



OPERAČNÍ PROGRAM  
LIDSKÉ ZDROJE  
A ZAMĚSTNANOST

# **ESF Strategic Evaluation with Emphasis on the Human Resources & Employment Operational Programme**

## **ABRIDGED FINAL REPORT**

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## Managerial Summary

The work involving ESF strategic evaluation with emphasis on the Operational Programme for Human Resources and Employment has been elaborated based on instructions given by the Ministry of Labour and Social Affairs CR, by the execution team of the consortium composed of the “DHV CR, s.r.o.” and “NVE, o.p.s.” companies, led by DHV. The work was made from the half of August till the end of November 2011. The following period included implementation of the client’s remarks to reflect them in the outputs of the present work.

**The first part of the present work** included the social & economic analysis of the labour market and fight against poverty, predicting needs and problems in these spheres.

The analytical part includes evaluation of a wider context covering the working and social environment in the Czech Republic for execution of ESF measures. In fact, apart from direct effects of interventions of the state policy for employment and fight against poverty and apart from executed ESF projects, the evaluation focused on the general social and economic development in the CR, its context within evolution of the surrounding world – mainly the EU – and on the expected evolution of problematic spheres in line with the expected time limit of seeing effects of ESF interventions from the following programme period – until 2020. Even if we currently perceive basic features of the structural policy at the EU level for the period 2014+, and with regard to the fact that there have been no particularly definitely fixed rules for executing ESF programmes, there are already many basic studies, documents and proposals of bidding documents anticipating the future development.

In addition, this part of the work included some intersection of national and European strategic documents and conclusions of the social and economic analysis made for that purpose.

As the analyses have revealed, the labour market’s key problem has been consisting of inconsistency in the offer and demand, i.e. disparity between the number and structure of job applicants and the number and structure of available jobs. Moreover, the analyses showed that the basic needs, risks and opportunities probably influencing the labour market until 2020 included mainly the lack of the total number of free jobs, structural discrepancy between jobs offered and demanded, low rate of employment, unsuitable sectorial employment structure, low level of including flexible forms of the employment, high rate of unemployment in the CR – mainly a high share of long-term unemployment of the groups at risk on the labour market, deepening differences in the employment and unemployment in the regions, differences at the educational level of the employed in the regions, quality of future human resources, level of the future professional education, inclusion of foreign workers in the Czech economy, illegal employment and relating tax evasions, development of highly efficient, productive and high-quality employment services, automation of routine work of employment services and stronger cooperation with employers.

The analyses also focused on fight against poverty showed that the main cause of poverty and social exclusion under Czech conditions seemed to consist of the insufficient level of revenues compared to expenditures spent by an average family or individuals to provide themselves with means of subsistence, living and other necessary needs as clothing, education, health and leisure time activities. Nevertheless, adequate revenue is only one of the pillars of active social inclusion. The other important aspect thereof is also the approach to work and services (including social services in conformity with Act No. 108/2006 Coll.), and more widely also to application of own rights while participating in the social life.

The conclusions of the evaluation of compliance of identified needs with priorities of EU and CR strategic documents, the Czech Republic is in its strategic intentions and considerations fully in line with EU efforts to interconnect functionally and efficiently activities financed by the cohesion policy with the strengthening of competitiveness and attempts for economic growth within the intentions of the Europe 2020 Strategy.

**The second part of the work** included elaboration of so-called meta-evaluation, i.e. assessment and use of outputs of up-to-now elaborated evaluations focused on different aspects at execution of programmes financed on the CR's territory from European Social Fund's resources. Specifically, this included the analysis of the report on the Operational Programme for Human Resources Development, on the Single Programme Document for Target 3, on the Programme of EQUAL Community's Initiative, on the Operational Programme for Human Resources and Employment, on the Operational Programme Prague – Adaptability and on the Operational Programme Education for Competitiveness.

The analyses identified namely the conclusions of the studies that had enabled to evaluate relevance and effectiveness of priority axes / priorities and measures / spheres of support to the above-mentioned programmes, supported until that moment. The majority of the existing spheres of support were evaluated as relevant. Nevertheless, there is missing intervention of persons with cumulated handicaps.

Partial conclusions were consequently taken into consideration while formulating the draft of further suitable orientation of spheres to be supported by ESF for the period 2014+ and their suitable ways of implementation.

**The third, last part of the work** focused on elaboration of the draft of a suitable orientation of the support provided by ESF funding in the period 2014+, with establishing its priorities according to importance of their effect on evolution of employment and fight against poverty in the CR. The draft included any ways how to implement these spheres. In addition, this part included detailed theories of changes to the spheres of the support with the prevailing so-called mainstream implementation regime. Logical frameworks have been elaborated for the spheres of the support qualified as suitable for the "specific" or "system" implementation regime. This includes really mutually different projects with no expected "template" creation to elaborate any logical frames thereof.

Concerning the proposal on factual orientation of ESF support for the period 2014+, the support was matter-of-factly divided in four principal spheres designated by Greek letters ALPHA – employment; BETA – fight against poverty and social inclusion; GAMMA – public administration and DELTA – education. A greater attention was paid to elaboration of mainly the thematic spheres ALPHA & BETA in compliance with the instructions given in the present work.

The specification of the two above-mentioned spheres identified totally 10 support fields, including their partial activities. Particular supported spheres were simultaneously identified in connection with main problems ascertained during the first and second part of the work execution. These supported spheres include: support to creation of sustainable jobs, further education in enterprises and support to keep jobs, support to fight against long-term unemployment, support to increasing employment, support to development of public employment services, support to fight against poverty and accompanying socially undesirable phenomena, social economy development, development of providers of social services, complex programmes supporting integration of selected groups and creation and implementation of local development strategies.

Other tasks of the third part of the work comprised also elaboration of a draft of suitable monitoring indicators, particularly to the spheres of the support or their partial activities that can be implemented through mainstream projects, and also a draft of a suitable way to evaluate suggested spheres of the support and their activities.

As for monitoring indicators, the analyses carried out clearly showed that in case of mainstream projects, the main emphasis will have to be put on output indicators because in connection therewith, it will be possible to assess successfulness of particular projects or partial interventions thanks to unambiguous causality among project outputs, results and impacts. On the other side, even larger and more specific projects will comprise a greater emphasis mainly on result indicators generally with respect to causal relations between project outputs and results, not always known or checked in advance. In connection therewith, an emphasis was newly put on collection of data on indicators taken from the already existing databases and other data sources, which has created a condition for greater use of this data collection type in the following programme period.

As for proposed orientations of future evaluations, the analyses carried out showed that planned evaluations will include mainly thematic evaluations, continuous and impact evaluations completed with additional evaluations focused mainly on evaluation of the existing output reached within the framework of particular programmes paid from ESF and on evaluation carried out at the project level with projects incorporating a specific or system implementation regime.

# 1 Conception of ESF Orientation between 2014 and 2020

## 1.1. Draft of Suitable ESF Material Orientation in the CR between 2014 and 2020; Draft Defining Supported Spheres

The draft of principal thematic spheres, support spheres and partial activities comes from results of the analyses elaborated within Task 1 & 2 of the present work, and is in compliance with drafts of new EU<sup>1</sup> regulations and with drafts of national development priorities<sup>2</sup> and the national programme on reforms in the CR<sup>3</sup>.

**Table 1: EU cohesion policy and ESF conception**

Thematic goal of the EU Cohesion Policy in compliance with Article 9 of the General Regulation	Začlenění do koncepce využití ESF v ČR
No. 8 - support to employment and work mobility	The first main priority sphere for ESF support
No. 9 - support to social inclusion and fight against poverty	The second main priority sphere for ESF support
No. 11 – increasing capacities of institutions and effective public administration	The third main priority sphere for ESF support
No. 10 – investments into education, professionalism (skills) and whole-life learning	The fourth main priority sphere for ESF support – nevertheless, education is in an instrumental position compared to the three previous priorities: it is a mean to increase employment, to social inclusion and to more efficient public administration.

*Source of data: General regulation*

To clearly distinct the four principal thematic spheres – thereof the two first were elaborated by us in compliance with the instructions of the present work to divide them to the spheres for support and particular activities – we used Greek letters, completed them with a diagram and featured more specifically their orientation.

<sup>1</sup> Proposal for a Regulation of the European Parliament and of the Council laying down common provisions on the European Regional Development Fund, the European Social Fund, the Cohesion Fund, the European Agricultural Fund for Rural Development and the European Maritime and Fisheries Fund covered by the Common Strategic Framework and laying down general provisions on the European Regional Development Fund, the European Social Fund and the Cohesion Fund and repealing Regulation (EC) No 1083/2006 {SEC(2011) 1142 final} of 6th October 2011. Proposal for a Regulation of the European Parliament and of the Council on the European Social Fund and repealing Regulation (EC) No 1081/2006 {SEC(2011) 1131 final} of 6<sup>th</sup> October 2011

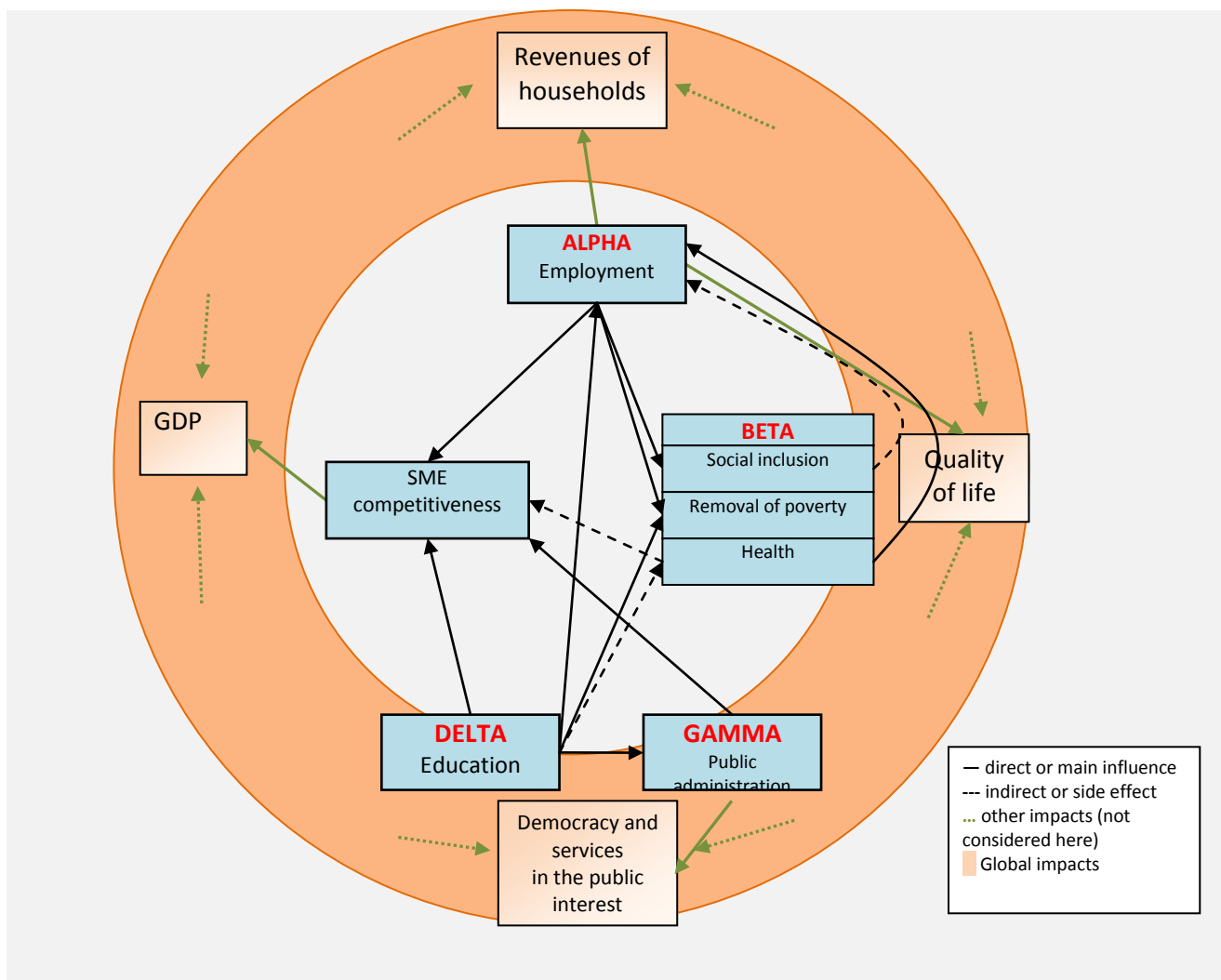
<sup>2</sup> Summary draft of the future EU cohesion policy after 2013 under the conditions in the CR, comprising also the draft of development priorities for drawing resources from EU funds after 2013 (CR Government's Resolution of 31<sup>st</sup> August 2011 No. 650).

<sup>3</sup> Investments in the European competitiveness: contribution of the Czech Republic to the Europe 2020 Strategy. National programme for reforms in the CR in 2011



As for synergic relationships with other thematic spheres delimited by the draft of the general regulation, we consider the sphere focused on SME competitiveness to be highly significant within the ESF context. For that reason, the following scheme includes also this sphere, highlighting thus relationships from principal thematic spheres of the ESF.

**Picture 1: Definition of thematic spheres**



Source of data: own interpretation

The diagram schematically shows main relationships among thematic spheres and surrounding influences and impacts. To simplify the scheme, the principal (target) desirable impacts are suggested to be the growth of GDP, revenues of households, quality of life and democracy and services in the public interest. The ESF can significantly contribute to such effects.

Concerning the spheres of support of GAMMA and DELTA, they are mentioned here because of being an integral part of the whole system of HR development, and they belong to the spheres covered by ESF interventions. As the present work is not focused on them, they are not further elaborated herein.



### **GAMMA: Increasing capacities of institutions and making the public administration more efficient**

Sphere GAMMA – making the public administration more efficient has been included in the draft in two ways. In fact, employment services are directly related to the thematic sphere of the labour market. For that reason, they are included in the below-mentioned spheres of support within the thematic sphere ALPHA. Similarly, institutional support to social services is integrated in the thematic sphere BETA. Nevertheless, ESF funds shall be used also to support development of other parts of the public administration being – as a whole – the basic framework for competitiveness of the Czech business environment (see the above-mentioned scheme) and also for general development of Czech social life.

As a goal, this shall include more efficient public services and further professionalization of the Czech public administration as a key element to create basic conditions for development of Czech competitiveness and to improve quality of the Czech population, with direct relation to social integration of all social groups.

Among others, this sphere will comprise mainly the following measures:

- ✓ Support to reforms needed to increase employment, social cohesion and quality of education at the local, regional and national levels;
- ✓ Strengthening capacities of institutions within the public administration at all levels, including educational of the administration staff;
- ✓ Increasing quality of services provided by the public administration (the services should be specified before 01/01/2014);
- ✓ Support to integrating the population and local organisations in creation and execution of public policies;
- ✓ Support to innovative approaches to develop local democracy and partnership among active subjects in the locality or region concerned;
- ✓ Support to community planning as a wider context, i.e. planning aimed at preparation and execution of local development strategies.

### **DELTA: Education & whole-life learning**

Sphere DELTA - education is included in the draft both as a particular sphere supported from the ESF above the framework of the spheres of support mentioned above, and as a cross-section part of the suggested support spheres because education – and particularly further professional education – is often one of principal tools for achieving required modifications in the labour market also in fight against poverty.

This sphere includes investments in development of the whole-life learning system. The part of further professional education, supporting employment and employability of people already active on the labour market, has been included in thematic spheres ALPHA, BETA and GAMMA.

Moreover, there are some specific issues that should be supported within the framework of the education system development, i.e.:

- ✓ Development of the whole-life learning system;
- ✓ Improving the population's approach to whole-life learning offers, including further education (even out of the field of people's current jobs);
- ✓ Providing a greater compliance of the offered structure of fields with requirements of the labour market;
- ✓ Support to technical and natural-science fields improving quality of education of the disciplines at all school degrees;
- ✓ Providing systematic education of pedagogic and management staffs of all-degree schools to increase quality of outputs of general and special education.

The supported spheres to be financed from national, regional and local public resources (if possible with private co-funding) comprise particularly **leisure-time activities to be provided for children from families at risk** (i.e. families with low revenues, problematic families or single-parent families), **consulting and education of parents from low-revenue or other risky groups, providing safety of people, supporting activities improving the population's health condition and promoting healthy lifestyle.**

Other than ESF resources should be also use to **support social integration of the handicapped people** are not supposed to get back to the labour market to have a job because of their health status, **moreover to construct social flats (ERDF) and to provide underdeveloped regions or excluded localities with necessary infrastructures (ERDF, or CF).** Further European funds (namely EAFRD and ERDF) shall be used for **assuring specific needs of rural regions.**

## 1.2. *Draft of Suitable Implementation Schemes for Defined Spheres of the Support*

### 1.2.1. Implementation Regimes


The implementation schemes mainly differ according to the type of projects and also with regard to the fact which subject (on the central level or in regions) is the subject of implementation.

#### Types of projects & implementation subjects


According to project types, there are different projects:

- **System projects** (their subject is predominantly a change in the system of a particular public service, i.e. in the structure of the system, in its functions or in its closest relevant environment);
- **Application projects** (their subject mainly consists of outputs, i.e. products and services bringing direct benefits to defined target groups).

Application projects may be the following:

- 
- **Mainstream ones** (mutually similar projects with pre-fixed goals, low specificity of problems and/or solutions, homogeneous activities and outputs, and with pre-calculated costs).
  - **Specifically-focused ones** (projects with little mutual similarity, reacting to specific issues of a problem, needs of target groups and the applicant, with different activities and outputs, with unique formulated objectives and values of their outputs and results).

Specifically-focused projects are the following:

- 
- **Innovative ones** (highly innovative, nearly unique; but still with potential to spread outputs);
  - **Other ones** (projects being unique for the subject to be executed, but using already existing procedures).

At present, OP HRE (Human Resources & Employment) and OP PA (Prague Adaptability) include mainly application projects with specific targets, and also not many system projects. OP EC (Education for Competitiveness) newly uses also mainstream projects.

**The way of implementation of specifically targeted projects (or also mainstream ones) can be either centralised or decentralised.** The centralised regime has the only place for ensuring preparation and publication of calls for submitting project applications, their assessment, selection and authorisation. As for the decentralised regime, orientation or projects may be specified and project applications may be selected and approved by a group of subjects scattered on the CR's territory. These subjects can be different for

particular supported spheres, but there is always a homogenous group – e.g. a region, etc. – and they are acting as mediating subjects of the operational programme.

Any transfer of further functions to mediating subjects (particularly execution of final checks and payments) is to be decided by a steering body. The decentralised regime may be connected with transferring only several functions, and relates to the decision on how to use different implementation tools. For example, creation and execution of plans for common events (Joint Action Plans in conformity with Article 93-98 of General Regulation) are suitable in the centralised regime, while the tool of global grants (according to Article 113(7) of General Regulation) can be applied both by centralised and decentralised way. The community-controlled local development in compliance with Article 28-31 of General Regulation is undoubtedly convenient for the decentralised regime.

#### **Complexity of support spheres considering different ways of implementation**

**Supported spheres designed in the further part are so complex and wide-ranging that they shall generally be bound with several suitable ways of implementation.**

A particular way of implementing specifically focused projects (centralised or decentralised) depends on further circumstances. Decision shall be made even by the steering committee of a new operational programme. Such circumstances are mainly as follows: (a) capacity readiness of decentralised subjects to handing over implementation tasks; (b) content of each call / appeal (which depends itself on the current status of needs within each particular support).

There is a similar situation at present. Supported spheres of OP HRE may be assessed so, considering all suitable regimes of implementation. In spite of that, we shall emphasise that the mainstream way has not been used anywhere yet.

**Table 2: Supported spheres of OP HRE 2007 – 13**

Supported spheres of OP HRE 2007-13	System.	Mainstr.	Specif.
1.1 Increasing employees' adaptability and competitiveness of enterprises	C	A	B
1.2 Increasing adaptability of employees in restructured enterprises	C	A	B
2.1 Strengthening active employment policies	B	B	C
2.2 Modernisation of institutions and implementation of the system of quality of employment services and their development	B	C	B
3.1 Support to social integration and social services	C	A	B
3.2 Support to social integration of members of the Romany ethnic group in gypsy localities	C	B	A
3.3 Integration of socially excluded groups on the labour market	C	A	B
3.4 Equal opportunities of women and men on the labour market and harmonisation of the working and family life	C	B	A
4.1 strengthening institutional capacities and efficiency of the public administration	B	A	C
5.1 International cooperation	C	C	A

Source of data: OP HRE

The letters designate the priority of solving the issue by a given way of implementation:

**A** = Preferentially, **B** = Partly, **C** = Unsuitable

As for different ways of their implementation, all spheres were "mixed" similarly as the spheres newly defined for the following period. They may consequently indicate the following prevailing ways of implementation:

**Table 3: Supported spheres of OP HRE 2014 – 20**

Navrhované in supported sphere 2014-20	System.	Mainstr.	Specif.
I. Support to creation of sustainable jobs	C	A	B
II. Further education in enterprises and support to sustainable employment	C	B	A
III. Support to fight against long-term unemployment	C	A	B
IV. Support to increasing employment	C	B	A
V. Support to development of public employment services	A	B	C
VI. Support to fight against poverty and accompanying socially undesirable phenomena	B	B	A
VII. Social economy development	B	C	A
VIII. Development of social services providers	B	B	A
IX. Complex programmes supporting integration of selected groups	B	B	A
X. Creation and implementation of local development strategies	A	C	B

Source of data: own interpretation

## 2 Complex Draft of the Support Spheres

### 2.1. ALPHA Sphere

#### Main Targets of the National Programmes of Reforms in ALPHA Sphere:

- To contribute to generally increasing employment of people aged 20-64 to 75%
- To contribute to increasing employment of women aged 20-64 to 65%
- To contribute to an increasing rate of employment of older people aged 55 – 64 to 55%
- To contribute to a reducing rate of unemployment of young people aged 15-24 by one third compared to 2010
- To contribute to a reducing rate of unemployment of persons with low qualification (ISCED 0-2) by one fourth compared to 2010.

#### I. SUPPORT TO CREATION OF SUSTAINABLE JOBS

##### Relation to ESF investment priorities:

Self-employment, entrepreneurship and support to establishing own businesses;  
Equality between men and women and harmonisation of a work and private life;  
Support to social economy and social enterprises.

##### Justification of the spheres to be supported:

Among others, social & economic studies carried out confirmed that one of the main problems of the Czech labour market is the lack of free jobs both in the absolute number and in a suitable structure.

This is closely connected to the existing status of the Czech economic policy discouraging businessmen from creating new jobs and from employing persons from disadvantaged population groups. In addition, the establishment of enterprises was confirmed to belong to risky activities because a great share of newly established companies is forced to terminate their business activities soon or in a relatively short time. Projects carried out and to foreign experience, have confirmed that systematic consulting activities designed for businessmen, including starting ones, can help significantly overcome this risk, with consequent creation of new jobs.

The above as also confirmed by meta-evaluation. Systematic fight against discrimination on the labour market and support to flexible forms of work are identified as interventions not executed within the framework of ESF funding, which may bring negative effect on execution of other interventions factually interconnected therewith.

Orientation of ESF funding does not allow direct investment support to employers e.g. to extend their plants and create new jobs. For that reason, this activity should be completed by ERDF funding.

**Target of the supported sphere:**

To increase the number of newly created sustainable jobs.

**Activities suggested in the supported sphere:**

I/1 Support of entrepreneurship in CR regions, namely in the regions with high unemployment

- Support to establishment and development of new enterprises and self-employed persons;
- Support to increasing the number of jobs in existing enterprises;
- Support to development of business activities of self-employed persons.

The above-stated activity shall use the following tools:

- Development of consulting services provides for new entrepreneurs;
- Public education and consulting at beginning own business activities via systematic education in the spheres that are basic and key for entrepreneurship (including, e.g. so-called job clubs);
- Support to establishment of new enterprises and starting activities of self-employed persons through consulting about the process of establishing and starting-up business activity;
- Consulting for creation of new jobs.

I/2 Creation of jobs for members from risk groups on the labour market, including protected jobs and jobs in social enterprises

- Accompanying measures including financial support;
- Public education focused on increasing awareness on opportunities brought by the support at increasing the number of protected jobs and jobs in social enterprises.

I/3 Support to flexible forms of work, including financial motivation for applying such employment forms by business subjects

**Target groups:**

Persons at risk on the labour market, persons interested in running their own business, job applicants

**Subjects provided with the support:**

Employers, self-employed persons, providers of consulting services for new entrepreneurs



### Implementation draft:

This supported sphere predominantly suggests using **mainstream projects** as a suitable way of implementation, supposing a great similarity of projects focused on similar outputs. Projects shall be featured with the following new criteria of measures:

- I/1 – subventions to personal costs per job, for the duration of 6 months on condition of consequently keeping it for a period of X months<sup>4</sup>;
- I/2 – lump sum costs for creation of a job + subvention to personal costs for the duration of 6 months;
- I/3 – subventions to personal costs for the duration of 6 months for each job up to the total number X of jobs with some of these work organisation forms.

**Specifically focused projects** are suggested to be used complementarily therewith.

### Suggested indicators for the activities to be supported:

#### **Activity I/1: Support of entrepreneurship in CR regions, namely in the regions with high unemployment**

##### **Key results of the intervention:**

Based on the theory of change, identification was made on these key results of the activity (immediately connected with reached outputs):

- Increasing business skills and interest in running its own business;
- Creation of new business subjects;
- Growth of the number of jobs in supported enterprises.

##### **Measuring intervention results through collecting data from the support beneficiaries**

The intervention is aimed at supporting not only getting skills and qualification for doing business, but also at immediate support to creating an enterprise. It is a key one for the monitoring system to monitor at least the following information:

- **Number of successfully supported persons**

*Definition: Total number of persons having received one or more supports in a project and having terminated their participation in such support in a prescribed way.*

*Key result of the intervention: increasing entrepreneurial skills and the interest in doing business. Auxiliary indicator to quantify the indicator „Number of New Business Subjects that monitors the result „Creation of New Business Subjects“ (see below).*

- **Number of supported enterprises**

*Definition: Number of business subjects having received one or more supports within a project.*

*Key result of the intervention: auxiliary indicator to monitor the result „Growth in the Number of Jobs in Supported Enterprises“ using the monitoring indicator „Number of Jobs in Supported Enterprises“, mentioned below.*

<sup>4</sup> The time of sustainability should be fixed in advance. Optional parameters are the numbers of jobs and the length of duration of the support. The condition of suitability of an application may be a requirement on special segments, regions, size of enterprise, etc.

## Measuring intervention results through administration data

- **Number of new business subjects**

*Definition: Number of business subjects established as a direct result of the support received. A business subject shall be understood as a self-employed person (free-lance worker), a business company or a cooperative. In compliance with Act No. 513/1991 Coll., the business company is defined as a public business company, limited partnership, company limited by shares and a joint-stock company.*

*Key result of the intervention: Creation of new business subjects.*

- **Evolution in the number of business subjects**

Data concerning the number of business subjects are collected by the Register of Sole Traders and the Register of Companies. Nevertheless, these data can be used only as a **context indicator**.

- **Number of jobs in supported enterprises**

*Definition: Average recalculated number of employees in supported enterprises per whole-time jobs;*

*Key result of the intervention: Growth of the number of jobs in supported enterprises;*

Average recalculated number of jobs stated by economic subjects within the tax return procedure. In alternation, it is possible to use also data provided the Czech Statistical Office (CSO).

## **Activity I/2: Creation of jobs for members of the groups at risk on the labour market, including protected jobs and jobs in social enterprises.**

### **Key results of the intervention:**

Based on the theory of change, there are following key activities that are causally immediately connected to final results:

- Increased motivation of employers to employ members of the groups at risk on the labour market;
- Higher qualification and self-confidence to get job as a person at risk on the labour market;
- Extending the number of jobs in existing enterprises for groups at risk on the labour market;
- Reduction of unemployment of persons at risk on the labour market.

## Measuring intervention results through the monitoring system

- **Number of occupied protected jobs**

*Definition: Number of protected jobs created with the support to a project and occupied by persons from target groups, recalculated to the full-time job equivalent.*

*Key result of the intervention: extension of the number of jobs in existing enterprises for groups at risk on the labour market; reduction of unemployment of persons at risk on the labour market*

- **Number of occupied jobs in social enterprises**

*Definition: Number of jobs in social enterprises, created with the support to a project and occupied by persons from target groups recalculated per the full-time job equivalent.*

*Key result of the intervention: extension of the number of jobs in existing enterprises for groups at risk on the labour market; reduction of unemployment of persons at risk on the labour market.*

- **Number of successfully supported persons – members of the groups at risk on the labour market that got new qualification**

*For the definition of successfully supported persons: see above.*

*Key result of the intervention: higher qualification and self-confidence for getting a job for the people at risk on the labour market.*

- **Number of supported enterprises**

*For the definition: see above*

*Auxiliary indicator to quantify the indicator „Sustainability of Created Protected Jobs“ and quantify sustainability of created jobs in social enterprises through impact evaluation monitoring the result „Higher Motivation of Employers to Employ Members of Groups at Risk on the Labour Market“ (see below).*

## Measuring intervention results through administration data

- **Sustainability of created protected jobs**

*Definition: Number of occupied protected jobs with beneficiaries of the support 6 months after the end of a project. The indicator may be quantified as a percentage formulation of the number of protected jobs with the beneficiary of the support after terminating his participation in a project.*

*Key result of the intervention: higher motivation of employers to employ members of the groups at risk on the labour market.*

- **Employment of supported persons**

*Definition: Number of supported persons being employed at the moment of collecting updated values of the indicator. Alternatively recalculated number of persons who has been employed during the whole time since the last collection of the indicator values (with annual data-collection periodicity)<sup>5</sup>.*

*Key result of the intervention: reduction of unemployment of persons at risk on the labour market.*

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<sup>5</sup> If the person having taken support was employed during the whole period concerned (i.e. a whole year), the calculation is made considering one whole person therein. On contrary, such a person is included by the share in which he/she was employed during the period. Nevertheless, calculating the indicator in this form requires a higher level of interconnection with data provided by Czech Social Security Authority to have not only “current” information (the person being unemployed in the year under monitoring) but also the share of the time during the period concerned in which the person in question was not employed (and simultaneously, his/her economic activity not having fallen under the category of substitute time different from records kept by the Labour Office).

## Measuring intervention results through the evaluation

- **Sustainability of created jobs in social enterprises**

*Definition: Number of occupied jobs in social enterprises with beneficiaries from the support 6 months after having finished execution of a project. The indicator can be quantified as percentage statement of the number of jobs in social enterprises with beneficiaries of the support after termination of his/her participation in a project.*

*Key result of the intervention: higher motivation of employers to employ members of groups at risk on the market.*

### **Activity 1/3: Support to flexible labour forms including financial motivation for applying those forms of employment by business subjects**

#### **Key results of the intervention:**

- Increasing the number of flexible jobs;
- Employing persons that would stay out of the labour market without such measures;
- Increasing the living standard of persons still standing out of the labour market;
- Increasing loyalty to the employer.

The measurement of given results that are directly connected to executed outputs is more problematic than it was in previous spheres of support because there isn't any sufficient database.

## Measuring intervention results through the monitoring system

- **Number of newly created flexible jobs**

*Definition: Number of jobs that can be designated as flexible and created as a direct result of the support. The indicator includes both new jobs and jobs modified to be flexible. A flexible job is the job being adjusted according to an employee's work time needs, place of work performance or work organisation.*

*Key result of the intervention: Increasing the number of flexible jobs.*

- **Number of successfully supported persons**

*Definition: see above, in the "activity" context, a successfully supported person is the one having occupied a flexible job.*

*Key result of the intervention: employment of persons that would stay out of the labour market without being provided with such a measure.*

*Auxiliary indicator for quantification of the indicators "Employment of Supported Persons" & "Living Standard of Supported Persons", see below.*

## Measuring intervention results through administration data

- **Employment of supported persons**

*Definition of the indicator: see above.*

*Key result of the intervention: employment of persons that would stay out of the labour market without being provided with such a measure.*

*Definition and methodology of collecting data for the indicator – support sphere I/2.*

- **Living standard of supported persons**

*Definition: ratio of the supported person's earning in a given period of time (year) to the earning in the year in which the supported person received (the first) support from the activity.*

*Key result of the intervention: Increasing the living standard of supported persons (being out of the labour market up to now).*

### **Measuring the intervention context**

As stated above, as it is directly impossible to measure key intervention results based on administration data, the present report suggests also two context indicators thereto:

- **Statistics of family accounts (CSO)**

They can be used for context information on evolution of the income of families taking care of a dependent member of their family – both dependent children and not working retired persons – and evolution of the average number of working persons working in such families.

- **Evolution of the number of persons with part-time job (Eurostat)**

Eurostat data allow long-term monitoring of the evolution of the number of persons with full-time job and part-time job (data series lfsq\_eftpt), namely at the level of EU member states and in a structured form according to sex, age and type of job (employee, self-employed person, etc.).

### **Measuring intervention results through the evaluation**

- **Improving conditions for harmonisation of family and work life**

*Definition: Number of supported institutions having introduced flexible work-organisation forms (monitoring for 6 months after the end of the support).*

*Key result of the intervention: Increasing the number of flexible jobs.*

The methodology of collecting the monitoring indicator data is identical with the current OP HRE.

### **Suggested way of evaluation:**

#### **Activity I/1**

#### Generally to the evaluation of the Activity:

Both results of the intervention being directly connected to outputs of the activity and those being more distant in the causal chain can be directly measured via a suitably regulated and well worked-out system of monitoring indicators – see above. For that reason, evaluation activities in Activity I/1 need not be measured directly to quantify and measure the reality to see whether the intervention produced results, or not; the evaluation of the activity should be mainly aimed at the following:

- Verifying causality of outputs in reaching results mainly by quality-assessment methods (with final beneficiaries – natural persons, i.e. persons interested in doing business and job applicants) and by complementary quantity-assessment methods (namely with beneficiaries – business subjects);
- Verifying long-term sustainability of results reached;
- Testing relevance of particular tools with respect to results reached: Activity I/1 supposes implementation of a mix of different tools for attaining results and objectives of the intervention (e.g. individual consulting, public education,



information campaigns, systematic education, services for starting businessmen, financial support to establishing enterprises, etc.). In fact, the evaluation should also see what tools and activities contribute at most to reaching results.

#### Key evaluation questions:

- Does the support lead to establishing new enterprises in the supported sphere?
- Does the support lead to creating long-term sustainable new enterprises?
- Which of the supported activities have direct influence on establishing new enterprises and which of them are only complementary?
- Does the support lead to increasing motivation of participants to establish new enterprises (interest in doing business) and to their activation in that way?
- Does the consulting and further support provided to existing enterprises lead to increase the number of jobs in the enterprises?

#### Tips and methods for evaluation of the Activity:

Apart from over-standard verification of intervention results achieved within standard on-going evaluations and final results (objectives) under impact evaluations, the assessment of Activity I/1 shall basically and predominantly use quality evaluation methods (evaluations within TBIE).

In spite of the fact that the causal chain of Activity I/1 is considered as sufficiently verified (which is the reason why the Activity had been included among primarily mainstream projects), it uses a whole range of tools and partial activities to reach direct and longer-term results (see above). For that reason, it is suitable to use evaluation methods based on TBIE to verify which of those tools are the most efficient (or necessary, respectively) means to get fixed objectives, and which are less efficient. Concerning the expected high number of beneficiaries (final beneficiaries, respectively), there is a suitable method – e.g. QCA method – verifying the scope of application of particular tools and their role in achieving results.

Exceeding the above information, the Activity shall be assessed with regular questionnaire inquiries among final beneficiaries to verify the impact of the intervention to their motivation and activation. This may be made, for example, in the framework of on-going evaluations.

The impact of the intervention at the level of enterprises (mainly as for increasing employment in existing enterprises) shall be also assessed through contra-factual evaluation.

### **Activity I/2**

#### Generally to the evaluation of the Activity:

Similarly to Activities I/1, basic outputs may be measured using administration data that – if being suitably interconnected – may become part of the system of monitoring indicators. At the same time, the key result of the Activity leans on increasing the number of jobs for groups at risk on the labour market, particularly in the form of

protected jobs and jobs in social enterprises. Nevertheless, administration data in this category show some imperfections (insufficient compatibility, respectively): e.g. using administration data, the category of social enterprises can monitor only a part of social enterprises that (1) employ handicapped persons, and (2) their share is at least 50% - but according to current setting of OP HRE appeals, the minimum criterion for social enterprises is to employ at least 25% persons at disadvantage on the labour market. For that reason, long-term sustainability of activities shall be assessed through evaluations. Evaluation activities should be also aimed at achieving “soft” results (increased motivation, self-confidence, etc.) both at the level of supported enterprises and (which is predominant) at the level of final beneficiaries – persons at disadvantage on the labour market.

#### Key evaluation questions:

- Does the support lead to creation of long-term sustainable protected jobs and jobs in social enterprises?
- Does the support lead to increased qualification and self-confidence among supported members of groups at risk on the labour market?
- Does the support (mainly public-education activities) lead to higher motivation of employers to employ members of persons from groups at risk on the labour market?

#### Tips and methods for evaluation of the Activity:

The key measurement of long-term sustainability of outputs / direct results may be made within on-going evaluations. Data should be ideally collected by duty to be introduced to submit reports on sustainability of projects as it is currently made by beneficiaries of ERDF investment support. If such a duty cannot be introduced by legislation, the measuring shall be made predominantly by questionnaire inquiry methods and/or interviews with beneficiaries (eventually through evaluation visits) – which mainly depends on the number of beneficiaries.

Mainly “soft” results shall be verified by evaluations aimed at real target groups, final users, respectively (see Chapter 7.5, al. 2). Apart from questionnaire inquiries that shall not, however, be suitable enough for evaluation of “soft” impacts, participative evaluation seems to be a suitable method for execution of such evaluations. The method of focus groups may be used as well. In fact, qualitative evaluation methods shall be used predominantly – quantified results concerning impacts of the intervention on final users (i.e. the fact whether they are employed, or not) could be inquired through administration data (see above). That’s why the evaluation should be mainly focused on a detailed study of schemes (not) leading to transfer of outputs on results and to long-term sustainability of such results.



### **Activity I/3**

#### Generally to the evaluation of the Activity:

Contrary to the above-mentioned activities, Activity I/3 could not be assessed because of the lack of sufficient sources of administration data to measure results of the Activity. For that reason, its results shall be primarily measured by evaluations.

#### Key evaluation questions:

- Does the support lead to creation and maintain of flexible forms of work? Is there any difference between types of flexible work forms (part-time jobs, work from home, shared jobs, etc.) being generated by the support?
- Is there any difference in long-term sustainability of particular types of flexible work forms being created due to the support?
- What is structural explication for such differences in creation and maintain of particular types of flexible work forms?
- Does the support directly lead to increased loyalty of employees?

#### Tips and methods for evaluation of the Activity:

Once again, final results at the level of employers – beneficiaries of the support – should be ideally verified through a duty to submit reports on sustainability of a project. This is followed by the second option how to do that: to collect data through questionnaire inquiry. This measuring may be made within on-going evaluation.

Verification and interpretation of differences among individual types of flexible work forms should be conceived as thematic evaluation using mainly qualitative methods.

Concerning the existence of the “intermediary group” in the form of supported enterprises, the intervention should be evaluated with regard to real target groups (final beneficiaries) generally via participative evaluation methods. Nevertheless, impacts of the intervention on loyalty towards the employer should be periodically measured using questionnaire inquiries (this may be part both of on-going evaluations and impact evaluations if they include also data collection at the level of final beneficiaries).

## **II. FURTHER EDUCATION IN ENTERPRISES AND SUPPORT TO MAINTAIN EMPLOYMENT**

#### **Relation to ESF investment priorities:**

Adaptability of employees, enterprises and businessmen;

#### **Justification of the spheres to be supported:**

It results from the analysis that there is a great discrepancy between the demand for qualifications and the qualification offer on the labour market. The contents of first education do not correspond in many disciplines to needs of the labour market. Moreover, a part of educational professional disciplines offered does not reflect the expected future needs of the sectorial structure of the national economy. In addition,

innovation cycles are already so fast that the first formal education shall be gradually completed in the majority of professions to be renewed by further education. Further education in enterprises has also been confirmed as being used insufficiently. That's why the support in this sphere is considered to be a key element in assuring adaptability of employees on structural and further changes on the labour market.

Meta-evaluation evidences the existing low purposefulness of further education without longer-term effects and supports the necessity to develop this sphere.

### **Target of the supported sphere:**

To increase the level of human resources management in enterprises and competences and qualifications of their employees;

### **Activities suggested in the supported sphere:**

II/1 Development of the system of human resources management

II/2 Further professional education – deepening professional knowledge and skills; meeting new technologies and innovative approaches; change in qualification of workers from non-perspective domains; support to educational stays (this activity is conditioned by existence of a HR management system in enterprises).

II/3 Deepening key competencies (ICT, communication skills, team cooperation, languages, etc.).

II/4 Support to companies' education and training centres

II/5 Cooperation of enterprises to be restructured with the Czech Labour Office

### **Target groups:**

Employees

### **Subjects provided with the support:**

SME, self-employed persons, enterprises that require restructuring, social partners

### **Implementation draft:**

The framework of this supported sphere predominantly offers use of **projects with specific targets**, emphasising their innovative orientation.

Complementarily, **mainstream projects** are suggested to be used there. Projects within Measure II/2 should be used with the following target criterion:

II/2 – costs on (successful) participation of 1 person during 1 hour of education in the programme (topic) X on condition of having max. 20 persons in education (the acceptable education topic and max. number of participants shall be fixed in the appeal).

### **Suggested indicators:**

**Activity II/2: Deepening key competencies (ICT, communication skills, team cooperation, languages, etc.)**

### **Key results of the intervention:**

- Better working performance of trained workers;
- Higher adaptability of workers;
- Business subjects higher competitive;

### **Measuring intervention results through the monitoring system**

Data from external databases (administration data) may be generally used to measure the impact of the intervention on competitiveness of business subjects and on the increase in labour productivity (as an indicator to achieve better working performance of trained workers). The key aspect in measuring these indicators shall consist of the monitoring system able to catch at least the following information:

- **Number of supported enterprises** (including their official identification number)  
*For definition: see above*  
*Auxiliary indicator to quantify the indicators “Competitiveness of Supported Enterprises” and “Labour Productivity in Supported Enterprises”*
- **Number of successfully supported persons.**  
*(For definition of the indicator: see I/1)*  
*Key result of the intervention: Higher adaptability of workers*

### **Measuring intervention results through administration data**

- **Competitiveness of supported enterprises**  
*Definition: Key data for economic activities of supported enterprises to be able to analyse evolution of competitiveness. The indicator may be quantified, for example, as Gross Value Added, Normalised Gross Value Added, Outputs, Output Consumption, etc.*  
*Key result of the intervention: higher-competitive business subjects*  
The indicator may be quantified through collection of following data with supported enterprises: outputs, output consumption and personnel costs. These data may be taken either from the Czech Statistical Office or directly from the Register of Companies.
- **Labour productivity in supported enterprises**  
*Definition: Labour productivity expressed as the share of outputs (value added alternatively) in the average recalculated number of employees;*  
*Key result of the intervention: better working performance of trained employees;*  
The labour productivity indicator at the level of supported enterprises (enterprises employing supported employees, respectively) may be considered as a key indicator to measure the result of better working performance of trained employees. Nevertheless, the evaluation of this indicator within contra-factual impact evaluations shall consider the share of the number of trained employees in the total number of employees in an enterprise under consideration.

### ***Further activities in supported sphere II***

The indicators shall be fixed directly at the level of projects to have correct output indicators to further activities in supported sphere II (implemented primarily based on specifically targeted projects).

### **Suggested way of evaluation:**

#### **Activity II/2**

#### Generally to the evaluation of the Activity:

Concerning an expected great number of beneficiaries and also a relatively easy measurability of final results (their data operation-ability and accessibility, respectively), the evaluation should be generally focused on the issue of imputability of reached results to the intervention.

#### Key evaluation questions:

- To what extent does the support increase competitiveness (and labour productivity) in supported enterprises?
- What schemes are there behind differences in the impact of the support on competitiveness of supported enterprises?
- Is there any difference in the impact of the support on competitiveness as for different types for trainings and courses (courses on strengthening ICT competencies, language courses, “soft skills“)?
- Does the support lead to higher adaptability (employability) of supported workers? What type (or a mix of them) of training has the highest share in employability of supported workers?

#### Tips and methods for evaluation of the Activity:

The key method to evaluate the activity (and also the whole supported sphere) is contra-factual evaluation with supported enterprises executed via thematic evaluation. Contra-factual evaluation should be completed by TBIE-based evaluation that could explain what schemes involve a high rate (and on the contrary a low rate) of the impact. Case studies and their comparison is a suitable method for execution of such a part of the study.

The impact of the intervention on employability of trained employees shall be measured by long-term evaluation of the impact of the intervention on target groups (long-term data collection with a representative sample of supported persons namely through questionnaire inquiry).

#### **Other activities in supported sphere II**

Other activities in supported sphere II (out of II/2 – see above) are implemented by projects with specific targets, emphasising innovative approach to reach fixed results. This type of projects expects submitters themselves to outline the way from inputs (supported activities, respectively) to targets of interventions – long-term results, i.e. “the theory of change“. For that reason, this process also includes a draft how to evaluate submitted projects, so how to evaluate individual phases of the causal chain. In fact, the evaluation draft presented below is mainly focused on final objectives in the supported sphere (long-term results) being (almost) at the end of the causal chain of an activity. Key achievement of immediate results being causally interconnected with final outputs shall be verified through evaluations at the project level (see above).

#### Key evaluation questions to verify achievements of long-term results:

Is there any increase in adaptability (so also employability) of supported persons?

Does the intervention involve stronger competitiveness of an enterprise and labour productivity?

#### Tips and methods for checking evaluations:

Increasing employees' adaptability shall be examined mainly by evaluations focused on impacts of interventions on real target groups (final users). Concerning the expected scope of the support, there are quantitative evaluation methods suitable therefore (e.g. through questionnaire inquiry). Nevertheless, long-term monitoring of the impact of the support on supporter persons is crucial also on their adaptability and employability on the labour market.

The general objective of strengthening competitiveness and labour productivity in an enterprise should be monitored using primarily quantitative methods mainly of contra-factual nature. It is convenient to execute thematic evaluations oriented on contra-factual assessment of supported sphere II as a whole, with contextual evaluation of the intensity of impacts of individual supported activities.

### **III. SUPPORT TO FIGHT AGAINST LONG-TERM UNEMPLOYMENT**

#### **Relation to ESF investment priorities:**

- Access to employment for job applicants and economically non-active persons, including support to local initiatives for employment and labour mobility support;
- Active and healthy ageing;
- Support to social economy and social enterprises;

#### **Justification of the spheres to be supported:**

The analysis found out that long-term unemployment consisted of almost 1/3 of total unemployment, with a great negative influence on the state's economics (state budget expenditures on each unemployed person; lower GDP production; lower tax levies to the state budget and costs related to return of such a person to work). The group of long-term unemployed comprised the most often persons from disadvantaged groups (50+; the low-qualified; women – mothers; the handicapped).

As well, meta-evaluation proves there is a much higher relevance of interventions aimed at the target group of the long-term unemployed – with more intensive issues and needs of that target group because of the crisis.

Long-term unemployment shows different intensity in different CR regions, with the Ústí nad Labem Region and Moravian & Silesian Region claiming to be the most problematic from that point of view, even if there are significant differences within each region.

### **Target of the supported sphere:**

To reduce the rate of long-term unemployment with stress put on disadvantaged persons on the labour market;

### **Activities suggested in the supported sphere:**

III/1 Specific support to the long-term unemployed emphasising differences among professional education groups, age and gender differentiation of groups and increasing their motivation to return onto the labour market;

- Requalification with practising basic skills of job applicants – how to write a CV, motivation letters, how to present oneself, requalification;
- Professional and psychological consulting with balance diagnostics;
- Work mediation;
- Mediation of praxis with employers;
- Support to volunteerism to get practice.

III/2 Introduction, organising and financial support to community service assigned by towns and villages, regions and the state to maintain work habits and motivation of target groups to enter to and keep oneself on the labour market (with public tenders on condition of employing job applicants, if suitable).

III/3 Creation of socially purposeful jobs for persons unable to enter onto the labour market directly.

### **Target groups:**

The long-term unemployed

### **Subjects provided with the support:**

Czech Labour Office, employers, non-profit organisations, municipalities

### **Implementation draft:**

This supported sphere primarily suggests using mainstream projects, with the following target criteria to be suggested with projects:

- III/1 (gradually for the first 4 activities):
  - a. Costs of participation of 1 person during 1 hour of education in the programme (topic) X supposing max. 20 persons in the class;
  - b. Costs of 1 hour of consulting work a) individual-, b) group consulting work;
  - c. Costs for placing 1 job applicant (consulting, meetings with employers, etc.) on condition of maintaining such job during min. 3 months;
  - d. Costs for placing 1 job applicant (consulting, meetings with employers, etc.) on condition of the length of practice of at least X months
- III/2 - (Direct) costs per 1 part-time job a month on condition that the worker is without job for at least 6 months before starting his/her part-time job;
- III/3 - (Direct) costs for creation of 1 socially sustainable job on condition of occupying the job for at least six months by one or gradually by more workers that were unemployed for at least 6 months.

**Specifically focused projects** should be used there complementarily.



#### Suggested indicators:

**Activity III/1: Specific support to the long-term unemployed putting stress on differences in professional education groups, age and gender differentiation of groups and on increasing their motivation to return onto the labour market;**

#### Key results of the intervention:

- The long-term unemployed being included in the society and being employed;

#### Measuring intervention results through the monitoring system

The monitoring system may help collect rather supporting data to measure the key result of the intervention – mainly with respect to sustainability issues discussed above. Nevertheless, the draft EU legislative for ESF shall be said once again to expect (even to order) the existence of indicators monitoring employment of participants in the interventions for six months after having terminated their participation therein. For that reason, the existing system of collecting data from the support beneficiaries is supposed to be adjusted to be able to gather the above-mentioned data (the current monitoring system has no capacity to monitor more than the number of persons being placed on the labour market – having got a job, which cannot be considered as a really SMART indicator with respect to the objective to eliminate long-term unemployment, or respectively employment of members of target groups of the long-term unemployed). Collecting data from the support beneficiaries (i.e. at the project level) shall be done to get at least the following information:

- **Non-active participants who started to search again for a job after having terminated their participation**  
*Obligatory monitoring indicator in compliance with the draft on ESF regulation*
- **Number of successfully supported persons**  
*For the definition and way of collecting data of the indicator - see above.*  
*Auxiliary indicator to quantify the indicator “Employment of Supported Persons”*
- **Employment of participants after having terminated their participation**  
*Obligatory monitoring indicator in compliance with the draft on ESF regulation*
- **Employment of participants 6 months after having terminated their participation in the support**  
*Obligatory monitoring indicator in compliance with the draft on ESF regulation*
- **Participants, performing a self-employed work activity for 6 months after having terminated their participation in the support**  
*Obligatory monitoring indicator in compliance with the draft on ESF regulation*

#### Measuring intervention results through administration data

- **Employment of supported persons**  
*For the definition and way of collecting data of the indicator - see above.*  
*Key result of the intervention: the long-term unemployed included in the society and onto the labour market*



The detailed methodology of data collection for this indicator is stated within description of the monitoring for intervention I/2.

### Measuring the intervention context

- **Long-term unemployment evolution (CSO)**

The intervention from supported sphere III/1 (or the whole priority axis III, respectively) is directly focused on reduction of long-term unemployment. For that reason, the intervention evaluation shall also monitor evolution of this indicator even if the causal relationship between outputs and this long-term result is not strong (the evolution of long-term unemployment is directly impacted by many further effects). For that reason, the evolution of long-term unemployment may be monitored only as a context indicator.

### ***Further activities in supported sphere III***

Output indicators for further partial activity in supported sphere III (implemented primarily based on specifically focused projects) shall be fixed finally at the level of individual projects.

***Activity III/2: Implementation, organising and financial support to public services assigned by municipalities, regions and the state to maintain work habits and motivation of target groups to enter to and to maintain themselves on the labour market***

### **Key results of the intervention:**

- Creation of part-time jobs with sufficient time available;
- Job applicants trained and placed in part-time jobs;
- The long-term unemployed included in the society and employed.

### Measuring intervention results through the monitoring system

The key target (result) of the intervention is, similarly to III/1, activation of target groups of the long-term unemployed and their return onto the labour market. To achieve this objective, it uses public service as a tool to maintain (restore) work habits, motivation and to activate target groups. For that reason, the monitoring of the key result remains the same as with III/2. At the same time, the list of monitoring result-indicators measured at the project level (i.e. based on data provided by beneficiaries of the support) has been extended.

- **Number of successfully supported persons - trained public servants**  
*For the definition and way of collecting data of the indicator - see above.*
- **Number of successfully supported persons from the target group of the long-term unemployed**  
*A successfully supported person is the person placed in a new part-time job with direct support of the programme.*  
*Key result of the intervention: "Creation of part-time jobs with sufficient time available", "Job applicants trained and placed in part-time jobs"*  
*Auxiliary indicator to quantify the indicator "Employment of Supported Persons"*

- **Employment of participants for 6 months after having terminated their participation in the support**  
*Obligatory monitoring indicator in compliance with the draft on ESF regulation*
- **Participants being self-employed for 6 months after having terminated their participation in the support**  
*Obligatory monitoring indicator in compliance with the draft on ESF regulation*

#### Measuring intervention results through administration data

- **Employment of supported persons**  
See above.

#### Measuring the intervention context

- **Long-term unemployment evolution (CSO)**  
See above.

### **Activity III/3: Creation of socially purposeful jobs for persons not able to enter the labour market directly**

#### Key results of the intervention:

- Suitable socially-purposeful jobs created;
- Job applicants trained and placed within socially purposeful jobs;
- The long-term unemployed integrated in the society and employed.

#### Measuring intervention results through the monitoring system

The key objective (result) of the intervention is, similarly to III/1, activation of target groups of the long-term unemployed and their return onto the labour market. To achieve this objective, it uses public service as a tool to maintain (restore) working habits, motivation and activation of target groups. For that reason, the monitoring of the key result remains the same as with III/2. At the same time, the list of monitoring result indicators measured at the project level (i.e. based on data provided by beneficiaries of the support) has been extended.

- **Number of successfully supported persons - trained public servants**  
*For the definition and way of collecting data of the indicator - see above.*
- **Number of successfully supported persons from the target group of the long-term unemployed**  
*A successfully supported person is the person placed in new socially purposeful jobs with direct support of the programme.*  
*Key result of the intervention: "Suitable socially purposeful jobs created", "Job applicants trained and placed in part-time jobs"*  
*Auxiliary indicator to quantify the indicator „Employment of Supported Persons“*
- **Employment of participants for 6 months after having terminated their participation in the support**  
*Obligatory monitoring indicator in compliance with the draft on ESF regulation*

- **Participants self-employed for 6 months after having terminated their participation in the support**  
*Obligatory monitoring indicator in compliance with the draft on ESF regulation*

#### **Measuring intervention results through administration data**

- **Employment of supported persons**  
See above.

#### **Measuring the intervention context**

- **Long-term unemployment evolution (CSO)**  
See above.

#### **Suggested way for evaluating supported sphere III:**

##### Generally to the evaluation of the Activity:

Key information to evaluate long-term (final) objectives of the Activities in supported sphere III – i.e. involvement of the long-term unemployed in the labour market and their long-term maintain there – can be gathered through a correctly adjusted system of monitoring indicators (see above). The task of the evaluation is mainly to regularly and on a long-term basis collect data on positions of supported persons on the labour market (so the fact whether these persons have or do not have a job) and to assess on the qualitative basis what are effects of the tools applied in supported sphere III.

##### Key evaluation questions:

- To what extent did the support contribute to eliminate long-term unemployment?
- Does the support prevent from a loss of working habits with target groups of the long-term unemployed? Does it increase motivation and activity of supported persons in relation to active search for a job?
- Is there, due to the support, a more intensive use of the public service institute and to its more efficient organisation?
- Is there, due to the support, an increased number of socially purposeful jobs established?

##### Tips and methods for evaluation of the Activity:

The key result of supported sphere III may be measured within regular on-going evaluations or within impact evaluations whose aim will be to quantify regularly the achievement of final objectives (long-term results, respectively) of the programme.

While analysing (non)efficiency, relevance and effects of the tools being implemented in the framework of the support, standard techniques of qualitative analysis (structured interviews, focus groups, DELPHI panels) may also be completed by QCA method (which, however, shall be consequently completed by depth interviews to interpret its results – to explain why a certain “mix” of measures seems to be more efficient than another one and whether ineffectiveness of several tools consists rather of the way of their implementation or of the fact that such measures are completely irrelevant for particular issues).

The analysis aimed at more immediate results of the intervention (higher frequency of using and occupying part-time job - and socially purposeful job positions, higher efficiency of their organisation) may be made predominantly on the quantitative basis (partly based on data of the monitoring system and partly based on data collected directly from labour offices, mainly via questionnaire inquiry). These methods should be completed by qualitative research methods, or also by case studies.

#### **IV. SUPPORT TO INCREASING EMPLOYMENT**

##### **Relation to ESF investment priorities:**

Access to employment for job applicants and economically non-active persons, including support to local initiatives for employment and support to labour mobility;  
Equality between men and women and harmonisation between work and private life;  
Sustainable integration of not employed young people in the education process or training for the labour market purposes;

##### **Justification of the spheres to be supported:**

The Czech rate of employment of persons in productive age has been decreasing. This tendency threatens the achievement of the objective fixed for Europe 2020 Strategy (or the National Development Plan, respectively). The low rate of employment impacts economic performance of the whole national economy.

Meta-evaluation identifies target groups to be focused by the intervention – persons with cumulated problems (handicaps), the short-term unemployed, university graduates (and generally persons coming first onto the labour market).

##### **Target of the supported sphere:**

To employ the highest number of economically non-active- and unemployed persons and to reach the rate of employment amounting to 75% in the age group of 20 – 65 let.

##### **Activities suggested in the supported sphere:**

IV/1 Activation of the economically non-active population (mainly pre-retired persons and persons taking care of a dependent member of their family, including underage children, students especially in the last years of their professional study).

- National and regional campaigns focused on activation of the economically non-active population;
- Specific support for those population groups for their economic activation, including consulting and networking with employers.

IV/2 Support to economically non-active and unemployed persons, however, working illegally (specific support including consulting and motivation).

IV/3 Support to placing job applicants on vacated jobs.

IV/4 Support to trial employment of job applicants from groups at risk on the labour market, with possible support to their professional education secured directly with business subjects.

IV/5 Support to entrepreneurial practice for students and school graduates.

IV/6 Support to employers at providing accompanying measures:

- Support to employers at providing traffic accessibility of enterprises for employees from worse-accessible localities;
- Support to employers at providing company's kindergartens and further babysitting forms for their employees and for employees taking care of older family members;
- Support to employers at providing company's accommodation for employees from worse-accessible localities.

IV/7 Support to employers at introducing flexible work forms for employees with specific needs for time and geographic flexibility.

#### **Target groups:**

Economically non-active population, illegal workers, job applicants

#### **Subjects provided with the support:**

Employers, non-profit organisations, Czech Labour Office, organisations of the Ministry of the Interior

#### **Implementation draft:**

This supported sphere primarily suggests using **specifically focused projects** as a suitable way of implementation. There is a great similarity to projects aimed at similar outputs.

**Mainstream projects** are suggested to be used there on a complementary basis. Several measures of some projects outline the following target criteria:

- IV/3 – costs for placing 1 job applicant (consulting, meetings with employers, etc.) on condition of keeping employment during min. X months;
- IV/5 – subvention to personnel costs per 1 worker / a month on condition of keeping his/her practice for at least X and at most Y months;

#### **Suggested indicators:**

##### ***Activity IV/3: Support to placing applicants in vacated jobs***

#### **Key results of the intervention:**

- Illegal employment reduced / eliminated; put to conformity with labour-law regulations;
- Non-active and unemployed persons trained and placed in vacated jobs.

#### **Measuring intervention results through the monitoring system**

Non-active unemployed persons – measurement to be made by the same monitoring indicators as in priority axis III;

It is difficult to measure intervention results in the sphere of reducing / eliminating illegal employment both through external data and via monitoring indicators collected by beneficiaries of the support, i.e. labour offices or organisations of the Czech Ministry of the Interior. The level of beneficiaries from the support allows only measurement of particular cases of “legalisation” of illegal employment, or respectively the number of successfully supported persons being originally illegally employed, placed on the labour market and employed, or self-employed for a period of 6 months after having terminated the support, as it is the case of economically non-active population. Nevertheless, data on applicants – to find out whether he/she was originally illegally employed – can be collected only via anonymous questionnaires among participants in the support. For that reason, the data cannot be accurate – as it depends on the participant’s will to give such information (even if on an anonymous basis). In fact, this activity shall be considered in line with the framework of the monitoring indicator “Number of Successfully Supported Persons” and its real ability to introduce a subset or originally illegally employed participants from the perspective of SMART criteria.

Nevertheless, there are no sufficient systematically measured data – number of illegal employees – to measure the impact of the intervention on illegal employment.

#### Measuring intervention results through administration data

- **Employment of supported persons**

*For the definition and way of collecting data of the indicator - see above.*

*Key result of the intervention: illegal employment reduced, non-active and unemployed persons trained and placed in vacated jobs*

*For the data collection methodology, see Priority Axis III.*

#### Measuring the intervention context

- **Evolution of illegal employment based on inspections made by the Labour Office and the Labour Inspection State Office**

Context information for evaluation of the intervention effects in view of suppression of illegal employment can be collected only with difficulty. There is no systematic research in the number (share) of illegal employees; such data are collected haphazardly. Moreover, such researches are made by indirect methods (assessments / evaluations, modelling, etc.) that are not harmonised. The only support might consist of results of checking activities performed by the State Labour Inspection Office that concentrates, among others, on checking illegal employment. Nevertheless, these checks-up are not harmonised but are rather haphazard. For that reason, data collection activities shall pay attention to comparability of outputs.

#### **Activity IV/5: Support to company’s praxis for students and graduates**

##### **Key results of the intervention:**

- Students / graduates having completed their professional knowledge by being placed in a practical job;
- Graduates having got working habits;



### Measuring intervention results through the monitoring system

- **Number of successfully supported persons**

*For the definition of the indicator: see above; the context of the Activity involves students having terminated a practical training / practice in a prescribed way and having received a certificate thereof;*

*Key results of the intervention: "Students / graduates have completed their professional skills by being placed in a practical job", "Graduates have received working habits".*

### Measuring intervention results through administration data

The real effect of the intervention (i.e. results reached through higher applicability of students on the labour market) shall be seen in a long-term period of time. The objective of the intervention is predominantly higher employability and applicability of students, which can, however, be measured after their leaving school.

### ***Further activities in supported sphere IV***

The above-described result indicator manifested through employability of supported persons is also relevant for activities in supported sphere IV solved by specifically focused projects.

### **Suggested way of evaluation:**

#### **Activity IV/3**

#### Generally to the evaluation of the Activity:

Long-term effect of the support may be evaluated similarly as in supported sphere III – by long-term sustainability of results (employment of economically non-active persons), to be directly measured with a correctly set system of monitoring indicators. Effects of such activities and tools may be evaluated, for example, using QCA with additional interpretation of results using qualitative inquiry methods.

As for the evaluation (contrary to the evaluation of activities in supported sphere III), Activity IV/3 is specific as assessing effects of the support on reducing illegal employment. Qualitative methods shall be mainly used there because quantitative methods involve only data for recorded cases of illegal employment. Nevertheless, there are no reference data available to evaluate and interpret such results.

#### Key evaluation questions:

- To what extent does the support contribute to motivate and activate economically non-active participants?
- Does the support involve the work with the target group of economically non-active persons at labour offices being more efficient and improved?
- How does the support contribute to eliminate illegal employment?
- Does the support involve higher motivation of employers to employ persons from target groups of economically non-active persons?



#### Tips and methods for evaluation of the Activity:

For evaluation of the contribution of the Activity to employ economically non-active persons and evaluation of efficiency and relevance of individual tools: see above (Support Sphere III).

The contribution of the programme to reduction of illegal employment shall be evaluated using generally the method of case studies which may identify good practice in work with illegal employees and simultaneously point to “impasses”.

#### **Activity IV/5**

##### Generally to the evaluation of the Activity:

The evaluation of the Activity is basically made more difficult because of real impact of the intervention (higher employability) manifested in a long-term period of time – after leaving school. Theoretically, impacts of the intervention (i.e. the rate of having achieved its objectives and results) are easily measureable (even using contra-factual methods). It is possible to measure the difference between non-employability of graduates having been provided with support from the Activity in the past and non-employability of graduates from a comparative group. Nevertheless, the period of time for this measurement may even exceed the framework of one programme period.

##### Key evaluation questions:

- Does the support lead to a more definite career specialisation of students?
- Does the support lead to a better idea of claims and requirements put on employees in the preferred sphere?
- Does the support lead to a better idea of students of further steps concerning their carrier preferences?
- Does the support lead to getting stronger (relevant) working habits with students?
- Does the support lead to a better employability of participants – graduates on the labour market?

#### Tips and methods for evaluation of the Activity:

The key evaluation method evaluating direct effects of the support consists of regular (periodical) questionnaire inquiries in a representative sample of students – participants in the intervention. High-quality and usable data for evaluation and answering the above-described evaluation questions also involve longitudinal (long-term) monitoring of a representative sample of students to be able to record impacts of the support in a longer period of time. Such a long-term monitoring could ideally take place until a student’s joining the labour market.

#### **Further activities in supported sphere IV**

Similarly to supported sphere II, further activities shall be implemented namely through specifically focused projects. Even their case involves the space between output and final objectives (long-term results) of the Activity / in the supported sphere to be “fulfilled” by a task to be completed by the submitter of a project, including his/her draft

how to verify their suggested causal chain through self-evaluation at the project level<sup>6</sup>. For that reason, there is only a way of evaluation below to be able to assess achievement of general targets in the supported sphere.

Key evaluation questions to verify achievements of long-term results:

- Does the support involve higher employment of economically non-active persons?
- Does the support involve employment of persons that would find themselves (or stay) out of the labour market without the support?

Tips and methods for checking evaluations:

The evaluation of achieving key results (objectives) in the supported sphere through employing economically non-active persons has been described above (activity IV/3). The key aspect thereof is generally long-term monitoring of intervention results and their impacts on target groups through longitudinal evaluations. Data for the evaluations should be ideally provided by the monitoring system – but only when beneficiaries of the support may be obliged by legislation (mainly labour offices concerning this intervention) to regularly submit reports on sustainability of projects. On the contrary, such data shall be mainly collected through questionnaire inquiries which should also involve final users of the intervention – the unemployed, economically non-active persons and the illegally employed. If being suitably collected, the data can be interpreted by QCA method to verify what kind of activities and tools has a really causal relationship with the final result, i.e. employment of those groups of persons and their maintain in the employment.

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<sup>6</sup> Nevertheless, the types of projects whose efficiency will be checked, with simultaneously proving their reproducibility, are expected to be consequently implemented by mainstream schemes – specifically focused projects as being implemented generally in the spheres where there is currently no strong empiric experience with the function of causal relationships of individual results.

## **V. SUPPORT TO DEVELOPMENT OF PUBLIC EMPLOYMENT SERVICES**

### **Relation to ESF investment priorities:**

Updating and strengthening of labour-market institutions including actions increasing international work mobility

### **Justification of the spheres to be supported:**

Modern and efficient employment services are the basis for fast and flexible employment of job applicants and persons interested in having job and to facilitate contact between employers and prospective employees. Highly-efficient performance of active employment policy involves support to institutions providing employment services via automated system of routine and repeating activities including work mediation on software basis. High-quality performance of employment services shall be provided with highly qualified staff.

The meta-evaluation confirms high relevance and purposefulness of the active employment policy mainly as for complex projects solving problems and needs of individuals. The suggested sphere is suitable to support system projects able to contribute to achieving general objectives and to execution of reforms in a field concerned.

### **Target of the supported sphere:**

Increasing quality of performance of public employment services

### **Activities suggested in the supported sphere:**

V/1 Support to creation and maintain of highly efficient, highly performing and high-quality public employment services through implementation of modern automated systems creating space to strengthen group and individual consulting;

V/2 Support to creation and innovation of methodical tools and procedures to make the performance of employment services more efficient, including cooperation with employers;

V/3 Increasing professional competences of employees within public employment services, including creation and execution of special education programmes (risk factor: conception of public employment services, non-stability of the staff segment);

V/4 Getting employment services closer to their clients – creation of temporary contact points and visits with employers;

### **Target group:**

Workers of Czech Labour Offices

### **Subjects provided with the support:**

Ministry of Labour and Social Affairs, Czech Labour Office

### **Implementation draft:**

This supported sphere involves also the use of **system projects** as a suitable way of implementation, with **mainstream projects** to be used complementarily thereto.

### **Suggested indicators:**

The output indicator to activities in supported sphere V (implemented primarily based on specifically focused projects) shall be fixed at the level of a particular project submitted.

### **Suggested way for evaluating supported sphere V:**

Intervention in supported sphere V is made through system projects. Their common objective is to improve performance of public employment services to indirectly increase employment. Nevertheless, the evaluation of common impact of the projects on quality of provided services is difficult. This basically involves execution of robust self-evaluations to assess contributions of a given (system) project to this quality (which has, however, been elaborated based on maximally harmonised methodology and obligatory self-evaluation “quality standards”).

### Key evaluation questions:

- How did the support from supported sphere V contribute to improve performance of public employment services?
- Which of executed tools proved their high efficiency and purposefulness in view of this objective?

## 2.2. *BETA Sphere*

### Main targets of the National Programme of Reforms in BETA sphere:

- To contribute to keep the limit value of the number of persons at risk of poverty, material deprivation or persons living in households with no employed person until 2020, compared to 2008;
- To contribute to the reduction by 30,000 of the number of persons at risk of poverty, material deprivation or persons living in households with no employed person;

## VI. SUPPORT TO FIGHT AGAINST POVERTY AND ACCOMPANYING SOCIALLY UNDESIRABLE PHENOMENA

### Relation to ESF investment priorities:

Active integration

### Justification of the spheres to be supported:

Social exclusion very often implies problems of poverty that shall be suppressed to assure a certain level of live quality. For that reason, different types of integration activities shall be supported for socially excluded persons or persons threatened by social exclusion, with support to communities where there are the socially excluded, to educational facilities and to volunteers who can work individually with individuals' or families' needs.

Meta-evaluation proves purposefulness of interventions in the sphere of social inclusion, with generally intervention fieldwork designed to be maximally efficient.

### Target of the supported sphere:

To increase the number of persons with the aim at integration activities;

### Activities suggested in the supported sphere:

VI/1 Development of the system fighting against poverty and social exclusion, including support to projects focused on modification of the system of providing supplementary benefits to motivate low-revenue population groups to stay in a job or to continue doing business.

VI/2 individual consulting and group education through civic advisory centres and further consulting and education provides – financial literacy, bases of healthy lifestyle and rational consumer's behaviour, getting foreknowledge on personal rights and duties as for the functioning of the society, relation between a citizen and the state, consumer's rights and protection, prevention from extremism and xenophobia, prevention from criminality and home violence, mediation of information in accessible social services.

VI/3 Integration activities for the socially excluded and poor, including migrants, ethnic minorities and persons leaving institutional education and institutional care;

VI/4 Strengthening social responsibility of companies and communities to intensify social inclusion of disadvantaged persons.

#### **Target groups:**

Persons threatened by poverty and socially undesirable behaviour (undesirable behaviour towards other groups, consumption, work, state, etc. leads subjects to become socially excluded).

#### **Subjects provided with the support:**

Czech Labour Offices, organisations established by the Czech Ministry of the Interior, non-state non-profit organisations, municipalities, other providers of social services

#### **Implementation draft:**

This supported sphere includes a draft of using **system projects** as a suitable way of implementation, with use of **specifically focused projects** to be used on a complementary basis.

#### **Suggested indicators:**

Output indicators to further activities in supported sphere VI (implemented primarily based on specifically focused projects) shall be defined even at the level of projects submitted therewith.

#### **Suggested way for evaluating supported sphere VI:**

System projects require verification of the attention to be paid to self-evaluation schemes that are primordial in reaching intervention results.

Additionally, the supported sphere will also use specifically focused projects (particularly activities VI/2 - VI/4), however, with application therein of the above information.

#### Key evaluation questions to verify achievements of long-term results:

- Does the intervention imply a higher number of persons focused on by integration activities?
- What is the impact of the support on total revenues of families of supported persons?
- Is the threat of poverty eliminated due to the intervention with supported persons? Respectively, does the intervention have direct impact that is manifested by their return above the limit of poverty?

#### Tips and methods for checking evaluations:

Long-term effects of the support (the above-mentioned evaluation questions) can be measured using two methods:

1. Data will be collected from administration data, using the database of the Czech Social Security Authority's contribution base to find out whether the revenue of a supported person remains at the limit of being menaced by poverty (or to find



out whether there is any revenue at all, respectively). Nevertheless, the issue consists of the fact that quantitative evaluation of the effect of the support is based on the key indicator Revenues of Households of Supported Persons (or the existence of households without an employed person). If using administration data, it would be thus necessary to additionally match supported persons with other members of their families, which seems to be executed only with difficulties.

2. For that reason, the above-defined limits shall be assessed in line with the effect of the support following long-term monitoring of a representative sample of supported persons through periodic questionnaire inquiries. The monitoring of a sample of supported persons may consequently use for example cooperation with labour offices – this is how the evolution in employment of supported persons (or other members of their households) may be monitored, in the same way as social allowances are paid out.

Nevertheless, collected data shall be evaluated basically on a qualitative basis – the objective is to analyse whether and how the intervention from the supported sphere contribute to emanating poverty of supported persons / households. The key part of this inquiry should, however, be executed mainly at the project level.

## **VII. SOCIAL ECONOMY DEVELOPMENT**

### **Relation to ESF investment priorities:**

Support to social economy and social enterprises.

### **Justification of the spheres to be supported:**

The social economic makes a basic part of the economy in each developed society. At the same time, social enterprises give opportunities provide persons with limited or worse position on the labour market with better employability. In the Czech Republic, this sector has been insufficiently developed, with the lack of support of professional consulting companies.

Meta-evaluation confirms importance of orientation of such interventions on social inclusion, systematic fight against discrimination on the labour market.

### **Target of the supported sphere:**

Increasing the number and capacities of social enterprises are one of the tools how to integrate disadvantaged people on the labour market.

Meta-evaluation recommends the intervention to be aimed at persons with cumulated problems (handicaps) and at systematic fight against discrimination on the labour market.

### **Activities suggested in the supported sphere:**

VII/1 Development of the system of social-business support in removing legislation barriers, implementing motivation devices for development of the social economy.

VII/2 Establishment and start-up of social enterprises connected with consulting. Development of current social enterprises connected with consulting.

VII/3 Support to organisations that will provide social enterprises with professional consulting and educational services in compliance with their needs.

**Target group – subjects provided with the support:**

Social enterprises

**Implementation draft:**

The framework of the supported sphere involves use of **specifically focused projects** as the principal suitable way of implementation.

The support to development of the system is suggested using **system projects**. The social economy is the tool solving several needs in education, employability and social integration of disadvantaged population groups. The main purpose thereof is to help those population groups create work opportunities, create conditions for distribution of their products and services and/or get a job on the labour market. The objective of the system project is to assess, draft and implement legislative, fiscal and organisational changes conditioning further development of social business in the Czech Republic.

**Suggested indicators:**

The output indicators to activities in supported sphere VII (implemented primarily based on specifically focused projects) shall be defined even at the level of particular projects.

The above-described result indicators in form of employment of supported persons are, however, relevant even for the Activity within supported sphere VII solved via specifically focused projects.

**Suggested way for evaluating supported sphere VII:**

The sphere of the support shall be implemented by system projects (activity VII/1) or by projects with specific targets (VII/2, VII/3). Mainly Activity VII/3 shall be considered to be transferred in the future to the category of mainstream projects, or to involve some combination of both implementation measures. Nevertheless, this step shall be preceded by sufficient quality of “incubation” of this measure that comprises the impact evaluation of the intervention at the project level. The evaluation at the project level are key for impact evaluations – contributions of social enterprises to objectives of the integration of socially disadvantaged people can, however, significantly differ both in quantity and in quality. In spite of that, the impact as a whole on person supported within the sphere should be evaluated. This concerns employees of social enterprises (i.e. evaluation to what extent or how does the sphere of support fulfil its key objective or long-term results, respectively).

Key evaluation questions to verify achievements of long-term results; types and methods of evaluations to verify the following:

See support sphere VI;

## **VIII. DEVELOPMENT OF SOCIAL SERVICE PROVIDERS**

### **Relation to ESF investment priorities:**

Extension of the approach to sustainable, financially achievable and high-quality services, including health care and social services in public interest;

### **Justification of the spheres to be supported:**

Providers of social services create a basic framework for providing social services while offering their accessibility and improving their quality, the integration of persons at risk of social exclusion or socially excluded persons is improved. At the same time, this sphere shall use advantages of community planning aimed at assessing and improving quality of particularly social services in the territory and cooperation with all actors within the sphere providing social services. The cooperation of the public and non-profit sectors seems to be focused on problems related to poverty and social exclusion.

Meta-evaluation defines a high relevance of interventions for social inclusion and systematic fight against discrimination on the labour market, support of alternative (flexible) forms of employment.

### **Target of the supported sphere:**

Improving quality in provision of social services

### **Activities suggested in the supported sphere:**

VIII/1 Development of social services, including those designated to socially excluded or poverty-menaced persons and families;

VIII/2 Education of providers of social services;

VIII/3 Execution of pilot projects in providing innovated social services and their propagation;

### **Target groups:**

Employees of social service providers, including non-state non-profit organisations

### **Subjects provided with the support:**

Institutions of social service providers, including non-state non-profit organisations

### **Implementation draft:**

The supported sphere outlines use of **mainstream projects** and **specifically focused projects** as a suitable way of implementation. Mainstream projects within Measure VIII/2 suggest the following target criterion:

- Costs for (successful) participation of 1 person per 1 hour of a course in the programme (topic) X on condition of having max. 20 persons in a course.

**System projects** are suggested to be used to support development of the system.

### **Suggested indicators:**

***Activity VIII/2: Education of social service providers***

### Key results of the intervention:

- Employees / colleagues of social service providers are more qualified and specialised;
- Social services are provided in a more focused and efficient way.

Concerning the nature of the intervention, the evaluation of successfulness of the intervention – i.e. the fact whether there is improved quality of provided social services – will have to be made predominantly through impact evaluations.

Nevertheless, the introduction of the following **proxy-indicator** to monitor improved quality of social services provided by beneficiaries of the subvention may be considered:

- **Quality of social services provided by supported subjects, expressed by results of having checked quality of social services**

*Definition: Average point result of inspections of social service quality achieved with supported social service providers; and average number of principal criteria evaluated by points 0 (non-conformity) and 1 (partial conformity), monitored periodically;*

*Key result of the intervention: “Social services provided in a more focused and efficient way”*

Quality assessment in the framework of social service quality inspections involves an applied standardised methodology where inspectors assign points to regulated criteria, being allowed to give 0-3 points to each of them. At the same time, a part of the criteria is designated by the regulation as principal ones where at least major conformity shall be reached (a provider shall get at least 2 points). If getting less than 50% of the maximum number of points or if any of the principal criteria is by a lower number of points than 2, the provider does not comply with social service quality standards.

The regulation fixes totally 49 criteria, thereof 17 principal. Nevertheless, social service quality inspections shall be said not to often check all criteria (standards), but only their part. For that reason, the indicators shall rather be expressed in percentage than by absolute numbers (i.e. an average percentage share of points received from the maximum number; and an average share of non-conformities or partial conformities in the total number of checked principal criteria).

The inspection result (number of points received; maximum number of points; number of principal criteria under assessment; number of not-fulfilled principal criteria and a general statement to fulfilment of quality standards – in the scale: excellent, well, partially fulfilled and not fulfilled) is incorporated in the Register of social services providers, with each provider individually.

### Further activities in supported sphere VIII

Output indicators to activities within supported sphere VIII (implemented primarily based on specifically focused projects) shall be fixed at the level of particular projects.

### **Suggested way of evaluation:**

#### **Activity VIII/2**

##### Generally to the evaluation of the Activity:

As stated above in the part describing monitoring indicators, the evaluation of Activity VIII/2 shall be done mainly through impact evaluations because the draft of the systems of indicators cannot reliably measure immediately imputable impacts of the intervention on quality of services provided by facilities of providers taking subvention for training of their employees. The assessment of the intervention impact on that quality (and simultaneously on higher goal-direction and purposefulness of provision of social services) shall be executed mainly using qualitative evaluation methods.

##### Key evaluation questions:

- Does the support lead to increase motivation of employees in providing improved social services?
- Does the support lead to providing more goal-directed and purposeful social services?
- Does the support lead to a higher rate of specialisation of social service providers according to clients' individual needs?
- Does the support lead to higher adaptability of social service workers?

##### Tips and methods for evaluation:

A suitable method therefore consists of case studies made via evaluation visits. The case studies should also comprise a survey among social service clients and their subjective perception of the intervention impact on quality of provided social services.

As well, the evaluation should be focused on interpreting results of administration data inquiries. The interpretation should also include qualitative methods as controlled interviews, focus groups and/or DELPHI panels among specialists (particularly inspectors of quality of social services).

Evaluation activities may be completed by contra-factual evaluation focused on interpretation of the result of the indicator "Quality of social services provided by supported subjects, expressed by results of social service quality inspections" – i.e. comparing a tendency and values achieved by beneficiaries from the support with the comparative group of social service providers not drawing the support concerned.

#### **Other activities in supported sphere VIII**

The framework of Activity VIII/2 (see above) within supported sphere VIII involves two other activities whose implementation shall take place mainly through specifically targeted projects (but on a complementary basis as system projects in the case of Activity VIII/1. For that reason, effects should be generally evaluated in line with self-evaluation to be made by social service providers or by other submitters of projects to generally check relevance of a project-designed theory of change.

Those self-evaluations generally focused on qualitative analysis of the ways through which project executors reach (do not reach) their objectives should be completed by evaluation of impacts on the supported sphere as a complex and long-term objectives of the intervention (i.e. its general ability to achieve long-term results fixed).

Key evaluation questions to verify achievements of long-term results:

- Does the support imply provision of more goal-directed and efficient social services?
- Does the support lead to higher specialisation of providers of social services according to clients' individual needs?
- Does the support involve reduction of social exclusion of clients or their families, provided with social services offered by providers?

Tips and methods for checking evaluations:

For the evaluation and the above-mentioned evaluation questions – see description of Activity VIII/2. Emphasis is mainly put on combination of quantitative methods (measuring quality of provided social services through quality inspections, questionnaire inquiries) and qualitative methods (mainly evaluation visits and participation evaluation generally).

The evaluation of the intervention impact on having reduced clients' social exclusion and/or their social members may be made in the quantity basis using administration data or long-term questionnaire inquiries.



### 2.3. *ALPHA – BETA (Summary of the Supported Sphere)*

Thematic spheres ALPHA, BETA are conceived as thematically or objectively goal-directed. Nevertheless, several cases should rather conceive support on a “cross-section basis” for selected target groups. In fact, it is the second point of view in classifying the support spheres where primary attention is not paid to WHAT to support (creation of new jobs, social economy, etc.), but to WHOM support. The draft is designated as sphere IX.

The new tool of support within the ESF is a community-directed local development in compliance with Articles 28-31 of the General Regulation to CSF Funds. Contrary to specific spheres of support, the main complexity (matter-of-fact integrity) is currently featured by issues solved and by access “from the bottom to the top” in which problems and opportunities identify local subjects and suggest their solution via projects or sub-deliveries within the integrated local development strategy. The draft of basic support to creation and execution of these strategies is designated as sphere X.

## **IX. COMPLEX PROGRAMMES SUPPORTING INTEGRATION OF SELECTED GROUPS**

### **Relation to ESF investment priorities:**

Active inclusion

### **Justification of the spheres to be supported:**

Territorially scattered, but demographically typical groups of persons in different life situations evince typically similar problems related to own revenue, life standard, qualification achieved, etc. Their personal situation shall be solved in a complex way, including their job, social services, consulting, etc.

According to conclusions, meta-evaluation stands for a particular problem in achieving targets of interventions because of complexity of projects. Interventions are focused on partial aspects of a particular problem at the level of target groups, with no ability to solve such a problem as a complex.

Nevertheless, the ESF works with more than 30 different target groups and not all of them may currently be defined as those requiring a draft of a complex program including support to their employment, inhabitation, social integration, etc. The most probable target groups for those cross-section programmes of the support have been identified as follows:

- Young people under 25 years of age at risk of social exclusion (namely because of having no job and/or accommodation);
- Solitary mothers and low-revenue families;
- A part of the gypsy population having troubles with their social inclusion;
- Immigrants and asylum seekers requiring support to their social inclusion.

### Target of the supported sphere:

To solve on the complex basis the issues concerning selected target groups.

### Example of the complex support to integration of one selected target group:

IX/1 Support to young persons (under 25 years of age) at risk of social exclusion – their employment, requalification (if necessary), consulting in life situations, motivation, psychological support, education and provision of sanitary services, or housing / accommodation as a condition of entering or maintaining a position on the labour market.

- Transit system of gradual employment: transit from public service to social enterprises, going further to get a current job (with an initial support to employers).
- Transit system of accommodation / housing: gradual transit from a hostel or an asylum house to a social flat, going further to current rental housing (on condition of going out of poverty and returning onto the labour market).

### Target groups:

Persons social excluded or threatened by social exclusion

### Subjects provided with the support:

Labour Office; non-state non-profit organisations; municipalities; other providers of social services

### Implementation draft:

This supported sphere suggests use of **specifically focused projects** as a suitable way of implementation.

Complementary use of **mainstream projects** and **system projects** is recommended. Nevertheless, they cannot be specified now because the groups requiring special support will be selected in the last stage of preparing the system of supports / subventions.

### Suggested indicators:

Output indicators for activities within supported sphere IX (implemented primarily based on specifically focused projects) shall be determined up to the project level.

### Suggested way for evaluating supported sphere IX:

The evaluation exceeded the evaluation framework shall be made generally based on context data. Suitable indicators for context data always depend on a particular target group involved by such a complex programme. Its evaluation may be, however, made at the level of each complex programme. For that reason, methodical materials and documents shall be conceived to have a sufficient reporting value of such self-evaluations.

## **X. CREATION & IMPLEMENTATION OF LOCAL DEVELOPMENT STRATEGIES**

### **Relation to ESF investment priorities:**

Strategy of community-control local development

### **Justification of the spheres to be supported:**

Support to local development strategies is the opportunity for matter-of-fact and organisational integration of solutions to problems localised within a region and development opportunities in such region. Execution of the strategies has a great synergic potential because of allowing local subjects – that identify well particular problems of local populace and opportunities to overcome there – to go in a coordinated way. **The effect of the supported sphere would thus involve** less data overlapped and duplicated (reduction of the number of applications aimed at the same needs of the same target groups in the same region), **higher synergy** of the support (i.e. **higher efficiency and economy**) produced either by integration and cooperation, and by removal of such data overlapped, and **higher purposefulness** (orientation to specific local problems). For example, such strategies may be born by local action groups.

### **Target of the supported sphere:**

To allow for creation and development of local action groups and their strategies within social integration and employment (use of ERDF and EAFRD in cooperation with control authorities);

Meta-evaluation recommends the interventions to be goal-directed onto the local level to have successful dynamics of the environment.

### **Activities suggested in the supported sphere:**

X/1 Search for and support to establishment of local action groups and their strategies within social integration and employment, to be funded from ESF.

X/2 Support to execution of regional / local strategies with social integration and employment;

### **Target groups:**

The socially disadvantaged groups; the unemployed, inhabitants of problematic regions (i.e. regions with simultaneously high unemployment, criminality, social tension and poverty)

### **Subjects provided with the support:**

Regions, local action groups (inter-sectorial partnerships); non-profit organisations; enterprises; municipalities in selected regions

### **Implementation draft:**

The supported sphere outlines use of **specifically focused projects** as a suitable way of implementation.

### **Suggested indicators:**

The output indicators to activities in supported sphere X (implemented primarily based on specifically focused projects) shall be fixed even at the level of projects.

### **Suggested way for evaluating supported sphere X:**

Evaluation within supported sphere X as a complex should be focused mainly on the question “to what extent does the support contribute to creation and maintain of high-quality local strategies and partnerships”. Concerning the expected heterogeneity of submitted projects, no more particular evaluation questions cannot be currently formulated in line with targets of the supported sphere – in fact, those objectives will be fixed at the level of particular partnerships.

Self-evaluation schemes will also be principal in the framework of particular strategies. For that reason, this level should involve credible and relevant evaluation schemes to be fixed for evaluating real effect of such project and its contribution to fulfilment of such objectives – both on a qualitative and a quantitative basis.

Nevertheless, innovation of the access using strategies of community-controlled local development shall also involve thematic evaluations to assess the contribution of this implementation scheme for achieving objectives of the complex programme. These evaluations should be partly executed through proper meta-evaluation of strategies, to be, however, completed by other mainly qualitative methods to identify system advantages and contributions. As well, attention should be paid, however, to weaknesses of this implementation scheme in view of objectives of the programme generally (i.e. increasing employment and eliminating poverty). For that purpose, there should be some comparison made between qualitative contributions and weaknesses of local development strategies compared to standard implementation of the support through insulated projects of submitters. Key methods for the evaluation consist of case studies, expert panels, DELPHI panel, focus groups and other methods of participative evaluation (the “participants” should predominantly be managers of local development strategies and other members of local communities involved in the strategies, being active in the sphere supporting employment, fight against poverty and social inclusion – head representatives of municipalities, non-profit organisations, labour offices, etc.).

### **Key evaluation questions for general assessment of the implementation scheme:**

- How does the support contribute to creation and maintain of high-quality strategies of the community-controlled local development?
- How does the implementation scheme of the strategies for community-controlled local development contribute to achievement of the programme’s objectives? What are its contributions and advantages compared to standard (individual) implementation schemes; and on the contrary, what new barriers in achieving the objectives does it generate?

- What aspects are principal for suitability or unsuitability of the implementation scheme? Under what structural conditions is the tool the most efficient solution in achieving the objectives of the programme, and on the contrary, under what structural conditions it didn't work?
- What are key determinants for creation and development of high-quality (and sustainable) local partnership that solves highly efficiently local problems of employment and social inclusion? What conditions are decisive for existence of a viable local-development strategy? By contrast, what aspects involved by implementation of strategies do immediately produce poor efficiency and failure of any solution?

For evaluation methods and schemes: see above;

## 2.4. *Priorities of Supported Spheres*

Concerning the spread of suggested supports and activities and the expected ESF requirements on concentration, the author of the report selected 4 priority spheres to be focused on by ESF support.

These priority spheres were selected to be in compliance with the following:

- (i) With priorities fixed by Europe 2020 Strategy;
- (ii) With investment priorities of the draft of ESF regulation for 2014 – 2020;
- (iii) With national priorities for employment and fight against poverty;
- (iv) With outputs of the analysis of current and expected issues and needs in employment and fight against poverty (Part I of the present report).

Priority spheres are these:

- I. Support to creation of sustainable jobs;
- V. Support to public employment services;
- VI. Support to fight against poverty and against accompanying socially undesirable phenomena;
- VIII. Development of providers of social services.