Case Studies of Social (Purpose) Enterprise in the Ontario Non-Profit Housing Sector

The Ontario Non-Profit Housing Association (ONPHA)
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ONPHA would like to thank Heidi Billyard and Angus Palmer for sharing their insights and experiences with us. We hope that their stories inspire others.
INTRODUCTION / SUMMARY

As the Provincial and Federal governments are compelled to reduce program dollars to non-profit and community-based programs and services, the organizations that operate those programs and services are increasingly forced to do as much, or more, with less funding. At the same time, the persistent need for existing and expanded programs and services is forcing many non-profit organizations to re-think how they do business and provide service. The historic model of on-going program funding from government is nearing extinction and non-profit organizations are being forced to evolve. To survive and grow they are, increasingly, becoming entrepreneurial.

This shift, to entrepreneurial non-profit organizations, has both its advocates and its critics. Both camps, however, recognize that many non-profit organizations have a long history of successful entrepreneurial activities and that, often, the organization and the communities they serve both benefit.

The following report highlights the experiences of non-profit housing providers in the development and operation of social enterprises. Emphasis has been given to organizations based in Ontario in the hopes that their experiences will educate and inspire the work of others. Social enterprises are challenging and potentially rewarding for the organization and the communities that they serve. They are something that Ontario’s non-profit housing providers are increasingly exploring as a way of supplementing their bottom lines and funding new development and additional programming.

WHAT IS SOCIAL ENTERPRISE?

While the social enterprise model has recently gained in prominence and popularity among philanthropic foundations and private-sector funders of social and environmental initiatives, it is, in fact, a well established model in the non-profit and community-based sectors. Over 70% of non-profit organizations in the United States generate some revenue through the production and/or sale of goods or services in their community, suggesting that the expertise and competencies required for entrepreneurial activities already exist in the non-profit sector.

The criteria that define a social enterprise vary depending on the jurisdiction and the author. In jurisdictions where there is a long history and/or on-going government funding of social enterprises there tends to be a more concrete definition of social enterprise. These definitions have either been imposed by government, through legislation, or are the result of a sector growing over a long period of time in response to similar historical challenges, or both. In contrast, in jurisdictions like English Canada where there is a less established tradition of social enterprise, the definition is less concrete and more contextual. A simple definition of social enterprise is the following:
Unlike other jurisdictions, where the definition of social enterprise requires that an organization be self-sustaining and independent of government or other program funding, no such requirement exists in English Canada, where the revenue generated by enterprise activities are commonly supplemented with funding assistance and is interdependent with the state.

A familiar model of social enterprise in English Canada is called “social purpose enterprise.” Social purpose enterprise differs from social enterprise in that the initiative is designed such that it provides employment and/or training opportunities for marginalized individuals who would have difficulty accessing mainstream employment without short- or long-term supports. Social purpose enterprises, then, are concerned with generating revenue for the non-profit, the sale and/or production of goods, and with creating positive social change for individuals.

The emphasis not only on profit but also on creating positive social and/or environmental change also distinguishes social enterprises and social purpose enterprise from other forms of enterprise. Honoring these multiple pressures is often described as achieving a “blended value return on investment” (blended value ROI), meaning that they are concerned not only with generating profit, but also in creating social and/or environmental change in roughly equal measure. Other terms, such as “double or triple bottom lines” and “corporate social responsibility” have been used in the public and private sectors to suggest a goal of generating profit in addition to social and/or environmental outcomes. However, the term blended value ROI is often preferred because it suggests a roughly equal tension between the goals of generating profit and the social and/or environmental outcome.
WHY OPERATE A SOCIAL ENTERPRISE?

Non-profit and community-based organizations undertake the development and operation of social enterprises for a myriad of reasons. Organizations are typically motivated by their mission, the market, the opportunity to generate revenue or, as will be outlined in the next section, a combination of the three.

Organizations use social enterprises to further their mission which, in the case of non-profit housing, may mean new development or repair and retrofit of housing or the provision or expansion of support programs and services.

Organizations may also recognize opportunities in their local market to utilize skills or knowledge that they have developed while operating. For example, many non-profit housing providers will use their property management expertise to property manage other rental or condominium properties. In other cases the organization will be motivated by the lack of opportunities in the market, a niche often filled by social purpose enterprises. These organizations recognize that private enterprises are unlikely to provide the level of skills development, training, or support which may be required for some individuals to obtain and maintain employment.

Finally, organizations may undertake a social enterprise in an effort to supplement or diversify their current and future revenue streams. As non-profit housing providers approach the end of their operating agreements and perhaps face the loss of their operating subsidy, diverse funding streams will be vital to maintain an organization’s financial well-being. In other cases, organizations are simply trying to supplement existing government and program funding in order to maintain or expand service delivery.

In practice, it is likely that a combination of these three factors will lead an organization to assess its strengths, weaknesses, and the communities it serves and to, potentially, take the steps towards developing a social enterprise. But what factors lead an organization to decide that developing and operating a social enterprise is a good decision? How do they identify or decide which skill sets to turn into an entrepreneurial activity or which market demand to meet? The following section highlights the decisions made and the activities undertaken by two Ontario-based non-profit housing providers and ONPHA members.
SOCIAL (PURPOSE) ENTERPRISE CASE STUDIES

Non-profit housing providers across Ontario, both large and small, have developed social enterprises and social purpose enterprises. The following are case studies of a social enterprise and a social purpose enterprise, which demonstrate the range of activities undertaken by entrepreneurial housing providers. In each case, the initiative draws on the organization’s strengths and on opportunities they have identified in the community. These initiatives also offer the organization a way of furthering its mission and mandate, whether its generating revenue for new development or creating employment opportunities for the communities they house.

Case Study One: Wigwamen Incorporated

Wigwamen Incorporated (“Wigwamen”) is a Toronto-based, 405 unit Aboriginal housing provider.

What do they do?

Wigwamen operates three unique social enterprises. The first, Wigwamen Non-Profit Residential Corporation (WNPRC), manages over 550 units of housing developed under the Rural and Native Housing Program in the City of Kawartha Lakes, Grey and Bruce Counties, Haliburton County and Peterborough County. WNPRC also administers the Federal government’s Residential Rehabilitation Assistance Program (RRAP) in Peterborough County, Northumberland County, Durham Region, and the City of Kawartha Lakes. The second, Upper Canada Property Management (UCPM), is a for-profit company which provides property management services to over 300 units of co-operative and non-profit housing, private rental housing, and small condominiums. The final social enterprise operated by Wigwamen is Green Tech Services Non-Profit (GTS), a licensed service organization which operates a network of more than 30 trained and accredited Energy Advisors who complete home energy audits. Last year GTS Energy Advisors completed more than 10,000 energy audits in homes in Central, Southwestern, and Southern Ontario.

How do they do it?

Each of Wigwamen’s social enterprises are wholly-owned subsidiary corporations, incorporated in 1994 (WNPRC), 2000 (UCPM), and 2007 (GTS) respectively. All three social enterprises are self-sustaining, generating retained earnings which are invested in Wigwamen initiatives or re-invested in the enterprise.
WNPRC was developed in response to a 1994 Request for Proposals (RFP) from the Canada Mortgage and Housing Corporation for property management of Rural and Native Housing units. In contrast, UCPM was developed internally, hoping to capitalize on Wigwamen’s expertise in property management and growing opportunities that were identified in the private rental housing and condominium sectors. Like WNPRC, GTS was also developed in response to a RFP, in this case from Natural Resources Canada. This RFP also coincided with a commitment from the Board of Directors to pursue enterprise opportunities in the green technologies sectors and was brought to fruition through the commitment of a team comprised of staff, a Board representative, and a consultant. In fact, the development of each of these social enterprises has depended on the interests and commitment of staff, the support of the Board of Directors, and the identification of key local opportunities upon which Wigwamen could capitalize.

At this time, the three social enterprises operate, for the most part, with unique staff members. Where staff are shared between social enterprises or between an enterprise and Wigwamen, staff salaries are apportioned to reflect the time commitment that staff make to each individual corporation. The Wigwamen Board of Directors oversees all three social enterprises.

**Why does Wigwamen do it?**

The revenue generated through Wigwamen’s social enterprises has allowed them to exceed their organizational mandate to provide safe and affordable housing to Aboriginal families and individuals. They have used revenue generated by WNPRC and GTS to partner in the development of the YWCA Toronto’s new affordable and supportive housing project, YWCA Elm Centre in downtown Toronto. Fifty of the 300 new self-contained units in this development will be dedicated to Aboriginal families.

The Wigwamen Board of Directors and staff have also used social enterprise revenues to develop child- and family-oriented programming that supports positive development and encourages learning and success in education. For the last four years, Wigwamen has offered a scholarship program for tenants pursuing post-secondary educations at a recognized college or university. In 2009, they distributed $13,000 to eight tenants who are pursuing further education.

Wigwamen also operates a “book of the month club”, distributing an age-appropriate book each month to more than 105 children in their housing. The books are free to all.

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In 2008 – 2009, Wigwamen’s social enterprises contributed over $157,000 to the parent organization. Of that, $90,000 was part of their contribution to the YWCA Elm Street Centre and over $67,000 supported tenant-oriented programs.
participating households, provided the parent or guardian commits to reading with their child and/or ensure that the book is read. Wigwamen’s commitment to success in education continues with their back-to-school program. It is widely recognized that children need access to tools and resources in order to be successful in school. These tools and resources are often unaffordable to families living in social housing. As a result, children in Wigwamen households who are attending elementary and middle school are given back-to-school packages with grade-appropriate supplies so that they begin the school year on equal footing with their peers in the community. Finally, Wigwamen operates a new mothers program, which distributes a basket of supplies to new mothers who reside in their housing.

What wisdom and experience can Wigwamen share?

Wigwamen has benefited by having an entrepreneurial Board of Directors that has encouraged staff to capitalize on opportunities in the community. That entrepreneurial spirit is mirrored within senior management, which encourages staff to bring forward ideas and proposals for potential projects. While not all proposals are ultimately successful, the willingness to explore ideas and the opportunities and risks inherent in them contributes to the creation of a workplace culture that vigilantly looks for potential programs and initiatives.

Wigwamen’s social enterprises have, however, experienced challenges; most notably in the initial capitalization requirements and the time required to achieve profitability. A number of years ago WNPRC acquired an operating deficit which required conservative financial management to, eventually achieve a balanced budget and to generate retained earnings. Staff report that this experience with WNPRC led them to launch UCPM using a much more conservative approach, with limited initial capitalization. In retrospect, staff feel that taking this approach with UCPM had the effect of limiting its growth and expansion. They contrast this with their much more recent launch of GTS, in which they invested sizable capital and saw strong growth and financial returns at a faster rate. These experiences reinforce the notions that non-profits will not only have to invest sizable capital into a social enterprise initiative, but that they will also have to expect operating deficits and a longer horizon toward profitability; points that will be explored further in the next section.
Case Study Two: Good Shepherd Non-Profit Homes

Good Shepherd Non-Profit Homes (“Good Shepherd”) is an alternative housing provider located in downtown Hamilton. Good Shepherd owns or manages 313 units in Hamilton and 180 units in Toronto.

What does Good Shepherd do?

Good Shepherd Works (GSW) is a Good Shepherd program that offers landscaping, unit turnover, vocational training, and pest treatment unit preparation services to non-profit and private market landlords and to homeowners in Southwestern and Southern Ontario, as well as the Greater Toronto Area. GSW provides paid training and employment opportunities to individuals with barriers to employment. GSW staff focus on accommodating and working with the employment barriers of their employees, who may be tenants or may be referrals from community-based programs and services.

How does Good Shepherd do it?

Good Shepherd has provided tenant employment opportunities since 2000. Good Shepherd's commitment to hiring tenants began as a natural extension of the Housing with Onsite, Mobile and Engagement Services housing program, which saw housing with supports developed for marginalized individuals. Once tenants had developed the skills and housing habits necessary to maintain successful tenancy, many began planning their futures, looking to further their education and/or gain employment. Good Shepherd staff recognized employment opportunities within their organization and began to train and hire tenants to perform unit turnovers and basic cleaning maintenance functions.

In 2008, Good Shepherd recognized an opportunity to expand their tenant employment activities in the sizable expense of landscaping their 21 properties. Good Shepherd received a $69,000 grant from the Ontario Trillium Foundation to develop their own in-house landscaping business, purchasing vehicles and equipment and hiring and training tenants to provide service. As a result, Good Shepherd is now able to pay itself to perform the landscaping that their properties require and to provide service to other properties in the community.

In 2009, Good Shepherd partnered with City Housing Hamilton, Victoria Park Community Homes, and Hamilton East Kiwanis Non-Profit Homes, submitting a proposal to the
Homelessness Partnership Initiative to develop a pilot program to address the challenges that each partner was facing managing bed bugs in their portfolios. Recognizing that one of the largest barriers to successful bed bug eradication is unit preparation, Good Shepherd hired and trained individuals with barriers to employment to assist tenants in the partner agencies with unit preparation. After a successful pilot, Good Shepherd continues to operate this service as part of its social enterprise activities.

Good Shepherd staff are able to focus on providing maximum support to GSW employees because they do not have the same reporting pressures as many employment and training programs. GSW is a self-sustaining enterprise, receiving no program or project-based funding from third parties. This allows Good Shepherd staff the flexibility to work individually with all GSW employees and to work with their needs and limitations.

**Why does Good Shepherd do it?**

As a social purpose enterprise GSW offers its employees the opportunity to gain real-world work experience and to develop transferable skill sets, benefiting individuals in the community as well as tenants in their portfolio. GSW employees are paid during the training process, allowing them to generate income while learning valuable skills. This social return on investment, the tangible benefit that supported employment makes in the lives of GSW employees is the primary motivation for continuing to operate and expand this enterprise. Using the training and experience gained through their employment with GSW, staff report that several tenants have moved on to mainstream employment while other employees remain employed by GSW for extended period of time, experiencing the personal benefits of employment that is respectful of, and works with, their limitations and needs.

**What wisdom and experience can Good Shepherd share?**

Good Shepherd’s journey in social purpose enterprise has been a long one, a combination of ingenuity on the part of staff and an ability to recognize opportunities in the community for partnership and expansion. Staff report that there has been a steady need to educate individuals internally and externally on the value of social purpose enterprise and the benefit it yields for participants and the broader community.

On occasion, Good Shepherd staff report that senior management has had some concern about the financial risks of GSW, which is not independently incorporated, as well as the impact that GSW has on staffing and human resources. Ultimately, however, the Good Shepherd Board recognizes the value of this enterprise in changing the lives of people in the community. Good Shepherd staff have also identified a regular need to provide education to consumers about the value of the services they provide and the added social return on investment that is a by-product of purchasing service from GSW.
The additional strain that a social enterprise, especially in the early stages, can place on existing organizational systems such as payroll and human resources, as well as demands on staff time for planning and support, are other considerations for non-profits that may develop an enterprise. Up to, and even after, the point at which the enterprise develops an on-going profit, the potential for additional demands on staff time remains.

Good Shepherd’s enterprise also reminds the sector that entrepreneurial activities need not require significant cost or organizational change. For more than eight years, Good Shepherd hired tenants to fulfill basic maintenance and janitorial services, activities that supported positive social returns for the tenant employees and did not require significant investments of capital or staff time. While funding from an external source allowed GSW to expand and take on a more formal structure, not all enterprises will require significant capital investment.
### Table 1: Summary of Social (Purpose) Enterprise Case Studies

<table>
<thead>
<tr>
<th>Name of Provider and Enterprise</th>
<th>Nature of Enterprise</th>
<th>Benefits Identified</th>
<th>Key Learnings</th>
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</thead>
<tbody>
<tr>
<td>Wigwamen Incorporated</td>
<td>Social Enterprise</td>
<td>• Generates revenue to invest as equity in new development</td>
<td>• Capitalize on your staff’s enthusiasm! Encourage staff at all levels to bring forward new ideas about how to conduct current business and new opportunities.</td>
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<tr>
<td>Wigwamen Non-Profit Residential</td>
<td>• Rental housing property management</td>
<td>• Funds post-secondary education scholarship for tenants</td>
<td>• Do not underestimate the level of capitalization required for the type of enterprise being undertaken.</td>
</tr>
<tr>
<td>Corporation</td>
<td>• In-home energy audits</td>
<td>• Funds child / youth-literacy programming for tenants</td>
<td>• Be patient – generating revenue will take time</td>
</tr>
<tr>
<td>Upper Canada Property Management</td>
<td></td>
<td>• Funds back-to-school “back pack” program</td>
<td></td>
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<tr>
<td>Green Tech Services Non-Profit</td>
<td></td>
<td>• Funds new mothers program</td>
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</tr>
<tr>
<td>Good Shepherd Non-Profit Homes</td>
<td>Social Purpose Enterprise</td>
<td>• Provides skill development, employment opportunities, and income for individuals with barrier to employment</td>
<td>• Start small! Look at the work you are already doing – it may be a good place to start your enterprise.</td>
</tr>
<tr>
<td>Good Shepherd Works</td>
<td>• Unit turnover</td>
<td>• Assists individuals in the community to reduce exposure to bed bugs by adequately preparing units for treatment</td>
<td>• Recognize and monitor the risks</td>
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<tr>
<td></td>
<td>• Landscaping services</td>
<td></td>
<td>• Look to third parties for start-up funds and capital investment</td>
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<tr>
<td></td>
<td>• Pre-bed bug treatment unit</td>
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<td></td>
<td>preparation</td>
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<td></td>
<td>• Cleaning</td>
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<td>• Laundry services</td>
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GOING FORWARD

The case studies in the preceding section demonstrate a few of the possibilities for social (purpose) enterprises generated by non-profit housing providers. Depending on staff expertise, your organization’s mission, mandate, and resources, and the community in which you operate, it is possible that your social (purpose) enterprise may look similar to the case studies or very different. There is no right or wrong social enterprise for non-profit housing providers, but the case studies demonstrate some of the key benefits and issues that staff need to keep in mind going forward.

The enterprises profiled in this report highlight the value in selecting an enterprise that fits with your organization’s strengths and opportunities and that inspires your staff and Board. In each example, the enterprise either built on the existing strengths of their organization, like the property management and financial expertise of Wigwamen, or things that inspire them, like the capacity of Good Shepherd tenants to empower themselves through supportive employment. In all cases, the identification of strengths and opportunities within the organization, its staff, board members, and tenants, and community, helped staff to rally their stakeholders together and to create successful social enterprises.

Another key similarity between the profiled organizations is their demonstrated awareness of potential opportunities in the community and within their own organization. The source of the opportunity differed in each example, Wigwamen recognized the need for high quality property management in the community and Good Shepherd recognized their tenants’ need for appropriate employment, the potential to do things differently within their own organization, and the emergence of an increasingly challenging issue in the community. Regardless of the nature of the opportunity, in each case, staff were able to capitalize on their organization’s strength and to realize an opportunity.

It is important to bear in mind when we look at successful social (purpose) enterprises that their success was a long time coming. Developing a social (purpose) takes capital and a great deal of patience in order to break even and, hopefully, generate a profit. In many cases, it also means starting small. Good Shepherd has been fortunate enough to receive third party funding and develop partnerships which has allowed them to expand their social enterprise, but this was not always the case. They started small, looked internally at what goods and services they were already purchasing and decided to create opportunities to hire their own tenants. Starting small allowed staff and the Board the time they needed to learn the value and risks associated with social purpose enterprise and to get comfortable operating one.
Building on the strengths of your organization and being aware of opportunities are key to successful social enterprises in other ways as well. While we hope that our communities are filled with conscientious consumers who would like to support worthy organizations and issues, the reality is that consumers are typically looking for high quality goods and services at competitive prices. Doing social good is an added benefit, but an insufficient one for consumers to purchase a poor quality or overly expensive product. Building on existing strengths helps organizations interested in developing social (purpose) enterprises because they are more likely to recognize opportunities in the market and they will likely have an improved understanding of the sectors in which they work. Operating a non-profit housing provider may give property management social enterprises an improved awareness of the issues facing other social housing providers that they may manage and, therefore, added competitiveness, or to identify an unfilled niche market, like assisting tenants to prepare their unit for bed bug treatment. In all cases, however, their services must be good quality and competitively priced with other similar services in the community.

The success of these social enterprises is, ultimately, a testament to the hard work and vision of the staff, volunteers, and Board of Directors of these organizations. Starting a social (purpose) enterprise, while rewarding, will tax not only an organization’s financial resources, but its human ones as well. The activities of the social (purpose) enterprise are often melded, at least initially, with the non-profit’s business processes like bookkeeping and payroll, and are often dependent on existing non-profit staff for oversight, training, and day-to-day management. Only after this hard work has been done may an enterprise be successful enough to have unique staff and businesses processes.

Growing your social (purpose) enterprise requires the acumen that the initial development phases required: opportunity identification. Each of these enterprises has grown by identifying opportunities for expanding their services and, in the case of Wigwamen and Good Shepherd, by identifying third party granting and funding sources to make necessary capital investments. Partnerships can also facilitate the growth of a social enterprise, as proven by Good Shepherd’s partnerships with other Hamilton-area providers. Ultimately, growing and operating a social (purpose) enterprise requires patience, planning, a committed staff and Board, and a great idea!
CONCLUSION

Non-profit housing providers across Ontario are increasingly becoming entrepreneurial. In many cases, they have been entrepreneurial for some time, property managing other rental housing and generating other forms of non-rental revenue. These activities demonstrate the presence of an entrepreneurial spirit within the sector; a spirit that can be tapped by organizations and individuals interested in creating further change in their community.

As the development environment becomes more challenging and as government funding begins to wane at the end of Operating Agreements, non-profit housing providers will be challenged to develop new ways of doing business in, perhaps, a more difficult housing and funding environment. ONPHA is committed to providing its members with tools, options, Best Practices, and ideas on ways for organizations to manage current and future funding and operations environments. Social Enterprise represents one way for member organizations to further their mission and mandates in ways that build upon organizational strengths and the skills, knowledge, and interests of their staff, Boards of Directors, volunteers, and tenants.
NOTES

1 In his book, *Just Another Emperor? The Myths and Realities of Philanthrocapitalism*, Michael Edwards suggests that, despite the commitment of large philanthropic organizations to apply business models to social issues, the ability of profit-driven activities to enact social transformation is limited because it fails to address underlying social inequality that rests beneath material inequality. While he is critiquing philanthropic activities at a level well beyond the activities of the majority of non-profit and community-based organizations the risks that he identifies – mission drift and diversion of expertise from core business – are valid issues to consider when developing and operating a social (purpose) enterprise.


3 In his critique of social enterprise and “philanthrocapitalism,” Michael Edwards observes that, while many of the personal qualities generally associated with entrepreneurs are often positively associated with private sector business models (e.g., single-minded pursuit of a goal, ambition, and persistence), those qualities are found in equal quantity in government and civil society.

4 The United Kingdom and France are examples of countries with established and well defined histories and definitions of what constitutes social enterprise. Elson et. al also identified that, in Canada, Quebec also has a more clearly defined history with social enterprise activities than English Canada.


6 Elson, et. al (2009) *Building capital, Building community: A comparative analysis of access to capital for social enterprises and nonprofits in Ontario and Quebec*. Toronto: University of Toronto Social Economy Centre. pg 5

7 For example, in Quebec, the definition of social enterprise was reached through extensive debate. It is unlike the more vague definition used in English Canada in that, for example, it calls for strict criteria such as independence from state or government funding of any kind. Neamtan, N. (2005). *The Social Economy: Finding a Way Between the Market and the State. Policy Options* (July – August), p. 71-76 cited in Elson, et. al (2009) *Building capital, Building community: A comparative analysis of access to capital for social enterprises and nonprofits in Ontario and Quebec*. Toronto: University of Toronto Social Economy Centre. p. 4

8 Elson, et. al (2009) *Building capital, Building community: A comparative analysis of access to capital for social enterprises and nonprofits in Ontario and Quebec*. Toronto: University of Toronto Social Economy Centre. pg 5

9 Other terms used to describe a social enterprise’s commitment to achieving a social and/or environmental benefit in addition to profit include meeting a “double or triple bottom line” and being a “more than profit” business. The term “blended value return on investment” may be preferred because it suggests the roughly equal tension that should exist between generating profit and “doing good”.

10 The term “double bottom line” refers to achieving a profit in addition to social or environmental outcomes. The term “triple bottom line” refers to achieving profit and a social and an environmental outcome.

11 While many organizations and businesses commit to corporate social responsibility programs or to the generation of double or triple bottom lines, it is often the case that such programs or goals are secondary or tertiary to the goal of generating a profit. The term blended value ROI suggests that the generation of profit is not greater or lesser of a goal than the social and/or environmental outcomes identified.