

# Involvement of the Ukrainian community in the project



## “Crime Prevention Assistant”

## Author's note

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The IOM has been part of the United Nations system, with 175 Member States and operations in more than 100 countries, since 2016. It has been operating in Czechia since 1998.

If the phrase "Crime Prevention Assistant" or the abbreviation CPA is used in the analysis, followed by the masculine gender, it is by no means meant that only a man could or should perform this role. Quite the opposite, the IOM promotes equal access to employment opportunities for men and women and encourages women's involvement in the security sector.

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## About the “Crime Prevention Assistant” Project

The Ministry of the Interior has long and successfully been carrying out and implementing a number of activities and programmes in cooperation with other partners aimed at improving public order and security, especially by non-repressive means and by eliminating criminal and socially risky phenomena in society. This is done via a combination of proven preventive measures, one of which is the “Crime Prevention Assistant” Project (hereinafter also “CPA Project”)<sup>1</sup>.

The aim of the CPA Project is to reduce the number of crimes, misdemeanours and socially undesirable phenomena committed, to ensure law enforcement, and to prevent disputes between neighbours and minor and latent illegal activities, which are difficult for the Police of the Czech Republic and Municipal Police to solve in socially excluded and other localities. The project also works to change the negative view of the majority society of socially excluded people and people from ethnic groups and multicultural backgrounds.

It can be said that this is a specific project that increases safety, and not only in socially excluded localities, acts as a preventive measure against extremism, and motivates local government and citizens to seek positive solutions to problems. It was implemented by the Crime Prevention Department of the Ministry of the Interior of the Czech Republic in 2009.

After the completion of basic professional training, each selected Assistant is employed within the Municipal Police of the municipality or city in question and contributes to the improvement of safety and security, prevention of crime in the municipality, the protection and safety of persons and property, the observance of public order, and the enforcement of basic safety standards, not only in socially excluded localities but throughout the entire municipality. He/she also prevents possible illegal activities by his/her presence and especially using his/her communication skills, acts as a mediator of possible disputes between neighbours, monitors the cleanliness of public spaces, and helps other citizens. In his/her activities, the CPA is guided by a particular police officer in the role of mentor, with whom the CPA works closely. The success of the project is also contributed to by the individual branches and departments of the Police of the Czech Republic in the respective localities<sup>2</sup>.

Last but not least, it is important to mention the Methodology for the Selection, Training and Activities of CPAs, which contains the necessary definitions and a full description of this project<sup>3</sup>.

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1 Czech Crime Prevention Strategy for 2022-2027. Ministry of the Interior of the Czech Republic, 2022.

2 Mandatory elements of the CPA Project. In: IOM Czechia [online]. [cit. 2023-10-05]. Available at: <https://czechia.iom.int/resources/iom-czechia-asistenti-prevence-kriminality>.

3 CPA Methodology. In: IOM Czechia [online]. [cit. 2023-10-05]. Available at: <https://czechia.iom.int/resources/iom-czechia-asistenti-prevence-kriminality>.

## Description of the current situation and the purpose of the analysis

The year 2022 brought very significant events and changes in terms of migration, the effects of which were felt not only in the migration situation in Czechia, but also in many other areas of social life.

A dominant phenomenon with long-term impacts on migration and integration issues was the large wave of refugees from Ukraine, triggered by the military aggression of the Russian Federation. To cope with the massive influx of displaced persons from Ukraine, the Council of the European Union activated the institution of temporary protection for the first time. Czechia became one of the primary destination countries for the refugees, with 473,216 people having received temporary protection on its territory by the end of 2022. In relative terms (number of refugees per 100 thousand inhabitants), Czechia became the most important recipient of refugees from Ukraine in the European Union. In addition to the state administration and the Integrated Rescue System, local authorities, non-profit organisations and, to a large extent, the general civil society were also involved in providing assistance. As a result of the wave of refugees from Ukraine, the total number of foreigners residing in Czechia thus increased significantly in 2022 and their number exceeded the one million mark for the first time<sup>4</sup>.

As a result of such a significant increase in the total number of foreigners, especially refugees from Ukraine, the idea of applying the CPA Project to the Ukrainian community arose. Following the IOM's comprehensive professional experience in working with temporary protection holders from Ukraine, cooperation was therefore arranged with the Crime Prevention Department of the Ministry of the Interior of the Czech Republic (hereinafter referred to as the "Ministry of the Interior of the Czech Republic") to map the activities of Crime Prevention Assistants in relation to temporary protection holders. To this end, the collection and evaluation of qualitative data from the field among relevant actors was arranged, relating, in particular, to:

- **the specifics, needs and cultural aspects necessary for working with temporary protection holders from Ukraine,**
- **the identification of key areas where crime prevention and social integration need to be strengthened,**
- **the selection of Crime Prevention Assistants who would work with temporary protection holders from Ukraine,**

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<sup>4</sup> As of 31 December 2022, there were 1,116,154 foreigners registered with a residence permit in Czechia (see "Situation of foreigners, migration and integration in Czechia 2022". Ministry of the Interior of the Czech Republic, 2023).

- the preparation and training of such Crime Prevention Assistants,
- the specifics of the work activities of these Crime Prevention Assistants,
- objective cooperation with state and local government entities and other entities such as NGOs, diasporas, etc.,
- the issue of remuneration,
- examples of good practice, but also areas that proved to be problematic or inadequate when employing Crime Prevention Assistants who subsequently worked with temporary protection holders from Ukraine

## Methodological framework of the analysis

The methodological framework of this analysis, which led to the recommendations presented in its final section, combines secondary research from available sources<sup>5</sup> with the collection and evaluation of qualitative data from the field. These outputs were gathered during interviews and meetings with the CPA Project sponsors, prevention officers, mentors, police officers, Crime Prevention Assistants and other relevant actors.

The following minimum sample of municipalities was determined as part of the aforesaid field data collection:

- two municipalities with an example of good practice,
- two municipalities without any CPAs, although they have a high proportion of temporary protection holders or other foreigners (other than permanent residents),
- two municipalities where a relatively high number of people of different nationalities live,
- two municipalities facing multiple challenges within the CPA Project,
- two municipalities with socially excluded localities,
- two municipalities with different types of funding,
- two municipalities with experience with Roma Ukrainian refugees.

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<sup>5</sup> In particular, from the existing Methodology for the Selection, Training and Activities of CPAs, Situation of foreigners, migration and integration in Czechia 2022, the Czech Crime Prevention Strategy 2022-2027, etc.

However, given the scope of the topic, the number of CPA Projects implemented in Czechia, and the sample of the survey conducted, the present analysis and list of recommendations should be considered as background material for further steps. Examples of good practice were selected not only on the basis of their quality, defined in terms of effectiveness and sustainability, but also with regard to their transferability to other contexts and their relevance to the general framework of the project, with a focus on the work of the police with communities of different ethnic minorities.

Qualitative data was collected in the following cities and municipalities, and hence within the competent Municipal Police authorities:

- **Liberec,**
- **Jablonec nad Nisou,**
- **Česká Lípa,**
- **Mladá Boleslav,**
- **Krupka,**
- **Litoměřice,**
- **Most,**
- **Havířov,**
- **Znojmo,**
- **Pilsen,**
- **Tachov,**
- **Sokolov,**
- **Mariánské Lázně,**
- **České Budějovice.**



# Key areas

## I. “Crime Prevention Assistant” Project

In practice, the CPA Project is described as one of the most successful and beneficial crime prevention tools at the local level, and has been operating in some municipalities since its inception in 2009. The existing prevention activities of local entities involved mainly in social, situational and other prevention are not always sufficiently effective. Therefore, it is desirable to gain additional allies, not only from localities with an increased incidence of socially undesirable activities, but also to reach out to and win over the general public for compliance with basic safety standards.

As aptly stated in the “Basic Recommendations for the Local Government Decision-Making Process in Selection, Training and Management”<sup>6</sup>, it would be a mistake to believe that the target group of the CPAs’ activities is only people who are homeless, addicted to alcohol or narcotic and psychotropic substances, living in socially excluded localities, or of Roma ethnicity. Particularly in the recent period, there has been an increase in violence, aggression, socially undesirable or even criminal activities in cyberspace and socially undesirable activities on the part of children and adolescents, which are the focus of the CPAs’ attention not only at the time of their arrival at school, but also after they have left school, and especially in leisure activities, along with addressing and working individually with the parents of minors.

In the wake of the wave of refugees from Ukraine, the idea of using the CPA Project as a crime prevention and education tool in relation to temporary protection holders gradually emerged. On the basis of interviews and meetings with prevention officers, mentors, CPAs and other relevant actors, it was found that the involvement of people of Ukrainian nationality in the CPA Project contributed to:

- **better communication and working with the community – bridging the language barrier and being able to use CPAs for interpreting is rated as one of the biggest benefits,**
- **better knowledge and understanding of cultural differences,**
- **increasing the trust of temporary protection holders in security forces and state institutions,**
- **increasing the feeling of security,**
- **help with integration.**

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<sup>6</sup> Basic recommendations for municipalities implementing the CPA Project. In: IOM Czechia [online]. [cit. 2023-10-05]. Available at: <https://czechia.iom.int/resources/iom-czechia-asistenti-prevence-kriminality>.

## I. I. Project preparation

According to the methodological materials of the Crime Prevention Department of the Ministry of the Interior of the Czech Republic, the basic document for the implementation of the CPA Project is the approved “Methodology for the Selection, Training and Activities of Crime Prevention Assistants” (hereinafter referred to as the “Methodology”), as well as the following requirements<sup>7</sup>:

- **a CPA is an employee of the respective local government body – the municipality – usually assigned to the competent Municipal Police<sup>8</sup> within the meaning of Act No. 553/1991 Coll., as amended,**
- **all employment relations between the employer (municipality) and the employee (CPA) are governed by the Labour Code, as amended,**
- **the CPA is not a field social worker or police officer,**
- **the CPA is active primarily in the area of crime prevention, ensuring public order, increasing the sense of security of citizens and, together with the Municipal Police, contributing to the protection, safety and security of citizens and property in the municipality,**
- **the CPA is not an official within the meaning of Section 127 of the Criminal Code, as amended, is not equipped with any coercive means, and no special powers are delegated to him/her,**
- **the municipality is responsible for the specification of work duties and checking compliance with them in accordance with the basic provisions set out in the CPA Methodology,**
- **the National Register of Occupations (see ID: 102691 for more details) is the basic standard applicable to the job position of a CPA,**
- **the content, scope and form of the training system specified in the basic CPA Methodology are binding on all applicants for project aid.**

The decision and, above all, the identification with the need to implement the CPA Project is a key prerequisite for a successful start of subsequent measures in the field of safety, security and crime prevention. The applicant for a subsidy for the CPA Project must also prepare for the following calls:

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- 7** These rules are valid for all forms of implementation of the CPA Project – i.e. financed under the Crime Prevention Programme, from subsidies from the Labour Offices, under projects subsidised from EU funds, etc., as well as cases where CPAs under this title are financed by municipalities only from their own budgets).
- 8** In municipalities where there is no Municipal Police, it is possible to involve the CPA in other ways upon consultation.

- analyse the current security situation, including security threats and risks,
- provide a description of the anticipated use of the Assistant and a description of the cooperation of the CPA with other entities involved in crime prevention in the locality in question,
- secure the organisational conditions for the implementation of the project within the Municipal Police and the establishment of the time schedule of the CPA Project, starting from selection, training and supervision, including content and financial evaluation according to the terms and conditions of the subsidy allocation,
- have a suitable mentor selected for the CPA, preferably from the ranks of the Municipal Police (e.g. a police officer) or, after consultation, from another entity (e.g. the Police of the Czech Republic),
- at least once every two years, organise the training of the police officers who will cooperate with the CPAs in the performance of their tasks in socially excluded localities,
- ensure the funding<sup>9</sup> and sustainability of this position in the future,
- present the project within the applicant's organisational structure and to the public,
- guarantee compliance with the basic entry and selection requirements for the CPAs,
- ensure a transparent and objective method for selecting the CPAs and a transparent and objective composition of the selection committee,
- ensure the initial and subsequent training of the CPA and his/her mentor in accordance with professional standards for the performance of his/her work,
- describe the way the work of the CPA is organised, his/her interaction with the mentor and with other police officers with a minimum guarantee of a special approach during the training period, the way of communicating tasks, checking and evaluating their performance, keeping documentation, and working hours,
- provide equipment for the performance of the relevant duties,
- ensure supervision of the project within the set deadlines.

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<sup>9</sup> It is important to note that the financial costs do not only include a salary, but also the cost of the training and instruction of the CPA, training and remuneration of the mentor, supervision, work equipment, etc.

## I. 2. Project financing

There are several options for financing the CPA Project. One of them is a financial subsidy provided by the Crime Prevention Department of the Ministry of the Interior of the Czech Republic<sup>10</sup>. Crime Prevention Assistants across Czechia are further financed with the aid of the Labour Offices under an agreement between the Ministry of the Interior of the Czech Republic and the General Directorate of the Labour Office of the Czech Republic (at the end of 2022, a total of 104 CPAs in 41 municipalities), from municipalities' own budgets, and from European projects under the Operational Programme Employment 018 (hereinafter referred to as the "OPE"). It is estimated that there were about 400 to 500 CPAs operating in Czechia at the end of 2022. In this context, it should be added that the different types of financing can also be combined. For example, one CPA position may be financed from the municipality's own budget and another CPA position from financial subsidies received from the Ministry of the Interior of the Czech Republic.

### I. 2. 1. Financial subsidies from the Ministry of the Interior of the Czech Republic

Among the problematic points identified within this type of funding is clearly the administrative complexity if the applicant has no previous experience with applying for a subsidy or if there is no one with project experience at least among the applicant's staff. Moreover, it is currently only a one-year project that needs to be planned administratively and logistically in advance, which is not always possible because of limited staff capacity in the relevant municipalities. The short-term nature of the project may also have negative impacts on the sustainability of the project<sup>11</sup>. In a survey that was conducted, the potential applicants for the CPA Project, especially for CPAs from Ukraine, were found to be under the mistaken assumption that if they had applied for and successfully received a subsidy for the project in the past, they could not apply for another subsidy from the Ministry of the Interior of the Czech Republic again. For that reason, they did not apply for this year's second Crime Prevention Programme call.

On the other hand, funding the CPA Project for a single year can also have a positive effect, especially if the municipality in question has no previous experience with the project and wants to test this crime prevention tool in a "pilot" phase. A significant advantage of

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**10** In accordance with the Government-approved Czech Crime Prevention Strategy for 2022-2027, which the Government approved by Resolution No. 276 on 6 April 2022, and with the approval of the Minister of the Interior, the "Crime Prevention Programme" at the local level is announced every year.

**11** Costs for the activities of the CPAs under the subsidy programme provided by the Ministry of the Interior of the Czech Republic can be claimed in the time period from 1 January to 31 December, with the proviso that, in subsequent applications, some of the processes associated with the application can be addressed by an affidavit or by drafting strategic documents for a longer time period, for example three to five years.

this type of financing is the support by the Crime Prevention Department of the Ministry of the Interior of the Czech Republic, which is the methodological guarantor of the project and can provide the necessary support to applicants. Another benefit is the fact that a financial subsidy for the CPA Project can be applied for repeatedly.

### 1. 2. 2. Financial subsidies under the Operational Programme Employment

Funding from European public sources, similarly to funding from the Ministry of the Interior of the Czech Republic, clearly brings with it a greater administrative burden, especially if the applicant has no previous experience with applying for such a subsidy. Given that the funding is for three years, an increased number of applicants can be expected, which reduces the likelihood of success in actually obtaining a subsidy. As a result of the more demanding administration, it is also necessary to plan the application in advance, and this is not always possible because of limited staff capacity in the municipalities. Just for the sake of completeness, it should be noted that the managing authority in this case is the Ministry of Labour and Social Affairs.

The advantage in this respect is clearly the duration of the financing for three years, which guarantees greater stability and sustainability of the project. Another positive aspect is the fact that a financial subsidy for the CPA Project can be applied for repeatedly.

### 1. 2. 3. Financial subsidies from the Labour Offices

As mentioned above, financial aid for the implementation of the CPA Project can also be provided by the competent Labour Offices. Although this type of funding represents less of an administrative burden for the municipality, it also brings certain limitations, especially regarding the possibility of selecting a suitable person for the position of CPA (the candidate is selected by the Labour Office). The main complications have been found to be that they may often be persons who have long-standing problems finding other types of work and whose profile does not meet the requirements for the performance of the job of a CPA in terms of the CPA Methodology. These people may also lack knowledge of the given locality, as they may be assigned to another municipality by the Labour Office. It should also be emphasised that the municipality also partially contributes to the financial costs associated with the work of the CPA.

### 1. 2. 4. Financial subsidies from the budget of the municipality

The implementation of the CPA Project can also be carried out on the basis of funds allocated within the municipality's own budget. The disadvantage in this area is that some municipalities cannot financially afford to do this and the investment is not immediately visible or in some cases "politically interesting". If the project has not yet been implemented

in a municipality, there is no guarantee that it will be implemented there, despite the good experience from other municipalities. It should be stressed that this is a long-term investment so as to achieve the desired effect. At the same time, practice shows that the Municipal Police are often understaffed, and so it is difficult to justify investing in the CPA Project rather than recruiting more police officers.

On the other hand, it should be noted that, in the case of a financial subsidy from the municipality's own budget, a lower administrative burden and greater flexibility in the preparation, logistics and duration of the project are ensured. It is worth mentioning an interesting example from practice, where municipalities try to approach local companies with a request for a financial contribution. Working with the private sector to improve safety in the community to ensure better sustainability of the project should be considered a very positive and strategic step.

## The IOM recommends



### **To subsidy providers and Regional Crime Prevention Managers:**

- If you are not already doing so, prepare for those interested in the CPA Project a webinar, for example, where the conditions for applying for a subsidy and the subsequent steps will be explained briefly and clearly.
- In the event of excessive interest in one type of subsidy, refer to other funding options.

### **To the competent Municipal Police:**

- Determine what is expected from the project, what its sustainability should be, and what the entity's own capacities and possibilities are.
- On the basis of the above, select a suitable type of financing. For example: Do I only want a one-year project to test its functionality and the possibility of a professional guarantee or consulting? I choose a subsidy from the Ministry

of the Interior of the Czech Republic<sup>12</sup>. Do I already have experience with drafting and managing this project and need/want a longer-term funding option? I choose a subsidy under the OPE. Do I want to address specific issues at the Labour Office, such as prevention of exploitation, help with interpreting when dealing with the authorities, conflict prevention, etc.? I choose a subsidy from the Labour Office.

- Although this is an additional item in the municipal budget, it is preferable to self-fund the project to the maximum extent possible. This will reduce the administrative burden and ensure greater stability and sustainability of the project, which will never reach its maximum potential without longevity.

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**12** Although the Ministry of the Interior of the Czech Republic cannot guarantee funding from the subsidy in future years, it requires applicants to have the CPA Project already embedded in their security strategies/concepts and to plan for the sustainability of the project in future years. Where it turned out that the applicant had cancelled the CPA Project in the previous period, even if for a few months, because it had not intended to finance it from its own resources, this was a reason for the committee not to recommend support for such a project.

### **I. 3. Methodology for the Selection, Training and Activities of Crime Prevention Assistants**

Since 2014, the above-mentioned uniform CPA Methodology has been applied as a basic tool for the decision-making process of municipal and city councils and Municipal Police management in ensuring systemic measures in the area of the management and creation of conditions for crime prevention in order to increase safety, security and public order. It is based on analyses of the security situation, on the needs of citizens, and on specific suggestions with subsequent recommendations from crime prevention specialists and mentors – police officers of municipal police forces of the ten cities where the original pilot CPA Project was implemented<sup>13</sup>.

Although the Methodology provides sufficient basic insight into the issues of the CPA Project, the fact cannot be overlooked that, because of its publication as long ago as 2014, it cannot take into account all the current needs, based, for example, on the increase in the crime rate in cyberspace, the need to use information and communication technologies, the needs of temporary protection holders, etc.

At the same time, on the basis of practical experience, it has been found that, although the Methodology contains important information, its format is often not clear to relevant stakeholders. Those municipalities that already have long-standing experience with the Methodology said that the material was fine, but they more or less did not use it any more because of the experience and know-how they had gained, and often relied on their best practices. However, for newcomers to the project, it may be complicated (given limited staff capacity) to become familiar with all the procedures outlined herein. In this respect, it would be advisable to consider a “formal revision” into a new form, or at least the elaboration of a more concise document that contains a clear overview of the individual steps and basic procedures and refers, if necessary, to the details provided in the Methodology. The survey also found that concise and clear materials (e.g. Ten Tips/Examples of Good Practice for Successful Implementation of CPA Projects<sup>14</sup>) received positive feedback from both Municipal Police management and the CPAs themselves.

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**13** CPA Methodology, ref. 3.

**14** See e.g. the Overview of Examples of Good Practice in the Activities of CPAs in the Ústí-Chomutov Agglomeration with the Work of Crime Prevention Assistants. [cit. 2023-10-05]. Available at: [https:// www.mesto-most.cz/most-poradal-konferenci-zkusenosti-mest-v-ustecko-chomutovske-aglomeraci-s-praci-asistentu-prevence-kriminality/d-4255](https://www.mesto-most.cz/most-poradal-konferenci-zkusenosti-mest-v-ustecko-chomutovske-aglomeraci-s-praci-asistentu-prevence-kriminality/d-4255).



## 2. Recruitment

The issue of recruiting suitable CPAs was raised very frequently during the qualitative survey, not only among the newly selected persons from the Ukrainian minority, but also among Roma people and other minorities. Regardless of the current state of society, this is a very challenging process as the job position requires certain knowledge and skills in order to be performed effectively. If the aim is to select a suitable candidate of a non-Czech nationality, this naturally brings with it other specifics, which will be presented in more detail in the following sections.

### 2. 1. Selection of Crime Prevention Assistants

Selecting the CPAs is an important step that can have a major impact on their success at work. If the Municipal Police are considering recruiting CPAs from the Ukrainian community, it is ideal to have two types of CPAs represented who can better encompass the specific features of working with temporary protection holders, namely:

- **CPAs with temporary protection status, who themselves have recently gone through the process of coming to Czechia and integrating into Czech society. This allows such CPAs to enjoy greater trust and respect from the community, as well as to have a better understanding of the issues and needs of the temporary protection holders they work with.**
- **CPAs who have been “integrated” in Czechia for a long time and therefore have a better knowledge of the local environment, language and customs. They can communicate better with authorities and institutions, which in turn can help CPAs with fresh migration experience to navigate the new environment; they can also respond to the community’s hard-to-meet expectations.**

In addition to the migration experience, other factors that may affect the success of the CPA at work should be considered, such as:

- **Language skills – the CPA should be able to communicate with target groups in their mother tongue. In this context, however, it is necessary to emphasise that different approaches may be necessary in practice, for example where some people refuse to communicate in Russian or, on the contrary, where communication is possible only in Russian, or people who speak dialects, and sometimes the predominance of ethnicity over nationality (e.g. some Roma refugees cannot speak Ukrainian/Russian at all).**
- **Balance of male and female representation in the CPA job – mixed patrols of men and women have statistically the best results in practice. In brief,**

it can be stated that men and women often have different approaches to communication and problem solving. A mixed pair can use these differences to improve communication with target groups. In some communities, male authority may be more respected, while in other communities it is the presence of women that may be a key aspect of success. A mixed pair may therefore reach out better to a wide range of target groups.

- **Criminal record** – in general, a CPA should not have a criminal record. Nevertheless, it should be kept in mind that a possible criminal record is not necessarily an obstacle to the performance of the job of a CPA and it is necessary to examine the circumstances of each such particular case and the current context (for example, in one municipality a CPA with a criminal history was more respected within the Roma community and cooperated better with his mentor). The Municipal Police may also run criminal background checks for third-country nationals and request a criminal record extract from the country of origin as part of the selection procedure. However, this process can be bureaucratic, time-consuming and discouraging for potential applicants.
- **Length of the selection procedure** – municipalities should be aware that the CPA selection procedure is usually longer in the case of employment of foreigners than for Czech citizens. This must therefore be taken into account when preparing the project time schedule.

When selecting CPAs of non-Czech nationality, it is important to cooperate with various institutions and organisations that have contact with the target groups – such as Centres for Support of Integration of Foreigners, Minority Liaison Officers of the Police of the Czech Republic, diasporas, Community Centres, Labour Offices and NGOs; it is also possible to use the social networks of the Municipal Police, personal acquaintances of police officers, Regional Assistance Centres for Ukraine, and companies operating in the region or religious institutions (in that case, however, it is necessary to verify the credibility of the institution).

The requirements for the skills and knowledge of the CPAs should then be set in accordance with the expectations and requirements of the locally competent Municipal Police, as well as the reality of the labour market (try to avoid excessive requirements for education, work experience, etc.). It is important to examine, in particular, the following aspects:

- **the CPA's motivation for doing the work** – because of the nature of the job, the CPA has access to sensitive information and potentially vulnerable individuals, and it may happen that the position of the CPA will be abused. At the same time, because of language and cultural barriers, it is rather challenging for the Municipal Police and consequently the Police of the Czech Republic to obtain feedback from the community regarding the performance of CPAs and, therefore, it is necessary to carefully

assess the so-called “moral compass” of each CPA candidate in the selection process,

- good communication and presentation skills,
- character qualities, as the foundation of the CPA’s work is communication, trust, reliability and transparency,
- the ability to work with people from different cultures and backgrounds,
- the ability to resolve conflicts,
- the ability to work independently as well as in a team,
- an orientation in the basics of law or at least the capability of learning the basics of law.

## The IOM recommends



### To the competent Municipal Police:

- Involve existing CPAs and police officers in the selection procedure and motivate them to subsequently accept the successful candidate better into their work team.
- Involve a representative of the Foreign Police and a Minority Liaison Officer of the Police of the Czech Republic or a member of his/her working group in the process of selecting a suitable candidate.
- Verify the candidate’s credibility, work within the community in a selfless manner with the diaspora, staff of the Centre for Support of Integration of Foreigners, the management of Community Centres, NGOs and other relevant partners.
- Explain the nature of the job clearly to the candidate to avoid possible rapid turnover.

## 2. 2. Employment of foreigners

Czechia protects its labour market. Therefore, it offers vacancies preferentially to the citizens of Czechia or the European Union and their family members. Foreigners who want to work here must not only hold a valid residence permit, but also find out whether they have so-called free access to the labour market (meaning that they can work without the need for any further authorisation for work) or conditional access to the labour market, which requires them to obtain a work authorisation<sup>15</sup>. An authorisation means, in particular, an employment card, blue card or work permit.

### 2. 2. 1. Free access to the labour market

In the case of free access to the labour market, no work permit is required for foreigners who:

- **are EU nationals or their family members,**
- **hold a permanent residence permit,**
- **are beneficiaries of international protection (such as asylum or subsidiary protection),**
- **are holders of temporary protection,**
- **hold a valid long-term residence permit for the purpose of family cohabitation in Czechia with a foreigner who has permanent or long-term residence or has been granted asylum,**
- **are continuously preparing for their future profession (full-time students at secondary school, conservatory, higher vocational school and language school with the right to sit the state language examination, and full-time students at university),**
- **have completed secondary or higher vocational education or higher education at a conservatory under the Education Act or university education under the Higher Education Act<sup>16</sup>.**

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**15** Even if the foreigner does not need a work permit, the employer is obliged to inform the relevant regional branch of the Labour Office of the Czech Republic in writing that they are employing that foreigner no later than on the day of the foreigner's commencement of work. The employer is also obliged to keep appropriate records.

**16** A complete list of persons with free access to the labour market is contained in Section 98 of Act No. 435/2004 Coll., on employment, as amended.

## 2. 2. 2. Conditional access to the labour market

If an employer intends to employ a foreigner who does not have free access to the labour market, the foreigner must obtain a work permit, employment card, blue card or other type of authorisation in addition to the employment contract or work agreement.

Briefly, an employment card always equates to a long-term residence permit for employment purposes and very often it is also a work permit for a specific job. It is usually two permits in one, so it is a so-called dual employment card. The employment card is issued by the Department for Asylum and Migration Policy of the Ministry of the Interior of the Czech Republic for a maximum period of two years. However, if the foreigner has a long-term residence permit for employment purposes and either free access to the labour market (e.g. is a graduate of a Czech university) or an employment permit, the employment card serves only as a long-term residence permit (the so-called “non-dual employment card”). In such a case, the foreigner must notify the Department for Asylum and Migration Policy of any change of employer or job position within three working days<sup>17</sup>.

## 2. 2. 3. Change of employment, employer and job position

If the holder of an employment card plans to change his/her job position, employment or employer, he/she must report the change to the Department for Asylum and Migration Policy using the relevant form at least 30 days before the planned change. He/she must then wait for confirmation from the Ministry of the Interior of the Czech Republic that it has received the notification. Only then can he/she take up the new position or join another employer.

Foreigners who have their first employment card can only change their job position, employer or employment after six months from the date of receipt of the biometric card. If the employee works for an employment agency, he/she cannot change employers, change jobs or start working in another job if the new employer is again an employment agency.

If the holder of an employment card loses his/her job and his/her employment is terminated, he/she must find a new job or change the purpose of residence within the set 60-day protection period. He/she must also notify the change of employer within the same time limit. Failure to do so will result in the expiry of the statutory protection period and will invalidate the employment card.

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<sup>17</sup> For more details, see Section 42g of Act No. 326/1999 Coll., on the residence of foreign nationals in the Czech Republic and on amendments to some acts, as amended.

## 2. 2. 4. Extending the validity of the employment card

Employment cards must be renewed by submitting an application to the Department for Asylum and Migration Policy no earlier than 120 days prior to the expiry date and no later than the expiry date. In that case, the Labour Office of the Czech Republic will assess whether it is possible to continue employing the foreigner in view of the current situation on the labour market.

## 2. 2. 5. Employment permit

The employment permit is issued by the Labour Office of the Czech Republic for a maximum of two years and entitles its holder to work if he/she does not have free access to the labour market. It is issued for specific situations, such as:

- **the foreigner is posted by a foreign employer to perform work in Czechia,**
- **the foreigner is a partner, member or governing body of a company or cooperative and performs work arising from the subject of enterprise of that legal entity,**
- **the foreigner is a trainee in an employment relationship, etc.**

The employment permit may be extended upon application to the Labour Office of the Czech Republic within 90 to 30 days before the expiry of the permit, provided that the foreigner remains in the same job position with the same employer.

## The IOM recommends

### To the competent Municipal Police:

- Start the project preparation and selection of a suitable candidate well in advance so that if a candidate with an employment card needs to report a change of employer, the project is not unduly delayed, which could lead to an obligation to reimburse part of the subsidy if the project is not self-financed<sup>18</sup>.



<sup>18</sup> For more information see: Information for employers [online]. [cit. 2023-10-06]. Available at: <https://www.mvcr.cz/clanek/informace-pro-zamestnavatele.aspx>. Employment of foreigners [online]. [cit. 2023-10-06]. Available at: <https://www.mpsv.cz/zamestnavani-cizincu>.

- Remember that, at present, temporary protection holders cannot obtain another type of residence, such as, for example, an employment card – this may lead to an unplanned termination of employment as a result of the employee’s obligation to leave Czechia.
- Contact the locally competent Department for Asylum and Migration Policy and inform them of the planned change of employer for the pre-selected candidate, which could simplify the whole official process.

### **To the Crime Prevention Department of the Ministry of the Interior of the Czech Republic:**

- Initiate a discussion with the Department for Asylum and Migration Policy about possible legislative changes to shorten the period for processing a reported change of employer for a foreigner holding an employment card, if this is in the public interest.

### 3. Preparation and training of Crime Prevention Assistants

An optimal approach to the preparation of CPAs is set out in the Methodology and its Annex 14, where the primary objective of preparation should be to ensure a competent CPA who performs his/her duties in a fully professional manner. As regards training, it is desirable to set goals that are realistic, relevant, achievable and comprehensive, encompassing practical skills, values and attitudes and much more. These goals should be clearly defined before the start of the training so that it is possible to assess whether they have been met at the end of the training.

#### 3. 1. Intercultural competence

Intercultural competence is a key aspect of working with temporary protection holders (and not only with them but also with others). As these people may come from different backgrounds with different cultural, ethnic and religious characteristics, intercultural competence helps to understand these differences better, thus allowing more effective communication and cooperation. Respecting these differences is the cornerstone of creating a positive working environment and improves the chances of the successful integration of foreigners into their new environment. Lack of intercultural competence, on the other hand, can lead to misunderstandings, conflicts and stereotyping. Staff with strong intercultural competence are able to prevent these problems and create an atmosphere of tolerance and openness. In addition, people from different cultures have more confidence in staff and institutions that demonstrate intercultural competence. Intercultural competence also contributes to strengthening social cohesion in communities. When people from different cultures communicate and understand each other better, it can lead to a reduction of tensions and conflicts.

The survey found that intercultural education was mostly absent in practice, but some municipalities used cooperation with the competent Centre for Support of Integration of Foreigners and its field workers in this area when necessary.

## The IOM recommends

### To the competent Municipal Police:

- Provide training in intercultural competence at least to the CPA and his/her mentor, and optimally to all police officers, so that they have at least the basics of these skills; there are many non-profit or other organisations in the market that offer this type of training that can be tailored to the needs of the entity concerned.





### **3. 2. Majority-minority relations transferred to the working environment**

In the working environment, relations between majority and minority employees can present different challenges and risks. At the same time, there are many ways to meet these challenges and to promote positive interactions between employees from different cultural, ethnic or other minority groups.

It is important to bear in mind that CPAs from minority groups may face discrimination, prejudice and stereotyping from majority employees, which can create tension and a negative working atmosphere. Differences in language and culture can also lead to misunderstandings and communication problems. CPAs from minority groups can potentially feel isolated or excluded from the team, which can have a negative effect on their work performance and well-being. In practice, there may also be unfair treatment or inadequate application of labour regulations in favour of majority employees to the detriment of minority employees. It is also necessary to examine whether or not, in the case of minority-majority tensions in society, similar types of tensions are also occurring within the working environment.

Overall, it is therefore important that municipalities actively work to create an inclusive working environment in which all employees are respected and supported, regardless of their cultural or ethnic identity. Such a process not only strengthens team dynamics, but can also have a positive effect on the performance and public perception of the municipality. It is also beneficial to include majority employees in diversity and inclusion efforts. This can help reduce misunderstandings and improve cooperation. The survey identified examples of good practice in this area, such as the organisation of informal gatherings attended by CPAs, mixed CPA patrols (e.g. a combination of Roma and Ukrainian CPAs), joint sports activities, etc. The Municipal Police can also use its own working dynamics as an example of good practice in public, if, for example, there is tension between the minority and the majority in society.

### **3. 3. Training of Crime Prevention Assistants**

The training of CPAs should be designed to provide them with the necessary skills and knowledge to fulfil their roles in crime prevention successfully. In this regard, it has been found that although the CPAs undergo broadly similar initial and ongoing training, the focus of the training varies from municipality to municipality and training is lacking in many areas of need. This concerns, for example, the areas of human trafficking and domestic violence, as the CPAs encounter victims or potential victims of these crimes in their work. It has further been found that the way of training also differs, i.e. some municipalities use their own staff capacities for CPA training, while others use the services of external trainers. However, there is a clear consensus that the training of CPAs should always be tailored to their language skills and the level of education they have achieved. If the training does not reflect these requirements, the overall outcome of the training may lack the desired effect. The training must also be adapted to the current requirements in society and the

given region. Finally, it is worth mentioning that several participants in the survey expressed a desire to personally exchange experiences with CPAs from other municipalities on a single platform. The organisation of training for CPAs from several municipalities can therefore be very beneficial in practice, not only in terms of increasing their capacity, but also in terms of information exchange and better networking or increased motivation to perform their jobs.

## The IOM recommends

### **To the competent Municipal Police:**

- Train CPAs in the areas of employment of foreigners and labour exploitation, human trafficking, domestic violence, intercultural competence, and effective communication, with an emphasis on conflict de-escalation.



## **4. Activities of Crime Prevention Assistants**

In accordance with the Methodology, the CPA, through his/her personal and local knowledge, should supervise the maintenance of public order and ensure safety and security. All this in cooperation with the competent Municipal Police, the Police of the Czech Republic, the Department of Social Affairs, non-governmental non-profit organisations, Crime Prevention Managers and other relevant entities, but especially with community members.

### **4. I. Mentoring competence (also in a multicultural environment)**

According to the Methodology, the mentor should be a police officer who already has professional experience and, above all, personality traits that will enable him/her to lead the CPA both methodologically and personally. However, mentoring goes beyond mere human resource management. The mentor should lead the assigned CPA to professional, personal and other growth and support and assist him/her, all with a patient, human approach.

Although the mentor is an experienced police officer enjoying special privileges in the performance of his/her duties, the mentor should not act in any superior manner in his/her interactions with the CPA, provided, of course, that mutual respect is maintained and the hierarchy of the organisation is respected. The knowledge and experience of the CPA, because of which the CPA was selected for the job, usually exceeds that of the mentor, so the mentor should keep an open mind and try to support good ideas or suggestions of the CPA so that they are successfully implemented in the context of local and temporal needs.

In addition to all this, a mentor needs well-developed communication skills, experience with managing people, or at least the ability to learn people management properly, respect from his/her colleagues, and at least the basics of intercultural competence.

Interviews with mentors across the competent Municipal Police units revealed that mentors should perform their role on a voluntary basis, not by an order. Especially for mentors who are responsible for several CPAs, it is necessary to adapt the workload and the agenda of the mentor so that he/she can really devote himself/herself to this activity in full.

In practice, this role is usually filled by the patrol commander or a person from senior management within the organisation, as Municipal Police officers, by the nature of their job, work in shifts, but CPAs mostly have regular working hours.

In one of the Municipal Police units that was interviewed, there is also a mentor + “sponsor” system. The mentor leads the CPAs methodologically, determines their workload, etc., but the “sponsor”, who is one of the police officers on duty, is available to deal with ad hoc matters that it is not necessary to burden the mentor with, or where this would be difficult because of the different working hours of the mentor.

In more than one municipality it has been found that Ukrainian CPAs have encountered a verbal attack on their person because of their nationality and their use of a foreign language, which, fortunately, did not reach the intensity of a criminal offence or misdemeanour, but only in one of the municipalities was the mentor informed immediately. The mentor then quite rightly explained to the CPAs concerned how to behave in such a situation and supported them professionally and morally. This is a clear example of good practice and of why a mentor should actually talk to his/her CPAs beyond simply passing on information about the completion of the tasks assigned to them.

## The IOM recommends



### To the competent Municipal Police:

- Provide mentors with training in intercultural competence, mediation, communication and leadership.
- One option is to appoint a separate mentor for Roma CPAs and a separate mentor for Ukrainian CPAs.
- Do not overload the mentor with other work agendas or a high number of CPAs to lead.

### To mentors:

- Guard strictly against undesirable favouritism being shown to one minority or another in competencies that are the same for all CPAs.
- Ask the CPAs and monitor closely whether or not citizens or colleagues are attacking them verbally or otherwise because of their race, ethnicity, nationality, language, etc. (so-called “bias violence”), and if so, do not underestimate the situation, but seek expert advice if necessary<sup>19</sup>

## 4. 2. Job description of Crime Prevention Assistants

As mentioned in Section I, the job description of a CPA is also newly defined in the National Register of Occupations. Another stepping stone for identifying the primary roles and competencies of the CPA is, of course, the oft-mentioned Methodology, which describes in detail the possibilities of using CPAs.

<sup>19</sup> E.g. In IUSTITIA, o. p. s.: <https://in-ius.cz>

Regarding the work of a CPA, the Methodology includes, for example, the following points:

- **The CPA should resolve disputes in the area of civil coexistence and participate in the prevention of socially undesirable conduct.**
- **Assist in the detection of offences and other undesirable activities.**
- **Instruct persons who disturb public order and explain the procedure in accordance with the applicable law, including local ordinances and municipal regulations.**
- **Monitor truancy, smoking, alcohol consumption and other negative phenomena among children and adolescents, with the subsequent introduction of preventive measures in this area.**
- **Provide information to the Municipal Police and mentor on possible security or other threats and much more.**

The job descriptions of CPAs with Czech and non-Czech nationality do not differ significantly and the basic job description remains the same. Nevertheless, working with a minority, especially a national minority, does bring with it certain differences.

The most common example of how the Municipal Police use CPAs of a different, in this case Ukrainian, nationality is interpreting. CPAs not only interpret at the competent offices and authorities, at the Regional Assistance Centres for Ukraine, in everyday situations and to police officers, but also translate written documents such as information leaflets, etc. They also answer questions from community members, especially temporary protection holders, and refer them to strategic points such as Centres for Support of Integration of Foreigners, doctors, Labour Offices, Community Centres and many others. In some municipalities, they also visit accommodation facilities, either alone or accompanied by the Community Centre staff, to interact with the community members, gather and pass on information, and check on the living environment. In accommodation facilities and elsewhere, they distribute leaflets with prevention-related content or just leaflets introducing their role as CPAs, including telephone contact details, so that the community members can contact them at any time without supervision, all in those community members' mother tongue, of course.

They assist the Police of the Czech Republic in particular, as already mentioned, with interpreting, but also with other areas that are important for maintaining public order, safety and security in a given place. The Centres for Support of Integration of Foreigners use CPAs to spread awareness of the employment of foreigners, especially in relation to agency workers, when visiting local companies.

The CPAs also take part in security measures, cultural events, etc., where they are used to pass on information in the language of the community. They monitor the situation

in the municipality, report violations that they cannot resolve themselves to the competent police officers, cooperate with the social department, for example in cases where children do not go to school as they should, communicate with children and parents from the community and try to explain to them how the system works in Czechia, and interpret lectures given by prevention officers at schools or lectures on road safety.

## The IOM recommends



### To the competent Municipal Police:

- Attach a special label to the CPAs' uniform, also in the language of the community, to make it clear to the community members that they can turn to those Municipal Police employees without any limitation.
- Cooperate in the performance of your activities with the Centre for Support of Integration of Foreigners, which can provide further methodological guidance and relevant recommendations.
- Consult with the CPAs on which socially undesirable phenomena in the community to report and those for which a repressive approach could worsen the situation, taking into account all the circumstances of each particular case.
- If there is no formal community representative in the area concerned, use the CPA as an informal representative if he/she has established a good relationship with the community.
- Use experienced CPAs as trainers in intercultural competence across your own organisation.
- Make use of the CPA's knowledge and information learned in the area of cyberspace, as it is often used for communication across the community.
- Use the CPA to disseminate information about upcoming changes in legislation that will affect the community or to counter/explain misinformation, either in person or in cyberspace.
- Use mixed pairs of CPAs as an example of good practice in cooperation between different minorities (e.g. a pair of CPAs where one of them is Roma and the other Ukrainian).

### 4. 3. Labour law aspects of the job of Crime Prevention Assistants

The municipality, and hence the Municipal Police, should set a good example when employing CPAs, especially in the area of the employment of foreigners, which has been problematic in Czechia for a long time. The specifics of the employment of foreigners on the territory of our country have been described above in Section 2.2, so the present section will be devoted to the established practice across municipalities and recommendations that could help improve the situation, and also outside local government.

It should also be borne in mind that CPAs of another nationality may not have, and usually do not have, any knowledge of Czech labour laws. In other words, matters that are perfectly natural and essentially trivial for a Czech citizen may be either completely unfamiliar to a foreigner or incorrectly learned by that foreigner through previous work experience.

When setting the working hours of the CPA, it is desirable to reflect the customs of the community and the current needs of the municipality, provided, of course, that the Labour Code is observed and the capacities of each individual employee are respected.

The standard working hours of the CPA were found to be Monday to Friday, starting around 7 a.m. and ending around 3 p.m. In some Municipal Police units the working hours are adjusted individually, either all the time because of, for example, a high proportion of community members working in shifts, or seasonally because of an objective need to focus on afternoon community activities such as lighting fires in places where it is prohibited during the summer months. The CPAs may also do some overtime work in relation to security measures, cultural events, etc.

## The IOM recommends

### To the competent Municipal Police:

- Provide CPAs of non-Czech nationality with a bilingual employment contract to maintain transparency and avoid any misunderstandings.
- Bilingual contracts, compliance with the Labour Code, transparency – all of this sends a clear signal to the community about how the community members should be employed not only in local government but also in the private sector.
- Teach the CPAs a basic orientation in the Labour Code and other areas of labour law – explain what rights and, conversely, obligations they have.



## 5. Cooperation with other state administration and local government entities

Security and public order cannot be achieved at the local government level alone, as there are multiple factors that must be addressed comprehensively. This can be achieved through mutual cooperation with state and local government entities, which at first glance may not be related to the issue at all. When it comes to working with foreigners or temporary protection holders, the whole portfolio of cooperating entities is even more extensive.

### 5. 1. Police of the Czech Republic

The cooperation of the CPAs and the Municipal Police with the Police of the Czech Republic is particularly important in terms of ensuring safety and security in the locality concerned. The CPAs can be of assistance to the Police of the Czech Republic, for example, in connection with the processing of complaints and notifications from citizens, as CPAs are often in contact with persons who provide them with information about suspicious or criminal activity. Such information can then be passed on to the Police of the Czech Republic. The CPAs can also help with the preparation and implementation of preventive measures aimed at reducing the crime rate and security risks, cooperate in crisis situations, and assist in interpreting.

During the survey it was found that in the municipalities concerned there was mostly good cooperation with the Police of the Czech Republic, although the form of cooperation, meetings, and provision of information varied from municipality to municipality. It is also necessary to stress the need for cooperation with Minority Liaison Officers. Cooperation between the CPAs and Minority Liaison Officers can have a positive effect on reducing tensions and conflicts and increasing trust between the police and minorities.

## The IOM recommends

### To the competent Municipal Police:

- Introduce the CPA to the competent Minority Liaison Officer of the Police of the Czech Republic (in the capital city of the region) or to a member of the working group of that Minority Liaison Officer (in another municipality of the region) and establish cooperation on a regular basis.





## 5. 2. Labour Offices, Regional Assistance Centres for Ukraine or other public authorities

Crime and security challenges are complex problems, and the cooperation of the CPAs with various actors makes possible a better understanding of these problems and a search for comprehensive solutions that include preventive measures, education and social services. In this area, the CPAs can disseminate information about available counselling, education and training programmes and job opportunities, cooperate in the case of children's failure to attend school and in identifying the reasons for their failure to attend school, assist in interpreting for the competent offices and authorities, explain the procedures of the authorities concerned to people, and apply themselves in other similar activities.

### The IOM recommends

- The CPAs can help the Police of the Czech Republic, not only with their language skills but also with their personal knowledge, to monitor the situation at the Regional Assistance Centres for Ukraine and the immediate surroundings in order to detect people who use such places to exploit temporary protection holders.



## 5. 3. Centres for Support of Integration of Foreigners

Centres for Support of Integration of Foreigners play a key role in the integration of foreigners into Czech society and often have a better overview of the local situation among foreigners than the CPAs and the Municipal Police, thanks to the nature of their work and their long-term involvement in the thematic and local areas. The cooperation between the competent Centre for Support of Integration of Foreigners on the one hand and the CPAs and the Municipal Police on the other can thus help ensure that foreigners are informed about local laws and safety standards and have access to support services. Well-established cooperation can therefore lead to the mutually effective sharing of information and experience, the identification and resolution of problems that occur among foreigners, a better understanding of cultural differences, and the application of effective preventive activities such as education and training programmes specialising in the basics of law and culture in Czechia, as well as the prevention of labour or other exploitation.

## **5. 4. Regional Coordinators for Roma affairs**

Cooperation between these two entities can help share information on the local situation in socially excluded localities and the needs of Roma communities, as well as improving communication between them. Well-established cooperation can also help to expand services and programmes for Roma communities, increase trust between Roma communities and state authorities, and successfully address current issues affecting Roma communities.

## 6. Cooperation with other entities

Cooperation of the CPAs with other entities such as employers, NGOs, diasporas, Community Centres and religious authorities in providing support to temporary protection holders can have many benefits, but also brings potential risks. To mitigate these risks and maximise the benefits, it is therefore essential to establish clear objectives, roles and responsibilities, maintain open and transparent communication, and regularly evaluate the effectiveness of the cooperation.

### 6. 1. Employers

Employers have a key role to play in being able to offer access to stable job opportunities and, therefore, integration. Cooperation between the CPAs and employers may include, for example, raising awareness of the ethical employment of foreigners, improving communication and relationships in the workplace (especially helping to bridge language and cultural barriers), helping to recruit CPAs, helping to find new employment for CPAs if the project ends, and involving employers in financing the CPA Project.

### 6. 2. Non-profit organisations

Non-profit organisations or NGOs operating in particular regions can play a very beneficial role in terms of the work of the CPAs, especially through their experience with humanitarian work and their local or personal knowledge. NGOs can also be a valuable source of information and help identify current issues and needs of the community. Good relationships between the CPAs and NGOs can also extend the reach of the CPAs' activities and ensure that any support or awareness raising can be provided to temporary protection holders in different localities.

### 6. 3. Diasporas

Given their specific nature, diasporas have both local knowledge and knowledge of the cultural needs of temporary protection holders. They are therefore a valuable source of information for the work of the CPAs and can also help to spread awareness within the community. As part of their work, they can also help recruit a suitable candidate for the position of CPA.

Immediately after the outbreak of the Russian aggression, the Ukrainian diaspora in Czechia actively engaged in humanitarian and integration support for persons covered by temporary protection. Formal and informal associations of Ukrainians are concentrated mainly in Prague, Brno, Hradec Králové and Pilsen, but the activity of Ukrainians is growing in other cities as well: Olomouc, Jihlava, Pardubice, etc.

## **6. 4. Community Centres**

Cooperation of the CPAs with Community Centres, or their activities in Community Centres, can contribute to the acquisition and dissemination of information and knowledge and to better cooperation in crisis situations. Community Centres are often strategic places for bringing communities together and also have a deeper knowledge of the community and its needs and problems. In some municipalities, Community Centres are even at least partially replacing the work of Centres for Support of Integration of Foreigners.

## **6. 5. Religious authorities**

Given the importance of faith and religion in some cultures, religious institutions may substitute for some of the diaspora or Community Centre activities mentioned above. While these institutions can provide valuable cultural support, there may be instances where their religious or cultural biases affect the assistance provided and interaction with temporary protection holders, potentially excluding or marginalising certain groups. In this respect, it is therefore necessary to verify the credibility of the institution or persons concerned.

The majority of Ukrainian citizens consider themselves Eastern Orthodox believers (62% of Ukrainians professed Eastern Orthodoxy in 2020), and the number of Greek Catholic Church adherents is also significant (10% of Ukrainians). Other beliefs are represented in negligible numbers: 0.7% of Ukrainians belong to Protestant and Evangelical Churches, 0.4% to the Roman Catholic Church, and 0.6% to other religions and beliefs. In Czechia, the issue of the Eastern Orthodox Church is quite sensitive as a result of the great influence of the Moscow Patriarchate on some local Eastern Orthodox Churches.

## **7. Evaluation of the activities of Crime Prevention Assistants**

The evaluation is used to find out information about the employee's performance and behaviour. It is one of the tools of the review process of the organisation. The results of the evaluation are then generally used as a basis for determining the amount of salary or other remuneration. There are relatively many types of forms of evaluation; however, one of the effective ways, which has great success even outside the police structure, is the so-called "one-on-one", in which the supervisor can evaluate the work of a subordinate and tell him/her what that evaluation is, and the subordinate can react immediately and also evaluate the work of the supervisor, especially the supervisor's leadership style. This should be followed by a discussion and finding a solution to optimise the performance and satisfaction of both parties. This management tool has, of course, other purposes besides the evaluation itself.

### **7. I. Regular evaluation of the performance of Crim Prevention Assistants**

Regular evaluation of the CPA's performance by the mentor is important and crucial for many reasons. Primarily, it allows the evaluation of whether the Assistant is performing his/her tasks effectively and achieving the set goals in crime prevention. This can lead to adjustments in strategies and work methodologies to achieve better results. Regular evaluation also helps to identify what works and what does not, thus making improvements in the support provided possible. Evaluating the performance of the CPA also allows the CPA to respond to the current needs of the community and adapt programmes and activities to serve crime prevention optimally. Regular evaluation can also identify the strengths of the CPA as well as areas in need of improvement. This can serve as motivation for further professional development and career growth in the future. It should also be remembered that regular evaluation contributes to the transparency of the CPA's work and increases accountability for the results achieved.

However, there are some pitfalls to be aware of in terms of evaluation. Overly frequent evaluation can mean increased stress and pressure for some CPAs, especially if they feel pressured to achieve specific goals. The evaluation also needs to be adapted to the length of the project. Inappropriately conducted evaluations can result, for example, in a decline in motivation among CPAs, especially if they focus too much on the negative aspects of the job. There is also a risk that the evaluation may be unfair if it is not carried out objectively and competently. This may damage the reputation of the CPA and call his/her work into question.

To minimise the risks and maximise the benefits of regular evaluation, it is therefore important that evaluation is carried out responsibly and professionally. It should be based on clear criteria and set objectives. The Assistant should also have the opportunity to comment on the evaluation and discuss the results with the mentor. A recommendation in this area may be the possibility of a "self-assessment" carried out by the CPA himself/herself.

## The IOM recommends



### To the competent Municipal Police:

- Allow the CPA to evaluate his/her own performance before being evaluated by a supervisor.
- Take into account cultural and other differences in the evaluation – some nations tend to undervalue themselves and are very self-critical, so you should try and motivate such people and be careful with criticism.
- Consider using the “one-on-one” management tool.

## 7. 2. Possibility of lodging a complaint about the activities of Crime Prevention Assistants

The survey examined whether and how the Municipal Police had set up a system for lodging complaints about the CPAs' activities where necessary. On a general level, it is worth noting that although there have been almost no, or only isolated or unsubstantiated, cases of complaints about the CPAs' activities, it is essential to have a transparent complaints system in place, as in the long run it brings benefits to all parties involved.

A transparent complaints system shows that municipalities are sensitive to citizens' concerns and are prepared to address any problems and shortcomings. This can increase public confidence in the work of the CPAs. Relevant complaints may also reveal deficiencies or problems in the work of the CPAs, allowing the Municipal Police to take action to improve the quality of the services provided. A transparent complaints system contributes to the accountability of the CPAs, increasing the likelihood that they will face consequences for any negligence or unprofessional behaviour. At the same time, feedback on the complaints received can lead to revised and improved work practices.

On the other hand, it should be noted that there is a risk that some individuals may abuse the complaints system to damage the reputation of a CPA with unsubstantiated complaints. Managing a complaints system can be administratively demanding and may require time and resources that are not always available. In some cases (especially at the beginning of the project implementation), an unfounded complaint can put undue pressure on the Assistant, which can affect his/her work, motivation or building trust in the community.

Overall, however, a transparent complaints system in the area of crime prevention is an important tool for ensuring project quality, accountability and public trust. It is important that the system is fair, transparent and carefully managed to minimise the risks of abuse and ensure that complaints are investigated objectively.

## The IOM recommends

### To the competent Municipal Police:

- Once the CPA Project is sufficiently established for non-Czech nationals, it is necessary to set up a complaints system in the mother tongue of the community concerned.
- Once the system is implemented, communicate this opportunity to the community in an appropriate way, e.g. through social media, Centres for Support of Integration of Foreigners, NGOs and other relevant partners.



### 7. 3. Regular supervision and intervision

Supervision and intervision perform several key functions that support the effective and professional work of the CPAs, as well as police officers and mentors. As stipulated in the Methodology, supervision is a safe and confidential space for solving personal and professional issues with the contribution of an independent consultant, with the essence being primarily reflection, support and providing suggestions and feedback for further personal and professional growth with the aim of, among other things, starting new patterns of behaviour and eliminating burnout syndrome. On the other hand, intervision is a sharing of experiences, mutual support and reflection in an informal atmosphere and consultation with the aim of formulating the work situation clearly and possible ways of achieving an optimal solution.

Supervision and intervision thus, in particular, allow the CPAs to get feedback from more experienced colleagues or supervisors, which is crucial for their professional growth and development. The CPAs can discuss their experiences, successes and challenges and look for ways to become better workers. The CPAs may encounter challenging situations such as conflicts, crisis situations and difficult conversations with citizens as part of their job duties, and supervision can provide support and advice on how to respond effectively in these situations. It is also worth highlighting that when CPAs know that they have the opportunity to consult with their supervisors, it increases their sense of confidence that they are not alone and can rely on support and guidance. Supervision can also help ensure that the CPAs are working in accordance with ethical standards, binding rules and safety procedures. Supervision and intervision can also help improve teamwork and communication among the CPAs themselves.

A good example of practice is the possibility of regular meetings of all CPAs with the facilitation of a mentor, in order to transfer and share information and experiences. A very positive example in the survey is a municipality which provides supervision for the CPAs on a regular basis, and this has also enabled the CPA team to communicate and resolve disputes between the CPAs. The prevention officer, mentors and sponsors of the CPAs are also supervised, and group supervision is planned for all these actors.

The subsidy programme of the Crime Prevention Department of the Ministry of the Interior of the Czech Republic can also, after consultation with the provider, be used to finance working meetings of all stakeholders who cooperate with the CPAs in carrying out their activities.

## The IOM recommends

### To the competent Municipal Police:

- If necessary, supervision of CPAs who are non-Czech nationals should be provided in their mother tongue. Otherwise, the language barrier could prevent it from achieving its maximum effect.





## **8. Remuneration of Crime Prevention Assistants**

The issue of CPA remuneration is undoubtedly one of the most problematic areas of the whole CPA Project. An inadequate salary for a CPA has a noticeable impact on project sustainability, the selection of suitable candidates, and their turnover and motivation. On the basis of the survey, it is necessary to point out the current problem with the recommended salary level, which is based on the recommendations of the Crime Prevention Department of the Ministry of the Interior of the Czech Republic, and which serves as a factual argument for municipal/city representatives in setting the salary level, although it does not correspond to the current requirements for the performance of work of a similar type. Therefore, CPAs are often forced to have other jobs, which contributes to their greater and faster fatigue, frustration, and thus a possible reduction in the quality of their work. It has also often been argued by stakeholders that the Municipal Police have no chance to select a suitable candidate in some regions under the circumstances, as any job offer from the private sector may be significantly more financially attractive to the candidate.

### **8. 1. Remuneration system**

The basic system for the remuneration of CPAs according to the methodological instructions of the Crime Prevention Department of the Ministry of the Interior of the Czech Republic is set at the so-called "super-gross wage" including salary compensation during sickness per one month of a primary employment relationship, with the maximum possible amount of the salary allowance being CZK 22,000. This level of pay is insufficient in the experience of almost all the people who took part in the survey. The only exception is one municipality where the unemployment rate is so high that Roma CPAs are willing to work in this occupation for the minimum wage. In practice, therefore, the salary must often be compensated for in the form of bonuses, personal incentives and classification in pay grades reflecting the length of work experience, which is administratively demanding and unsustainable in the long term.

### **8. 2. Salary**

As part of the survey, questions were asked about the gross monthly salary of a CPA, and it was found that the average gross monthly salary was CZK 21,000, the lowest gross monthly salary within the municipalities concerned being CZK 17,300 and the highest gross monthly salary being CZK 25,000. The salary levels also need to be examined in terms of the local labour market and the cost of living in the area. Some of the respondent entities did not specify the exact amount, but mentioned that they had been forced to adjust the salary to match that achievable by low- to medium-skilled workers in local companies.

### 8. 3. Bonuses and other incentives

Within the framework of the remuneration system, municipalities are trying to improve the situation through bonuses and other incentives, given the gross monthly salary levels described above. In most of the municipalities included in the survey, financial motivation is provided in the form of exceptional bonuses, personal incentives, meal allowances, pension contributions, or placement in pay grades reflecting the length of work experience. It has also been pointed out that one of the proven bonuses can be flexible working hours, which allow the CPAs to achieve a better balance between work and personal life, to study, or to acquire skills that they can then use in the future.

## The IOM recommends



### To the competent Municipal Police:

- Note that the recommendations of the Crime Prevention Department of the Ministry of the Interior of the Czech Republic on the amount of a CPA's salary are not inherently binding, and therefore it is advisable to set a salary level for the CPAs that reflects the current situation on the labour market and makes it possible to motivate capable employees to stay in the project and further their personal development.
- On a regular basis, at least once a year, carry out a quantitative survey of people living in the area of operation of the CPAs as regards their satisfaction with the work of the CPAs, in the form of questionnaires. In other words, find out whether they are satisfied with the work of the CPAs, whether they see a purpose in their continued work, etc.
- Present the results of the survey carried out among the potential voters to the municipal leadership, including the opposition, which can serve as an argument for continuing the project and ensuring its sustainability through adequate financial remuneration of the CPAs.
- Arrange for media coverage of examples of good practice from the work of the CPAs, especially via social media.

## 9. Sharing good practice

In general, sharing examples of good practice serves to promote a project and its individual successes, but it also has the effect of inspiration. Within a certain profession or field, people can share their experience, knowledge and expertise to help others grow and develop. Although it is not exactly customary in business to hand over one's "know-how", in the area of improving safety and security and maintaining public order this principle is an undeniable advantage from which the whole society can benefit.

Cities, municipalities and the Municipal Police usually try to set up communication platforms, at least within the given region, which serve at least partly to share examples of good practice. Beyond these platforms, there is a level of information exchange between individuals based on good relations. Also, the Crime Prevention Department of the Ministry of the Interior of the Czech Republic in cooperation with the Ministry of Labour and Social Affairs of the Czech Republic organised a work meeting of CPAs at the Museum of the Police of the Czech Republic in 2023, which served to answer questions regarding the further operation of the project and to share good practice among the CPAs. The Crime Prevention Department of the Ministry of the Interior of the Czech Republic plans to organise regular meetings of CPAs (ideally twice a year) throughout Czechia.

This section, as well as the whole document, will act as a substitute for the communication platform at the national level, albeit only temporarily, because with time more and more examples of good practice will appear, which it will no longer be possible to reflect here.

Although specific Municipal Police units have not been mentioned in the document as specific examples, in the case of sharing examples of good practice they must be named, not only to acknowledge their efforts, but also for the benefit of other Municipal Police units that can then contact the named units directly and consult with them individually.

Similarly, not all examples of good practice will be listed here, as the document focuses on the involvement of the Ukrainian community in the CPA Project, and therefore only those related to Ukrainian CPAs will be mentioned. Otherwise, the section would be too long, as many Municipal Police units have achieved considerable and admirable success in this sphere over the more than 13 years of the existence of this project.

### Liberec Municipal Police

- A holder of temporary protection from Ukraine, who only arrived in Czechia with the beginning of the war in Ukraine, works as a CPA in Liberec.
- The Liberec Municipal Police have established close cooperation with the local Centre for Support of Integration of Foreigners and the CPA uses the Centre the Support of Integration of Foreigners for some activities.

- The CPA distributes leaflets in strategic locations that contain information in the Ukrainian language about her work and a (work) phone number where the community members can reach her.
- Together with the Ukrainian CPA, there is also a CPA from the Roma community, which has proven to be effective, for example, when working with Ukrainian refugees of Roma ethnicity who do not speak Ukrainian.
- The CPA is actively trying to get to know and stay in touch with the community, in which she is already quite well-known and respected.

### **Jablonec nad Nisou Municipal Police**

- The CPAs assigned to this Municipal Police have their uniforms labelled with the inscription “Crime Prevention Assistant” in both Czech and Ukrainian, including the Ukrainian flag, which ensures a clear distinction and ease of identification for members of the community in question.
- As in Liberec, there is a CPA who arrived with the beginning of the war in Ukraine.
- The mentor communicates correctly with the CPA, so he was able immediately to identify a verbal altercation between the CPA and a Czech citizen who was prejudiced against the CPA, and discuss the whole thing with them.

### **Most Municipal Police**

- A Ukrainian CPA always serves on patrol with a (fluent) Czech-speaking CPA – once they notice a violation of a local ordinance, such as drinking alcohol in public, the Czech-speaking CPA speaks to the person first, and only if the person does not understand does the Ukrainian-speaking CPA talk to them.
- During the recruitment process, the Municipal Police used social media to post the job offer for a CPA with knowledge of the Ukrainian language.
- In their search for a suitable candidate, they approached a woman of Ukrainian nationality who had been doing low-skilled work in their organisation, and although she refused the job, she recommended a friend of hers who had arrived in the Czechia with the start of the war and had been working as an assembly worker in a local company until then.

### **České Budějovice Municipal Police**

- The local Municipal Police selected CPAs from Ukraine who had been helping with interpreting at the Regional Assistance Centre for Ukraine, but who had been employed by a local company, Bosch. After an agreement with the company's representatives, they took up employment with the municipality, specifically the České Budějovice Municipal Police, as CPAs, with the proviso that if the project did not progress further they could always go back to their original employer, Bosch. Of course, their salary had to be brought up to the level of the salary at the original employer.
- The Ukrainian CPAs occasionally share work shifts with police officers, which helps not only when interpretation is needed, but also to build better relationships across the organisation.

### **Mladá Boleslav Municipal Police**

- They deliberately select pre-retirement-age CPAs who are still able to work but are already difficult to employ elsewhere; they do so mainly because of such people's reliability given their age and life experience – this applies to all CPAs, not just those of Ukrainian nationality.
- They use a Ukrainian CPA to interpret lectures given by prevention officers at schools.

### **Pilsen Municipal Police**

- They took advantage of the personal knowledge of the police officers in the recruitment process and offered the job to a Ukrainian CPA who had been doing other, low-skilled work in the organisation, which had not matched her education or potential.
- The mentor + sponsor system referred to in the document above has worked well for them.
- They support the CPA in receiving further education and training that reflects the needs of the city, such as training in ethical employment of foreigners.

## Recommendations and conclusion

Throughout the document, the IOM provided individual recommendations in selected areas. Of course, it is not possible to cover all topics as many areas are new and unexplored, and it will be up to the individual Municipal Police units to chart a path that reflects local, current and other needs, aided by astute judgement and a wealth of professional experience. Even the most detailed methodology will never cover all situations or answer all the questions the Municipal Police may have, so the aim of this document has not been to list everything that the respondents have encountered or might encounter in the future, but rather to provide guidance on how certain matters can be approached.

Although examples of good practice were presented in the previous section, it is not possible not to mention areas that could be adapted in the future to avoid potential problems or the unwanted premature demise of an otherwise very useful project. We have already mentioned a comprehensive approach to providing safety and security and maintaining public order, which cannot be achieved unless the entire Municipal Police works as a team, including a full welcome for the CPAs and recognition of them. For example, separate CPA-only offices do not provide a sense of belonging, teamwork and equal opportunities for all employees in the organisation. Using a CPA with knowledge of a specific language just to increase the sense of safety of the population because it is another person wearing a uniform is not utilising the full potential of the Police's own human resources. The effect that the CPAs can achieve by working consistently in the community can go far beyond the benefits of mere repressive measures. Last but not least, there is the issue of the much-discussed and grossly undervalued wages of CPAs, without adjustments to which it will be impossible to maintain the quality of the project to keep it meaningful in the future.

Finally, we would like to express our deep gratitude to all those who were willing to pass on their knowledge and experience, as without them this document could not have been produced. If this willingness to share is maintained across all cities, municipalities and Municipal Police units, there will be little need to update the current document in the future.

Special thanks are also due to the Crime Prevention Department of the Ministry of the Interior of the Czech Republic for its support on both a professional level by providing all the necessary documents and data, and on a personal level by its willing and proactive approach.

[Download the publication here:](#)



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