

040 Context Mapping – Report from Phases 1, 2 and 3

**Dr Sarah Skerratt,
SAC**

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Aim and Outcomes of WP2

The aim of WP2 is to generate findings which identify the ways in which specific policies and practices in the participating O4O countries either help or hinder (or are neutral towards) the sustainable development of O4O social enterprises. These elements of context are critical, since otherwise the O4O social enterprises will be analysed, and established, in a policy/practice “vacuum” and their longer-term sustainability may be diminished. Further, such analysis facilitates “organisational learning” within the O4O project team, as initial reflections are then discussed in-depth at O4O Project team meetings.

Expected Outcomes of WP2: Identifying and mapping the context that will predict/inform different models of O4O establishment; producing an inventory of relevant policies that comprise the backdrop to older people’s service provision initiatives in the partner countries; assessing the implications of the context on the feasibility of sustainable O4Os; and making policy recommendations.

Methods and data sources

The O4O Context Mapping uses a multi-method approach, comprising a combination of written questionnaires completed by project partners, telephone interviews with project partners every 6 months, and participant validation of the findings (through project workshops organised within the project meetings).

Analysis of the findings has been thematic, that is, the themes which have emerged under each of the questions (both questionnaire and telephone interviews) have been identified, and the congruence and differences between those themes has been highlighted.

There has been a deliberate comparative approach, in that similarities and differences between countries has been a specific focus of the Context Mapping. The purpose of this has been to ascertain the extent to which there are differences between countries, and then – through this report and subsequent analyses – to ascertain the implications of those

Appendix 1 shows the three written questionnaires (Phases 1, 2 and 3) that were sent to partners to complete. Appendix 2 shows the semi-structured interview format that has been used for the first two of three telephone interviews (the third series of interviews is scheduled for November 2010).

Structure of this report

There are three broad sections to the report:

1. Identifying and mapping the context that predicts/informs different models of O4O establishment;
2. An inventory of relevant policies that comprise the backdrop to older people's service provision initiatives in the partner countries;
3. the implications of the context on the feasibility of sustainable O4Os, making policy recommendations.

Section 1: Identifying and mapping the context that predicts/informs different models of O4O establishment

1.1. Definitions of “elderly”

Given the focus of O4O on elderly, it is important, firstly, to identify how “old”/“elderly” is defined within each of the project partner countries.

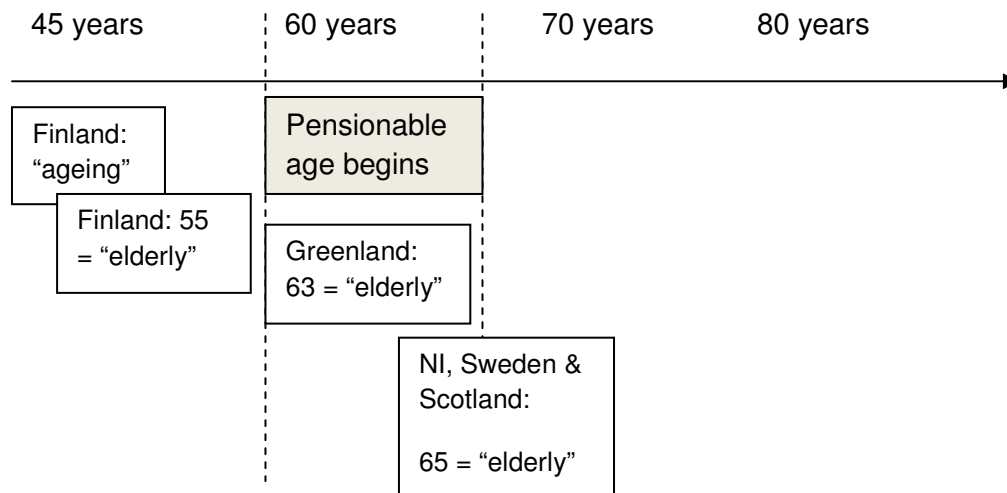


Figure 1: Definitions of “elderly” according to age, in project partner countries

Of the partner countries, Finland shows the youngest age group that can be classed as “ageing” – those in the region of 45 years of age; those aged 55 and above are classed as “elderly”. In the other project partner countries, “elderly” is synonymous with pensionable age: Greenland 63, Northern Ireland, Sweden and Scotland 65. All partner countries except Finland are seeing an increase – through statute – of the pensionable age, for men and for women, between 2010 and 2046.

It is interesting to note these different classifications, and to query whether “elderly” is equated (subconsciously) with “frail”, and not capable. The project manager interviews reveal a diversity within this age group, and thus it is important therefore not to see such an age-group as homogenous. Two examples of this diversity are now highlighted:

“As people get older and finish working, many of them are from Denmark and head back home, and also Greenlanders head to Denmark (the pension is better, the weather is warmer and not so extreme). More go home than we are getting in. So, a lot of the fitter older people go back home to Denmark, and we are left with those who are more ill and have social problems. So, we miss the “resources” that these fitter, more mobile, elderly people represent.” (GL, May 2009).

“We need to keep on checking what they need. For example, it could be entertainment and culture, because you may still be healthy even when you are old. And then *later* you may need care services. So, we are not focusing only on care because it may not “fit” what an elderly person needs” (SE, Nov 2009).

1.2. Demographics (with a focus on ageing)

In the partner countries and project regions (Karelia in Finland, Lulea in Sweden, Highland and Dumfries and Galloway in Scotland), the proportion of those considered to be “old” or “elderly” (using the above definitions) were identified. This gives an idea of the scale of those who could provide and/or who need care and activities that O4O could focus on.

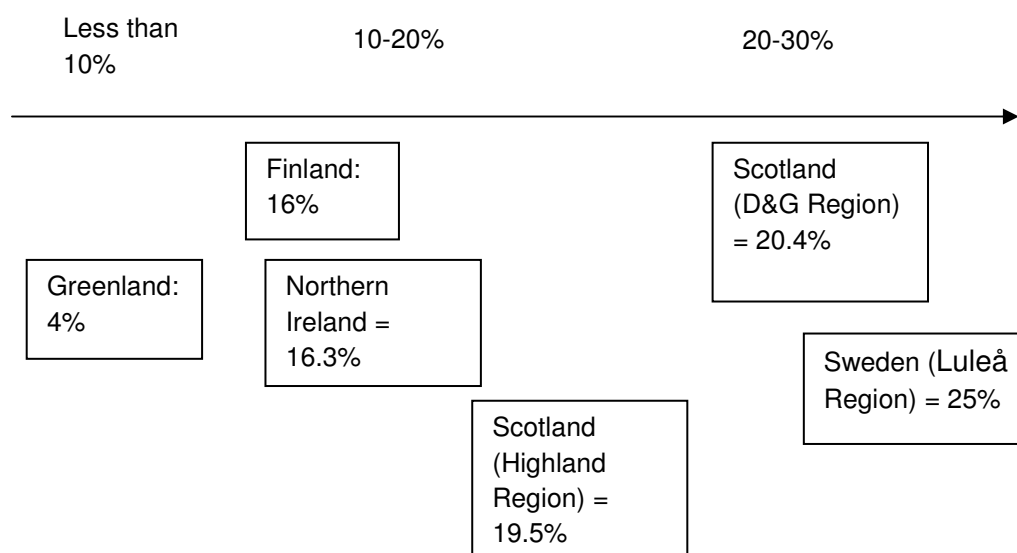


Figure 2: Percentage of the population aged over 65 years in partner countries/regions

It is also important to highlight some of the projections for an increase in the proportion of the elderly in the populations of project partner countries/regions. For example, in Northern Ireland, the proportion of people aged 65 or over is projected to rise to 24.8% over the period to 2041 with the sharpest increase in the 85+ age band. Similarly, in Finland, by 2030 the estimated number of people older than 65 years is about 1.4 million, representing over 25% of the population, with the proportion of people 85 years and older growing significantly. In Scotland, by 2033, the population aged 75 years and older is expected to increase by 84%; the working age population is expected to have fallen by 6.5%. These trends therefore show the urgency of projects such as O4O addressing ageing populations, particularly in remote and rural areas, where such demographic structural change is accompanied by sparse populations and high unit-cost (per head) for service provision.

1.3. Which organisations can provide services for the elderly?

The Context Mapping written questionnaires provide details of the range of organisations that can legally provide (health and social care) services to the elderly. There are commercial (private) and voluntary (of different forms) providers. These are now described for each of the project partner countries or regions within partner countries.

Finland (NE Karelia): there is a total of 24 organizations providing care for elderly. The State Provincial Office of Eastern Finland grants licenses to private service providers of 24-hour social services and private health care services.

Greenland: Either commercial or voluntary organizations have legal access to offer services benefitting the seniors, with official agreements with companies performing cleaning, laundry and food services. Commercial agreements are based on contracts including great importance put to environmental concerns, health issues, staff nursing, extracts from police records etc., as well as ongoing user and quality tests being performed.

NI & Scotland: The following services can be legally established to provide services to older people: (i) Private sector, e.g. residential and homecare services; (ii) Voluntary sector provides a huge diversity of services to older people; (iii) Organised as: a Trust, an Association, an Industrial and provident society, a social enterprise, or as a co-operative (business that is jointly owned and democratically controlled by its members); (iv) (Scotland) organised as a Development Trust – a community run organisation where all trading surpluses are principally reinvested in the organisation or community.

Sweden (Luleå): There are different types of organizations that can provide services for the elderly in the region. There are also NGOs (Non Governmental Organisation) that can be organisations such as the volunteer bureau and voluntary centers. People who have difficulty entering the job market can work in social cooperatives with services that do not compete with the local council or businesses. Furthermore, there are a number of projects run by councils which encourage help for the elderly. Luleå Council is conducting an internal project, "Social content", which is aimed at, in different ways and in collaboration with other organisations, developing and actively supporting efforts that positively affect the social content of older women and men's lives. Through Coompanion (www.coompanion.se) – cooperative development, a person can run a business activity being self-employed without having to start their own company. The initiative goes via an economic association (administered by Coompanion) that invoices the customers. The payment is then converted into an hourly wage for the person/people who carried out the work. The company for self-employment offers a resident legal and administrative platform for those who wish to start their own company. A sum of money goes to administration, insurance, tax and pension. At the same time the contractor has access to advisers who support a continued business development. This simplified method of running a company would suit, for example, pensioners in rural areas who wish to provide O4O services to the elderly.

1.4. What are the funding *possibilities* for such organisations and service provision in the study regions of partner countries?

Given the focus of O4O on sustainability of O4O-type projects, it is important to identify where funding can come from to support the types of services for elderly outlined in 1.3.

Funding source	Finland	Greenland	NI	Scotland	Sweden
Central Govt		√	√	√	
Municipalities	√	√			√
Local Govt			√	√	
EU funding	√		√	√	√
Membership fees		√		√	
Charitable	√	√	√	√	√

Trusts					
Voluntary Sector networks			√	√	
Social economy networks			√	√	
Development agencies			√	√	
Third Sector Funds				√	

Table 1: Funding sources for elderly care, in project partner countries/regions

What this table shows is that the networks around voluntary, third sector and social economy enterprises appear to be the most developed in Northern Ireland and Scotland. This point is explored further in Section 1.7. on the “culture” of volunteering. The following paragraphs outline the situation in more detail for each of the partner countries and partner regions.

Finland (NE Karelia): The most important sources of incomes to local associations are the supports of municipality offices: operational fund-raising, membership fees, the fund-raising of organizations and other fund-raising. The most important incomes for production are outsourced services and promissory notes of municipalities. The basic activities, development projects, investments for building sites and trusteeship of organizations are funded by slot machine incomes. District organizations and their local associations in national organizations can get project allowance from umbrella organization and European Union funding.

Greenland: Within the municipal budget you may apply for grants for the purpose of running an association. Furthermore the associations raise funds through membership fees, activities such as bingo and through applications to foundations and charitable trusts as well. You may apply to the municipalities, the Homerule government, various foundations, e.g. the Nuna Foundation and other associations such as the St. Georgs Gildet (scouts) as well.

NI: Funding from central government sources (excluding local councils) accounts for over 35% of all income to the voluntary and community sector. Sources include: the Modernisation Fund, and core funding from departments, such as the Department for Social Development through their Support for Regional Infrastructure Programme. Also: The Compact (jointly-prepared, agreed statement of general principles and the shared values which will govern the further development of the relationship between government and the voluntary and community sector in Northern Ireland) and Partners for Change (how the government will put the principles and commitments in the Compact into practice). Also, EU Building Sustainable Prosperity Programme (BSP) and deliver funding from the European Programme, Competitiveness and Employment. Plus the EU Programme for Peace and Reconciliation. Other sources: Invest NI runs a Social Entrepreneurship Programme to support community businesses; NI Council for Voluntary Action (NICVA) is a source of advice and signposts to other support bodies; The Social Economy Network also provides ongoing support to a range of social economy enterprises across Northern Ireland.

NI & Scotland: Grant-making Trusts in the UK provide over £3billion worth of funding to the voluntary and community sector. (i) The Directory of Social Change estimates that there are 2,500 grant-making trusts in the UK who give more than £25,000 per year. The largest UK trust is the Wellcome Trust which awards around £650m in funding each year. (ii) In 2006 a survey by Charity Trends found that Trusts funded in the following proportions in the UK: Social Care 18% (£489m); Health 17% (£452m).

Scotland: ‘Financial support’ ranges from the direct provision of finance via grants, loans, donations, contracts, venture capital etc., to the provision of advice / guidance to organisations seeking to identify funding opportunities, and financial advice given to existing and /or new ‘voluntary and community sector’ organisations on a one-to-one basis.

Scotland (D&G): Social Investment Scotland (SIS); Scottish Investment Fund; Princes Scottish Youth Business Trust; Third Sector Social Enterprise Fund; Local Council; D&G Area Committee Grants and/or Economic Regeneration Grants; SENSCOT (provides information and support to social entrepreneurs, facilitates networks); Firstpoint (a registered charity that works to support new and emerging social enterprises); Local People Leading (an informal alliance of national networks, community groups and individuals that promotes the work of local groups/individuals and also seeks to influence national policy); Scottish Enterprise.

Scotland (Highland): Children in Need, The National Lottery, Lloyds TSB and Moray Firth radio. Others: (i) Crofters Entrant Scheme – operated in partnership with The Crofters Commission; (ii) The Highland Fund - Unsecured loans from £3000 to £5000 – predominantly, but not exclusively, for new businesses; (iii) Princes Scottish Youth Business Trust: Grants and loans for business start ups for individuals between 18 and 25 years; (iv) Scottish Government: Third Sector Social Enterprise Fund will offer funding of up to £100,000 to organizations; (v) Royal Bank of Scotland has a “Not for Profit” sector which offers services to charities, churches, public sector, housing associations and social enterprise companies. The services include flexible borrowing and funding for capital projects and assets such as IT equipment or vehicles. Lloyds TSB has something similar. (vi) GOVERNMENT: There are many government schemes available depending on the nature and focus of the enterprise; environmental, older people, younger people, deprivation, innovation, education, Gaelic language. These include; the Intergenerational fund, Funding for Learners, Funding for Work Based Learning, Climate Challenge Fund, Sustainable Scotland Network, Scottish Environment LINK, Sport Scotland, Community and Household Renewables Initiative, and the Landfill Tax Credit Scheme. (vii) LOCAL GOVERNMENT: In 2007/08 the Council’s contribution to the annual expenditure of voluntary activity in the area is in excess of £14m, originating primarily from within the budgets of Chief Executive’s Office, Education Culture and Sport Service and Social Work Service. Other resources from other Services within the Council are also available to voluntary organisations to promote community development type projects; (viii) REGIONAL DEVT AGENCIES - Highlands and Islands Enterprise: Promoting investment in community assets; developing community strengths and leadership; enhancing the value of culture and heritage; community land unit; H&I Community Energy Company (HICEC). (ix) Big Lottery **Awards for All** is a lottery Grants scheme (£500-£5,000), aimed at local community projects that enable people to take part in community activities

Sweden (Luleå): Financing can be obtained from the county administrative board, the Swedish Inheritance Fund and EU projects such as Leader, whose purpose is to promote rural development. The council provides mentors for the social cooperatives. For Luleå municipality there is no budget allocated to volunteer enterprises.

1.5. Actual examples of elderly care provision in study regions of partner countries

The previous sections have highlighted what is possible, both in terms of organisational structures and types, and in terms of potential funding sources. We now look at specific examples of elderly care provision in the regions of the partner countries. These descriptions are as reported by project partners in their written responses to the Context Mapping Questionnaires. They show the diversity of provision of care, which also reflects the diversity of the elderly population in these rural areas – some wish to engage in social activities, others are more focused on receiving specific care.

In **Finland (NE Karelia)**, two specific examples are (i) the Department of Social Welfare in each of the 3 municipalities (Lieksa, Nurmes & Valtimo) which has: “overall responsibility of all aspects concerning arranging elderly care, both on institutional level as well as on home help”. Social services and health care are mainly provided by the local authorities. More than half of the employees in the municipal sector work in social services and health care; nearly 50% of the expenditure of local authorities is incurred from these services. (ii) Regional Cranberry (Development Unit for Elderly Care in North Karelia) is providing educational and special services for elderly (for example socio-cultural old people care), producing alternative and innovative models of services, utilizing technology, also evaluation, research and large co-operation with different focus groups. In addition, in the study regions, there are the following organisations providing care for the elderly:

- Social organizations (defined as those which employ at least 30 % disabled people, or a combined total at least 30 % disabled and long-term unemployed people);
- Voluntary organizations;
- Timebanks (members of circle can buy and sell staff or services to others without financial transactions);
- Co-operatives: practice economic activity to support members’ housekeeping or livelihood; members trade on services which cooperative produces or services which cooperative arrange with help of affiliate or some other way;
- New charity organizations.

Greenland: The following associations offer activities for the elderly: the Senior’s Association (activities); the Association of the Disabled (activities); Qeersaat (sports); Oqilaatsukkut (choir); Sanningasoq Tungujortoq (Blue Cross) (activities); Angutit Erinarsoqatigiit (men’s choir); N.I.P.E. (choir); Peqatigiinniat (Christian association – Christianity based activities); various voluntary individuals (reading, lectures, showing of films, music and walking arrangements). In addition, there are the municipal Day Centre activities. The Inuuneritta Pool for the promotion of health care and preventive projects – Greenland Homerule: www.paarisa.gl

Northern Ireland: Services for older people in Northern Ireland are provided by a range of stakeholders across public, private and voluntary sectors. There are over 1200 voluntary sector groups providing a range of services to older people across Northern Ireland; these are often free or charge a small amount to go towards costs. They include the following types of activities:

Transport; Luncheon clubs; Social activities; Physical activities; Health promotion; Counselling; Education and training; Befriending; Domiciliary care; Community chemists; Benefit and welfare advice; Advocacy; Campaigning and lobbying; Financial services; Home maintenance and security services; Residential and nursing care; Housing.

Scotland: it is important to note that in many families there are informal carers who provide personal care (bathing, personal hygiene, dressing, getting in and out of bed, continence management, assistance with eating and special diets). The Local Authorities are the main provider, employing care workers directly or commissioning services from private agencies and voluntary organisations:

Community Occupational Therapy; Day Care Units; Residential units; Community Care Units (which may provide a wide range of services e.g. residential, respite, day care, care at home); Care at home services are very important throughout Highland especially due to rural spread; Telecare including an alarm system; Warden Service; Appetito meals provision (was meals on wheels).

In Scotland, the **National Health Service (NHS)** Continuing Care is a complete package of care arranged and funded by the NHS. It can be provided in any setting e.g. home, care home, hospice. NHS-funded nursing care in a care home provides support to homes providing nursing care and support the provision of a nurse for residents.

In **Dumfries and Galloway** region, anecdotal evidence suggests that there is considerable, localised, informal volunteering by individuals that is not reflected in the sector data. There is a large number and broad range of social enterprises and voluntary and charitable organisations operating throughout the region. They are often supported by umbrella organisations such as a Council for Voluntary Services and Dumfries and Galloway Social Enterprise Network. These organisations range from major international/national voluntary organisations such as the 'British Red Cross', Alzheimer's Scotland, and Help the Aged to small, localised initiatives. Social Enterprises include 'The Furniture Project (Stranraer)', 'Food Train', and 'Kirkconnel Parish Heritage Society'. In **Highland Region**, Voluntary Organisations also provide a range of services across Highland, although most are located in Inverness and therefore do not reach the rural areas.

In **Sweden (Luleå)**, Luleå municipality is at present the sole provider of home care for the elderly. Further, Luleå municipality through the following administrations provides Social services and Work administration (Pensioner service, 'fixers'), comprising: Domestic services, cleaning, washing, heating of food; Personal care; Administration of medicine; Assisted walking, purchases, assistance at doctor's appointments; Relief in the home; Shorter visits; Daily activities; Simple home repairs. Luleå municipality subsidises home help and the customer pays a fee which is proportionate to the hours needed. In addition, there are some voluntary organizations providing services for the elderly, for example: The Church of Sweden; the Red Cross; The Pensioners national organization (PRO); and The Pensioners association of Sweden (SPF).

1.6. So, who pays for what care?

The backdrop to this specific question is the level of pension funding within the project partner countries/regions. The responses to the Context Mapping questionnaires showed a variation of levels of state pension (single person), expressed in Euros per month, as follows¹:

- Northern Ireland and Scotland: 408 Euro/month/person
- Finland: 558 Euro/month/person
- Greenland: 1231 Euro/month/person
- Sweden: 1588 Euro/month/person

Below we will see the extent to which the pension is taken into account when charging for service provision.

The following diagram summarises the spectrum of sources of funding observable across the O4O project partner countries/regions:



Figure 3: Spectrum of sources of funding for O4O-type activities reported by the O4O Project partners

The following tables (2-4) summarise the information received from the Context Mapping questionnaires from the O4O project partners:

¹ N.B. It has not been possible within this study to find the comparative value of the pensions itemised here; i.e. what is the state pension “worth” in relation to the cost of living. Harmonised Index of Consumer Prices (Eurostat) would be a useful source for this comparison, or the Purchasing Power Parities (PPPs) of OECD-Eurostat.

Chargeable services				
Finland (Karelia)	Greenland	NI	Scotland	Sweden (Luleå)
Private nursing and healthcare	Disabled transportation services, food services etc	Personal care relates to tasks such as help with eating, dressing, washing and bathing, getting in and out of bed and keeping safe. (Subsidized)	Chiropody	No services are provided free of charge today
Support services at home ²			Optician	The pensioner service can provide help with all domestic duties to a charge of 75 SEK (7EUR) per hour
Rehabilitation services (day/night care)			Dental care	Home services (subsidised by Municipality)
			luncheon clubs (subsidized)	
			Telecare (subsidized)	

Table 2: Chargeable care for the elderly across the project partner countries/regions.

Free services				
Finland (Karelia)	Greenland	NI	Scotland	Sweden (Luleå)
Web service for elderly	Municipal authorities offer personal and practical assistance, e.g. domestic help, day centres and senior citizens homes.	For government or local council services, these are provided at the cost of the state.	intermediate care	Joint activities at specific meeting places for elderly citizens
Phone service counselling	Professional domestic nursing assistance for elderly & disabled.	Attendance allowance is a tax-free benefit paid to people, aged 65 or over, who need help	Free personal care for over 65s	

² home help, home visits, night service, meal service, cleaning service, laundry service, safety service, personal business service, transport service, drug distribution service and residential environment services

		with their personal care because of an illness or disability		
Social and patient attorney services		Many voluntary sectors services (e.g. such as befriending / good morning schemes)	district nurse	
Mental health outpatient department			Going to hospital	
Senior gymnasium. Fitness welfare clinic.			Access to equipment to help people stay in their own homes is usually free	
Social worker services			Services accessed via hospital (at the intermediate care stage)	
Disabled soldier services				
Doctor services; physiotherapy; outpatient department; day surgery; short term institutional care.				
Special worker services at health care centre.				
Elderly Day centre: activities; refreshment; exercise and rehabilitation.				

Table 3: Free care for the elderly across the project partner countries/regions.

Means tested ³				
Finland (Karelia)	Greenland	NI	Scotland	Sweden (Luleå)
Institutional care services	Domestic help, if you have an income besides your pension		Shopping	N/A
Support of caring for close relatives	Financial support from the authorities. Additional specific support may be provided for purchase of diet food, glasses etc.		Personal hygiene/washing	
Home renovation			Support work	
Home economics reduction			Going to the bank etc	
Pension – subsidies and allowances			Laundry	
Housing allowance				

Table 4: Means-tested care for the elderly across the project partner countries/regions.

It is possible to see, from these summary tables, the variety in types of care available, and the extent to which payment is required. Coupled with the list of those providing (see previous sections) we can see a complex matrix, or web, of care emerging. It will be important to see, as the O4O project continues to evolve in 2010, where in that matrix or web the O4O examples can and do fit, particularly in relation to ongoing sustainability.

1.7. Socio-cultural landscape of older people’s care, with a particular focus on volunteering

The phone interviews with O4O project managers show that the motivations for care for the elderly vary, both in origin and strength; some of it is within the “national psyche”, and some is dependent on individual champions. The following quotes from interviews give examples of these motivations.

“Elderly people have needs. People in villages WANT to help them. In Finland too, there is this specific aspect from our history: we feel that we owe something to these older people because they won independence for us in the War. We have to make their last days good.” (FI, May 2009)

“Needs: people want to keep their small villages alive. They want to keep the services. They won’t let their villages die. Younger people are moving away, and only old people are living

³ Provided in relation to pay

there. Villagers don't want to accept this, so they meet together to try to work out what to do" (FI, May 2009)

In some partner countries/regions, a lack of motivation, or a low-level starting point, has been identified:

"Volunteering in Greenland is in a very low place. Everyone is waiting for the heavens to fall in; the heavens don't fall in, so nobody does anything" (GL, May 2009)

"It is a very big challenge for us to get older people to understand to do things for themselves. This generation is used to things being provided for them" (GL, May 2009)

"There is not a wide culture or a tradition of volunteering, of doing things for no pay" (FI, May 2009).

"Getting volunteers and communities to do things for themselves. It's been very tough to motivate people to do this. They say "why should we do this?" and "it was done for us in the past". We are seen as taking away from what the public sector should be doing. We need someone, people, with enthusiasm and who see that this is positive for the community" (Scotland, H&I, May 2009).

"We don't have voluntary activities in Lulea; we start from zero. We have had to invent activities; we couldn't choose, we had to see what was possible on the ground. We have had to convince the elderly and others of the value of O4O." (SW, Nov 2009)

However, volunteering may be happening, but it is not labelled as such, particularly by those doing the voluntary work:

"We were surprised that people took care of each other in ways that are not formal (formalised), especially in the east of the country. For example, giving food to those who did not have any, helping them to do their shopping. It's very difficult to explain... It's very different in cities; in small places, they don't have very much, and they share. In big places, this does not happen so much. It has been very exciting, with O4O, to meet people who are without nothing but do something..." (GL, Nov 2009)

"We have not focused on "volunteering" or "voluntary services" itself, as that would not be very productive. Instead, we have made sure that we have focused on "safe, helping, secure visiting etc in our village". Voluntary services are not seen as something positive in Sweden because we have a history that the State or Municipality takes care of you after a lifetime of work. Therefore, to sell O4O to elderly people, you have to talk about it helping others to feel safe in their village." (SW, Nov 2009)

Other challenges, where volunteering is more well-developed, are "volunteer fatigue", appropriateness of skills, and concerns over actual *loss* of services because of addressing it through voluntary provision, as the following quotes illustrate:

"There are different types of people – some have been community activists for years, and they see O4O and say they would love to be involved but they don't have the time or the energy. It's a capacity issue; it's about people's time, energy; it's about volunteer fatigue; they want to do it but can't do any more" (Scotland, H&I, May 2009)

"The people with the time are not necessarily the people with the energy and skills. It's so frustrating. It's not necessarily that a skills audit wouldn't be impressive. But the skilled people don't have time because they are either working or volunteering all over the shop" (Scotland, H&I, May 2009)

“The people, especially the elderly, in the village think “are the Municipality therefore taking something away from us?”. Through O4O, we have had to convince them that this service is an addition...” (SW, Nov 2009)

So, how is this lower level of interest or acceptance, and sometimes fear, being addressed by the O4O project partners? The following quotes are illustrative of their approaches on the ground:

“We also are trying to get people to understand that a little help from them is better than no help. They don’t see what they are already doing as voluntary work – for a neighbour or a friend. It can be big or little. We are saying that everyone can come and join with this. It is important to build on what is already there, and to build with the people; this gives them energy. We recognise what they are already doing” (GL, May 2009).

“By accepting that it is a *process*. People can be very reluctant at the first meeting, they are suspicious, and then they start to get energy and work on it. ... there’s been progression, rather than people being more and more put off as time goes by. You have to ease people into it.” (Scotland, H&I, May 2009)

“You need to find people who have the spirit for doing things. They need to have a fighting spirit. You need to have villages where “it is in the milk””. (SW, May 2009)

“Once something is up and running, people can see evidence of it. This means that people may then be willing to pay, e.g. if they see that it gives safer living, they may want to pay for that, because they want that for their village. Plus, younger couples working in the city whose parents live in the villages may be willing to pay for their care, and for specific activities etc.” (SW, May 2009)

“We say that “YOU are the answer”. O4O gives an opportunity for you to be seen as good practice – we write up the process that they’ve gone through, and identify aspects with them which they can then “sell” as leverage for meeting targets in local government.” (NI, Nov 2009).

“People are too busy so now we have to work with those people who are already on pensions and who have more time. There is a lack of interest. People are afraid of volunteering work. We will try again on the radio, to reduce people’s fear of volunteering... People don’t think about getting old. They work long hours and are very active. They don’t need to think about getting older. Yet. So, we focus on those people who are older than 55; ageing and the future is now in their minds.” (GL, Nov 2009)

Set against this backdrop of cultural challenges are the voluntary-based activities in the project partner countries/regions which give support and service to the elderly. The following extracts from the Context Mapping written responses show the range of these activities.

Finland (Karelia): there are approximately 214 organisations (social affairs and health [91, 24 of which cater for the elderly], committees of village activities [57], sports and exercise organisations [50] and youth organisations [16]). Those aged over 50 year old, pensioners and working population on sick benefit play the biggest part in social affairs and health voluntary work. There are usually more women than men in these associations. There are volunteers and salaried workforce alike in associations. Through Municipal support, there are voluntary organisations including:

- Organization of peer activity; maintaining a meeting place (e.g. village halls and citizens' cottages); lobbying and influencing; working on expert and developer (knowledge exchange);
- Service provision: Civic organizations produced almost 20 percent of social and health services, social services 17 percent and health services 5 percent. Organizations sell to public sector the main part of service production.

Greenland: The voluntary work provided for the senior citizens is mainly coming from the middle age / elderly generations of the citizens. Within the sports activities, the scout's activities etc. more voluntary representatives of the younger generation are taking part. There are no official rules covering the voluntary participation. However, most associations are ruled by their by-laws directing their scope of work. The associations are not organized countrywide.

NI: The Volunteer Development Agency (2007) *It's All About Time* report highlighted that the overall economic value of formal volunteers' contribution, based on the Northern Ireland average hourly wage, is £504 million/per year. Older volunteers (50+) are most likely to volunteer once a week and give more time than any other age group. There are two agencies which act as the leading structures for volunteering development and recruitment in Northern Ireland: (i) Volunteer Development Agency (aim to increase awareness of, and recognition for, the importance of volunteering as an expression of active citizenship); and (ii) Volunteer Services Bureau (a local development agency providing the infrastructure to support, encourage and promote citizenship and participation through voluntary activity). VSB operates a number of practical care services: Befriending, Transport, Social Outings. Plus a number of specialist volunteering programmes: Young Citizen's In Action, Active Age, Employee Supported Volunteers. The Safeguarding Vulnerable Groups (NI) Order 2007 established new measures to safeguard children and vulnerable adults by strengthening current vetting arrangements for staff and volunteers who work with vulnerable groups.

Scotland: older people make a significant contribution to the lives of others through volunteering. 30% of people aged 50-59, 26% of those aged 60-74 and 15% of those over 75 give up their time to some kind of voluntary work. Many larger, so-called voluntary sector organisations are often entirely, or largely, peopled by paid workers. *Scotland's third sector*⁴: comprises a relatively small number of large 'household names' (such as the Red Cross and Alzheimer's Scotland) that absorb much of its overall funding and paid workforce. In addition, myriad small associations are engaged in a diverse range of activities but have less access to available funding, few paid workers, and volunteers from a wide range of backgrounds.

Sweden (Luleå): The municipality of accepted a voluntary policy in 2007 that is based on an investigation conducted by the Social Welfare Service that describes what attitude organisations in Luleå can have with regards to volunteers. The municipality will take part in the co-ordination of voluntary work in order to stimulate and facilitate connections between voluntary organisations as well as giving the individual an opportunity to get involved as a fellow citizen. This co-ordination together with the work carried out by the municipality will contribute to each individual getting a broader choice of opportunities.

⁴ Organisations in the third sector family are variously referred to as: charities; non profit organisations; NGOs, Trusts; VOs; social enterprises; community groups; civic groups etc.

Section 2: An inventory of relevant policies - the backdrop to older people's service provision initiatives in the O4O partner countries

2.1. National (and regional) policies for the elderly in project partner countries/regions

The policies for addressing the specific needs of elderly, and rural elderly, are highlighted in the following summaries of key policies for the partner countries/regions. What these show is that health and social services are components of a *wider system* which includes policies relating to transport, affordable fuel for heating and cooking, and housing. It is important that the interconnectedness of these elements is emphasised as being integral to “wellbeing” for the elderly.

It is also important to state that this is NOT an evaluation of these policies. They are listed below as described by project partners, and it is not the aim here to comment on the effectiveness of these policies, strategies and interventions.

Finland: The Ministry of Social Affairs and Health incorporates Finland's national ageing policy in its strategy, implementing it with the help of legislation, quality guidelines, programmes and projects (STM 2009a). The aim of the ageing policy is to further older people's functional capacity, independent living and active involvement in the society. The review of Finland's policy points out that: “According to the Ministry of Social Affairs and Health, older people are not only people needing services. Instead of this, senior citizens are seen as a resource for the society. For example, older people are often family care givers for their spouses. They often look after their grandchildren and work as volunteers”. This statement is particularly important for O4O, since it underpins the very ethos of the project – that is, more able elderly helping less able elderly, and seeing the elderly as an asset. According to Finnish Government's aging report (2009) there is need for the current discussion of the Finnish aging policy. There are at least five different areas in aging to be discussed; development of the aging society in future, aging population and work markets, durability of the public economy, social and political durability and policy choices (Finnish Government's Aging Report 2009⁵).

The Finnish Ministry of Social Affairs and Health (MSH) and the Association of Finnish Local and Regional Authorities first issued a national framework for high-quality services for older people in 2001. The present (2009) revised framework incorporates current national strategies in old-age policy, assessments of the earlier framework, the latest research findings and recent changes in the operating environment. The current reform of the municipal and service structure (PARAS Project) in Finland was drafted by the Ministry of Social Affairs and Health, jointly with the Association of Finnish Local and Regional Authorities and the National Research and Development Centre for Welfare and Health (STAKES) (National Framework for High-Quality Services for Older People 2008⁶).

The framework is designed to help municipalities and cooperation districts to develop their services for older people on a basis of local needs and resources, jointly with the third sector, private-sector service providers, and clients, their relations and other local residents. Municipalities are required to draw up their own old-age strategy to prepare for the demographic change, and integrate it into their municipal budget and budget plan. It applies to all social and health services used regularly by older people and to efforts more generally to promote their health and welfare.

⁵ <http://www.vnk.fi/julkaisut/julkaisusarja/julkaisu/en.jsp?oid=258437>

⁶ http://www.stm.fi/julkaisut/nayta/_julkaisu/1063089#en

Additionally, there exist several national programmes dealing with social and health issues and based on the Government Programme, e.g. Health 2015; Target and Action Plan for Social Affairs and Health for the years 2004-2007; National quality standards for the care of the elderly; Quality recommendations for guided health-enhancing physical activity for older people; National development project for social and health services; Development programme for the prevention and care of diabetes; Alcohol programme; and Home accidents prevention campaign: safety at home (Local and regional Government Finland 2008).

Further, according to the Act on Planning and Government Grants for Social Welfare and Health Care (733/1992) the Government adopts every four years a national development plan for social and health care services. The plan for 2008–2011 was adopted on 31 January 2008. It is called the Kaste Programme. The Kaste Programme goals dealing with old people and old people care are the following:

- Older people's age standardized functional capacity get better
- Service need assessment is done until deadline (7 days)
- Needed regular home care is available for 14 percent of over 75 years old people
- Equal description of the content of service process about basis health care and services for older people (National Development Plan for Social and Health Care Services2008-2011.).

To develop services for older people offered by municipalities the ministry has created the following directions: 1) quality guidelines for services for older people, 2) the national development programme for social and health care and 3) development lines for health-enhancing exercise and nutrition (STM 2009a.). In order to carry out this policy, each municipality is expected to have an up-to-date policy strategy concerning care for older people that safeguards their social rights.

The municipal elderly council is the co-operation between the authorities, elderly people, members of civil and pension organisations. In 2008 there were 326 elderly councils in the municipalities in Finland. The first elderly councils have been established in 1996. The elderly councils can initiate important issues and make propositions and they are among in developing older people's services. The elderly councils also take part in different forums to advance older people's circumstances

Northern Ireland is in the process of developing a case for appointing an Older People's Commissioner. In the interim, the establishment of an office, The Older People's Advocate took place in December 2008 with a role to keep Ministers informed about older people's issues, provide Junior Ministers with analysis based on the views of older people and the voluntary and community sector as to the impact and practical outcomes of policies and strategies on older people (www.olderpeoplesadvocateni.org). Further, while services to older people are mainstreamed across government departments, under Section 75 of the Northern Ireland (1998) Act, there is a legal imperative on all government departments to consult with older people as part of any equality impact assessment on new or changing policy developments irrespective of their intended impact on older people and requires public authorities to ensure equality of opportunity in accessing goods and services. In keeping with EU legislation, outlawing age discrimination in the workplace has been introduced through the Employment Equality (Age) Regulations (Northern Ireland) 2006. Key government documents and statements include: (i) *Ageing in an Inclusive Society – Promoting the Social Inclusion of Older People* (2005); (ii) *Lifetime Opportunities* (2005) (associated with Social

Security Agency activities such as the *Access to Benefits Campaign* (www.a2b.org.uk) amongst the over 60s. (iii) *Investing for Health* (2002 Department for Health, Social Services and Public Safety); and (iv) the long term health and social care strategy *A Healthier Future* (DHSSPS 2004) <http://www.dhsspsni.gov.uk/healthyfuture-execsummary.pdf> which considers the tailored needs of older people with relation to their mental well-being. (v) Current community care policies are outlined in *People First*.

Housing and transport: The Northern Ireland Housing Executive are responsible for social housing in Northern Ireland. In 2008, they conducted research exploring the need and demand for retirement villages (www.nihe.gov.uk/index/foii-publications/reserarch) and are engaged in a number of initiatives to support older people enabling them to live independently in their own homes including the Supporting People programme. The introduction of the Smart Pass allows for free travel throughout the Island of Ireland on bus and rail for those over 65 who have been resident in the country for longer than 3 months. While the uptake of Smart Passes for older people are high in urban areas, they are less popular in rural areas where the rail and bus infrastructures are less well developed and accessible. Community transport operators in Northern Ireland can provide a number of accessible, door to door services for older people and those living with disabilities. Some of these are social economy businesses, many are private companies. <http://www.communitytransport-ni.com/index.php>.

Scotland: The main policy document outlining the strategy for older people in Scotland is *All Our Futures* (Scottish Executive, 2007⁷). The document states that “the government of Scotland commits to provide high quality and essential services to those who cannot rely solely on the support of their families and communities now and in the future. We will encourage all to understand the needs of older people in all their diversity”. One of the visions of this document is that “*Older people have access to public services which are people-centred, accessible and joined-up; and can access quality services appropriate to their needs, when and where they are required*”. Although established by the Scottish Executive, the Scottish Government has stated that they also endorse this Strategy. The Strategy estimates that £5.1 billion a year is spent providing services for the 60+ age group, and identifies the following key policies for providing services to this age group:

- Social Services (Free Personal Care; Homecare services Scotland);
- Health (*Delivering for Health* 2005, www.scotland.gov.uk/Publications/2005/11/02102635/26356; Better Health, Better Care 2007, <http://www.scotland.gov.uk/Publications/2007/12/11103453/0>; *Delivering for remote and rural health* 2008⁸, <http://www.scotland.gov.uk/Resource/Doc/222087/0059735.pdf>);
- Transport (National Concessionary Travel Scheme and Demand Responsive Transport Services);
- Income (Fuel Poverty Programme)
- Housing (Housing Strategies)

⁷ <http://www.scotland.gov.uk/Resource/Doc/169342/0047172.pdf>

⁸ Introduces the term ‘community resilience’ and suggests that this should mean that rural communities “are facilitated to look after themselves, utilizing all resources available to them, encouraging self care and using volunteers and informal carers within the local community”. (p14).

Sweden: There is legislation at a central level that rules the process of how elderly care is provided to citizens. Specifically, the Social Services Act (2001) states that:

- work within Social Service Administration shall be of a high quality. There shall be personnel with adequate training and experience to carry out tasks. The quality of the activity shall be developed and secured systematically and continuously;
- services shall be planned and carried out together with the individual and also, if required, in collaboration with other public institutions as well as with other organisations and societies;
- the right of the individual to live at home as long as possible and that his or her opportunity to have contact with others is observed;
- the Social Welfare Board shall work to provide older people with good housing, offer support and help at home as well as other easily accessible services. The municipality shall establish special forms of housing for the service and care of elderly people that need special support;
- the Social Welfare Board shall be well acquainted with the living circumstances of the elderly within the municipality and proactively inform them about the services the Social Services Administration provides;
- the National Board of Health and Welfare shall supervise the nation's social services as well as follow and further develop social services;

In addition, The Health and Medical Services Act (1982:763) 18 § states that the local government is responsible for offering a good level of health and medical care in housing for the elderly, special housing and in connection with day-care activities.

The legislation presented above is 'framework law' that establishes the state's intentions of how elderly care is provided to its citizens. The County Administrative Board is a regional institution that shall work towards this care being provided according to the law and to ensure it is offered as equally and fairly as possible across the country as a whole.

At the moment there is an "elderly strategy for the future of elderly care in Luleå Municipality" which has been developed with the aim to make preparations to meet citizens' future needs of quality of life and elderly care. This strategy shall also harmonise with the results and guidelines at national level. The strategy highlights some central areas which are subject to annual evaluation that are described in an action plan. The areas are housing, service, personnel and training, health, network and relatives and next of kin. Strategies for the future of elderly care and an accompanying action plan that is evaluated and revised annually are fundamental to the running of elderly care in Luleå municipality.

Changes on the horizon:

1. Within the framework of the national action plan the provision of housing for the elderly has been subject to a public report entitled "Live well all your life". The report has generated new ideas for types of housing for the elderly. The focus has been on creating forms of living that give increased security so that older people or people with physical disabilities can continue living in their own homes or that enable them to acquire housing that meets their own needs and requirements.

2. A new law on freedom of choice systems has come into force that gives local governments and county councils the right to increase the freedom of choice within their organisations by handing over the choice of caregiver and nursing and care services to the customer or patient. The elderly and their relatives shall be able to influence what kind of help is needed, how the help should be structured, when and by whom. These points will be of fundamental importance. To help standardize these points a national foundation will clarify peoples' views, values and attitudes that will then be applied to the operation of services.
3. Investment support for special housing for the elderly has been implemented. The aim is to stimulate new builds or rebuilds which will result in additional such housing.

Sweden (Luleå): Since 2001 the municipality of Luleå has had a “Rural program” that is revised continuously when needed. The current program is valid for the period 2009-2011. Rural Luleå is defined in this program as the part of the municipality that is situated outside central Luleå and includes small towns and villages with less than 2 500 inhabitants. 96 % of the total area of the municipality is made up of rural areas of various types. The aim of the program is to stimulate a mustering of strength for the development of rural areas within the organisation of the municipality but also in a wider co-operation with other municipalities, local development groups e.g. societies, companies and other organisations both in the countryside and in the archipelago. The focus on people living and working in rural areas shall be part of the design and implementation of a development program for their own area. The intention of the program is to demonstrate that a positive growth and development of rural areas in co-operation with the city creates win-win situations for a long-term sustainable development for the entire municipality. The rural program is part of the local government's strategic development work in order to reach “vision Luleå 2050” as laid out by the local government council.

Section 3. Social enterprises in the O4O Partner countries

3.1. Defining social enterprises and profit generation

What has become clear through the Context Mapping phases (1,2 and 3) and through the project partner interviews and participant validation of findings, is that definitions of social enterprise differ. The difference is primarily between the models observable in Finland, Sweden and Greenland, and those observable in Scotland and Northern Ireland. In the former, social enterprise can be summarised as employers (private or voluntary sector) which have, as a component of their workforce, employees who would otherwise find it extremely difficult to get a job due to physical or emotional ill-health, long-term unemployment or homelessness. Typically, approximately one third of the workforce must comprise such employees for a business to be classed as a social enterprise. In Scotland and Northern Ireland, although there is no universally agreed definition, most widely used is that from the UK Department of Trade and Industry (2002):

“A Social Enterprise is a business with primarily social objectives whose surpluses are principally reinvested for that purpose in the business or in the community, rather than being driven by the need to maximise profit for shareholders and owners.”

So, there is nothing specific about the make-up of the labour force; rather the focus is on social objectives, being embedded in the community, and returning profits to that community. These are important differences, particularly when seeking to establish “social enterprise” models in O4O project partner countries, since the objectives of these can therefore be substantially different.

The Context Mapping therefore, deliberately, sought to identify these differences, and to situate them in their legislative context within each country. Again, this is important, since when considering the sustainability of O4O enterprises, it is important to know where they “fit” in the overall elderly care landscape.

Given the centrality of this definitional issue, social enterprises are now described in a little more detail for each partner country.

Finland: The purpose of social enterprises is to create jobs and new opportunities in particular for the disabled and long-term unemployed. (Laki sosiaalisista yrityksistä 1351/2003, www.finlex.fi/). The first social enterprises in Finland were working cooperatives founded during the economic recession in the 1990’s. The term “social enterprise” is quite new in Finland. It was brought to Finland mainly by EU projects. (Huotari, T., Pyykkönen, M. & Pättiniemi, P. Sosiaalisen ja taloudellisen välimaastossa. Tutkimusnäkökulmia suomalaiseen sosiaaliseen yritykseen. Sosiaali- ja terveysturvan keskusliitto ry. Helsinki:2008, 8.). The Finnish model of social enterprise is a kind of a compromise. It is partly linked with the world of business and open labour markets. And on the other hand, a Finnish social enterprise also shares the values of social and employment policy. There

were total 209 social enterprises in Finland by the end of October 2009. (<http://www.tem.fi/index.phtml?s=2563>).

Social enterprises, including companies providing older people's care, make as good a profit as they can as they are private companies. Social enterprises are not different from other companies. They produce goods and services for the market and try to make a profit, in the same as any other business. A social enterprise can operate in any sector or line of business. It pays all its employees a salary under a collective bargaining agreement. However, social enterprises have not so good possibilities to succeed and make profit. The employees have reduced ability to work and that is why social enterprises can have some compensative support.

Greenland: Social enterprises can exist within the voluntary, public and business sectors. "Social activities" within this specific context are defined as jobs where the Municipality gives grants to pay the wages of an individual, or lump sum benefits. An example is a workshop environment for young people aged between 16-24, who have had difficulty in education and/or finding a job. The young people therefore gain an income and work experience. Various social enterprise companies take staff on, through subsidised wages, and help them with rehabilitation through flexible working. They also help individuals to remain in employment, and advise when a person should seek retirement. Social enterprise are allowed to make a profit. This profit must either be included in the municipal budget, go back into the social enterprise or be given to charity for example Red Cross. There are rules about it for example, has Piorsaavik a contract with Red Cross that they get an x number of percentage of turnover in Piorsaavik.

Northern Ireland: social enterprises are autonomous organisations that trade in goods and services primarily for a social purpose often to benefit a local community. The definition is similar to that used in Great Britain and the rest of Ireland. In these jurisdictions, social enterprises whilst having clear social aims, engage in business activities aimed at commercial success (see www.socialeconomynetwork.org). The impact is not purely to be found in wealth generation, but can be measured in job creation and a wider social impact at a community level that in turn addresses the social determinants of a community well-being. There are a range of organisations with differing governance and operational practices that might be considered Social Enterprises – including (but not exclusively): Community Interest Companies (CICs), charities, housing associations, credit unions, co-operatives and timebanks. The scale of social enterprise in Northern Ireland is hard to assess, because there is no comprehensive data set. The last survey was carried out in 2007 but was not comprehensive, simply based on 400 identified businesses by the DTI. The Northern Ireland Social Economy Network estimates that the sector comprises between 5000-1,000 social enterprises and comprises Housing Associations, Credit unions, social firms, co-operatives, community business and trading arms of charities.

Scotland: There is a definitional issue over what the term social enterprise actually means and as a relatively new concept it is still ill-defined. Therefore there are difficulties in identifying and describing what represents the social enterprise. Although there is no universally agreed definition, most widely used is that from the UK Department of Trade and Industry (2002): "A Social Enterprise is a business with primarily social objectives whose

surpluses are principally reinvested for that purpose in the business or in the community, rather than being driven by the need to maximise profit for shareholders and owners.” In majority of cases, social enterprises in Scotland, including those involved in providing older people’s care, generate income. This, however, does not mean that they are self-sustainable. Instead, in many cases, social enterprises rely to some extent on external financial support. Yet, if profit is gained, it has to benefit a community (e.g. it can be reinvested in the social enterprise). The Department of Trade and Industry (2002) states social enterprises must generate 50% of their funding through trade rather than from subsidy or donations. Moreover, it states a social enterprise is: ‘*an organisation that operates independently of the state and is specifically concerned with investment and surplus reinvestment for social objectives*’. Consequently, social enterprises should generate profit and, ideally, become self-sustainable. Rather than being driven by the need to maximise profit for shareholders and owners, business solutions used by a social enterprise are used to achieve public good. As such, profit is invested in the activity or venture itself rather than return to investors (DTI, 2002; 2005, Scottish Executive, 2003).

Sweden: Social enterprises have a purpose of integrating people who are far removed from the labor market, society and the working life. Social enterprise creates empowerment of employees through ownership, contractual or otherwise well-documented manner. Social enterprise reinvest their profits in their own or in similar activities. They are independent from public activity. Over the past decade, social enterprise has been launched all around Sweden, among other things, to combat social exclusion. An exclusion that keeps out anyone who does not really cope with the high tempo that exists in the labor market. Social enterprises are autonomous organizations of people who for various reasons, are prevented from working in the regular labor market. These are the dominant member of the group of social businesses. Social enterprises are engaged in commercial activities that produce and/or sell goods and/or services. In a social enterprise the profit motive is secondary, it aims to develop and make use for everyone's work and participation in the affairs of the company. However, community and social enterprises can make a profit. Social enterprises reinvest profits into their business. Social enterprises have statutes on how profits should be distributed. Much of the profits are reinvested in their own or new activities.

Examples of social enterprises to illustrate diversity across the O4O partner countries/regions:

Country/region	Social enterprise examples	Website
Finland (Karelia)	<i>Honkalampi Foundation</i> established in 1998 <i>Juhta Oy</i> . Juhta is registered as a social enterprise in 2005. This means at least 30 percent of employees are disabled or previously unemployed in the long term. Juhta’s business concept is to sell and market the products made in Honkalampi Foundation’s KASKI work training unit. The produces are e.g. trailers, boat trailers and filing equipments.	www.juhta.fi
	<i>Karjatila Karhinen</i> in Polvijärvi North Karelia is a	http://karjatilakarhinen.com/

	ranch where the cattle is raised as organic food. The ranch was registered as a social enterprise in 2007. This means at least 30 percent of employees are disabled or previously unemployed in the long term.	
Greenland	Piorsaavik: Multi Workshop for young people between 16 - 24 years who have difficulty finding out if they will start an education or have a real job.	
Northern Ireland	The Workspace Group (Draperstown) is 25 years old. Two examples of their activities: Homeseal (a home insulation service targeting those at risk from fuel poverty and poorly heated homes); Network Personnel providing training and employment programmes on behalf of the Department of Employment and Learning. [65 full time staff]	www.workspace.org.uk
	Cloona Oasis Centre - community centre providing work and training placements for individuals plus health and social care classes, networks for those in local area who are marginalised including those living with disabilities, requiring parenting skill support, poor mental health and addictions. It won Social Enterprise of the Year 2009.	www.cloonaoasis.co.uk
Scotland	Ness Soaps – was founded in 2006 by a group of local people from the Merkinch Community in Inverness. The mission of Ness Soap is ‘to make quality, locally produced hand crafted soaps and to offer opportunities to disadvantaged members of the community in a workplace environment’. [employs 2 full time and 1 part time staff and offer part time voluntary work placements to 19 adults].	www.nessoaps.org.uk
	Rag Tag ‘n’ Textile - is a unique, innovative and ecological company based in Balmacara near Kyle of Lochalsh. They are a registered charity and work with people who are suffering from mental health problems. [6 employees and 10 trainees]	www.ragtagntextile.org
Sweden (Luleå)	Valborg, labor cooperatives engaged in the running a student café at Folk High Schoos (for adults that wants to exceed their previous studies). They are also working to produce and sell self-made paper and cultivated herbs.	www.kooperativvalborg.se
	The social enterprise “Entre-Host” cooperates with Taxi, Bus transport companies and the Luleå Hospital. The work consists of helping/guiding people in to the hospital to the right reception or doctors. The people who get this service is elderly people and people with handicap. All of the employees in the social enterprise are shareholders.	www.entrevard.se

Table 5: Examples of social enterprises provided by O4O partners as part of the context mapping exercise.

3.2. How are social enterprises structured in the O4O Partner countries?

Finland: *Social enterprises* are no different from other companies, as companies. They produce goods and services for the market and try to make a profit, the same as any other business. A social enterprise can operate in any sector or line of business. It pays all its employees a salary under a collective bargaining agreement and it always has an entry in the Finnish Trade Register. The difference from other companies lies in the fact that at least 30% of the employees in a social enterprise are disabled or all are disabled or previously unemployed in the long term. In addition, the company must have an entry in the register of social enterprises held by the Ministry of Employment and the Economy. Only a company with an entry in this register can use the name and business ID of a social enterprise in its business operations and marketing.

Greenland: social enterprises are not common, so it is not possible to describe broadly how they are structured or quantify how many there are, but they are typically structured like other businesses, the main difference is the make-up of a proportion of the (subsidised) labour force. There is a change as society becomes more conscious of the need for social enterprises.

Northern Ireland: social enterprises are allowed to make a profit, but it must be returned into the company with restrictions on the amounts that can be taken out in terms of salaries and expenses. The governing memorandum and articles of association will determine how the profit is then used or distributed. The Community Interest Company structure is new and being promoted as an ideal legal structure for Social Enterprises in that it has a community assets lock-in as part of the criteria, however with Companies limited by guarantee and charitable status, their memorandum and articles will have specific issues about ownership and profit distribution.

Scotland: According to the UK Department of Trade and Industry there are 3000 social enterprises in Scotland; 35% based in rural areas (DTI, 2005). Social enterprise can emerge in many shapes and sizes, ranging from trading arms of charities, community-owned enterprises, employee-owned businesses, co-operatives, farmers' markets and social firms to leisure trusts housing associations, credit unions and large development trusts (ESRC, 2009). Moreover, social enterprises can use a number of legal forms, including: unincorporated associations, trusts, limited companies, some industrial and provident societies such as community benefit societies, charitable incorporated organisations and, created especially for social enterprise, community interest companies (Business Link, 2009).

Sweden: A social enterprise has a relationship with the public sector through various forms of aid, grants, sales of services. The most common model for social enterprises is that persons with employment barriers form a cooperative enterprise as its own legal form in terms of economic or non-profit organization.

3.3. Social enterprises and elderly care services in O4O partner countries

Finland: Approximately 20 of total 209 social enterprises produce services in the field of caring. So far, social enterprises have not been any strong alternative for producing social and health services. In North Karelia there are no social enterprises providing older people's care at the moment.

Greenland: in Greenland, social enterprises do not provide care for the elderly. One reason highlighted for this is the focus, in Greenland, on children rather than the elderly, as reported in the second interview with the project managers:

“Plus we have a big problem in Greenland: *everybody* is talking about children. We have big problems with care of children in Greenland. We, through O4O, need to help to get more focus on the elderly, through – for example – Timebanking through the Red Cross, and social enterprises. It's a very big challenge for us to shift focus. There are too many (5 to 6) organisations working separately with children, rather than coordinated. So, resources are not being used efficiently. We need to work on all this...” (GL, Nov 2010)

Northern Ireland: It is worth noting that information sourced from the Social Economy Network was unable to identify any of these services existing in a rural areas. However they signposted the project to the Ardmonagh Family Centre which runs a good morning scheme which has a service level agreement with the Health Service in West Belfast. Social Enterprises provide a variety of social care support but there are no residential social economy businesses. There is an expectation that with the formation of a Victim and Survivor Service expected to commence in 2010, that social enterprises operating from within the Victim and Survivor sector will increasingly begin tendering for service level agreements with local councils to provide specialist care in areas such as befriending, counselling and therapeutic services to their client base and membership including the provision of this service to those in residential care.

Scotland: Social enterprise can provide a positive alternative for public services. By combining a community benefit ethos with an entrepreneurial approach social enterprises find innovative and efficient ways of joining-up and improving services (SSEC, 2008). Although not very common, there are examples in Highland of successful social enterprises delivering care services for older people: (1) *Highland Home Carers* is an employee owned business providing nursing support and home care services to elderly, vulnerable or disabled people across the North of Scotland so they can continue to live independently in their own homes (www.highland-home-carers.co.uk); (2) Sunderland Home Care Associates (SHCA), overall winner of the Enterprising Solution Awards 2006, is a social enterprise set up in 1994 to take advantage of opportunities from the deregulation of the delivery of local authority domiciliary care. Started with just 20 employees, SHCA now employs over 175 people, and has an annual turnover of £1.75 million. SHCA is a major provider of personal care and domestic services on behalf of Sunderland City Council. Its particular focus is on enabling

older and disabled people to stay in their homes for longer by offering them specially tailored care services. SHCA's success has led to the setting-up of Care and Share Associates to replicate the business model, which has so far been copied in North Tyneside, Newcastle and Manchester (www.casaltd.com).

Sweden: In the Luleå region there are currently no social enterprise focused on older peoples care. However, it is widespread in Sweden as a whole. In the neighbouring municipality of Umeå, can you find social enterprises that are focus older peoples care. There are private companies that work with older peoples care as well as building homes for the elderly in Sweden, especially designed apartments with communal facilities. See Carema AB, <http://www.carema.se/>

3.4. Funding from regional development agencies for social enterprises?

Finland (Karelia): There is one regional development agency in Pielinen Karelia and it is called PIKES = Pielisen Karjalan kehittämiskeskus oy. (<http://www.pikes.fi/fi/>). PIKES has several kind of developing schemes. Social enterprises can benefit them in the same way as any other company. At the moment there is a scheme called VALUE going on. One social enterprise will be established by the help of the scheme. In North Karelia there are two other regional development agencies. Joensuu Regional Development Company, JOSEK Ltd. is working mainly in Joensuu region (<http://www.josek.fi/fi/?ID=1384>). The operating principle of the Joensuu Regional Development Company, JOSEK Ltd, is to consolidate and diversify the economic structure, promote the competitiveness, and improve the operating conditions of local businesses in an increasingly international environment. The primary means of reaching these objectives is through enhanced cooperation. JOSEK funds development schemes accomplished and administered by different directions that make Joensuu Region economic programme true. Funds given to schemes are Joensuu subregion community funding. (<http://www.josek.fi/fi/?ID=1379>) PIKES funds the same kind of schemes. (<http://www.pikes.fi/fi/?ID=1380>). KETI is for developing Middle Karelia enterprises (<http://www.keti.fi/Resource.phx/keti/index.htx>). JOSEK, PIKES and KETI also work together, e.g. promoting entrepreneurship in social and health care services in North Karelia.

Greenland: The government gives grants to social enterprise companies. It may be a wage subsidy for working tests, wage subsidies for young people who are mentally and physically disabled people to have them in employment, the wages of employees in unions, evening classes etc.

Northern Ireland: The Department of Trade and Industry's (DTI) Social Economy Enterprise Strategy (2009-2011) (SEE) is currently out for public consultation. Governmental support for those wishing to develop business enterprises is provided on DTI's behalf by *Invest NI*. *Invest NI* funds training programmes. The Social Entrepreneurship programme is delivered by Enterprise NI and managed through co-ordinating organisations across NI. There is some access to start-up funding, if deemed necessary, but this is small at £1,000 and local councils would funds some training programmes, but there is no dedicated pot of money.

Scotland: There are two development agencies in Scotland. Highlands and Islands Enterprise (HIE) - is the Scottish Government's economic and community development agency for a diverse region which covers more than half of Scotland. HIE aims to build sustainable economic growth in all parts of the Highlands and Islands. Scottish Enterprise (SE), similarly, covers the rest of Scotland. Supporting the growth of the social enterprise networks is high on the HIE agenda. HIE assists communities in acquiring their own assets and works to help them build their capacity to maximise their earning potential. Moreover, they promote social enterprise initiatives through the Highlands and Islands Social Enterprise Zone which is a social enterprise support agency based in Inverness.

Sweden: The regional development agencies in our regions are: (1) Luleå Municipality; (2) Swedish Agency for Economic and Regional Growth; (3) Norrbotten county council – regional development; (4) County Administrative Board of Norrbotten; and (5) European Social Fund (ESF). These organizations are involved in co-financing of project funds for the development of social enterprises

3.5. Role of regional development agencies, including training, social enterprise business advice and support

FINLAND: *North Karelia Enterprise Agency (Pohjois-Karjalan Uusyrityskeskus ry.)* is specialised in counselling entrepreneurs. It was founded in 1995 and has established its position as a central provincial activator in North Karelia. It works in close co-operation with North Karelia's municipalities and regional development companies, T&E-centre's business, countryside and labour departments, Finnvera plc, employment offices and several other central entrepreneurship promoting parties. The Objectives for Enterprise agency operation are to raise the standards of entrepreneurs' know-how and to avoid failures, through a nationwide network of centres. Collapses of businesses are fairly common in Finland, because over half of the established companies end their activities before their third year (<http://www.uusyrityskeskus.fi/pohjois-karjala/englanniksi/index.html>).

Pohjois-Karjalan Yrityskummit ry, an association specializing in business mentoring, was established in North Karelia in the spring of 2007. Business mentors are experienced business executives or other experts in the business and industrial sector, who are either retired or still active in their work. Business mentors make use of their experience in assisting starting companies, and have particularly valuable experience in dealing with change of generation. The strengths of the business mentors include business management, change of generation, international trade, marketing, connections with financiers and decision-makers, and the development of small and medium-sized companies. They provide consultancy services to companies and municipalities on a voluntary basis. In a year, a retired mentor provides a total of 8-12 days and a working mentor 4-5 days of assistance to municipalities and companies. (<http://www.josek.fi/eng/?ID=1534>)

Greenland: There are consultants employed in the development agencies to provide guidance to companies, associations and individuals. In the "O4O region", there is an association advisor in Kommuneqarfik Sermersooq who gives practical and financial advice. The groups which launched during the O4O could continue under the consultant's auspices after 2010.

Northern Ireland: Invest NI provide support advice and assistance for their clients but to access this a business must qualify and meet criteria including 100K turnover in business and exporting potential. While some social enterprises may do, the majority are ineligible. Invest Northern Ireland may provide advice, and other enterprise organisations might be of assistance but it would not be possible to get a tailored social enterprise advice (e.g. Work West, Belfast co-ordinator in LedCom). Other examples in the O4O project areas include: Armagh – Steven McClelland, Newry and Mourne Enterprise Centre –30267011; Cookstown – Mary McCrory, 82249494; and Ards – Work West, Stephen McGarry, 90610826.

Scotland: There are a number of regional development agencies that can give business advice to social enterprise. These include: Highlands and Islands Enterprise (Inverness); Highlands and Islands Social Enterprise Zone (Inverness); Business Gateway (Inverness); Scottish Social Enterprise Coalition (Edinburgh); First Port (Edinburgh); and Social Enterprise Academy (Edinburgh).

Sweden: The above development agencies do not give advice to social enterprises. Such advice would come from Coompanion (<http://www.coompanion.se/english/>) and Sunderby Folkhögskola (http://www.sunderby.fhsk.se/~sby-projekt/sv/projekt_valfrid/m0953970342305063/).

3.6. Funding for social enterprises

Finland: Social enterprises enjoy the same status as any other companies regarding private and public financing. **Start-up grants** (through the Employment and Economic Development Office), promote the establishment of new businesses and employment by providing for the livelihood of an entrepreneur starting business. A start-up grant can be granted for a maximum of 18 months in total. For 2009, the average grant is approximately 590 Euros per month⁹. **Pay subsidies** (of up to 50% of salary cost) may be paid to a social enterprise to help meet the costs of employing the long-term unemployed or the difficult to employ¹⁰ for a period of two years and for a period of three years in the case of disabled employees. The maximum duration of a pay subsidy granted at any one time is 10 months. **Employment policy assistance** may be granted for any endeavor whose aim it is to: explore the work ability and functional capacity of unemployed persons and their chances of being employed and improve their labour market potential by organising labour market measures and employment opportunities as well as other measures that promote employment. A person with special needs can have **assistance for work condition arrangement** so that one can have a job or stay employed. Assistance can be for buying special equipment or for other alterations in a working place. Finally, it is also possible to apply for **small entrepreneur or woman entrepreneur** loans and also deposits from Finnvera (www.sosiaalinenyritys.fi/yrityksenperustajalle/tuet). Social enterprise can get funding from **NATIONAL SLOT MACHINE ASSOCIATION (RAY)** if enterprise meets the rules made. Social enterprise has to meet the same rules than any other enterprise in Finland. Funding from RAY can be granted to non-profit organizations and foundations. Funding cannot be

⁹ http://www.mol.fi/mol/en/99_pdf/en/92_brochures/3002e_start_up_grant_2006.pdf

¹⁰ A person “difficult to employ” is a person who has received unemployment security for 500 days and is entitled to labour market support.

granted to private persons, profit-seeking organizations, municipalities or church organizations. Funding is granted for work which promotes health and social welfare, and is given for projects and investment.

In an employer pool, several employers - such as several associations or households - can together employ a person on the pay subsidy. In this case, all the employers belonging to the pool will together act as the employer. The pay subsidy will be granted jointly to the employers that are part of the pool. As the pay subsidy is granted to a group of employers, the same principles apply as when granting a pay subsidy to a single employer. (http://www.mol.fi/mol/en/99_pdf/en/92_brochures/tme0014eteksti.pdf)

Greenland: There are so many foundations and charities which give grants for social activities in social enterprises in Greenland, but unfortunately there is no comprehensive overview of these. Examples include:

- Aage V. Jensen foundation (www.avjf.dk)
- VILLUM KANN RASMUSSEN FONDEN and VELUX FONDEN (www.vkr-fundene.dk)
- Kulturfonden Danmark-Grønland (www.stm.dk)
- Inuuneritta Pulje (www.peqqik.gl)

Northern Ireland: There are a variety of funding schemes; there is no one source where new or potential enterprises might access finance or funding. Consequently the sector is not as well developed as it is in GB where both the British Government and the Scottish Executive have made a dedicated financial commitment, but this is not equalled by DETI in Northern Ireland. Some organisations provide loan finance and support for social economies as banks tend to be unsympathetic. These would include the Ulster Community Investment Trust, Charity Bank and Unity Trust. Social enterprises have often been developed out of the voluntary and charity sector on the basis they are supported to become established and when working at a profit, they can moved into charity or social goals and community benefit. Being under the umbrella of the charity means charitable status can enable to apply for funds and grants geared at that charity. Some SEs constituted as a separate entity would be eligible for charitable status. There continues to be some opportunity for small grant funding from different Government departments but these tend to be short-term project funded; different government departments have time-based programmes.

The strong voluntary and community sector in Northern Ireland has been well-supported and sustained by a number of funding sources including a number of EU-funded programmes (Peace 1, 2 and 3) and there has been an Emphasis on Social Enterprise in some Council areas which may well continue after the Review of Public Administration reconvenes the council areas and jurisdictions. Many social economy business in Northern Ireland are to be found within the church-based sector and their constitutions preclude them from taking money from Big Lottery. Barriers to income generation is delivery of public services through health trusts, local councils and departmental programmes for hard to reach and whole issue of process of tendering for public services is of concern to SE as there is not a level playing field no account is taken of added social value brought to the service delivery.

Scotland: Firstport and Scotland Unltd are working together in Scotland to provide advice and funding opportunities for *new start social entrepreneurs*. Two main funds are available to individuals who have ideas and the vision, passion, drive and commitment to develop them. These funds include: (i) Social Entrepreneurs Fund - The Scottish Government's Social Entrepreneurs Fund is a £1 million fund aimed at individuals with ideas to start up new social enterprise in Scotland. Grants of £500-£20,000 to support individuals to develop new social enterprises. Awards are available on 3 levels, depending on how developed an individual's ideas (info@firstport.org.uk) (ii) Millennium Awards Trust - Scotland Unltd's Millennium Awards is part of Unltd's UK wide programme and makes awards to social entrepreneurs who want to change the world for the better. (iii) Firstport and Scotland Unltd have created a single application form and process for both funds. There are two levels of award: Level 1 - Awards between £500 and £5000 – for those who have an idea but need to test it to help get it off the ground. As such, Level 1 award could help with some of the start up costs. Level 2 - Awards up to £20,000 for those who have already developed and tested a social enterprise idea but need more time to implement it.

In addition, there is a range of funders *who do not necessarily specialise in social enterprise* but to whom social enterprises can apply depending on their eligibility criteria. As such social enterprises can apply for funding to: (1) **Scottish Investment Fund** - Funding packages of £100,000-£1,000,000, of which at least 50% is repayable, to established social economy organisations that have been trading successfully for at least 3 years (www.scottishinvestmentfund.co.uk/index.cfm); (2) **Third Sector Enterprise Fund** - £25,000-£100,000 support to build capacity within organisations to operate in an enterprising way. The fund is delivered by the Scottish Government Third Sector Division (www.scotland.gov.uk/topics/people/15300/funding); (3) **Lottery funding** - Grants distributed by a number of distributors such as Awards for All, Big Lottery Fund, Heritage Lottery Fund, Scottish Arts, Sportscotland. Funding priorities change periodically and levels of grants and eligibility criteria vary between distributors and funding programmes (www.lotteryfunding.org.uk/scotland); (4) **Lloyds TSB Foundation for Scotland** - Support recognised charities under a number of schemes promoting improving quality of life and creating equality of opportunity. The range of grants available is not stipulated but typically ranges from a few hundred pounds to a few hundred thousand pounds (www.ltsbfoundationforscotland.org.uk/index.asp?cat=home); (5) **The Esmée Fairbairn Foundation** - Support for registered charities and not-for-profit organisations. Average grant £50,000 including core running costs and project costs (www.esmeefairbairn.org.uk); (7) **The Robertson Trust:** Donations to registered Scottish charities. Revenue donation up to £15,000 and capital up to £1,000,000 not exceeding 10% of project cost (www.therobertsontrust.org.uk); (8) **The Tudor Trust** - Core funding, development funding, project grants and capital grants to charities and organisations with established charitable objectives. Help smaller, under-resourced organisations which offer direct services within local communities. No maximum or minimum (www.tudortrust.org.uk/home/tabid/36/default.aspx); (9) **Coalfields Regeneration Trust** - Funds community projects and social enterprises working in eligible former coalfield communities. There are 3 grant streams: Community Grants – up to £500; Small Grants – up to £10,000; Main Grants – up to £100,000 for revenue or capital (www.coalfields-regen.org.uk); (10) **European Union** - The majority of funding available to Scottish organisations comes either through the European Structural Fund programmes (European Regional Development Funds (ERDF) and the European Social Funds (ESF)), or through

the European Agricultural Fund for Rural Development (EAFRD). Structural Funds are administered by ESEP Ltd (www.esep.co.uk) in the Lowlands and Uplands and by the Highlands and Islands Partnership Programme (www.hipp.org.uk) in the Highlands and Islands. EAFRD is administered by the Scottish Government as part of the Scottish Rural Development Programme (SRDP) (www.scotland.gov.uk/Topics/Rural/SRDP). Incorporated within the SRDP is the LEADER programme which is aimed at promoting economic and community development within rural areas and is administered locally by a local action group (www.scotland.gov.uk/Topics/Rural/SRDP/LEADER). General advice on European funding is also available from most local authorities.

Sweden: The European Social Fund (ESF) is the main source of funding, and the organisations listed above are often *co-sponsors* of that EU funding. There is no funding for social enterprises from charities, trusts and lottery-type funds.

Section 4: The implications of the context on the feasibility of sustainable O4Os, making policy recommendations

4.1. Similarities/differences across partner countries

Populations challenges: although there is recognition that the population is ageing across all partner countries (and exacerbated in Greenland by the outward migration of the more fit elderly to Denmark), there is also an awareness that being elderly does not necessarily equate with being frail or incapable. Thus, the proportions of 16% to 25% of the population being classed as “elderly” in the O4O partner regions does not imply, necessarily, that this percentage of the population are in need of health and social care; rather, the picture is recognised as more complex. However, what is also similar across O4O countries/regions are the *projections for growth* in the proportion of elderly relative to the rest of the population, and thus it is likely that, *proportionately*, the needs experienced by the elderly will increase by 2030.

“Elderly” group: there is variation in the definition of “elderly” in terms of age (the minimum being 45, the maximum being 80), though there is a formalising of “elderly” around “pensionable age” across the O4O partner countries. This is in the region of 63-65, for both sexes, and all countries, apart from Finland, are seeing an increase in pensionable age between 2010-2046. Therefore, although demographic trends from other sources show an increasingly ageing population, the technical date at which someone *becomes* “elderly” and entitled to the care being provided by O4O-type initiatives may increase.

Ways that the elderly obtain services: there is, overall, a similarity observable across the O4O partner countries and regions in how the elderly can obtain services. There is a range of providers, arranged along a spectrum (see Figure 3) some more structured around the Municipality provision (Sweden) whilst others are more diverse (such as Northern Ireland and possibly Finland). Part of this is to do with the political backdrop of the extent to which “the State provides”, and some of this is to do with the growth of other sectors (informal and formal voluntary, social enterprise) and associated support networks and agencies. So, although one does not want to use the term “maturity” in an evaluative sense, there is a maturity in terms of diversity of provision in say, Northern Ireland and Scotland, compared with a more centralised approach in, say, Sweden. What remains unknown at this stage is whether a more diverse provision also leads to it being more fragmented, with more people falling through the net. This would require further investigation in order to build an evidence base. Diversity across the O4O project partner countries/regions was observed in terms of pension levels and the requirement to pay for services. These need to be examined in more detail, to see the extent to which O4O-type activities could increase their sustainability through paid-for services. Thus the extent to which payment is part of the culture and the accepted norms of provision is important to understand because such O4O enterprises would need to map onto, and embed within, existing structures and mechanisms.

Volunteering culture: There is clearly a significant variation in the extent to which there is a culture of volunteering across the O4O partner countries. However, what seems apparent is

that there is variation in relation to what might be perceived as formal/institutional volunteering, and what might be termed informal volunteering. The following quote from Greenland illustrates how people might already be volunteering, informally, but might not recognise or label it as such:

“We also are trying to get people to understand that a little help from them is better than no help. They don’t see what they are already doing as voluntary work – for a neighbour or a friend. It can be big or little. We are saying that everyone can come and join with this. It is important to build on what is already there, and to build with the people; this gives them energy. We recognise what they are already doing.” (GL, May 2009)

Thus, it will be important to maintain this distinction, as the evidence presented (see 1.7.) shows a need to handle the perception of “volunteering” with care when establishing and promoting O4O enterprises in rural communities.

A point of commonality across all O4O partners is the perception that volunteering is, in fact, connected with loss of entitlements through state provision. The following additional quotes (which complement those already presented) serve as a reminder of this aspect:

“Communes are increasingly being encouraged to take care of their problems. It is a very big challenge for us to get older people to understand to do things for themselves. This generation is used to things being provided for them.” (GL, May 2009)

“Others have been recipients of services for ever, both individuals and communities. They can complain about the services, but they don’t have to run them and they have no responsibility for them. For getting funding, or for managing a budget. It takes so much more energy to manage these things than it does to complain about them.” (Scotland, May 2009)

The Scotland project manager, in her interview 6 months after the one just cited, reiterated the challenge of encouraging people to engage, given this reason of entitlements:

“It’s been very tough to motivate people to do this. They say “why should we do this?” and “it was done for us in the past”. We are seen as taking away from what the public sector should be doing. We need someone, people, with enthusiasm and who see that this is positive for the community.” (Scotland, Nov 2009)

So, the approaches (outlined in preceding sections) which are being taken by partners – slow-build, not calling it volunteering, showing the benefits through projects over time – are all vital in overcoming these fears, concerns and disincentives.

Social enterprises: perhaps the most significant difference between O4O partner countries is their definition of “social enterprise”. In the early days of the O4O project, the assumed universality of a model for social enterprise caused a great deal of confusion, and the context-mapping exercise allowed partners to shed light on how such enterprises were defined in their countries. As has been outlined (see 3.1.), the difference can be summarised as follows: in Finland, Sweden and Greenland, social enterprise can be summarised as employers (private or voluntary sector) which have, as a component of their workforce, employees who would otherwise find it extremely difficult to get a job due to physical or

emotional ill-health, long-term unemployment or homelessness. Typically, approximately one third of the workforce must comprise such employees for a business to be classed as a social enterprise. In Scotland and Northern Ireland, although there is no universally agreed definition, there is nothing specific about the make-up of the labour force; rather the focus is on social objectives, being embedded in the community, trading with and for that community, and returning profits to that community. These differences are extremely significant, since they affect how social enterprises are embedded in each of the partner countries, the funding streams which become available, the ways in which they can and do evolve, and potential for partnerships etc. It may be that O4O models need to evolve in ways which recognise these formalised differences, and exploit them positively. There could also be scope for exchange across models, but this would need to be done with care, since the institutional and funding landscapes obviously support the models which currently exist. However, there is scope for this, since, for example, the two cases of social enterprise cited in the Scottish (Highland) context map show a business structure substantially different *but* a similar employment focus.

Organisational models of social enterprises: models reflect the differences just outlined, that is, a “Nordic” model of social inclusion through employability, and the “Celtic” model of community engagement and reinvestment. The Nordic model therefore demonstrated more typical business models, with O4O project partners stating that social enterprise were not distinct in their structure or operation and are part of the business mainstream, formally recognised by government. The Celtic model, however, appears as far more variable, from small charitable enterprises through to larger, multi-staffed initiatives, with more formalised structures (see examples listed). What seems to underpin the findings, however, is the observation that those models which take more of a “business-minded approach” are more likely to be sustainable. The following two quotes, taken from 6-monthly interviews from Sweden, are extremely useful to illustrate this point:

“It is very important to set up an organisation, so that you are not always dependent on individual people. So, if people leave or move on, the organisation is still there and it can still function. So, we are “building the road” so that people can travel on it... (SE, May 2009)

“It is very important to have a good local organisation, and we through O4O have passed on tools to the two full time project managers. They are so creative and sometimes we have to get them back to basics, and keep them on track. Every activity they propose and follow through has to be connected to the main objectives, otherwise the activity is put to one side. They also have a very good project team; plus I sit on the steering committee on behalf of O4O. There are 6 people on the project team, with representation from the church, the elderly, young people from the village, plus the project manager and the two O4O people.” (SE, Nov 2009)

What this means is that, in addition to business planning which keeps the enterprises on track, there is a sharing of the workload, and almost a structure that can be more independent (though obviously not entirely so) of the turnover of volunteers and staff that is inevitable, and of a constant reliance on a key group of over-stretched people, often volunteers. As the Scotland partner highlighted:

“You have to work hard at getting beyond the “gatekeepers” and “usual suspects”. The champions do tend to get things done, so we need to harness their energy, and they are really great to have on board. But we also make sure that we get to the wider group – so I’ve been to community council meetings, older peoples’ centres, lunch clubs etc. Champions have a lot of influence locally, and so when I’m in these communities I’m testing reactions all the time; I listen to gossip, I find out what’s happened in the past because otherwise, if a project becomes associated with a particular person and there’s some history there, it can be problematic down the line. But... time is limited; I’ve had to be responsive, the process is organic, rather than systematic.” (Scotland, April 2009)

4.2. What emerges as policy hindrances/helps?

O4O project partners raised a number of policy-related challenges which they have experienced during the establishment and implementation of the O4O enterprises and initiatives. These have been grouped into themes, and quotes from the telephone interviews are used where they illustrate a particular theme.

Gap between the “policy and funding mind” and realities on the ground: the comments relating to this theme focused primarily on differential time scales within which policy and on-the-ground work operate. They highlight the need for investment, rather than a quick spend or quick-fix within a project timeframe, and that a lack of understanding of this can have a negative effect on a project and potentially on morale. The following quote from Scotland is illustrative:

“There is a significant gap between policy and funding. Public sector workers think there is a need for a certain service, but it is hard then to turn that into tangible support. They are saying “communities have got to do things for themselves” but they don’t get that it’s a PROCESS. They expect communities to do it right away. But we know that this is a process over time, and I have had discussions with the public sector as well as with people in communities. There is a range of stakeholders, and there’s people who can do damage to a project because their word will have influence, and this can affect how others think. So, “stakeholder management” is both a barrier and a promoter. You have to get round to discussing it with enough people so that you know who’s who, read the signs, the body language... (Scotland, May 2009)

Need to network ‘politically’: Related to this is the point made by O4O project managers about the time they need to devote to networking and “working on” those in the political sphere, and how this is time well spent, but of course takes them away from their specific project activities. Nonetheless, this is felt to be a vital part of working with those who do now, and are likely to, matter to the sustainability of the O4O projects. The following quote gives some insight from Greenland:

“We have to do O4O things in a political way; we have to spend a lot of time on this. We have to work in the political issues. We have to show politicians that O4O is not dangerous. We also have to put O4O into the Greenlandic Policy; there’s going to be a big increase in older people in the future, and we have to show government this. We can’t attract people back to Greenland (once they have left) to take care of their families. We have to work hard at this” (GL, Nov 2009)

The approach in Sweden has been to demonstrate through action and evidence, as outlined here:

“The biggest barrier is the Municipality culture. They only want to see volunteer models, NOT commercial enterprises, because we are socialist, and so making an enterprise out of social care is not correct... (SE, May 2009). ... “We have to see what the ongoing demand is for these services and then it is easier to get the Municipality involved. It is very important to have this project to demonstrate, and to get the Municipality to “buy” services from the project... Those who work in the Municipality are watching and seeing these positive impacts and that these lead to more positive impacts; i.e. there are some results. *These* are convincing.” (SE, Nov 2009)

In Northern Ireland, the potential for liaising with evolving policy is possible, to see how and where O4O-type enterprises could contribute; the following quote illustrates this situation:

“ There is a lot of work going into the Review of Public Administration Processes at the moment, redefining regional and local government in the 11 new Council areas. Devolution and restoration, and trying to develop systems of good practice. Government is trying to find clusters of activities, where delivery is not being determined by the local majority. So, O4O can map onto this bigger picture by being involved in these projects and helping them to realise their best practice.” (NI, Nov 2009)

Policy holding back O4O social enterprises: Two specific areas where policy and practice are viewed as a hindrance to O4O-type enterprises are advice and funding. **ADVICE:** Firstly, it is felt, particularly in a Scotland context (and to some extent in the other partner countries) that the landscape of advice is very complex. This is more the case when one is focusing on the Celtic model of social enterprise, since, although these models are increasing in number, they are still not yet part of the mainstream, so advice and guidance is varied in coverage and quality. As one project officer commented in her interview:

“There is such a need for joining up advice! There is an absolute chaos of advice out there – so many agencies! And even I find it hard to get my head around it and I’ve been in this sector for years. You go for advice, and you go away with a list of things to DO. If I was in a community (i.e. not with the role I’ve got) I would be so discouraged with the list of things to do, I’d give up. They don’t HELP people, but they’re great at TELLING people. The process could be simplified and streamlined. They could provide proformas and templates for communities. They could be far more effective and efficient. The social enterprises and the voluntary sector – they are quite isolated, so even to get to an office for advice is an ordeal. Communities need someone who can give advice for an afternoon a month, to do the finance, the paperwork – people need mentoring and buddying until they’ve got the hang of it. If it were to be done this way, there would be more of a chance of real capacity-building. At the moment, there’s so much duplication of work and information. Also, going for advice and being show all that you need to do is bad for confidence; there are a lot of advisers who can *talk* but don’t *do*... Communities need people who *do*...” (Scotland, May 2009)

A specific area of advice noted by O4O project partners is employment legislation, even simply for volunteers, as well as for those in the Nordic model of social enterprise. They are

complex and for many smaller, volunteer-led groups, may be off-putting and thus reduce incentive and possible growth. The following quote from Sweden is illustrative:

“This organisation, the project owners, couldn’t handle an employee because they are voluntary and work for nothing, and they haven’t the time to do the administration associated with employing someone. So, we helped through O4O for having discussions with the grocery store owner to see how we could help on the employment admin side.” (SE, Nov 2009)

The evidence shows that this kind of enabling support, through the O4O project, allows such barriers to be addressed and overcome.

Finally, **funding** was mentioned by all partners as a challenge, specifically that O4O funds supported the project managers, but not the funding of activities on the ground. As reported, project managers have had to be extremely creative in generating buy-in as a result of this challenging starting-point. The following quote illustrates this point, and also echoes the point raised above about being able to demonstrate impact in order to generate buy-in, especially from local government and other agencies:

“You need to have some funds to enable something to be going on, especially in the early stages. It’s absolutely necessary. Once something is up and running, people can see evidence of it. This means that people may then be willing to pay, e.g. if they see that it gives safer living, they may want to pay for that, because they want that for their village. Plus, younger couples working in the city whose parents live in the villages may be willing to pay for their care, and for specific activities etc. Also, it is a way to get unemployed people involved (and with the credit crunch we have more unemployed) – it’s better to have them working for society than sitting at home receiving payments, so, through O4O, we are trying to target those who are unemployed, and you need funding to do that.” (SE, May 2009).

4.3. Concluding comments

Firstly, the Context Mapping exercise, both through questionnaires and interviews, has generated insightful findings from O4O Partners on the backdrop which influences their current approaches and their perspectives on the ways in which O4O enterprises might need to develop. The mapping has allowed us to see similarities and differences across partner countries, which would otherwise be lost in the typical focus on tasks, on-the-ground delivery and individual partner reporting.

Secondly, the variation in social enterprise models is instructive, and is likely to shape the concluding recommendations from the project at its completion later in 2010. This is important, because the shared learning between partners is also about seeing, and understanding, how and why things are “done differently” in the partner countries. Thus, the normal rules and systems are examined, and compared, and doing this deliberately within context mapping is helping reflection on possibilities and in seeing how challenges are variously addressed.

Thirdly, an area that has not specifically emerged, except in Greenland, is a reflection on “rural” as a factor in the sustainability of O4O enterprises and initiatives. Within the O4O project partnership, there is significant variation in both what is defined as rural (i.e. in terms of population density, distance and time to travel to population hubs or centres, demographic structures etc, with Northern Ireland and Greenland being the two “extremes”) and in terms of *experiences* of rural. It would therefore be useful, in the final phase of context mapping (September 2010 final meeting and November 2010 final interviews) to seek to glean some insights from partners on *the extent to which delivering O4O in a rural context is particularly challenging or, conversely, enabling*. The following two quotes from the Greenland interviews, where “rurality” most definitely did arise, give some flavour of the issues:

“The scale of Greenland is enormous, and there are no roads outside the main area. For example, it takes one week to get from the capital to East Finland, to one of the towns we will be visiting in August for O4O. We have to fly to Denmark, then Iceland, then take a helicopter to the town in E. Greenland. It is therefore a big challenge in Greenland to be a “big community”. But O4O is very exciting because it is giving the opportunity for us to find out what elderly people think about elderly care in the east of Greenland, and also to give people in the east of the country an opportunity to give their views – it is the first time they have been asked – they have never been asked before.” (GL, May 2009)

“You can’t meet people other than by phone. We plan to travel again in May 2010, to pick up where we left off. We phone them every month, and they are very happy when we call. But it’s not the same as meeting. We are trying to apply for money so we can get funds for them to travel to meet up together. It is prestigious to travel within the country, so it would be a boost for them to do this. After the study visits we did, we put together a newsletter and had people’s pictures and phone numbers for each other, showing activities and this was great being able to see what others are doing.” (GL, Nov 2009)

Finally, another area for further investigation and reflection, possibly by the project coordinating team, is the extent to which the experiences in the O4O partner countries particularly in relation to social enterprise models, policies and funding, and approaches to elderly care, reflect the situation in a wider EU context. This is a bigger picture that could not be comprehensively addressed within the resources of the O4O project. However, existing literature could give very useful pointers as to where O4O sits in comparison with this wider landscape.

Appendix 1: Context Mapping Template for O4O Partners

Please answer the following questions in relation to your region. Where there are 2 regions in the same country, partners should liaise on obtaining answers.

For the purposes of this context map, older people are those aged 55 years and over. Some issues, for example, free or subsidised provision of services will relate to a specific age group; for example, those of pensionable age.

DEMOGRAPHICS

- What is the accepted definition of an older person in your region?
- Are there different definitions? Where do these originate? (for example, do different organizations use different definitions of what an older person is?)
- What is pension age?
- How much is the state pension?
- What proportion of the population is older/ of pensionable age?

LEGAL

- Other than the public sector, what types of organizations can be legally established to provide services to older people? (for example, commercial, voluntary, social enterprise)
- What has to be done to legally constitute the different types of organizations to do this? (for example, registration with specific bodies, regulation, registration regarding tax, insurance/ indemnity cover/ checks on staff/volunteers).

FINANCIAL

- What kinds of financial support are available for establishing voluntary/social enterprise – type organisations?
 - loans?
 - grants?
- What do organisations have to do to access these sources of support?
- Where can funding be gained from? For example,
 - Banks
 - Venture capitalists
 - Government schemes
 - Local government schemes
 - Regional development agencies
- What proportions/percentages of funding can be sought from different sources?

- Are some organizations providing services, partly funded through fundraising events or initiatives (for example, lottery)?
If so, which types of organizations?

What proportion of funding might be raised through fundraising?

SOCIO-CULTURAL

- Who/ what organisations provide services for older people in your region at present?
- What services do they provide?
- Who pays?
- What evidence exists about gaps/ unmet need? (Please look at formal literature/ research documents as well as 'expert' commentary)
- What evidence exists about satisfaction with different current service providers (Please look at formal literature/ research documents as well as 'expert' commentary)

- Do the following types of organizations provide services for older people in your region? Please give examples, brief descriptions, web addresses/ contacts
 - Social enterprises
 - Voluntary organizations
 - Timebanks
 - Charities

POLITICAL

- What are the different political parties' views/policies/manifesto commitments on future service provision for older people?
- What is the perspective of different political parties on which types of organizations should provide services for older people?

SERVICES

- How do older people obtain services? What is the process? (for example, are they referred by a health professional? Can they self-refer?)
- On what basis are services provided?

Free to all

Means-tested (provided in relation to ability to pay)

Commercial

Is there a choice

Voucher

- Which services for older people are provided free?
- Which services for older people are subsidised? At what rate of subsidization?
- How is social care for older people defined? Are there different types; for example, in Scotland there is:

Personal care

Nursing care

Domestic care

- Describe the types of social care.
- What types of workers supply services?
- What are their qualifications?
- What are their training requirements?
- What are their working conditions?

STATE OF VOLUNTEERING

- What evidence exists about the extent of volunteering (generally) in your region?
- And among different age groups? What is the extent of volunteering among older people? And among people aged 55 and over.
- Which are the main volunteering organizations?
- How do they recruit volunteers?
- What do volunteers do?
- What are the legal requirements around volunteering?
- What is the role of the state in relation to volunteering?
- How is volunteering organized structurally e.g. CVS? CVO?

- What are the key government documents about volunteering?
- What are different political parties' views on developing volunteering?

Appendix 2: Guide topics for semi-structured telephone interviews with O4O in-country project managers

A semi-structured interviewing approach is used (based on the format used for the external evaluation of NPP DESERVE) since this then allows for valuable data to be generated which are comparative between countries, regions or partners.

1. Please describe the process(es) so far of setting up the O4O social enterprises:
 - a. What, who, when, why, where etc?
 - b. At this stage, would you have done anything different (and why)?

2. What would you describe as the main promoters and barriers to starting these O4O social enterprises?
 - a. Why are these promoters?
 - b. Why are these barriers? How do they operate as barriers?
 - c. Are they for this early (establishing) time only, or will they persist?
 - d. Are they localised, regional or national (or a combination)?
 - e. Can they be overcome? Yes/No/Why/Why not?

Possible topics that are likely to emerge here, based on initial interviews, and on other research, include:

- Volunteering (e.g. norms? What about funding?)
- Politics (e.g. need for political support; change of administration)
- Financial, structural, (e.g. related to funding streams)
- Legal structures (e.g. appropriate bureaucracy and legislative requirements; capacity to deal with this effectively)
- Community leadership (e.g. management skills, social capital)
- Community politics (e.g. who is involve, apathy, incentivising engagement)
- Capacity in remote communities (including management, “bridging” social capital).
- Sustainability (short-term funding, long-term goals; sustainability in terms of social enterprise specifically).

3. In your view, how can you start social enterprises in remote rural areas?
 - a. What could/should happen “formally” to help this process? (e.g. training; umbrella organisations etc).
 - b. What could/should happen “informally” to help this process?

N.B. Project managers will be interviewed periodically during the remaining months of O4O. Some of the questions will be similar to allow for comparison of findings during different stages of the project’s lifetime.

Appendix 3: Examples of social enterprises providing care for the elderly in the O4O partner countries

O4O Partner Country	Examples of social enterprise providing care for the elderly
Finland	<p>In Southern Finland, Espoo, there is EDIAS caring service. EDIAS is a social enterprise which benefits from this status and is competitive because of it. (http://www.ouka.fi/kehittamishankkeet/pdf/hankkeet_00_06/Equalhot.pdf)</p> <p>In the end of year 2007 the city of Helsinki started a social enterprise called PosiVire oy. Nowadays there are 41 employees working in caring and welfare support services in PosiVire Company. (http://www.hel.fi/wps/portal/Talousjasuunnittelukeskus/Artikkeli?WCM_GLOBAL_CONTENTTEXT=/Taske/fi/uutiset/posivire_vuosi)</p>
Greenland	
Northern Ireland	
Scotland	
Sweden	