

**III.**

**MINISTRY OF INTERIOR OF THE CZECH REPUBLIC**

**NATIONAL STRATEGY  
ON  
POLICING MINORITIES**

**2002**

**MINISTRY OF INTERIOR OF THE CZECH REPUBLIC**

**National Strategy on Policing Minorities**

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# **I. Introduction**

- 1.1. Characteristics of the Strategy Concept**
- 1.2. Principal Incentive for the Formation of the Strategy Concept**
- 1.3. Preparatory Phase of the Strategy Concept**
- 1.4. Hitherto Activities of the Ministry of Interior and the Czech State Police Force in Relation to National and Ethnic Minorities in the Czech Republic**

## **1.1. Characteristics of the Concept of the National Strategy on Policing Minorities**

The Minister of Interior was tasked with the production of a concept for **the National Strategy on Policing Minorities** ('Strategy') by Resolution of the Government of the Czech Republic No 761 of 5 August 2002. This Government Resolution commissioned the Minister of Interior to present the Government with a draft concept of the Strategy by 31 December 2002.

### **The draft Strategy concept**

- is based on the hitherto activities of the Czech State Police Force in relation to ethnic and national minorities
- is a contribution to the integration of the Roma community in the Czech Republic
- responds to the risks and challenges an ethnically and nationally diverse society places on state administration and the work of the police force
- responds to the increased influx of foreigners, migrants, and asylum seekers into the Czech Republic; it is a contribution to an active immigration policy
- is a reply to the social need for a strategic document concerning police work in relation to ethnic and national minorities
- responds to the challenges of international organizations demanding the integration of members of national minorities into the work of the police force

### **The aim of the Strategy is**

- to enhance the prestige of law enforcement, to contribute to the positive rating of the police force and its positive image in the eyes of the public
- to create an institutional framework of preventive police action focused on the needs of the client which, in the issue of relations between the police force and ethnic and national minorities, would be the equivalent of a repressive concept of law enforcement
- to work issues concerning national and ethnic minorities into the system of lifelong learning of law enforcement officers
- to draw up mechanisms for the employment of members of national minorities in the Czech State Police Force
- to create mechanisms enabling the Czech State Police Force to carry out effective work in relation to minority communities
- to carry out a representative survey mapping out the issue of the relationship between the Czech State Police Force and ethnic and national minorities in society, and to identify problem areas in the relationship between the Czech State Police Force and national and ethnic minorities

**Target group:** members of the Czech State Police Force

### **Definition of the issue:**

The draft Strategy is based on legal documents and Directives:

- The Charter of Fundamental Rights and Freedoms, Chapter III, Rights of National and Ethnic Minorities
- Act No 283/1991, on the Czech State Police Force
- Act No 186/1992, on the service of members of the Czech State Police Force, as amended
- Act No 273/2001, on the rights of members of national minorities and on an amendment of related legislation
- Act No 325/1999, on asylum
- Act No 326/1999, on the stay of aliens on the territory of the Czech Republic
- International Convention on the Elimination of All Forms of Racial Discrimination
- Framework Convention on the Protection of National Minorities
- Council Directive 2000/43/EC of 29 June 2000, implementing the principle of equal treatment between persons irrespective of racial or ethnic origin

The draft Strategy is based on internal acts of procedure:

- Guideline of the Minister of Interior No 33 of 30 April 1999 to increase the prosecution and prevention of crimes and offences with a racist or other extremist subtext
- Binding Guideline of the Police President No 100 of 6 June 2002, regulating the activities of members of the Czech State Police Force in connection with the fight against extremist crime
- Binding Guideline of the Police President No 68 of 3 April 2002, appointing the principles for the preventive activities of the Czech State Police Force

**The Strategy concept defines the principles of law enforcement in relation to persons or communities of persons distinguished by their ethnic, racial, religious, or generally cultural characteristics.** The Strategy is intended to relate to:

**A.**

- **Members of national minorities in the Czech Republic**

**B.**

- **foreigners granted a permit for long-term residence on the territory of the Czech Republic**
- **foreigners who are participants in asylum-seeking procedures**
- **foreigners who have been granted asylum on the territory of the Czech Republic**
- **foreigners with a visa granting them leave to stay in the country**
- **foreigners with a visa granting them temporary protection**
- **foreigners residing short term on the territory of the Czech Republic as tourists**

as to A.

In relation to national minorities in the Czech Republic<sup>1</sup> the Strategy is targeted primarily at members of the Roma community, because the cultural differences of members of other national minorities on the territory of the Czech Republic are not usually manifested in relation to the work of the police force.

The proposed mechanisms of law enforcement and the principles of police training cover the issues of national minorities per se. Considering the current situation, the powers and capabilities of the Czech State Police Force stemming from the implementation of the proposed mechanisms could probably be applied in particular when finding solutions and handling affairs concerning the Roma national minority which are in the competence or the said area of the Czech State Police Force, e.g. the problem of usury in Roma communities (see the task stemming from Government Resolution No 761 of 5 August 2002, which tasks the Minister of Interior to commission the Police President with the creation of a working team to combat usury in Roma communities), the problem of the negative relationship between members of the Roma community and the Czech State Police Force, efforts to tap positive potential of the community for cooperation with the Czech State Police Force, the low level of Roma employed in the ranks of the Czech State Police Force, etc.

The proposed mechanisms, where appropriate, do not discount application in issues concerning any other national minorities in the Czech Republic, current or future, because the members of the Bulgarian, Croatian, Hungarian, German, Polish, Roma, Ruthenian, Russian, Greek, Slovak, and Ukrainian national minorities traditionally living in the Czech Republic long term are sure to be joined, gradually, by members of other national minorities, whose status will correspond to the body of Act No 273/2001, on the rights of members of national minorities and on an amendment to related legislation.

The proposed mechanisms enable the Czech State Police Force to accommodate local conditions and to implement direct measures for those minority groups of people for whom the use of police mechanisms of work with minorities appears to be most effective in a given locality.

as to B.

In relation to foreigners on the territory of the Czech Republic<sup>2</sup> (in all regimes defined by law), the Strategy focuses on police education (the systematic acquisition of knowledge on the structure of foreigners on the territory of the Czech Republic, on their life styles, cultural and religious values they uphold, etc.) and training (training in order to acquire skills for a socially and culturally competent approach to the whole range of foreigners present on the territory of the Czech Republic etc.). In the scope of the proposed

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<sup>1</sup> Information on the structure, geographical settlement, legal status, organizations, and programmes in relation to national minorities in the Czech Republic is supplied in the 'Report on the situation of national minorities in the Czech Republic in 2001', submitted by the Council of the Government for National Minorities and discussed by the Government of the Czech Republic (Resolution of the Government of the Czech Republic No 600 of 12 June 2002).

<sup>2</sup> An important activity of the Ministry of Interior relating to the issue of foreigners in the Czech Republic is the 'Concept for the integration of foreigners', stemming from the cooperation of the integration policy plans of individual ministries. The concept focuses on the promotion of equal opportunities for foreigners in the process of their integration into Czech society. The concept relates to long-term and legally established foreigners and some of its sections (social and legal services, information and multicultural centres, the placement of foreigners on the labour market, enlightenment and education, monitoring of discriminatory manifestations, etc.) can indicate individual or local focal points of racism and xenophobia against foreigners or among foreigners themselves.

mechanisms of law enforcement, the new skills should further the quality, equal approach of the Czech State Police Force as it carries out duties in asylum facilities, in contact with migrants, in communities of foreigners, or in contact with nationally or ethnically different tourists, etc.

From the aspect of the Strategy, the type of residence granted to foreigners is irrelevant – the proposed mechanisms of law enforcement are submitted for the purpose of preventing conflict due to ignorance and for the purpose of the successful adaptation of members of the Czech State Police Force to the conditions of expanding social diversity. The Strategy is intended to become one of many instruments for the integration of the members of minorities and foreigners into public life and the activities of state institutions. From the aspect of the integration of foreigners (and the contribution made by the work of the Czech State Police Force to this integration), temporary residence based on visas for stays of over 90 days and permanent residence are of key significance.

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**The concept of the Strategy is based, at all levels, on the prioritization of preventive mechanisms of law enforcement, and on a proactive approach of the police force to the issue.**

In its ethos requirements, the Strategy is a response to the challenges which an ethnically and nationally diverse society places on state administration and the work of the police force. An ethnically and nationally diverse society, besides enriching the culture, also entails many risks connected with the integration of members of minority communities. The Czech State Police Force is aware that harmonious relations with minorities cannot be taken for granted and that only a police force equipped with the corresponding social and cultural competences, and a police force able to predict focal points of possible conflict and capable of effectively communicating with the representatives of minorities can foster and reinforce these relations. Good relations with the minority community help the police force in its handling of cases connected with the life of minorities (whether a crime has been committed by members of a minority or whether a crime has been committed against a person claiming to be from a minority) and help to enhance the prestige of law enforcement, increase the positive rating of the police force, and improve its positive image in the eyes of the public. Good relations with minorities are essential and useful for the police force, and they are an investment which will bring many returns in the future if the police force is successful in making new contacts.

The Strategy forms conditions for members of the Czech State Police Force to have a sufficient grasp of the skills needed for law enforcement in a multicultural society; it proposes mechanisms and measures for communications with minorities, and it tries to find ways of involving members of national minorities in law enforcement. Experience gained by police forces in Western Europe indicates that the concept of the police force simply as a repressive body will not be enough for the Czech Republic in the future. The processes launched in recent years in EU Member States (*Police de Proximité* - France, *Community Policing* – United Kingdom, *Rotterdam Charter of Law Enforcement in a Multicultural Society* – Netherlands, NAPAP - Berlin, Germany, etc.) illustrate that in the issue of relations with minority communities there is a need for a positive, proactive approach based on prevention, which will make it possible to prevent potential conflict and which, by means of good community relations, will fuel the cultivation and consolidation of trust in the police force and willingness to cooperate with the police.

The Strategy proposes (based on foreign observations concerning the issue of law enforcement in relation to minority communities, while respecting the specific nature of Czech legislative, social, and institutional circumstances) the implementation of mechanisms and measures capable of supporting the seeds of structural and organizational changes in the work of the Czech State Police Force in this area, and oriented towards the concept of law enforcement as a public service.

The proposed activities and mechanisms are an integral part of the system of law enforcement and training. Funding for the implementation of the Strategy will therefore be sought in the framework of the current approved budget available to the Ministry of Interior.

## 1.2. Principal Incentives for the Formation of the Strategy Concept

1. The Strategy concept is the result of a plan by the Ministry of Interior and the Czech State Police Force to produce material following up positively on all police activities in the area of human rights and protection of minorities which have been implemented by the Czech State Police Force since 1989. The Strategy concept picks up smoothly on police activities in the area of the struggle against extremism, racism, and xenophobia, and, in accordance with the organizational processes within the Czech State Police Force, attempts to develop further the preventive element of law enforcement in relation to national and ethnic minorities in Czech society.

2. An important incentive for the Strategy concept lies in social processes connected with the influx of foreigners, migrants, and asylum seekers into the Czech Republic, which are placing higher demands on law enforcement. The Czech Republic, which during the Communist regime was cut off from the processes in the countries of Western Europe, is now faced with the same fate as other European countries and nations: we can assume that the population of the Czech Republic will follow a path of ethnic and national diversity. Co-existence with minorities is a demanding task, and therefore we should heed the lessons that can be drawn from measures adopted by police forces in EU Member States while avoiding any possible future complications. The Strategy concept is inspired by transformation processes which, in EU countries, have accompanied the change in the nature of police work related to racial equality and cooperation with minority communities over the past few years. A significant circumstance concerning the formation of the Strategy is the upcoming accession of the Czech Republic to the EU, and the demands and obligations applicable to the work of the Czech State Police Force in relation to the protection of minorities following accession.

3. From the aspect of the obligations that the Czech Republic is subject to based on its status as a signatory of the conventions of world organizations, the Strategy project primarily responds to the challenge formulated in the *Programme of Activity of the UN World Conference Against Racism for 2002*, where – in Article 74 – the UN urges states and presses nongovernmental organizations and the private sector to create and implement policies intended to promote the high quality and diversity of the police force, where racism, racial discrimination, xenophobia and related intolerance are eradicated, and to implement active recruitment in all groups, including ethnic minorities, for public administration, the police force, and other institutions in the framework of the criminal justice system. Other documents which have inspired or determined the text of the Strategy include the International Convention on the Elimination of All Forms of Racial Discrimination (UN, 1965), the Framework Convention for the Protection of National Minorities (Council of Europe, 1995), and the related Act No 273/2001, on the rights of members of national minorities and on an amendment to related legislation, and Council Directive 2000/43/EC of 29 June 2000, implementing the principle of equal treatment between persons irrespective of racial or ethnic origin.

4. The Strategy respects the global trend in law enforcement to prioritize prevention over repression. Repression does not offer a systematic solution to the problem of crime, and only

has a minimum impact on the causes and conditions which lead to the incidence of socio-pathological and anti-social manifestations. Repression does not provide a satisfactory response to the mutual connection between causes, conditions, and consequences of criminal and other anti-social activity, and is unable to come up with a positive, timely solution to conflict potential. The application of repression alone would mean that these circumstances are not handled systematically or purposefully eliminated. Besides its low effectiveness, repression is also characterized by high financial requirements. Prevention is always cheaper for society, but even this is not cheap. It requires large investments which do not generally offer instant returns; the results only become apparent after several years. It is necessary to invest into human potential and into the technical backdrop essential to start and develop these practices; the primary confidence placed in the future results of preventive activities is also a large investment.

The Strategy prefers proactive mechanisms in relation to national and ethnic minorities, and in its intentions it supports the tendency for the Czech State Police Force, like the police forces in other democratic countries, to fulfil its basic mission under normative legal acts by increasing use of the principle of prevention. In accordance with the Binding Guideline of the Police President No 68 of 3 April 2002, appointing the principles for the preventive activities of the Czech State Police Force, the Strategy attempts to form preventive programmes focusing on the needs of the client, especially at a local level, in accordance with the modern concept of law enforcement as a public service (i.e. community policing).

5. The Strategy responds to the challenges addressed to the management of the Ministry of Interior and the Czech State Police Force by organizations for national and ethnic minorities in the Czech Republic. The Strategy will be formed based on social demand, as expressed in the joint communiqué from the international seminar held on 14 March 2002 in the Czech Senate's Hall of Chivalry, where the highest representatives of the Ministry of Interior of the Czech Republic, the Czech State Police Force, and the representatives of all the relevant government and nongovernmental organizations involved in minority issues met. The seminar participants unanimously expressed the conviction that the issue of the relationship between the police force and ethnic and national minorities in the Czech Republic is an extremely important element of law enforcement for future harmonious co-existence. The result of the open debate was a declaration of a consensus, based on which the Ministry of Interior of the Czech Republic undertook to draw up a Strategy project aimed at compensating for the absence of a systematic approach by the Czech State Police Force in relation to minority communities and the non-existence of conceptual material concerning the relationship between minorities and the police force; another declared goal of this Strategy project was to profess and apply transparently the principles of modern law enforcement in a multicultural society.<sup>3</sup>

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<sup>3</sup> See the communiqué from the international seminar in the Hall of Chivalry of the Czech Senate, [www.mvcr.cz/odbor/bezp\\_pol/dokument/komunike.html](http://www.mvcr.cz/odbor/bezp_pol/dokument/komunike.html)

### 1.3. Preparatory Phase of the Strategy Concept

- In the scope of the preparations for the Strategy, the Ministry of Interior and the Czech State Police Force have been working with the Home Office of the United Kingdom of Great Britain and Northern Ireland and the UK Embassy in the Czech Republic since 1999 in order to acquire comprehensive information about the work done by the police in the incriminated area.
  
- In cooperation with experts from the United Kingdom, activities have been organized in the framework of the Strategy project since 1999 intended to help achieve better police understanding for minority issues and to acquire the necessary competence for non-conflict, partnership-based cooperation with them.
  - The first part of the project was addressed to a target group of approximately 200 law enforcement officers whose work focuses on handling racially motivated and extremist crime. The result of previous cooperation in the sphere of monitoring extremist crime was the organization of an international symposium, in 1999, on the role of the police force in the fight against racism and xenophobia, which, in addition to Czech experts and law enforcement officers, was also attended by experts from EU countries, the USA, and Canada. The symposium was the first international police and expert meeting where the representatives of twenty countries exchanged information about developments in the extremist scene and the fight against extremism.<sup>4</sup>
  - The Ministry of Interior has organized nine seminars where Czech law enforcement officers spend three days investigating the role of the police force in a culturally diverse democratic society, and cooperation between the police force and minority communities. Thanks to these seminars, the Czech State Police Force now has eight law enforcement officers competent to train other members of the police force in issues of racial equality and relations with minority communities.
  - In the scope of the second phase of the project of cooperation, a study trip was organized to the United Kingdom between 20 and 25 January 2002 for the executive management of the Ministry of Interior and the Czech State Police Force, members of the Chamber of Deputies and the Senate of the Czech Parliament, and representatives of nongovernmental organizations involved in minority issues.
  
- On 14 March 2002, the Committee for Foreign Affairs, Defence, and Security sponsored an international seminar in the Czech Senates Hall of Chivalry on the theme of a *National Strategy on Policing Minorities*. The seminar was organized with cooperation between the Ministry of Interior of the Czech Republic and the Embassy of the United Kingdom of Great Britain and Northern Ireland, which provided the funding and organization resources required for the seminar to be held.
  - The seminar was attended by representatives of the executive management of the Ministry of Interior and the Czech State Police Force, guests from partner institutions in the United Kingdom, France, and the Federal Republic of Germany, representatives of the main state and government institutions, representatives of the non-profit sector,

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<sup>4</sup> See *The Role of the Police Force in the Fight Against Racism and Xenophobia*, collection of lectures from the international symposium held in Štířín, 18 -22 1999, Nakladatelství Aleš Skřivan, Prague 2000.

non-governmental organizations involved in minority issues, and representatives of ethnic minorities living in the Czech Republic.

- The aim of the seminar was to try to spark a universal debate on the future appearance of the Strategy, saturating the need for conceptual material concerning the issues of relations between minorities and the police force and declaring and applying transparently the principles of modern law enforcement in a multicultural society. The seminar also helped form a working consensus which gave rise to duties and tasks for state institutions involved in finding a solution to the given problem.
- In the first half of 2002, meetings were held between the involved departments of the Ministry of Interior to discuss the general principle of the Strategy.
- Based on the conclusions of the international seminar in the Senate, and based on internal comments and suggestions regarding the Strategy's general principle, by 30 June 2002, the Ministry of Interior drew up a pilot Strategy project which was submitted to all the departments of the Ministry of Interior and the Czech State Police Force involved in the issue for assessment. The pilot project was also sent to the relevant non-governmental organizations specializing in minority issues in the scope of the comments procedure.
- Based on the outcome of the seminar held in the Czech Senate, the Ministry of Interior intensified cooperation with partner institutions in EU Member States. It managed to enter into cooperation with the French Embassy in Prague, which led to a working stay in Paris between 10 April and 15 April 2002 focusing on the issue of relations between the police force and minorities in France. The purpose of this work trip was to learn about the work of the French police force in the sphere of minority issues and to exploit the experience and existing projects on the French side when drawing up the Strategy (e.g. the concept of *Police de Proximité*).
- In the framework of cooperation with the United Kingdom, a study trip was made to Northampton between 1 May and 7 May 2002, where eight Czech law enforcement officers trained for law enforcement with minorities, together with representatives of the Ministry of Interior, had the opportunity of learning in more detail about the mechanisms and programmes of law enforcement focusing on minority communities in the United Kingdom (e.g. the concept of *Community Policing*, the principles and mechanisms of work with members of ethnic minorities, victims of crime, and the families of victims, the principles of the Strategy for racial equality, monitoring mechanisms, the work of liaison officers for minority communities, etc.).
- Under Resolution No 761 of 5 August 2002, the Government of the Czech Republic commissioned the Minister of Interior to present the Government with a draft of the National Strategy on Policing Minorities by 31 August 2002.
- A seminar was held on 10 – 11 October 2002 on the pilot version of the Strategy in Kašperské hory; this seminar discussed police training in issues concerning national and ethnic minorities and issues concerning the recruitment of members of minorities to the Czech State Police Force.

- The Strategy concept passed through intra-departmental and inter-departmental comments procedure, and the handling of the comments and suggestions is part of this material. The draft Strategy is presented without contention.
- In accordance Government Resolution No 761/2002, the concept was presented to the Czech Government by 31 December 2002.

#### **1.4. Hitherto Activities of the Ministry of Interior and the Czech State Police Force in Relation to National and Ethnic Minorities in the Czech Republic**

##### **1. Activities of the Ministry of Interior and the Czech State Police Force in terms of combating extremist crime**

The Ministry of Interior and the Czech State Police Force have been developing systematic activities in the fight against extremism since 1995. Developments in the situation in this area have been described since 1998 in periodical government reports (under the name 'Report on Issues of Extremism on the territory of the Czech Republic', hereinafter referred to as 'Report'), which offer detailed information about the activities of state institutions in the fight against extremism and which, after Government approval, are presented to the Chamber of Deputies of the Czech Parliament for approval. The Report is presented to the Government every year by the Minister of Interior in cooperation with the Minister of Justice. The Report does not track closely the activities of the Ministry of Interior, the Czech State Police Force, or institutions active in criminal proceedings, but discusses the activities of state administration as a whole in the given area for the past year.

The Report supplies balanced information about repression and prevention, contains an integrated overview of the extremist scene in the Czech Republic and individual regions, takes into account the basic trends in the issue of extremism abroad, or in the Central European geopolitical space, because the activities of the Czech extremist scene cannot be grasped separately, provides information about the evaluation of the Czech Republic on the international stage from the aspect of combating racism and anti-Semitism. The Report is a consensual view of state institutions on the given issue and is drawn up taking into account the legal environment of the European Union and the application of EU experience of this issue.

The pillar ensuring the coverage of extremist issues is the change made within the Czech State Police Force since 1995. On 10 May 1995, the Government passed Resolution No 279 on *Information concerning Manifestations of Extremist Attitudes in the Czech Republic*, which commissioned the Minister of Interior and the Minister of Justice to take measures ensuring a more effective approach in preventing and prosecuting crime and offences motivated by racial or national intolerance or committed by members or advocates of extremist groups. After a meeting hosted by the Prime Minister on 16 May 1995, attended by the executive representatives of the Ministry of Interior, the Police Presidium of the Czech Republic, the Investigation Office for the Czech Republic, the Supreme State Representation, and the Ministry of Justice, further systematic measures were adopted which were intended to eliminate extremist attitudes on the territory of the Czech Republic.

On 1 August 1995, in the framework of the general crime department of the then Criminal Police Service Headquarters, now the Criminal Police Service and Investigations Authority of the Police Presidium, a special unit was set up for the methodology and coordination of the management of the Czech State Police Force in the field of extremist issues. Under Resolution No 456 of 16 August 1995, the Government decided to increase the number of law enforcement officers available to cover issues of extremism by 87 law enforcement officers; the plan was for at least one law enforcement officer specializing in this

area to be deployed to each district headquarters of the Czech State Police Force as of 1 January 1996. On 2 January 1996, a draft was drawn up for the redistribution of jobs specializing in issues of extremism, based on the requirements of police functionaries and their evaluation of the security situation in the field of extremism. Based on this draft, in accordance with Resolution of the Government of the Czech Republic No 279/1995 and Order of the Minister of Interior No 39/1995, extremist issues were fully covered and there was a rise in the number of jobs specializing in this area. In all 140 jobs were redistributed to the district, ward, and municipal headquarters of the criminal police service, regional administration, and the criminal police headquarters.

The establishment of a specialized unit within the Police Presidium (1995) and the introduction of specialization at regional and district level (1996) paved the way for the struggle of the Czech State Police Force against extremism. The adoption of internal management acts at the level of the Ministry of Interior and the Police Presidium in 1999 meant that work on extremism and measures to eliminate extremist crime were covered universally and systematically.

In 1999, in the framework of the Ministry of Interior and the Czech State Police Force, new internal management acts were adopted, covering measures intended to eliminate extremist attitudes, and Order of the Minister of Interior No 39 of 13 June 1995 was abrogated. This Order was replaced by Guideline of the Minister of Interior No 33 of 30 April 1999, to increase the prosecution and prevention of crimes and offences with a racist or other extremist subtext. Binding Guideline of the Police President No 16/1995 was abrogated and replaced by Binding Guideline of the Police President No 70 of 23 June 1999, regulating the activities of members of the Czech State Police Force in the field of combating extremist crime. This Binding Guideline was abrogated as at 6 June 2002.

In the framework of the Investigations Office for the Czech Republic, Guideline of the Office Director No 2 of 23 May 1995 was abrogated and replaced by Guideline of the Office Director No 2 of 1 June 1999, appointing the organization of investigations into race motivated crime. As at 1 January 2002, it became null and void when the Investigations Office for the Czech Republic was dismantled.

In connection with the ongoing preparations for extensive conceptual changes in the framework of the Czech State Police Force in 2001, which entered into force on 1 January 2002, new internal management acts were processed. A fundamental change was the integration of elements of the criminal police and investigation authorities, the merger of the previously traditionally separate pre-trial area of preparatory criminal proceedings and the trial area. As a result of these changes, the Criminal Police Service and Investigations Authority was set up by the Police Presidium of the Czech Republic on 1 January 2002.

The specialized extremism group operating in the scope of the general crime department of the then Crime Authority of the Police Presidium of the Czech Republic was renamed the Group for the Detection of Extremist Crime and placed under the Criminal Police Service and Investigations Office.

An evaluation of the situation regarding extremist issues in 2001 revealed that there was a need to ensure the organizational and methodological aspects of the struggle against organized countrywide extremist crime with an international element. Therefore a proposal was drawn up to reorganize the terrorism department of the Section for the Detection of Organized Crime (SDOC). As of 1 April 2002, the terrorism department within the Section for the Detection of Organized Crime was discontinued and a new terrorism and extremism department was set up. This organizational change was methodologically overseen by Binding Guideline of the Police President No 100/2002 of 6 June 2002.

This internal management act, which replaced Binding Guideline of the Police President No 70/1999, regulates the activities of members of the Czech State Police Force in the struggle against extremist crime in accordance with the organizational changes made. Workers from the terrorism and extremism department of SDOC specialize in organized extremist crime, i.e. systematically and intentionally committed extremist crime by groups of persons who, between them, have an internal organizational structure, distributed functions, and assigned activities. The group for the detection of extremist crime, under the general crime department of the Criminal Police Service and Investigations Authority, and specialists at a regional and district level who deal in extremist issues, continue to focus on extremist crime, the detection of the perpetrators of crimes committed in connection with extremism, racial intolerance, xenophobia, etc.

In the framework of extremist issues, a stress continues to be placed on effective cooperation between intelligence services and authorities active in criminal proceedings.

The **V4 and Austrian Working Group for the Fight Against Extremism**, coordinated by the Czech Republic, plays a significant role in the framework of international cooperation to combat extremism.

**Under Binding Guideline of the Police President No 100/2002 of 6 June 2002, the cohesion of the approach to extremist crime is secured universally and satisfactorily at all levels in the framework of all police departments. The Czech State Police Force can combat extremist crime effectively, it is successful in fighting crime against minorities and crime committed by minorities. The hitherto results of the work by the Czech State Police Force in the field of detecting extremist crime are the cornerstone for all subsequent changes in law enforcement in relation to national and ethnic minorities in the Czech Republic; pillars of preventive police activities in this area can be systematically built up on this basis.**

**2. Educational activities** in human rights, the fight against intolerance, xenophobia, and racism, and programmes to develop tolerance among the young generation of law enforcement officers in relation to members of ethnic and national minorities are held in the framework of teaching at **secondary police schools** (see Chapter II).

**3. Implementation of a project for the Preparation of Citizens from National Minorities to be Recruited into the Service of the Czech State Police Force** at the Secondary Police School of the Ministry of Interior in Brno (see Chapter III).

**4. Concept for the integration of foreigners**, emerging from cooperation on the integration policy plans of individual ministries. The concept focuses on the promotion of equal opportunities for foreigners in the process of their integration into Czech society. The concept relates to long-term and legally established foreigners and some of its sections (social and legal services, information and multicultural centres, the placement of foreigners on the labour market, enlightenment and education, monitoring of discriminatory manifestations, etc.) can indicate individual or local focal points of racism and xenophobia against foreigners or among foreigners themselves.

**5. Programmes for the prevention of crime at a local level** – methodological, conceptual and financial support from the Government of the Czech Republic to cities suffering from high levels of crime. Specifically, this is the initiation and financial support of activities for social and situation prevention run by bodies of state administration, self-government, the police force, and non-governmental organizations concentrating on trying to reduce crime in cities.

**6. The formation of Preventive Information Groups of the Czech State Police Force.** The creation of centres of the Czech State Police Force at the level of the Police Presidium of the Czech Republic, regional authorities, the City of Prague authority, and at the level of regional, municipal, or district headquarters, the task of which is to communicate and cooperate with the local authorities and institutions, the media, and citizens. The aim of the project, covered by Binding Guideline of the Police President No 68 of 3 April 2002, appointing the principles for the preventive activities of the Czech State Police Force, was to integrate the Czech State Police Force into the preventive activities of cities and to supply information for the planning of preventive action. The formation of Preventive Information Group centres is based on the fact that the Czech State Police Force has the most comprehensive information about the structure and nature of crime and that this information is the key condition required for the formulation of security and preventive activities. These activities are successful proof of efforts to change the image of the police; these efforts have been going on within the Ministry of Interior and the Czech State Police Force since the beginning of the 1990s, and are an obliging step in bringing the police force closer to the citizen. The working results of Preventive Information Groups confirm the correctness of the path pursued so far.

**7. In spring 2002, a three-year project was launched in cooperation with the Royal Canadian Mounted Police called ‘Community Policing’.** The aim of this project is to develop cooperation between the police force, the state administration, and minority communities at a local level, and to hone skills in finding solutions to conflicts via the CAPRA model, as used by the Canadian lecturers. Working seminars are held in problem localities with an increased minority population; these seminars are organized by the Ministry of Interior in association with the non-governmental organization Člověk v tísni (People in Need).

## **8. Coordination and advisory bodies of the Minister of Interior**

An important step in finding a solution to the situation of ethnic and national minorities was the appointment of advisory bodies operating within the Ministry of Interior.

- **Commission for the struggle against extremism, racism, and xenophobia** – the Chairman is the Minister of Interior; members are delegated representatives of other ministries, the Police Presidium of the Czech Republic, and the Security Information Service. The Commission processes information and proposals for the Minister of Interior for the adoption of measures to secure a coordinated approach by state administration authorities in the fight against extremism, racism, and xenophobia.
- **Working Group of the “Council of the Government of the Czech Republic for Roma community issues” for areas covered by the Ministry of Interior and the Czech State Police Force** - the Chairman is the First Deputy Minister of Interior; this group finds solutions to pressing or conceptual issues in the spheres of integration and other problems of the Roma community.
- **Commission of the Minister of Interior for the integration of foreigners and the development of relations between communities** – Commission members are representatives of individual ministries, government and non-governmental organizations, and its activities focus on the preparation and discussion of the Concept of foreigner integration.

## **II. Mechanisms of the Relationship of the Czech State Police Force to National and Ethnic Minorities**

- 2.1. Training and Forming the Careers of Law Enforcement Officers**
- 2.2. Multicultural Police - Employing Members of National Minorities in the Czech State Police Force**
- 2.3. Psychological Examination of Applicants for Work in the Czech State Police Force, Monitoring Xenophobic Inclinations of Law Enforcement Officers During Basic Professional Preparation**
- 2.4. Code of Conduct of Law Enforcement Officers**
- 2.5. Research into the Relationship between the Czech State Police Force and National and Ethnic Minorities in Czech Society**

## 2.1. Training and Forming the Careers of Law Enforcement Officers

Quality methods for the forming and education of law enforcement officers throughout their careers are a precondition for the high ethical quality and practical skills of the police force. In the field of education, the Strategy has areas it can pick up on because today there are partial activities at all levels of police education which contribute to a greater understanding of the new role of the police force in a multicultural society.

The proposed measures of the Strategy in the areas of the education and forming of law enforcement officers pick up on principal system documents, in particular the ‘New System of Education and Further Education for the Czech State Police Force’ (twinning project CZ 98/IB/JH/02, Module No 7) and the ‘Concept of Lifelong Learning of Members and Employees of the Czech State Police Force and the Ministry of Interior’ (part of the material includes education about human rights in accordance with Resolution of the Government of the Czech Republic No 28 of 3 January 2001, on the Report on the Education of Human Rights in the Czech Republic’).

The above-mentioned basic departmental documents in the sphere of education are based on the new concept of law enforcement, which is characterized by the following guiding principles:

- **law enforcement must be a service to citizens**
- **law enforcement officers must be highly professional, skilled, motivated, possess the high ethical standard expected of them by society and demanded of them under the law (the ‘new image of law enforcement officers’)**
- **education and training must be based on a competence approach (a diversion from the encyclopedic gathering of information)**
- **in addition to the responsibilities and obligations of service functionaries, in terms of education and training it is necessary to stress the personal responsibility of the individual for professional preparation for service**

The principal institutional mainstays in the current system of education, to which the measures proposed by the Strategy relate, are:

- **preparations for qualifications**, intended to fulfil the requirements concerning the level of education, subjects studied, or specialization, and other professional requirements, e.g. requirements set for individual positions in the classification of positions. These preparations are broken down into:
  - studies intended to acquire the necessary level of education in the subject area required under the classification of positions
  - studies intended to acquire a specialization in an area of education
  - studies intended to fulfil other professional requirements
- **other professional preparations**, which include:
  - **other general professional preparations**, intended to enforce,

expand, and deepen the competence of law enforcement officers needed to perform the tasks required of them in general as law enforcement officers, irrespective of their position

- **practical training in the use of force and in how the use of force is limited by the principles of human rights**, in particular preparations for the use of firearms, preparations for the use of coercive means, including tactics for intervention using coercive means and weapons
- **other professional preparations in relation to positions**, focusing on the reinforcement, expansion, and deepening of competence in accordance with the fulfilment of work duties, the scope of authorization, and the obligations of law enforcement officers stemming from their specific position
- **other professional preparations in relation to cases**, focusing on typical cases in future operations, drawing on evaluations of experience gained and knowledge acquired from previous cases

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#### **Aim of the proposed measures:**

The aim is to formulate the content and organization of education for law enforcement officers in the sphere of national and ethnic minorities, which, in the scope of the system of lifelong learning, provide a guarantee of the professional skills of law enforcement officers in this area.

#### **Drawbacks of the current situation:**

The main problems of the current state of police education in the sphere of national and ethnic minorities and human rights are:

- the absence of qualification requirements for law enforcement officers and the related difficulties in securing the specific and continual interconnection and coverage of all key areas of the issue in the scope of the whole education system
- the absence of an Code of Ethics for the police force

#### **Proposed measures:**

- run a thorough analysis of the current situation regarding the incorporation of issues of national and ethnic minorities into the system of education for law enforcement officers
- redefine and innovate the profile of education programme graduates, appoint a scope of professional knowledge, skills, and attitudes for law enforcement officers in issues concerning national and ethnic minorities in society (competent to run correct inspections of members of different minorities, a knowledge of the cultural identity and values of minorities living on the territory of the Czech Republic, etc.)
- based on the appointment of minority issues as a new priority, redefine the content of the basic professional training, so that it covers the target required in the given issue in the profile of the education programme graduates

- identify target groups of law enforcement officers who need to be skilled in working with national and ethnic minorities, asylum seekers, or migrants if they are to perform their specific tasks to a high quality, and produce a law enforcement officer profile as a requirement for the creation of a specialized course
- enable students from secondary police schools and the Police Academy of the Czech Republic to go on work placements in asylum facilities operated by the Refugee Facility Authority
- in the framework of the further professional preparation of members and employees of the Czech State Police Force in the issue of national and ethnic minorities:
  - incorporate the preparation of teachers of psychology and deontology concerning the issue of the relationship between the police force and national and ethnic minorities into the concept of the lifelong learning of teachers
  - launch preparations and subsequently run courses for members of the Police Patrol Service (in localities with a higher incidence of members of national and ethnic minorities and in localities where there are asylum facilities), Preventive Information Groups, and members of the group for the detection of extremist crime at the level of districts, regions, and the Police Presidium
  - include courses on the given issue among the courses and seminars for lower police management (heads of district departments)
  - include courses on the given issue among the courses and seminars for higher police management (directors of district headquarters and regional authorities of the Czech State Police Force)
  - initiate courses for the pilot project of a liaison officer for minority issues at the level of the regional authorities of the Czech State Police Force (see Chapter 3.2.)
- run a thorough analysis of the expediency of existing teaching materials at the Ministry of Interior concerning issues of national and ethnic minorities in society
- commission the production of manuals and teaching materials on national and ethnic minorities, racism, xenophobia, political, cultural, or religious intolerance and the discrimination of minorities, world religions and the related lifestyles, the life, history, and culture of minorities living on the territory of the Czech Republic, and the issue of migration and asylum policy; these materials should be made available to all educational institutions run by the police force and should provide a link with existing materials
- create a system framework for eight police instructors to act as lecturers on the issue of racial equality and work with minorities (i.e. eight law enforcement officers who have undergone two-year training on this issue under the guidance of British lecturers and police specialists – see Chapter I)

**Sections of the Ministry of Interior responsible for the implementation of measures:**

Department of education and the management of the police education system, Ministry of Interior of the Czech Republic

Police Presidium of the Czech Republic (Education and service preparation group, Police Presidium of the Czech Republic and other Police Presidium services concerning the given issue, e.g. the Criminal Police and Investigations Authority)

Police Academy of the Czech Republic

## **2.2. Multicultural Police – Employing Members of National Minorities in the Czech State Police Force**

At present the Czech State Police Force is very ethnically homogeneous. For the future partnership between the police force and minorities it will be necessary to start promoting the en masse recruitment of members of minorities to the police force as soon as possible. This plan is laid down in the Medium-Term Concept of the Ministry of Interior and the Czech State Police Force for the period 2000-2003, which quite clearly states that the selection of applicants for the Czech State Police Force should focus more on women and on members of national minorities.

Under legislation in force, only a citizen of the Czech Republic may become an employee of the Czech State Police Force. Therefore a proactive employment policy by the Czech State Police Force can only relate to members of national minorities as defined under Act No 273/2001, on the rights of members of national minorities and on an amendment to related legislation. One of the important and widely reflected trends is the ongoing process where Czech society is transforming into a multicultural society; this transformation is also happening or has already happened in other European countries. The members of the Bulgarian, Croatian, Hungarian, German, Polish, Roma, Ruthenian, Russian, Greek, Slovak, and Ukrainian national minorities traditionally living in the Czech Republic long term are sure to be joined, gradually, by members of other national minorities, whose status will correspond to Act No 273/2001. Proactive measures in the given issue are clearly the right choice and correspond to the diction of international commitments that the Czech Republic is bound by (e.g. the challenge formulated in the *Programme of Activity of the UN World Conference Against Racism for 2002*, where – in Article 74 – the UN urges states and presses nongovernmental organizations and the private sector to create and implement policies intended to promote the high quality and diversity of the police force, where racism, racial discrimination, xenophobia and related intolerance are eradicated, and to implement active recruitment in all groups, including ethnic minorities, for public administration, the police force, and other institutions in the framework of the criminal justice system.

The employment of members of national minorities in the police force carries several fundamental benefits: as the number of law enforcement officers from the ranks of minorities increases, the trust minorities have in the police force rises and there is better loyalty and respect for state institutions. For members of minorities, law enforcement officers from the ranks of minorities are proof that it is possible to become a state employee, that it is beneficial to get an education, because there is a chance of upward social mobility and a prestigious job. The employment of members of national minorities (and a police force structure matching the structure of society) will make it easier for the police force to communicate with minorities based on the fact that it has people in its own ranks who understand the values, problems, and needs of minority communities directly. For the public, law enforcement officers from the ranks of minorities are a sign that it is normal and natural for representatives of minorities to work for the state administration and the police force. In general, taking on members of minorities for the police force is beneficial and significantly increases its credibility and rating in society.

Aware of the need to employ minorities in the police force and the need to make a timely response to the rising social and cultural diversity, in 2000 the Czech State Police Force launched a project prepared in 1999, the aim of which is to ensure that members of national minorities have the necessary conditions to successfully complete the admissions procedure for employment with the Czech State Police Force. Six one-month courses called 'Preparing citizens of national minorities for admission to the Czech State Police Force' have been held at the Secondary Police School in Brno. In all, 91 applicants have taken part in the project; 21 have been taken on as members of the Czech State Police Force. Of these 21, 18 law enforcement officers are currently on a five-month study programme or are completing the necessary two-year course so that they have a full secondary education; three have yet to be placed in a study programme at the Secondary Police School of the Ministry of Interior in Brno. The aim of these course is to deepen and expand the knowledge and skills of students so that they can attend the two-year study programme which will give them a full secondary education; they will then undergo basic professional training and become fully qualified law enforcement officers.

When the Service Act is passed, it will no longer be possible to grant exemptions from the required education and the courses will not be supported in the law. The continuation of the proactive policy of the Ministry of Interior in this area must focus on the outlining of a regular study programme at secondary police schools ending in the normal school-leaving examination (*maturita*). In this respect, the first step will be to consider the implementation of a project of the Secondary Police School of Ministry of Interior in Brno called 'Public Administration Activities'.

This is a plan for a four-year study programme, ending with a school-leaving examination, which is designed for citizens of the Czech Republic (members of national minorities), foreigners granted permanent residence in the Czech Republic, foreigners granted asylum in the Czech Republic, or foreigners residing in the Czech Republic based on a visa for a stay of more than 90 days. The profile of the study programme graduate evidences that graduates will be able to carry out skilled work within the Ministry of Interior or in state administration per se. This project, which is based on the plans of the Ministry of Interior (the Medium-Term Concept of the Ministry of Interior and the Czech State Police Force for the period 2000-2003) could become the cornerstone of long-term, systematic specialization by the Ministry of Interior in the creation of mechanisms for recruiting members of national minorities for the Czech State Police Force.

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**Aim of the proposed measure:**

To create systematic measures promoting the recruitment of members of national minorities to the Czech State Police Force, which would include mechanisms to promote the admission of members of national minorities, to identify suitable candidates, provide study programmes for members of national minorities, and find a method for the effective placement of graduates into the structure of the police organization.

**Drawbacks of the current situation:**

- lower promotion of the recruitment of members of national minorities for the Czech State Police Force
- mechanisms missing which could identify suitable candidates for law enforcement from the ranks of minorities

**Proposed measures:**

- create police mechanisms to identify suitable candidates for work with the Czech State Police Force from the ranks of the members of national minorities
- carry out training in this area for members of the Czech State Police Force with personnel powers
- assess the possibility of applying the project of a four-year study programme ending in a school-leaving examination for members of national minorities (subject: ‘Public Administration Activities’) at the Secondary Police School of the Ministry of Interior in Brno

**Sections of the Ministry of Interior responsible for the implementation of measures:**

Department of education and the management of the police education system, Ministry of Interior of the Czech Republic

Personnel department, Ministry of Interior of the Czech Republic

Personnel department, Police Presidium of the Czech Republic

Education and service preparation group, Police Presidium of the Czech Republic

Official functionaries

Preventive Information Group

### **2.3. Psychological Examination of Applicants for Work in the Czech State Police Force, Monitoring Xenophobic Inclinations of Law Enforcement Officers During Basic Professional Preparation**

Law enforcement focusing on the community (i.e. community policing) and problem-solving by means of a proactive policy are predicated by a number of recommendations. One of the key recommendations is that the police force only take on people who are not prejudiced, are sufficiently socially sensitive, and are motivated to improve relations with the public. In issues regarding the relationship between the police force and minorities, there is an evident need to deepen basal social skills by means of education and professional training, covering a broad swathe of the issues of racial equality, human rights, a focus on ethos, and the cultural aspirations of members of national and ethnic minorities, i.e. special cultural skills that, applied in practice, will place high ethical demands on law enforcement officers.

For the successful implementation of preventive measures in relation to national and ethnic minorities, it is essential that the police force rid itself of officers with xenophobic or even racist values. If the Czech State Police Force is to be able to strangle at birth any possible manifestations of xenophobia among its own ranks, police psychologists and teaching assistants should seek out ways of improving entrance tests and personality assessments. Experience of existing methods of psychological examinations in the Czech Republic and abroad reveals that the results of these examinations cannot serve as the sole guarantee of reliable information about the xenophobic inclinations of a person. However, it would still be appropriate to try and develop or enhance the psycho-diagnostic methods and therefore consolidate the validity of these examinations.

As far as monitoring the values of candidates for the Czech State Police Force is concerned, the admissions procedure should be complemented with an investigation into the past behaviour of candidates at their place of residence, the schools they attended, their former employers, special-interest organizations they have been members of, etc. This is normal procedure in certain countries (e.g. Canada), and is used in the Czech Republic, for example, during security screening by the National Security Office in accordance with Act No 148/1998, on the protection of secret facts and on an amendment to related legislation, as amended, but is time-consuming and costly.

A more feasible option of monitoring would be focused observation of the conduct of candidates during their basic professional training and then on an ongoing basis in the scope of periodical service assessments. An uncompromising stance on any manifestations of xenophobia or racism which are discovered during basic professional training and the subsequent termination of employment in these cases could minimize future losses (training and equipment costs etc.). This approach is neither time-consuming nor costly.

An important aspect of the whole process is the need for a systematic guarantee that the opinion of the competent officer of the Czech State Police Force who is in charge of monitoring candidates during their basic professional training is respected by the relevant police functionary with personnel powers.

A rational solution to the issue would be to make additions to the items intended to gauge xenophobic or unprejudiced manifestations in the behaviour of law enforcement officers in the new system of ongoing assessments of law enforcement officers and police force employees. The new assessment system has been created in the framework of the project PHARE CZ 98/IB/JH/02, 'Comprehensive system of human resources management for the Czech police force' (Module No 6 – 'System of Promotion and Remuneration'). The system is currently being put into operation in accordance with Guidelines of the Police President Nos 96 and 97 from June 2002. The system has been designed flexibly and, depending on changing priorities, new items can be added (at present there are no items measuring the continuity of xenophobic versus impartial manifestations of behaviour among law enforcement officers in the system).

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**Aim of proposed measures:**

The existence of mechanisms reducing the risk of employing officers with xenophobic values in the Czech State Police Force.

**Drawbacks of the current situation:**

- the entrance tests for police force candidates do not shed enough light on the xenophobic inclinations of applicants for jobs in the Czech State Police Force
- there is no systematic monitoring of potential xenophobic inclinations among applicants for jobs in the Czech State Police Force
- inconsistent conclusions by police personnel officers concerning findings which confirm xenophobia among candidates

**Proposed measures:**

- propose and draw up a psycho-diagnostic method making it easier to reveal xenophobic, racist, or other extreme inclinations among applicants for jobs in the Czech State Police Force
- implement items measuring the continuity of xenophobia/impartiality in the new system of ongoing assessments of law enforcement officers and employees of the Czech State Police Force
- find a systematic solution to the monitoring of applicants for jobs with the Czech State Police Force with regard to xenophobic manifestations during basic professional training
  - consider the appointment of a 'mentor' during the probation period, who would be responsible for monitoring candidates for jobs with the Czech State Police Force
  - ensure systematic cooperation between personnel officers and the competent employee of the Czech State Police Force (e.g. a 'mentor'), who would be responsible for monitoring candidates for jobs with the Czech State Police Force during their probationary periods

**Sections of the Ministry of Interior responsible for the implementation of measures:**

Department of education and the management of the police education system, Ministry

of Interior of the Czech Republic

Personnel department, Ministry of Interior of the Czech Republic

## **2.4. Code of Conduct of Law Enforcement Officers**

The Ministry of Interior has been preparing a draft Code of Conduct for law enforcement officers for a considerable time. This Code should help improve the ethics of law enforcement in the Czech Republic and should be applicable as an ethical directive in the education and training of members of the Czech State Police Force. The Code of Conduct of Law Enforcement Officers outlines the basic ethical principles of law enforcement and therefore includes a wider range of themes than the issues covered by the Strategy concept. The approach to members of national and ethnic minorities is a very important aspect of law enforcement in a multicultural society, and therefore it would be expedient for one of the key provisions of the Code of Conduct to be devoted to this issue.

At present a version has been drawn up, the content of which accepts the Law Enforcement Code of Conduct adopted by the Executive Committee of the International Association of Chiefs of Police - IACP – 17 October 1989 at the annual conference in Louisville, Kentucky. An important source of inspiration for the processing of the Code of Conduct is material from the Expert Committee of the Council of Europe for Issues of Police Ethics, which recommends, in its ‘Recommendation of the Council of Europe on the European Code of Police Ethics’, that the Member States of the Council of Europe adopt their own law enforcement codes of conduct.

The ‘Draft of Law Enforcement Officers Code of Conduct’ was drawn up by the Personnel Department of the Ministry of Interior of the Czech Republic in association with the Crime Prevention Department of the Ministry of Interior of the Czech Republic as one of the tasks in the framework of the material ‘Issues of the Illegal Conduct of Law Enforcement Officers – Analysis and Proposed Solutions’ (Ref. No OŘ-1751/A-99). Some provisions of the Code of Conduct have been transposed to the Bill on the Service of Members of Security Corps, which will be presented to the Parliament of the Czech Republic in 2003 for approval.

Considering the issue in question, it would be appropriate to add one of the basic axioms of the Strategy, i.e. the principle of an equal law enforcement approach to all persons without difference, to the Code of Conduct of Law Enforcement Officers; in relation to members of national and ethnic minorities this axiom means respect for cultural and ethical differences provided that there is no conflict with the laws of the Czech Republic.

The application of service action as defined under Act No 283/1991, on the Czech State Police Force, where law enforcement officers are obliged to respect other people’s and their own honour, reputation, and dignity, and not to allow damage or injury to be suffered by persons in connection with this action without reason, i.e. the application of an equal and correct approach by the police force to all persons without exception (as evidenced by law enforcement experience in the United Kingdom, Canada, France, Holland, etc.), may be fulfilled – in contact with members of minorities – only by means of respect for their differentness. Respecting differences is by no means the same as showing increased tolerance for the illegal conduct of members of minorities. Respecting differences requires positive efforts to understand the differences in cultural values and behavioural patterns, based on which members of ethnic and national minorities cannot be condemned, excluded, restricted,

or generally discriminated against (directly or indirectly) unless they have broken the law. Only if the police force respects the differences of members of minorities can the equality of the law enforcement approach be achieved without exception. The results of this stance have a significant tendency to be reflected long term in a positive rating of law enforcement by members of minority communities.

Another variant could be to add the provision of the European Law Enforcement Code of Conduct concerning the protection of the rights of minorities to the current Code.

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**Aim of proposed measures:**

To make an addition to the Code of Conduct of Law Enforcement Officers of a provision concerning the conduct of members of the Czech State Police Force in relation to national and ethnic minorities in society.

**Drawbacks of the current situation:**

- there is no provision regarding the relationship between the Czech State Police Force and national and ethnic minorities in the ‘Draft of Law Enforcement Officers Code of Conduct’

**Proposed measures:**

- revise the “Draft of Law Enforcement Officers Code of Conduct” and adjust its wording in the “*esprit*” of the Strategy’s intentions; consider adding selected provisions of the European Code of Conduct concerning the protection of minority rights to the Draft of Law Enforcement Officers Code of Conduct;
- present a proposal for the implementation of the Code of Conduct of Law Enforcement Officers (the role of the code of ethics, the enforceability of the code’s provisions, etc.) to the management of the Ministry of Interior
- draw up a final version of the Code of Conduct of Law Enforcement Officers
- implement measures for the media use of the Code of Conduct of Law Enforcement Officers

**Sections of the Ministry of Interior responsible for the implementation of measures:**

Personnel department, Ministry of Interior of the Czech Republic  
Press and public relations department

## **2.5. Research into the Relationship between the Czech State Police Force and National and Ethnic Minorities in Czech Society**

The Strategy and the steps accompanying the implementation phase should include efforts to gather as many specific statistics as possible. Valid sociological data can facilitate the introduction of the proposed mechanisms of the Strategy at local level and help shape specific future strategies concerning members of minorities and foreigners in the Czech Republic.

At present, no results of any sociological surveys are available covering the issue of law enforcement in relation to national minorities, foreigners, migrants, or asylum seekers in the Czech Republic comprehensively and mapping out the range of opinions held by members of the Czech State Police Force and members of minorities. Only partial data are available, gathered from individual surveys where the 'relationship to foreigners' and 'relationship to national minorities' were not the primary subjects of exploration, but only part of a set of aspects examining the satisfaction of citizens with the policy applied by the Czech State Police Force in various areas of activity.

The implementation of a representative survey can be mediated through the system of state assistance for research and development, regulated by Act No 130/2002, on the promotion of research and development out of public funds and on an amendment to related legislation (the Research and Development Promotion Act), which has been built up within the Ministry of Interior since 1994. The methodological and managing authority for the system is the Concept and Organization Department of the Ministry of Interior. The research and development supported by the Ministry of Interior responds to the current government policy in the sphere of internal security and public order, formulates steps to be taken in the struggle against individual security risks, and generalizes the processes which should effectively and adequately restrict the impact of all forms of crime. It is based on trends of the dynamism and development of problem areas and reinforces the repressive and progressive operations of the state in the sphere of restricting crime and increasing the internal security of the state.

The financing of research and development within the Ministry of Interior is carried out in the form of:

- **special-purpose funding**
- **institutional funding**

Since 1994, no research has taken place at the Ministry of Interior concerning the issue in question. For the sake of basic orientation, it is necessary to draw on data from non-ministerial research institutions. There are surveys whose conclusions could be used (albeit to a limited extent):

- The final report and data from research by the UNIVERSITAS agency called 'Continuous research into the victimization and feelings of safety of citizens', which is an important and integral part of the annual 'Reports on the situation in the sphere of public order and internal security on the territory of the Czech Republic'. The research deals with

reflections on crime in public opinion, the perception of the security situation and security risks and threats to citizens, citizens' fears concerning individual types of crime, and explores in detail the extent and structure of victimization of the population, public opinion on management strategies to cope with security risks, citizens' confidence in social institutions, satisfaction with law enforcement, and the role of the media in how crime is perceived by the public. The research places the issue of crime into the context of broader society-wide developments and tracks other variables, e.g. the extent to which people are worried by social problems in general, individual frustration and social deprivation, the xenophobic attitudes of the population, the levels of punitiveness and compliance, etc.

- The sociological examination called 'Public satisfaction with the activities of the Czech State Police Force', which the analysis and legislative department of the Police Presidium of the Czech Republic commissioned to Amasia (Agency of Marketing and Social Information Analyses) in the scope of gaining a comprehensive insight into the cognitive activities of work by the Czech State Police Force in the field. The planned output of this project was the production of methodology to run assessments of departments in accordance with new criteria as part of the introduction of the quality model EFQM (a PHARE project), which forms the basis for improvements in all areas of management and services with the aim of enhancing performance, the satisfaction of customers (i.e. citizens and other partners), and the satisfaction of employees. The public opinion polls run in this project are an important part of the whole model. In March and April 2002, a public opinion poll was carried out in the districts of Central Bohemia (2,760 respondents), North Bohemia (2,300 respondents), and Praha 4 (230 respondents) covering 23 district headquarters of the Czech State Police Force. The aim of this research was to identify the opinions of citizens on the work of the police in the given region and to discover whether specific demographic aspects of the given region are reflected in the opinions of the citizens. Another aim was to provide the executive management of the district headquarters of the Czech State Police Force with integral objective material serving as feedback for the new personal assessments and also used, in the scope of developing cooperation with other organizations, to compare the relationship between the results achieved by a department in relation to the needs of the citizens expressed in the survey, and, in the scope of strategic planning and decision-making, to set priorities aimed at constantly improving law enforcement.
- A sociological survey carried out on the basis of a public tender advertised by the Office of the Police President, and implemented by the Centre for Public Opinion Research (CVVM), Sociological Institute, Academy of Sciences of the Czech Republic. This research was carried out in April 2001 via standardized interviews by trained CVVM interviewers on a representative sample of 2,866 respondents selected by means of quotas. The size of the sample covered a representative set of respondents at the level of eight regions (in line with the competence of the regional authorities of the Czech State Police Force). This sociological survey was carried out to ascertain the opinions of citizens on the way the police force works in individual areas of its competence, opinions on crime in the Czech Republic, how safe citizens feel, and how they rate the activities of the Czech State Police Force.

- A field survey called ‘Analysis of the reasons for the migration of Roma from the Czech Republic’, carried out by the Ministry of Interior based on a task set under Resolution of the Government of the Czech Republic No 761/2002 of 5 August 2002, which tasked the Government Commissioner for Human Rights, in association with the Deputy Prime Minister and Minister of Interior and Minister of Labour and Social Affairs with the production and submission to the Government of a detailed analysis of the reasons leading members of the Roma community to emigrate from the Czech Republic.

The data from the above-mentioned sociological surveys cannot be considered valid for a deeper investigation into the area in question, because they do not sufficiently cover the range of issues concerning the relationship of the police force to foreigners and national minorities in Czech society. If the issue is to be mapped out in detail, a targeted, systematic and comprehensive investigation will be necessary.

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**Aim of the proposed measure:**

To run a representative sociological investigation into the issues concerning the relationship between the Czech State Police Force and national minorities and foreigners in the Czech Republic, focusing on and covering in detail all important aspects of mutual relations and mutual reflections.

**Drawbacks of the current situation:**

- There is no sociological survey covering comprehensively the issues concerning law enforcement in relation to national minorities, foreigners, migrants, or asylum seekers in the Czech Republic and mapping out the opinions of members of the Czech State Police Force and members of minorities on the given theme

**Proposed measure:**

- Prepare a proposal for a sociological survey examining the relationship between the Czech State Police Force and national and ethnic minorities in society

**Sections of the Ministry of Interior delegated to implement the measure:**

- Security policy department, Ministry of Interior of the Czech Republic

## **III. Pilot Projects**

- 3.1. Plan of Action of the Czech State Police Force in Relation to National and Ethnic Minorities**
- 3.2. Liaison Officer for Minority Issues**
- 3.3. Police Assistant -  
Police Assistant Pilot Project to Combat Usury in Socially Deprived Roma Communities**

### **3.1. Plan of Action of the Czech State Police Force in Relation to National and Ethnic Minorities (pilot project)**

The Strategy proposes introducing a mechanism into the Czech institutional law enforcement situation which is intended to provide fundamental support for a systematic approach on the part of the Czech State Police Force towards the issue of national and ethnic minorities in society.

Based on foreign experience (e.g. ‘Community & Race Relation Strategy’ of the police force in the United Kingdom, or ‘l’illotage’ and ‘les activités de prévention’ in the scope of the work of the Police de Proximité in France), the Strategy proposes a ‘Plan of Action of the Czech State Police Force in Relation to National and Ethnic Minorities’ (‘Action Plan’), which is intended to be a document transparently laying down the priorities of the activities performed by the Czech State Police Force in relation to members or communities of minorities. The proposed Action Plan should be the principal strategic document allowing for the precise setting of specific goals in relation to members of minorities or minority communities, the means to achieve this, and mechanisms for monitoring their success, efficiency and fulfilment.

Because of the different conditions in the national and ethnic structure of the population in individual regions, it would be expedient to place the proposed mechanism into the competence of departments with territorially defined powers – the Regional Authorities of the Czech State Police Force – and therefore make it possible for the mechanism to be adapted effectively to local needs and requirements.

In the future, the Action Plan should serve as a framework document for each Regional Authority of the police force, whereby the police force in the given region, with participation from all the services of the Czech State Police Force in its competence (whose activities concern the relationship to national and ethnic minorities), defines:

- **goals (for example)**
  - **forms of cooperation with the competent bodies of self-government units (municipalities) and state administration**
  - **systematic monitoring of the structure of members or communities of national minorities and foreigners in the given locality**
  - **forms of cooperation with minority communities**
  - **a strategy for fostering trust between the Czech State Police Force and members or communities of national and ethnic minorities**
  - **preventive action**
  - **law enforcement in relation to foreigners**
  - **law enforcement in relation to asylum seekers in the given locality**
  - **cooperation with schools in the region, focusing on issues of racism, extremism, multicultural co-existence, etc.**
  - **cooperation with nongovernmental organizations in the region**

- **specific means to achieve the goals**
- **the service of the Czech State Police Force responsible for the realization of goals in the given locality**
- **the deadline for the realization and fulfilment of goals**

The realization of the goals of the Action Plan should be aided considerably by the proposed mechanism of a pilot project for a Liaison Officer for Minority Issues. The liaison officer's proposed powers and job description include participation in the formulation of the priorities of the Plan of Action of the Czech State Police Force in relation to national and ethnic minorities' in the given locality and the systematic realization and coordination of intentions stemming from the Action Plan.

By transferring the implementation of this mechanism to a regional level, it will be possible to define the goals in more detail – they should express local needs and take into account specific priorities when measures are being appointed as solutions.

The Action Plan will be evaluated every year at a regional and central level. The implementation and evaluation of the Action Plan will be the responsibility of the preventive information groups of the Regional Authorities of the Czech State Police Force and Police Presidium of the Czech Republic.

Because there is no experience of a similar measure, it would be expedient in the initial phase to test the proposed mechanism in the form of a pilot project at one of the regional authorities of the Czech State Police Force; the selected authority should be deemed suitable for this purpose due to the high representation of a minority population in the given region. After the experience of the Action Plan pilot project has been evaluated, it can be implemented at all Regional Authorities of the Czech State Police Force.

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**Aim of proposed measures:**

To implement the Plan of Action of the Czech State Police Force in Relation to National and Ethnic Minorities, which should serve as a strategic document for each Regional Authority of the Czech State Police Force, whereby the police force sets priorities, defines current and specific goals, the means to achieve the goals, and the date for the fulfilment of the goals as regards the relationship of the Czech State Police Force to national and ethnic minorities in the given region.

**Drawbacks of the current situation:**

- there is no systematic framework for the preventive activities of the Czech State Police Force in relation to national and ethnic minorities in the Czech Republic

**Proposed measures:**

- draw up a 12-month pilot project of the Plan of Action of the Czech State Police Force in Relation to National and Ethnic Minorities for implementation at a regional

authority of the Czech State Police Force in a region where there is a higher density of members or communities of national and ethnic minorities, a higher incidence of racially motivated crime, or other security risks connected with the lives of members or communities of national and ethnic minorities

- incorporate eight police instructors especially trained for work with minorities into the preparations for the Plan of Action of the Czech State Police Force in Relation to National and Ethnic Minorities
- run an analysis on, and evaluate the results and effectiveness of, the pilot project for the Plan of Action of the Czech State Police Force in Relation to National and Ethnic Minorities
- based on the results of the evaluation of the pilot project for the Plan of Action of the Czech State Police Force in Relation to National and Ethnic Minorities, propose further measures

**Sections of the Ministry of Interior responsible for the implementation of the measures:**

Police Presidium of the Czech Republic (Preventive Information Group, Police Presidium of the Czech Republic)

Preventive Information Group of a selected Regional Authority of the Czech State Police Force

Security policy department, Ministry of Interior of the Czech Republic

### **3.2. Liaison Officer for Minority Issues (pilot project)**

The proposed pilot project for a ‘Liaison Officer for Minority Issues’ is based on several incentives:

- 1. an evaluation of the current situation regarding the detection of extremist crime**
- 2. support for systematic preventive activities in relation to national and ethnic minorities in the framework of the existing organizational structure of the Czech State Police Force**
- 3. foreign experience of equivalent mechanisms**

as to 1.

The ‘Report on the issues of extremism on the territory of the Czech Republic in 2001’, accepted under Government Resolution No 715 of 10 July 2002, states that the issue of Binding Guideline of the Police President No 100/2002 of 10 June 2002 led to the cohesion of the approach to extremist crime being secured universally and satisfactorily at all levels in the framework of all departments of the Czech State Police Force.

The Extremist Crime Group of the General Crime Department, at the Czech State Police Force Crime Service and Inspections Authority, and specialists at a regional and district level specializing in extremism occupy themselves with extremist crime, the detection of those who perpetrate crimes in connection with extremism, racial intolerance, xenophobia, etc. A significant plus of the current situation is the low rotation of teams when staff are assigned to a given issue at the level of districts and regions. The fact that some staff spend several years systematically covering extremism means there is significant hope that we can make further improvements and increase the labour productivity of Czech State Police Force in this area.

The Czech State Police Force is able to tackle extremist crime effectively, and it is successful in combating crime perpetrated against or by minorities. The results achieved so far by the Czech State Police Force in the field of detecting extremist crime are the cornerstone for all subsequent changes in law enforcement in relation to national and ethnic minorities in the Czech Republic and will serve as the basis for the systematic erection of pillars of preventive law enforcement activity in this area.

The pilot project for the ‘contact office for minority issues’ follows up on the hitherto results and achievements of the Czech State Police Force in detecting extremist crime. The project is based on the concept of the Strategy, i.e. on the prioritization of preventive mechanisms of law enforcement and on a proactive policy by the police force in relation to minority issues. The pilot project for the liaison officer for minority issues presents a proposed mechanism levelling out the repressive policy of the Czech State Police Force in this area and picks up on existing seeds of preventive activities in relation to members or communities of minorities.

as to 2.

The scope of the job description of law enforcement officers in the fight against extremist crime is broader than the issue of the relationship between the Czech State Police Force and national and ethnic minorities. There is no specialization in the specific issue of extremism, even though related activities are successfully performed in this area. One of the current activities here, for example, is cooperation with Roma advisers.

The level of cooperation between the Czech State Police Force, and indirectly local specialists in extremist issues, and Roma advisers varies from the aspect of quality, but Roma advisers tend to rate it positively. This cooperation has taken on two principal forms. In some regions, the cooperation is regular and there are indications of a systematic approach (joint handling of the problems of the Roma community, keeping each other informed about specific cases and progress in finding solutions to them), while elsewhere talks take place as and when required (e.g. to keep the Roma adviser informed of risky meetings of followers of extremist groups in the district, solutions for specific problems). Representatives of the Czech State Police Force have also contributed to the work of committees at district authorities which are involved in Roma issues.

The proposed mechanism is based on the conviction that the scope of cooperation provided by the Czech State Police Force should be expanded and that cooperation with representatives and communities of minorities should take the form of direct and systematic activities. The pilot project is based on the presumption that the liaison officer for minority issues will employ a systematic approach to members of all national and ethnic minorities in the given region, while the scope of preventive law enforcement in terms of minorities should be expanded and gradually made more systematic in the scope laid down in the Strategy (see Chapter 1.1.).

The liaison officer should work with the staff of the Preventive Information Group at the given management level to make a significant contribution to the formulation of the priorities of the Plan of Action of the Czech State Police Force in Relation to National and Ethnic Minorities in the given locality. One of the main tasks of the liaison officer is the systematic implementation and coordination of the intentions stemming from the Action Plan.

The activities of the law enforcement officer working as the liaison officer should adequately cover the sphere of prevention related to minority issues which falls under the competence of the Czech State Police Force. However, the liaison officer for minority issues, as a competent consultant, can also be used to help find solutions to all affairs which concern minority issues from the aspect of the Czech State Police Force.

as to 3.

The proposed pilot project is inspired by the position of the liaison officer used in the British law enforcement system (community policing). The job description of the liaison officer primarily involves performing preventive activities in relation to members and communities of minorities, asylum seekers, migrants, travellers, homosexual communities, etc. The liaison officer also helps investigate all serious offences connected with the lives of minority communities.

The liaison officer is responsible for implementing strategies which the given police force has set in relation to target groups (Race Equality Strategy, Travellers Policy, Asylum Seekers Policy, Strategy for providing Policing Services to Lesbian, Gay and Bi-sexual Communities, etc.). The liaison officer is a specialist in his field and his services are used by various police departments as they seek to find solutions to problems in their competence.

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The pilot project of a liaison officer for minority issues proposes the deployment of one worker from the section covering the fight against extremist crime at the level of the Regional Authority of the Czech State Police Force; this officer should then be tasked with implementing the following proactive measures and preventive activities:

- **participation in the formulation of the priorities of the Plan of Action of the Czech State Police Force in Relation to National and Ethnic Minorities in the given locality**
- **the systematic implementation and coordination of intentions stemming from the Plan of Action of the Czech State Police Force in Relation to National and Ethnic Minorities**
- **the systematic monitoring of the structure of members and communities of national minorities and foreigners in the given locality**
- **proactive law enforcement in relation to members or communities of national and ethnic minorities in all areas related to the activities of the Czech State Police Force**
- **specialization in the criminogenic potential of minority communities in the region**
- **systematic cooperation with the representatives of municipalities in finding solutions to specific problems connected with the lives of minorities where these problems are in the legal competence of the Czech State Police Force**
- **cooperation with organizations and leading representatives of minorities in the given locality**
- **cooperation with the probation and mediation service**
- **identifying citizens from the ranks of minorities suitable for work with the Czech State Police Force**
- **systematic fulfilment of the position of a competent mediator between the police force and minority communities**

Some of the above-mentioned activities are already successfully carried out by members of the Czech State Police Force today in the sphere of detecting extremist crime. The proposed pilot project aims to systemize and interconnect the individual activities concerning the protection of minorities from crime, whether intra-ethnic or inter-ethnic, and to prioritize a preventive policy in the area in question.

The implementation and testing of the year-long pilot project for a liaison officer for minority issues should be carried out in a region in the scope of the general Strategy concept which is typical:

- for its higher representation in the local population of members or communities of

national and ethnic minorities

- for its higher incidence of racially motivated crime
- for the existence of high safety risks connected with the lives of the members or communities of national and ethnic minorities

**The pilot project does not require an increase in the number of systemized jobs and the related material and financial requirements. The pilot project proposes that the position of the liaison officer be performed, during a trial phase after training, by a selected Criminal Police Service and Investigations Authority employee who specializes in the detection of extremist crime.**

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**Aim of proposed measures:**

A law enforcement officer specializing fully in a systematic preventive approach by the Czech State Police Force in relation to the issue of national and ethnic minorities in the given region.

**Drawbacks of the current situation:**

- There is no systemized position where the job description covers targeted proactive work in relation to national and ethnic minorities and the implementation of the systematic preventive policy of the Czech State Police Force in this area.

**Proposed measures:**

- run a one-year pilot project of a liaison office for minority issues at a Regional Authority of the Czech State Police Force characteristic for the higher representation in the local population of members or communities of national and ethnic minorities, a higher incidence of racially motivated crime, or other safety risks associated with the lives of the members or communities of national and ethnic minorities
- carry out the pilot project of the liaison officer for minority issues simultaneously with the proposed pilot project of the Plan of Action of the Czech State Police Force in Relation to National and Ethnic Minorities
- organize the conditions of work for the liaison officer for minority issues
- run an analysis and evaluation of the results and effectiveness of the pilot project of the liaison officer for minority issues
- based on the results of the evaluation of the pilot project of a liaison officer for minority issues, propose further measures

**Sections of the Ministry of Interior responsible for the implementation of measures:**

Security policy department, Ministry of Interior of the Czech Republic  
Police Presidium of the Czech Republic

### **3.3. Police Assistant - Police Assistant Pilot Project to Combat Usury in Socially Deprived Roma Communities**

In the scope of the Strategy, the position of the police assistant is proposed as a mechanism making it easier for the Czech State Police Force to mediate contact with the minority communities. Institutionally, this a new move for the Czech State Police Force. The institution of a police assistant is proposed as part of the fulfilment of Resolution of the Government of the Czech Republic No 761 of 5 August 2002, whereby the Minister of Interior was tasked to delegate the Police President with the creation of a working team to combat usury in Roma communities.

#### **Foreign experience of the police assistant model:**

The proposal to set up the position of a police assistant is inspired by the French project called Police de Proximité (Police de Proximité = la police plus proche de la population = police closer to the people). Police de Proximité ('PdP') is a project run in the framework of La Police Nationale since 1999. PdP is the main pillar of the new law enforcement focus and changes made by the French interior minister in the area of public order and internal security.

The basis of these changes of a law enforcement focus on the ability to predict conflicts and prevent offences as much as possible. PdP is evidence of the efforts by the French Ministry of Interior to change the way the police work and the nature of police intervention. The rudiments of the PdP project include the demand for dialogue and careful listening by the police: a police force which knows its clients, understands the needs and problems of the population, finds solutions to conflicts more easily, and eliminates risks to public order that occur in the given locality in good time. The positive relationship between the police force and the local community also has the clear advantage that the population 'know' their law enforcement officers, they know who they can turn to and where. The police force (if it is able to work to a quality level in the community) can draw on the huge potential, in the form of local trust and cooperation, for its work.

One of the fundamental mechanisms of PdP is the 'adjoint de sécurité' (security assistant/Police Assistant; 'AdS'), who carries out work in 'sensitive quarters' (quartiers sensibles), i.e. localities where there is a higher concentration of members of ethnic minorities. PdP tries to improve the relationship between the police force and minority communities, and in this issue – more than elsewhere – places a pronounced accent on the cooperation of the police, self-government, and associations active in the given locality.

PdP has been conceived as a two-way mechanism: law enforcement in the direction of the community, and in the other direction the work of the AdS, helping to make positive contacts between the community and the police.

The plan by the French Interior Ministry to create the mechanism of a police assistant is based on two areas of inspiration and need:

- the need to find employment for young people (from the ranks of the hard-to-employ and

- out-of-favour groups of the population)
- the need to complement PdP with a mechanism which can help the police force navigate its way around the given community better and which will make it possible to form contacts within the community

Mechanisms similar to AdS exist in other countries too. Police assistants, with varying missions, operate in the framework of the police force in the United Kingdom, Sweden, Slovakia, Hungary, etc. In most cases they are civilian employees of the police who focus on the prevention of property and violent crime; a considerable stress is placed on helping the traffic police. The models closest to the French model are those in Sweden, highlighting problem-oriented law enforcement in the community, and in Switzerland (the security service), which is based on the preventive function of the work carried out by police assistants.

### **Police Assistant Pilot Project to Combat Usury in Socially Deprived Roma Communities:**

The application of the police assistant mechanism in the Czech Republic will have to take into consideration the organizational and system differences between the Czech law enforcement scene and the lingering poor historical experience of the erstwhile ‘Public Security Assistant Guard’.

A year-long pilot project is recommended to try out the mechanism of the police assistant in the framework of the Strategy. Considering the current need to fulfil Government Resolution No 761 of 5 August 2002, whereby the Minister of Interior was charged with delegating the Police President to set up a working team to combat usury in Roma communities, the use of the pilot project to help **solve the problem of usury in the Roma community** seems to be an effective opportunity.

It is proposed that the pilot project be implemented at the North Moravian Authority of the Czech State Police Force. The Ministry of Interior has been consulting this authority long term in the problems of combating usury. The region of Moravskoslezsko (Moravia-Silesia), and certain localities in particular (Ostrava, Orlová, Karviná, etc.), were selected for the following reasons:

- The problem of usury is not a new problem in Moravskoslezsko, it has been spreading for several years. In some localities (Ostrava-Přívoz, Zárubek, Vítkovice etc.) it has surged in the past year; the number of socially weak families who fall into the hands of the usurers has risen considerably. In the Czech Republic, it is the Roma community in particular that is suffering most from usury, but around the world usury is a problem that generally affects all socially weak, deprived, and excluded groups in society. Therefore it is almost certain that in the Czech Republic usury will spread to other threatened social groups. The Roma are one of the most socially excluded groups of citizens in the Czech Republic; many Roma families are dependent long term on social benefits. The amount of social benefits is set at the sustenance level and only covers staple needs, and therefore financial

reserves cannot be created in cases of extraordinary events or the need to draw on larger expenditure unexpectedly. In these cases of emergency, families often borrow money from usurers, who are present in the community, easy to contact, and willing to loan – even larger amounts – immediately. However, the cost to the borrower is 100% interest, constant pressure to repay the debt and interest, blackmail, threats, and even physical attacks on members of the family (violence is frequently connected with usury). Families find themselves in a situation where they are forced to hand over much of their social benefits to the usurer to cover interest almost as soon as they receive this money, and then they remain practically without any finances for the rest of the month. They often borrow from another usurer to pay off the interest, but for most victims they are only making the situation impossible to resolve via their own resources. Private companies specializing in quick loans and charging huge interest also exploit the lack of funds, inability to draw on other assistance, and hopeless situation of poor families. These companies use irresponsible and blackmailing practices when they recover the debt. In a community where almost every family is in debt several times over, there is an atmosphere of fear and helplessness, and usurers assume almost unlimited power here. Usury is also the cause of other serious problems, such as rent and electricity arrears, a decline in the standard of living of families and the associated health risks, eviction and homelessness, a deterioration in child welfare and the placement of children in institutional care, and, especially, a rise in crime – theft, violence, and vandalism.

- The results of the field study called ‘Analysis of the reasons for the migration of Roma from the Czech Republic’ (carried out by the Ministry of Interior in order to fulfil a task imposed under Government Resolution No 761/2002) show that usury is one of the key motives for the emigration of Roma from the Czech Republic.
- The opportunity of using the project of the civic association Mutual Co-Existence, with whom the Ministry of Interior has cooperated long term, can be used to find solutions to this issue. The Mutual Co-Existence project was presented to the Ministry of Interior for assessment; the Ministry expressed its framework consent to the content and recommended that the project plan be completed.
- There is very good long-term communication between representatives of self-government, state administration, the North Moravian Authority of the Czech State Police Force, nongovernmental organizations, and Roma activists.

Usury is one of the problems the Roma community in the Czech Republic is most exposed to. The incident of usury in the Roma community and its reflection in the motivating potential for the migration of Roma to EU Member States is leading to the need to create mechanisms which would eliminate usury among the Roma.

The working team to combat usury, set up by the Ministry of Interior in accordance with the above-mentioned Government Resolution No 761 of 5 August 2002, could be complemented in its activities by the mechanism of the police assistant, which would simplify contact between the police and the community considerably and would reduce the time

needed to solve the problem. Although usury is a widespread phenomenon and affects the socially weakest groups of the population, for many reasons the Czech State Police Force detects and clears up this crime only rarely. There are undoubtedly many barriers preventing the detection and proving of this crime. The systematic dismantling of these barriers in order to grasp this latent, yet highly dangerous type of economic crime, could be helped significantly by the institution of the police assistant, because usury is a problem in that there are no police mechanisms able to supply recourse to this area effectively. The police does not have a systematic sensor able to register the problem of usury in the scope it actually exists; the situation is severely complicated by the fact that the police does not usually enjoy the trust of the Roma community (for the given locality, this fact is proven by the results of the above-mentioned field study).

The proposed institution of the police assistant is in line with the recommendations of the material entitled ‘**Usury in the Roma community**’, drawn up by the Crime Prevention Department of the Ministry of Interior and presented to the Minister of Interior for approval. The published recommendations include the need:

- **to foster an environment of trust in the work of the Czech State Police Force**
- **to ensure the protection of victims and witnesses**
- **to improve the knowledge of citizens from the Roma community about the risks attached to usury**
- **to provide systematic support for field work in ethnically and socially excluded communities**

The proposed activities of the ‘Assistant of the Czech State Police Force to combat usury in socially excluded Roma communities’ is fully compliant with the intentions of the above-mentioned recommendations.

A solution to usury in the Roma community requires a detailed knowledge of the environment, contact with the community, and the ability to make tactical decisions based on local conditions. The mission of the police assistant is to improve relations between the police and the community in many areas; therefore the police assistant must have a perfect knowledge of the local community, the ability to communicate effectively with the given community, the ability to make an effective contribution to the solution of the specific goals of the Czech State Police Force, and to cooperation between the police and the community.

The task of the assistant is to **operate absolutely transparently in the community as a representative of the interests of the Czech State Police Force** and to inform its members of the possibilities of cooperating with the police to combat usury. The role of the police assistant is to provide a permanent link between the community and the Czech State Police Force.

The training and basic instruction of police assistants will be carried out at a Secondary Police School of the Ministry of Interior; in their activities, assistants will be methodologically controlled by a delegated member of the Czech State Police Force.

**The advantages of a police assistant to combat usury in Roma communities:**

- direct access to the community, exploitation of the assistant's knowledge of the environment
- help in identifying people willing to assist in clearing up the problem of usury in the Roma community
- support for people cooperating with the police, cooperation in ensuring the safety of the families of usury victims
- the formation of a positive relationship between the Czech State Police Force and the Roma community
- an increase in the legal awareness of the community
- a share in eliminating the criminogenic potential in the community, which can ultimately lead to a lessening of the stigmatization of the community
- help in forming a positive image of the police in the Roma community

**Method of financing:**

- The pilot project, based on preliminary monitoring of the situation, can be subsidized out of the budget of the civic association Mutual Co-Existence, which has applied to the Regional Authority of Moravskoslezsko to cover the project. This nongovernmental organization has agreed to bear responsibility for the realization phase of the pilot project (the selection of Roma police assistants, the financing of their activities, monitoring, participation in the project evaluation, etc.).

**Logistics for the work of assistants:**

- Training and instruction of police assistants (in the scope of courses at Secondary Police Schools)

**Monitoring the effectiveness of assistants' work:**

- The Czech State Police Force, the Ministry of Interior, Mutual Co-Existence, o.s.

After the one-year pilot phase, the project results will be evaluated and subject to an in-depth analysis, based on which conclusions will be drawn for measures concerning the future use of the mechanism of an Assistant of the Czech State Police Force.

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**Aim of the proposed measure:**

To run a one-year pilot project to test the effectiveness of the mechanism of a police assistant to combat usury in Roma communities.

**Drawbacks of the current situation:**

- The lack of a systematic mechanism allowing the Czech State Police Force, in its solutions to the issue of usury in Roma communities, to:
  - have direct access to the Roma community
  - ensure the opportunity of quickly mediating the necessary information, rapid orientation in the environment

- ❑ help in identifying people willing to assist in clearing up usury in the Roma community
- ❑ foster a positive relationship between the Czech State Police Force and the Roma community
- ❑ increase the legal awareness of members of the Roma community regarding usury and related crime and offences

**Proposed measures:**

- complete the pilot project for an ‘Assistant of Czech State Police Force to combat usury in socially excluded Roma communities’ (selection criteria, financing, methodological management of assistants, educational and training courses for police assistants, etc.)
- analyse the opportunities of applying the pilot project of the ‘Assistant of Czech State Police Force to combat usury in socially excluded Roma communities’ in the specific conditions of the competent Regional Authority of the Czech State Police Force

**Sections of the Ministry of Interior responsible for the implementation of measures:**

Security policy department, Ministry of Interior of the Czech Republic

## **IV. Evaluation of Tasks Stemming from Implementation of the Strategy**

### **4.1. Method for the Evaluation of Tasks Stemming from Implementation of the Strategy**

#### **4.1. Evaluation of Tasks Stemming from Implementation of the Strategy**

**Aim of proposed measures:**

Conduct an evaluation of the fulfilment of tasks stemming from implementation of the Strategy.

**Proposed measures:**

- draw up an evaluation report on the ongoing fulfilment of the intentions of the Strategy in all the areas in question
- submit a report on the ongoing fulfilment of the intentions of the Strategy in all the areas in question to the Ministry of Interior by 30 June 2004
- appoint the Security policy department, Ministry of Interior of the Czech Republic, as the coordinator of the ongoing evaluation of the fulfilment of tasks stemming from implementation of the Strategy
- set each section of the Ministry of Interior responsible for the implementation of specific measures stemming from the concept of the Strategy the task of informing the Security policy department, Ministry of Interior of the Czech Republic, of progress in fulfilling the measures by 30 May 2004

**Sections of the Ministry of Interior responsible for the implementation of measures:**

Security policy department, Ministry of Interior of the Czech Republic

All departments of the Ministry of Interior of the Czech Republic and sections of the Czech State Police Force responsible for carrying out tasks stemming from implementation of the Strategy

## **V. To-Do List Based on Implementation of the Strategy**