

A new vision of a social enterprise: Standards and scaling social employee ownership in EU

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The EU understands social economy as a model of economic development that seeks social and territorial cohesion, sustainability, social justice and the equitable distribution of wealth.

This is quite a broad understanding of what social economy accounts for; however, the focus remains on the business practices building social capacities and fulfilling under-met needs. Experts have argued that this marginalizes the reach of social economy.ⁱ

Social entrepreneurship has come under criticism for failing to disrupt the dominant power structures in the contemporary economies, which are to a large degree entrenched in the established patterns of business ownership.ⁱⁱ To disrupt the causes of wealth disparities, workplace alienation, community harm, declining political democracy, and environmental degradation, social economy must focus on changing ownership and governance rights in our economies.

In a recent *Harvard Business Review* article Roger L. Martin discussed the “long term enterprise, where chief executives would be incentivized by value enhancement, not stock price movements”.ⁱⁱⁱ Long-term enterprises are firms where *their legal structure ensures* that the value produced is widely and equitably distributed, that the governance is democratic, and the negative externalities are diminished.

The vision put forth by R. L. Martin is inherent in the employee-owned enterprise. Indeed, a democratic version of the ownership structure is part of the social enterprise as defined by the European Commission.^{iv}

A democratic firm requires that the claim over profits and governance rights are not tied to a capital instrument (e.g., a share) but are tied to an active role in the business.^v A worker cooperative is a democratic firm because membership, which brings the rights over profits and decision-making, is allowed only to the workers of the cooperative and only to the workers.

There is a problem with such a rigorous definition – it is proving to be very difficult to scale democratic firms without allowing a gradual transition. True, there is the Mondragon Corporation, which has been one of the best examples around for the past decades. And there are other European worker cooperatives, mainly concentrated in regions with high support to democratic forms of firms.

While we can list successful examples, there are relatively few of them.¹ In the US, in the half century of a cooperative development, there are now about 400 worker cooperatives employing a few thousand workers. The data from the UK also indicates paucity of worker cooperatives.^{vi} Continental Europe similarly lags. The worker cooperatives enjoy the strongest capital and organisational support in Italy, where less than 300 firms converted to cooperatives in more than 30 years.^{vii}

Employee ownership, on the other hand, is much more present. In the US alone, there are thousands of employee-owned firms. The most common model is Employee Stock Ownership Plan (ESOP), which today covers almost 10% of the private workforce.^{viii} A similar model was legalized in the UK in 2014. IN the last eight years, more than 1000 companies converted to the UK model. Why the disparity?

The simple answer is – *conversion*. Obviously, there are successful examples of democratic start-ups, but they are few and far in between. The more effective way of redistribution capital ownership is through conversions of existing, profitable enterprises.

Now, a conversion to a worker cooperative requires a lot of financial capital by the workers or loans, that would need to be guaranteed by workers' personal assets. ESOP model, on the other hand, allows gradual conversion – and offers the financial mechanism for channelling profits of the operating company into buyout capital for the workers.

To reap the scaling opportunity embodied in the ESOP mechanism, social economy must include business firms that are only partly employee owned.

Of course, certain social standards must be guaranteed. We should not underestimate the tendency of progressive ideas to degenerate into rhetorical devices of quasi-progressive policies. Greenwashing compromised well-intended movements behind the stakeholder capitalism^{ix}, ESG financing strategies^x, and the CSR^{xi}. Employee ownership comes in many shapes and forms – we should avoid the exclusive, speculative, capital-based, and myopic plans.

In this essay, we address two questions. First, how to guarantee that the *social* element remains inherent to employee ownership, and second, how to scale social economy through employee ownership. We conclude on a constructive note – a strong EU support is needed to encourage national programs that would enable, promote, and regulate employee-owned businesses.

Social employee ownership

We propose a set of standards for *social employee ownership*, which should help to prevent any greenwashing attempts.

Ownership must be broad-based, meaning that a great majority of workers in an enterprise must be included as owners of the enterprise. It is not sufficient that there are no legal constraints for workers to enter ownership; it is crucial that workers have the objective possibility of becoming owners, mostly in terms of financial capability. Some researchers propose that broad-based requires at least 50% of permanent employees to be included^{xii}, while the US ESOP and the UK EOT requires *all permanent employees* to become part of the plan, with some rare exceptions. Research

¹ And even the best examples often fail to meet the criteria of a democratic firm. For example, Mondragon has been facing challenges with declining members-to-non-members ratios.

confirms that inclusive ownership schemes lead to the best results in terms of business performance.^{xiii}

Equity must be substantial and fairly distributed among the employees, to prevent concentration in the hands of the management and other highly paid individuals. Economic and governance rights are proportional to relative share in equity, so is important to consider a preliminary threshold that provides tangible benefits to the workers. It is proposed that 25% or 30% has a relevant psychological effect. The experience abroad proves that broad-based schemes must also put some limits to the distribution of shares among the workers.^{xiv} Without this condition, the broad-based structure of EO would lose its inclusive nature.

*Governance must be democratic, meaning that voting rights should be based on personhood not on the value of capital one holds.*² Robert Dahl, one of the leading political scientists of the 20th century, made a convincing argument that the principles of democracy should be extended from the political into the economic; share ownership does not override the democratic standards.^{xv} Indeed, research is clear that ownership must be coupled with appropriate knowledge, information transparency, and meaningful participation to achieve the optimal performance results.^{xvi}

Employee ownership must be sustainable, meaning that structures should be put in place to prevent degeneration tendencies. Degeneration happens when departing employee-owners keep their shares, when incoming employees do not enter as owners, or when external parties buy shares from employee-owners.^{xvii} Many successful examples of EO businesses have fell victim to degeneration processes.^{xviii} It is generally possible to prevent degeneration with an appropriate legal structure and membership rules – the general idea is that the ownership right should be tied to the role in the company, not to the ability to purchase a share.

A model of social employee-owned enterprise – the European ESOP and the Slovenian precedent

The standards above must allow the scaling opportunities. This means that we need to construct a model, which allows gradual conversion to social employee ownership. At the [Institute for Economic Democracy](#), we have recently proposed the [European ESOP](#), which achieves this.³

The model builds on the best international practice and considers the special character of the European legal and cultural environment. European ESOP mimics the features that make the US ESOP and the UK EOT so successful in conversions.

Like in the US ESOP and the UK EOT, the shares are paid for through the ESOP contribution, which operating company transfer to the EOC annually. The idea is that the operating company guarantees a cash flow to the special purpose vehicle, which holds shares under the name of

² There are various practical ways of aiming for the democratic principle with EO, which avoid the need to democratize the governance structure at the level of the operating company. The European ESOP offers one such model.

³ The European ESOP was featured in the [European Federation for Employee Share Ownership](#) (2019), the [SozialMarie Prize for Social Innovation](#) (2021), the book '[Ownership: Reinventing Companies, Capitalism, and Who Owns What](#)' (2022), and in the recent report by the European Commission titled [Transition Pathway of the Proximity and Social Economy Ecosystem](#) (2022).

employees. ESOP-type buyout uses the cheapest capital out there – buyout finance is tax-deductible expense for the operating company!

The European ESOP uses a special type of a cooperative as the ownership trust - the employee ownership cooperative (EOC). Members of the EOC are all the current employees of the operating company who have been with the firm a certain period of time. The cooperative board, democratically elected by the members, receives the vote at the company's board, which is proportional to the relative number of shares held by the EOC.

Shares are individuated through the individual capital accounts (ICAs), found in ESOPs and Mondragon cooperatives. This means that workers have individualized claim over the reinvested part of the net income, preventing certain skewed investment incentives that were part of the historical democratic business models.

The trust ownership structure with individuated economic rights makes European ESOP a model of *indirect individual employee ownership*. The model is broad-based, the distribution of equity among workers is limited to pay ratios, decision-making is democratic (through EOC), and the plan is sustainable since new employees are automatically included and departing workers are automatically paid out.

In the last year, first pilots of European ESOP were implemented in Slovenian companies. So far, four companies adopted the so called sloESOP, which is the national adaptation of the European ESOP principles. The biggest company, [Inea d.o.o.](#), with 90 workers, established a 100% sloESOP, which means that 100% of shares were bought by the employees. The future outlook is even brighter – we anticipate that in 2023, up to 1000 new workers will become co-owners through the sloESOP employee ownership model.⁴

The next big step is to pass the legislation that would regulate and incentivize sloESOP conversions in Slovenia. In collaboration with the Ministry of Labour, Family, Social Affairs, and Equal Opportunities, the Institute for Economic Democracy recently prepared a special piece of legislation, which would guarantee tax incentives for (i) shareholder deciding to convert their businesses to employee ownership, (ii) for creditors lending to ESOPs, and (iii) for the ESOP contribution to be classified as tax-deductible expense.

The law should provide sufficient regulation to prevent any abuse of tax incentives. The main safety nets are that (i) the tax-deductible expense is tied proportionally to a share held by the EOC – company may transfer a % of before-tax profit that does not exceed the % of the company owned by the EOC, (ii) at least 85% of permanent workers must be included in the plan, and (iii), the shares held by EOC must be represented democratically. In a cooperative, workers elect their representatives who vote on the board of the operating company (proportional to the relative number of shares held by the EOC).

Zooming out – employee ownership and positive social externalities

⁴ While the number seems small, we need to consider that Slovenia has 600.000 workers in the SME sector. For the pilot phase, the number is quite significant.

We argue that social responsibility is achieved if national policies are adopted that would scale social employee ownership. Research confirms this – studies have found that broad-based and participatory employee ownership practices lead to numerous socio-economic benefits.

EO decreases economic inequality. The current levels of economic inequality are socially detrimental and currently increasing in Europe.^{xix} European Commission put tackling inequality on the lists of Sustainable Development goals.^{xx} So far, the main policy for reducing inequality is governmental redistribution, predominately in the form of progressive taxation and social welfare. Redistribution may not be sufficient in reducing inequality because it does not affect the pre-taxed market outcomes and often leads to political polarization.^{xxi} Scholars have argued that rather than redistributing income, government must put policies in place that *pre-distribute* income, that is, policies that create market conditions that produce more equitable outcomes from the start.^{xxii} Employee ownership is a bipartisan policy for pre-distribution, which proves to be very effective in tackling economic inequality.^{xxiii}

EO offers a tool for addressing ownership succession in the SME sector. Every year, 450.000 European businesses are changing owners, and with that, more than 2 million workers are changing employers. European Commission warns that up to a third of these jobs may be under threat because of unsuccessful ownership succession.^{xxiv} Unresolved ownership succession threatens jobs, local communities, and even national economies. Europe needs alternative tools to functioning capital markets, family succession, and private equity markets, which are all relevant but insufficient in dealing with the problem. The US and the UK use employee ownership to provide a succession tool to SMEs.^{xxv} In addition to solving the primary problem, EO provides a neat exit to business owners who want to maintain their organisational legacy and provide a responsible ownership model for the local community, where EO business is embedded.

EO increases material security. Perpetual crises that are putting liquidity pressures on SMEs lead to uncertain employment conditions for millions of workers globally^{xxvi}, with economic insecurity again becoming one of the major social issues experienced by the working class.^{xxvii} Studies prove that EO businesses are on average more resilient in times of crisis^{xxviii} and provide more stable jobs^{xxix}. In addition to increasing material security, EO can be considered as an anti-cyclical economic policy.^{xxx}

EO has positive effects on workers wellbeing. Adam Smith discussed how specialization in the workplace may lead to psychological alienation of workers^{xxxi}. Empirical research today confirms that the position of a hired worker leads to negative effects on mental health, personal satisfaction, and productivity.^{xxxii} Employee ownership together with strong ownership culture builds sense of control and autonomy, which leads to improved well-being, performance, and has positive psychological effects for workers.^{xxxiii}

EO provides an ownership structure that regulates negative externalities. Government plays an essential role in regulating negative effects on third parties; however, it is also worth noting that different types of ownership structure have different inherent tendencies towards their immediate environment. When it comes to EO businesses, owners and decision-makers are often citizens of local communities. In this way, EO disincentivizes negative externalities and incentivizes positive externalities. Research indicates that EO businesses provide more stable jobs, take care of local communities, and avoid environmentally harmful business operation.^{xxxiv}

EO anchors the value in the local communities and national economies. Employee-owned businesses on average outperform conventional businesses in terms of productivity, growth, and

crisis resilience.^{xxxv} In addition to this, EO distributes added value to the workers, takes care of the local communities, and anchors ownership of capital within national borders, ensuring that taxes are paid nationally on the long-run.^{xxxvi}

Scaling social employee ownership in Europe

ESOPs in the US and EOTs in the UK provide tangible evidence that the recipe for scaling is a standardized model encouraged through national fiscal policies, supported by specialized organizations, and assisted through different financial mechanisms. Canada and Australia are following the lead.^{xxxvii}

Despite these positive developments globally, EU is missing a unified front. The existing EU single market regulation on state aid prevent any kind of positive governmental discrimination that would distort competition unless there is an exemption granted by the European Commission. While social economy already received certain exemptions for state aid, the exemptions should also be extended to the legal structure of the enterprise that satisfies the conditions of social employee ownership.

European Commission should encourage nation states to follow economic policies that promote the development of supportive legal, financial, and organisational environment, which should encourage conversion to employee ownership but also aid existing employee-owned firms.

National policy, which should be supported by the EU exceptions to single market policies, could include (i) laws providing tax incentives and regulation for employee ownership conversions, (ii) alternative use of unemployment benefits as start-up capital for employee-owned companies, (iii) accessible financial mechanisms and loan guarantees by the state developmental banks, (iv) development of specialized state or private supportive organisations with a strong legal, organisational, and entrepreneurial know how, (v) special treatment of employee-owned firms for the public procurements and subsidies, and (vi) a structured advocacy strategy aimed at the public, relevant stakeholders, and the business community.

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