



GOVERNMENT OF BERMUDA

**TREATMENT OF
OFFENDERS BOARD
ANNUAL REPORT**

2024

TREATMENT OF OFFENDERS ACT (1979)

The Treatment of Offenders Board (**TOOB**) was created by The Treatment of Offenders Act 1979. This Act was brought into operation on 1st September 1979 by BR 35/1979.

The Minister appoints the members of the TOOB who are responsible for the treatment of offenders. The Act stipulates that members of the Board should include persons who possess expertise in medicine, psychology, law or education.

The Treatment of Offenders Board is governed by: -

- The Prison Rules 1980
- The Prison Act 1979
- The Prison Amendment Act 2013
- The Treatment of Offenders Act 1979



TREATMENT OF OFFENDERS BOARD 2023

Mrs. Komieko Roberts - Chair - February 2023 to current
Mr. Paul Wilmot JP. - Deputy Chair - February 2023 to current
Mr. Glenn Woods (Passed away May 2024)
Mr. Vance Hollis
Mr. Delano Bulford
Mr. Anthony Darrell (Personal Leave June – December 2024)
Mr. Victor Roach (Resigned – October 2024)
Ms. Karen Pitt
Ms. Charlene Webb
Mr. D. Terry Hassell

REPORT PURPOSE

This report is in accordance with Section 8 (1) of the Treatment of Offenders Board Act 1979 and Rule 170 of the Correctional Rules 1980 as per 1989 Revision.

MEETINGS

The Board meets on the first Wednesday of each month at the Westgate Correctional Facility and on the third Wednesday of each month at the Co-Educational Facility, Farm Facility and the Right Living House. A decision was made to provide Board members with the option to attend in person or via Webex in 2022- 2023. However, the Chair has urged all members to attend meetings in person, going forward, as this fosters a more personal and conducive environment when inmates are present.

At these meetings, the Board considers: previous minutes, monthly facility reports, interviews, adjudications, correspondence, and rota visit reports.

Rota visits are stipulated by section 9(2) of the Prisons Act 1979 and section 160(4) of the Prison Rules 1980, there shall be a monthly Rota visit of two (2) TOOB Board members who shall have 'free access to every part thereof [of any prison] and every prisoner detained therein.' (Prisons Act 1979 section 9(2)).

MATTERS CONSIDERED

- Monthly Reports of Facilities
- Interviews
- Adjudications
- Rota Visits



CHAIR'S REPORT

On behalf of the TOOB, I would like to extend our sincere gratitude to the Government of Bermuda and the Minister of National Security, the Honorable Michael Weeks, JP, MP, for his thoughtful selection of members to serve within the corrections community.

We also wish to acknowledge the appointment of the new Minister of Justice, Senator the Honorable Kim Wilkerson JP, on September 16, 2024. Shortly thereafter, the decision was made to transfer oversight of Corrections and all associated boards from the Ministry of National Security to the Ministry of Justice. As a result, the TOOB now serves under the Ministry of Justice.

We look forward to continuing our service and support for the corrections community under this new structure, and we thank both Ministers for their leadership and dedication to public service.

We appreciate the commitment of long-serving members who bring valuable knowledge and experience, as well as qualities such as compassion, fairness, and dedication to driving positive change within our correctional community. Unfortunately, there were no new appointments to the board in 2024, primarily due to delays in the appointment process and the transition of oversight from the Ministry of National Security to the Ministry of Justice. As a result, the board has consisted of only eight (8) members throughout the past year. Although the current Board composition no longer aligns with the requirements of the Act, which specify the expertise needed

in medicine, psychology, law or education, I can assure you that our current members possess the necessary aptitude, wisdom, passion, and integrity to make informed and fair decisions.

We commend the Board's commitment to service and professionalism over the past year. Member attendance has remained consistently high, demonstrating our collective dedication. Meetings, which can last between 5-6 hours at Westgate and 2-3 hours at the east end, reflect the commitment of our members, despite the modest \$50.00 remuneration per meeting per person.

Since assuming the role of Chair in February 2023, I have been fortunate to receive the unwavering support of both longstanding members who have seamlessly integrated due to their dedication and commitment to service. Together, we have worked tirelessly to oversee and ensure the overall well-being of individuals in our correctional system. It is worth noting that our members have generously contributed their time and finances, going above and beyond the basic requirements of their roles.

The Board is gracious with their time and finances by going over and beyond the basic requirements as board members.

Donations from TOOB members:

Board members donations range from monthly canteen contributions to items such as footwear, books, electronics and financial support for eyewear, dental needs etc. The board's chair also ensures refreshments are provided for monthly meetings, particularly the expanded meeting sessions held at Westgate Correctional Facility (**Westgate Facility**).

Please find a brief list of required repairs needing immediate attention which are as follows:

Update on 2023 Initiatives and Structural Concerns

Throughout 2023, the Board remained committed to its mandate, holding regular monthly meetings and conducting Rota visits across all correctional facilities. Chair Kim Roberts and Deputy Chair Paul Wilmot, JP, undertook additional engagements aimed at strengthening collaborative relationships, meeting with key stakeholders including the Commissioner of Corrections, the Director of Programs, the Education Officer, medical personnel and representatives of the Lifers Committee.

As part of these efforts, the Board facilitated walkabouts of all three correctional facilities during May and June 2023. These visits were attended by Ministers Colonel David Burch (Public Works) and Michael Weeks (National Security), alongside senior officials from the Department of Corrections. Structural deficiencies were documented during these walkabouts, and the Ministers, particularly Colonel Burch, took photographic records of the most critical areas in need of attention. Subsequently, a comprehensive report was compiled by the TOOB and Westgate Facility administrators outlining the issues identified.

Despite these coordinated efforts and the formal submission of the report, the Board has not received any updates or feedback regarding remedial actions or progress. Concerns raised by inmates and staff regarding facility conditions continue to be reported through monthly Rota Visit Reports, which are shared with the respective facilities.

The lack of response has led the Board to conclude that ongoing reporting of the same unresolved structural issues has become unproductive. As such, the Board has resolved to redirect its focus in 2024 towards deeper engagement with inmates, emphasizing rehabilitation, wellbeing, and programming, areas where we believe our efforts can have a more immediate and meaningful impact.

It is important to note that, as of late 2024, responsibility for Corrections has transitioned from the Ministry of National Security to the Ministry of Justice, accompanied by a change in ministerial leadership. We are hopeful that under the guidance of the new minister, there will be renewed attention to the longstanding infrastructural concerns raised by the Board.

Facility Conditions and the Need for Immediate Attention

We look forward to re-engaging with Minister Wilkerson, JP, and welcome the opportunity for open dialogue, meaningful collaboration, and actionable progress on behalf of the corrections community.

One of our most pressing concerns remains the ongoing and unacceptable conditions at the Westgate Facility. Despite repeated calls for remediation, the following issues persist:

- Excessive mold growth in cell units and general common areas
- Exposed ceilings and missing ceiling tiles
- Widespread rust on doors, bed frames, light fixtures, and other fixtures
- Exposed wiring to water fountains and infrequent replacement of water filters
- Deteriorated flooring, including cracked and lifting tiles throughout the facility

These conditions not only compromise the physical health and safety of those incarcerated but also have a profound impact on the mental well-being and morale of both inmates and staff. The Westgate facility, in its current state, is not a suitable environment for rehabilitation or safe working conditions.

As we advocate for reform and accountability, it is imperative that facility standards reflect a commitment to human dignity, public health, and professional integrity. The well-being of staff and incarcerated individuals must be a shared priority, not just in principle, but in practice.

Facility Maintenance and Kitchen Renovation Concerns:

While some slow progress has been observed, members of the Board have noted an increased presence of Works & Engineering contractors across the correctional facilities. This is a positive development, suggesting a degree of forward momentum in addressing long-standing maintenance concerns.

However, a significant number of urgent issues remain unresolved. Chief among them is the condition of the kitchen at Westgate Correctional Facility, which is in desperate need of renovation. The Board has received troubling reports from kitchen personnel who have expressed ongoing safety concerns, further underscoring the facility's critical state.

We were particularly disappointed to learn that, according to information received, the Westgate kitchen was condemned by the health inspector. Yet, the proposed facility budget submitted by the Administration failed to secure the necessary funding for its renovation in the 2024 fiscal year. Given the severity of the issue and its direct impact on staff welfare and inmate health, this omission is deeply concerning.

Additionally, due to the cafeteria needing significant upgrades, inmates are currently unable to dine in a communal setting and are instead forced to eat in their cells. This practice not only raises hygienic and logistical concerns but also removes opportunities for developing healthy social interaction, etiquette, and structured routine, all of which are fundamental to rehabilitation and reintegration.

The kitchen's condition, combined with the lack of a functioning cafeteria, reflects poorly on the standards of care within our correctional system and undermines efforts to promote dignity, discipline, and progress among the inmate population. The Board strongly urges that this matter be prioritized in upcoming budget considerations and that remediation plans be clearly communicated.

While the Board remains committed to working constructively with the Ministry of Justice and the Ministry of Public Works, we must reiterate the urgency of these concerns. With new leadership now overseeing the corrections departments, we are hopeful that these long-standing issues will be addressed with the seriousness and urgency they require.

There are several matters of concern by the Board, which are as follows:

Ongoing Programmatic and Systemic Concerns (2024)

Despite ongoing efforts by the Board and facility administration, several longstanding issues persist, many of which have a direct impact on inmate welfare, rehabilitation prospects, and operational integrity. These concerns remain critical in 2024:

- **Lack of Inmate Programming:**
The Board continues to observe a significant shortage of structured and rehabilitative programs available to inmates. Both inmates and correctional officers have consistently echoed this concern during Rota visits. The absence of meaningful engagement fosters idleness, a well-documented contributor to negative behavior and undermines the development of skills, discipline, and maturity essential for successful reintegration into society.
- **Chronic Understaffing at the Department of Corrections:**
Persistent understaffing across the Department of Corrections continues to adversely affect the daily operations of the facilities and the well-being of the inmate population. The shortage of staff also impairs inmates' access to critical reintegration services, ultimately reducing their chances of successful post-release outcomes.
- **Underutilization of Community Volunteers:**
The Board has been informed that several community members have reached out to the correctional facilities, offering to volunteer in educational or vocational capacities, but reportedly have not received responses. This represents a missed opportunity to strengthen programming and community engagement.
- **Restriction on Work Hours for Inmates:**
Current limitations on work hours and logistical challenges related to transportation to and from work placements make it difficult for independent contractors and employers to engage meaningfully with inmates. These constraints limit opportunities for inmates to gain work experience, a crucial factor in their reintegration.
- **Recommendation for GED as Parole Requirement**
The Board strongly recommends that the Government explore legislative amendments that would mandate the acquisition of a General Education Diploma (GED) as a prerequisite for parole eligibility, acknowledging that this recommendation is particularly applicable to those inmates who are literate. Education is a foundational tool in rehabilitation and linking it to parole would incentivize learning and self-improvement.
- **Need for Oral Orientation for New Inmates:**
The Board has recommended that all new inmates receive an oral orientation upon intake to ensure that they fully understand the prison rules and procedures. Many inmates struggle with reading and comprehension which can lead to inadvertent rule violations which may limit their understanding of prison rules and policies.
Relying on peer-to-peer dissemination of this information is inadequate and potentially misleading. A standardized, verbal orientation would help bridge this communication gap and promote fairer enforcement of institutional rules.

- **Limited Legal Preparation Time Due to Staffing Shortages:**

Inmates continue to report insufficient access to legal resources and preparation time for upcoming trials or appeals, due largely to staff shortages. This raises significant concerns about procedural fairness and inmates' ability to engage effectively with the justice system.

Highlights Within the Correctional Facilities (2024)

It would be remiss of me not to acknowledge the ongoing support and guidance provided by the Administration, which continues to demonstrate a clear understanding of and respect for the role of the Treatment of Offenders Board (TOOB). Both staff and inmates have demonstrated recognition of our mandate, advocating for fair treatment and ensuring that inmates receive the necessary tools for successful reintegration into society.

The Board remains committed to working collaboratively and constructively with the Department of Corrections to ensure that matters affecting inmates and facilities are addressed promptly and in the best interests of all parties.

- **Mentorship Initiatives:**

The TOOB is proud to report on the continued success of its mentorship efforts, which have yielded tangible results in the rehabilitation and personal growth of inmates.

- Chair Kim Roberts continues to mentor **Inmate Kevin Warner**, with the support and approval of Acting Chief Officer Caisey-Brown. Over the past four years, this one-on-one mentorship has focused on entrepreneurship and self-development. As a result, Mr. Warner has launched his handbag brand, “**Andre**”, producing over 200 high-quality handbags, all of which have been sold to date. His ambition to expand production within the facility speaks to the broader rehabilitative potential of such initiatives, offering inmates a purpose, skill-building opportunities, and a path to future financial independence.

Additionally, board member Mr. Terry Hassell has provided mentorship to **Inmate Gavaska Bascome** and **Trainee Ajani Lema-Bascome**, offering guidance and support over several months. These engagements are part of the Board’s commitment to foster hope, dignity, and positive change within the correctional environment.

These stories highlight the transformative power of mentorship and reinforce the importance of personalised engagement in helping inmates envision a better future.

DATA:

Rota Visits, Facility Conditions, and Concerns:

Rota visits and inmate interviews continue to reveal the stark and often harsh realities of life within our correctional facilities. Inmates and facility administrators alike have voiced growing concerns and frustrations, particularly regarding the ongoing deterioration of conditions at Westgate Correctional Facility, which remains a matter of grave concern.

The environment has proven detrimental to both inmates and staff, impacting their physical, emotional, and mental well-being. While the aging infrastructure of all facilities contributes to the visible decline, repeated reports and requests for restorative attention continue to be submitted to the Government's Department of Works and Engineering, with limited outcomes to date.

Security breaches are also a persistent concern, particularly at Westgate, where tensions have risen alongside a notable shift in inmate demographics. The facility now houses a younger cohort of men, many serving long-term sentences for more violent offenses, requiring a more proactive and nuanced management approach.

In light of these developments, the Board firmly believes that drastic and deliberate changes are necessary. A modernized, hands-on model of corrections must be implemented, one that includes:

- **Structured daily routines - Regimental**
- **One-on-one mentorship opportunities**
- **Consistent and robust rehabilitative programming**
- **Motivational speakers and practical life-skills workshops**
- **Positive incentives that foster accountability and hope**

Such interventions are essential to shifting the institutional culture and promoting long-term rehabilitation, particularly for a population that is mentally immature and faces extended incarceration.

The Board wishes to express its ongoing concern regarding the timeliness of risk assessments for inmates. It is important to note that only two psychologists serve the three facilities, which often results in delays in completing risk assessments. These delays frequently hinder the timely processing of parole and work release documentation. Such delays can also cause inmates to become upset, act out, or experience heightened anxiety and stress. The board urges for improved planning and resource allocation to ensure assessments are conducted promptly, thereby facilitating a more efficient parole and work release process and helping to mitigate negative emotional responses among inmates.

Adjudications and Inmate Interviews

The Board continues to conduct adjudications for violations of prison rules, as well as interviews with inmates to address general concerns and complaints. The most common adjudications in 2024 involved:

- Possession of contraband, including cell phones and accessories
- Possession of lib and consumption of brew (commonly known as "lib & brew")
- Occasional incidents of disrespect (verbal and physical) toward correctional officers

These infractions, while recurring, highlight broader issues. Addressing the root causes of these behaviors remains a key focus for the Board moving forward.

A detailed statistical breakdown of Adjudications and Interviews conducted in 2024 follows this section.

ADJUDICATIONS

Adjudications are conducted with a quorum of five (5) members. There were 42 adjudications at the Westgate Facility and none at the other facilities.

Month	Westgate	Farm	Co-Ed	Monthly Total
January	0	0	0	0
February	3	0	0	3
March	4	0	0	4
April	8	0	0	8
May	6	0	0	6
June	8	0	0	8
July	1	0	0	1
August	0	0	0	0
September	1	0	0	1
October	1	0	0	1
November	5	0	0	5
December	5	0	0	5
Facility Total	42	0	0	42

The ever-increasing number of mobile phones and equipment-related offences are an ongoing battle for the DOC team. They continue to work to combat this issue.

INTERVIEWS

There were 71 interviews conducted at the Westgate Facility, to include the Farm Facility and Co-ed Correctional Facility.

Month	Westgate	Farm	Co-Ed	Monthly Total
January	4	0	1	5
February	4	0	1	5
March	8	0	0	8
April	3	0	0	3
May	3	0	0	3
June	12	0	1	13
July	5	0	0	5
August	0	2	0	2
September	8	1	0	9
October	6	1	0	7
November	5	1	0	6
December	3	2	0	5
Facility Total	61	7	3	71

ROTA VISITS

Rota visits are conducted in teams of two or more members at each facility per month. They allow for on-site discussions and resolutions of ongoing concerns with both inmates and the DOC administration and officers.

Month	Westgate	Farm	Co-Ed	Monthly Total
January	1	0	0	1
February	1	1	1	3
March	1	1	1	3
April	0	0	0	0
May	1	1	1	3
June	1	1	1	3
July	1	0	0	1
August	1	0	0	1
September	1	1	1	3
October	0	0	0	0
November	1	1	1	3
December	0	1	1	2
Facility Total	9	7	7	23

Westgate Correctional Facility

There were nine visits to the facility. During these visits, members spoke with inmates about the challenges at the facility and their overall well-being.



Farm Facility

There were seven visits to the facility. During these visits, members spoke with inmates about the challenges at the facility and their overall well-being.

The primary concern at the Farm, for both inmates and the Department of Corrections officers, is the condition of the facility. The lack of classes (educational and vocational opportunities), spiritual and religious engagement, legal research, mentorship, and work release opportunities continues to be a pressing concern for inmates.



Co-Educational Facility (Co-Ed)

There were seven visits to the Co-Ed Facility in 2024.

The Right Living House program has graduated one inmate and continues to benefit inmates with drug or alcohol addiction. The program remains positive, and the board commends the inmates and staff on a job well done.

The main issues expressed by inmates at Co-Ed are related to the overall physical state of the facility, including the lack of educational and vocational programs, as well as limited access to computers for preparing appeals.



ACKNOWLEDGEMENTS

The Board extends its sincere appreciation to the following individuals and institutions for their continued support and collaboration:

- The Premier, the Honourable David Burt, JP, MP
- The Minister of National Security, the Honourable Michael Weeks, JP, MP
- The Permanent Secretary, Lieutenant Colonel Edward J. Lamb
- The Administration and Staff of the Ministry of National Security
- The Minister of Justice, Senator the Honourable Kim Wilkerson, JP
- The Administration and Staff of the Ministry of Justice

The Board greatly appreciates the invaluable assistance provided throughout the year by the Commissioner of Corrections, the Assistant Commissioners, Chief Officers, and the dedicated Corrections staff. Their professionalism and support are essential to the success of the Board's mandate.

The Board warmly welcomes our new Administrator, Ms. Marlene Flynn-Carty. Her exceptional execution of duties and seamless integration within the team have greatly enhanced our collective efforts. We sincerely thank her for her outstanding contributions and look forward to her continued work with us.

Further, the Board extends its gratitude to the Office of the Ombudsman and the Human Rights Commission for their ongoing engagement and advocacy in upholding fairness, transparency, and accountability within the corrections system.

In closing:

As we reflect on the progress of the past year, it remains clear that transparency, sustained investment, and collective action are the cornerstones of meaningful change within our correctional facilities. In 2024, we continued to prioritize the health, safety, and overall well-being of the corrections community, staff, and individuals in custody. These efforts are not just goals, but commitments that shape every responsibility we undertake.

Looking ahead, let us remain united in purpose and guided by compassion. Together, we can continue building a correctional system that upholds dignity, fosters rehabilitation, and creates a lasting, positive impact.

“If we don’t prioritize meaningful rehabilitation and support for those incarcerated, we risk the safety and strength of our community, because regardless of how long someone serves, they are eventually released, and who they return as matters to us all.” - Chair, Komieko Roberts Treatment of Offenders Board.

Respectfully Submitted by:



Mrs. Komieko Roberts, (Chair)

Dated 11 July 2025