



European Construction Sector Observatory

Policy measure fact sheet

Czech Republic

Support for the Construction of Supported
Housing (SCSH)

Thematic Objective 1

November 2019



In a nutshell

Implementing body	Ministry of Regional Development
Key features & objectives	Grant funding programme that supports the construction, acquisition and/or renovation of care homes, senior community homes and starter homes. The aim is to increase the supply of supported housing for people in challenging circumstances due to age, disabilities, health issues and low income.
Implementation date	1998 (PB and VB Programmes) 2015 – 2019 (PB, VB and KoDuS Programmes)
Targeted beneficiaries	Low-income households, the elderly and people with disabilities or living in a difficult social situation.
Targeted sub-sectors	Residential and care services
Budget (EUR)	Funding provided: <ul style="list-style-type: none"> • 15 million (2017) • 11.1 million (2018) • 10.8 million (2019)
Good practice	★ ★ ★ ☆ ☆
Transferability	★ ★ ★ ☆ ☆

According to the most recent estimate by the Ministry of Labour and Social Affairs (MoLSA) in 2016¹, the number of homeless people and those at risk of homelessness in the Czech Republic is growing fast. Rapidly increasing property prices, levels of debt, unemployment, evictions, family instability, and the lack of affordable rental housing are some of the major factors behind the problem.

There are 119,000 people at risk of losing their homes and 68,500 people without homes, of which 11.9% are under 18 and 10.3% are over 65².

Statistical data from 2013³ shows that 14.6% of the Czech population are at risk of social exclusion. The elderly and disabled are particularly affected by the

increase in housing and rental prices. Data on health is scarce, but a study conducted in 2016 estimated that in night shelters, 5-30% of guests are people with physical or mental disabilities⁴.

To address the social housing challenge, the Ministry of Regional Development (MRD) launched the latest edition of the Support for the Construction of Supported Housing Programme (SCSH) in August 2015 (Government regulation No 104/2015 Co), as part of the National Housing Support Programme. The SCSH programme was originally launched in 1998.

Table 1 provides an overview of current construction and housing support programmes, how they fit together and what they support. The Ministry of Regional Development and the State Housing Development Fund are responsible for running these programmes.

Table 1: Construction sector support programmes

Housing Support Programmes		Housing Construction	Housing Acquisition	Renovation & Repairs	Energy Efficient Improvements	Environmental Improvements
MRD	Housing Support Programme	Apartments Without Barriers			•	
	Support for Construction of Supported Housing	Carer homes (PB)	•	•	•	
		Senior community homes (KoDuS)	•	•	•	
		Entry flats (VB)	•	•	•	
SHDF	Panel 2013 + Housing Programme				•	•
	Loan Programmes for Young People	Programme 600: Loans for housing purchase or construction (up to 15/8/18)	•	•		
		Programme 150: Loans for housing renovation or modernisation (up to 15/8/18)	•	•		
		Housing Purchase/Modernisation Support Programme for Young People (since 15/8/18)	•	•	•	
		Element Programme - Housing reconstruction after natural disasters	•	•	•	
		Municipal Construction Programme	•		•	
		Rental Housing Development Programme	•		•	
	Housing Estate Regeneration Programme					•

Source: Ministry of Regional Development and State Housing Development Fund, 2019⁵

The SCSH programme supports the provision of housing for people in challenging social circumstances that have difficulty accessing housing. Examples include people on their own in

old age, people with health issues and people with low incomes.

The programme provides grant funding to legal entities, associations or municipalities. The funding supports the development (construction, acquisition and/or renovation) of care homes, senior community homes and starter homes (for people with low incomes).

The latest edition of the programme has been broadly successful thus far. Each year, the full annual budget has been awarded to housing development projects. Demand has even

outstripped the available budget, year on year since 2015, by over 100% overall. The funding awarded has helped to deliver 2,667 social homes since 2015, although the lack of clear quantifiable objectives makes it difficult to accurately assess the extent of the programme's success.

The key improvements recommended are greater funding to meet demand, clearer and more measurable objectives, and a more flexible and applicant-friendly funding process.

1.

General description

The Support for the Construction of Supported Housing (SCSH) Programme provides housing to people that face difficulties accessing it, whether it is because of their age, their state of health or their financial circumstance.

The strategic objectives of the SCSH are to:

- Increase in the availability of housing, in particular, for people with lower incomes, and those that are considered to be at a higher risk of social exclusion, such as elderly people on their own⁶;
- Revitalise residential properties, since most of the residential blocks were built between 1954 and 1994 with prefabricated technologies throughout the country⁷;
- Support disadvantaged people who generally do not have sufficient income or funds to secure housing at market prices, in particular low-income families, those who suffer from discrimination and people with disabilities⁸.

The SCSH provides grant funding to support three types of housing:

- Construction of **Care Homes (PB)** for people with low incomes that are in need of care, such as people in older age (65+) and/or those with health problems or disabilities. The purpose is to provide appropriate housing that enables residents to be self-sufficient and independent, while also receiving social care services;
- Provide **Starter Homes (VB)** for people that: a) are on low incomes but are able to meet their rental obligations; and b) can prove that either their family is at risk or they are living in a difficult social situation. This category includes: people with refugee status who participate in the State Integration Programme; people who are serving prison sentences or are finishing rehabilitation programmes; and people with mental and emotional disabilities, living in asylums or halfway houses;

- Provide rental housing in **Senior Community Homes (KoDuS)** for senior people (60+) on low incomes in multi-dwelling buildings consisting of 10 - 25 apartments and shared spaces. The aim is to foster interpersonal relationships, allow for a community way of life and preserve and increase self-sufficiency and independence for people in the target group.

According to the SCSH programme, the key indicator used to evaluate the success of the programme is the number of social dwellings that are delivered with the support of SCSH funding. However, quantifiable objectives for the programme have not been published, which poses a problem for any evaluation. It is hard to measure success without establishing targets against which to compare achievement.

The SCSH programme is renewed annually and does specify funding objectives to support social housing construction and acquisition. Table 2 lists the total amount of funding that the MRD announced would be available in 2019 per type of social housing delivered and the maximum grant funding that an eligible applicant can receive for the construction and/or acquisition of each dwelling.

Table 2: Funding for the construction of supported housing, 2019

Subsidy titles	Total funding available (M)	Form and amount of aid
Care Homes (PB)	EUR 5.4 M (CZK 140 M)	EUR 23,176 (CZK 600,000) per apartment built
Starter Homes (VB)	EUR 1.5 M (CZK 40 M)	EUR 21,245 (CZK 550,000) per apartment built. EUR 15,450 (CZK 400,000) per apartment acquired.
Senior Community Homes (KoDuS)	EUR 5.4 M (CZK 140 M)	EUR 23,176 (CZK 600,000) per apartment built

Source: Ministry of Regional Development, 2019⁹

Eligible expenses under the programme include:

- Construction or acquisition of Starter Homes;
- Construction of Care Homes or Senior Community Homes;
- Demolition work except for the demolition of the original building;
- Equipment on site;
- Inspection and testing;
- Landfill;
- Dismantling and disposal of existing equipment;
- Landscaping and construction work for the construction of an apartment / house;
- Transport of material.

Ineligible expenses under the programme include:

- Acquisition of land or buildings;
- Project documentation;
- Construction supervision;
- Preparation of the grant application.

Grant funding is awarded by the Ministry for Regional Development in accordance with European Community legislation under the ‘SGEI - de minimis’ rule.

Grant beneficiaries are usually legal entities or associations and social cooperatives, as well as churches and church organisations. In the case of Care Homes and Senior Community Homes, municipalities may also apply for grant funding.

SCSH grant applications can be completed and submitted online to the Ministry for Regional Development within the timeframe stipulated by the open call procedures. Applications that meet the mandatory requirements are scored according to the assessment criteria and then ranked according to the number of points from the most scored to the least scored. The selection of suppliers and the award of contracts are both governed by the Methodological Instruction for the Beneficiaries of the Housing Support Programme 2016-2020¹⁰.

Awarded grants are paid into the beneficiary’s bank account, once the beneficiary has submitted the original invoices in relation to the activity being funded. Beneficiaries must also submit a cover letter listing the work performed, with confirmation of completion by a technical supervisor. If the beneficiary is a municipality, the subsidy will be paid to an account, in accordance with Act No. 218/2000 Coll¹¹. All the information about the basic requirements, the evaluation criteria and results of assessment of applications are available on the Minister of Regional Development website¹².

In the case of new apartment construction, several strict conditions must be respected in terms of the use of grant funding and the management of supported apartments. Depending on the type of subsidy, the following conditions must be met, as shown in Table 3.

Table 3: Construction conditions

Type	Strict conditions in construction
Care Homes and Starter Homes	<ul style="list-style-type: none"> • Floor area not to exceed 50m²; • Residential social services cannot be provided in apartments; • Social care services must be available in the municipality;
Senior Community Home (KoDuS)	<ul style="list-style-type: none"> • Number of apartments from 10 to 25; • Floor area not to exceed 45m²; • Floor area of shared space must be at least 40m² with year-round usability and access to the road for all tenants; • The subsidy can finance the entire construction, including shared premises.

Source: State Housing Development Fund¹³

2.

Achieved or expected results

The current edition of the SCSH sub-programme, which was launched in 2015, has implemented five calls for grant applications. The full schedule is shown in Table 4.

Table 4: SCSH call implementation schedule

SCSH calls	Opening date	Closing date
Call 1	15.10.2015	30.10.2015
Call 2	30.10.2015	15.01.2016
Call 3	17.10.2016	10.01.2017
Call 4	13.10.2017	05.01.2018
Call 5	05.11.2018	01.02.2019

Source: Ministry of Regional Development¹⁴

Examples of projects that have been successfully implemented with SCSH programme support are:

- **11 PB - PČB Hustopeče:** A care home containing 11 residential units was built at Žižkova street, Hustopeče, to provide social housing for persons over 65 years of age and/or persons with reduced self-sufficiency. The City of Hustopeče received a grant of EUR 257,795. The funds were used to build two storey buildings with lifts and full wheelchair accessibility¹⁵;
- **Bj 8 PB-PČB Lipovec:** A new building consisting of 8 apartments aimed at supporting people in a difficult life situation mostly due to old age and loneliness, was built in Lipovec village. The council received EUR 354,451 in grant funding. These apartments are single person dwellings, they are small in size, with a small private terrace and a common area for socialising with other residents¹⁶;
- In **Dolní Bukovsko**, 24 apartments in 2 buildings were built using part of a EUR 792,399 grant awarded by the SCSH programme. The completed building also features 2 paediatrician's offices¹⁷;
- In **Brno**, a former (commercial) office building was converted into a residential building for 11 senior citizens. The building consists of 9 rooms, common areas and sanitary facilities covering more than 400m². The total reconstruction of the place cost EUR 278,346. The apartment's

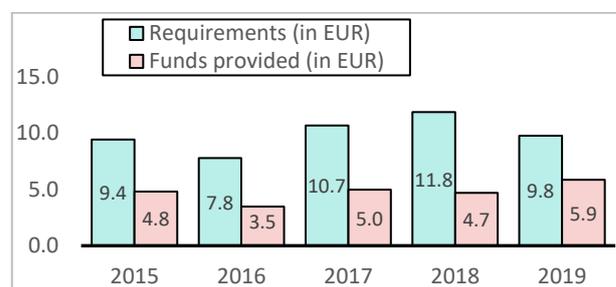
rental is run by the Social Services Centre with a cost set at 2 Euros¹⁸.

Figure 1 shows the total amount of care home funding requested by applicants and the total amount of funding provided by the MRD, on an annual basis between 2015 and 2019.

The main finding is that the funding provided equates to approximately half of the funding requested by applicants each year. The funding available each year was fully allocated, which indicates that the demand was greater than the supply.

Funding demand and supply also fluctuated year on year. This is largely due to changes in the level of funding provided by the MRD each year, as they place more emphasis on some funding objectives than others. Demand is also impacted by the take up of other types of government support available. For example, elderly and disabled citizens that may be eligible for a care home placement may choose to apply for a 'care allowance' (příspěvek na péči) or a special aid allowance (příspěvek na zvláštní pomůcku).

Figure 1: Care Homes – Funding requested and provided (by the MRD), 2015-2019 (EUR millions)



Source: Ministry of Regional Development, 2019¹⁹

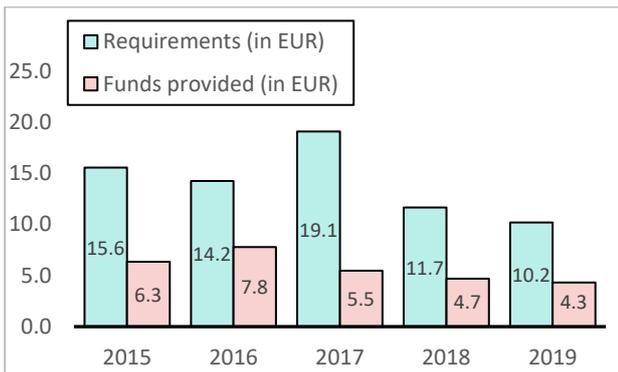
Utilising the cost per apartment built in Table 2 (EUR 23,176), one can estimate that the funding awarded between 2015 and 2019 has supported approximately 1,031 care home apartments.

Figure 2 presents the total amount of senior community home funding requested by applicants

and the total amount of funding provided by the MRD, on an annual basis between 2015 and 2019.

The data shows that funding demand and supply has fluctuated from one year to the next. The main reason is the same as explained in relation to Figure 1 – changing annual emphasis given to one line of funding compared to another. The difference between funding demand and supply in this case is more marked, than in the case of care homes. Demand was particularly high between 2015 and 2017, reaching a peak in 2017. However, the availability of funding has not been able to satisfy that demand. In fact, the data in Figures 1 and 2 shows a broadly rising level of funding being provided to support care homes since 2016, with a reverse pattern occurring in relation to senior community homes.

Figure 2: Senior Community Homes – Funding requested and provided (by the MRD), 2015-2019 (EUR millions)

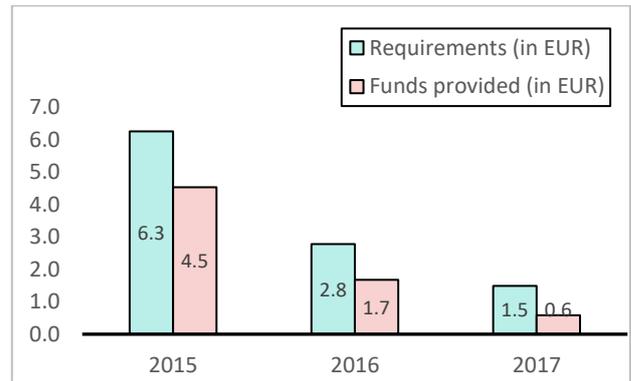


Source: Ministry of Regional Development, 2019²⁰

Utilising the cost per apartment built in Table 2 (EUR 23,176), one can estimate that the funding awarded between 2015 and 2019 has supported approximately 1,234 senior community homes.

Figure 3 shows the total amount of Starter Home funding requested by applicants and the total amount of funding provided by the MRD, on an annual basis between 2015 and 2017. The latest data available is up to 2017. The main observations are that: a) there is less demand for starter home funding, compared to the other funding types; and b) there is a downward trend in funding demand and supply, year on year. However, there is generally less disparity between the demand for this type of funding and the funding provided.

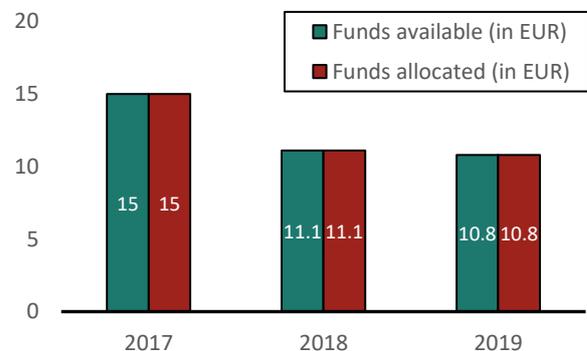
Figure 3: Starter Homes – Funding requested and provided (by the MRD), 2015-2019 (EUR millions)



Source: Ministry of Regional Development, 2019²¹

Overall, Figures 1 to 3 point to a general conclusion. The demand for funding across each of the housing types is significantly higher than the funding made available by the MRD. As shown in Figure 4, all available funding was fully allocated each year. One can therefore conclude that additional funding is needed to match the demand.

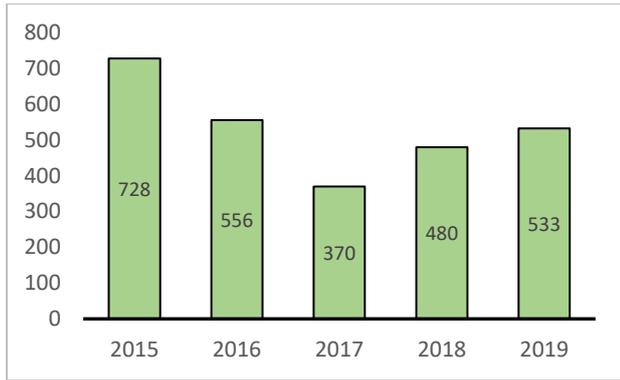
Figure 4: Comparison between funds available and allocated by MRD, 2017 – 2019 (EUR millions)



Source: Ministry of Regional Development (MRD), 2019²²

Figure 5 displays the number of homes delivered by the SCSH programme between 2015 and 2019, according to the data published by the MRD. Although this data does not provide a breakdown of delivery by housing type, the MRD has funded 2,667 supported homes between 2015 and 2019. Supported housing delivery has been steadily increasing year over year since 2017, having fallen sharply between 2015 and 2017.

Figure 5: Number of homes delivered by SCSH programme, 2015-2019



Source: Ministry of Regional Development (MRD), 2019²³

The MRD has organised several information seminars for the public to raise awareness about the programme. They have focused on providing information on the programme’s rules, its requirements, associated benefits and opportunities, and advice about the most

frequently mistakes made by applicants. Participation in the seminars is free in charge and open to a maximum of two persons per subsidy applicant.

In addition to these events, the MRD also organise free consultation days. Municipalities, bodies and citizens are invited to discuss cross-sectional housing issues, including rental housing, and legal and administrative issues. Furthermore, the State Housing Development Fund has developed a web portal which provides access to important information about the seminars, success stories and the calls for applications.

3.

Perspectives and lessons learned

Demand for funding through the SCSH programme has consistently outstripped the supply of funding each year, as shown in the previous section. This demonstrates the popularity of the programme. It indicates that there is a strong need for supported housing across the country, as well as financial assistance to fund its development.

SCSH is particularly appealing to municipalities, because it enables them to provide housing to those in their communities that are most in need and at rental prices that they can afford, even on low incomes. Smaller municipalities often have to contend with high unemployment rates. They also tend to be the most affected by financial constraints and therefore find it difficult to build enough social housing for those that need it. The SCSH programme is an important support instrument that can help them improve housing supply at local level²⁴.

Beyond helping them building new housing, it also enables municipalities to transform abandoned buildings into suitable living spaces. The Silesia district of Ostrava, for example, received an SCSH grant of EUR 430,450 (CZK 11 million) to cover almost 50% of the total cost of a supported housing renovation project. The building's facade, roof and floor were renovated, and the windows and doors were replaced. SCSH funding made the difference, enabling the development of 23 apartments for the elderly, with a monthly fee of EUR 2.23 (CZK 57) per square metre²⁵.

SCSH programme has revealed a few issues that need to be addressed. For example, stakeholders point out that grant funding for senior community homes does not take increases in senior service costs into consideration. If combined with a lack of low-cost inpatient health services at municipal level, these types of cost increases could potentially lead to elderly people with low incomes losing their homes²⁶.

Another issue is related to the SCSH funding process. There are time constraints imposed by the application and funding process which stakeholders consider to be too restrictive. The use of time limited calls for applications, some argue, may limit participation. Municipalities also highlight the lack of time between submitting a grant application and completing and approving a construction project²⁷.

The annual SCSH budget is another important issue raised by stakeholders. Demand for funding each year has tended to exceed the available funds by over 100% (requests versus grants awarded). Current funding levels are therefore below the level of what is needed to address the social housing challenge. In contrast however, a Manager at the Union of Towns and Municipalities of the Czech Republic (SMO ČR - Svaz měst a obcí ČR) points out that there is some concern about how the real estate market and welfare state may be affected as state investments in social housing increase. The concern is that sizeable increases in social housing supply may drive up house prices in other areas, as well as providing households with an economic motive to meet their housing needs at the expense of the state²⁸.

In response to these challenges, the MRD is working to improve elements of the programme to make it more attractive. Examples include plans to introduce open calls and the extension of grant funding to medium-income households and to certain public service professions, such as doctors, teachers or police officers. The main aim is to:

- negotiate a threefold increase in the SCSH budget, of which two thirds should be earmarked for subsidies and the other part for soft loans; and
- increase the supply of municipal rental housing to address market demand²⁹.

4.

Conclusion and recommendations

The overall conclusion is that the SCSH programme has been broadly successful, albeit with plenty of room for improvement. This conclusion is in spite of the lack of clear quantifiable indicators with which to accurately measure the supply of supported housing under the programme (against specific targets).

The main reasons behind this conclusion are that the programme has:

- Achieved a supported housing supply rate over a 5-year period that is equivalent to 48% of the rate recorded between 1998 and 2007;
- Successfully awarded 100% of the available SCSH budget to support the delivery of 2,667 supported homes.

Nevertheless, there are also opportunities to improve the SCSH programme. The funding process should be more flexible to enable applicants such as municipalities to have sufficient time between submitting a grant application and completing and approving a construction project. Where possible, open call procedures should enable applicants to seek grant funding at a time that suits the development plans.

The oversubscription to the SCSH programme implies that the support on offer is in high demand. Greater investment in the programme would allow satisfying the demand's needs. In turn, this would help address the issue of social housing by assisting a larger number of social housing.

In 2019, for example, more than EUR 10 million in funding requests were rejected, of which 55% were related to Senior Community Home projects. To maximise the impact of the programme, the MRD is recommended to seek greater levels of funding from the national government. Alternative sources

of finance should also be explored, such as those available through the private lending market. Diverse forms of investment might help the programme to achieve both scale and sustainability.

Greater attention should be given to increasing support for the delivery of starter homes and to attracting more applicants to undertake these types of development projects. Demand for starter home grants was noticeably lower than for the other types of grants. More focus on awareness raising about this form of support might help to increase demand.

On a scale of 1 (low) to 5 (high), the SCSH programme is ranked as a 3-star 'good practice'.

This score is a fair reflection of the positive results that have been achieved thus far, tempered by a number of issues and areas for improvement. With clear quantifiable indicators in place with which to assess achievement, a budget that is more commensurate with demand, and a more flexible and efficient application and funding process, the SCSH would warrant a higher score.

On a scale of 1 (low) to 5 (high), the SCSH programme is ranked as a 3-star 'transferable practice'.

The reasons are similar to those given in relation to 'good practice'. There is the potential for this programme to become a more transferable measure, providing key financial, procedural and management improvements are implemented. With increasingly ageing populations across Europe, the specialised social housing development work being supported by the SCSH, such as care homes and senior community homes, will certainly help to inform European policy learning.

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