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PRISON CONSTRUCTION AND REHABILITATION FINDINGS AND RECOMMENDATIONS

Experience gained by UNODC UNOPS
June 2003 – September 2007



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ACRONYMS

| | |
|--------|---|
| LPDC | (Afghan) Law of Prisons and Detention Centers |
| ANDS | Afghan National Development Strategy |
| UNISMR | United Nations International Standard Minimum Rules |
| INL | International Narcotics Law |
| CPD | Central Prisons Department |
| USCSSP | United States Corrections Sector Support Program |
| MoJ | Ministry of Justice – Afghanistan |
| UNAMA | United Nations Assistance Mission in Afghanistan |
| UNODC | United Nations Office on Drugs and Crime |
| UNOPS | United Nations Office for Project Services |
| CFC-A | Coalition Forces C-A |

PREFACE

This report is intended for use by any within the Afghan justice and prison institutions concerned with prison construction and rehabilitation. It gives an outline of United Nations Office of Drugs and Crime (UNODC) and United Nations Office for Project Services (UNOPS) experiences in Afghanistan. It may highlight the problems faced and possible solutions identified along with lessons learnt and success stories.



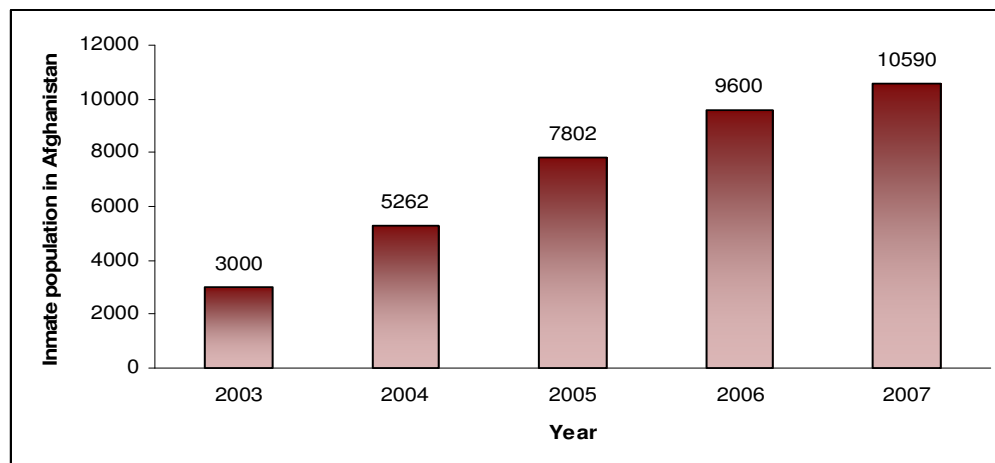
Figure 1: Kabul male detention centre – prior to rehabilitation

As contemporary pioneers dealing with Afghan prison construction & rehabilitation, the experience gained could be a useful instrument for Afghan institutions and the donor community for the planning and implementation of future prison projects.

UNODC commenced work within the Afghanistan justice and prison system reform mid 2003. At this time the prison infrastructure was severely debilitated. It was, and is expected that prison infrastructure capacity would need to be dramatically increased to cope with upgrades generally within the Afghan justice reform process.

For the last 29 years Afghanistan was a country in conflict. During this time prisons were used mainly for detaining war enemies. This harsh background did not allow the use of any existing prison facility as a model to merge the Afghan needs with the contemporary prison standards. Along with the severely dilapidated facilities no documentation was available for any persons dealing with prisons.

The Afghan Ministry of Justice signed a project with UNODC focused on prison reform utilising funding provided by the Italian Government. Initially access and work was limited to the Kabul area. It was envisaged the program would move into provincial areas through out Afghanistan after initial works within Kabul were completed. The work within Kabul was more aligned with emergency upgrades and reconstruction. Within the provinces the work would be much more significant in volume and has the potential to demonstrate new methods of prison construction and operation for the Afghan CPD.



Graph 1: Showing contemporary inmate population

Projects carried out within this program are briefly as follows;

Specific components of these facilities will be described in more detail in following chapters.

Larger projects

- Pol-e-Charki prison high security facility for serious drug offenders
- Kabul female and juvenile rehabilitation centre
- Mazar-i-Sharif medium security new provincial prison
- Gardez medium security new provincial prison

Pol-e-Charki main prison in Kabul - prioritized projects and upgrades

- New kitchen designed to cook for 300 inmates block 1
- Installation of 400 KV transformer
- Rehabilitation of essential drainage system and water supply in block 1
- Rehabilitation & construction of health clinic in block 1
- Construction of family visit area and security fence in block one.

Prioritised projects and upgrades

- Construction & rehabilitation of front area of Kabul male detention center - phase 1
- Construction / rehabilitation of Kabul female detention center
- Repairs to electricity system in Kabul female Detention center
- Rehabilitation of Kabul Male Detention Centre phase II
- Gardez prison emergency reconstruction for winterisation



**Figure 2: Masons building new wall
Kabul Female & Juvenile Facility**



**Figure 3: Female & Juvenile Facility
Visits Centre**

1.0 JUSTICE, RULE OF LAW AND PRISONS IN AFGHANISTAN

The Bonn Agreement reached in Dec 2001 outlined the need to rebuild Afghanistan as an Islamic democratic nation. In March 2002 following the Bonn Agreement the United Nations Assistance Mission for Afghanistan (UNAMA) was established to assist the Afghan authorities in developing a sound democratic process for establishing a new Afghan Islamic Government. Criminal justice Reform as part of re- establishing a Rule of Law was identified as one of the main tasks of the UN mission.

Prisons are essential for a criminal justice system to function. Much work has been undertaken to build a criminal justice system in Afghanistan. This program is designed within an internationally recognized framework, defined initially by the Bonn Agreement and further strengthened at the London conference, (31 January – 1 February 2006) creating the Afghan Compact. The Compact commits the Government to achieving a number of 'high level' benchmarks by the end of 2010, mirrored in the Afghan National Development Strategy (ANDS). It states that reforming the justice system will be a priority for the Afghan Government and the International Community. Priority will be given to the coordinated establishment in each province of functional institutions including prisons and justice infrastructure.

Within the framework of ANDS benchmarks set for, 5 sites are identified for reconstruction and or refurbishment. This is endorsed by the MoJ and currently included in the Afghan compact as indicators within high level benchmarks. Of the 5 identified sites, 3 are currently included within the UNODC UNOPS programme. ANDS benchmarks state, ***“By the end of 2010 at least 34 provincial prisons will be constructed or rehabilitated as necessary including separate facilities for women and juveniles”***.

Our work rehabilitating and constructing prisons in Afghanistan funded primarily by the Italian government both prior and after the Afghan Compact falls fully within its parameters. UNODC and UNOPS have focused on creating economical prison facilities that comply with United Nations International Standard Minimum Rules (ISMR) plus Law of Prisons and Detention Centers (LPDC). Additionally we wish to construct prisons that are suitable for the Afghan people to move forward into the future and use as a suitable example.

If the prison reform component of the Afghan Compact benchmarks are not fulfilled, the young justice system will be jeopardised decreasing its effectiveness and contribute to the destabilization of Afghanistan. If the prison system is not improved parallel to the criminal justice system, participants in building justice within Afghanistan will contribute to a growing humanitarian problem and human rights violations.

As in many countries the justice sector can attract undue criticism from the government and population in general if it perceived that the financial commitment detracts from funding available for other essential government infrastructure. This problem is also very pertinent in Afghanistan hence the need to provide now within the time of the compact a prison system that can survive and service the CPD into the future. It will enable them to build their own operational capacity improving all facets of a normal prison system rehabilitation, security, safety, health, education and human rights.

It is becoming clear that many donor countries are neglecting to take an interest in funding prison reform in Afghanistan. We can see as a result of this that the Afghan government may not be given the opportunity to operate a prison system that is inline with Afghan and International standards and meets humanitarian requirements. The Afghan government due to lack of donor funds and an insufficient treasury may be compromised by accepting and building substandard prisons or simply not having enough prisons. In addition prisons may be less sustainable for Afghanistan in the long term if they do not meet International United Nations Minimum Standard Rules as defined within the Afghan Law of Prisons and Detention Centers.

2.0 THE EXISTING PRISON SYSTEM

In 2003 the Afghan prison population was approximately 3000. The detention conditions at that time were well below any international standards and in particular ISMR and LPDC. The main deficiencies were:

- Lack of space for inmates in cells
- Lack of secure exercise areas
- Lack of professional training for penitentiary staff
- Lack of water supply or access to nearby supplies
- Lack of power and heating
- Lack of basic sanitation facilities – toilets, washing area or showers
- Poor general prison security conditions which encouraged prison staff to keep inmates within a section continually.
- Lack of ventilation – this problem is linked to heating. During the winter detention areas were sealed by improvised means, severely restricting fresh air supply.
- Very poor lighting was and is commonplace for the inmates especially during the winter months.
- Heating was often supplied by the local *bukhari* heater, (a fuel fired heater with an external flue, preferred fuel is generally diesel or timber) This heater is not suitable for prisons as the security is compromised and ventilation and fumes are uncontrolled.
- No or very inadequate visiting facilities, this limited and restricted access of visitors who often support inmates.
- No areas for education or vocational training.
- Very little facilities or equipment for medical health care
- Kitchen facilities generally did not exist, cooking was carried out on improvised fireplaces generally outside or partially undercover. Additionally food storage was not identified.
- Very few prisons had facilities for juvenile detainees. In some cases these facilities were in separate sites or sites being privately owned rented houses. Additionally juveniles were often detained with non-juvenile inmates.
- In 2003 female inmates were very low in number (approximately 30 No). Often they were, and still are housed inappropriately within the same compound as men. Generally the building was separated to some degree between women and men.

To inflame the above deficiencies, the general capacity of the Central Prisons Department (CPD) prison guards was low, due to poor or non-existent equipment and lack of training.



Figure 4:Pol-e-Charki Damaged prison - Now the high security wing



Figure 5:Gardez prison damaged wing - now repaired



Figure 6:Gardez toilets inside the section



Figure 7:Kabul male detention centre dormitory prior to works

3.0 INTENT

Our intent and aims in proceeding with prison construction and rehabilitation projects in Afghanistan are as listed below;

- Create a “master design” for provincial prisons able to be implemented countrywide at the provincial level and handed over to the Afghan government.
- Design prisons that comply with ISMR for treatment of prisoners which are reflected within the LPDC.
- Meet all applicable building standards, local if existing or alternatively by adopting a foreign standard commonly used within Afghanistan.

Build capacity in Afghanistan among national staff and national construction companies is a high priority, building technical knowledge and skills in prison design and construction. Only national contractors and local materials¹ are being used. Only if not available are some materials procured internationally.

- Design and construct prisons suitable for all local customs and social habits.
- Construct sustainable buildings, able to be maintained and operated well into the future by the Afghan people in line with their financial resources and abilities.
- Foster development of new technology within the prison service and construction industry.
- Design and construct / rehabilitate prisons with physical characteristics that discourage bad prison operational practices.
- Design prisons that encourage prison staff to fully utilise facilities and space such as exercise yards and visit areas that are easy to access and secure.

All of the above requirements must be merged within the currently available funds (donor funds committed). Additionally construction of the facilities must be suitable for the Ministry of Justice (MOJ) to implement and manage with their own funding in future.



Figure 8: Pol-e-Charki new high security compound for serious drug offenders

¹ In many instances materials are imported buy procured on the local market, in the case of a specialty fixture or component being required the local contractor has been assisted to import the item from the closest and most economical source

4.0 INITIAL APPROACH

Upon commencement of our projects UNODC and UNOPS held discussions with MoJ and CPD. Additionally we carried out inspections of many existing prisons and made detailed observations of these facilities. Both of these activities resulted in a joint assessment of the requirements for prisons in Afghanistan. As the designs developed, further discussion with the CPD was held to develop designs most suitable for the Afghan needs and in line with CPD expectations and capacity.

We found discussion within planning and design meetings less effective than expected. As construction commenced the CPD adopted an interactive role and provided additional cooperation to the prison construction program. This method was the most productive way for us to find the Afghan needs and resulted in productive debate. The disadvantage was costs incurred from delay and changes made to the design during the ongoing construction work.

All meetings with the Afghan authorities were held with the relevant documentation able to describe the planned activities. Information such as 3 dimensional drawings, floor plans and cost estimates, plus other supporting documents were shared with the Afghan authorities. We realised during construction that our methodology was insufficient for developing a common understanding within the CPD and MoJ of the desired goals. Even though our dialogue was undertaken with senior staff of the CPD and MoJ, at that time technical expertise was absent within the CPD. We realised the existence of this gap later during construction. The CPD now have in house technical staff which is receiving technical support from CSSP (Correction System Support Program – U.S. Department of State / INL Program). This newly established unit should enhance the abilities of the CPD in assisting future development of prison construction and rehabilitation. This new capacity will assist future projects through an increased common understanding between international bodies and the Afghan authorities. Priority should be given to train and support the new CPD technical staff.



Figure 9:3D image of the proposed new Gardez medium security provincial prison

5.0 AFGHAN PRISON DESIGN CONSTRAINTS

Design criteria or briefing information along with relevant building codes and developed practices were non-existent upon commencement of this program. We collected along with MoJ and CPD, information enabling us to design prisons suitable for the Afghan people. This information and knowledge was and is continually updated and expanded due to the capacity of the CPD and MoJ increasing along with the increasing capacity of the national construction industry. We collected throughout this program more knowledge of the Afghan prison service and related social and religious aspects that must be taken in account when dealing with prisons in Afghanistan.

Along with the above factors other external constraints effected construction design and budgets. Inflation has been rampant and uncontrolled in Afghanistan. its rapid escalation was not fully predicted. The first significant result from inflation within the building sector was the marked and rapid price increase of cement, bricks, other materials plus manual labour. In addition the changing and generally deteriorating security environment created further difficulties for construction. Movement of people and materials become problematic. Security escorts and convoys were required causing unpredicted expense and time delays. Deteriorating security creates many more problems for construction such as closure of sites, additional and site security required, limited travel time available, more expensive equipment required. Our construction program was designed to maximise activities prior to the harsh winter. Due to the delays we were forced to continue construction into the winter or to stop work. For instance concreting, brick laying, rendering, drainage works and water supply can not be carried out in winter. If the building enclosure is not completed prior to winter internal works that were to be carried out during winter are postponed. This extension of construction program increases construction cost dramatically.

Other factors that effected our construction plan and related cost estimates in Afghanistan are:

1. Land acquisition in some cases delayed commencement of construction considerably.
2. City power supply not being available at the existing and or new sites identified.
3. Water supply as above

Heating was, and still is a real point of concern. Heating is unavailable for most buildings in Afghanistan but especially for prisons due to their secure nature. The heating issue is interconnected with the lack of public utilities in Afghanistan plus the lack of financial resources for funding of diesel or alternative power generation.

6.0 GENERAL TECHNICAL FINDINGS

Throughout implementation of our projects we have found the following to be accepted and workable findings for Afghan prisons.

Generally we have found the best concept of design for Afghan prisons is to keep the prison simple and “fully manual” with little or no reliance on electronic surveillance, locking, fire and smoke detection or cell call. We realised the fully manual and simple prison style is the most suitable for Afghanistan.

The manual prison has the following advantages;

1. Economical to operate and construct
2. Maintenance requirements are minimal
3. Requires a less sophisticated level of training
4. Does not rely on electrical power that is generally not available

The manual prison concept is the most suitable solution in Afghanistan as it does not create a “gap” in prison security or increase risk of injury to staff and inmates when electronic or complex systems fail. Alternative operational plans are unlikely to be applied during the failure of complicated system or power cuts.

Figure 10: Prison kitchen showing open plan, central food preparation bench and fire brick stoves



7.0 SPECIFIC TECHNICAL SOLUTIONS

Each prison within our program has been designed specifically to fulfill its required function and is inline with ISMR and within the principles stipulated by LPDC. Consideration was given to the specific purpose of the facility and the potential future needs. Different approaches must be made for building facilities for male, female or juvenile. Allowance must be made for the type of users, intimates or remand people and the related level of security required. During design we also took the size of land available, climate conditions, electricity availability, water table depth, seismic classification, geotechnical conditions, local drainage systems, and site access into account. Along with these technical aspects allowance was made for the availability of local construction materials and skills, the impact of the prison on its surrounding environment, privacy of staff, inmates and public plus future town planning requirements or restrictions.

Both during design and construction of prisons we have identified many solutions specific to Afghanistan. Many of the traits of our program merge old and new technology. Construction systems are similar to that of Eastern Europe, Middle East and Asia. Typically this consists of reinforced concrete frame with rendered brick infill to form the basis of most buildings. Along with the traditional building systems we have a mandate to build capacity and increase the quality of local building standards. Introduction of appropriate new technologies is important to enable the Afghan construction industry to prosper and move forward. Merging the new into the traditional system comes with contemporary design. We were able to develop moderate designs that enable prison staff to operate the prison in a safe, secure and humane manner.



Figure 11:Gardez under construction (winter)

7.1 External Boundary Walls

The outer boundary wall of Afghan prisons is primarily to delineate the prison perimeter and is the final line of security to prevent escape. Additionally it provides a visual barrier between the community and the prison. In some prisons outside of Afghanistan, it is acceptable to use steel mesh fences for the perimeter barrier. This is not acceptable to the Afghan culture (due to visual intrusion, and additionally does not provide a high level of security unless patrolled heavily or electronically). Afghan prisons should have solid external walls of stone, brickwork or concrete).

In some cases such as Gardez we rehabilitated and improved the existing mud perimeter wall. Initially this concept was met with skepticism from the CPD and MoJ however upon completion was well accepted. It is in keeping with the local architecture and is fit for purpose for a medium security prison as Gardez is identified. In some cases if stone, brick or concrete is difficult to obtain and therefore expensive, rendered mud brick could be a viable alternative for a new build perimeter wall (not buildings) Rendered mud brick walls are economical to construct and socially sustainable through long term maintenance providing local employment.



Figure 12: Gardez Mud wall – rehabilitated & heightened



Figure 13: Gardez prison mud boundary wall prior to rehabilitation works

The boundary wall for Mazar medium security provincial prison was designed using local stone commonly available in Mazar. This wall was the third main boundary wall constructed in our program. The first two walls were designed and built using local rule of thumb, conservative designs. As the Mazar wall is 620m long the cost could be substantially decreased by refining the design and decreasing the volume of rock and labour through accepted engineering calculations². The designed wall was slender in comparison to traditional Afghan rubble walls and contained no reinforced concrete columns. Endorsement was obtained by the CPD to commence construction on the new Mazar site. Once the foundation was constructed authorities halted UNOPS works on site. Claims were made that the design was inadequate and requests for reinforced concrete columns at 10m intervals within the stone wall. The design was

² The wall was designed to comply with *CP3 Chap V Part 2 1972 for Wind Loads, Seismic Design to UBC recommendations - zone category 3 - occupancy category for earthquakes II*

modified after construction commenced to include reinforced concrete columns as requested adding additional cost to the wall and creating significant delays to the project³.



Figure 14: Mazar provincial prison new excavation for boundary wall

7.2 Internal Divisional Walls – Secondary Fence

The internal divisional fence or wall within a prison functions to delineate the working area within the prison. This barrier will provide the second last defense line preventing escape. The area between the outer boundary wall and the secondary fence is normally kept clear and not used to move inmates providing a visually free zone. Generally this internal secondary fence or wall would not be required for a low security complex and would be utilised for medium security or higher classification prisons. This concept is not utilised in Afghanistan apart from Pol-e-Charki prison in Kabul constructed during the time of President Daud Khan.

As with traditional Afghan construction style most buildings (houses included) are built with an integral courtyard joining the building. This also is the common style for Afghan prisons given the fact some prisons are still within private rented houses. This style of prison with no secondary wall does not allow secure movement of prisoners between sections or facilities. Additionally large exercise areas are not utilised as they are insecure and would require a number of guards to secure.

In Afghanistan steel mesh fencing material has not been commonly used in the past. Since 2003 this material is available on the Afghan market, we have utilised it to provide economical secondary fencing and also to provide secure corridors to encourage and facilitate movement between sections and exercise yards.

These internal division walls or secondary fences have been introduced in the design of Gardez and Mazar medium security provincial prisons. For the low security female and juvenile premises in Kabul we have not included this wall or barrier. The risk of escape assessed was low, the 3rd barrier or wall height was increased to provide additional security and the required privacy between sections housing boys, girls and women.

7.3 Third Wall Integral and Exercise Area

In the past Afghan prisons have generally not had secure exercise areas accessible directly from the cell or accommodation sections. Generally the layout of existing Afghan prisons has had direct access from all buildings to one common yard with only the external boundary wall between inmate and outside. In some cases, these boundary walls were inadequate and have led to either little or no movement of

³ Actual delay was approx 3 months and additional cost was 53,500.00 USD

inmates outside of the accommodation building or shackling of inmates to prevent escape and combined with limited guards on duty or directly observing inmates has led to lack of inmate movement.

Our objective with new prisons was to enable free movement of inmates from accommodation blocks to exterior exercise yard without leaving a secure environment. The access to the yard is directly from the secure area of the section. The exercise yard walls are constructed of stone, brick or concrete to provide privacy to inmates whilst being visible from the guard's surveillance room. Additionally the yards are orientated to limit prison numbers as each section has two yards, one for each floor. For Gardez and Mazar for instance this has given 4 yards with 75 inmates maximum per yard. If required the operation of the prison could further limit the number of inmates at one time by rotating access to inmates by securing the yard access door. The yards are oriented such that they never share a common wall, either there is a physical gap or a building between yard walls.

This approach is in-line with the principles of the ISMR and the LPDC. Having accessible yards encourages staff and inmates to exercise with fresh air, sunshine and be moved in categorised groups that minimises security and safety risk to both inmate and prison staff.

7.4 Section

The old Afghan prisons have generally been over-crowded with large accommodation dormitories. The ISMR recommend to have 24 hour surveillance to any dormitory, *that is any overnight accommodation room for more than two people is classified as a dormitory*. The older prisons do not generally have space set aside for guards to efficiently monitor inmates in dormitories or any other accommodation. This combined with no toilets in the dormitory encourages the guards to lock inmates into a section, leaving them uncontrolled throughout the entire section at all times with no access to an external yard.

Our design for Gardez and Mazar provincial prisons contains a secure surveillance room for each section. This room has a direct line of sight through the entire section corridor and to the door of each dormitory. Additionally it is located at the only entrance to the section with a double door to enable proper control of inmate's access and egress. The security room also has direct line of sight to the inmate's social room which provides access to the external yard on the ground floor. The upper floor of each section is designed to house inmates with a lower risk profile as they must exit the section to enter the yard via a secure stairway.

The importance of having this security room cannot be understated. It will encourage prison staff to manage the section correctly, and maximise the movement of inmates and safety of inmates and staff.

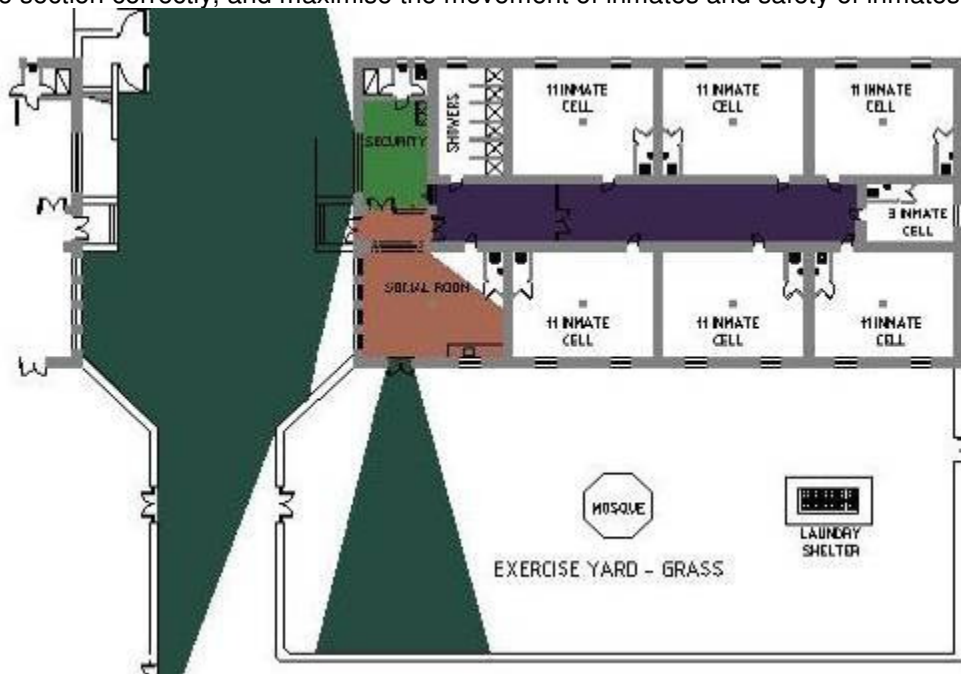


Figure 15: schematic diagram showing the principle floor plan & security room view area

Dormitory rooms in these two new provincial prisons are both generally 12 inmate capacity. The first section of Gardez prison has been tendered and built. This section has all 5 inmate dormitories. We have since change the section design, now section 2 in Gardez and both sections in Mazar have 12 inmate dormitories. The change was made as in keeping with the Afghan culture, a group of 12 is more desirable than 5. Additionally the construction cost of the section was more economical allowing the prison to be built in-line with the available funds. All cells include an enclosed amenities room containing 1 flushing Turkish toilet with a hand shower and 1 basin with cold water. This toilet has a non-lockable door. Inspection from the corridor can be made discreetly by the prison staff via a staff observation port. At the end of the section we have a 3 inmate dormitory with the same facilities as the larger one to assist in managing segregation of inmates when required.

A separate shower room and social room on each section level are located at the guard's room end of the section. This enables these rooms to be controlled and locked off as required dependant on the security and operational needs. The showers are supplied by gravity fed water supply with hot water available if electrical supply is connected. The shower cubicles have privacy by utilising a partition wall with no doors. This solution enables staff to monitor washing activities discreetly and safely. A bench is provided in the shower room.

The social room is opposite the guard room and has direct access to the exercise yard. This room has been identified to provide for multiple activities such as: educational, prayer, recreational and free association among inmates. The social room also includes an enclosed amenities room containing 1 flushing Turkish toilet with a hand shower and 1 basin with cold water. This toilet has a non lockable door. Inspection from the corridor can be made discreetly by the prison staff via a staff observation port. This is important if the inmates are locked out of from their cells for any reason they still maintain access to ablution facilities.

The section is designed so that movement can controlled and managed as required. The following combinations of areas can be simply obtained by locking doors open and or shut:

- Uninhibited access to cells, corridor, showers, social room and courtyard.
- Access to cells, corridor, showers, social room
- Access to cells, corridor, showers
- Access to cells, corridor only
- Locked down in cells only
- Access to yard only
- Access to yard and social room only
- Access to yard, social room and showers only.

This flexible operation capacity should further assist prison staff in controlling inmates using appropriate methods in compliance with LPDC and ISMR whilst also boosting the safety of inmates and staff.

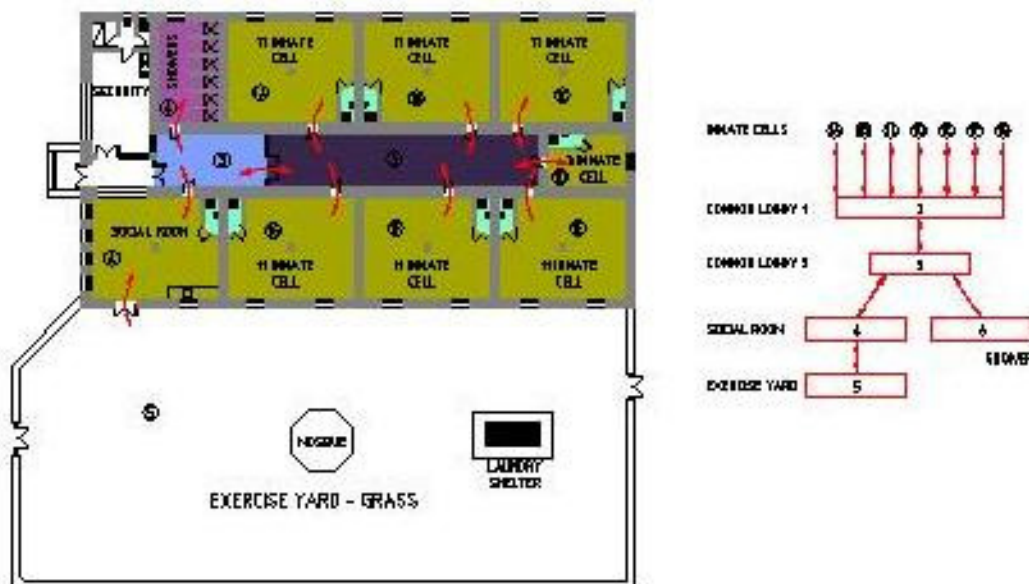


Figure 16:Diagram showing inmate flow and control

As each wing contains two independent sections that have no movement or interaction between themselves it is possible for the CPD to classify each section to match the profile of their inmates. In line with the principal of the Afghan law *“The authority for the establishment, division and closure of prisons shall lie with the Ministry of Justice”*. The design of both provincial prisons in Gardez and Mazar will allow separate accommodation sections enabling the CPD and MoJ to establish and divide the prison as required to define a pretrial detention section and a sentenced inmates section within the same prison facility.

7.5 Female + Children

Often female inmates in Afghan prisons are accommodated in separate buildings but generally do not have sufficient separation or separate compounds that provide enough privacy for women to move away from the sight of men. This is important as unless the female inmates have complete physical and visual separation from men they must be covered at all times. In line with the ISMR the Afghan law article 9 stipulates *“Men’s and women’s detention centers and prisons shall be separated.”* And *“In case, it is not possible to have separate detention centers and prisons for men and women, they shall be held in separate sections of detention centers and prisons.”* In line with this principle in both provincial prisons at Gardez and Mazar we have dedicated female sections within the main prison boundary wall. This section has only one entrance accessed directly after the main boundary wall gate and first security checks. The compound is separated from the male prison by a solid wall of the same construction as the main boundary perimeter wall.

The female building is designed to enable further extension by the addition of a second level with internal stairs. Physical security in the female section can be relaxed somewhat from the male section by utilising for example less heavy duty windows frames, glazing material and doors.



Figure 17: Female and children section under construction – Kabul August 2007

Afghan law introduced and endorsed the principal which allows parents to keep with them their children: The Law of Prison and Detention Centre in article 56 paragraph 1 stipulates *“The government shall provide facilities to the children up to the age of three years that are living with their parents in the prisons”*. Generally the local culture result is that women are the only parents who take children into a prison. This adds to the need for a completely separate compound that gives children the freedom of movement required for “normal” development. Female inmates in Afghanistan are rarely considered to be motivated or capable of escape and are invariably categorised as low risk. Female sections are designed with a higher square meter allowance per inmate to allow for infants and cots etc.

The female section must be self contained and in the case of Mazar and Gardez provincial prisons they contain the following facilities on the lower floor:

- 7 inmate dormitories with a separate toilet cubicle containing a Turkish toilet and wash basin.
- A clinic room
- A nursery room with large wash tubs for infants
- Separate shower room
- Office
- Social or general purpose room

- Security office at the building entry with vision into the kitchen, yard and laundry area.
- Artisan activities room.
- Two walled internal courtyards allowing separation of work and leisure areas, this is important bearing in mind the presence of children in the section.
- A third yard for agricultural activities.

It is our opinion that the female section should be built on all new prison sites to promote correct operation of prisons and to assist Afghan authorities to develop and adopt higher standards.

7.6 Office and First Security

Most existing Afghan prisons contain some kind of office facility within the prison and in some instances within the section itself. Very few prisons have any effective office or staff facilities. Most have only a gate house or guard hut outside of the prison walls, which generally leads to basic operational functions. In some cases the current structure does not allow identification of people or searching of vehicles prior to entering into the prison. As these prisons do not have any internal separation a person entering the main gate is would be fully within the prison section, possibly able to make direct contact with inmates.

Three office facilities have been built within this program to date, all with many constraints and differing performance criteria. These three office buildings have been design to meet different needs, including the dual habitation by two authorities, (Juvenile Administration Department and CPD) for the new Kabul female and juvenile rehabilitation closed centre office, the level of security required and function of the facility (remand or prison or juvenile).

Gardez and Mazar provincial prisons have a standalone office with the first security check and visitors registration room outside of the main prison wall. In the case of Gardez and Mazar we have combined the office and security function into one building so as to simplify operational demands. The building is connected to the prison via secure vehicle and pedestrian ways. To enable the Afghan prison service any chance of operating a prison well this building is essential. The functions it performs are as follows:

- First point of security before entering the prison.
- Second point of security, once in side the first gate secured within the primary search and registration area. The search area has a male and female search cubicle and a small store for personal effects unsuitable to be taken into the prison.
- Control the outer gate and the main perimeter wall gate.
- Centrally located within the office building is a secure room to securely house riot equipment and weapons storage accessible in the instance of loss of control of part or all of the prison.
- The rooms within the office are to be used as general offices, meeting room, and toilets.
- The office has a separate fenced yard for staff entry without having to enter the secure section of the prison. Additionally the staff can enter the first search area directly from the office without having to leave the office compound and enter via the outer gate.
- Weapons and riot equipment secure storage

7.7 Kitchen

Cooking facilities in Afghan prisons have generally consisted of small wood fired stoves placed in a small shelter or spare room. Food storage if it exists is generally poor and food preparation areas also are inadequate to provide suitable hygienic conditions, with preparation often being carried out on the ground.

Our kitchen design has evolved with the design and development of 6 prison kitchens in Afghanistan. As these kitchens were the first recently built in Afghan prisons we have been able to observe how the CPD staff are using them. Subsequently we could improve the design as each new kitchen was built. The important items to be considered are;

- Provide wood fired cooking stoves that load from inside the building so the fire and heat can be controlled
- Construct the stoves so they can be converted simply to gas in areas were fire wood becomes prohibitively expensive.

- Construct the stoves with steel cover plates that do not warp or leak smoke into the building when the pot is removed from the fire.
- Construct the stoves from fire brick as all variations of local bricks and render cracked with the heat in the initial stoves trialed.
- With some initial stoves we fitted steel doors to improve heat control and lessen the smoke levels in the kitchen. The habit of the kitchen staff was to use long timbers and feed them into the stove as they burnt down. We have found by making the stove interior large enough to fit long sections of timber inside has helped in reducing smoke levels inside the kitchen and fits more with local practice.
- We have found that a raised roof with large voids is required above the stoves to permit smoke and heat to exit the building. Even though Afghan weather is usually settled a large roof overhang should be provided to prohibit snow from drifting into the building.
- In the past in Afghanistan there has been many failures from ceramic tiles lifting, this has lead to authorities viewing ceramic tiles as being not suitable for use. Our experience shows that in fact it was the incorrect construction techniques used to lay the tiles that lead to their lifting. Therefore we have now had success using ceramic tiles for the kitchen walls by training local construction companies in improved construction methods. The ceramic tile is an excellent economical and hygienic solution for the kitchen.
- We have allowed for a large communal marble food preparation bench in the centre of the cooking area. This suits the Afghan culture to cook and prepare the food in the same localized area and marble is an economical and sustainable material for kitchen benches. This also encourages a more hygienic modality of food preparation off from the floor.
- Easy access into and out of the kitchen is essential both for food delivery and for the staff to be able to maneuver the large trolleys used to distribute the pots of food.
- Other facilities required in the kitchen is a food storage area, office room, and toilets with good washing facilities, a low pot washing facility specifically for the large cooking pots. A covered wood store is needed to outside of the kitchen easily accessible in the snow.



Figure 18 :New wood fired stove. Fire brick and steel construction with steel covers

Within our program the first prison built was an emergency response from the CPD at Walayat male detention centre in Kabul. Rehabilitating this kitchen had inherent difficulties, as the kitchen remained functional during work. This kitchen was the first to have a bench and washing facilities. The stoves in this instance were constructed of mud. The second kitchen built was in block 1 at Pol-e-Charki prison in Kabul. This kitchen was a great improvement on Walayat as it was a new build and lessons learnt were put in place. The kitchen was designed to cater for 300 inmates as per the capacity of block 1. We observed some time after handing over the kitchen it was being used to cater for 1400 inmates throughout the entire prison. This number has since increased dramatically, currently we estimate the kitchen to be catering to 3000 inmates per day. This strain on the kitchen facilities has caused very premature deterioration of the facility. A further lesson learned from this exercise is to make the kitchens

larger than required even though the draft model of penitentiary regulations for Afghanistan suggest that a kitchen shall not be used to serve more than 300 detainees or prisoners⁴.

In Gardez and Mazar provincial prisons the kitchen is the first building inside the main entrance, food can be delivered directly to the kitchen via it's own entrance and loading area. Cooked food can be distributed to the sections directly from the kitchen into the inner security area. The kitchen building also contains the first security and inmate registry office within the inner security area. This is an excellent use of space as CPD staff can monitor all personnel movement plus food distribution in and out of the inner secure area along with general kitchen observation.

As much of Afghanistan has unreliable or no city power there is no point in providing refrigeration or other power reliant equipment in any prison kitchen. All fresh food is delivered on an as needed basis. Dry food (rice, beans, flour, lentils etc) is stored within the kitchen building as is common practice in Afghanistan.

7.8 Visits

Proper visits area with good visitor and inmate search facilities is important to an Afghan prison. Especially the male inmates receive more frequent family visits. Often the family will bring food and other items for the inmates. This is often difficult for the Afghan prison staff to control as inadequate visitor search and registration facilities are at their disposal. In some cases visitor facilities in Afghan prisons is simply a steel mesh panel in the external boundary wall where public can crowd on the outside of the prison and inmates on the inside of the prison. This is very difficult for the staff to control and has obvious limitations for the inmates to make contact with their family.

We designed and developed visiting facilities in 6 prisons or detention centers in Afghanistan. Through out this process we have been able to observe the combination of Afghan culture, security and safety requirements and compliance with ISMR and LPDC with regard to visits facilities. The solution that we have been able to identify merged all of the above criteria to construct suitable visit facilities for detention centres, female and juvenile rehabilitation closed centres and prisons for men and women, with security levels of low, medium and high security.



Figure 19 :Secure single visit – High Security Facility

⁴ UNODC - DRAFT MODEL OF PENITENTIARY REGULATION FOR AFGHANISTAN The General Conditions of Detention Centers and Prison, Article 19, Food, Para (8) says *The Central Prison Department shall establish in each prison and detention centre a sufficient number of kitchens. In any case, each kitchen shall not be used to serve more than 300 detainees or prisoners.*

Our provincial prisons in Gardez and Mazar has a dedicated visitors section inside the inner security area with controlled access for the inmates from the sections and controlled access for the visits from the inner security point. The facilities of the visits area are as follows:

- Inmate entry, search and waiting area with access from the sections
- Visitor entry registration and search area accessible separately without the need of the visitor to enter the prison proper.
- The visitor waiting area has a male and female toilet as often visitors will have no access to a toilet after leaving their home.
- There are three options for the staff to control visits:
 1. Secure visit shelters where inmates enter directly from the waiting area. The shelter has a mesh central partition and seats down either side of a solid table.
 2. A controlled secure private visits building with 6 individual cubicles for private visits.
 3. Free movement in the visits courtyard that contains a pagoda for shelter from the elements where inmates and visitors can sit and carry out visits in accordance with the Afghan custom.

The new Female and Juvenile Rehabilitation Center in Kabul has a more elaborate visiting building and yards. (See Figure 3 – Page 6). In this case the building has two separate visiting areas with separate entrances for both. Both areas have independent registry, search and waiting areas for detainees and visitors. Additionally both visiting areas have a garden and covered verandah, all visitors areas in this compound do not separate visitors from inmates.

On the contrary in line with the purpose of the high security facility that we designed and built within the Pol-e-Charki main prison a visits area with multiple security option is available. The difference in particular is the high security visits shelter where we built visit cubicles with separate secure entry for inmate and visitor. The cubicle has a polycarbonate and steel mesh barrier to permit no physical contact, each cubicle can be patrolled by CPD staff however no cubicles have the opportunity to see into each other.

With adequate visit facility options available to prison staff it becomes possible for them to control visits in a secure and safe manner that is in line with ISMR and LPDC.

7.9 Vocational

Again provincial prisons generally do not have a dedicated vocational compound or building. ISMR and LPDC require the provision of adequate vocational training and industrial handcraft workmanship facilities in a secure and safe environment⁵. As per ISMR and LPDC along with this vocational compound, facilities for agricultural activities should also be provided.

The design for Gardez and Mazar provincial prisons include two separate compounds within the internal fenced secure area. The first compound contains a lightweight steel framed workshop building able to facilitate vocational training and industrial handcraft workmanship activities. This building has large doors, a high roof and contains a security / staff office and toilet. Adjacent to the workshop compound a large secure open area is provided for agricultural activities. Both compounds have access from both sections within the inner secure area. Additional separate access is provided to the workshop compound for external staff and material delivery.

Providing these facilities gives multiple incentives and benefits to the inmates, the prison and staff by promoting vocational training and industrial handcraft workmanship activities. These activities are in line with the rehabilitative aims of a prison and can also provide income and food for the inmates.

⁵ LPDC - Work and Education, Article 28: (1) The administrations of detention centers and prisons are required to set up well equipped libraries, pave the ground for detainees' and prisoners' study, worship, education, vocational training, recreational and cultural activities and provide them with the needed facilities. And reference IN UNODC DRAFT MODEL OF PENITENTIARY REGULATION for Afghanistan Article 26 Educational and Vocational Training.

7.10 Clinic

Most existing prisons do not contain a dedicated clinic. Initially our design for Gardez and Mazar included a separate compound and clinic building. Due to the financial constraint we adopted an alternative solution by moving the clinic into the lower floor of section No. 2. This solution does not compromise the clinic's operation however a separate clinic is more desirable⁶.

The clinic has direct access from that section or if required to move inmates from another area access is available via the internal secure "free" zone. This zone has 2 barriers to outside, 1 fence and the perimeter wall. The clinic includes 3 rooms, 2 large and 1 small with access to the yard via one of the large rooms. The small room is to be used as a dispensary and medical office. 1 larger room is to be used as a treatment room with the other as a ward able to accommodate 11 people. The ward has access to the yard. All rooms contain an amenities cubicle with Turkish toilet and wash basin.

7.11 Doors and Windows

Throughout our design process much debate was held regarding dormitory or cell doors, mainly relating to the door swing direction – inwards or out from the cell. The details of this debate far exceed the scope of this report. The outcome was however that for the high security facility at Pol-e-Charki the doors swing inwards and for the provincial prisons as with most existing Afghan prisons the cell doors swing outwards. Ultimately the door swing direction becomes an operational issue and a common swing direction should be decided on by the CPD and implemented throughout all Afghan prisons

Apart from the above it was commonly agreed that doors should be simple, steel framed, steel clad on both sides, the core filled with timber to reduce noise and increase strength. The doors are fitted with simple pad bolt style locks external to the cell and a large downward opening cover over the window or bars at the top to assist with ventilation. A viewing port was also a feature of the door to enable CPD staff to quietly and quickly view inside the cell without disruption to the inmates. The steel frame of the door can easily be built into the surrounding walls which by nature of Afghan and general prison construction style are thick concrete and masonry walls.



Figure 20 :High security cell door

Figure 21 :Corridor partition gate

⁶ The LPDC does not state that a prison requires a specific clinic but that *the MoJ in conjunction with the Ministry of Public Health (MoPH) shall establish and provide medical and health services.*

There is no regulated window or ventilation opening sizes quoted in the ISMR or the LPDC for prison dormitories or cells. Minimum areas can be obtained from published ICRC documents⁷ and other private publications, however these often do not take into account Afghanistan's harsh climate and lack of energy. The design parameters we have utilised to design windows within our projects is to allow adequate natural light and fresh air to enter the cell, along with general security and line of sight considerations. The compromise is, if the windows are too large the cell or dormitory becomes excessively cold in winter or very hot in summer if in direct sunlight. To arrive at the window size or area we undertook standard engineering calculations to establish the window size achieving above minimum light and ventilation levels. As with the doors we have constructed the windows from simple steel frames built into the walls and if possible with double glazing to minimise heat loss.

All new prisons we have built have an additional ventilation feature that will assist in achieving minimum air changes per hour to a cell or dormitory. We have fitted internal ventilation ducts from the cell block roof to the interior of the cell. In the winter months often inmates will close all windows and cover with blankets, plastic or any other material to assist in keeping the cell warm. In this case the smaller ventilation ducts if left unblocked will assist in achieving entry of some fresh air. Again the window design is not fully desirable as we would like them to be larger however the lack of energy for heating is again a restricting factor.

7.12 Infrastructure

Infrastructure in prisons is the most difficult issue to balance. Most existing prisons have very little in the way of infrastructure and in many cases what they do have is run down and dysfunctional.

7.12.1 Electricity

Power is seldom available in many provincial prisons unless provided by generator creating a financial burden the CPD and MoJ can not cope with at this stage. Lighting for prison use and security is seldom available to inmates and staff alike. To compound this in the winter months windows are often sealed up in an attempt to keep meager warmth inside the sections leading to even worse lighting and ventilation. Power supply is a major problem for most of Afghanistan but especially for prisons, as alternative methods compromise the security and safety of staff and inmates.



Figure 22 :Generators and fuel store – Expensive to run and install

In the case of prisons or detention centers in Kabul city, power is generally available for the same number of hours that it is available to the general population. The number of hours that city power is available for in Kabul city improves every year. Pol-e-Charki prison has limited city power available via a connection that is unreliable. In some parts of the prison additional transformers have been installed or partly

⁷ Water Sanitation, Hygiene and Habitat in Prisons –Pier Giorgio Nembrini, International Committee of the Red Cross- August 2005

installed, this will help supply however supply will be problematic until a full overhaul of the prisons feed and transformers can be undertaken. Provincial prisons is where the real problem lies. Often many provincial prisons have no power supply available what so ever, any power used is supplied by generators burdening the CPD with financial commitments it should be directing elsewhere. Some provincial prisons have power supply within the area but need new main running to the prison and subsequent transformers to distribute supply within the prison. This is generally a relatively expensive operation for a modest prison.

7.12.2 Heating

Heating is directly related to power supply. Using petroleum based fuels to fire boilers or power electrical based heating systems is beyond the financial ability of the CPD and MoJ. As timber is often the only source of heating fuel available that is commonly used for heating in the sections via the use of the Bukhari heater in the cells themselves. The Bukhari is a small steel firebox with a flue that must be directed outside through the window. These heaters are not suitable for a prison as it is an unacceptable security risk and compromised the safety of staff and inmates. Prisoners generally provide fuel or firewood for their own heaters.

Much work has been carried out investigating heating systems for the new high security facility at Pol-e-Charki prison. Two reports one non-technical and one technically detailed have been prepared⁸. These reports describe multiple methods of heating prisons and are directly transferable to any prison in Afghanistan. The outcome of the report shows that heating powered by petroleum based or coal fuels to be unsuitable due to the ongoing cost of fuel and supply problems and more complex maintenance and operation required. Timber or fuel burning *bukhari heaters* are again unsuitable due to the security and safety risk to inmates and staff. Electrical heating in the form of multiple static panel heaters or a centrally ducted heat pump system seems to be most suitable. If the electrical supply is non-existent the running cost of diesel generators becomes prohibitive. If electrical supply is available then this system would be most ideal for Afghanistan now and into the near future.

7.12.3 Water

Water is generally obtained from hand pumped wells and carried to the section by inmates. Often the pumps are not in secure areas creating difficulty again for the staff to manage the prison in a safe and secure manner.

The new prisons have all had water supplied from a tube well or water bore with a submersible pump. In many areas of Afghanistan the ground water level is lower than in the past making the hand pump more difficult to utilise. As we are required to fit and plump water and sanitation facilities within the sleeping areas of inmates we have provided fully reticulated water supply to both Gardez and Mazar provincial prisons. The system relies on electrical pumps to pump from the bore or tube well to an overhead tank. From the overhead tank gravity will supply to all points within the prison without power. Power is required however to fill the overhead tank from the bore. If city power is unavailable the prison is required to run a small generator to power the pumps. Depending on the prison occupancy and season the generator would consume in the order of 5 to 15 liters of diesel per day.

7.12.4 Sewerage

Sewerage is often disposed of into septic tanks or pits on site, many are blocked or not working. This leaves in some cases no other option than for inmates and staff to urinate and defecate in open areas within the prison grounds. Obviously this is a major health and security concern. In some cases the toilet area within a section is simply blocked holes in the floor with excrement being scattered on the floor and not cleaned away or, some prisons have a hole in the floor connected to a pipe that simply discharges onto the ground outside the building but within the compound.

⁸ UNOPS Summary of heating options for former "Investigation Block" - Pol-e-Charki Prison, Kabul, Afghanistan. (Issued from Kabul Wed 3rd May 2006)
And UNOPS Summary of heating system for former "Investigation Block"- Pol-e-Charki Prison, Kabul, Afghanistan, (Issued to UNODC Kabul 5th January 2007)

For the new prisons we have designed and constructed systems that remove sewerage waste to large septic tanks and soakage pits. This is a second choice solution however it does suit both the financial constraints and operational capacity of the Afghans. Ideally sewerage package treatment plants would be installed however these are expensive and require detailed technical maintenance and operation. As with any prison facility the sewer lines are designed to enable foreign objects flushed down the toilets and general blockages to be removed as easily as possible without compromising the security or safety of inmates and staff. The sewerage system relies on an adequate water supply; in the case of water not being available the toilets will block and create a health problem within the prison.

8.0 FINDINGS

8.1 Negative factors

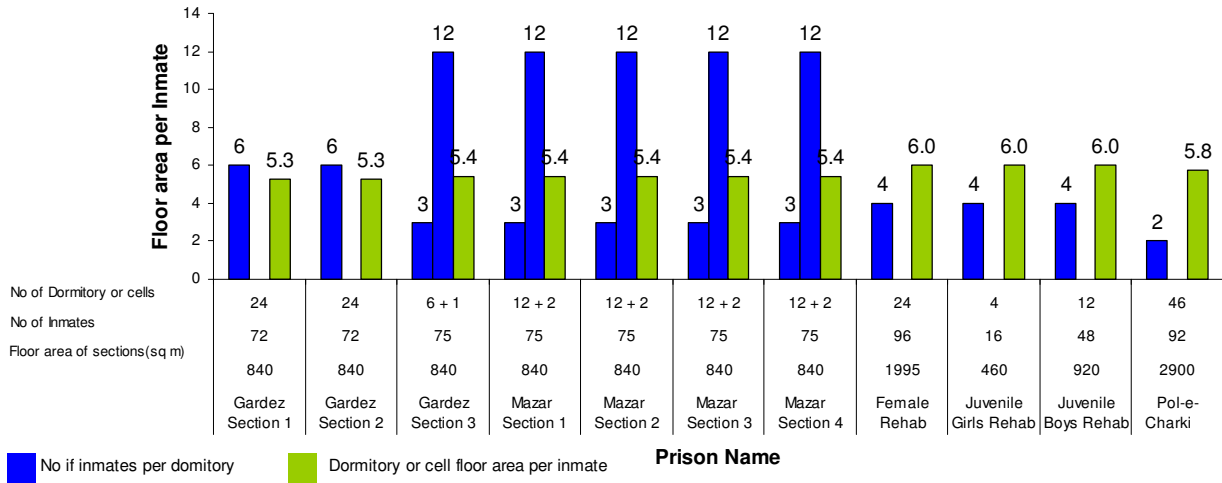
We have found construction and rehabilitating prisons in Afghanistan to be a challenging task. The following factors have negatively influenced our program significantly.

- The deterioration of security in many provincial areas has created difficulties during implementation of the program.
- Construction and general costs has seen regular high levels of inflation since the fall of the Taliban regime.
- The cost of concrete the main construction material in Afghanistan has increased in price three fold due to demand in country combined with higher demand in supplier and neighboring countries.
- Initially and in some instances ongoing reluctance of the Afghan authorities to fully support prison reform and reconstruction that meets ISMR and LPDC.
- Lack of inclusion of, and coordination with the MoJ and CPD by participants operating in Afghanistan reforming prisons. (The lack of inclusion of and coordination with the MoJ now is rectified to great extent.)
- An initial lack of information of existing prison construction and infrastructure in Afghanistan. (This has largely been remedied now by publication of two surveys of existing prisons. These comprehensive reports were published by ICRC *The Provincial Prisons of Afghanistan, Technical Assessment and Recommendations Regarding the State of the Premises and of the Water and Sanitation Infrastructure* published December 2005 and *Altai Consulting report sponsored by CFC-A* published January 2006)
- Early in the program difficulties were encountered identifying a suitable mechanism to coordinate technical matters with Afghan authorities. The MOJ and CPD had in little or no technical capacity in house to help them understand their requirements and operational capacity with new or rehabilitated prisons. This has resulted in a number of misunderstandings. The new CPD in house technical staff supported by CSSP has to a large extent filled the technical communication gap between prison reform participants and the CPD. In November 2006 a prison working group was established resulting in a much improved level of communication among all Afghan and international participants in prison reform. Positive results have been achieved both in terms of sharing information and reaching a more common understanding.

8.2 Cost

Floor and yard area available per inmate is the single most significant factor determining the cost of a prison. Other factors that will affect price is the level of facilities provided for health, vocational, recreational, staff, services (water, electrical, sewerage, heating). The level of security will also effect the price of a prison but less so in Afghanistan than in more developed countries as we would utilise less technology and try to create a simple manual prison for all security levels. We have designed the new provincial prisons based on 5.5m Sq. per inmate in the dormitory. **See annex 1** This is generally well above the levels of Afghan prisons in the past. It is important to note it is also above the level achieved by many nationalities around the world be they developed countries or not.

Graph showing the floor area per inmate



Normally juvenile and female facilities are more expensive to construct per inmate or meter square than male prisons. These facilities both require a more soft appearance or feel, yet still need to achieve the robustness, security and safety of a normal prison. Female prisons also require special facilities for infants. Additionally both female and juvenile prison and detention centers are often expensive as they have smaller inmate numbers than male prisons but still require all of the essential services and support facilities such as clinic, vocational, kitchen, yards, recreation areas etc. along with safety e secure measures to protect their privacy.

8.3 Ongoing Problems

Infrastructure in particular heating for all prisons and electricity to many is the biggest construction and rehabilitation problem for the Afghan prison system. Still no solution is available to solve the heating problem. Unfortunately it may have to continue with improvised systems until city power or viable alternative energy sources are available. No electricity supply can be overcome by the CPD by simpler operating systems and utilising small generators for essential power supply. However along with no electrical power comes significant inconvenience to staff plus a raised security and safety risk to staff and inmates.



Figure 23 :Juvenile Female yard showing inner fence and visual barrier with outer fence behind

9.0 RECOMMENDATIONS

Throughout implementation of our work to date in Afghanistan we feel we have gained sufficient experience to recommend the following points:

- Prisons be designed to comply with ISMR and LPDC.
- Prisons be designed to suit the operational capacity and mindset of the CPD.
- Design toilets, washing facilities, ventilation, lighting and yards to cope with far greater inmate numbers than the designed area per inmate.
- Prisons built utilising donor money must use the highest quality of materials and workmanship as additional funds for repairs or maintenance may not be available to the CPD well into the future
- A mentoring mechanism must be further developed jointly with Afghan authorities and the international community responsible for developing a long term infrastructure maintenance and planning program.
- Technical capacity has to be further developed at MOJ/CPD. The new technical engineering unit established at CPD represents a good starting point for promoting and increasing knowledge on prison construction techniques, suitable materials, design, plans, and cost estimation.
- A coordination mechanism has to be developed with Ministry of Public Works in Afghanistan by MOJ/CPD since prison buildings must be considered as public buildings. This coordination mechanism would promote advocacy among the public institutions on prison building needs. To include the prisons rehabilitation and a new construction plans in the Afghan national financial plan, it could be a way to increase available funds.
- Education and training for CPD should be continued and developed further to ensure the correct and most efficient utilisation of new or rehabilitated facilities.
- Training must be developed for all CPD staff in general and for kitchen staff specifically in regards to basic hygiene principles and nutritional catering for prisons.

10.0 REFERENCES

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- Water Sanitation, Hygiene and Habitat in Prisons –Pier Giorgio Nembrini, International Committee of the Red Cross- August 2005
- The provincial prisons of Afghanistan, Technical assessment and recommendation regarding the state of the premises and of the water and sanitation infrastructure – The International Committee of the Red Cross- December 2005

ANNEX -3 Graph showing Approximate Capital Cost (USD) per inmate Internationally

