

Evaluation of Selected Projects Aimed at 25+ NEETs

THE CZECH CASE

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IN THE FRAMEWORK OF THE PROJECT 'LOST
MILLENNIALS – TRANSNATIONAL RESEARCH
NETWORK FOR THE EVALUATION OF INITIATIVES
TARGETING 25+ NEETS'

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Project summary:

The project 'Lost Millennials' focuses on a regularly neglected group of the generation of Millennials: young people aged 25-29 neither in employment or education and training (25+ NEETs). This generation started their working life shortly after the economic crisis of 2008, perceiving uncertainty and lack of security for work and well-being, they are more likely to be inactive or in precarious jobs. The main objective of the project is to contribute to the successful integration of 25+ NEETs to the labour market through increasing knowledge on the effects of employment initiatives on 25+ NEETs, building capacity of stakeholders to perform impact studies and thus improving the quality of labour market interventions. This objective will be achieved through the creation of the transnational research network which will share know-how and good practices, the evaluations of governmental and community-based initiatives targeting 25+ NEETs, as well as the engagement of stakeholders to increase the policy-relevance of project results.

For more information, please visit our [website](#), contact us on lm.leadpartner@hetfa.hu and follow our social media ([Facebook](#), [LinkedIn](#)).

The Lost Millennials project is funded by Iceland, Liechtenstein and Norway through the EEA and Norway Grants Fund for Youth Employment.

Implemented by:



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1. Introduction and context

The IREAS team decided to evaluate five selected projects, the selection of which was agreed upon with the Evaluation Unit of the Ministry of Labour and Social Affairs of the Czech Republic. These are projects in which the 25+ NEETs group is significantly represented, but none of the projects target only this group; the target group is always broader (e.g., NEETs). These projects belong to the so-called competitive projects, funded through calls from the Ministry of Labour and Social Affairs. These projects are predominantly implemented by non-governmental, non-profit organisations that play an important role in the field of active employment policy in the Czech Republic and complement the activities of the Ministry of Labour and Social Affairs and its bodies (Labour Office of the Czech Republic, etc.).

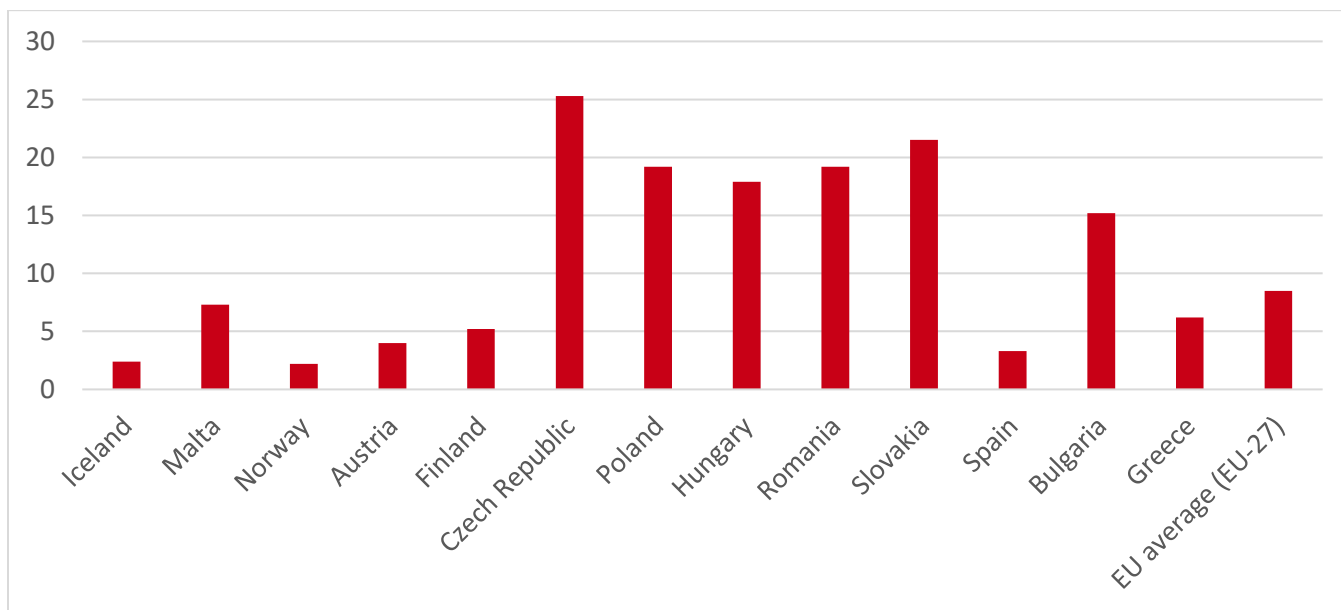
Specifically, the projects are:

- VOL zaměstnání [Choose Employment]
 - Available at the Ministry of Labour and Social Affairs of the Czech Republic. (2023d).
 - Realised by VOLONTÉ CZECH, o.p.s.
 - Call number (MPSV): 046 (<https://www.esfcr.cz/vyzva-046-opz>)
- Správně vykročit [Step Correctly]
 - Available at the Ministry of Labour and Social Affairs of the Czech Republic. (2023b)
 - Realised by EDU institut, z.s.
 - Call number (MPSV): 068 (<https://www.esfcr.cz/vyzva-068-opz>)
- Napodruhé! [For the Second Time!]
 - Available at the Ministry of Labour and Social Affairs of the Czech Republic. (2023a)
 - Realised by AGEVA, z.ú.
 - Call number (MPSV): 068 (<https://www.esfcr.cz/vyzva-068-opz>)
- Tranzitní místa v sociálních podnicích v Moravskoslezském kraji [Transit Jobs in Social Enterprises in the Moravian-Silesian Region]
 - Available at the Ministry of Labour and Social Affairs of the Czech Republic. (2023c)
 - Realised by Sdružení pro rozvoj Moravskoslezského kraje z.s.
 - Call number (MPSV): 045 (<https://www.esfcr.cz/vyzva-045-opz>)
- Vykročme společně [Let's Step Forward Together]
 - Available at the Ministry of Labour and Social Affairs of the Czech Republic. (2023e)
 - Realised by EDU institut, z.s.
 - Call number (MPSV): 090 (<https://www.esfcr.cz/vyzva-090-opz>)

Unemployment is not a significant problem among NEETs in the Czech Republic, because the unemployment rate is generally low. Probably for this reason, NEETs are not included in many strategies in the Czech Republic; and the Czech Republic does not have a youth employment strategy or strategy for youth entrepreneurship. There are only strategies for the general population which could be particularly applicable to 25+ NEETs. The Czech Republic has several approaches to supporting young people (education, living, employment...) (Kubíková et al. (2022)); however, the findings of the evaluation show that the problem of NEETs is not entirely negligible in the Czech Republic and its importance will gradually increase over time, especially with the arrival of the post-millennial generation.

Although the overall proportion of 25+ NEETs in the population of the Czech Republic is not high, there is one of the highest gender gaps among this group in the whole of the EU. Previous research shows that the gap is caused mainly due to the long extension of parental leave, up to four years (three years is the most common). Women are more likely to take parental leave, and the fact that part-time work is not yet well developed in the Czech Republic also plays a role, as shown by Kubíková et al. (2022).

Figure 1. Gender gaps in 25+ NEETs, 2020 (percentage points)



Source: Eurostat, 2020

The Ministry of Labour and Social Affairs also implements the active labour market policies of the Czech public sector. The calls are directed, among other things, at non-governmental, non-profit organisations, which are then the implementers of projects focusing on areas according to the individual calls of the Ministry. All evaluated projects are co-financed by the European Social Fund, mainly under Priority Axis 1 “Promoting employment and adaptability of the workforce” and Specific objective 1.1.2: “Increase the

employment of young people supported through the Youth Guarantee Programme” (Ministry of Labour and Social Affairs of the Czech Republic, 2020), which provides about ¾ of the financial capacity of the projects; the rest is supported by the state budget.

The selected projects were financed by four different Ministry of Labour and Social Affairs calls. All four calls have the same specific objective: "To increase the employment of the supported persons, especially the elderly, low-skilled and disadvantaged".

2. The design of the initiative

The selected projects for evaluation fall into the group of so-called competition projects, which are implemented in large numbers in the Czech Republic. The IREAS team previously analysed mainly public sector initiatives - the Ministry of Labour and Social Affairs of the Czech Republic, the Labour Office and its regional branches or regions (more in Fanta et al. (In print)). The following projects were selected based on the recommendations of the Ministry of Labour and Social Affairs of the Czech Republic as having a large number of participants from the target group of 25+ NEETs. Table 1 provides an overview of the five selected projects and their main characteristics. At the time of the evaluation, all the selected projects had been completed.

Table 1. Selected projects for evaluation

	Timeframe	Target group/eligibility criteria	Scope (national/regional/local/etc.)	Measures/services available (what does the programme do)
VOL zaměstnání [Choose Employment]	1.2.2019-31.12.2022	Immigrants and asylum seekers Carers of young children People with low levels of qualifications People returning to the labour market after maternity/parental leave	Regional (Central Bohemia region)	VOLONTÉ Czech o.p.s. responds to the needs of the target group (TG) in the Integrated Development Plan of the Mladá Boleslav area in the field of employment and in cooperation with partners DP WORK s.r.o. (DPW) and South East Asia liaison, z.s. (SEA-I, formerly Club Hanoi) prepared a programme for low-skilled inactive TG (mainly released returning prisoners) and immigrants/foreigners, as well as for caregivers and children under 15 years of age and persons returning from parental leave to the labour market.

Správně vykročit [Step Correctly]	1.10.2017-30.9.2019	People under 30 who are not in employment, education or training	Regional (Olomouc region)	The project is aimed at the target group of people under 30 years of age with ISCED 0-2 who are not in employment, education or vocational training. These people have a low level of education and no or minimal work habits. The project was implemented in the districts of Olomouc, Šumperk and Prostějov. The project offered motivational, retraining and counselling activities, including subsequent employment. Retraining was tailored to the needs of the market.
Napodruhé! [For the Second Time!]	1.11.2017-31.5.2019	People under 30 who are not in employment, education or training	Regional (Moravian-Silesian region)	For the Second Time! project is aimed at supporting people under 30 who are not in employment, education or training. Within the framework of the group activities, clients discovered their skills and strengths, improved their communication and presentation skills, gained knowledge in financial and civic literacy, created their portfolio and CV and tried mock interviews. In individual activities, each client created a plan for their professional life. The project aimed to activate and motivate these young people to work or study.
Tranzitní místa v sociálních podnicích v Moravskoslezském kraji [Transit Jobs in Social Enterprises in the Moravian-Silesian Region]	1.1.2019-31.12.2021	Persons with cumulative disabilities in the labour market	Regional (Moravian-Silesian region)	The project addresses the issue of employment of people from the target group (TG) with a focus on intensive individual and group counselling, identification and gradual removal of barriers that prevent people from TG from succeeding in the labour market, obtaining and subsequently keeping a job through placement in a social enterprise. 150 people from TG were involved in this way. Through the use of psychosocial support, targeted adaptation and coping with the demands of employment, at least 50 people from TG subsequently obtained a job with an employer in the regular labour market.
Vykročíme společně [Let's Step Forward Together]	1.3.2020-30.9.2022	People under 30 who are not in employment,	Regional (Olomouc region)	The project targets people under 30 years of age who are not in employment, education or training. The project was implemented in the Olomouc, Přerov, Jeseník and Šumperk

		<p>education or training</p>	<p>districts. The applicant has a long-standing cooperation with the local labour offices and provides training and counselling. The project provided motivation, retraining and counselling activities including subsequent employment. Retraining was tailored to the needs of the market.</p>
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3. Descriptive statistics

Five projects were selected to evaluate. These projects were chosen in collaboration with the Ministry of Labour and Social Affairs of the Czech Republic. The following table shows the number of participants in projects (whereas the proportion of 25+ NEETs is mentioned). There is also information regarding the budget (in CZK and EUR as well).

Table 2. Selected projects with budget information

	No. of participants	Budget data (Exchange rate CZK/EUR to 25.5.2023)	Literature review
VOL zaměstnání [Choose Employment]	417 participants in total (69 women – 16.55%) 25+NEETs – 19%	14 453 628 CZK (12 285 583 CZK from EU, rest from national budget) 611 007,4 EUR (519 360,74 EUR from EU, rest from national budget)	Available at: Ministry of Labour and Social Affairs of the Czech Republic. (2023d)
Správně vykročit [Step Correctly]	84 participants in total (37 women – 44%) 25+NEETs – 18%	5 868 333.75 CZK (4 988 083.68 CZK from EU, rest from national budget) 248 041.9 EUR (210 855.23 EUR from EU, rest from national budget)	Available at: Ministry of Labour and Social Affairs of the Czech Republic. (2023b)
Napodruhé! [For the Second Time!]	45 participants in total (31 women – 68.89%) 25+NEETs – 47%	1 689 625 CZK (1 436 181.25 CZK from EU, rest from national budget) 71 423.47 EUR (60 715.45 EUR from EU, rest from national budget)	Available at: Ministry of Labour and Social Affairs of the Czech Republic. (2023a)
Tranzitní místa v sociálních podnicích v Moravskoslezském kraji [Transit Jobs in Social Enterprises in the Moravian-Silesian Region]	184 participants in total (104 women – 56.52%) 25+NEETs – 13%	43 479 115.2 CZK (36 957 247.92 CZK from EU, rest from national budget) 1 837 988.16 EUR (1 562 219.83 EUR from EU, rest from national budget)	Available at: Ministry of Labour and Social Affairs of the Czech Republic. (2023c)

Vykročme společně [Let's Step Forward Together]	101 participants in total (58 women – 57.43%)	7 034 690 CZK (5 979 486.5 CZK from EU, rest from national budget)	Available at: Ministry of Labour and Social Affairs of the Czech Republic. (2023e)
	25+NEETs – 38%	297 367.15 EUR (252 762.08 EUR from EU, rest from national budget)	

Table 2 presents an overview of the projects that were selected for evaluation. The projects vary in size (measured by the number of participants in the project). Taking this into account, the size of the projects in financial terms also differs. The financial aspects of the projects are further analysed in the following part.

Figure 2. Numbers of 25+ NEETs in selected projects

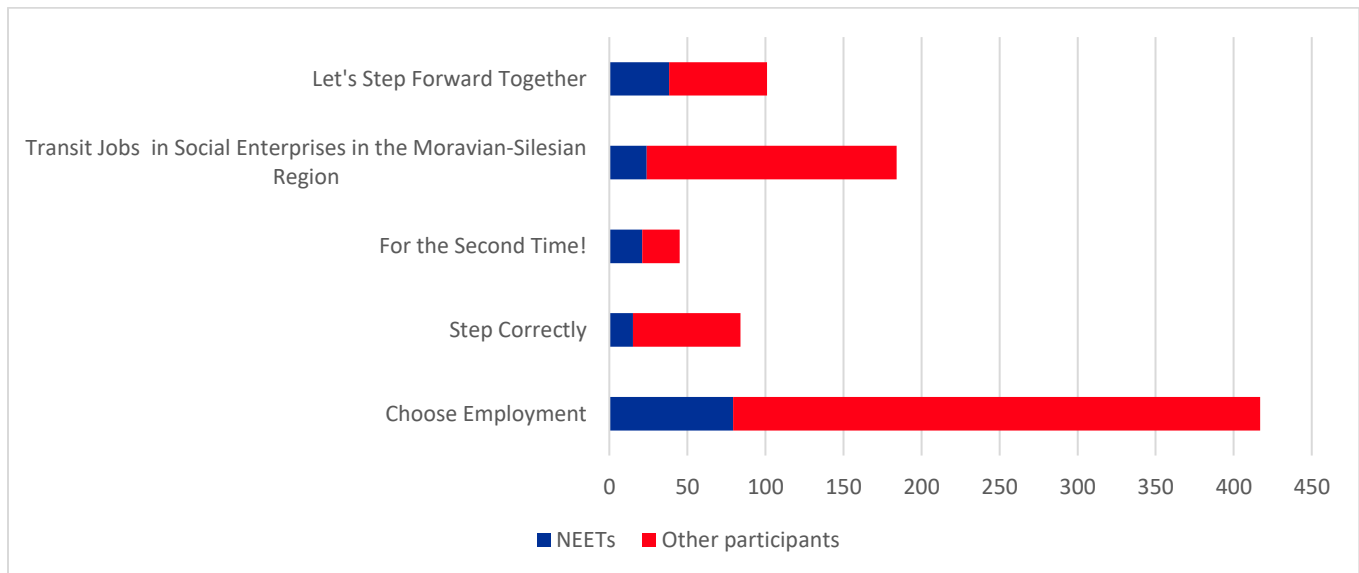


Figure 2 shows the structure of participants in the selected projects. In the absolute numbers, the NEET group was most represented in the VOL employment project (79 25+ NEETs in total). In absolute terms, the group of 25+ NEETs was highest in the projects “For the Second Time!” (47%) and “Let's Step Forward Together” (38% of the total number of project participants). In the other projects, the participation of NEETs was less than 20%.

4. Description of methodology

Quantitative and qualitative methods of research each have strengths and weaknesses when applied separately. However, combining the two approaches through mixed-method evaluation is gaining wider acceptance among social science researchers to conduct more comprehensive and robust analyses. Therefore, a mixed-method evaluation of the selected projects was conducted. Three sources of data were used.

There are three main data sources of evaluation, the Interim and Final Implementation Report of each project and semi-structured interviews (conducted with the selected project implementers during April and May 2023).

The quantitative evaluation was used mainly based on the data reported by the project implementers in the project Interim and Final reports. Qualitative interviews were conducted based on a developed list of questions covering various aspects of project preparation, implementation and results.

Unfortunately, in any case, we have not been able to reach the target group as the projects have already been finished and the project implementers have not been able to reach the participants.

5. Evaluation questions

5.1 Relevance

The relevance of the projects corresponds to the situation in the Czech Republic: the projects build on the Employment Policy of the Czech Republic prepared and implemented by the Ministry of Labour and Social Affairs, and according to the requirements of the ESF.

These projects include mainly people not reached by traditional government active labour market policy instruments. The implementors of the selected projects also seek clients outside the databases of the Labour Office; and also, they work with people who carry a cumulative handicap or have completed their prison sentence. These projects are specific in reaching clients outside the existing active employment policy system, actively seeking them out.

One of the interviewees stated that although NEETs are a specific target group of many strategies in the Czech Republic (none of them are exclusively and directly aimed at them), their actual implementation is rather lacking. In the projects targeting directly young people under 30, the implementers agree that NEETs are a (hidden) problem in the Czech Republic. They point out the importance of addressing it. This age group is ageing, and the current problems of young people will spill over to older groups if the situation is not addressed.

The location of the projects was strongly determined by the location of the NGOs with which the implementers worked closely rather than the regional situation of NEETs. In the most problematic parts of the Czech Republic in terms of NEETs (available at: Fanta et al. (In print)) governmental active labour market policy instruments are strengthened, and NGOs' work is also carried out there. The selected projects are, however, also implemented in other regions of the Czech Republic.

None of the selected projects focuses exclusively on women or men. Both groups are represented in the projects. Only one of the projects reflects its target group as "carers", but only in the context of other disabilities.

One interviewee pointed out the country's general shortage of psychologists. This is a big problem in the Czech Republic and should be addressed by the government. The experience of the project implementers shows that good psychological work together with other activities is a strong success factor in helping to develop work habits and skills. It is also important in the process of finding and keeping a job. Based on the interviews, the development of financial literacy and counselling belong to the most important activities helping the target groups. Most of the unemployed young people have some kind of financial problems which they usually do not know how to solve. In some specific target groups, such as ex-prisoners, over-indebtedness is a serious problem for all of them. Helping them to solve their financial problems is often one of the most effective forms of support.

5.2 Coherence

The projects fall within the Czech government's active employment policy framework. But there is no specific policy aimed at 25+ NEETs. The government implements comprehensive employment programmes within regional employment projects (e.g., Vocational Practitioners for Young People Underground 30 in all regions in the Czech Republic) under the direction of the regional branches of the Labour Office of the Czech Republic (Fanta et al. (In print)).

However, the activities of the government and the MLSA focus mainly on people registered with the Labour Office and its regional branches. There is a problem with the integration of people with a cumulative handicap (long-term unemployment plus, e.g., health handicap, return from prison, psychological problems, low level of education, etc.). For this reason, selected projects focus mainly on these specific groups of people, thus complementing the work of state institutions. This synergy is characteristic of the Czech youth support system.

5.3 Effectiveness

With one exception, the selected projects met 100% or more of the set indicators. The exception is the "For the Second Time!" project, which achieved 90%. However, it is impossible to monitor the long-term impact of these interventions, as none of the projects maintains long-term contact with clients. This is

understandable in the case of the “Choose Employment” project, which focuses on ex-prisoners (including immigrants, but this comment does not apply to them). These people often break old ties, move and find a 'new life' to avoid reoffending. Overall, there is long-term contact with a small number of clients after the end of the project, based only on the personal links established between the implementers and the participants.

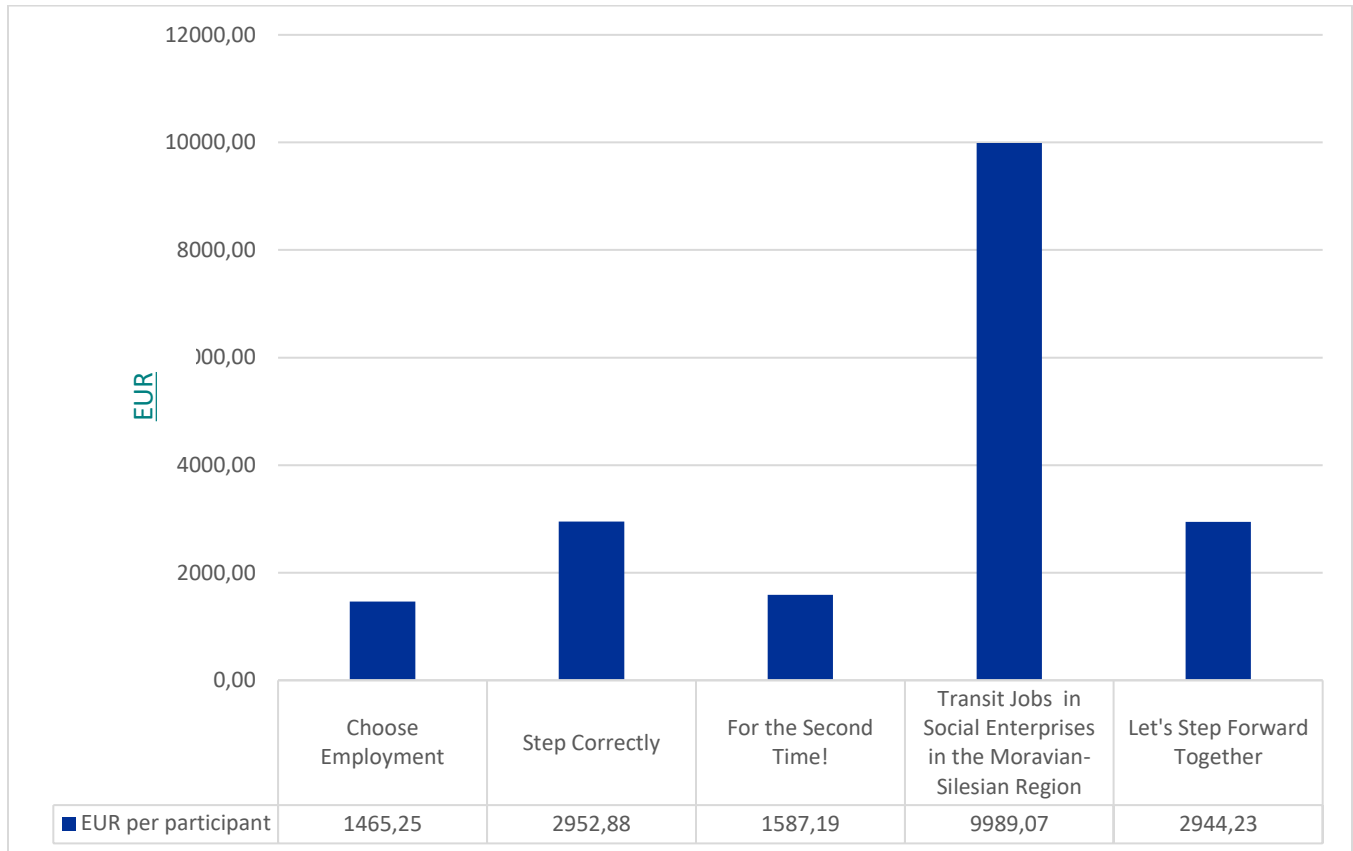
At the same time, these are relatively low-impact projects, and their implementation cannot be shown on some macroeconomic indicators at the regional level. However, their importance and positive impact were reflected in the feedback received from clients in two projects. However, this is an informal contact that builds on the good relationships established with clients during the project. However, this only applies to selected individuals, it is not feedback from the whole client group. Nevertheless, the projects had potential and, according to the feedback from clients, actually helped to change their lives for the better.

5.4 Efficiency

The following section focuses on the financial aspect of the selected projects. The cost-effectiveness of the selected projects was monitored using the funds spent per participant for each project. The amount is based on data recorded in the final monitoring reports. The costs incurred are in line with national standards. The adequacy of inputs to outputs is debatable, and views on this issue can be highly individualised. It is significantly influenced by the number and type of activities in the project, individualization of activities regarding the needs of the target group, and cumulation of handicaps of the target groups. It is clear that the projects are based on a social feeling of society and that their primary objective is to help, discussion about their efficiency is a little more complicated.

Participation in the selected projects has always involved activation, motivation, education and self-discovery activities. It is always the completion of a whole programme of activities that build on each other that makes sense. It is, therefore, clear that the projects have significant costs. A simple breakdown of the project finances per client is attached in the figure below.

Figure 3. Efficiency of selected projects - Project costs per participant (in EUR)



Source: own elaboration based on data provided by MoSLA

The figure shows a noticeable difference in the project "Transit jobs in social enterprises in the Moravian-Silesian Region" costs. The project focuses on clients with an accumulation of multiple disabilities. In the guided interview, the project implementers stated that these higher costs reflect the real difficulty of working with this target group (health handicaps, age, family problems, no/unusable qualifications, etc. – It was always an accumulation of several handicaps).

The difference in the average cost per participant between projects is due to the individual approach and the different set-up of the projects (some projects support more subsidised jobs, which are associated with higher financial costs). This is also related to the reflection of the individual needs of specific clients. It depends on the length of individual activities, the wage contribution for subsidised jobs, the number of people supported in more financially demanding activities, etc.

The implementers of other projects agree that the problem of NEETs is much more significant than the statistics indicate, and the costs of dealing with their situation are considerable. Differences in the costs

of other projects are based on their scale (economies of scale), the activities implemented, and the potential creation of financially sustainable jobs for clients.

5.5 Sustainability

The long-term sustainability of such projects is problematic because their financial framework is limited in time. Once the project ends, the NGOs no longer have the funding to ensure the long-term sustainability of the interventions' impact. One interviewee stated:

'When the project ended, the financial support also ended for the participants who, for example, started school and could go to school thanks to the financial support. But the question is what happened after this support ended'.

Another respondent stated that the jobs offered are mainly in production, where 12-hour shifts are now common. This is very physically and mentally demanding. Many young people have physical limitations that prevent them from doing such work. They are also often unskilled manually.

The problem of the "hard end" of finance stream associated with the end of the project, is problematic. Especially for those project participants, who just started getting their work experience or are in the unfinished educational process of e.g., high school. Many participants come from socially disadvantaged societies and have no family support. Also, their educational levels are not high, often they have only basic education. Therefore, it makes sense for them to be educated first. However, the system of financing of these projects puts them in a difficult situation.

On the other hand, respondents also report the long-term importance of selected activities that focus on self-development, self-awareness, motivation and education. These activities have a long-term impact and have the potential to help clients get back on their feet and into the labour market or education. This, again, shows the importance of the interconnected activities and conceptual programming of the projects.

5.6 Impact

The question of the impact of the selected projects is multi-dimensional. Their relatively small scale will not be noticeable from a macro-view of society. However, from a broader perspective (including several similar projects in our view), the positive effect (especially) on young people is evident as a significant part of the project participants have been employed as a result of the project. As respondents from the NGOs stated, NEETs are a real problem in Czech society. One respondent explains this statement:

'The future is in greater cooperation between schools, companies and families, but this is probably more wishful thinking. They need to start working right after school – traineeships, temporary jobs or at least part-time work, to get basic work and social habits.'

The government of the Czech Republic should also extend its focus on these areas. Dealing with NEETs is not only a social policy issue. It also intervenes with education policy. The need for its reform has been discussed in the Czech Republic for many years. The formal educational system very little reflects on the actual needs of employers. Most of the secondary schools do not cooperate with potential employers when setting up school programmes.

In the Czech Republic, according to the respondents, the issue of NEETs is also often linked to the use of addictive substances (mainly methamphetamine) and/or to the issue of minorities (especially the Roma minority in the Czech Republic). Young Roma is a specific group (both from the point of view of the family and its functioning), but also in the wider Roma community (communication, social interaction, etc.). The problem is caused by the demotivating setting of the social system of the Czech Republic – if a young Roma works, it reduces the social security benefits of the whole family. On the other hand, according to a respondent, Roma is "healthier" from some point of view. They live and communicate together. Family and community are very important to them (togetherness). They have no problem working in physically demanding jobs, unfortunately often in the grey economy, and generally have fewer psychological problems.

Generally, the system of small projects specifically addressing the needs of specific target groups (handicapped people, Roma, addicted, released from jail, etc.) can show a higher impact on the target group than generally designed programs covering the whole population.

6. Conclusion

In the existing system of active employment policy in the Czech Republic, the role of selected projects is irreplaceable. They complement government initiatives and play an important role in reaching people outside the system and working with people with cumulative disabilities.

For projects dealing with young people, it is very important to implement them conceptually and thoughtfully, using a combination of several activities aimed at self-development, self-knowledge, self-love, education, financial literacy, motivation and help with orientation in the labour market and education. Financial support is also necessary for people who are often on the margins of society, and without it, they cannot return to the system as they may not have support from those around them.

Two of the respondents stated that NEETs are a serious problem not only in the Czech Republic and that it will increase in the future. Other respondents who work with people released from prison or with accumulated disabilities expect that projects like theirs will continue to play the same role in the social assistance system in the Czech Republic.

The cost-effectiveness of the selected projects was monitored on the basis of the amount spent per participant in each project. The amount is based on data recorded in the final monitoring reports. The difference in the average cost per participant between the projects is due to the individual approach and the different set-up of the projects (some projects support more subsidised jobs, which involves higher financial costs).

Respondents consider financial education and debt counselling to be an important part of the project. Given the high incidence of debt or repossession among project participants, this is often an obstacle (or demotivating element) to their long-term employment. The structure of the activities in the projects was very similar, with participants gradually going through training (and motivational) courses and then being placed in jobs (some of which were subsidised).

Greater cooperation between schools, businesses and families could reduce the number of 25+ NEETs. There is a need to start working immediately after leaving school (e.g., internships, various forms of temporary jobs or at least part-time work to acquire at least basic work and social habits). However, this requires institutional changes that take many years.

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