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Abstract	
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A key feature of late capitalism continues to be a complex reworking of previous approaches to the relationship between the state and business. This significant shift in the interplay between the public and private sectors has generated such developments as the privatisation of many services formerly provided by government and the growth of not-for-profit organisations seeking to fill gaps in service provision. These changes are highly significant for every citizen and community member and for all stakeholders (as witnessed by the ongoing Greek economic crisis). This first chapter in this book encapsulates these complex developments in terms of debates about the enabling imperatives of the contemporary state, the character of the intersection between capital and enterprise and a timely confrontation of what is understood by "the social" in current discourses, policies and strategies. In presenting this distillation, the authors introduce the subsequent chapters in the book in terms of how each chapter, including this one, contributes new insights to the broader project of eliciting the issues and implications attendant on researching contemporary social capital and social enterprise. This project is crucial if we are to understand the ways in which social capital and social enterprise can work sustainably and transformatively with variously marginalised and vulnerable groups in our societies, as well as the ways that such work is constrained and limited in its effectiveness.

Keywords (separated by " - ")

Enabling state - Late capitalism - Marginalisation - Social capital - Social enterprise

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We live in unsettled and troubling times, with previous certainties unravel-	8	
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members, centred on the proposition of the welfare state. By contrast, and as we elaborate below, mass movements of displaced populations and the advent of global terrorism, in addition to the volatility of global financial markets, among other developments, have placed unprecedented strain on the capacities and resources of governments to provide previously guaranteed services. In the process, the very idea of "the state" has attracted heightened scrutiny and growing scepticism.

As we also elaborate below, this book takes up three key ideas arising from this complex situation: the modern state, social capital and social enterprise. This chapter begins the task of identifying the theoretical and material relationships among these ideas, and also of exploring some of the ways in which they might provide the foundation for reframing the provision of necessary services and support. More broadly, this debate raises significant questions about statehood, citizenship, globalisation and social justice, as all of us grapple with living and learning with one another and with the planet in the early to mid-twenty-first century.

The chapter has been divided into three sections:

- An outline of the book's focus:
- Conceptual issues relevant to the book's three research questions focused on examining broader, present-day questions on the role of the modern state in enabling social capital and social enterprise;
- The impetus for the book, and an overview of the book's two parts and 15 chapters.

THE FOCUS OF THIS RESEARCH BOOK

A caring state, and the building of such a state, is the responsibility of all citizens. A caring state does not grow from nothing, but must be founded on articulation and action by concerned citizens who not only visualise a democratic society, but make a case for it and support its realisation. (President of Ireland Michael D. Higgins, 30 June 2017)

The Irish President's powerful and poignant evocation of "[a] caring state" (Higgins, 2017) encapsulates neatly the focus of this research book. The chapters in the book, including this one, explore in diverse ways the crucial intersections among three powerful ideas: *social capital*, *social enterprise* and *the modern state*. Given the current state of the world, it is particularly important that these intersections are mapped and analysed in

ways that render transparent and visible the winners and the losers, the included and the excluded and the powerful and the powerless with regard to late capitalism in the first quarter of the twenty-first century. This is vital to understanding, and where possible to ameliorating, contesting and reframing, the forces of control and marginalisation that beset our contemporary world.

More specifically, we are witnessing a deep transformation of the role of the modern state, caused by significant socio-structural changes and shifting political ideas, as well as by unanticipated events such as the 2007–2008 global financial crisis (Blanco, Griggs, & Sullivan, 2014; McInerney, 2014). As a result, organisations such as the International Monetary Fund and the World Bank have played a central part in formulating and implementing economic policies by placing an emphasis on austerity and cuts (Brazys & Regan, 2017). This emphasis has in turn highlighted the relevance and significance of both social capital and social enterprise (which are conceptualised more fully in the next section of this chapter) to current debates about understanding and financing the fundamental relationship between the state and its citizens and other community members.

In a telling instance of these wider developments, with the advent of austerity in the United Kingdom, the then Prime Minister David Cameron introduced the "Big Society" manifesto in 2010 in a run up to a general election (Cabinet Office, 2010). This manifesto promised to "redefine the role of the state as a provider of public services", narrated as a strategy to empower communities, encourage a diversity of service providers and foster volunteerism (Whelan, 2012). To enable such a vision, there was an emphasis on "localism", "self-governing", "resilience", "pay by results", "social value", "social capital" and "social enterprise", all focused on the rhetoric of the common good. At the core of the "Big Society" agenda was "commissioning", which is the process of tendering the provision of services (Alcock, 2016; Grover & Piggott, 2015; Shaw, 2012).

These same far-reaching and widespread changes are being manifested and experienced by many governments across the globe. To take just one example, all levels of the Australian public sector are reforming and reviewing their service provision with a focus on returning the budget to surplus. Indeed, some elements of the "Big Society" are present at both the state and the federal levels of the government in Australia (Whelan, 2012). The consensus in the academic literature is that the narrative presented about the "'Big Society' is a 'slippery one'" with a hidden agenda:

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Beneath its seductive language about giving more power to citizens, the "Big Society" is a major programme of structural change that aims to overturn the post-war welfare state. The key idea is to divest the state of responsibility for meeting needs and managing risks that individuals cannot cope with alone. (Coote, 2011, p. 82)

These shifts have sparked a debate about what the role of the state is, which has been described on the one hand as a "passive state" or on the other hand as an "enabling state" focused on collaborative approaches, bottom-up initiatives and participation (Elvidge, 2014; Sullivan, 2012). Against this backdrop of policy-making and politics, it is timely to look again at the relationship between society and governments and to reflect especially on the possibilities and the desirability of imagining and interacting with the enabling state. This edited research book explores the complexities of investigating these shifts and challenges, and is focused, in particular, on the changing role of the modern state and both the viability and the sustainability of the spheres of social capital and social enterprise.

In doing so, the book builds on and extends from several ideas previously presented in *Community Capacity Building: Lessons from Adult Learning in Australia* (Postle, Burton, & Danaher, 2014). That earlier volume investigated diverse conceptualisations of, and approaches to, community capacity building from the perspective of university-community engagement in contemporary Australia. The discussion traversed multiple current social issues that community organisations and universities worked in tandem to address. These issues ranged from disenfranchised youth and older men to refugees and technological inclusion, to the roles of regional and local government and to evaluating the community benefits of social interventions and ensuring the sustainability of such interventions.

The earlier book analysed social issues that are familiar to many readers of this volume, including from countries other than Australia. Those issues were explored through the prism of community capacity building, understood as universities engaging strategically and sustainably with various community organisations to address "real world" issues from an integrated cross-disciplinary and multi-sectoral perspective and against the backdrop of Australia's distinctive policy-making and political landscape. By contrast, this volume's geographical reach has been widened to include Bangladesh and Ireland as well as Australia, as well as drawing on the latest international scholarship in this important area of public policy. Furthermore, the social issues have been broadened to include social

housing and homelessness, educational inclusion, local governments and social enterprise, older men and digital technologies, microcredit for women entrepreneurs, refugee settlement experiences, mental illness and social entrepreneurship, business people helping to build social capital and university-community partnerships that enable pathways to higher education and employment for marginalised individuals.

CONCEPTUAL RESOURCES FOR RESEARCHING SOCIAL CAPITAL AND SOCIAL ENTERPRISE IN THE MODERN STATE

There are multiple conceptual resources that can be deployed to conduct research into social capital and social enterprise in the modern state. "The state" evokes ideas such as "governance", "government", "politics" and "polity", and is predicated on notions of hierarchy, structure and the power to make and implement decisions (such as the provision of services and the promulgation of laws) applicable to the citizens of a geographically located and bounded area. A current definition of "the state" focused on four identified crucial characteristics:

The classical approach of European constitutional, legal and state theory identifies three core elements of the state: (1) a politically organized coercive, administrative and symbolic apparatus endowed with general and specific powers; (2) a clearly demarcated core territory under the more or less uncontested and continuous control of the state apparatus; and (3) a stable population on which the state's political authority and decisions are binding... Reference to state objectives suggests a fourth element: the idea of the state. This denotes the political imaginary that defines the nature and purposes of the state, invoking higher goal(s) than self-preservation and self-interest and thereby distinguishing it from mafia-like bodies. It serves to legitimate the state and its power and also provides more general criteria for legitimacy crises and state failure. (Jessop, 2016, pp. 72–73)

Yet, despite the conceptual utility of Jessop's (2016) definition, the theoretical relationship between "the state" and "society" remains contested (Mayrl & Quinn, 2016). This contestation derives partly from a perceived fracturing and fragmenting of the assumed orderly and predictable interactions between citizens and the state framing the four elements identified by Jessop. This disruption of previously accepted notions of the functions and power of the state is connected integrally

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with contemporary and continuing geopolitical shifts, including the mass migrations of asylum seekers and refugees, the growth of global terrorism and the impact of cyber technologies. These developments have had devastating effects on displaced populations and on the victims of terror attacks, and they have also diminished citizens' faith in the fixedness and inviolability of their respective states' territories. Consequently, there is increasing scepticism about "the political imaginary that defines the nature and purposes of the state" (Jessop, 2016, p. 73), leaving some citizens to aspire evermore hopefully to a world that moves beyond states to global systems of governance on the one hand, and other citizens to seek to withdraw from such a world in favour of separate and self-governing states on the other hand. This profound ambivalence has been manifested in such recent developments as "Brexit", or the United Kingdom's referendum to exit the European Union, and the election of President Donald Trump in the United States.

Given the ongoing debate about the character and purposes of the modern state, it is important, in the context of this book, to explain the importance of the two other key concepts framing the book: social capital and social enterprise. With regard to social capital, Bourdieu (1986) defined the term as being "the aggregate of the actual or potential resources which are linked to possession of a durable network of more or less institutionalized relationships of mutual acquaintanceship or recognition" (p. 248). Thus, social capital can be conceptualised as "the measurable resource arising from embedded economic relations" (Steele, 2009, p. 68). Coleman (1988) posited three key aspects of social capital: "obligations and expectations; information channels; and social norms" (Coleman, 1988, p. S95). Putnam (2000) associated social capital with citizens' membership of social groups such as social, political and religious organisations, and he expressed concern that "American social capital in the form of civic associations has significantly eroded over the last generation" (Putnam, 1995, p. 73). Despite the diversity of these approaches to defining social capital, the common features of these definitions include a sense of connectedness and mutuality, as well as the value of networks of associations that generate meaning and support beyond what can be achieved from a narrowly conceived self-interest.

One of the premises of this book is that social capital is generally a positive phenomenon, while noting the critique of this proposition by Portes (2014). Moreover, in the context of the ambivalence and uncertainty about the meaning and relevance of the state noted above, we contend

that social capital is even more important and potentially transformative than in situations where the state's purposes and power are largely undisputed. This is because the withdrawal by the state from providing services for its citizens, and/or the withdrawal by citizens and non-citizens from engagement with the state for multiple reasons, generates a vacuum of assistance and association that needs to be replaced in particular ways.

Furthermore, we assert that social enterprise constitutes a valid and viable means of maximising social capital and of ensuring service provision in the diverse manifestations of the modern state. Grieco (2015) positioned social enterprise as emerging from "The limits of the state—market binomial" (p. ix) and of "The crisis of traditional business models" (p. ix). Mnganga (2014) stated succinctly that "A social entrepreneur is an entrepreneur with a compelling social mission.... This is a person or a group of people who identify a social need and who use innovative business and entrepreneurial principles and solutions to meet that need" (p. 15). Similarly, Dees (1998) argued: "For social entrepreneurs, the social mission is explicit and central. This obviously affects how social entrepreneurs perceive and assess opportunities. Mission-related impact becomes the central criterion, not wealth creation" (p. 2). Helpfully, Dees (1998) elaborated this encapsulation of the key elements of social entrepreneurship as follows:

Social entrepreneurs play the role of change agents in the social sector, by:

- adopting a mission to create and sustain social value (not just private value),
- recognising and relentlessly pursuing new opportunities to serve that mission,
- engaging in a process of continuous innovation, adaptation and learning,
- acting boldly without being limited by resources currently in hand and
- exhibiting heightened accountability to the constituencies served and for the outcomes created (p. 4; emphasis in original).

Bringing these three key concepts—the modern state, social capital and social enterprise—into juxtaposition, we see that the decline of the modern state, with its attendant ambitions and certainties, has created both the necessity and opportunities for new actors to enter the realm of service provision. Many of those new actors are associated with social enterprises of varying kinds, and a significant part of their social mission is to enhance

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social capital and thereby to contribute to community capacity building (Postle et al., 2014). It is this complex and contested interface among the modern state, social capital and social enterprise that lies at the heart of this book.

More specifically, how we understand the state's delivery of public services has shifted significantly in the past few decades. The advent of the new public management philosophy in the 1990s presented a major strategic and cultural shift in the way that such services were defined and delivered (Alford & O'Flynn, 2012; Considine, 2000, 2001; O'Flynn, 2007). This shift included measures such as privatisation, corporate management and the establishment of market-type approaches (O'Flynn et al., 2014).

More recently, following the election of Donald Trump as the United States' President in 2016, we are witnessing a "Deconstruction of the administrative state that is associated with the 'shrinking the role of government' by outsourcing and 'cutting government regulations and agencies tasking with protecting people and their rights'" (Klein, 2017, p. 3; see also Posner, 2017).

Our political systems are going through a period of "shock politics" that calls for a shift from a passive stance of opposition to active resistance and the engagement of people (Klein, 2017). The results of the United Kingdom snap election of June 2017 were quick to see a flurry of commentators and academics suggesting that it will herald the end of "austerity politics" (Eaton, 2017; Elliott, 2017; Ryan, 2017; Vasilopoulou, 2017). The evidence highlighting the impact of austerity was illustrated clearly in a recent report by the United Kingdom Social Mobility Commission (2017), which undertook an analysis of two decades of governments' efforts to improve social mobility. The report found that policies have failed to reduce significant inequality between rich and poor, despite two decades of interventions, citing three specific divides: geographical, income and generational. The report warned that, without radical and urgent reform, the social and economic divisions in British society will widen even further, thereby threatening community cohesion and economic prosperity. In Ireland, the impact of austerity following the severe downturn of the economy in 2007 and 2008 was characterised by mass emigration, increased taxation and reductions in public expenditure, with specific cuts being made to welfare supports for young people and substantial cuts in health and social care spending and cost shifting onto households (Callan, Nolan, Keane, Savage, & Walsh, 2014).

Against the backdrop of these complex and continuing developments, we posit that the concept of an enabling state is well worth pursuing, not least because from our perspective it brings together the three notions of the modern state, social capital and social enterprise in new and potentially transformative ways. At the core of the enabling state lie six interlinked propositions:

- A co-production model for public services
 Success where the state has traditionally failed
 A level-playing field
 A holistic approach to public service delivery
- 6. Shared responsibility (Elvidge, 2014, p. 2)

1. Empowered citizens and communities

Sullivan (2012) has stressed that the key to supporting the implementation of the "enabling state" is an "active state" that can enable this shift. In diverse ways, the subsequent chapters in this book take up this challenge of charting the contours and tracing the trajectories attendant on such a development. This same challenge is intentionally synthesised in the title of this chapter, with its tripartite focus on enabling states, capitalising enterprises (in the sense of social enterprise mobilising the power and resources of capitalist enterprise but for a very different purpose, focused on mission rather than on profit) and confronting the social (by which we mean insisting on the continued and indeed the increased importance of placing "social" in front of both "capital" and "enterprise").

Moreover, despite the intended diversity of the following chapters, taken together, they contribute to addressing the following three research questions framing the book:

- 1. What is the role of the modern state in enabling social capital and social enterprise?
- 2. What are the current experiences of social enterprises and community organisations, and which opportunities and challenges underpin those experiences?
- 3. Which examples of empowerment and innovation are occurring within communities in relation to social capital and social enterprise?

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These research questions, we believe, capture broader contemporary political debates about the role of states today, and they also assist us to progress our discussions around the need for strong, active and enabling states. The insights and concerns expressed within this book by those who have contributed to it are therefore internationally significant and multisectorally resonant.

THE IMPETUS FOR, AND AN OVERVIEW OF, THIS RESEARCH BOOK

As three editors, our meeting and coming together that resulted in the development of this edited research book could be seen as the beginning of an interesting tale involving an Irish woman and two Australians working in an Australian regional university. The story began in 2012 at the University of Southern Queensland (USQ), Australia, which was undergoing significant internal reform in building research capacity (Burton, Ní Shé, & Olliver, 2015; O'Shea & McDonald, 2015). The central campus of USQ is based in Toowoomba. Major changes continue to occur within regional and rural Australia owing to the impacts of the resources boom and its subsequent decline, drought, climate change and population shifts (Hogan & Young, 2015; Morris, Gooding, & Molloy, 2015). With a population of over 158,000 residents, Toowoomba is the second biggest inland city in Australia (Toowoomba Regional Council, 2014). Historically, the city serviced a strong agricultural base. More recently, there has also been a significant mining and coal seam gas boom within the Surat Basin area that has seen almost \$200 billion invested in projects (Toowoomba Regional Council, 2014). Like other Australian universities, a major part of the university's community engagement activities is in the form of engaged research and engaged learning and teaching (Postle & Garlick, 2014). It is within this context that we focused our work within and external to USO in building relationships with our partners, many of whom have contributed to this book. During this time, we had numerous conversations about the role of the state as we undertook various community capacities and research work with our partners across the region. We have observed and partnered with many innovative practices within the southeast Queensland region that are oriented to social enterprise, social procurement and social capital. It is within this context that our focus shifted to the theme of this book, being the reworking of the relationship between the state and the diverse and multiple communities whom it serves.

We have included this information about ourselves and about some of the community engagement and research projects in which we have been involved not to be unduly solipsistic, but instead to encapsulate in our own range of experiences some of the broader ideas canvassed in the previous sections of this chapter, and also to explain the impetus for this book.

Several scholars responded enthusiastically to that impetus, and their work is represented in the following chapters. The editors and other colleagues provided comprehensive peer reviews of the submitted chapters, which the authors revised in the light of those reviews. The result is a rich array of research-based and evidence-informed chapters about a crucial contemporary issue that are simultaneously scholarly in outlook and engaged in practice.

The 15 chapters in the book have been clustered around two parts to maximise coherence and to enhance readability. The first part is concerned with selected concepts and contexts relevant to the project of investigating and understanding social capital and enterprise in the modern state. This chapter has situated the focus of this research book in relation to that project, and it has also identified several conceptual resources that can facilitate research into contemporary social capital and social enterprise. Chap. 2, by Chris McInerney (University of Limerick, Ireland), examines the notion of public administration—what he calls "the ghost in the machine" and "the machinery of the state"—as the site of an ideological struggle in which the primacy of democratic decision-making needs to be juxtaposed and interdependent with an engaged public administration system.

Part 2 of the book is taken up by 12 individual case studies, presented in Chaps. 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13 and 14. These case studies highlight different empirical and material aspects of the complex interplay among the modern state, social capital and social enterprise. In Chap. 3, Alan Morris (University of Technology Sydney, Australia) draws from 45 in-depth interviews with older social housing tenants in Sydney to make some broader points about the relationship between social housing and changing understandings of the contemporary state. Matt Gregg (METRO Care, Australia), Éidín Ní Shé (University College Dublin, Ireland) and Lorelle J. Burton (University of Southern Queensland, Australia) use Chap. 4 to portray METRO Care, a non-profit service organisation providing a number of outreach programmes in Toowoomba, Australia, as a microcosm of wider issues pertaining to the challenges of, and the opportunities for, care provision in regional Australia. Chap. 5, by Joan Hanafin,

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Marie Flynn and Anne Boyle (Dublin City University, Ireland), analyses the constructions of Irish Travellers by a range of Irish State documents and the impact of those constructions on current official policies in relation to the Traveller community. In Chap. 6, Catherine Hastings (University of Technology Sydney, Australia) and John Weate (Great Lakes Community Resources, Australia) investigate the nexus between local governments and social enterprise from the theoretical perspective of networked governance and public value, illustrated by examples taken from regional New South Wales, Australia. Francesca Rendle-Short, Ronnie Scott, Stayci Taylor, Michelle Aung Thin and Melody Ellis (RMIT University, Australia) use Chap. 7 to elaborate the phenomenon of homelessness in Melbourne, Australia's second largest city, through the insights generated by #streatstories, an innovative creative writing project developed collaboratively between RMIT University and STREAT, a social enterprise working with homeless youth and young people. Chap. 8, by Lisa McDonald (Lisa McDonald & Associates, Australia), reconsiders the crucial concept of trust in the context of older men's engagement with digital social enterprise, in the form of a digital peer support network designed to maximise connectedness and well-being in regional Queensland, Australia.

In Chap. 9, Muntaha Rakib (Shahjalal University of Science and Technology), Sayan Chakrabarty (University of Southern Queensland, Australia) and Stephen Winn (University of Southern Queensland, Australia) take up the intersection between gender and social and human capital, as exemplified in access to, and applications of, microcredit in Bangladesh. Eric Kong (University of Southern Queensland, Australia), Sue Bishop (University of Southern Queensland, Australia) and Eddy Iles (Multicultural Development Association, Toowoomba, Australia) use Chap. 10 to analyse the impact of social enterprises on the life satisfaction and self-reliance of culturally and linguistically diverse refugees living in regional Australia. Chap. 11, by Luke Terry (Toowoomba Clubhouse, Australia) and Marian Lewis (University of Southern Queensland, Australia), narrates the first-named authors' aspirations and experiences as a social entrepreneur working in regional Australia to bridge the gap between business and social work and to create social enterprises that generate sustainable employment for individuals with mental health challenges. In Chap. 12, Sueanne M. Gola and Lorelle J. Burton (University of Southern Queensland, Australia) explore strategies for building social connections and thereby reducing stigma for people

with a lived experience of mental illness, centred on the Thrive programme at the Toowoomba Clubhouse, Australia. Lorelle J. Burton (University of Southern Queensland, Australia), Éidín Ní Shé (University College Dublin, Ireland) and Sue Olliver (University of Southern Queensland, Australia) use Chap. 13 to examine the Men of Business "Pay It Forward" programme as a particular model for building social capital among disenfranchised youth in schools on the Gold Coast in Queensland, Australia. Finally in Part 2, Chap. 14, by Rebecca Lane, Lorelle J. Burton and Gavin Beccaria (University of Southern Queensland, Australia), investigates the Clemente Toowoomba programme in Queensland, Australia, as a model of alternative education creating transformative pathways to higher education and employment for marginalised groups.

The book concludes with the Afterword by Glen Postle (University of Southern Queensland, Australia), which synthesises the intervening chapters' responses to the three research questions posed in this book and also elaborates the author's personal vision for reimagining the crucial connections among the modern state, social capital and social enterprise. This vision is relevant to, and significant for, all communities and countries striving to engage with ethical and socially just relationships between individuals and between nations.

Conclusion

All chapters in this book are concerned with the kinds of communities and societies that individuals and groups living in the early and mid-twenty-first century desire and need if they are to lead happy, meaningful and peaceful lives, in harmonious co-existence with one another and the other inhabitants of this planet. The subsequent chapters present theoretical ideas and practical experiences of the types of issues, and the accompanying implications, attendant on this fundament question. These issues and implications range from where and how people live, to the provision of education and health services, to access to various kinds of social enterprises, to the types of partnerships that can enhance the positive impact of those enterprises and to the influence of the geographical location on that impact.

More broadly, the themes canvassed and traversed in this book are focused fundamentally on questions of access, equity and social justice—of who is enabled to live the happy, meaningful and peaceful lives mentioned above. If the modern state is to be transformed into the enabling state as

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460 a means of helping to realise this vision, social capital and social enterprise 461 are vital elements of that transformation.

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