

I. INTRODUCTION

1. The Republic of Sierra Leone (Sierra Leone) is a State Party to the African Charter on Human and Peoples’ Rights (the African Charter), having ratified the same on 21 September 1983.

2. Sierra Leone submitted its Initial and Combined Report to the African Commission on Human and Peoples’ Rights (the Commission) on 27 June 2013.

3. The present Report was considered by the Commission during its 57th Ordinary Session, which was held in Banjul, The Gambia, from 04 to 18 November 2015.

4. The Report was presented to the Commission by the Delegation from Sierra Leone, led by H.E. Mr. Franklyn Bai Kargbo, the Attorney General and Minister of Justice of the Republic of Sierra Leone. The following were part of the Delegation:

   - Deputy Head of the Delegation, Ambassador Sulayman Daramy, Ambassador of Sierra Leone to Republic of The Gambia;
   - Dr. Henry Mbawa Jr., Coordinator, Justice Sector Coordination Office; and
   - Ms. Kadija Bangura, State Counsel in the Ministry of Justice.

5. The Report highlights developments which have taken place in the area of promotion and protection of human and peoples’ rights, in addition to the legislative, administrative and other measures put in place to comply with the country’s obligations under the African Charter.

6. The present Concluding Observations give an account of the positive aspects, the factors restricting the enjoyment of human rights and the areas of concern based on the content of the Report and information given during presentation of the Report. Finally, the Commission makes recommendations on measures needed to strengthen
the enjoyment of human rights as guaranteed by the African Charter, as well as other relevant regional and international human rights instruments.

7. The Commission commends the Delegation for its constructive dialogue during the presentation of the Report, and for the additional information provided regarding the concerns raised by Members of the Commission.

II. POSITIVE ASPECTS

The Commission:

8. Commends the efforts made by Sierra Leone in preparing and presenting its Periodic Report, in accordance with the provisions of Article 62 of the African Charter;

9. Commends the involvement and participation of civil society organizations in the drafting process of the Report;


11. Notes that Sierra Leone has ratified or acceded to a number of relevant regional and international instruments on the promotion and protection of human rights, including:

- The African Charter on the Rights and Welfare of the Child;
- The African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (the Kampala Convention);
- The African Charter on Democracy, Elections and Governance;
- The OAU Convention Governing the Specific Aspects of Refugee Problems in Africa;
- The International Covenant on Civil and Political Rights;
- The Optional Protocol to the International Covenant on Civil and Political Rights;
- The International Covenant on Economic, Social and Cultural Rights;
- The Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (the Convention against Torture);
- The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW);
- The International Convention on the Elimination of All Forms of Racial Discrimination;
- The Convention on the Rights of the Child;
- The Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict;
- The Convention on the Rights of Persons with Disabilities; and
- The Rome Statute of the International Criminal Court.

12. Notes that Sierra Leone has enacted laws to promote and protect human rights, including:

- the Anti-Human Trafficking Act (2005);
- the Child Rights Act (2007);
- the Devolution of Estate Act (2007);
- the Domestic Violence Act (2007);
- the Registration of Customary Marriage and Divorce Act (2009);
- the Disability Act (2011);
- the Legal Aid Act (2011);
- the Local Courts Act (2011);
- the National HIV and AIDS Act (2011);
- the Sexual Offences Act (2012); and

13. Commends the establishment of the following bodies/offices, to ensure the promotion and protection of human rights:

- An autonomous Human Rights Commission;
- The Office of the Ombudsman;
- The Justice Sector Coordination Office;
- The Legal Aid Board;
- The Independent Police Complaints Board;
- The National Youth Commission;
- The Children’s Commission;
- The National Commission for Persons with Disabilities;
- Family Support Units in all police stations;
- The HIV/AIDS Commission;
- The National Commission for Social Action, which ensures implementation of reparations recommended by the Truth and Reconciliation Commission.

14. Notes the establishment of two rights based programs, the Agenda for Change and the Agenda for Prosperity, which fully embrace the political, economic and social rights guaranteed under the African Charter;

15. Lauds the Government following the statement by the World Health Organization on 07 November 2015, declaring Sierra Leone free of Ebola;

16. Notes the enactment of laws to promote equality, including the Domestic Violence Act, the Disability Act, the Legal Aid Act, and the Sexual Offences Act, which include provisions on equality before the law;

17. Takes notes that, as a result of the moratorium on the death penalty, no death sentence has been carried out since 1998;
18. Welcomes the enactment of the Armed Forces of the Republic of Sierra Leone (Amendment) Act which establishes the right to appeal death sentences handed down by the Court Martial, to the Court of Appeal;

19. Welcomes the designation of institutions, including the Complaint, Discipline and Internal Investigation Department (CDIID) and the Human Rights Commission, to receive complaints and conduct investigations on allegations of torture;

20. Lauds efforts undertaken to address human trafficking, including through establishing the Inter-Ministerial Committee on Human Trafficking, the National Taskforce on Human Trafficking and the Secretariat on trafficking of persons in the Ministry of Social Welfare, Gender and Children's Affairs;

21. Notes that human rights education is included in the training for Police Officers and the Army by the Human Resources Directorate;

22. Welcomes the establishment in 2013 of the Independent Police Complaint Board (IPCB) which has the power to receive, investigate and monitor complaints from the public, as well as to ensure accountability for human rights violations committed by the police;

23. Commends the existence of a medical facilities in all correctional centres to ensure the provision of health care to inmates, which is coordinated by the Medical Board for Correctional Centres;

24. Welcomes the provision of preventive and health care treatment programs in all correctional centres in the country, in line with the Sierra Leone Correctional Service HIV/AIDS Policy;

25. Commends the efforts to increase access to justice through establishment of local courts under the authority of the Judiciary, through enactment of the Local Court Act;

26. Welcomes the enactment of the Legal Aid Act to ensure provision of legal aid services;

27. Welcomes the measures adopted to ensure protection of children in the justice system provided in the Children and Young Persons Act;

28. Appreciates the efforts undertaken by the Inter-religious Council to mediate in the conflict which occurred between Christians and Muslims in a village called Mambolo in the Northern part of the Country and in Calaba town in the Western Area;

29. Takes note of the establishment of the Independent Media Commission to regulate the activities of the media;
30. Commends the enactment of the Right to Access Information law in 2013, and the establishment of the Right to Information Commission;

31. Takes note of the establishment of an Industrial Court to promote workers and employees interests, including adjudication of cases of discrimination against women and persons with disabilities;

32. Recognizes the efforts of the Government to address the high level of youth unemployment through the establishment of the National Youth Commission and the Career Advisory and Placement Services;

33. Notes with satisfaction the establishment of the National Social Security Insurance Trust;

34. Takes note of the efforts of the Government to provide adequate access to medical services, including through health policies like the Malaria Roll-back Plan and free immunization against polio, yellow fever and tuberculosis;

35. Commends the adoption of the National Strategic Plan on HIV and AIDS (2011 - 2015), which was formulated with the aim of attaining zero new HIV infections in the country;

36. Recognizes the efforts undertaken to increase the enrolment of the girl child at primary school level, including through implementation of the recommendations of the Gbamanja Commission (2010);

37. Appreciates the initiatives undertaken by the Government to promote culture, including through ensuring that local languages are taught in schools;

38. Takes note of the enactment of the Customary, Marriage and Divorce Act and the Child Rights Act to address negative traditional practices, such as forced and early marriage;

39. Commends the adoption of measures to ensure protection of pregnant women, including through requiring paid leave or leave with social security benefits and guarantees against dismissal during maternity leave irrespective of their marital status;

40. Welcomes efforts undertaken to combat the high maternal and infant mortality rate, including through the National Free Healthcare Program for pregnant mothers, lactating mothers and children under the age of five (5) years;

41. Takes note of the Children and Young Persons Act which provides for the protection of children against offences such as rape, indecent assault and forced labour;
42. Commends efforts to ensure regulation of mining activities in the country, including through enactment of the Mines and Minerals Act and establishment of the National Mining Agency responsible for oversight of the sector;

43. Takes note of the programs established to address the negative effects of mining activities, through the National Action Plans of the Mine and Minerals Act and the Sierra Leone Environmental Protection Agency;

44. Takes note of the efforts undertaken to ensure protection of the environment including through the National Environmental Protection Plan and Policy, the Environment Protection Agency Act, the Bumbuna Watershed Authority and the Bumbuna Conservation Area Act.

III. FACTORS RESTRICTING THE ENJOYMENT OF THE RIGHTS GUARANTEED IN THE AFRICAN CHARTER ON HUMAN AND PEOPLES’ RIGHTS

45. Sierra Leone has suffered from war and unrest following a series of coups d’état which destabilized the country and were a fundamental factor that prevented citizens from fully exercising and enjoying their rights. When the elected Government was overthrown once again in May 1997, the country plunged into civil war. A Peace Accord was signed in 1999, under the auspices of ECOWAS, and the war was officially declared over in 2002. However, over twenty thousand people lost their lives and two million were displaced, while half a million fled to neighbouring countries. As a result, access to essential basic services such as health facilities, schools, *inter alia*, was hindered for a long time.

46. Since the end of the civil war, and following the signing of the Peace Accord, Sierra Leone has enjoyed relative political stability and economic growth. However in 2014, an outbreak of the Ebola Virus in West Africa spread to Sierra Leone, which caused a large number of infections and deaths. Furthermore, in addition to the human cost, the outbreak severely eroded the economy as a result of the closure of borders, cancellation of airline flights, and the collapse of cross-border trade, among others.

IV. AREAS OF CONCERN

While acknowledging the significant efforts made by the Government to promote and protect human rights, the Commission is however concerned about the following:

Submission of Periodic Reports
47. The Initial and Combined Periodic Report, which was submitted in accordance with the Article 62 of the African Charter, was overdue;

Obligations of States, ratification and domestication of international instruments
48. The non-domestication of the African Charter within the legal system;
49. The non-ratification of a number of relevant regional and international human rights instruments, including the following:

- Protocol to the African Charter on Human and Peoples’ Rights on the Establishment of an African Court on Human and Peoples’ Rights (the Protocol on the African Court);
- The International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families;
- The International Convention for the Protection of all Persons from Enforced Disappearance;
- The Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women;
- The Optional Protocol to the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment;
- The Optional Protocol to the International Covenant on Economic, Social and Cultural Rights;
- Optional Protocol to the Convention on the Rights of Persons with Disabilities; and
- The Second Optional Protocol to the International Covenant on Civil and Political Rights aiming at the abolition of the death penalty.

50. The delay in reviewing and enacting the following legislation and policies:

- The Gender Equality bill;
- The Termination of Pregnancy bill;
- The Prevention and Control of HIV and AIDS act;
- The draft National Land policy.

Right to security of persons, right to life and the death penalty

51. The failure to abolish the death penalty in law;

52. The lack of information on measures taken to address extra-judicial killings, including through investigation and prosecution of such cases;

Prohibition of torture and cruel, inhuman and degrading treatment

53. The lack of specific legislation defining and criminalizing torture, in addition to the claw back clause in Article 20(2) of the Constitution, which provides that, “Nothing contained in or done under the authority of any law shall be held to be inconsistent with or in contravention of this section to the extent that the law in question authorizes the infliction of any kind of punishment which was lawful immediately before the entry into force of this Constitution;”

54. The reports of cases of inhuman and degrading treatment of inmates who are in mental and penal institutions, and the lack of information on measures taken to address these cases including through investigation of the allegations, prosecution of the perpetrators and compensation of victims;
55. The low number of cases seeking compensation for victims of torture, in addition to reports of inadequate reparations awarded to victims of torture;

Right to liberty and security of person, conditions of prisons and detention centres
56. The lack of specific information on whether the training provided to law enforcement agents, including the police and prison wardens, integrates the Commission's relevant instruments, such as the Guidelines and Measures for the Prohibition and Prevention of Torture, Cruel, Inhuman or Degrading Treatment or Punishment in Africa (the Robben Island Guidelines);

57. The cases of arbitrary arrests conducted by the police, in addition to reports of inadequate reparations awarded to victims of arbitrary arrests;

58. The failure to provide information on concrete measures being undertaken to address overcrowding in prisons;

59. The current rate of remand prisoners, assessed by the Government at 36.7% of the total inmate population in the country;

Access to and administration of justice
60. The lack of specific information on training integrating the African Charter and the Principles and Guidelines on the Right to a Fair Trial and Legal Assistance in Africa (the Principles and Guidelines on Fair Trial), for judicial officers and the officials who adjudicate in the Local Courts;

Freedom of expression and access to information
61. The restriction on freedom of expression through the Public Order Act (1965) which criminalizes seditious libel and defamation;

62. The lack of information on measures put in place to ensure protection of media practitioners against attacks and arbitrary arrest, in addition to prompt investigation of attacks, prosecution of perpetrators and access to remedies for victims, as stipulated in the Commission's Declaration of Principles on Freedom of Expression in Africa;

Refugees, migrants and internally displaced persons
63. The failure to provide information on the domestication and implementation of the Kampala Convention;

64. The lack of information on measures, including legislation, policies and programs of action put in place to ensure registration of births, which ensures that children born are within the legal system;

Economic, Social and Cultural Rights
The right to property
65. The lack of information on the measures to ensure provision of assistance to owners forcefully evicted from their property, including resettlement and access to other remedies, in addition to the lack of appropriate mechanisms to ensure adequate
compensation in cases of expropriation of property, in light of the fact that the draft National Land Policy has not been enacted;

The right to work
66. The lack of a concrete timeline within which the minimum wage will be reviewed, in addition to the lack of information on the measures put in place to ensure validation of workers for past services rendered, in order to obtain their pension under the National Social Security Insurance Trust;

The right to health
67. The current allocation of the annual State budget to the health sector which is less than the 15% minimum amount stated in the Abuja Declaration on HIV/AIDS, Tuberculosis and other Related Infectious Diseases;
68. The lack of information on access to medical facilities and services in the rural areas;
69. The stigmatization and exclusion faced by survivors of the Ebola virus;

Protection of the rights of persons living with HIV/AIDS
70. The lack of information on the following: the existence of laws on criminalization of transmission; disaggregated data on the HIV prevalence rate; the measures put in place to ensure access of treatment to men having sex with men (MSM); and whether educational programs have integrated information on HIV/AIDS;

The right to education
71. The Government’s policy of barring visibly pregnant girls from attending school and taking national exams;
72. The lack of information on measures put in place to ensure access to education in the rural areas, in addition to the lack of a comprehensive program on human rights education in the curriculum of primary and secondary schools;

Protection of the rights of women and children
73. The lack of information on the measures put in place to monitor implementation of the Domestic Violence Act, in addition to the non-domestication and full implementation of the provisions of CEDAW in the country;
74. The lack of review of the Offenses against the Person Act (1861), specifically Sections 58 and 59 which criminalize abortion in all cases;
75. The failure to adopt concrete measures to eliminate the existing discrimination against women which is heavily rooted in customs and tradition;
76. The rise in maternal and newborn deaths since the Ebola outbreak, in addition to the fact that, in spite of the measures put in place, Sierra Leone has been rated as one of the countries in the world with the highest maternal and infant mortality rate;
77. The failure to enact legislation criminalizing female genital mutilation (FGM);

78. The provisions in the Registration of Customary Marriages and Divorce Act, specifically Article 2(2) and (3), which allows customary marriage of a person less than eighteen years, when consent to the marriage has been given by the parents, the guardians, or the Magistrate or Local Government Chief Administrator of the locality in which the marriage is to take place;

79. The existence of discriminatory provisions in the Devolution of Estate Act and the Chieftaincy Act, which both discriminate against children born out of wedlock;

The rights of persons with disabilities and older persons
80. The lack of information on concrete measures taken to combat and prevent societal stigma and discrimination against persons with disabilities;

81. The lack of formulation of legislation or policy to ensure protection of the rights of older persons;

Extractive industries, environment and human rights violations
82. The lack of information on the measures in place to ensure that local communities benefit from the extraction of natural resources, in addition to the lack of access to remedies for local communities in Moyamba (Sierra Rutile) and Kono for spoliation which resulted from mining activities;

Protection of human rights defenders
83. The lack of information on legislation and measures which have been put in place to ensure the protection of human rights defenders;

Protection of the rights of indigenous populations
84. The lack of information on indigenous populations, within the definition adopted by the Commission, in addition to policies or programs to ensure protection of this vulnerable group;

Protection of the rights of LGBTI persons
85. The lack of concrete measures to end all acts of violence and abuse, whether committed by State or non-state actors, including by enacting and effectively applying appropriate laws prohibiting and punishing all forms of violence including those targeting persons on the basis of their imputed or real sexual orientation or gender identities, ensuring proper investigation and diligent prosecution of perpetrators, and establishing judicial procedures responsive to the needs of victims;

Information not contained in the Report
86. The lack of gender disaggregated data, in addition to information on the representation of women in decision making positions in Government, at the local level, in addition to other areas such as the armed forces;

V. Recommendations
87. In view of the foregoing, the Commission recommends that the Government should:

Submission of Periodic Reports
i. Ensure that Periodic Reports are submitted every two years in a timely manner;

Obligations of States, ratification and domestication of international instruments
i. Ensure domestication of the African Charter within the legal system;
ii. Expedite the ratification and domestication of all relevant regional and international human rights instruments;
iii. Expedite the enactment of the various legislation currently being drafted, reviewed, or which are before Parliament, which have the potential to enhance the enjoyment of human rights;

Right to security of persons, right to life and the death penalty
iv. Abolish the death penalty in law;
v. Provide information on the measures taken to address extra-judicial killings, in addition to information on prosecution of perpetrators;

Prohibition of torture and cruel, inhuman and degrading treatment
vi. Enact specific legislation which defines, prohibits and criminalizes torture, in accordance with international standards, and revise Article 20(2) of the Constitution accordingly;
vii. Take immediate and effective measures to address the reports of cases of inhuman and degrading treatment of inmates in mental and penal institutions, in addition to ensuring prompt investigation and prosecution of the perpetrators;
viii. Ensure domestication and implementation of the Convention against Torture, in addition to undertaking sensitization campaigns to raise awareness on the rights of victims of torture to redress and reparations;

Right to liberty and security of person, conditions of prisons and detention centres
ix. Ensure provision of training to law enforcement personnel on the Robben Island Guidelines, in addition to the Guidelines on the Conditions of Arrest, Police Custody and Pre-Trial Detention in Africa which was adopted by the Commission in 2014;
x. Take the necessary measures to ensure that no-one is subjected to arbitrary or unlawful arrest or detention, in addition to undertaking sensitization campaigns to raise awareness on the rights of victims of arbitrary arrests to redress and reparations;
xii. Take measures to address overcrowding in prisons, such as through adopting alternative sentencing policies and imposing non-custodial sentences such as community service and ensuring strict observance of the maximum duration for pre-trial detention;
xii. Take the necessary measures to reduce the number of prisoners awaiting trial in the country;

Access to and administration of justice
xiii. Ensure the provision of training on the African Charter and the Principles and Guidelines on Fair Trial to judicial officers, including the officers who adjudicate in the Local Courts;

**Freedom of expression and access to information**

xiv. Revise the provisions of the Public Order Act which criminalize seditious libel and defamation;

xv. Establish and implement concrete measures to protect media practitioners from attacks and arbitrary arrest, including by ensuring prompt investigation and prosecution of perpetrators;

**Refugees, migrants and internally displaced persons**

xvi. Provide information on the domestication of the Kampala Convention within the domestic legal system, and the measures put in place to ensure its full implementation;

xvii. Provide information on the measures put in place to ensure registration of births;

**Economic, Social and Cultural Rights**

**The right to property**

xviii. Following the enactment of the draft National Land Policy, ensure establishment of the appropriate mechanism to ensure adequate compensation in cases of expropriation of property;

**The right to work**

xix. Expedite the process of reviewing the minimum wage, and ensure the adoption of measures which expeditiously process applications for pension under the National Social Security Insurance Trust;

**The right to health**

xx. In the annual State budget, ensure allocation of the minimum amount of 15% to the health sector, in accordance with the Abuja Declaration on HIV/AIDS, Tuberculosis and other Related Infectious Diseases;

xxi. Provide information on measures taken to ensure provision of adequate, affordable and accessible health facilities and services to the rural areas;

xxii. Take concrete measures to address the stigmatization faced by survivors of the Ebola virus;

**Protection of the rights of persons living with HIV/AIDS**

xxiii. Provide in the next Periodic Report detailed information in relation to laws and policies on HIV/AIDS, statistics and disaggregated data, measures taken to ensure equal access to treatment and information on the existence of educational programs on HIV/AIDS;

**The right to education**

xxiv. Take measures to comply with regional and international obligations to respect, protect and fulfill all girls right to education and non-discrimination, and
immediately establish measures to guarantee that pregnant girls can continue with their education, including attending classes and writing exams;

xxv. Provide information on the measures put in place to ensure access to education in the rural areas, and establish a comprehensive program on human rights education in the curriculum of primary and secondary schools;

Protection of the rights of women and children

xxvi. Establish measures to ensure effective monitoring of the Domestic Violence Act, in addition to fully incorporating the Maputo Protocol and CEDAW into the domestic legislation and ensuring full implementation;

xxvii. Repeal the provisions of the Offences against the Persons Act (1861) which criminalizes abortion, and enact legislation which guarantees access to safe and legal abortion services under certain conditions, as stipulated in Article 14(2)(c) of the Maputo Protocol;

xxviii. Adopt concrete measures to eliminate discrimination against women, in addition to undertaking campaigns to raise awareness on gender equality;

xxix. Take initiatives to address the disproportionate impact of Ebola on women, in particular its impact on the provision of maternal health services, and urgently adopt comprehensive measures to address the high maternal and infant mortality rate;

xxx. Urgently adopt comprehensive legislation which criminalizes FGM;

xxxi. Repeal the provisions of the Registration of Customary Marriages and Divorce Act which allow early marriage, and establish sensitization campaigns to raise awareness on the Child Rights Act, which provides in Article 34(1) that “the minimum age of marriage of whatever kind shall be eighteen years.”

xxxii. Review the provisions of the Devolution of Estate Act and the Chieftaincy Act, which discriminate against children born out of wedlock;

The rights of persons with disabilities and older persons

xxxiii. Elaborate on the measures put in place to combat and prevent societal stigma and discrimination against persons with disabilities in the next Report;

xxxiv. Ensure adoption of comprehensive measures which address the rights of older persons;

Extractive industries, environment and human rights violations

xxxv. Adopt measures to ensure transparent management of resources, in addition to establishing mechanisms to address the ecological effects of extracting raw materials, including providing remedies to local communities;

Protection of human rights defenders

xxxvi. Enact legislative measures to protect human rights defenders, in conformity with the UN Declaration on Human Rights Defenders, in addition to the Kigali and Grand Bay Declarations;

Protection of the rights of indigenous populations
xxxvii. Provide detailed information relating to indigenous populations, including the legislative and other measures put in place to ensure their representation, in the next Report;

Protection of the rights of LGBTI persons
xxxviii. Take effective and concrete measures to end all acts of violence and abuse, whether committed by State or non-state actors, including by enacting and effectively applying appropriate laws prohibiting and punishing all forms of violence including those targeting persons on the basis of their imputed or real sexual orientation or gender identities, ensuring proper investigation and diligent prosecution of perpetrators, and establishing judicial procedures responsive to the needs of victims;

Information not contained in the Report
xxxix. Take the necessary measures to establish mechanisms for generating accurate statistical data on relevant issues, including information on vulnerable and marginalized groups, and include current statistics in the next Report;
xl. Ensure inclusion of gender disaggregated data and information on the representation of women in decision making positions in Government, in the next Report;

Reporting on Maputo Protocol in the next Report
xli. Ensure that the next Report includes the legislative, policy, institutional and programmatic measures which have been taken to implement the Maputo Protocol, in line with Article 26 of the Maputo Protocol;

Implementation of Recommendations
xlili. Inform the Commission on the measures which have been taken to implement the recommendations stated in its Report of the Promotion mission to Sierra Leone, which was undertaken in February 2004, in the next Report;
xlili. Inform the Commission on the measures which have been taken to implement the recommendations of the present Concluding Observations in the next Report.

Adopted at the 19th Extra-Ordinary Session of the African Commission on Human and Peoples’ Rights, held from 16 to 25 February 2016, in Banjul, Islamic Republic of The Gambia