designed by TPS were inadequate as they did not assist the released prisoners in reintegrating into the community. Instead, the released prisoners re-offend and consequently contribute to the increase in the rate of re-offenders. The prison lacks formal guidelines for implementing rehabilitation programmes, and its curriculum for training prison officers and prisoners is outdated. Additionally, the classification of prisoners follows a colonial routine, and infrastructures to support the classification of prisoners are not adequate, which makes it difficult for the TPS to administer and register them for activity-based programmes that would support their rehabilitation.

On the other hand, psychological programmes for prisoners are not structured. They are implemented according to the wishes and opinions of those in charge of prisons to the extent that prisoners in need of psychosocial education do not regularly receive such programmes. This has impacted their rehabilitation to the extent that released prisoners fail to reintegrate into the community and resort to reoffending.

4.3.2 Inadequate implementation of rehabilitation programmes

After assessing the implementation of rehabilitation programmes, the audit team concludes that TPS has inadequately implemented the programmes. The basic training provided to prison officers at Kiwira College in Mbeya does not sufficiently prepare them to implement rehabilitation programmes as it is not based on a formally recognised syllabus. This is due to the traditional focus on safe custody of prisoners, which does not prioritise rehabilitating prisoners.

On the other hand, further supplementary training in correctional science that TCTA offers in Ukonga, Dar es Salaam, has an inadequate number of enrolments compared to its capacity. As it was reported earlier, the enrolment did not exceed 50% of the college capacity in the year 2019/20 to 2022/23. Due to this low rate of enrolment, only 2% of prison officers working in the visited prisons had attended such training.

Additionally, there was a shortage of industrial equipment to conduct the

rehabilitation programmes effectively. Moreover, there were no standard operating procedures or formal guidelines for implementing these programmes. Section 67 of the Prison Act of 1967 Cap 58 R.E 2002, required TPS to reward gratuity to prisoners for activities they undertake during their time in prison; however, no such provisions are currently in place. As a result, released prisoners were dispatched without any incentives/earnings that would have facilitated their reintegration into the community.

4.3.3 Absence of a re-integration component in the prisoner rehabilitation programme

The audit concludes that TPS does not have programmes to facilitate prisoners' reintegration into the community. None of the 15 visited prisons has been implementing aftercare programmes that would facilitate TPS assessment on how effective the programmes are.

There is no doubt that TPS management lacks a legal mandate as a bar to embark on any aftercare programme aimed at ex-prisoner community reintegration. Despite the absence of local legislation to support prisoners' reintegration, the audit believes that TPS failed to follow the internationally agreed instrument, i.e., the United Nations Standard Minimum Rules for the Treatment of Prisoners (the Nelson Mandela Rules). These could serve as the starting point for TPS to embark on prisoner's reintegration and aftercare programmes.

Moreover, the audit concluded that there was inadequate involvement of key stakeholders in re-integrating prisoners into the community. The audit found that there was no involvement of key stakeholders, such as community service officers and social welfare officers, who could support the reintegration of released prisoners into the community, including those under parole and community service programmes. This was also backed by the lack of incentive and earning schemes offered to prisoners.

The involvement of key stakeholders could positively impact the released prisoners, allowing them to gain social trust to secure employment, housing, and other joint community functions.

Also, TPS has no psychosocial preparatory programmes for the soon-to-be-released prisoners. This would have helped the released prisoners overcome community rejection and gain the community's trust over time.

4.3.4 Inadequate monitoring and evaluation of the rehabilitation programmes by MoHA

The audit observations led to the conclusion that monitoring the rehabilitation programmes implemented by TPS conducted by MoHA was inadequate. The M&E lacks key performance indicators for effective monitoring of rehabilitation programmes in prisons, and it is not well coordinated to monitor rehabilitation activities done by TPS.

The monitoring carried out by MoHA is geared towards monitoring and evaluating development projects implemented under the Ministry of Home Affairs, and none was directed towards prisoners' rehabilitation programmes. This was achieved through qualitative analysis of the key performance indicators in MoHA's monitoring and evaluation plan compared with the best practices for monitoring rehabilitation programmes.

This has led to the conclusion that the tools used for monitoring activities do not cover the rehabilitation aspect, which is a core activity for TPS, as was expected to be included.

Also, MoHA lacks a defined monitoring plan to assess the programme's effectiveness. It is clear that without a well-defined monitoring plan, the Ministry lacks clear and specific objectives and goals for the rehabilitation programmes.

Moreover, the Ministry lacks a defined reporting mechanism for implementing rehabilitation programmes. No reporting mechanism from TPS to MoHA was implemented. This hindered the Ministry from making real-time assessments and evaluations to measure the effectiveness of the programmes.

CHAPTER FIVE

AUDIT RECOMMENDATIONS

5.1 Introduction

This chapter provides recommendations to the Ministry of Home Affairs and Tanzania Prisons Service on what should be done to improve the provision of rehabilitation programmes to prisoners.

Auditors acknowledge the government's effort towards improving the provision of rehabilitation programmes to prisoners in the country. However, more interventions are required to improve the observed gaps.

The National Audit Office expects that based on the 3Es principle: Economy, Efficiency and Effectiveness, these recommendations need to be fully implemented to improve the effectiveness of rehabilitation programmes for prisoners in the country.

The Ministry of Home Affairs and Tanzania Prisons Service need to address the recommendations.

5.2 Specific Recommendations

5.2.1 Monitoring and coordination of rehabilitation programmes

The Ministry of Home Affairs (MoHA) is urged to

- a) Include prisoners' rehabilitation programmes in the monitoring and evaluation plan to ensure that the programmes monitored by TPS include rehabilitation activities through the establishment of relevant key performance indicators; and
- b) Establish a defined reporting mechanism for monitoring rehabilitation programmes implemented by TPS.

5.2.2 Designing of rehabilitation programmes

The Tanzania Prisons Service (TPS) is urged to

- b) Establish and implement formal prison curriculums/guidelines to facilitate the smooth execution of rehabilitation programmes; and

-
- c) Improve and implement policies and guidelines for the classification of prisoners.

5.2.3 Implementation of rehabilitation programmes

The Tanzania Prisons Service (TPS) is urged to

- a) Provide prisoners with materials, tools and equipment needed for the rehabilitation training programmes;
- b) Make the Basic Technician Certificate in Correctional Science and Ordinary Diploma in Correctional Science offered by TCTA mandatory programmes for prison officers to enhance the rehabilitation provision as a core role of TPS;
- c) Commence a review of a legal framework to facilitate prisoners' earning schemes; and
- d) Establish a mechanism that will ensure income generated from rehabilitation programmes is used to run rehabilitation programme activities.

5.2.4 Reintegration of prisoners into the community

The Tanzania Prisons Service (TPS) is urged to

- a) Establish formally designed programmes to reintegrate the soon-to-be discharged prisoners;
- b) Collaborate with other institutions to establish rehabilitation training programmes and provide awards to prisoners who completed the program for recognition, and assist ex-prisoners to reintegrate into the community; and
- c) Initiate the review of the current legal framework to formally allow TPS to reintegrate prisoners and aftercare services to ex-prisoners.

APPENDICES



Appendix 1: Responses from Tanzania Prisons Service

This part provides details of the responses from Tanzania Prisons Service regarding the provided audit recommendations.

General responses

Based on the audit recommendations, the Tanzania Prisons Service agrees with the audit conducted by the Office of the Controller and Auditor General (CAG) regarding the performance audit on the implementation of rehabilitation programmes.

Essentially, rehabilitation must involve programmes and efforts aimed at helping inmates reintegrate into society as law-abiding citizens. The rehabilitation programmes include educational opportunities, vocational training, counselling, mental health support, and other resources to address the root causes of criminal behaviour. The effectiveness of rehabilitation in prisons often depends on factors such as the availability of resources, the quality of programmes, and the commitment of authorities to implement evidence-based practices.

Prison systems need to prioritise rehabilitation alongside punishment, as successful reintegration can contribute to reduced rates of recidivism and improved community safety. Additionally, collaboration between government agencies, non-governmental organisations, and community support can be crucial in enhancing rehabilitation efforts.

Specific responses

S/N	Recommendation	TPS comments	Action	Timelines
A	Designing of rehabilitation programmes			
i.	Establish and implement formal prison curriculums/guidelines to facilitate the smooth execution of rehabilitation programmes.	TPS has already signed an agreement with the Institute of Social Work (ISW), VETA, FDC, NACTVET and the Institute of Adult Education regarding the improvement and preparation of the curriculum for the training of	The work of preparing the new curriculum began on 18 December 2023. Currently, the ongoing task is to gather opinions from	The first draft of the curriculums is expected to be ready after 46 days from 18

S/N	Recommendation	TPS comments	Action	Timelines
		rehabilitated prisoners. The Commissioner General of Prisons in the Morogoro Region officially launched the task on 18 December 2023. Its implementation has commenced by allowing the working team within the prison service to review the relevant curricula under the supervision of experts from the respective institutions.	various stakeholders.	December 2023
ii.	Improve and implement policies and guidelines for the classification of prisoners.	This task largely depends on the completion of the curriculum development process. However, TPS is in the early stages of initiating significant improvements/reforms within the service, and all these issues will be incorporated into those enhancements.	The procedures for obtaining a consultant for the reform work are expected to be completed by mid-January 2024, and the preparation of reform documents is anticipated to be completed within 60 days after signing an agreement with the consultant.	By June, 2024

S/ N	Recommendation	TPS comments	Action	Timelines
B	Implementation of rehabilitation programmes			
i.	Make materials, tools, and equipment needed for the rehabilitation training program available to prisoners.	The task of preparing assessment tools is part of the ongoing process of curriculum development. Therefore, completing this exercise will also facilitate effective implementation of the related matters.	Preparations are underway along with the curriculum development process.	By June, 2024
ii.	Additional training on the Basic Technician Certificate in Correctional Science and Ordinary Diploma in Correctional Science offered by TCTA will be mandatory to enhance the rehabilitation provision as a core role of TPS.	Through the ongoing process of developing a new curriculum, the task of analysing and reviewing the entire curriculum has begun. The current focus is on ensuring the creation of a new curriculum that will incorporate rehabilitation as the primary focus for all prison institutions.	Preparations are underway along with the curriculum development process.	By June, 2024
iii.	Commence a review of a legal framework to facilitate prisoners' earning schemes.	The Prison Service has already begun the major reform of its legal framework since the last financial year of 2022/23, and these reforms are ongoing up to the present. The issue of earning schemes has been addressed within these reforms and	The current step involves collecting feedback from external stakeholders, following the completion of gathering opinions from internal stakeholders.	The task of obtaining the first draft is expected to be completed by June 2024.

S/ N	Recommendation	TPS comments	Action	Timelines
		will be implemented once the entire reform process is completed.		
iv.	Establish a mechanism that will ensure income generated from rehabilitation programmes is used to run rehabilitation program activities.	The curriculum that is currently being reviewed and developed aims to introduce short-term training programmes to be offered in prison institutions for students from outside Tanzania. The revenue generated from these programmes will be used to support the respective institutions in continuing and enhancing the relevant training.	Preparations are underway along with the curriculum development process.	By June, 2024
C	Re-integration of prisoners into the community			
i.	Establish formally designed programmes to integrate soon-to-be prisoners	This matter has also been incorporated into the curriculum that is currently under review. Once the curriculum is completed, its implementation will commence with effective measures.	Preparations are underway along with the curriculum development process.	By June, 2024
ii.	Collaborate with other institutions, establish rehabilitation	Tanzania Prison Service is now already in collaboration with	Ongoing process	Ongoing process

S/ N	Recommendation	TPS comments	Action	Timelines
	training programmes, provide awards to prisoners who complete the program instead of recognition, and assist ex-prisoners in reintegrating into the community.	other institutions, such as the Open University of Tanzania (OUT) and the Vocational Education and Training Authority (VETA), in providing training for prisoners, and upon completion, they will be awarded certificates from these institutions to facilitate their employment opportunities once they finish serving their sentences.		
iii.	Initiate the review of the current legal framework to formally allow TPS to reintegrate prisoners and provide aftercare services to ex-prisoners.	This matter has been incorporated into the ongoing major legal reforms. Once these reforms are completed, they are expected to be implemented accordingly.	The implementation is ongoing.	By June, 2024

Appendix 2: Responses from the Ministry of Home Affairs

This part provides details of the responses from the Ministry of Home Affairs regarding the provided audit recommendations.

General Responses

The Ministry has gone through the audit recommendations and understands the content therein.
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Specific Responses

S/N	Recommendation	MoHA Comments	Action	Timelines
i.	Include prisoners' rehabilitation programmes in the monitoring and evaluation plan to ensure that the programmes monitored by TPS include rehabilitation activities by establishing relevant key performance indicators.	Comments have been taken into Consideration.	The Ministry of Home Affairs, through the Monitoring and Evaluation Unit, has planned to monitor and evaluate all Ministry programmes, including rehabilitation programmes.	By June, 2024
ii.	Establish a defined reporting mechanism on implementing rehabilitation programmes run by TPS.	Comments have been taken into Consideration.	The Ministry of Home Affairs, through the Monitoring and Evaluation Unit, develops a monitoring plan for monitoring the implementation of rehabilitation programmes run by TPS on a quarterly basis.	By Mach, 2024

Appendix 3: General and specific audit questions

This part provides details for the questions that were used during the audit.

General Audit Question 1	What is the extent of recidivism in Tanzania?
Specific question 1.1	What is the rate of corrected criminals who re-offend in Tanzania?
Specific question 1.2	What efforts have been made by TPS to reduce the number of repeat offenders?
General Audit Question 2	Have rehabilitation or correctional programmes been designed adequately?
Specific question 2.1	Has the TPS developed a prison curriculum that can support the execution of rehabilitation programmes?
Specific question 2.2	Has the TPS classified prisoners into activity rehabilitation programmes?
Specific question 2.3	Has the TPS designed education and psychological programmes for prisoners to facilitate the implementation of rehabilitation programmes?
General Audit Question 3	Are rehabilitation/correctional programmes implemented adequately?
Specific question 3.1	Does the TPS effectively train prison officers to facilitate the implementation of rehabilitation programmes?
Specific question 3.2	Does the TPS effectively execute activity-based programmes to facilitate the implementation of rehabilitation programmes?
Specific question 3.3	Has the TPS effectively rewarded prisoners involved in activity-based rehabilitation programmes?
Specific question 3.4	Has the TPS effectively inspected rehabilitation programmes to ascertain their relevance in rehabilitating prisoners?
General Audit Question 4	Is the program for re-integrating the prisoners into the community in place and working properly?
Specific question 4.1	Does TPS effectively design a reintegration program for soon-to-be discharged prisoners?
Specific question 4.2	Does TPS effectively implement reintegration programmes to facilitate prisoners' reintegration into the community?
Specific question 4.3	Has the TPS designed aftercare services to facilitate prisoners' reintegration into the community?
Specific question 4.4	Do prisoners have access to resources to help them assimilate smoothly back into society?
Specific question 4.5	Does the TPS effectively execute psychosocial rehabilitation programmes to facilitate prisoners' reintegration into the community?
General Audit	Are the rehabilitation/correctional programmes

Question 5	adequately monitored and coordinated?
Specific question 5.1	Has the TPS established key performance indicators for effectively monitoring prison rehabilitation programmes?
Specific question 5.2	Does the TPS have effective monitoring tools to assess the performance of rehabilitation programmes implemented in prison?
Specific question 5.3	Does the TPS specify corrective measures for effective monitoring and evaluation of rehabilitation programmes?
Specific question 5.4	Are corrective measures adequately implemented?



Appendix 4: Documents reviewed during the audit

This part provides details of the reviewed documents and the reasons for reviewing them.

Document Reviewed	Reasons for Review
Strategies, budgets and plans from TPS falling in the year 2019/20 - 2022/23	<ul style="list-style-type: none"> • To assess strategies and plans set by TPS in assisting how rehabilitation programmes are designed and delivered • To assess the trends of budget/revenue and expenditures, as well as the efficiency, equity, and reliability of the sources of funds for implementing correctional programmes in prisons. • To assess the level of re-integration of prisoners into the community
Annual performance reports, Rehabilitation programmes implementation and monitoring reports from TPS for the year 2019/20 - 2022/23	<ul style="list-style-type: none"> • To assess the implementation of rehabilitation programmes. • To assess different rehabilitation programmes designed to accommodate the types of prisoners detained. • To assess the challenges facing the rehabilitation of correctional programmes in prisons. • To assess the coordination between entities in the provision of correctional programmes
Annual inspection reports from TPS for the year 2019/20 - 2022/23	<ul style="list-style-type: none"> • To assess potential risks associated with the TPS's performance that are relevant to prisoners' rehabilitation. • To assess compliance with TPS challenges in the implementation of correctional programmes.
Curriculum for training of Tanzania prison officers	<ul style="list-style-type: none"> • To assess the adequacy of contents in the curriculum for training prison officers with relevance to the rehabilitation of prisoners.

Appendix 5: List of officials interviewed during the audit

This part provides details of the officials who were interviewed and the reasons for interviewing them.

Title of Officials Interviewed	Reasons for the Interview
Commissioner of Prison-Rehabilitation Department	<ul style="list-style-type: none"> To assess the performance of TPS in implementing the correctional programmes in prisons through the rehabilitation department.
Assistant Commissioner of Prison- Training Department	<ul style="list-style-type: none"> To assess the performance of TPS in implementing the correctional programmes in prisons through the training department; and To assess the adequacy of contents in the curriculum for training prison officers with relevance to the rehabilitation of prisoners.
Senior Assistant Commissioner of Prisons-OffendeManagement Service section	<p>To obtain information on the provision of psychological and spiritual care to prisoners, which intends to improve mental and emotional well-being, coping skills, personal growth, behavioural change, empathy and communication, social support, reconciliation and forgiveness, reduced recidivism, cultural sensitivity and diversity, preparation for reintegration, positive institutional culture, and ethical and moral reflection.</p>
Assistant Commissioner of Prison-Inspection and Compliance Section	<ul style="list-style-type: none"> To assess potential risks associated with the performance of the entity with relevance to the rehabilitation of prisoners; and To assess compliance of TPS with the administrative requirements of rehabilitating prisoners.
Senior Assistant Commissioner of Prisons-Health Service Section	<p>To obtain information on the provision of the Health Service Section within the Tanzania Prison Service to maintain the well-being and health of inmates within the prison system.</p>
Commissioner of Prison-Planning and Budget division	<ul style="list-style-type: none"> To assess the trends of budget/revenue and expenditures, as well as the efficiency, equity, and reliability of the sources of funds regarding the management of correctional programmes in prisons.
Commissioners/ Head of Prison	<ul style="list-style-type: none"> To assess the effectiveness of the correctional programmes implemented in the visited prisons and their shortcomings

Title of Officials Interviewed	Reasons for the Interview
Assistant Commissioner of Prison - Infrastructure Development Section	<ul style="list-style-type: none"> To assess the performance of TPS in implementing the correctional programmes in prisons through the infrastructure development section.
Assistant Commissioner of Prison - Farms, Livestock and Environmental Section	<ul style="list-style-type: none"> To assess the performance of TPS in implementing the correctional programmes in prisons through the Farms, Livestock and Environmental sections.



Appendix 6: Roles and responsibilities of key and other stakeholders in managing Rehabilitation programmes in prison

Roles of key stakeholders

a. The Ministry of Home Affairs (MoHA)

The Ministry of Home Affairs strives to create a peaceful, stable country where laws are upheld and respected. One of its key goals is rehabilitating prisoners and promoting non-custodial sentences across Mainland Tanzania. This is achieved in various ways, such as formulating policy and implementing, monitoring and evaluating its departments and divisions. This is done by the Monitoring and Evaluation Division formulated in July 2023, previously a section under the Policy and Planning Division (from 2019 to 2022).

The responsibilities of the Monitoring and Evaluation Division are outlined below.

- a) Evaluating output in planning, programmes, and development projects of the Ministry;
- b) Monitoring and evaluating the implementation of the policy, the Ministry's medium-term plan, the annual plan and budget, programmes and projects implemented by the Ministry's management that are consistent with national plans;
- c) Preparing and implementing the Monitoring and Evaluation Framework (M&E Framework) for the activities implemented by the Ministry;
- d) Monitoring and evaluating important areas of national results managed by the Ministry;
- e) Measuring how the goals set in the Ministry's Strategy are realistic and can be achieved;

-
- f) Preparing quarterly, semi-annual and annual monitoring and evaluation reports on important areas of national results managed by the Ministry;
 - g) Monitoring the efficiency of the performance of all existing institutions under the Ministry;
 - h) Preparing and reporting the implementation of activities, programmes and projects implemented by the Ministry;
 - i) Measuring how sufficient resources (people and money) are allocated to facilitate the implementation of the Policy and Strategic Plan of the Ministry;
 - j) Measuring how the Ministry uses available resources in implementing development projects effectively; and
 - k) Measuring and researching the factors that contribute to the success or failure of the development projects implemented by the Ministry of Home Affairs as well as the Ministry's strategic plan.

b. Tanzania Prisons Service (TPS)

The TPS is responsible for managing imprisonment and supervising convicted prisoners for the protection of society. The TPS is further responsible for prisoner services and programmes that address the needs of prisoners' rehabilitation.

As per the Prisons Act and the TPS Strategic Plan, TPS contributes to developing, maintaining, and enhancing social security in the country. This is achieved through the following actions.

- a) Protecting prisoners of all kinds who are detained in prisons;
- b) Developing and implementing criminal rehabilitation programmes;
- c) Training offenders in various production activities and skills through practical and advisory practices;
- d) Conducting activities and services of suspects (inmates) in accordance with the law;
- e) Providing advice on crime prevention and reduction of reoffending (recidivism); and

f) Controlling rehabilitation.

The Correctional and Rehabilitation Service Division is one of the three divisions that make up the Prison Service. The other divisions are Finance and Planning, Human Resource Management and Administration, and Law and Prison Operations. The Correctional and Rehabilitation Services Division specialises in the rehabilitation of inmates.

- **The Prisoner Correctional and Rehabilitation Services Division**

This division is divided into the following sections to effectively carry out the basic responsibility of rehabilitating prisoners.

- a) Prisoners Infrastructure Development;
- b) Farm, Livestock and Environment; and
- c) Small-scale Industries.

In these Sections, prisoners are taught various work skills whereby they acquire various skills such as construction, industrial activities, agriculture, animal husbandry and environmental care, as further described below.

- **Prisoners Infrastructure Development**

In collaboration with the Offices of the Regional Heads of Prisons, this section carries out work on constructing and repairing prison infrastructure by involving prisoners in construction activities. The Section coordinates all issues of land development under the ownership of Prisons.

The Prisoners Infrastructure Development Section deals with the following main activities.

- a) Strengthening and expansion of old prisons;
- b) Construction of new prisons;
- c) Construction of Offices of Regional Prison Chiefs;
- d) Construction and renovation of soldiers' houses;
- e) Repair and construction of electricity, fresh water and sewage systems; and
- f) Surveying of prison areas and managing the existing land guidelines under the Prisons Service.

The Prisons Service's Construction Force trains prisoners in technical skills like masonry, electricity, carpentry, painting, and plumbing while handling construction and renovation for various government entities and individuals.

- **Farm, Livestock and Environment**

The Prisons Service has an area of approximately 130,482 hectares used for agriculture, livestock and nature reserve activities. These farms have continued to become the source of self-sufficiency in food for the prisoners, and the surplus is sold to other citizens.

Regarding fishing, projects are run in areas near lakes such as Butimba, Mwanza and Bangwe, Kigoma. In addition, fish farming continues in Karanga, Moshi and Kwamngumi, Tanga Prisons, and there are efforts to revive or start such farming in other areas.

- **Small Scale Industries**

The industrial section aims to provide prisoners with valuable technical skills, including carpentry, tailoring, soap making, and various handcraft techniques such as weaving, painting, pottery, and blacksmithing. This program is designed to help reform their behaviour and encourage them to become self-sufficient and law-abiding citizens upon release. This section manages production and promotes the growth of small industries through industrial rehabilitation programmes in partnership with the Headquarters Office.

i. Human Resource Management and Administration Division

This division administers and manages resources for the effective rehabilitation of prisoners. It is comprised of four sections, which are highlighted below.

a) Human Resource Management Section

The section is responsible for recruiting and developing prison officers to help with the rehabilitation of prisoners.

b) Administration Section

In relation to prisoners' rehabilitation, the section is responsible for coordinating the provision of custodial services and maintenance of office equipment, buildings, and ground.

c) Transport and Communication Section

The section provides and ensures efficient transport facilities for prisoners and Prison Officers for the smooth implementation of rehabilitation programmes.

d) Health Services Section

The Health Service Section within the Tanzania Prison Service is responsible for various health-related functions and services aimed at maintaining the well-being and health of inmates within the prison system. These functions include medical care, mental health services, preventive health measures, emergency care, medication management, health education, collaboration with external health agencies, inmate health records, rehabilitation and recovery programmes, physical and occupational therapy, health monitoring, and infection control.

ii. Legal and Prison Affairs Division

The division provides advice on legal matters in the rehabilitation of prisoners as well as handling prisoners' welfare. The division has four sections which facilitate the implementation of the rehabilitation of prisoners: the Offenders Management Services Section, the Prisons Security and Legal Matters section, the Offender Management Services Section and the Parole Services Section.

c. Prisoners

A prisoner is any person committed to prison by the court with a certificate of conviction to serve their sentence. According to the Prison Act of 1967, during imprisonment, prisoners are expected to be subjected to social rehabilitation programmes, including physical activities, spiritual services, vocation training and psychological services to enable them to change their behaviour or to be rehabilitated and not to re-offend once they complete serving their sentence.

Roles of other stakeholders

a) Faith-based organisations and others

Among the important roles of faith-based organisations is to provide religious services through pastoral support and counselling in prisons as part of the rehabilitation needed for spiritual training.

According to United Nations Standard Minimum Rules for the Treatment of Prisoners (The Nelson Mandela Rules) Rule 66, so far as practicable, every prisoner shall be allowed to satisfy the needs of his or her religious life by attending the services provided in the prison and having in his or her possession the books of religious observance and instruction of his or her denomination.

b) Non-Governmental Organisations (NGOs)

NGOs aim to prevent participants' return to prison and encourage personal development. Such organisations have significant potential to shape formerly incarcerated people's experiences, self-conceptions, skills, networks, knowledge, opportunities, and resources. NGOs have the following specific functions.

- iii. To conduct counselling services to prisoners so they can be good citizens;
- iv. To distribute spiritual and other reading materials for knowledge change;
- v. To provide health care and sanitation services to complement the government's efforts in providing prisoners' welfare services;
- vi. To assist the reintegration of the ex-prisoners into society, particularly by providing them with small capital for the establishment of small-scale enterprises such as farming, brick making, gardening, carpentry, building, etc., depending on the knowledge gained while in prisons; and
- vii. To provide the prisoners with the necessary body clothing materials, toothpaste, mattresses, and other requirements.

c) Legal organisations and others

Legal organisations, most of them under the Tanzania Network of Legal Aid Providers (TANLAP), play a role in prisoners' rehabilitation by providing free

legal support for needy persons and victims of human rights violations, even in prisons. This is done through legal expert practitioners, paralegal staff, social workers, and volunteers who believe in a fair and just legal system.

Some legal organisations go further by providing rehabilitative support to inmates through offering programmes, activities and services, including vocational training and work experience; counselling; social re-integration coping skills; basic education; physical and mental health care, including psychological support; treatment for substance use disorders; therapy; life skills training; gender-responsive programmes; and family-oriented programming for incarcerated parents.



Appendix 7: Selection of Prisons to be visited based on number of Prisoners

S/N	Regions	Central Prisons	District Prisons	Prison Farms	Number Of Prisoners	Quantity Condition
1	Arusha	Arusha			634	High
				Mang'ola	96	Low
			Loliondo		63	Low
2	Dar es salaam	Ukongu			1,258	High
		Keko			118	Medium
		Segerea			237	High
				Wazo Hill	144	Medium
3	Dodoma		Kongwa		146	Medium
			Kondoa		64	Low
			Mpwapwa		63	Low
				King'ang'a	58	Low
				Msalato	223	High
			Isanga		850	High
4	Iringa		Iringa		292	High
				Isupilo	194	High
				Mgagao	28	Low
				Pawaga	125	Medium
5	Njombe		Njombe		212	High
			Makete		26	Low
				Ludewa	206	High
6	Kagera		Biharamulo		130	Medium
			Bukoba		276	High

S/N	Regions	Central Prisons	District Prisons	Prison Farms	Number Of Prisoners	Quantity Condition
				Kitengule	331	High
			Muleba		83	Low
				Rwamumba	97	Low
			Ngara		136	Medium
			Kayanga		187	High
				Rusumo	93	Low
7	Kigoma		Bangwe		209	High
				Ilagala	92	Low
			Kasulu		109	Medium
			Kibondo		114	Medium
				Kwitanqa	288	High
8	Kilimanjaro	Karanga			737	High
			Same		112	Low
			Rombo		13	Low
			Mwanqa		58	Low
9	Lindi			Kingurungundwa	32	Low
			Nachingwea		40	Low
			Kilwa		57	Low
			Mah. Lindi		183	High
			Ruangwa		73	Low
			Liwale		41	Low
10	Manyara		Babati		340	High
			Mbulu		102	Medium
			Kiteto		110	Medium

S/N	Regions	Central Prisons	District Prisons	Prison Farms	Number Of Prisoners	Quantity Condition
11	Mara			Mugumu	203	High
				Kiabakari	104	Medium
			Mah. Mugumu		110	Medium
			Tarime		228	High
			Bunda		116	Medium
			Musoma		167	Medium
12	Mbeya		Mbarali		105	Medium
		Ruanda			881	High
				Songwe	245	High
			Tukuyu		71	Low
13	Songwe			Ngwala	75	Low
			Ileje		67	Low
			Mbozi		123	Medium
14	Morogoro			Mkono wa Mara	140	Medium
				Wami Kuu	154	Medium
				Mtego wa Simba	142	Medium
				G/Wanawake	20	Low
				Wami Vijana	50	Low
				Kihonda	125	Medium
			Kilosa		66	Low
			Mahenge		65	Low
			Mah. Morogoro		245	High
				Mbigili	189	High

S/N	Regions	Central Prisons	District Prisons	Prison Farms	Number Of Prisoners	Quantity Condition
				Idete	258	High
				Kiberege	199	High
15	Mtwara	Lilungu			327	High
			Newala		85	Low
			Masasi		61	Low
				Chumvi	35	Low
				Namajani	26	Low
16	Mwanza	Butimba			720	High
			Ukerewe		97	Low
			Ngudu		46	Low
			Magu		140	Medium
				Kasungamile	124	Medium
17	Geita		Geita		168	Medium
			Chato		111	Medium
			Kanegere		72	Low
				Butundwe	96	Low
18	Pwani			Kigongoni	193	High
			Utete.		45	Low
			Mafia		30	Low
			Mkuza		179	High
				Kibiti	105	Medium
				Kilombero	69	Low
				Ubena	153	Medium
						Low

S/N	Regions	Central Prisons	District Prisons	Prison Farms	Number Of Prisoners	Quantity Condition
19	Ruvuma			Kitai	207	High
				Mkwaya	40	Low
			Mah. Songea		154	Medium
			Tunduru		47	Low
				Majimaji	31	Low
			Mbinga mjini		41	Low
20	Katavi			Kulilankulunkulu	137	Medium
			Mpanda		144	Medium
21	Rukwa		Mpanda	Molo	199	High
			M/Sumbawanga		310	High
			Kitete		132	Medium
22	Singida		Manyoni		85	Low
			Singida		152	Medium
			Kiomboi		44	Low
				Ushora	33	Low
23	Shinyanga		Shinyanga		234	High
			Kahama		136	Medium
24	Simiyu		Malya		165	Medium
			Maswa		63	Low
			Bariadi		131	Medium
				Kanegele	0	Low
				Matongo	73	Low
			Meatu		50	Low
25	Tabora	Uyui			422	High

S/N	Regions	Central Prisons	District Prisons	Prison Farms	Number Of Prisoners	Quantity Condition
			Mah. Tabora		104	Medium
			Nzega		67	Low
			Mah.Urambo		106	Medium
			Igunga		40	Low
				K/Urambo	96	Low
26	Tanga	Maweni			667	High
			Pangani		23	Low
			Lushoto		30	Low
			Mah. Tanga		43	Low
			Handeni		85	Low
				Kwamngumi	108	Medium
				Mng'aro	34	Low
			Korogwe		81	Low

Appendix 8: The rate of re-offenders and length of sentences in Tanzania from 2019 to 2023

a) The Rate of recidivists in Tanzania from 2019 to 2023

Year	Number of re-offenders	Increase rate
2019	3,239	2.21%
2020	3,384	4.48%
2021	3,235	-4.40%
2022	4,001	24.05%
2023	3,262	-18.71%
Average increase rate		1.52%

Source: TPS -Planning and Budgeting Division, 2023



b) Length of sentences in Tanzania from 2019 to 2023

Year	TOTAL	LENGTH OF A SENTENCE															
		Below 1 Year		1- 3 yrs		3- 5 yrs		5-10 yrs		10-15 yrs		15- 20 yrs		20-30 yrs		More than 30 yrs	
		Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
2019	3239	1460	31	715	22	361	5	201	12	31	0	360	0	41	0	0	0
2020	3384	1633	28	924	5	465	2	276	5	19	0	18	0	9	0	0	0
2021	3235	1965	31	811	13	391	3	11	3	7	0	0	0	0	0	0	0
2022	4013	2812	46	1071	21	24	9	4	1	0	0	0	0	2	0	0	0
December, 2023	3258	2101	23	617	17	473	1	11	4	6	0	1	0	3	0	1	0

Source: TPS -Planning and Budgeting Division, 2023

Appendix 9: The Rate of recidivism for the visited prisons for the period of 2019-2023

Region	Name of the Prison	Number of recidivism for the years (2018-2023)						Rate of recidivism for the years (2019-2023)					Average Rate for prison (2019-2023)
		2018	2019	2020	2021	2022	2023	2019	2020	2021	2022	2023	
Mbeya	Ruanda	47	60	58	72	80	150	28%	-3%	24%	11%	88%	29%
	Mbarali	18	21	17	20	16	17	17%	-19%	18%	-20%	6%	0%
	Tukuyu	22	21	23	39	31	29	-5%	10%	70%	-21%	-6%	10%
Morogoro	Mahenge	12	22	24	23	14	26	83%	9%	-4%	-39%	86%	27%
	Idete	19	35	15	13	26	28	84%	-57%	-13%	100%	8%	24%
	Kiberege	50	63	55	59	73	67	26%	-13%	7%	24%	-8%	7%
	Gereza la Wanawake	0	0	0	2	1	0	0%	0%	0%	-50%	-100%	-30%
	Wami Vijana	0	0	0	0	0	0	0%	0%	0%	0%	0%	0%
Pwani	Mkuza	18	22	15	12	8	10	22%	-32%	-20%	-33%	25%	-8%
	Ubena	27	29	21	33	35	27	7%	-28%	57%	6%	-23%	4%
Mwanza	Magu	32	33	26	28	35	12	3%	-21%	8%	25%	-66%	-10%
Kilimanjaro	Same	11	15	10	16	18	19	36%	-33%	60%	13%	6%	16%
	Karanga	124	133	119	84	143	140	7%	-11%	-29%	70%	-2%	7%
Dodoma	Kongwa	26	20	21	23	20	15	-23%	5%	10%	-13%	-25%	-9%
Average rate of recidivism in visited prisons for the each year from 2019 to 2023								20%	-14%	13%	5%	-1%	
Total average rate of recidivism in visited prisons for the period (2019-2023)								5%					

Appendix 10: Classification of prisoners into rehabilitation programmes

Prison	Number of prisoners	Rehabilitation programmes implemented	Allocated prisoners	Percentage of allocated prisoners	Core activity
Idete Prison	181	Farming activities	181	100%	Farming
		Bricks factory	0	0%	
		Livestock farming	0	0%	
		Construction activities	0	0%	
		Sewing activities	0	0%	
Mahenge Prison	50	Horticulture activities	48	96%	Horticulture and Farming
		Bricks factory	0	0%	
		Livestock farming	1	2%	
		Construction activities	0	0%	
		Sewing activities	1	2%	
Kiberege Prison	184	Farming activities	184	100%	Farming
		Bricks factory	0	0%	
		Livestock farming	0	0%	
		Construction activities	0	0%	
		Sewing activities	0	0%	
		Welding activities	0	0%	
	56	Horticulture	5	9%	Education

Prison	Number of prisoners	Rehabilitation programmes implemented	Allocated prisoners	Percentage of allocated prisoners	Core activity
Wami-Vijana Prison		Primary education	6	11%	
		Livestock farming			
		Technical education	43	68%	
		Sewing activities	0		
Gereza Wanawake Morogoro	62	Horticulture	0	0%	Sewing activities
		Handcrafting	12	19%	
		Sewing activities	50	81%	
Ukongwa Prison	358	Small scale industries	243	68%	Small scale industries activities
		Construction activities	22	06%	
		livestock farming	18	05%	
		Handcrafting	76	21%	
Ubenza Prison	99	Farming activities	20	20%	Livestock farming
		Block factory	5	5%	
		Livestock farming	20	20%	
		Car Wash activities	3	3%	
Kongwa Prison	145	Farming activities	22	15%	
			11	8	

Prison	Number of prisoners	Rehabilitation programmes implemented	Allocated prisoners	Percentage of allocated prisoners	Core activity
		Block factory			
		Livestock farming	20	14%	Farming
		Welding activities	2	1%	
Karanga Prison	465	Block factory Farming activities Livestock farming Bakery Fish feed pellets Construction activities Shoe Factory	125		
Magu Prison	58	Farming activities Livestock farming Welding	58		
Tukuyu Prison	40	Farming activities (Tea) Livestock farming Block factory	37		Farming
Ruanda Prison	582	Block factory Construction activities Plumbing	37		

Prison	Number of prisoners	Rehabilitation programmes implemented	Allocated prisoners	Percentage of allocated prisoners	Core activity
		Weaving Tailoring Soap Making			
Mbarali Prison	105	Block factory Construction activities Beekeeping Poultry			
Same Prison	112	Block factory Farming activities Livestock farming Packaging manufacturing			
		Fishery horticulture	8	12%	
		Welding	3	4%	
Mkuza Prisons	69	Block making	9	13%	Fishery
		Car wash	3	4%	

Source: Auditors' Analysis of data from visited prison, 2023

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