



GOVERNMENT OF BERMUDA

**TREATMENT OF
OFFENDERS BOARD**

ANNUAL REPORT

2025

TREATMENT OF OFFENDERS ACT (1979)

The Treatment of Offenders Board 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 members to the Treatment of Offenders Board (**Board**) 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 2025

Mrs. Komieko Roberts (Chair February 2023 to current)

Mr. Paul Wilmot JP. (Deputy Chair February 2023 – current)

Mr. Vance Hollis

Mr. Delano Bulford

Mr. Anthony Darrell

Ms. Karen Pitt

Ms. Charlene Webb

Ms. Robin Swan

Mrs. Emily- Gail Dill

Mr. Eron Hill

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 Westgate Correctional Facility and on the third Wednesday of each month at the Co-Educational Facility, Farm Facility, and the Right Living House. The Chair fosters in person meetings which, aids in building trust and respect for the clients who come before the board for adjudications and interviews.

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 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 Justice, Senator the Honorable Kim Wilkerson, JP, for her thoughtful selection of members to serve within the corrections community.

The Treatment of Offenders board has served at the pleasure of Minister Wilkerson since September 2024, after a 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 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. There were three appointments to the board and one resignation for the year 2025. As a result, the board currently consist of 10 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 day 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.

Donations from TOOB members:

“Board member 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 extended meeting sessions held at Westgate Correctional Facility (**Westgate Facility**).

1. Staffing Crisis and Institutional Functionality

The facility continues to operate under significant staffing pressure. This shortage impacts nearly every operational domain.

Impact Areas

- Education Programs – Limited officer availability restricts inmate movement to classrooms.
- Medical Services – Routine and specialist medical visits are frequently delayed.
- Legal and Appeal Preparation – Access to legal resources is inconsistent.
- Case Management – Rehabilitation planning is slowed due to operational staffing demands.
- Staff Wellbeing – High overtime requirements contribute to burnout and attrition.

Strategic Requirement

The Board recommends:

- Immediate recruitment initiatives.
- Competitive compensation and incentives.
- Workforce succession planning.

Staffing must be viewed not as an operational expense but as a foundational rehabilitation investment.

2. Mental Health Population Growth

The increasing number of inmates with serious mental health diagnoses is one of the most significant emerging risks within the correctional system.

Key Challenges

- Increased behavioral incidents requiring intervention.
- Greater demand for clinical supervision.
- Strain on basic officers who do not have the proper training.

The Board strongly recommends:

- Recruitment of two additional forensic psychologists.
- Expansion of psychiatric assessment capacity.
- Development of specialized treatment pathways for mentally ill offenders.

3. Camaraderie, Institutional Culture, and Daily Operations

The rise in mental health cases is affecting both staff and the inmate population.

Observed Effects

- Increased tension between inmates.
- Compassion fatigue among officers.
- Higher frequency of disciplinary adjudications.
- Greater reliance on segregation management

4. Education, Vocational Training, and Mentorship Programming

The Board emphasizes that rehabilitation requires structured life skills development.

Required Improvements

- Consistent academic education delivery.
- Expanded vocational certification programs.
- Development of trade-based learning pathways.
- Implementation of structured mentorship programming for male inmates.

Mentorship programs should focus on:

- Emotional regulation.
- Workforce readiness.
- Family reintegration.
- Positive masculinity and responsibility frameworks.

These programs have demonstrated success in reducing repeat offending behaviors.

5. Adjudications and Disciplinary Management

The facility continues to experience high adjudication volumes.

Contributing Factors

- Mental health instability.
- Environmental stressors.
- Limited structured programming.

Disciplinary action should be paired with rehabilitative corrective interventions rather than functioning solely as punitive measures.

6. Interagency Communication Failures

There remains a persistent disconnect between:

- Court Services
- Parole Board
- Treatment of Offenders Board
- Judicial authorities

This disconnect causes:

- Delayed parole reviews.
- Inefficient case planning.
- Poor rehabilitation planning.

The Board recommends creating a purpose-driven case plan, based on individual needs, which will allow for a successful integration into society.

7. Correctional Philosophy: Custody vs Rehabilitation

The Board continues to express concern that the facility is viewed primarily as a prison rather than a correctional institution.

True correctional philosophy requires:

- Behavioral reform programming.
- Educational access.
- Psychological treatment.
- Reentry preparation.

Without transformation pathways, recidivism will remain high, particularly for inmates serving long or severe sentences.

8. Recidivism Concerns

Recidivism remains a central performance indicator for correctional effectiveness.

Risk factors include:

- Limited post-release preparation.
- Lack of employment skill development.

The Board recommends:

- Structured reintegration transition programs.
- Employer partnership initiatives.
- Community supervision collaboration.

9. Financial Investment and Institutional Development

Minimal year-over-year progress is primarily linked to financial constraints.

Priority investment areas include:

- Staffing.
- Mental health services.
- Education and vocational training.
- Infrastructure modernization.

The Board emphasizes that corrections reform is a long-term investment in public safety.

10. International Best Practice Comparison

Senior officers have conducted study visits to correctional institutions in the United Kingdom, and other jurisdictions.

Observed best practices include:

- Rehabilitation-centered correctional management.
- Structured offender progression models.
- Integrated psychological and social support systems.

However:

- Recommendations have not been implemented.
- No evident reform framework exists.

Update in 2023–2025 Initiatives and Ongoing Structural Concerns

Throughout 2023 and continuing through 2024–2025, the Board has remained steadfast in fulfilling its mandate. Regular monthly meetings have been convened, and Rota visits have continued across all correctional facilities. The Chair and Deputy Chair have maintained engagement with key stakeholders, including the Commissioner of Corrections, senior administrative personnel, program and education staff, medical teams, and representatives of the Lifers Committee.

Despite these sustained efforts and ongoing dialogue, many of the critical infrastructure and maintenance concerns previously reported in 2024 remain substantially unchanged as of this 2025 reporting period.

Westgate Facility – Conditions Requiring Immediate Remediation

The Board must again formally express its grave concern regarding the persistent and unacceptable conditions at the Westgate Correctional Facility. Issues highlighted in the previous annual report remain largely unresolved and continue to pose serious risks to health, safety, and overall institutional integrity.

The following urgent repairs require immediate attention:

- Excessive mold growth in cell blocks and common areas
- Exposed ceilings and missing or damaged ceiling tiles
- Widespread rust affecting doors, bed frames, light fixtures, and structural components
- Exposed wiring near water fountains and inconsistent water filter replacement
- Severely deteriorated flooring, including cracked, broken, and lifting tiles throughout the facility

These deficiencies compromise basic health and safety standards. They negatively impact not only the physical well-being of incarcerated individuals but also the morale and working conditions of correctional officers and support staff. In its present condition, the facility does not meet acceptable standards conducive to rehabilitation, safety, or human dignity.

Facility Maintenance and Kitchen Renovation – Critical Outstanding Matters

While the Board acknowledges the increased presence of Works & Engineering contractors across the facilities during this reporting period, progress has been slow and insufficient relative to the severity of outstanding concerns.

The condition of the Westgate kitchen remains one of the most pressing issues. Reports from kitchen personnel continue to highlight serious safety and sanitation risks. Of particular concern is the prior condemnation of the kitchen by the health inspector — a matter that remains unresolved. Disappointingly, the necessary funding for full renovation was not secured in the previous fiscal cycle, and the facility continues to operate under compromised conditions.

Additionally, due to the deteriorated state of the cafeteria, inmates remain unable to dine communally and are required to eat in their cells. This ongoing arrangement presents hygienic, operational, and rehabilitative concerns. Communal dining is a structured activity that supports social development, routine, and positive behavioral reinforcement — all fundamental elements of rehabilitation and reintegration. Its continued absence undermines these objectives.

The sustained neglect of the kitchen and cafeteria infrastructure reflects systemic maintenance deficiencies that demand immediate prioritization. These conditions do not align with the standards of care, dignity, and professionalism that should characterize our correctional system.

Conclusion and Call to Action

As we enter the 2025 reporting year, the Board reiterates that these concerns are not new. They have been documented, communicated, and discussed in previous reporting cycles. The lack of substantive remediation underscores the need for decisive action, transparent planning, and clear budgetary commitment.

The Board remains committed to constructive collaboration with the Ministry of Justice and the Ministry of Public Works. However, collaboration must now translate into measurable progress. The health, safety, and dignity of both staff and incarcerated individuals must remain a shared and demonstrable priority.

Immediate intervention is no longer advisable — it is essential.

Ongoing Concerns (2025 Update)

The Board must reiterate several significant programmatic and systemic concerns that were formally outlined in the 2024 Annual Report and remain largely unresolved during the current reporting period. Despite continued dialogue with facility leadership and relevant authorities, meaningful progress in these areas has been limited. These ongoing issues continue to directly impact inmate welfare, rehabilitation outcomes, and overall institutional effectiveness.

Underutilization of Community Volunteers

The Board has again been advised that community members have expressed interest in volunteering within correctional facilities, particularly in educational and vocational capacities, yet many reportedly have not received responses.

This continued lack of engagement represents a missed opportunity to enhance inmate programming, strengthen community partnerships, and expand rehabilitative services at minimal cost. Greater coordination and responsiveness in this area could significantly benefit both inmates and the broader corrections system.

Restrictions on Inmate Work Hours and Employment Access

Limitations on inmate work hours, coupled with logistical and transportation challenges to and from approved job placements, continue to restrict meaningful collaboration with independent contractors and external employers.

These operational barriers limit inmates' ability to gain practical work experience, develop employable skills, and demonstrate responsibility — all of which are critical components of successful reintegration. The Board maintains that reviewing and modernizing these constraints should remain a priority.

Recommendation: GED as a Parole Consideration

The Board continues to strongly recommend that the Government explore appropriate legislative amendments to incorporate the attainment of a General Education Diploma (GED) as a consideration or prerequisite for parole eligibility, particularly for inmates who are literate and capable of completing the requirement.

Education remains one of the most powerful tools for rehabilitation. Linking educational achievement to parole eligibility would provide structured incentive for academic advancement, personal development, and accountability.

Need for Mandatory Oral Orientation for New Inmates

The Board's prior recommendation that all new inmates receive a standardized oral orientation upon intake remains outstanding.

Many inmates experience challenges with literacy and comprehension, which can result in unintentional rule violations due to a lack of understanding of institutional policies and procedures. Reliance on peer-to-peer transmission of rules is inconsistent and may lead to misinformation.

A formalized verbal orientation process would promote fairness, improve institutional order, and ensure that all inmates clearly understand expectations, rights, and responsibilities from the outset.

Limited Access to Legal Preparation Due to Staffing Shortages

Inmates continue to report restricted access to legal resources and limited preparation time for trials and appeals, largely attributed to staffing shortages.

This ongoing concern raises serious questions regarding procedural fairness and inmates' ability to effectively engage with the justice system. Adequate access to legal preparation is not a privilege but a fundamental component of justice and due process.

Conclusion

While the Board remains committed to constructive collaboration with correctional leadership and the relevant Ministries, it must emphasize that these concerns are not newly identified issues. They were formally documented in 2024 reporting cycle and remain pressing matters in 2025.

The Board urges that concrete, measurable steps be taken to address these longstanding deficiencies to ensure that rehabilitation, fairness, and institutional integrity remain central to the mission of the correctional system.

Highlights Within the Correctional Facilities (2025)

The Chair of the Treatment of Offenders Board met with the Advisory Board for approximately one hour, with four Advisory Board committee members joining via Webex. The meeting was refreshing, transparent, and authentic in nature. The Chair effectively conveyed clear and concise concerns, as well as key highlights regarding the operations of the correctional facility in Bermuda. The discussion reflected positive feedback and a meaningful exchange of ideas. Several recommendations have been suggested, which will be submitted to the Ministry of Justice, and the Treatment of Offenders Board looks forward to receiving feedback, particularly the section pertaining to the corrections facility, for review. It is hoped that many of the recommendations made by the Advisory board will be implemented to further enhance the day-to-day operations of the correctional facility.

It would be remiss of me not to acknowledge the Administration's continued support and guidance throughout the year. The Administration has consistently demonstrated a clear understanding of, and respect for, the role of the Treatment of Offenders Board (TOOB). Both staff and inmates continue to recognize and value our mandate, advocating for fairness and ensuring that inmates are provided with the tools necessary 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 and Inmate Engagement Initiatives

The TOOB is pleased to report on the continued impact of its mentorship and inmate engagement efforts, which have yielded meaningful progress in rehabilitation and personal development.

Chair Kim Roberts continues to mentor inmate Kevin Warner. Mr. Warner is currently pursuing a bachelor's degree in marketing, reflecting his sustained commitment to personal growth and self-improvement. This ongoing mentorship underscores the importance of consistent guidance, accountability, and encouragement in helping inmates set and achieve long-term goals.

In addition to one-on-one mentorship, several soccer matches were organized during the year, facilitated by former Correctional Officer Dennis Brown, who brought in an external team to participate. These matches generated tremendous camaraderie, excitement, and positive engagement among the inmate population. The enthusiasm displayed throughout these events highlights the value of structured recreational activities in promoting teamwork, discipline, morale, and a sense of community within the facility.

These initiatives continue to demonstrate the transformative power of mentorship and constructive programming in supporting rehabilitation and preparing inmates for successful reintegration into society.

Data:

Rota Visits, Facility Conditions, and Operational Concerns (2025)

Rota visits and inmate interviews conducted throughout the 2025 reporting period continue to reveal the stark and often difficult realities of daily life within our correctional facilities. Both inmates and facility administrators have voiced sustained concerns, particularly regarding the continued deterioration of conditions at the Westgate Correctional Facility, which remains an issue of grave and ongoing concern.

The environment continues to negatively impact the physical, emotional, and mental well-being of both inmates and staff. While the aging infrastructure across all facilities contributes to visible decline, repeated maintenance reports and formal requests for restorative intervention submitted to the Department of Works and Engineering have yielded limited and incremental results.

Security vulnerabilities remain a persistent concern, especially at Westgate. The Board has observed increasing tension within the facility, compounded by a demographic shift toward a younger inmate population, many serving lengthy sentences for more serious and violent offenses. This evolving population profile requires a more structured, proactive, and developmentally informed management approach.

Considering these conditions, the Board continues to advocate for deliberate and careful reform. A modernized, hands-on correctional model must be implemented, one that emphasizes structure, accountability, and rehabilitation. Key components should include:

- Structured, regimented daily routines
- One-on-one mentorship and guidance initiatives
- Consistent and comprehensive rehabilitative programming
- Engagement through motivational speakers and practical life-skills workshops
- Incentive-based systems that promote responsibility, positive behavior, and hope

Such interventions are essential to reshaping institutional culture and supporting long-term rehabilitation outcomes, particularly for a younger inmate population that may exhibit emotional immaturity while facing extended periods of incarceration.

Timeliness of Risk Assessments and Impact on Parole Processing

The Board remains concerned about ongoing delays in the completion of inmate risk assessments. Currently, only two Forensic psychologists serve all three correctional facilities. This limited staffing capacity continues to create bottlenecks in the timely preparation of risk assessments, which are critical for parole and work release consideration.

Delays in these assessments frequently hinder the processing of parole and work release documentation, leading to frustration among inmates. The Board has observed that prolonged uncertainty often contributes to heightened anxiety, behavioral issues, and institutional tension.

To address this, the Board urges improved workforce planning and resource allocation to ensure that assessments are conducted in a timely and efficient manner. Strengthening psychological services capacity would not only improve administrative efficiency but also support institutional stability and inmate well-being.

As we reflect on the 2025 reporting period, it is evident that many of these concerns are not new. The Board continues to call for decisive, coordinated action to modernize operational practices, improve infrastructure, and ensure that correctional facilities are environments that promote safety, order, and meaningful rehabilitation.

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
- Consumption and possession of the following: (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 members. There were **23** adjudications at Westgate Facility and none at the other facilities.

Month	Westgate	Farm	Co-Ed	Monthly Total
January	0	0	0	0
February	2	0	0	2
March	2	0	0	2
April	2	0	0	2
May	0	0	0	1
June	0	0	0	0
July	5	0	0	4
August	2	0	0	8
September	4	0	0	4
October	0	0	0	0
November	4	0	0	4
December	2	0	0	2
Facility Total	23	0	0	23

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 25 interviews conducted at the Westgate Facility, 5 at the Farm Facility and 3 at the Co-ed Facility.

Month	Westgate	Farm	Co-Ed	Monthly Total
January	2	1	1	4
February	1	0	1	2
March	3	0	0	3
April	2	0	0	2
May	2	2	0	4
June	3	1	0	1
July	5	0	0	5
August	4	0	0	4
September	0	0	0	0
October	0	1	1	2
November	3	0	0	3
December	3	0	0	3
Facility Total	25	5	3	33

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	0	1	1	2
February	1	0	0	1
March	1	1	1	3
April	0	0	0	0
May	2	1	1	4
June	1	1	1	3
July	1	1	1	3
August	2	0	1	3
September	1	1	1	3
October	1	1	1	3
November	3	1	1	5
December	0	1	1	3
Facility Total	13	9	10	32

Westgate Correctional Facility

There were 13 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 9 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 10 visits to the Co-Ed Facility in 2025.

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 Honorable David Burt, JP, MP
- The Minister of Justice, the Honorable Kim Wilkerson, JP
- The Permanent Secretary Mr. David Roberts
- 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 offers a huge thank you to the Administrator, Ms. Marlene Flynn-Carty. Her exceptional execution of duties has 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 2025 reporting period, it is evident that while some progress has been made, significant challenges remain. Transparency, sustained investment, accountability, and collective action continue to be the cornerstones of meaningful and lasting reform within our correctional system.

Throughout 2025, the Board has remained unwavering in its commitment to prioritizing the health, safety, and overall well-being of the corrections community, including staff and clients. These priorities are not aspirational statements; they are enduring obligations that guide every inspection, recommendation, and engagement undertaken by the Board.

The work before us is both urgent and significant. A correctional system must be more than secure, it must be structured, rehabilitative, and humane. It must foster accountability while preserving dignity. It must prepare individuals not only to complete their sentences, but to successfully return to society as contributing members.

As we look ahead, we call for renewed focus, strategic investment, and unified resolve. Let us remain steadfast in our shared responsibility to strengthen institutional standards, modernize rehabilitative practices, and ensure that our facilities reflect the values of justice, fairness, and human dignity.

As Chair Komieko Roberts clearly states:

“If we do not prioritize meaningful rehabilitation and support for those incarcerated, we ultimately compromise the safety and strength of our wider community. Regardless of the length of a sentence, most individuals will return to society, and who they return as affects us all.”

Together, through intentional reform and sustained commitment, we can build a correctional system that promotes accountability, supports transformation, and leaves a lasting, positive impact on our entire community.

Respectfully Submitted by:



Mrs. Komieko Roberts, Chair
Dated 3 March 2026