



## **SOCIAL SEEDS European Standardized Evaluation and Support System**

Policy Diagnostic Tool for Policymakers and Social Enterprises



European Union  
European Regional  
Development Fund

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## **I. Foreword**

Recent years have seen a burgeoning interest in social enterprises (SEs) across Europe, strongly driven by a growing recognition of the role social enterprises can play in tackling emerging challenges. Particularly in the current period of economic and social recovery, social enterprises are able to bring innovative solutions for social cohesion and inclusion, job creation, growth and the promotion of active citizenship.

Social enterprises contribute to smart growth by responding with social innovation to needs that have not yet been met. For instance, many social enterprises take it for granted to encourage workers to learn and update their skills. They also create sustainable growth by taking into account their environmental impact and by their long-term vision. For example, social enterprises often develop efficient ways to reduce emissions and waste or use natural resources. In addition, social enterprises are at the heart of inclusive growth due to their emphasis on people and social cohesion: they create sustainable jobs for women, young people and the elderly. It is precisely the positive impact of social enterprises on society, the environment and communities which can contribute to implementing the Europe 2020 Strategy and the aim of the Single Market Act for a 'highly competitive social market economy'.

## **II. SOCIAL SEEDS Policy Diagnostic Tool in a nutshell**

The **European Standardized Evaluation and Support System** is a single access point for statistical information, analysis and mapping of social enterprise and social innovation policy in Europe. More precisely, the policy diagnostic tool acts as a comprehensive map of social enterprises in Europe, specifying their characteristics, their business model, economic weight, cross-border growth potential, applicable rules and criteria for legal statuses. It is primarily aimed at European, national, regional and local policymakers and social entrepreneurs.

It is an initiative run by the SOCIAL SEEDS project financed under the European Commission's INTERREG EUROPE Programme and aims to promote the development of more sustainable social enterprises in Europe, notably with a view to promoting 'highly competitive social market economy' that enables social enterprises getting better access to market(s), access to (blended) finance, stable legal environment, supporting structures and internationalisation activities through tailored public and private financing.

The ultimate objective is to help Member States and regions to design smart specialisation and social innovation strategies that will help social enterprises to develop new, European regulatory framework for social (impact) investments, promote mutual learning and capacity building among regions and last, but not least, exploit Community programmes in support of social entrepreneurs as part of the Europe 2020 Strategy.

### III. Challenges for making policies in the Social Enterprises sector

Social enterprises (SEs) are proven to play an important role in addressing social, economic and environmental challenges, fostering inclusive growth, increasing social cohesion, nurturing local social capital, supporting democratic participation and delivering good quality services. They also have shown more resilience during the economic and financial crisis and created more jobs than they destroyed. These are all good reasons why policies should support social enterprise creation and development, not to mention the studies that show how public money spent to support job creation or the provision of goods and services by social enterprises represent a more efficient way of utilising resources than alternative methods. **Therefore public policies supporting social enterprises allow governments to meet employment and other challenges in a more effective and efficient way, while at the same time improving the spending of public money.**

Since 2010, the European Commission has devoted dedicated political attention to the social economy enterprises that employ more than 11 million people – about 6% of the EU's employees – and represent approx. 10% of all businesses active in the European Union creating social innovations:

“Within a few years, policy support for social innovation has moved towards the centre of the political agenda. Inside the European Commission, the number of services involved has grown and a ‘social innovation’ culture has spread in support of the Europe 2020 Strategy and its implementation.

Over the years strong legal and institutional mechanisms have been created aiming at primarily supporting social innovations: recommendations of the Social Business Initiative (SBI) have been further tailored by a permanent stakeholders group (GECES - Expert Group on Social Entrepreneurship) in order to define frameworks for Member States. This initiative has given birth to many projects and achievements, among which the ‘Strasbourg event’ of January 2014 (cf. Part I, § 3.4) was a hallmark” (EC, 2014, p11) and the signature of the ‘Bratislava declaration’ of November 2016.

Across Europe, social enterprises face a number of important barriers related to legal and regulatory frameworks, financial resources, access to markets, business support and development structures, training, and workforce development. A business environment conducive for social enterprises to emerge, consolidate and thrive is required. **Public policies should create an enabling eco-system to developing social businesses and facilitating, among others, access to funding.**

But establishing useful frameworks for social enterprises implies that policymakers adopt a systemic vision of social entrepreneurship and the contribution that it can make to the improvement of economic and social wellbeing. This way the framework would be tailored to suit social enterprises’ needs and created in such a way as to optimise their impact.

Policy diagnostics should better address the following key areas for national and local policy action:

- to promote social entrepreneurship;
- to build enabling legal, regulatory and fiscal frameworks;
- to provide sustainable finance;
- to offer business development services and support structures;
- to support access to markets and to support further research.

It is important to adopt a holistic approach to support social enterprises and that an internal coherence is pursued among the different components within the enabling environment.

The goal of this study is to describe and show the results and usage of the latter two points, the diagnostic tool and the solution scenarios as well.

## IV. Methodical considerations

### 4.1 World Bank interpretation of social entrepreneurship policies

As the European Commission mentions, (EC, 2014) there are a number of successive reports and initiatives measuring the impact of social innovation and social enterprises, mostly with the goal of realising the economic potential and giving an answer for the economic challenges lying ahead.

One solution is provided by the World Bank, which is based upon the economy focused understanding of the Social Enterprises sector:



Fig.1 Social Enterprise Sector- a model of the World Bank, source World Bank, 2016

“While definitions for ‘Social Enterprise’ vary, there is a widely-held agreement around four conditions:

1. **Financial sustainability and profit structure:** A clear and sustainable funding model exists, which addresses the ability of the organization to generate revenue. This revenue may or may not fully fund operations.
2. **Social mission and priority:** There is a social (or environmental) mandate for the organization, and that mandate is prioritized roughly equivalent to financial objectives. The organization has an emphasis on social value creation.
3. **Target beneficiary and business model:** The organization provides life-changing products or services to the BoP, and someone is willing to pay.
4. **Self-identification and/or legal definition:** While legal definitions of social enterprises are applied inconsistently across national geographies, it is important that the organization have some measure of self-awareness of their unique organizational structure.” (World Bank, 2016)

OECD applies the following set of criteria when defining the social enterprise sector, as a whole:

1. Measuring environmental conditions: e.g. characteristics around financial capital, infrastructure, and the political and legal environment,

2. Actors: e.g. the most salient actors of interest, namely social enterprises themselves, beneficiaries of social enterprises, government entities and intermediaries,
3. Interactive forces: e.g. patterns of supply and demand.

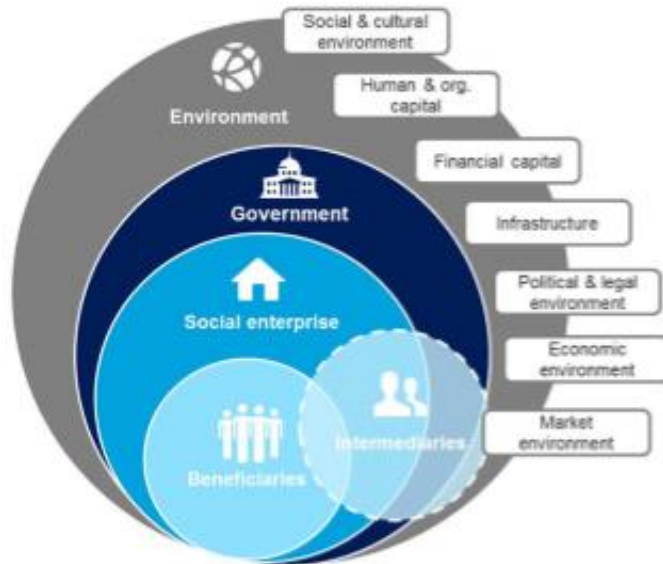


Fig.2 Social Enterprise Sector – A model created by the World Bank, source World Bank, 2016

The methodology applied by the World Bank is a complex and elaborate one, as it can be seen on fig. 2. However, with its broad aspect of measurement, the methodology does not provide additional insights and information to policymakers in terms of **designing policies for the social enterprise sector in Europe**.

#### 4.2 OECD interpretations of social entrepreneurship sector

In order to create evidence-based policy diagnostic tool to policymakers that holds the potential to not only illustrate the state-of-the-art of the sector itself, but to orientate and further drive policy interventions and measures already implemented, the OECD publications offer valuable inputs:

- Entrepreneurial Activities in Europe - Social Entrepreneurship (2013)
- Policy Brief on Scaling the Impact of Social Enterprises (2016)
- Policy Brief on social impact measurement for social enterprises: Policies for social entrepreneurship (2017)

The results of the studies mentioned above comply with the findings of SOCIAL SEEDS' good practice inventory based on the Quintuple-helix Collaboration Models.

*Within SOCIAL SEEDS, a total of 24 good practices have been identified with the aim of providing a portfolio of proven solutions on social enterprise acceleration practices. Good practices have been identified and collected from all SOCIAL SEEDS partner countries, namely from Hungary, the Czech Republic, Italy, Slovenia, Poland, Belgium and Estonia. (Synthesis report on social enterprise ecosystems)*



Based on primary data collection and in-depth interviews with stakeholders conducted in the frame of Regional Stakeholder meetings, seminars and study- visits, the following main policy gaps have been identified:

- Well-functioning ecosystem (e.g. legal and regulatory framework),
- Policy niches in vertical and horizontal policies
  - *Access to market*
  - *Access to finance*
  - *Business support structures*
  - *Training and research*
  - *Visibility*
- Policy measures facilitating social entrepreneurship.

By synthetizing our primary research results (e.g. SOCIAL SEEDS good practices) and secondary research results (e.g. OECD publications and desk research), the following model can be composed for the identified policy diagnosis 'assessment' areas:



Fig.3 Assessment of policy ecosystems for social enterprises, source: Bulakovskiy, 2017

As it can be seen on figure 1, the scope of the OECD and SOCIAL SEEDS methodologies are those which are the foundations of any corporate activity (be it a social enterprise or not), while the main differences between the two approaches are the scope and the target group.

OECD's version emphasises the role of the social entrepreneur and it measures activities at the social enterprise level. As described below:

The methodology is a 'self-assessment on-line tool for the local stakeholders of the inclusive and social enterprise ecosystems based on their perceptions and knowledge. A learning tool for everybody interested in inclusive and social entrepreneurship.' (Bulakovskiy, 2017, p8)

SOCIAL SEEDS' version, however, has a twofold focus:

- On one hand, it aims to measure the needs of social entrepreneurs,
- On the other hand, it puts a greater emphasis on policymakers themselves - the goal is to measure the policy climate and effectiveness of the policy measures on the local community in order to identify and signal the key areas where policies must be changed or improved for the sustainable development of the social sector.

Applying a comparable and compatible model with the OECD version, SOCIAL SEEDS policy diagnostic tool enables the following set of benefits to both policymakers and social enterprises:

- Results gathered in both systems may comply with each other further enabling dialogue and bottom-up decision-making structures involving both sides of the stakeholders in formulating policies and strategies,
- On the other hand, once stakeholders get familiar with the logical frame of the policy diagnostic approach, then they will be more capable influencing policies and strategies affecting their daily operation.

**Motivated by the above challenges, the mission of the SOCIAL SEEDS policy diagnostic tool is to comply with the OECD methodology.**

## V. Policy Diagnostic Tool // Overview

The idea behind the policy diagnostic tool is, that it must be clear for all audiences, easily accessible by the main target group (policymakers) and has to be on a level that it is understandable in all parts of Europe. To ensure this the standardized approach is adopted and all topics touched by the tool are designed in a simple and yet effective manner, as it follows:

All assessment topics fully integrate the following elements:

- SOCIAL SEEDS online survey data collection on social enterprises and policymakers dealing with social innovation and social entrepreneurship policies,
- A set of statistical evidence that further specifies the business and legislative framework in which social enterprises operate,
- SOCIAL SEEDS good practices identified and collected by partners,
- Summary and solution 'scenario' <sup>1</sup>recommended - depending upon observations and trends in the sector.

### 5.1 Legal and regulatory framework

#### Questions:

#### **Q1.1: Is there any codified strategy or initiative on social enterprises in your territory?**

During the question the following answers can be given:

- a.) There is a lack of codified strategy on social economy (social enterprises) and social innovation in the given territory
- b.) The strategy on social enterprises is under preparation for the moment.
- c.) There are new government initiatives facilitating the social enterprises to thrive
- d.) There is strategy on social economy (social enterprises) and social innovation as well

This section provides insights into the policy intervention areas covering the social economy. It gives information about which areas are codified or yet to be codified in the region regarding social enterprises.

#### **Q1.2: Is there any legal form recognized for social enterprises in your territory?**

- a) There is only national definition on social cooperatives, however, other types of social purpose organizations are not recognised.
- b) There are legally or institutionally recognised forms of social enterprise that are often 'hidden' among existing legal forms, most notably amongst:
  - Associations and foundations with commercial activities;
  - Cooperatives serving general or collective interests;
  - Mainstream enterprises pursuing an explicit and primary social aim.
- c) The notion of social enterprise as articulated in national laws and/or policy documents, narrowly focuses on work integration social enterprises (WISEs) or strong understanding of the third sector

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<sup>1</sup> Please take note that solution scenarios will be shown in greater detail in the following chapter.

- d) The 'EU operational definition' of social enterprises or national definitions are widely applied in the territory

This section provides better understanding of the role social enterprises play in policymaking. Connection to smart specialization strategy demonstrates straightforward strategic thinking and further opportunities for the sector to thrive.

**Q1.3: Do you agree with the following statement: social economy is a priority among policymakers in your region / country?**

Available answers:

- ❖ Yes
- ❖ No

This section reflects to the simple question: As stakeholder, do players feel that social economy is an integral part of the economy in the region. If the answer is yes, the economy is on a proactive track of identifying and realizing key social and innovation trends for the following years.

**Q1.4: At what stage(s) of growth are social enterprises supported through financial and non-financial instruments?**

Available answers:

- a.) Seed phase social enterprises are supported
- b.) Seed and start-up phase social enterprises are supported
- c.) Seed, start-up, early-growth stage social enterprises are supported
- d.) Seed, start-up, early-growth and later-growth stage social enterprises are supported

This section provides information on Member States / Managing Authorities willingness to develop wider and more effective support for social enterprises in the next programming period. Answers are directly linked to section "Business support structure" and "Access to finance" topics as well.

**Statistical background:**

The effectiveness of the regional social enterprise regulatory framework is also measured by classic statistical solutions. The regulatory framework is supported by:

- ❖ The Global Competitiveness Index- Institutions index (WeF 2017) The institutions composite index measures the effectiveness of public and private institutions and marks the effectiveness of the field on a scale of 1 to 7 . Also being available as a country/economy index it can effectively be used in the ranking of the given region at hand and showing its place among its neighbours.
- ❖ World Bank Credit- strength of legal rights index. This index shows how well creditors and debtors can protect their legal rights, and how well credit procedures are protected.

**Good Practices:**

A selection of SOCIAL SEEDS best practices available for browsing. There are two good practices that are placed here for showcasing regulatory opportunities and good examples to follow:

KORENIKA Social Farm for its down to earth yet effective approach of handling matters and cooperating with an enabling regulatory and policy framework

RECOSI- the Social Franchise which is a best practice itself for creating modern legal form of operation for a social business and spreading it with the cooperation of a multi-role stakeholder group.

Legal and regulatory framework section measures the available legal options for social entrepreneurs and also assesses how well their operation is described and separated from other business forms in the given region. It is extremely important to separate SEs from other businesses as this target group has specific regulatory needs, e.g. concession law for employing handicapped people, regulations to support their public benefit actions and also to develop their businesses as well.

## 5.2 Access to finance

### Questions:

#### Q1.1: What sort of capital is accessible to social enterprises in your territory?

Available answers:

- a.) Government funding is frequently applied by social enterprises.
- b.) Besides government funding, there is a growing interest towards conventional loans provided by social enterprise accelerators / intermediaries.
- c.) The wide portfolio of financial instruments are accessible to social enterprises ranging between grants, equity, venture capital, hybrid instruments.
- d.) c+ Social impact investment is also available in the territory.

This section provides a snapshot of the social impact investment landscape of the given territory. The more frequently the institutionalized investors are included, the more developed the financial ecosystem and thus, the social enterprise landscape is.

Q11.2: Is there any call for proposals addressing social enterprises where grant + loan scheme (combined instrument) has been designed?

Available answers:

- a.) Grants contain only non-refundable elements.
- b.) Grants are combined with loan schemes.
- c.) Grants are combined with equity schemes.
- d.) Grants are combined with VP/SI schemes.

This section illustrates the policymaker's collaborations with financial intermediaries. If the answer is no, there is an opportunity to correct this flaw by creating a new support model, where not only grants, but loans are involved. This accentuates the business part of social enterprises, as loans have to be repaid over a period of time, thus social enterprises must offer a "sufficient enough" level to be able to repay these loans. This way business effectiveness can be promoted in the social investment sector.

### Statistical background:

There are a number of composite indexes, which help better determine the access to finance of social enterprises in any given region of Europe, these are the following:

- ❖ EUROSTAT SAFE research – country profile (EC, 2017b, <https://ec.europa.eu/docsroom/documents/26627>) Country profiles are two pagers of comprehensive analysis's for better determining the financial climate of the given country. The datasheet is publicly available and gives not only the prime sources of

finance in an economy **but what the SMEs use the finance for as well, which is a key insight in determining what policy to promote in a given economy.**

- ❖ EUROSTAT SAFE research- Q0 Most important problem a firm is facing (EC, 2017b)  
The detailed question database is downloadable from the SAFE research site. The question itself supports multiple fields as answer options are the following: “finding customers-access to market, access to finance, cost of production or labour, availability of skilled staff or experienced managers, regulation, competition or other”. As it can be seen, all methodological elements of our assessment are touched here, and it helps determining how a country performs at the given fields with its neighbour economies.
- ❖ EUROSTAT SAFE research Q11B Improvement of access to public support tools: This indicator shows how well a given economy develops its public support tools over the years, and how well it performs compared to its neighbours. Improvement is always preferred. As data available is shown in percentages of answers, a higher than 5% is considered an optimal answer, while anything below that means that a given economy cannot improve its public support tools under relatively short (4-5 years) timeframes.
- ❖ EUROSTAT SAFE research Q24 Ranking of the following financial tools (scale 1-10)-
  - guarantees for loans
  - measures to facilitate equity investments
  - export credits or guarantees
  - tax incentives
  - business support services
  - making existing public measures easier to obtain

The question helps understanding which financial support tools are preferred by the target stakeholder group, which may emphasize further developing the mostly highly ranked tools to increase their uptake, while the lowest ranked tools shall be revised and changed to help their uptake by target social enterprises as well.

- ❖ GCI Financial market development index- Another WeF indicator with the same ranking methodology as before (1 to 7 where 7 points is best). As SAFE research focused on the policy and government side of financing, another indicator is needed to show how well the market performs by itself. If a country's score is below 4 policy makers shall consider help the financial markets with targeted policies to ease the Access to Finance for SMEs and Social Enterprises as well.

### **Good practices**

The following good practices are considered to be involved here for notable financial solutions:

- Project “Lavka” did not need support for financing its employees, which is a classic support method in the CEE region, rather they needed project support to develop infrastructure for selling local food. One part of the project was for improving the condition in storage, vans, etc, the other part was the dissemination of tasks-marketing campaigns, updating websites, commercials. This is a step forward from the classic view of “finance my daily cash flow” to the advanced methodology of “help me reach better market based results”.
- Also, project “ZAZ” lacked funds for the construction of new infrastructure necessary for its operations, while that specific kind of government support was hard to acquire in the region.
- Even microfinance can come into play: ....”Microfinance is now a 55 billion EUR market, serving more than 90 million borrowers in some of the world's poorest countries. Its growth was accelerated by the ability of investment banks to pool the microloans of many lenders and issue collateralized debt obligations against them in the international financial markets, freeing up the capital of those lenders and allowing them to make additional microloans.... .... A (social) enterprise can offer different risks and returns to



different kinds of investors instead of delivering a blended return that holds for all investors but is acceptable to very few. This new approach to structuring can close the financial-social return gap.” (Bugg-Levine, 2012)

### 5.3 Access to Market

#### Questions:

#### Q3.1: How do you measure the effectiveness of the support programmes?

Available (multiple choice) answers:

- Decrease in the unemployment rate in the territory/region
- Increase in the number of enterprises in the territory/region
- Decrease in the personal support needs in the territory/region
- Increase in the business turnover of the social enterprises in the territory/region
- other

This section demonstrates the objectives of policymakers behind supporting programmes. Unemployment rate and personal support is a rather household specific view, while enterprise number and business turnover show that policymakers are biased towards the economic/market based policy solutions. Both approaches are viable, but require a different set of actions to be made effective.

#### Q3.2: Are there social clauses in public procurement processes applied in your territory?

Available answers:

- No, there is no socially sensitive public procurement procedure in place in the territory.
- Yes, there is specific social clause applied in public procurement procedures.

This section provides insights into contractual relationships with the government. If there are specific clauses for involving social enterprises in public procurement processes, the given region/economy has a proactive policy framework opening new venues for social enterprises.

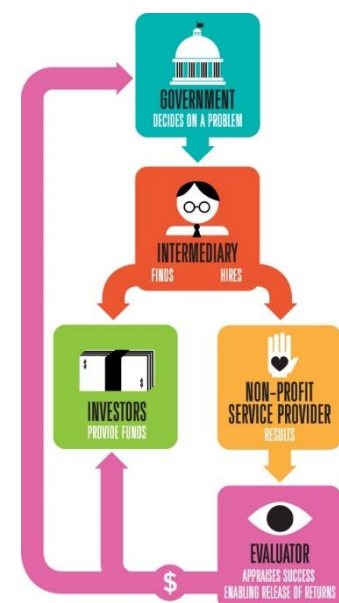
#### Q3.3: Are there social impact bonds applied in your territory?

Available answers:

- No, there is no social impact bond applied in the territory.
- Yes, social impact bonds are currently being tested and validated.

This section also focuses on contractual relationships, however from a different aspect. SIBs as described in the picture below are a region/culture specific solution. Social Impact Bonds (SIBs) made loud successes and caused questionable results as well depending on the region they were used in. SIBs were successful mostly in the USA and UK, however a great potential lays in them, as the figure to the right shows.

To the right Fig. 4. Social impact bonds, a visual presentation  
source: Harvard magazine, 2017



**Q3.4: Is there any cooperation (e.g. dialogue, invitations into public consultations, etc.) between the government and other actors of the social enterprise ecosystem?**

Available answers:

- a.) Social enterprise catalysts and CSR cooperations are core business partners to social enterprises.
- b.) Social enterprise catalysts, CSR corporations and other social enterprises are core business partners to social enterprises, while academia supports social innovations.
- c.) Social enterprises play minor role in influencing social enterprise policies and strategies, while there are social enterprises with strong cooperation ties to other members of the social enterprise ecosystem.
- d.) Government is a main business partner to social enterprise together with other members of the ecosystem.

This section shows the diverse set of relationships that has been established by policymakers in order to strengthen the impact of their programmes.

**Statistical overview:**

For supporting the analysis presented above, the following composite indicators are used:

- ❖ EC Single Market research (EC, 2017c) Public procurement weighted score indicator of the country. Public procurement – the buying of works, goods or services by public bodies – accounts for over 14% of EU GDP. It is regulated by law to make sure the public sector gets the best value for money and that 3 key principles are respected:
  - equal treatment,
  - non-discrimination,
  - transparency.

As shown in the [link](#), the European Single market research made a composite weighted score index of the member countries composed of vital KPIs such as decision speed, missing calls for bids and co-operation rate. The composite indicator shows how well a public procurement (as a vital part for Social Entrepreneurs accessing their markets) works.

- ❖ GCI Indices (WeF, 2017) There are three indices in the global competitiveness report for measuring economies and their market performances. These are
  - Goods Market efficiency index
  - Market Size Index
  - Technological Readiness Index

All three of them are important, market size shows how much players a country's economy can sustain, and a higher value means a much larger number of opportunities for social companies as well. Goods market efficiency shows the basic flow of products, a country achieving low scores in the basic markets, has relatively low hopes for catching up at more sophisticated party of the economy, such as social enterprises. The technological readiness shows the broadband and basic IT infrastructure coverage of a country, high scores mean that stakeholders can easily reach out to the market while low score indicate that there are challenges for the players to solve.

- ❖ EU consumer Market Performance Indicator. (EC, 2015, p33) The [MPI](#) is also a composite indicator measured on a country and EU total level. Composed of a plethora of KPIs the aggregated scoring system can help rating the given economy's performance.



## Good practices

For the Access to Market area the following good practices are identified:

- ❖ RECOSI is a social franchise, that means it can be implemented in any region, country, if there is an interest and start-up capital.
  - a) is providing professional training, offer set up support, process support, marketing support and also has a system in place, which can start use an organisation (franchisee) – for profit character,
  - b) has demonstrated social impact via creating more jobs in social economy, bridging digital divide, etc. etc. (RECOSI, 2017, p2) – non-profit character.
- ❖ Baby Office. On the contrary to the business plan which was first lain down, customer numbers were one tenth of the expected value. Managers adopted a proactive attitude and solved the problem a unique way
- ❖ ZAZ Rymanów- Access to employee market: The project grows extensively and sets a good example of a hybrid business model in the region. It helps activating people lagging behind the employee market, not only by creating tailor made meaningful jobs, but covering up therapeutic expenses as well.

## 5.4 Business Support Structures

### Questions:

#### Q4.1: Are there any competitions and award schemes funded by the government?

Available answers:

- a.) There is no competition and / or award scheme available for social enterprises and social cooperatives.
- b.) There is a competition available for social enterprises in the territory.
- c.) There is a competition & award scheme available for social enterprises in the territory.

Startup awards and award schemes help social enterprises and social projects gather more attention as well as it helps selecting the best ideas to support in a specific field.

#### Q4.2: Are the following non-financial schemes available in your territory?

Available answers:

- a.) There is no dedicated non-financial support for social enterprises is applicable in the territory.
- b.) Non-financial support for early-stage social enterprises such as pre-start support (e.g. incubators) / business support (e.g. business planning, management skills, marketing etc.) / physical infrastructure (e.g. shared working space) is available in the territory;
- c.) Non-financial support for emerging social enterprises such as training and coaching schemes / awareness raising (e.g. awards) / social entrepreneurship education (e.g. school for social entrepreneurs) is available in the territory;
- d.) Non-financial support for scaling social enterprises such as training and coaching schemes / investment readiness support / internationalization is available in the territory.

Supporting Social Enterprises in all growth stages is vital if an aspect is missing policies must be made to fill in the gaps and help companies in the given field.

#### **Q4.3: Is there any publicly-funded social enterprise catalyst programme in the territory?**

Available answers:

- a.) There is no publicly-funded social enterprise catalyst programme in the territory.
- b.) Yes, There is publicly-funded social enterprise catalyst programme in the territory.

Supporting QIV.2 this section aims to know if local policies are addressing social enterprise needs on a central level. Publicly founded catalyst programmes give a tighter control on SEs which can lead to more frequent communication between the stakeholders and a better knowledge of the social enterprise sector. This helps policy makers to create better suited policy solutions for supporting social entrepreneurs on the business level.

#### **Q4.4: Are there any marks, labels and certification systems for social enterprises?**

Available answers:

- a.) There is no mark, label or certification system for social enterprises in the territory
- b.) There is either a mark, label or certification system for social enterprises in the territory.

Labels and certification systems may help social enterprises gather attention as well as get business support faster. If a social company is “flagged safe to invest in” or certified in any trusted way it improves the SEs ability to access its market, get more financing opportunities, etc. The idea is similar to SME Instrument Phase 3, where after a certification is won business support activities can be activated by the winners: “With the view of facilitating the commercial exploitation of the innovation activities resulting from phase 1 or phase 2, the SME instrument proposes business acceleration services. These include support for further developing investment readiness, linking with private investors and customers through brokerage activities and events (including trade fairs), assistance in applying for further EU risk finance, and a range of other innovation support activities and services offered via the Enterprise Europe Network (EEN).” (SME, 2017)

#### **Statistical overview:**

The following indicators are used for measuring the IV.<sup>th</sup> pillar of our model:

- ❖ World Bank Ease of doing business ranking (Doingbusiness, 2017) A basic index based upon the methodology of the world bank. It shows how easy is to open and run a business in any region. As legal and business start consultations are also part of the methodology it involves parts from this pillar, and as such it is a fitting index to support it.
- ❖ GCI- Business Sophistication Index (WeF, 2017) Business Sophistication is also measured by the world economic forum. The index is similar to the world bank one, however it focuses more on running existing businesses rather than opening them. The measurement includes the rating of legal and support structures, thus it is highly important part of the statistical outlook.
- ❖ EU Innovation Scoreboard Motivational Index (Innovation Scoreboard, 2017) The motivational index shows that how well are relevant companies are willing to invest/perform and take action in innovative business ideas. As social enterprises are the main facilitators of social innovation the motivational index has an important message: Regions with a better motivational index have higher potential, while and if scores are lower, policy makers have to address the situation.
- ❖ Please note: The 2017 edition of the Scoreboard presents a refined analytical framework. Rankings are therefore not directly comparable with previous editions, but time series using the new analytical framework allow performance to be tracked over time

### **Good practices:**

Business support is a complex pillar, mainly consisting of areas described in the pillars prior to this one, meaning that good practices from earlier may reappear here:

- ❖ ZAZ Rymanów- Access to employee market: The project grows extensively and sets a good example of a hybrid business model in the region. It helps activating people lagging behind the employee market, not only by creating tailor made meaningful jobs, but covering up therapeutic expenses as well.
- ❖ RECOSI- Business model supported by the government, procedures well detailed for new entries
- Korenika Social Farm- Regulatory gap- no acknowledged support for these kinds of businesses
- Foundation Vincenc Draksler- Business environment- a Social Enterprise working with ex drug addicts faces multiple external challenges, such as rejection of local community, lack of sales channels, etc.

## Scenarios identified for the four pillars

As it can be read in this good practice research there are a number of opportunities for improving the Social Entrepreneurship scene in every region of Europe. Based upon the complex analytical toolkit shown in the previous chapter, there are multiple scenarios which may occur depending upon how our questions were answered. The scenarios are the following:

### ***Pillar 1: Legal and regulatory framework***

Depending upon points received, the following scenarios are shown to the participants:

- Scenario A: Upon receiving 4 points or below
- Scenario B: Upon receiving between 5 and 8 points
- Scenario C: Upon receiving between 9 and 10 points
- Scenario D: Upon receiving more than 11 points

#### **Scenario A:**

Legal and regulatory frameworks are fragmented in the given territory. Social entrepreneurship is currently not well-developed in the given territory as there is no exclusive legal form for social enterprise. Consequently, social enterprises adopt a variety of legal forms, the three most common ones being:

- Non-Profit Legal Entities such as associations and foundations;
- Cooperatives for people with disabilities, and
- Specialised enterprises for people with disabilities.

Current laws and regulations often fail to consider the particular features and characteristics of a social enterprise, which often acts as a practical impediment to the development of social enterprise. For example, there are sensitive areas of public policy, such as education, health and social care, where the State either is not permitted to contract out the delivery of the services to private entities or if it is permitted to do so, the State often decides to deliver the services directly.

Another major obstacle is that there is also lack of institutional arrangement (specific Ministries or departments focused on social enterprises explicitly) and clear strategy to promote the development of the sector formulated by the government. It makes difficult to provide incentives for employment and skills development of disadvantaged groups (e.g. tax incentives). Solutions proposed: link to good practice from Slovenia and Italy on policies and strategies.

#### **Solution:**

At this scenario a thorough change must be considered, as the scenario suggests, often the most basic regulations are lacking in the means of features, or proper acknowledgement of Social Enterprises. The suggested solution is the following:

- Ensure harmonization with the EU laws and regulations with Social Enterprises
- Specify an institutional arrangement specific Ministries or departments focused on social enterprises explicitly
- Create a clear strategy to promote the above mentioned harmonization
- And consider reviewing the following good practices:

- KORENIKA Social Farm for its down to earth yet effective approach of handling matters and cooperating with an enabling regulatory and policy framework
- RECOSI- the Social Franchise which is a best practice itself for creating modern legal form of operation for a social business and spreading it with the cooperation of a multi-role stakeholder group

### **Scenario B:**

Legal and regulatory frameworks are underdeveloped in the given territory. Social entrepreneurship is not defined in national legislation and there is no specific policy document or public body officially designed to deal with it. The inclusion of social entrepreneurship in the national legislation is, however, being discussed. The legal form of a social cooperative has been recently included in the legislation. Currently, social enterprises are mostly hidden among existing legal forms, most notably amongst:

- Associations and foundations with commercial activities;
- Cooperatives serving general or collective interests;
- Mainstream enterprises pursuing an explicit and primary social aim.

Moreover, there is no systematic policy support for social entrepreneurship at national and regional policy levels. Public support tend to be characterised by one-off project grants. Last but not least, a number of big commercial companies has financed small-scale programmes aimed to provide grants and business advice to social enterprises.

### **Solution:**

As scenario “A” regions and countries are falling into the “underdeveloped section. The legislation and regulation environment of social enterprises must be reviewed, most notably by focusing on associations and foundations, cooperations focusing on collective interest and social targeting.

The following good practices give a prime example:

- Baby Office
- Dobry Dom
- ZAVOD POD- Kitchen with hot meals

### **Scenario C:**

Legal and regulatory frameworks are underdeveloped, however social enterprises exist and many continue to operate ‘under the radar’. Governments have already created tailor-made legal forms for social enterprise and/or a transversal legal status. However, there is considerable public support for the “third sector” and/or work-integration social enterprises, including traditional and new-style social enterprises. The level of engagement of the state in support towards new-style social entrepreneurship is considered to be moderate, and not having clearly defined target groups amongst social entrepreneurship initiatives. In general, the public support system (but also non-government initiatives) is geared toward specific types of entities (e.g. associations) or specific type of contribution (e.g. work integration) rather than specific group of organisations defined as social enterprises per se. It is unlikely that this will change. However there are a range of initiatives that target social enterprises, often with the support of EU funds. Recently, there are new government initiatives and measures promoting the visibility as well as specific and large-scale policy initiatives to support and strengthen social entrepreneurship.

### **Solution:**

As the scenario statement confirms, the situation is better than Scenarios “A” and “B”, the main goal here is negating the “under the radar” effect. Social enterprises must be brought into light, while regulations should extensively support companies with collectively benefiting goals.

Good examples for the above mentioned problem are:

- Korenika social farm
- Progetti Sociali
- Vincenza Drakslerija Foundation

### **Scenario D:**

Legal and regulatory frameworks are developed in the given territory. Political recognition of the sector is strong and reflected by the existence of specific structures within government as well as various initiatives including recent legislative works. There are main policy areas at a national/regional level which support the development of the non-profit sector, including social enterprises: (i) active labour market policies and (ii) social inclusion policies. Interventions in these areas include the introduction of a favourable legal framework and fiscal treatment for organisations pursuing a social aim. Moreover, there is a relatively rich, well developed and diverse ecosystem for social enterprises as compared to other European countries. Several public support measures and initiatives have been developed by authorities at local level (provinces and regions) and national level.

### ***Pillar 2: Access to finance***

- Scenario A: Upon receiving 2 points or below
- Scenario B: Upon receiving between 3 and 4 points
- Scenario C: Upon receiving 5 points
- Scenario D: Upon receiving 6 points

### **Scenario A:**

Access to finance is fragmented in the given territory. A social investment market is in its infancy in the territory. When approaching banks or investors, social enterprises are treated the same as mainstream enterprises; there are no specialist intermediaries or financial products catering to the specific business models and/ or needs of social enterprises.

### **Solution:**

As stated in the scenario description access to finance is basic or nearly non-existent for social enterprises in the region. A thorough revision and construction of available grants and financial schemes must be conducted to develop the situation.

There are a number of good practices which may help out in doing so:

- Project “Lavka” did not need support for financing its employees, which is a classic support method in the CEE region, rather they needed project support to develop infrastructure for selling local food. One part of the project was for improving the condition in storage, vans, etc, the other part was the dissemination of tasks-marketing campaigns, updating websites, commercials. This is a step forward from the classic

view of “finance my daily cash flow” to the advanced methodology of “help me reach better market based results”.

- Also, project “ZAZ” lacked funds for the construction of new infrastructure necessary for its operations, while that specific kind of government support was hard to acquire in the region.

### **Scenario B:**

Access to finance is underdeveloped in the given territory. There is very limited number of private investors and the public financing (also combined with the EU one) accounts for large proportion of available financing. On the demand side, adequate investment readiness to absorb refundable financing is still limited.

#### **Solution:**

There are two ways to solve the problems given in this scenario.

Firstly, complex grants (with equity and refundable schemes) must be constructed and tailored for social enterprises. Even microfinance can come into play: ....”Microfinance is now a 55 billion EUR market, serving more than 90 million borrowers in some of the world’s poorest countries. Its growth was accelerated by the ability of investment banks to pool the microloans of many lenders and issue collateralized debt obligations against them in the international financial markets, freeing up the capital of those lenders and allowing them to make additional microloans.... A (social) enterprise can offer different risks and returns to different kinds of investors instead of delivering a blended return that holds for all investors but is acceptable to very few. This new approach to structuring can close the financial-social return gap.” (Bugg-Levine, 2012)

Secondly, an awareness raising campaign must be constructed for social enterprises to grow the number of applicants for these complex funds.

Good practices for the above mentioned scenario:

- Piactárs- <https://ifka.hu/gazdasagfejlesztes/projekt/piactars>
- Jeremie ESF
- ZAVOD community meals

### **Scenario C:**

Access to finance is rather limited in the given territory. The supply of finance and investment explicitly targeted at social enterprises is rather limited. Indeed, investment targeted specifically at social enterprises is primarily provided through the recently established private equity/ venture capital fund.

#### **Solution:**

On the contrary to scenarios “B” and “A” at this segment there are a number of tools available, only sophistication must be increased. At this point we highly suggest that decision makers should consider adapting new financial schemes, public bonds, microfinance for SEs.

Good practices for the scenario:

- Korenika Social farm
- Community cooperatives startup program



## Scenario D:

Access to finance is underdeveloped, however, there is a growing number of financial intermediaries and investors signalling interest towards the sector. Investment community is established in the territory. There remain market failures in providing adequate levels of investment, related to weaknesses on the demand side (e.g. lack of awareness) and supply side (e.g. lack of risk taking, high transaction costs).

### ***Pillar 3 Access to market***

- Scenario A: Upon receiving 4 points or below
- Scenario B: Upon receiving between 5 and 6 points
- Scenario C: Upon receiving between 7 and 9 points
- Scenario D: Upon receiving between 10 and 12 points

## Scenario A:

Access to market is limited to spontaneous contracts with market actors and/or governments. Social enterprises find it difficult to compete for contracts to deliver public services for a variety of reasons, including: the large contract sizes of many Government and municipal contracts; pre-qualification and specification requirements which inhibit competition by requiring long track records or a very strong financial position; and the fact that many social enterprises tends to be new market entrants.

Moreover, many public bodies focus on price as the differential, as opposed to quality, meaning that highly innovative and efficient services may find it difficult to receive the initial backing needed to prove new models and achieve scale. Nevertheless, given the social missions and benefits associated with many social enterprises, the benefits to society are likely to far outweigh any savings made in relation to the price of public tenders.

### **Solution:**

As it is with case for the pillars mentioned earlier scenario “A” represents the worst case scenario.

- social enterprises find it difficult to compete for contracts to deliver public services for a variety of reasons- thus public contracting shall be eased for them
- public bodies focus on price as the differential, as opposed to quality- a change must be made in these aspect, however this mean reviewing the regulation of public procurement proceedings which may be a challenging task for stakeholders.

### Good practices:

- RECOSE is a social franchise, that means it can be implemented in any region, country, if there is an interest and start-up capital.
  - c) is providing professional training, offer set up support, process support, marketing support and also has a system in place, which can start use an organisation (franchisee) – for profit character,
  - d) has demonstrated social impact via creating more jobs in social economy, bridging digital divide, etc. etc. (RECOSE, 2017, p2) – non-profit character.
- Baby Office. On the contrary to the business plan which was first lain down, customer numbers were one tenth of the expected value. Managers adopted a proactive attitude and solved the problem a unique way



- ZAZ Rymanów- Access to employee market: The project grows extensively and sets a good example of a hybrid business model in the region. It helps activating people lagging behind the employee market, not only by creating tailor made meaningful jobs, but covering up therapeutic expenses as well.

### **Scenario B:**

Access to market is still rather limited to spontaneous contracts with market actors and/or governments due to high transaction costs and lack of transparent regulations. Social enterprises find it difficult to compete for contracts to deliver public services for a variety of reasons, including: the large contract sizes of many Government and municipal contracts; pre-qualification and specification requirements which inhibit competition by requiring long track records or a very strong financial position; and the fact that many social enterprises tends to be new market entrants.

However, social enterprises still find it difficult to establish market-based relationship with the members of the social enterprise ecosystem. Cooperations are mainly limited to social enterprise accelerators providing non-financial (skills enhancement) support to social enterprises together with small-scale loan schemes addressed to the first steps of sustainable operation and scaling up. Social impact bonds are not applied by governments as still, there is a lack of trust and understanding between social enterprises and governments. Motivated by the above facts and figures, social enterprises are not influencing policies directly, only occasionally, mostly as observers or via public consultations launched.

### **Solution:**

Similarly to scenario “A” public contracting must be strengthened and also market based relationships shall be encouraged by local decision making bodies as well. There are a number of tools which can be used: investment promotion and trade promotion actions, expo days, and central contracting with social entrepreneurs for collectively benefiting goals.

Good practices which can be considered to follow:

- Vincent Dragslerija Foundation
- Korenika Social Farm
- For adaptation purposes:
  - Baby Office
  - RECOSI

### **Scenario C:**

Access to market is a fact evolving field. Over the last few years, social clauses have been integrated into public procurement tender description. Despite the fact that ‘social clauses’ have been available, the proportion of public procurement procedures with ‘social clause’ is still small. Social impact bonds are not applied, still, there is a growing interest of social enterprises and governments to work together. The culture of trust among members of the social enterprise ecosystem is getting stronger. Solution proposed:

### **Solution:**

Countries and regions falling into scenario “C” should opt for becoming a “D” type as soon as possible.

- Social clauses shall be integrated into public procurement tenders
- Direct and indirect payment methods shall be designed for companies addressing commonly benefitting goals.

Good practice:

- Community cooperatives
- EPMÜ- customer relationship management

#### **Scenario D:**

Access to market has been well-established recently due to the fact that social enterprises are willing to and/or able to provide quality services / products and are competitive on the markets. Over the last few years, the government has become one of the most important business partner of social enterprises. Besides market-based contracts with businesses, governments are investigating the possibility to invest and cooperate with social enterprises via social clauses integrated into public procurement tenders. The structure of these payments can be quite different, varying from direct payment by public authorities to social security systems, voucher systems, or indirect payment through third-party intermediaries. Despite the fact that 'social clauses' have been available, the proportion of public procurement procedures with 'social clause' is still small, but the trend predicts growing interest.

#### ***Pillar 4: Business support structures***

- Scenario A: Upon receiving 4 points or below
- Scenario B: Upon receiving between 5 and 6 points
- Scenario C: Upon receiving between 7 and 8 points
- Scenario D: Upon receiving above 9 points

#### **Scenario A:**

Business support structures addressed to social enterprises are underdeveloped in the given territory. There are some non-publicly funded support services for social enterprises, but their structure is fractured and non-standardised. The quality and type of support depends on individual organisations and it is not coordinated at the national level. With regards the social enterprises' visibility and public opinion, there are no marks, labelling schemes or certification systems for social enterprises in the given territory. Neither are there any plans to introduce such systems.

#### **Solution:**

Business support structures must be developed thoroughly, establishing at least the baseline functions of supporting and establishing and establishing social enterprises as well as easing doing business with them. Better knowing the world bank doing business ranking of the given region and developing along world bank suggestions is a good start, however business support shall be customised for social companies.

Good practices:

- RECOSI
- Bajkolandia (establishment of business)

### **Scenario B:**

Business support structures addressed to social enterprises are still rather underdeveloped, however, there is promising attempts made by policymakers to facilitate the shift towards more established structures. There are no public support schemes that explicitly or specifically target social enterprises in the given territory. ERDF/ESF funds have only been used to a limited extent to target the promotion of social enterprises or support their start-up, operation or growth. However, for the 2014-2020 programming period, ESF has been applied to promote social economy and social entrepreneurship further. There are no marks, labelling schemes or certification systems for social enterprises in the given territory. Neither are there any plans to introduce such systems. There are no marks, labelling schemes or certification systems for social enterprises in the given territory. Neither are there any plans to introduce such systems.

#### **Solution:**

It must be ensured that the promising attempts are fulfilled from start to finish. Marks and labelling schemes must be established as well as ESF and ERDF funding shall be extended for use in business support opportunities.

Good practice:

- Re-use centre

### **Scenario C:**

Business support structures addressed to social enterprises are rather diverse, providing a growing number of schemes specifically designed for or targeting social enterprises. Currently, social enterprises get access to advanced social enterprise acceleration services and schemes ranging from mentoring and coaching to social enterprise education for increased skills and competences needed to scaling up. However, besides government schemes and grants, only privately-funded social enterprises accelerators provide financial and non-financial support to social enterprises. At the moment, there are no marks, labelling schemes or certification systems for social enterprises in the given territory. Neither are there any plans to introduce such systems.

#### **Solution:**

regions and countries in scenario “C” shall opt for becoming a “D” one. Being on a good track to fulfil that goal a greater emphasis shall be put on entrepreneurial skill development, creating a mark and label system or ensuring a good working certification system for social enterprises.

Doing that, stakeholders can ensure a healthier social entrepreneurship sector with greater aspect for the future.

Good practice:

- RECOSI

### **Scenario D:**

Business support structures addressed to social enterprises are well-developed and create a well-functioning social enterprise ecosystem in the given territory. Besides competition and

awards schemes underpinning the relevance and visibility of social enterprises, there are privately- and publicly-funded programmes aiming to facilitate social enterprises' growth and internationalisation. Social impact investment markets have been established, new financial instruments and tools are available for social enterprises demonstrating a certain level of self-sustainability and investment-readiness. There are quality certification schemes available for social enterprises in the given territory.

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## Annex

List of good practices reviewed for the creation of this document

Name of the good practice	Country	Nature of the innovation
Local Goods to City	Estonia	product and service innovation
From Friend to a Friend	Estonia	process innovation
Re-Use Centre	Estonia	process innovation
Estonian Blind Masseurs Association	Estonia	positioning innovation
Baby Office	the Czech Republic	process innovation
Coffee Roasting House Drahonice	the Czech Republic	positioning innovation
Local Network of Domestic Kindergartens	Italy	positioning innovation
IRENE Innovative and Responsible Economy Network	Italy	paradigm innovation
Local Network of Nearby Services of the Municipality of L'Aquila	Italy	process innovation
PROGETTI SOCIAL LTD	Italy	process innovation
Foundation Vincenc Draksler	Slovenia	paradigm innovation
Korenika Social Farm	Slovenia	paradigm innovation
Kitchen with Hot Meals	Slovenia	process innovation
RECOSI	Slovenia	positioning innovation
Auróra	Hungary	paradigm innovation
Parents' House	Hungary	positioning innovation
Social Farm in Hungary	Hungary	positioning innovation
No Waste Bistro	Hungary	product innovation
Pilot Model of Cooperation between Occupational Therapy Workshops	Poland	process innovation
Professional Activity Establishment PSONI	Poland	positioning innovation
Bajkolandia – Social Cooperative for Younger and Older	Poland	service innovation
ZAZ Centre for Independent Living	Poland	positioning innovation