

Social Connections of Social Enterprises:

A Scoping Review of the Strategies Utilized By Public-Private Pairings to Facilitate Successful Social Enterprise Partnerships

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Abstract

Social enterprise has been viewed by some enthusiastic proponents as a transformational and sustainable response to austerity politics in welfare states. Globally there has been a governmental trend towards encouraging social enterprise organizations to take up the mantle of public service provision. A scoping review was conducted following the methodological framework outlined in the Preferred Reporting Items for Systematic Reviews and Meta-Analyses to understand the strategies utilized by public-private pairings to facilitate successful social enterprise partnerships. A dialectic social-exchange framework was employed to support analysis because it allows the dynamics within and between partners to be considered over the life of the partnership in relation to their goals. Analysis revealed a range of relational challenges and collaborative strategies employed in social enterprise-governmental partnerships. This article offers several insights that stronger partnerships may be built upon. Namely, minimizing hierarchy, utilizing contextually appropriate work methods, cultivating an openness to learning, having clear communication channels, sharing affinities, having pro-innovation attitudes, and leveraging pre-existing connections. It elucidates a range of challenges and successes experienced by partners and offers an overview of their paradigms, structural arrangements, constitution, and environmental linkages.

Keywords: public-private, partnership, intersectoral, collaboration, social enterprise

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Social enterprise proposes a model of business that achieves profit without a high social or environmental cost. While the success of some social enterprises make them an increasingly popular concept among entrepreneurs, business leaders, and policy makers, an academic understanding of these new organizational mechanisms, processes, and structures is still in its infancy. There is even less understanding of the transformative potential of social enterprise in collaboration with public bodies to solve social problems.

Social enterprise (SE) is an emerging commerce concept centered around addressing social issues. It has been defined as a business which reinvests surplus profit to achieve their stated social mission (Borzaga and Defourny, 2001; Dees, 1998; Defourny et al., 2014; Kerlin, 2009; Nyssens, 2006). This article will use this definition as it is the most commonly in use in academic literature.

As there are no strict inclusion criteria at this time, it may be useful to consider social enterprise as existing on a continuum between charitable organizations and traditional businesses. The defining characteristic of social enterprise could be understood as the simultaneous pursuit of entrepreneurial and social goals (Avelino et al., 2015). What distinguishes social enterprise from traditional business is the primacy of its social mission; what differentiates it from a charity is its generation of profit. Within such an organization profit is not the primary driver, but instead social impact.

Scholars note that social enterprises were initially intended to function as a means to *“build social capital, providing an opportunity for disadvantaged and marginalized groups to expand their social networks and develop social trust, facilitating social trust and co-operation, strengthening their existing peer support groups, and enhancing their future career prospects”* (Roy, Donaldson, Baker and Kerr, 2014, 190). More recently social enterprises such as the Grameen Bank have gained academic attention for their successes (Makhlouf, 2011). In subsequent paragraphs we explore a prototypical example of such a business to illustrate the differentiating priorities and modus operandi of social enterprise.

1.1 Example: Grameen Bank

A prominent and pioneering example of social enterprise can be seen in Bangladesh’s Grameen Bank. The Grameen Bank is a microfinance organization with the mission of providing micro loans to people who are not served by traditional banks (Yunus & Jolis, 1999). This famously includes those experiencing poverty, women, illiterate persons, and unemployed people (Yunus & Jolis, 1999). The Bank expects loans to be used to pursue self-employment projects or opportunities which provide financial independence and generate income, often in business or agriculture.

Non-normative banking practices

Loans are issued through group-based solidarity lending, wherein small groups borrow collectively. By encouraging borrowers to become savers (so others might also be able to

borrow) the bank has been able to fund 90% of its loans with interest income and loan repayment deposits since 1995. Its operations are currently fully funded by deposits (Grameen Bank, 2020).

The Bank has a clear social mission: relieving poverty. Additionally, the Bank emphasizes female economic empowerment with 97% female borrowers. It pursues innovative social solutions to enterprise challenges, such as helping to pioneer microlending and solidarity lending. The Bank maintains policies of no collateral, no legal instruments, no group-guarantee, or joint liability for loan applicants. It explicitly supports the United Nations Millennium Development Goals. The Bank works in a social development capacity in collaboration with the Bangladeshi government, under its legislative governance.

The Grameen Bank entered a space that was not considered viable by mainstream banks. Normative banking practices, policies and priorities would not allow the participation of the 'unsuitable' or 'unqualified' loan applicants or the lending of the small amounts required. As its operations expanded the Bank invested in the expansion of its services to include pensions, life insurance, and affordable housing. It has further increased its activities to include diverse equity and socially-oriented programs and projects such as communications, education, renewable energy, business development, and open-source banking software (Grameen Communications, 1998).

Dramatic social impacts

The Grameen Bank has developed additional social justice goals, such as making branch locations free of poverty as measured by access to food, clean water, and latrines in its host communities. Borrowers and their communities experienced at-times dramatic improvement in their quality of life as a direct result of not a charity or NGO, but the work of a social enterprise. The Grameen Bank states 65% of its clients have been able to move out of extreme poverty as measured by standards such as food security, school-aged children regularly attending classes, safe housing, sanitation, and access to clean water (Grameen Bank, 2020). The founder and the bank were both awarded the Nobel Peace Prize in 2006 for their grassroots economic and social development and empowerment work (Grameen Bank, 2020).

The Grameen Bank has encouraged research on its methods and outcomes to facilitate evidence-based policy recommendations and collaborated with national and international government bodies and organizations (Bernasek, 2003). Presently there is a paucity of research on this topic concerning the details of how and where such partnerships succeed or fail (Roy, Donaldson, Baker & Kerr, 2014). Researchers have identified a need to better understand the impact and causal mechanisms by which social enterprises and wider civil society stakeholders act on mitigating social risk (Roy, Donaldson, Baker & Kerr, 2014). It is these mechanisms and effects this scoping review hopes to elucidate through investigating the work of social enterprises in collaboration with public bodies, and the influence this has on its processes, employees, partnerships, and communities.

This investigation explores the operationalization of social enterprise principals in collaboration with public bodies and the effects this has on its processes, employees, partnerships, and communities. For the purposes of this review public bodies include, but are not limited to, healthcare providers, social housing, poverty alleviation programs, community-

building, and sustainability organizations, as long as they receive public funds. This inquiry seeks to gather experiences and lessons learned across several organizations to analyze common themes, and to present recommendations.

Understanding the collaborative styles of social enterprises will contribute to how society can leverage partnerships to provide more innovative, cost-effective, and sustainable social services. Public-private partnerships could benefit from understanding the successes and failures of previous collaborations to focus their efforts around the most efficacious strategies. However, it is unclear what kind of information is available in the literature about how social enterprises prioritize and actualize collaborative relationships. For these reasons, a scoping review will be conducted to systematically map the research done on this topic and to identify gaps in knowledge. This review also strives to be able to elucidate the most helpful lessons learned and provide recommendations for the development of a set of best practices.

1.2 Existing research

Researchers have turned their attention to social enterprise as an alternative to publicly provided services (Dawes, 2009; Drennan et al., 2007; Harris, 2007; Roy, Donaldson, Baker & Kerr, 2014). Civic organizations are playing an increasingly important role in local service provision in response to economic instability and the shifting, sometimes fragmented, role of the welfare state (Wagenaar et al., 2015). Non-publicly funded actors can be referred to as civil society, the third sector, the social economy, the voluntary sector, the private non-profit sector, or another near-synonym. (Brandsen & Pestoff, 2006) For the purpose of this review they will be referred to as social enterprise with the understanding that there will be slight differences in conception between terms, but that precise language in this case is a 'loose and baggy monster' which might not be wrangled into a neat vocabulary for the purposes of a scoping review (Smith, Rochester & Hedley, 2005).

Some nations have created semi or fully privatized options for clients with the assumption that private providers will be able to respond with more innovation and agility than a centralized provider (Millar, 2012). When integrated with community actors, social enterprise has been seen by some scholars to be a viable and sustainable method for the co-creation of solutions to social problems, which is of interest to governments as public service providers looking to improve or privatize their service provision (Donaldson et al., 2011; Roy, McHugh & Hill O'Connor, 2014).

Globally there has been a governmental trend towards encouraging social enterprise organizations to take up the mantle of public service provision (Millar, 2012). This is mirrored by the trend towards organizational hybridization, or the blending of public and private institutional logics, in welfare states (Millar, 2012). Social enterprise has been viewed by some enthusiastic proponents as a transformational and sustainable response to austerity politics in welfare states (Baum, 2008; O'Mara-Eves et al., 2013). At an increasing rate policy makers are using social enterprise as a tool for addressing social risks (Teasdale, 2011).

While there is a tremendous amount of literature on public and policy responses to social issues social enterprise remains notably understudied (Avelino et al., 2015). Other researchers, such as Roy, Donaldson, Baker & Kerr (2014), have identified this as an exciting new area of research for our socially complex and economically uncertain times. This research

contributes to the investigative dialogue on the best practices for collaborations with social enterprise as service providers by mapping the current state of the literature and identifying areas for future focus.

1.3 Theoretical approach

Presently academic research on social entrepreneurship is frequently conducted using a medley of terms, concepts, theories, and sometimes contradicting assumptions (Jiao, 2011). This is not unusual for an emerging discipline. For the purposes of this research an interdisciplinary social science framework will be employed to foster a holistic understanding of these emerging relationships. The dialectic social-exchange framework was primarily developed by Di Domenico, Tracey, and Haugh (2009) in response to a desire to understand modern multisectoral partnerships like those between social enterprises and public bodies. Their involvement produces new political, economic, and social configurations that attempt to reconcile wealth creation and community wellbeing (Di Domenico, Tracey, and Haugh, 2009).

Why are these relationships interesting to social scientists?

Googins and Rochlin (2000) suggest that new and emerging frameworks hinging on collaboration between civil society, private, and public sectors, play a crucial role in creating just and sustainable societies. They suggest that cross-sectoral collaborations are crucial mechanisms towards meeting the social and economic goals of communities and corporations. They state:

First, partnerships present the opportunity to create a formidable, mutually reinforcing system which combines the unique capabilities and resources of each party to deliver outcomes that surpass those of any one sector acting in isolation. Second, partnerships provide an ideological answer for a system marked by competition, conflict, and a growing imbalance of power among the sectors. (2000, 128)

Social exchange theory can be better understood as an interrelated series of theories about social exchanges. The dialectic social-exchange framework was developed to understand relationships between corporations and social enterprises. However, because the focus is on the dynamics of intersectoral collaborations it is feasible to apply this framework to relationships between governmental and social enterprise organizations. This framework focuses on dyadic exchanges, or interactions, in partnerships rather than more generalized social exchanges (Di Domenico, Tracey & Haugh, 2009).

Here there is a conceptualization of power dynamics through dialectics that is particularly relevant to understanding public-private relational dynamics because of their differing ideologies, modes of operation, and responsibilities. Including the didactic in the social exchange framework allows the dynamics within and between the partners to be considered over the life of the partnership in relation to their respective goals.

Di Domenico, Tracey and Haugh (2009) identify four components of organizations that are pertinent to analysis: (1) the paradigm commitments of the organization; (2) the officially recognized and legitimate structural arrangements of the organization; (3) the constitution or bases of participation and involvement of the organization; and (4) organization–environment

linkages. One may then identify four core contradictions faced during collaborations as goals and logic, ownership, governance, and accountability. This organizational understanding is relevant to the research as it provides additional ideological scaffolding to identify pertinent relational information during data extraction and analysis as the research question seeks to understand by which mechanisms partnerships can produce healthy, respectful and productive working relationships. These relationships are important because they represent an innovative new political-economic agreement that reconciles social welfare with wealth formation.

1.4 Research question

The researcher considers a scoping review to be an efficient and effective way of answering the question: *what are the strategies utilized by public-private pairings to facilitate successful social enterprise partnerships?* The product of this research intends to provide illuminating insights into the processes whereby organizations form fruitful intersectoral relationships combining public and civic resources to solve social problems.

1. Methods

2.1 Research design

A scoping review was selected as an appropriate way of answering the question: what are the strategies utilized by public-private pairings to facilitate successful social enterprise partnerships? Scoping reviews are exploratory in nature and aim to identify key ideas and any gaps in the literature (The Campbell Collaboration, 2001). A scoping review seeks to convey the breadth and depth of available literature on the topic of interest (Arksey & O'Malley, 2005). Scoping reviews are particularly suited to emerging areas of study where a lack of standardization of terms and methods may make systematic review difficult. As such, they are well suited to the topic of social enterprise collaboration.

2.2 Protocol

A scoping review was conducted following the methodological framework outlined in the Preferred Reporting Items for Systematic Reviews and Meta-Analyses (PRISMA) extension for scoping reviews as it is commonly used and comprehensive (Tricco et al., 2018). Scoping review steps involve: (1) identifying the research question, (2) identifying relevant studies, (3) selecting studies, (4) charting the data, and (5) summarizing and synthesizing results (Arksey & O'Malley, 2005; Tricco et al., 2018). This search strategy seeks to enable high levels of transparency and replicability.

The academic databases Web of Science, PsychInfo, Scopus and PubMed were searched because of their size, content, range, and accessibility. Keywords were selected to capture a broad picture of the literature, as recommended by the framework. Keywords reflected search terms of the researchers line of inquiry and included: "social enterprise" OR "socially responsible business" OR "social business" OR "ethical business" OR "benefit corporation" OR "social firm" OR "affirmative business" AND "partnership" OR "collaboration" OR "alliance" OR

“cooperation” AND "government" OR "governmental" OR "state" OR "national" OR "public" OR "publicly" OR "civil" OR "publicly-funded".

Keywords were present in titles or abstracts. Languages were limited to English during the search, because the researcher does not have access to appropriate translation services. Grey literature was not included, as time and resources did not allow for it. As this is a scoping review, no systematic critical appraisal was conducted to assess the strengths and weaknesses of research articles.

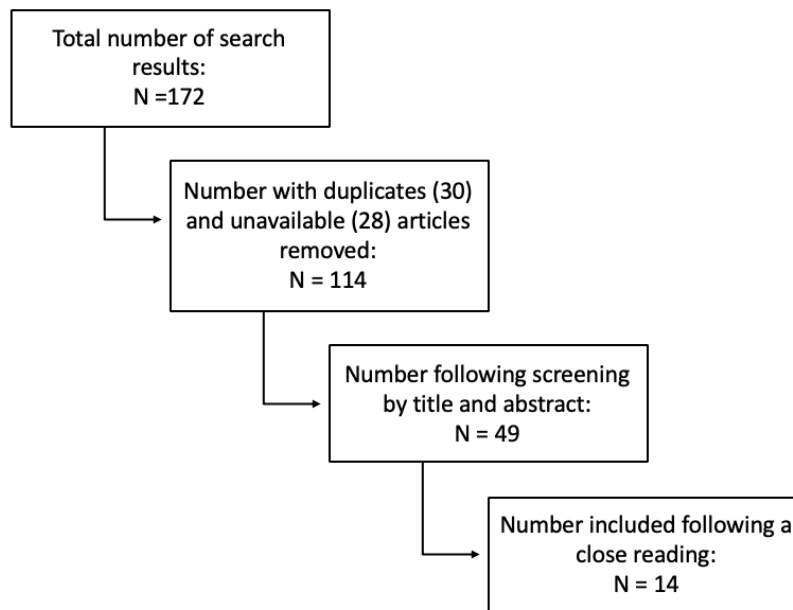


Figure 2: Results Of The Search Selection Process

As depicted in Figure 2 the search string applied to the 4 databases resulted in 172 initial hits between April 20-26, 2020. Search results were exported into RefWorks. 30 duplicates and 28 articles the author did not have access to were removed. The remaining 114 were screened by title and abstract, 49 articles that suggested relevance to the research question were included. Articles were included that contained a description of actors’ collaborative processes. For example, making mention of the evolution of relationships, addressing partnership challenges, or outlining tactics used for smooth collaborations merited inclusion at this step.

As it was often difficult to determine the descriptive content related to relationships via abstract alone, another phase of screening was deemed appropriate. The researcher attempted to discern if the article was relevant via skimming, considering subtitles, reading the main conclusions, and seeing the number of times keywords appeared in the article via Adobe's in-text search function. If there was still uncertainty, the article was read in its entirety.

Articles were disqualified if there was no description of the private partner and it could not be confirmed as a social business, if the private partner was not a social enterprise, if there was no description of relationships, if relational descriptors could not be applied to the partners, if partners were so vaguely defined or minimally described as to leave the reader

unsure about their organizational functions, and in one instance, where the paper was an opinion piece and not an academic article.

This process left 14 articles. Remaining articles presented varied experiences from the United Kingdom (4), Scotland (3), South Africa (1), Ghana (1), Italy (1), South Korea (1), Canada (1), Poland (1), and the Netherlands (1). This represents a diverse group of studies, with varied objectives, each providing unique insight into their relational processes.

Charting criteria were identified in alignment with the commonly used Joanna Briggs Institute Reviewers Manual and modified by the researcher for increased relevance through the removal of inapplicable categories (Aromataris & Munn (Eds.), 2017). Items I-L have been added to identify Di Domenico, Tracey and Haugh's (2009) organizational components to aid in analysis. Data was manually extracted into an Excel spreadsheet and mapped according to:

- A. Author(s)
- B. Year of publication
- C. Year of data collection
- D. Country of origin
- E. Contextualizing relationships—why were these partnerships created?
- F. Relational descriptors used—how were relationships described?
- G. Relational challenges—what specific challenges did partners encounter?
- H. Relational successes—what aspects of the partnership were celebrated?
- I. Paradigm commitments of the organizations—what values and ideologies did each partner subscribe to?
- J. Structural arrangements of the organizations—how were partners institutionally organized?
- K. The constitution of the organizations—what was the basis of participation and involvement of partners?
- L. Organizational–environmental linkages—how were partners and the relationship itself influenced by the surrounding sociopolitical environment?

Following a close reading of an article items were selected for mapping based on their possible relevance. Extracted data was then summarized and distilled to its most salient components to increase relevance for the research question. Through this process extraction categories became condensed over time and 'Organizational-environmental linkages' was merged with 'Contextualizing relationships' due to their closely overlapping content. The category "Basis of participation" was more illustrative as an in-body summary rather than as a column and was deleted. Most studies did not provide enough information to fill the column 'Structural arrangements of the organization'. As the column did not have sufficient information to provide any insights relevant content was merged into the columns of 'Contextualizing relationship', 'Relational successes', or 'Relational challenges'. There were minimal answers for 'Year of data collection', and it too was removed.

Author(S)	Paper Title	Year	Country	Contextualizing Relationships	Relational Descriptors	Relational Challenges	Relational Successes	Paradigm Commitments
Maarten Hogenstijn, Martha Meerman and Joop Zinsmeister	Developing stereotypes to facilitate dialogue between social entrepreneurs and dialogue between social entrepreneurs and local government	2018	The Netherlands	A national push towards encouraging, supporting, or legislating SEs as is done in other EU countries. High levels of government involvement and regulation are common.	Uncertain, frustrated, inconsistent	SE in the Netherlands were understood to perceive the government and regulations as a major barrier towards realizing their social goals. SE and local government have almost oppositional logics on timing, responsibility, and involvement. Misunderstandings are common and mutual understanding is presumed but quite absent, undermining the effectiveness of communication attempts. There is a lack of common language, and sometimes ambiguity, on the definition and goals of SE's. The government expects the sector to self-organize and create a labeling system for social enterprise. SEs have not yet responded to this expectation, it is unclear how the sector feels about the expectation. SEs and government often hold oppositional logics. For example, governmental logic on its relational focus supports a stimulating role to help get things going, while SEs believe government should subvene or take over when needed.	The use of innovative networks and tools fostered greater understanding between government and SE, and within SEs, provided appropriate learning opportunities according to the understood needs of SEs, and facilitated dialogue on communicating with government in a more efficient and effective way. Five "types" of social entrepreneurs were identified which helped identify the varied frustrations and strategies of social entrepreneurs in Amsterdam showing a willingness to continue to communicate and collaborate despite past frustrations. Partners held compatible organizational goals in the collaboration of both community social impact and asset development. Larger organization demonstrated an openness to learning how to work with less resourced organizations. The smaller organizations matured their competencies, capabilities, and capacities. Partners allocated dedicated resources to improve communication, held regular meetings, and built trust over long period. They endeavored to be open about tensions, and resolved to learn from them and find compromises. This was helped by pre-existing relationships (bridging-agents). Shared institutional logics was seen as a key to partnership effectiveness. There was a mindful balance between quality social impacts and commercial development. Partners improved quality assurance standards, and improved asset development for the social enterprises coupled with improved quality of training for young people. They experienced synergy by working together to produce greater social and commercial value. Partners also enjoyed increased publicity and enhanced reputations. Pre-existing relationships mitigated tension and helped minimize "inter-organizational distance". Proactive attitudes bolstered collective morale. The collaboration produced several unexpected benefits including receiving additional funding, bolstered reputation and influence, positive relationships with non-partner	Shared priority of social missions. Local government views itself as performing four roles for social enterprises: regulator, funder, customer, participant.
Alex Gillett, Kim Loader, Bob Doherty, Jonathan M. Scott	An Examination of Tensions in a Hybrid Collaboration: A Longitudinal Study of an Empty Homes Project	2018	United Kingdom	The collaboration was based on positive pre-existing relationships between 3 social enterprises and a local council which shared objectives (addressing housing and employment difficulties in their communities).	Synergistic, established relationships, tension mitigation	Tensions were caused by partners' simultaneous pursuit of different and sometimes conflicting objectives. There was difficulty managing social and commercial logics, expectations, and demands across different sized organizations. Smaller social enterprises experienced more resource pressures (e.x. cash flow risks from growing too quickly and greater administrative burden). Difficulties stemmed from disparate levels of knowledge, experience, and resources among partners. At times smaller partners felt they did not have as much influence as they would prefer. Tensions increased over time as projects grew larger resulting in a decrease in informal communications and an increase of bureaucracy. Staff turnover presented a special challenge as the collaboration was fundamentally relational, lacking contractual bounds, and positive pre-existing relationships between the organizations played a large role in mitigating tensions.	Partners improved quality assurance standards, and improved asset development for the social enterprises coupled with improved quality of training for young people. They experienced synergy by working together to produce greater social and commercial value. Partners also enjoyed increased publicity and enhanced reputations. Pre-existing relationships mitigated tension and helped minimize "inter-organizational distance". Proactive attitudes bolstered collective morale. The collaboration produced several unexpected benefits including receiving additional funding, bolstered reputation and influence, positive relationships with non-partner	There were tensions balancing social and economic interests between and within organizations. However, shared values, objectives, and ethics overcame these tensions and facilitated a "people-oriented hybridity" which was viewed as essential to the success of the project.

							stakeholders, and organizational development.	
Faye Wade, Ruth Bush, Janette Webb	Emerging linked ecologies for a national scale retrofitting programme: The role of local authorities and delivery partners	2019	Scotland	A network of professional groups consisting of local authorities, arms-length charities, social enterprises, and external organizations formed in response to impetus by Energy Efficient Scotland (EES), a new strategic priority of the national government.	Linked ecologies, tenuous	Tension and continual negotiation of resources, responsibilities, and expertise. There was difficulty defining mutual gain. Siloing of information and skills within and between organizations, was a challenge particularly problematic for local government authorities. Project management did not include leadership that had suitable oversight of the project. Sufficient communication between organizations was frequently difficult. The authors report perceiving a lack of trust between respondents. This had the effect of slowing and preventing certain projects from being completed. Structural limitations included a lack of framework for data management and sharing, and limited technical skill availability in local government. Authority and management structures were identified as a limitation by local governments as they struggled to adapt to multi-sectoral policy changes. Local officials faced institutional limitations in that the EES work was not prioritized and was not formalized into job expectations. Lack of communication and access to skills prompted project development that was opportunistic and improvised within familiar networks.	Established relationships were supportive of timely and smooth project completion. Social organizations took on the unique roll of information pollinators as they moved between government, community, and delivery partner organizations gathering and sharing expertise and knowledge. In this role they were able to act in a bridging capacity throughout the new ecology.	Each organization held their own values, loosely linked by the new policy. Between pushes towards innovation and retrenchment governments held the most competing commitments.
Damian Conway, Blake Robinson, Patience Mudimu, Tawanda Chitekwe, Kweku Koranteng, Mark Swilling	Exploring hybrid models for universal access to basic solar energy services in informal settlements: Case studies from South Africa and Zimbabwe	2019	South Africa	In partnership with national and municipal government funders, following years of research on informal settlement upgrading via infrastructure iShack formed to provide electricity access for low income communities in South Africa not currently served by public services. Renewable off-grid technologies are increasingly being explored and utilized by governments, researchers, NGO's, and other actors interested in energy service provision in low-resourced areas in the region. Public-private partnerships were deemed an effective ways to make iShack's services available to the greatest number of households.	Flexible, innovative, reflective	The SE-government relationship is primarily that of funder and funded. Other partnership aspects such as trust, skill sharing, or transfer of other non-financial resources were not discussed. Researchers postulate that expanding relational networks to access civil society actors would be of benefit to iShack and its organizational goals.	The partnership was seen to depoliticize the provision of services and infrastructure as customers engage with the SE directly. The SEs freedom to adapt and innovate was facilitated by deliberately flexible funding arrangements, service targets allowed by funders, and service agreements with the municipality. This is seen to support the SEs social purpose during an iterative process of finding a suitable and sustainable revenue model. This support was seen as essential for iShack to overcome numerous setbacks (such as being looted) and become financially sustainable. A flexible adaptive design framework was used to facilitate continuous learning. The municipal government has been open to experiment and change regarding revenue models and the resulting change in funding or subsidy needs mitigating future anxieties.	The SE while strategically pursuing financial sustainability, maintained the primacy of its social goals throughout its evolution. Despite continuous cost the government still views this partnership as a more efficient and cost-effective way of providing services.

<p>Shibani Ghosh, Kwaku Tano-Debrah, Grant J. Aaron, Gloria Otoo, Nicholas Strutt, Kennedy Bomfeh, Satoshi Kitamura, Devika J. Suri, Hitoshi Murakami, Chie Furuta, Daniel Sarpong, F. Saalia, Youzou Nakao, Harold Amonoo-Kuofi, Ricardo Uauy, and Yasuhiko Toride</p>	<p>Improving complementary feeding in Ghana: reaching the vulnerable through innovative business—the case of KOKO Plus</p>	<p>2014</p>	<p>Ghana</p>	<p>In response to concern about the undernutrition of infants and young children in Ghana a public-private-nonprofit partnership was formed to develop a complementary food supplement and explore the effectiveness of a social business distribution model. Partnership was seen as the best option for improving food security and promoting adequate nutrition in this context.</p>	<p>Innovative</p>	<p>Balancing social and commercial interests, conflicts of interest, integrity, consistency, and reflection on partnership compatibility and outcomes were briefly mentioned as partnership challenges.</p>	<p>While partners were diverse the cultural suitability of the product and its distribution was held at the forefront. This included promoting policy agendas, mobilizing funds, initiating research, increasing the visibility of nutrition-oriented work and partners, bolstering food systems, sharing technological resources, and increasing capacity to respond during crisis. Partnerships were felt to be a way of bringing diverse stakeholders together to create something more impactful than could be produced separately. This was seen to be an effective way of linking on-the-ground capabilities of disparate actors and consolidating funding for the shared social issue.</p>	<p>While partnerships were mentioned repeatedly the structure remained undefined. Involved parties mentioned include Ajinomoto Co., the Japanese International Cooperative Agency, the Global Alliance for Improved Nutrition, the United States Agency for International Development, the Ghana Mission, URC Traction, CARE International, Ghana Health Services, local and international NGO's, and village-based entrepreneurs. The details of their individual commitments and the work arrangements remain undefined.</p>
<p>Micaela Mazzei and Michael J. Roy</p>	<p>From Policy to Practice: Exploring Practitioners' Perspectives on Social Enterprise Policy Claims</p>	<p>2017</p>	<p>Scotland</p>	<p>Government-social enterprise relationships were analyzed following national policy aimed at stimulating and assisting social enterprise development and growth in Scotland.</p>	<p>Fragmented, patchwork, misunderstood</p>	<p>Despite an optimistic government narrative SE's reported experiencing inconsistent policy interpretations and applications from public partners. Their concerns focused on themes of inadequate procurement processes, stringent funding criteria and poor coordination of local infrastructure support. These were conceptualized as barriers for SE sustainability, and in contrast to government rhetoric on the creation of a supportive environment for SE development. SE's felt the governments processes were biased towards large, traditional enterprises. Projects were large in scale and contingent on financial instruments such as impressive balance sheets. This was challenging for smaller SE's, who may be able to provide long term solutions, but don't have the resources or cash flow to apply for such projects. SEs felt there was not a reasonable appreciation of the social value they could provide, or the resources it took to generate those outcomes. It was reported that every community group had a unique interpretation based on their context, expertise, and local priorities. Governments reported finding the process sometimes "messy" with uncertainty on how to actualize policy directives. While more peripheral and smaller communities found social enterprise stimulation important and effective for local economies, in areas with greater resource competition there tended to be more negative attitudes.</p>	<p>While many challenges were identified, certain regions experienced success in their partnership projects. Within the islands and highlands policy translations were considered beneficial to the sustainability and economic health of smaller communities. Partnership enabled services which were seen to be a the forefront of social service delivery in those areas.</p>	<p>Funding criterial created situations SE's found difficult to cope with. SE's requiring longer time horizons for the fruition of their work felt burdened by the short-term orientation of public spending. SE's felt that support infrastructure was informed by traditional private sector business expertise that was a poor fit with their blended goals of social and economic successes, and had little appreciation of their social or environmental goals. Both SEs and government officials felt that government funds could be put to better use in how they support social economies.</p>

Antonio Picciotti	Towards Sustainability: The Innovation Paths Of Social Enterprise	2017	Italy	<p>The author explores sustainability-focused innovation trajectories of SE in Italy through case studies of three SEs: ABN Consortium (reduction of the price of electricity and environmental protection), Le Mat (tourism experiences in non-traditional locations and destinations and community economic development), Libera Terra (demand for environmentally and socially sustainable products and liberation from the Mafia). Process of innovation is described as: identifying new needs of individuals and communities, identification of barriers to demand, identification of partners and creation networks, network activation, achievement of results and redistribution of benefits. Notably, this process also includes a renegotiation of roles, boundaries, influence, and resources with public administration, which has historically been the primary benefactor of SE in Italy.</p>	Innovative, evolving	<p>A lack of adequate public policy was identified as a challenge as SEs promoting sustainability found incentives fluctuating, with resource access at times overly complex and lengthy. Government, in the role of policy provider, is viewed as inconsistent.</p>	<p>Through growth and innovation, entering new sectors, and establishing interorganizational and intersectoral collaborative networks, and becoming facilitators of local community development SEs have enjoyed a growing reputation by government. Expanded inter-organizational and cross-sectorial networks and working relationships influenced the operations and structure of SEs, resulting in positive change. This evolution has allowed these SEs to become more independent. Innovation strategies have prompted a new set of market-oriented competencies. Development of specialized technical skills have allowed SEs to access more resources for sustainable development. This has also prompted the establishment of new agreements with public institutions for the development of larger, more challenging projects.</p> <p>Political leadership change championing the social economy caused a shift from a competitive to collaborative dynamic between local governments and the third sector. Relationships began to be “cooperative, complementary or collaborative” with increased mutualism and higher respect. Consumer cooperatives, consumer associations, and other supporting associations such as the Seoul Social Enterprise network collaborated with civic activists to produce new, mutually beneficial policies for social economy. This collaborative approach increased the effectiveness of policies and built relationships between actors in the sector and normalized partnerships. Alliances continued in the form of a counsel comprised of third sector representatives and government officials. The pioneering work of Seoul government leadership has inspired a similar inclusive and innovative responses from other local governments in South Korea.</p>	<p>The article noted a period of shifting paradigms where SEs evolved in their mission, activities, and relational position, while maintaining core values of social wellbeing and environmental sustainability. Government was consistent with the shared social welfare mission.</p>
Jongick Jang	The Development of Social Economy in South Korea: Focusing on the Role of the State and Civil Society	2016	South Korea	<p>In recent decades there has been a positive shift in attitudes towards SE by local government and an increase in the valuation of a social ecosystem, connection, and the creation of a mutual dependency. There have been accompanying significant shifts in economic and socio-demographic structures, institutional changes, and legislative and policy developments. This has notably included a relaxation of the regulatory environment and a shift away from state dominance towards a blend of top-down and bottom-down approaches.</p>	Cooperative, complementary, collaborative, mutually dependent	<p>Not discussed.</p>	<p>Shared goal of the development of social economy.</p>	

John Fenwick and Jane Gibbon	Localism and the third sector: New relationships of public service?	2015	United Kingdom	In the 1990s a community group organized into a SE to take over the operations of a local publicly-operated recreational center. The SE now has a long history of collaboration with local government, and the recreational center is showcased as a mature example of social enterprise working in collaboration with local governance to meet a social need.	Complex, multifaceted, nuanced, positive	The SE expressed confusion as to the agenda of local governments, finding that despite the support their goals and mechanisms remained unclear. The SE has identified local government as having an ad hoc approach to assisting social enterprise, with the emphasis on third-sector support. Negotiation processes were sometimes protracted, with the negotiation of the present lease taking nearly 10 years.	Communication was reported to be positive and professional throughout the project. SE employees and stakeholders regularly attend meetings hosted by local government fostering feelings of mutualism. With council support the SE was able to obtain funding via grants and loans, negotiate a favorable lease agreements, subsidized rent, and discounted energy costs. Local authorities were viewed as essential in navigating the bureaucracy and administrative frameworks around establishing social enterprise, and navigating unusual finance and operational landscapes. Their support also added legitimacy to the SE and helped to secure financial support from other parties via their recommendations.	The government is presented as being open to supporting the formation of social enterprise as an alternative provider of public services. However, the government's stated view of the third sector as willing service providers which is regarded as overly optimistic, due to challenges with SE's capacity.
Fiona Henderson, Kelly Hall, Audrey Mutongi, and Geoff Whittam	Social enterprise, social innovation and selfdirected care	2019	Scotland	The recent passing of the Social Care Act increased the opportunities for engagement in primary care services by SEs in Scotland. The timing of the legislative change coincided with budget cuts, adding a resource scarcity to an optimistic time. Despite governmental enthusiasm and greater demand for social care the anticipated transformative effects were lacking. In some instances the legislative changed has exacerbated strained relationships with government officials and the fragmented social care market. The effects of this legislation has produce dramatically different outcomes for social enterprises across the country.	Messy	Social enterprises have had to contend with the belief by local governments that their services are less skilled than private or public providers. Some public partners also had the misplaced understanding that SEs would be able to provide services more cheaply or for free. Other urban local authorities sourced services as a last resort when managing "difficult" patients rejected by private providers. SEs experienced challenges even when receiving approval. For example, being penalized for not being able to grow quickly enough to accommodate the volume of patients that were suddenly directed their way. Local authorities reportedly displayed controlling tendencies. The approved provider process constrained the activities of many social enterprises. Local governments also sometimes used SE as scapegoats when defending the inadequacy of their service provision. Scapegoating was effective and prevalent in areas where SEs did not have close relationships with local government. There was a lack of consistent approaches in the implementation of the acts by local government across regions.	Some isolated rural communities saw the legislative change as an opportunity to direct funding to fill provider gaps and became dependent on social enterprise to provide care. Support by local government facilitated SE provision of care in the area in response to increasing demands following campaigning by a group of SEs. One local authority was able to co-create a new social care quasi-market with regional social enterprises. The emergence of social enterprise advocates improved the ability of governments in sector to collaborate.	At least one local government used social enterprise services to replace it's public obligations as a cost saving measure. However, it was more frequent that local governments demonstrated path dependency and continue to use traditional service provision.

Shalini Lal and Celine Mercier	Intersectoral action to employ individuals with mental illness: Lessons learned from a local development initiative	2009	Canada	Six multisectoral organizations jointly created a SE focused on creating supportive employment and training activities for persons with distance from the labor market, particularly those with mental illness. Their partnership was guided by the principals of public health and focused on horticulture activities. Main collaborators were a psychiatric hospital, provincial employment agency, specialized employment agency for those with mental illness, municipal government, housing development company, and community consortium for local development. Constraints were put on the program by provincial partners access via access to funding and labor division between sectors.	Uncertain, complex	There were notable differences in objectives and priorities between partners on elements like the duration and format of employment support, programming, suitable performance indicators, and desirable outcomes. There was no legal or contractual mutual agreement binding partners. This included no obligation to share data or findings between partners, which exacerbated conflicting viewpoints. Territorial boundaries were frequently contested and negotiated. Limited efforts were made to discuss and resolve tensions between partners. There were several unanticipated impacts of the project on partners including negative press attention, resistance from neighborhood residents, reduction of other individual partners programming (shrinkage of the hospitals rehabilitative gardening program), and the ire of hospital and city workers feeling that their jobs would be at risk from this new source of subsidize labor. Partners did not have shared language or frames of reference to effectively communicate and come to agreements. The social enterprise was ran on shared versus allocated resources, undercutting uncertainties over its future operations.	While understanding of job support components were contested they were also frequently complementary. In response to continued miscommunications two committees were formed to increase opportunities for discussion, resolution, and relationship building. A citizens advisory committee was assembled to understand and diffuse community misconceptions about the social enterprise. A committee to facilitate communication between partners was formed following the previous committees success. Managers, hospital staff, community consortium employees, and administrators appreciated being invited to join the management meetings. These meetings were viewed as opportunities to develop solidarity between partners, resolve conflicts, and to build interorganizational trust. The following areas were identified as essential for the success of the project: appropriate leadership, cultural sensitivity, dynamism, trust building, learning culture, networking ability, commercial expertise, public relations, and positive attitude and enthusiasm for the project. In response to differing priorities and values partners focused on cultivating a culture of trust and increasing intercultural communication capabilities. This increased the ease of inter-agency cooperation, built rapport between partners, and assisted network building efforts, which were essential to the success of the project. This entailed strategies such as staff development, formal and informal learning opportunities, and location specific training of Polish staff in Edinburgh. There was a deliberate effort to create a strong culture of learning. Gatekeepers experiencing resistance received specific project leadership and management training to ease their transition into the new role. In the smaller community of Lodz the SE played a large role in cultivating a more open community dynamic which was essential for getting local buy-in and networking. That the project, training, and leadership was Polish-led demonstrated cultural sensitivity which was appreciated by Polish partners.	It appears that all partners and the social enterprises maintained related yet distinct ideals and commitments throughout the relationship.
Paul Lynch, Maria Kozłowska, Megan Ritchie	Polish social firm hotel project: an international voluntary–public–private sector partnership in action	2004	Poland	This article explores the transference of a social firm guesthouse model from a Scottish to Polish context. The Social Firm Hotel project was an international public–private–nonprofit sector partnership between city partners in Edinburgh, Krakaw, and Lodz and based on a long-standing successful tourism SE in Edinburgh. Participants included the UK’s Community Fund, local universities, international property consultants, a Polish construction company, and the parent hotel chain.	Learning culture, knowledge transfer, culturally sensitive	Issues arose from a number of areas: human resources, business acumen, socio-cultural challenges, cooperation, partnership organization, and funding. The restrictions accompanying public funding was described as being “particularly onerous” for its implications on management and financial administration. Some participants had insufficient understanding or valuation of the business aspects of the project. This is attributed to their backgrounds being primarily social or publicly oriented. There were also intercultural challenges. For example, there were lower levels of inter-agency collaboration, tourism focus, or hospitality culture in Poland. These differences created tension when different parties wished to pursue different action, such as conducting market research prior to planning enterprise activities. The hybrid nature of social enterprise challenged individuals comfortable with their place in traditional hierarchies. Weariness around foreign expertise or leadership was present but offset by the simultaneous use of Polish staff in leadership roles.	The following areas were identified as essential for the success of the project: appropriate leadership, cultural sensitivity, dynamism, trust building, learning culture, networking ability, commercial expertise, public relations, and positive attitude and enthusiasm for the project. In response to differing priorities and values partners focused on cultivating a culture of trust and increasing intercultural communication capabilities. This increased the ease of inter-agency cooperation, built rapport between partners, and assisted network building efforts, which were essential to the success of the project. This entailed strategies such as staff development, formal and informal learning opportunities, and location specific training of Polish staff in Edinburgh. There was a deliberate effort to create a strong culture of learning. Gatekeepers experiencing resistance received specific project leadership and management training to ease their transition into the new role. In the smaller community of Lodz the SE played a large role in cultivating a more open community dynamic which was essential for getting local buy-in and networking. That the project, training, and leadership was Polish-led demonstrated cultural sensitivity which was appreciated by Polish partners.	Not discussed.

Richard Simmons	Harnessing Social Enterprise for Local Public Services: The Case of New Leisure Trusts in the UK	2008	United Kingdom	<p>This article discusses the experiences of five New Public Trusts, hybridized or mixed format social enterprise groups involved in the provision of public services in collaboration with local councils in the UK following political pressure to privatize public services. This new dynamic represents a shift in authority a new freedoms by SE community service providers. These type of trusts fund and provide administrative services to support previously public community service providers they partner with. In the new service provision system local councils retain ownership of community assets, leases to the trusts, and in this case runs local community recreation facilities in a new capacity as social enterprise.</p>	Balance, independent, shared mission	<p>Increased stress and shifting duties and power dynamics between partners has added to the renegotiation of relationships between partners. In addition to these growing pains, there is uncertainty fueling anxieties around the long-term viability of trusts as they are dependent on future actions of central government. As trusts are a new instrument there is uncertainty around their ability to raise sufficient financial support to maintain or grow facilities. "Parent authorities" feel tension between accountability to partners vs the public, particularly on the use of funds.</p>	<p>The implementation of the trust was viewed as a "impetus for renewed enthusiasm", and facilitated a more entrepreneurial and flexible managerial style. All of the trusts in the study reported positive changes to their operations, a shared sense of enthusiasm with partners, and demonstrated an ability to balance entrepreneurial and social goals. These goals were achieved with less involvement from parental authorities, which all partners perceived as positive. While formats changed between trusts, community partners, managers, and staff communication was viewed as a challenge and actively improved upon. SE staff reported feeling a 'them vs us' sentiment previous to the change. As part of the effort to improve communication some groups formed as a democratic user and community representation coalition. This however, led to confusion over the particularities of their roles and needed further development. Partners maintained opportunities to discuss challenges with counsel of representatives, and forums to present diverse viewpoints, backgrounds, and perspectives. The success of these partnerships has been encouraging for additional semi-privatization of services in the United Kingdom. Governments retained a strong influence over how trusts manage their business, but became more comfortable with a less authoritarian relationship.</p>	<p>While trusts are taking over the provision of public services it was expressed that they do not see this as business-as-usual but as their opportunity to contribute to their social objectives.</p>
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Tahir Nisar	Implementation constraints in social enterprise and community Public Private Partnerships	2013	United Kingdom	This paper sought to understand the successes and failures of 3 community public-private partnerships using social enterprises as service providers in the United Kingdom, after a public finance initiative was introduced to support a national Public-Private Program in 1992.	Positive, communicative, flexible	Partners did not always share an understanding of the 'whole life' approach endorsed by the project. This caused small miscommunications delaying the completion of project work. This also led to inadequate information exchange between task groups and was a barrier to the desired efficacious reporting system. The lack of a comprehensive performance measurement system caused unnecessary tensions and prolonged negotiations between partners. These, and other project management skills, were identified as areas for improvement. Additionally, development of non-hierarchical mechanisms for coordination and communication were seen as areas for growth. Staffing teams with the necessary expertise was, in at least one case, a major challenge. Late-stage change in core team personnel created delays in project negotiation and completion. Local authorities seemed relatively unprepared to manage partnership contracts. There were no established mechanisms of dialogue and dispute resolution between partners.	All of the projects endorsed a flat organizational structure that facilitated more diversity of thought and democratic decision making. Formalized relationships, such as in the creation of a board, allowed for sufficient leadership to reach project goals. Partners developed collaborative skills, resources, and networks within this democratic framework. Relationships were described as positive overall, communicative, effective, and flexible. Contractual monitoring included 'extensive' observational systems, which were described as helpful for project completion. This, combined with the 'whole life' perspective allowed for a useful iterative process that promoted the development of more effective management systems. All of the projects established multi-partner project boards to challenge and support the project team, although they did slow decision making processes. One of the projects set up a steering group to represent the needs of all stakeholders that was viewed very positively. The payment arrangement made wherein greater delays incurred greater financial deductions was noted as affective for resolving issues between public and private partners.	Both partners committed to a 'whole life' approach to their collaboration, although with slightly different understandings.
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Table 1. Relational Details Of Selected Studies Including Social Enterprise-Public Partnerships

Data collection was done in accordance with the instructions for data management issued by Utrecht Universities Ethics Review Board of the Faculty of Social & Behavioural Sciences for using existing data. Data was accessed using a secure connection and stored on Utrecht Universities U-Drive. Data will be securely stored there for 10 years, after which it will be deleted. Data will only be accessible by the researcher and the supervisor.

2. Results

Research methods were most commonly case studies reporting on the effectiveness of the collaboration, the effects of the intervention which was the purpose of the collaboration, or the policy encouraging it. The heterogeneous content of the studies resists easy categorization but the basis of participation in partnerships by diverse actors could be summarized as being the result of: governmental enthusiasm to support social enterprise, governmental investigation into the operations and successes of social enterprise and their innovative potential, policy or funding changes including the availability of trusts, governmental push towards privatization or retrenchment, the pursuit of a shared social goal. Investigating the effects of public policy on social enterprises was the primary impetus for research.

For example, in Scotland and South Korea researchers investigated the effects of enthusiastic national or regional policy changes on the relationships and capacity of social enterprises operations with local government. In the United Kingdom the legacy of retrenchment on municipalities semi or fully privatizing services in collaboration with social enterprises was examined. Research to understand the role of relationships in the success of social projects was conducted in the United Kingdom and Ghana. In South Africa, Canada, and Poland there was an exploration of social enterprise partnerships as an innovative solution to public needs. Collaborations focused on diverse social needs such as provision of community services, development of nutritional supplementation, responsible tourism, healthcare services, affordable housing, and work skills training, but was most frequently dedicated to sustainability initiatives.

A quickly emergent concept was that of the intricate nature of collaborations between social enterprise and government. Descriptors were visualized below in Figure 2. Common descriptors included messy, complicated, evolving, and nuanced.



Figure 2. A Visual Representation Of Common Relational Descriptors For Social Enterprise-Governmental Partnerships.

In the majority of cases public sector participation could be primarily defined by its capacity as funder. Larger scale social enterprises, closer to the nonprofit side of the spectrum, were the most commonly researched subcategory of social enterprises. This is interesting, as there was no indication within included articles of this type of social enterprises being the largest or most interesting group. It does however illuminate which type of social enterprise governments have been most willing to partner with. Several themes emerged when considering the primary challenges to these partnerships.

3.1 Partnership dynamics

When considering the results, it is useful to consider the types of organizations that were chosen to study. Studies mainly examined larger social enterprises operating closer to the non-profit end of the social economy spectrum. Smaller and more market-oriented SEs were less well represented.

The types of relationships selected for study also reflect a prioritization of understanding the effects of government resources in partnerships with SE. Governmental partners were often understood as having the primary role of funders, with levels and aspects of government not always clearly defined.

The researcher was mindful of Di Domenico, Tracey and Haugh's (2009) understandings of organizational dynamics, but most studies provided insufficient information on its core components: paradigms, structural arrangements, constitution, and environmental linkages. However, it was useful in shaping data extraction and helped guide analysis.

Paradigms

Organizational paradigms were not well elucidated. More frequently discussed were tensions between social and economic priorities within and between partners. However, shared institutional logics and goals were a tremendous help to partnerships.

Structural arrangements

Structural arrangements of partners were infrequently included in articles. When described it was primarily government structures, in the context of interdepartmental confusion or inconsistency.

Constitution

Basis of engagement in partnerships were also infrequently discussed. Government pushes in the form of policy changes, top-down directives, and changed financing priorities and structures appeared to be the most common impetus for public sector participation. As most participating governments provided funding or other support social enterprises were more likely to go through a bidding or application procedure to enter into partnerships. Despite this many SEs enjoyed greater freedoms and increased esteem while reliant on government partners for essential resources.

Organizational-environment linkages

Policy climate appears to have a large role in the formation of public-private partnerships as seen in studies from the United Kingdom, Scotland, Italy, South Africa, and South Korea. However, this did not necessarily have a positive relationship on the partnership as we see very mixed relational views by collaborators within these regions. Positive

governmental attitudes towards social enterprise was very influential on their creation and operations, as governments frequently act as benefactors, if not partners.

Di Domenico, Tracey and Haugh's (2009) core contradictions identified included tension between economic and social objectives manifested as oppositional goals and priorities and uncertain ownership of work. Governance within partners appeared to pose a greater challenge than collective governance of projects. All partners felt at least partially accountable to the public. Collectively these pieces contributed to the relational challenges.

3.2 Themes—Challenges

Through the data extraction process it became clear that insights could be gleaned from the relational challenges experienced by partners. It also allowed for the inclusion of a wider range of articles as some focused primarily on challenges. Understanding challenges informs strategies for successful partnerships.

Poor communication

Poor communication came up repeatedly and took a diversity of forms. Partners reported feeling misunderstood. In particular social enterprises felt that in many instances their work was not well understood, and at least one case they felt severely underappreciated. In many cases multisectoral, interdisciplinary partners did not have shared language. This contributed to frequent instances of miscommunication. In many cases mutual understanding could be described as “minimal”. Lack of clear or easy communication pathways also made conflict resolution difficult. In some instances, particularly with multiple governmental departments, systems were overly complex, providing barriers to stakeholder communication.

Ambiguity

An additional source of confusion was a lack of clarity around the roles and responsibilities of partners. A lack of clarity around who is doing what when, whose responsibility it is to problem solve when things go awry, who to share information with, and what partners expected to do were common refrains. Ambiguity was a source of conflict, and prompted prolonged negotiations that caused tension between partners and extended project deadlines.

Governmental processes

The process of actualizing policy goals was a consistent source of confusion between and within partners. Legislative and policy change was interpreted differently within and between municipalities and agencies. SEs in the Netherlands, Canada, the United Kingdom, and Scotland reported inconsistency in governmental support, access to resource, incentives, and even policy over time suggesting Western governments are presently puzzling with how to incorporate SEs into their institutional frameworks. Partners found it less effective when collaborative initiatives came from the top down. Local authorities had little buy-in or clarity

about how to actualize directives, while SEs felt their needs and capacities were not understood or valued in South Korea, the United Kingdom, Italy, and Scotland. In South Korea this was alleviated by the formation of cross-sectoral committees and boards such as the Seoul Social Enterprise network, which provides voice and mission for disparate groups. Governments in the United Kingdom and Scotland appeared to favor larger, more market-oriented SEs for contracts or collaborative work, to the disappointment of smaller SEs. Other SEs struggled with stringent funding requirements they felt restricted their work.

Relationship insecurity

Lack of pre-existing relationships or network was identified as a major barrier in many instances. Insecure relationships were also problematic. Inconsistent behavior, most commonly by government or local officials, was a source of frustration for SEs and delayed project deliverables. Insecure relationships, with shifting actors, or the departure of key players also had a negative impact on partnerships. New relationships had to proceed through a sometimes-lengthy trust building process before they could be considered assets.

Lack of skills

Several projects noted a lack of administrative, managerial or other project management skills by governmental department when dealing with SEs. To a lesser extent SE's, particularly smaller ones, also encountered these dilemmas. This most often manifested when staff were put in new positions without adequate training or support.

3.3 Themes—Successes

Minimizing hierarchy

Partnerships that pursued flatter or less hierarchical relational structures experienced greater relational successes and smoother workflows. Particularly with project funding being reliant on governmental partners, efforts to minimize hierarchy fostered goodwill, trust, and more enthusiastic buy-in from partners from other sectors.

Some SEs reported new relational dynamics with municipal governments that allowed them greater freedom in their work. It also encouraged greater staff ownership and contributed to a more enthusiastic work culture. Greater operational autonomy allowed for flexible, adaptive, and responsive design and implementation. This was particularly key to the operation of the SE developing infrastructure South Africa as their work was experimental and trial and error was essential for its success.

Contextually appropriate methods

In intercultural projects tailoring methods and experiences to local contexts was extremely effective. It was a large factor in the success of projects in Poland, Ghana, and rural

Scotland. This included strategies such as involving leadership local to the area of operations, consulting community groups, and adjusting processes from urban to rural settings.

Openness to learning

A shared culture of learning was a tremendous asset to the development of inter-organizational relationships into the success of their projects. This was cultivated through various strategies such as providing opportunities for organizational and staff development, provision of formal and informal learning opportunities for partners and staff, including the participation of as many stakeholders as possible in regular communication and meetings. This contributed to an atmosphere of growth where partners worked together to resolve growing pains and were open to collaboratively relieve tensions.

For example, larger partner organizations in the United Kingdom housing project, through a reflective and conversational process, came to understand the limitations of smaller organizations they were collaborating with. In another instance, in the Netherlands the municipality of Amsterdam worked with local social enterprises to develop a tool to better understand their attitudes towards government collaborations and for better communication. Further, the infrastructure development project in South Africa gave sufficient space for innovation and learning so that the social enterprise was able to hone its community projects over a sufficiently long time horizon to be able to respond to and mitigate client challenges, such as when they were looted during civil unrest.

Clear communication channels

Formalized communication norms facilitated smooth working relationships. Clear and documented protocols for sharing data, resolving conflicts, and negotiating tensions were a tremendous asset. Having a dedicated time for discussion and debate provided opportunities for solidarity, and trust building where partners did not have pre-existing relationships. It was even more advantageous to encourage the participation of as many stakeholders as possible in debates and negotiations. For example, the Canadian partnership was able to resolve project delays by inviting affected community members into their meetings. The presence of clear expectations, and measuring or monitoring tools, was thought to facilitate efficient and effective collaborative work. Tools could take the form of quality assurance metrics, protocols for work, shared databases, and other work measurement devices.

Shared affinities

Having shared or compatible goals, values, language, and institutional logics were beneficial for untroubled partnerships and necessitated less relational labour and negotiations. That this contributes to the success of partnerships is unsurprising. The number of partnerships formed without or with minimally shared affinities was surprising to the researcher as, partners in almost all cases portrayed themselves as having shared values. The differences appeared through their behavior and language, suggesting a misalignment between stated and held values.

Pro-innovation attitudes

Governmental, policy, and community openness and enthusiasm towards innovation created a supportive climate for SE partnerships.

Pre-existing connections

Partners viewed having previous relationships, between organizations or staff within organizations, as an asset. These connections were viewed as bridges that made the development of a new positive partnership faster and easier.

The partnership dynamics identified through Di Domenico, Tracey and Haugh's framework complemented the thematic analysis of the challenges and successes of partnerships. They both recognized tension between economic and social objectives manifested as oppositional goals and priorities and uncertain ownership of work. Together they helped determine what factors contributed to successful partnerships between social enterprise and public bodies.

3. Discussion

The objective of this scoping review was to understand the methods employed by public-private collaborators to support successful collaborations. The dialectic social-exchange framework created by Di Domenico, Tracey, and Haugh (2009) provided a helpful structure for analysis. Relational framing was quite polarized, with partnerships understood in largely positive or negative terms. Challenges most commonly described were around poor communication, ambiguity, governmental processes, relationship insecurity, and lack of skills. Relational successes were bolstered by minimizing hierarchy, contextually appropriate methods, openness to learning, clear communication channels, shared affinities, pro-innovation attitudes, and pre-existing relationships. Relational successes utilized many replicable strategies such as clear conflict resolution procedures, the formation of multisectoral committees, and fostering a culture of learning and continuous development which may be of interest to organizations cultivating effective partnerships.

It has been previously proposed that social enterprises can take on a boundary spanning role able to mobilize diverse resources connecting social and economic issues in new and innovative ways (Chircop, Bassett & Taylor, 2014). This happened explicitly in several articles, and implicitly in many. For example, in the Italian context, the SE Libera Terra partnership was able to simultaneously promote environmental sustainability, encourage demand for socially and environmentally responsible consumption, liberation from the Mafia, and the repurposing of Mafia assets.

Many articles described collaborations, but not how collaborations formed or unfolded. This has been previously reported on by organizational scholars (Bryson, Crosby & Stone, 2006). Many findings, such as the challenges of ambiguity, corroborate the research of organizational scholars (Chircop, Bassett & Taylor, 2014). Some, like the challenge of inadequate skills, make

intuitive sense, but are less commonly discussed in literature. While these insights are interesting they are insufficient to answer the primary research question of what works well, for whom, in what context if the original question is what are the strategies utilized by public-private pairings to facilitate successful social enterprise partnerships?

This is in part due to the heterogeneity of partnership arrangements, the diversity of collaborative aspects focused on in articles, and the superficiality of relational details provided in most articles. This is perhaps unsurprising, as understanding relationship development was in most cases not a primary research objective. As relative newcomers social enterprises are less studied than other organizational forms, and having a more cursory understanding of their relational processes is understandable. However, this study does suggest that public-private partnerships are aware of their relational challenges and are in most cases pursuing conflict resolution and relationship-building activities.

As governmental inconsistency, uncertainty, and bureaucracy were frequently reported as tension points it appears that there are unique challenges experienced by collaborating with governments in the emerging policy arena around SE that merits further research. Understanding the governmental processes that shape, create, or restrict partnerships could support more efficient and effective initiatives in different levels of government. This might provide impetus for the formation of governmental-academic alliances to support relationships with social enterprise.

4.1 Limitations

While this scoping review provided insight into some of the challenges and successes of private-public partnerships it has several limitations. Due to time constraints the search was restricted to four databases. Searching a larger number of databases and the grey literature may provide additional insights. This analysis draws from reports that may have failed to capture relevant viewpoints or learnings from certain stakeholders, as examining relationships was not the original purpose of the researchers. The data collection process was modified during the course of inquiry. However, a strength of this research was the mindful and transparent reporting of iterative processes. Results are likely not generalizable as the range of partnership arrangements examined was limited, and the nature of scoping reviews which do not assess the rigor of studies. Despite these limitations the researcher is hopeful this research nonetheless provides some valuable insights. The researcher has no conflicts of interest to declare.

4.2 Recommendations

While scoping reviews are useful for gaining a broad understanding of a topic area, future research might utilize a more in-depth research method, such as interviews or ethnography, to garner a more detailed understanding. A collaborative ethnography may be well-suited to examine the practices of intersectoral collaborations. The dialectic social-exchange framework suggests a process of inter-organizational resolution we may not otherwise have access to.

As policy changes were a major basis for the creation of partnerships policy makers would do well to consider factors that facilitated and hindered smooth partnerships. The role of governmental processes was discovered to be a major hindrance at times. Providing clarity on implementing policy in multiple levels of government could be helpful in alleviating this challenge. Giving greater attention to training and supporting governmental staff during transitional periods may also be beneficial. Additionally, taking a more inclusive, less top-down approach that includes the voices of social enterprises may support in the creation of effective, mutually beneficial policy.

4.3 Conclusion

This research showcases a range of relational challenges and collaborative strategies employed in social enterprise-governmental partnerships. It elucidates a range of challenges and successes experienced by partners and offers an overview of their paradigms, structural arrangements, constitution, and environmental linkages. It offers several insights that stronger partnerships may be built upon. Namely, minimizing hierarchy, utilizing contextually appropriate work methods, cultivating an openness to learning, having clear communication channels, sharing affinities, having pro-innovation attitudes, and leveraging pre-existing connections. It is the hope of the researcher that by considering the social connections of social enterprises we may support easy, robust partnerships which enrich the communities they inhabit.

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