

# *Community-Based Public Private Partnerships*

Insights from Milwaukee's Fresh Coast Green Communities Program | February 27, 2025

# Meet the Speakers



## Jim Sparber, PE

Vice President of Engineering | Greenprint Partners

Jim oversees Greenprint's design and construction practices and serves as the Program Manager for the Fresh Coast Green Communities program in Milwaukee

[jsparber@greenprintpartners.com](mailto:jsparber@greenprintpartners.com)



## April Joy

Chief Executive Officer | Greenprint Partners

April brings her expertise as a community organizer and educator to advocate for and develop community-centered climate resiliency solutions

[ajoy@greenprintpartners.com](mailto:ajoy@greenprintpartners.com)

# Webinar Goals

1

Understand the fundamentals of a community-driven CBP3 designed for transparency

2

Understand the drivers of a CBP3 approach

3

See an example application through the FCGC Program

4

Learn how the CBP3 structure can be used by smaller municipalities + dispersed infrastructure projects



POLL

***1. What size population do you serve?***

- <10,000
- 10,000-50,000
- 50,000-250,000
- >250,000

***2. What is the focus of your agency, organization or department?***

- a. Stormwater
- b. Sanitary sewer
- c. Drinking water

POLL

- 1. How familiar are you with the concept of a CBP3?*
- 2. Have you directly supported public-private partnership?*

# *CBP3 Definition*

A Community-Based Public-Private Partnership (CBP3) is a partnership between local governments, private sector partners and community stakeholders to implement sustainable water infrastructure projects with measurable benefits that are valued by the community.

What is not in the definition?

1. Fixed price contract structure
2. Financing

# CBP3 Goals



**Increase speed of  
program deployment**



**Private partner's  
ability to flex and  
scale resources**



**Shared + strategic  
risk allocation**

# *CBP3 Fundamental Elements*

1. Program structure matches the needs + enabling conditions of the public partner

2. Partnership built on transparency, communication and trust

3. Private partner interfaces with the community in ways that build public trust and support

4. Public partner retains program control, but is open and adaptable to private partner perspective

5. Contract structure enables flexibility and adaptive management

6. Target metrics are simple, straightforward and achievable

7. Risks are shared fairly and thoughtfully

8. Program structure provides transparency to all stakeholders



# *When is a CBP3 ideal?*



**Program has  
outcomes-based goals**



**Program team has  
diverse skills**



**Program impacts  
community**

# Case Study: FCGC Program

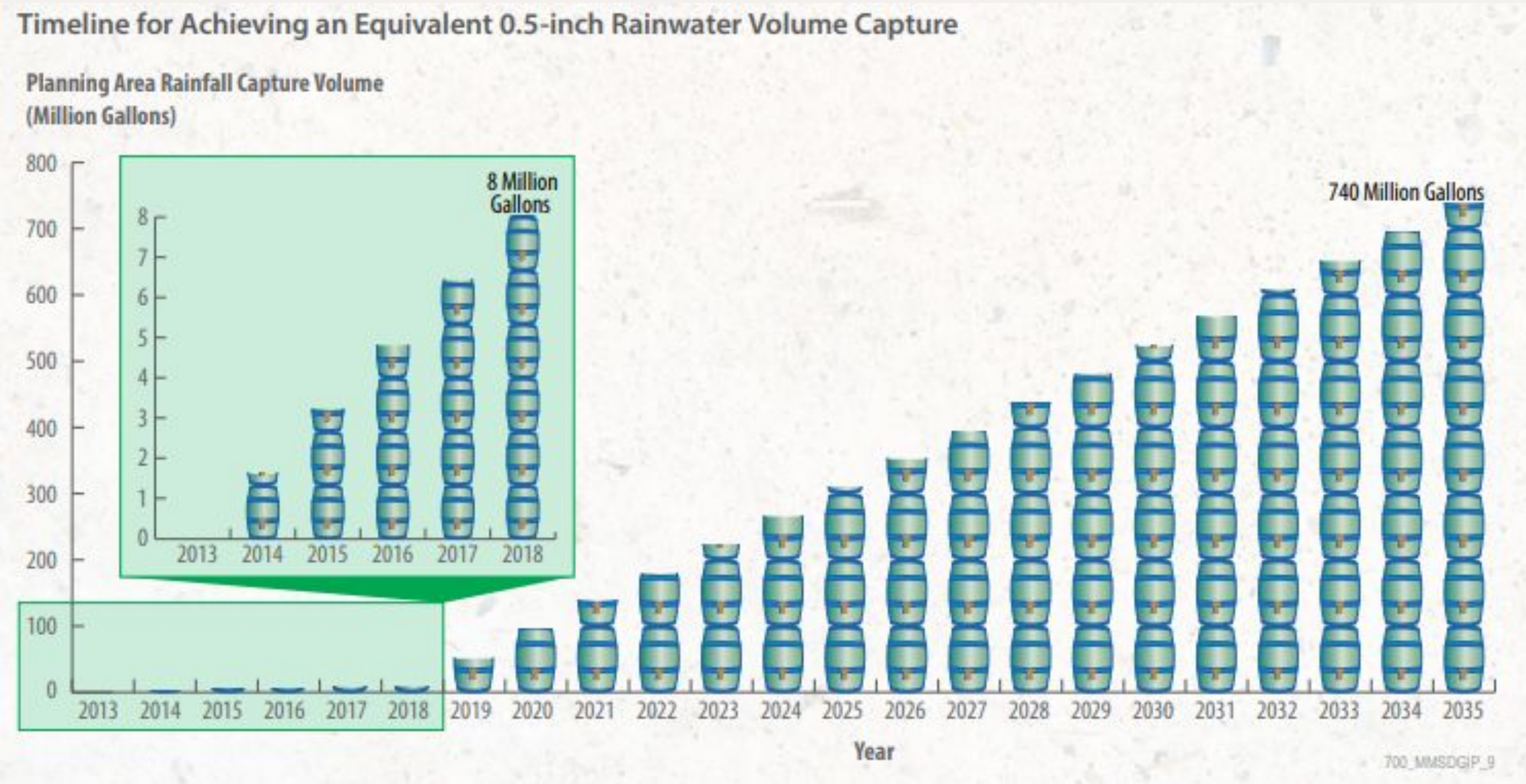


Greenprint is partnering with the Milwaukee Metropolitan Sewerage District (MMSD) to plan, build and maintain green infrastructure (GI) on public and private properties through the Fresh Coast Green Communities (FCGC) program.

## Program Goals:

1. Progress toward WPDES 50 MG goal
2. Reduce risk of CSO, SSO and regional flooding
3. Installation of GI in both CSA and SSA
4. Increase local GI capacity through workforce development + mentoring
5. Identify non-traditional funding sources

# Milwaukee's Need for Innovation



Graph: MMSD

## Previous Obstacles

- Existing programs were all reimbursement-based
- Need to ramp up implementation to meet goals
- Gaps in private funding

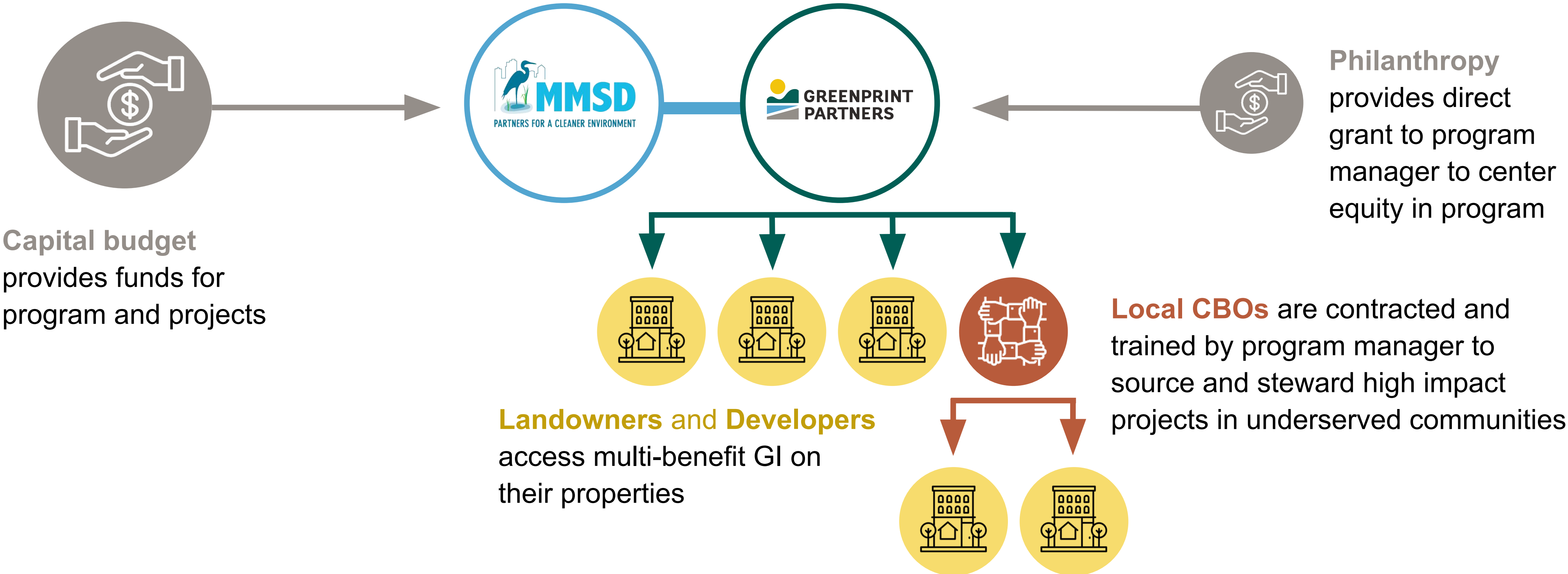
# *Conditions Impacting Program Structure*

- MMSD has conditions in their discharge permit setting a goal of 50 million gallons of storage in green infrastructure installations with 40% of the gallons in the combined sewer area
- State law prohibits design-build and requires public bidding
- MMSD has funding available and did not require financing
- MMSD has built a high level of community awareness around green infrastructure and developed the “Fresh Coast” brand

# Model: Program Delivery

**MMSD** develops program goals with input from the program manager, monitors progress, funds approved projects and builds relationships with stakeholders

**Program Manager** develops and markets the program, contracts with subs, CBOs and landowners, and manages design, construction and vegetative establishment to deliver gallons per the terms of the contract



Capital budget provides funds for program and projects

Philanthropy provides direct grant to program manager to center equity in program

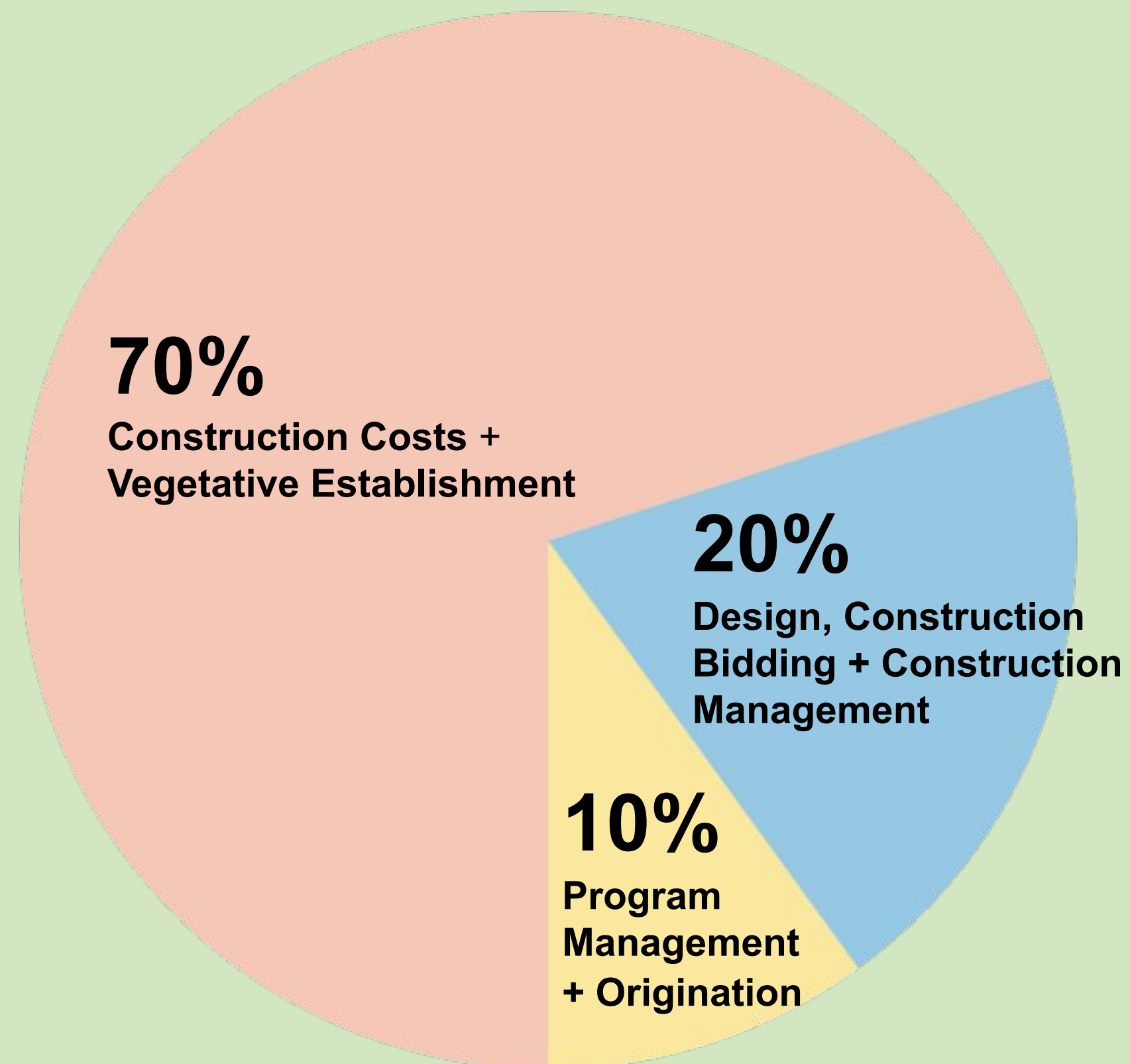
Landowners and Developers access multi-benefit GI on their properties

Local CBOs are contracted and trained by program manager to source and steward high impact projects in underserved communities

# Guaranteed Maximum Price (GMP) CBP3

## GMP Structure

A Program-Level GMP in the amount of the total program budget



## CBP3 GMP Structure Benefits

Delivers the core risk-transfer benefits of a P3, including **eliminating program cost overrun risk**

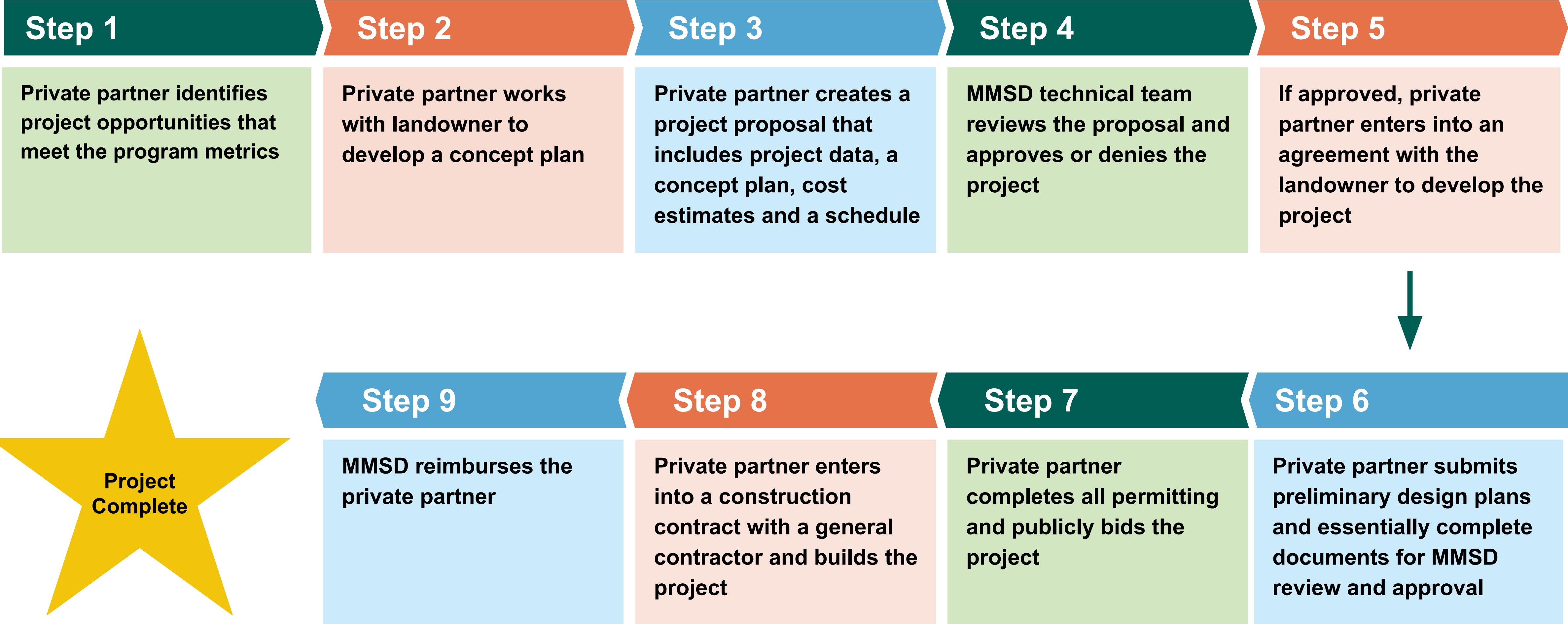
Savings on highly cost-effective projects offset the costs of more complex projects in dense urban settings for an **equitable portfolio**

Allows **utility to retain program control**, enabling Program Manager and utility to make collective decisions about project siting, community engagement approaches, and cost management to ensure holistic program success

**Facilitates shared learning** between partners for adaptive management

**Provides transparency** to District and ratepayers about how and where their money is spent

# FCGC Program Implementation Process



# FCGC Stats + Impact

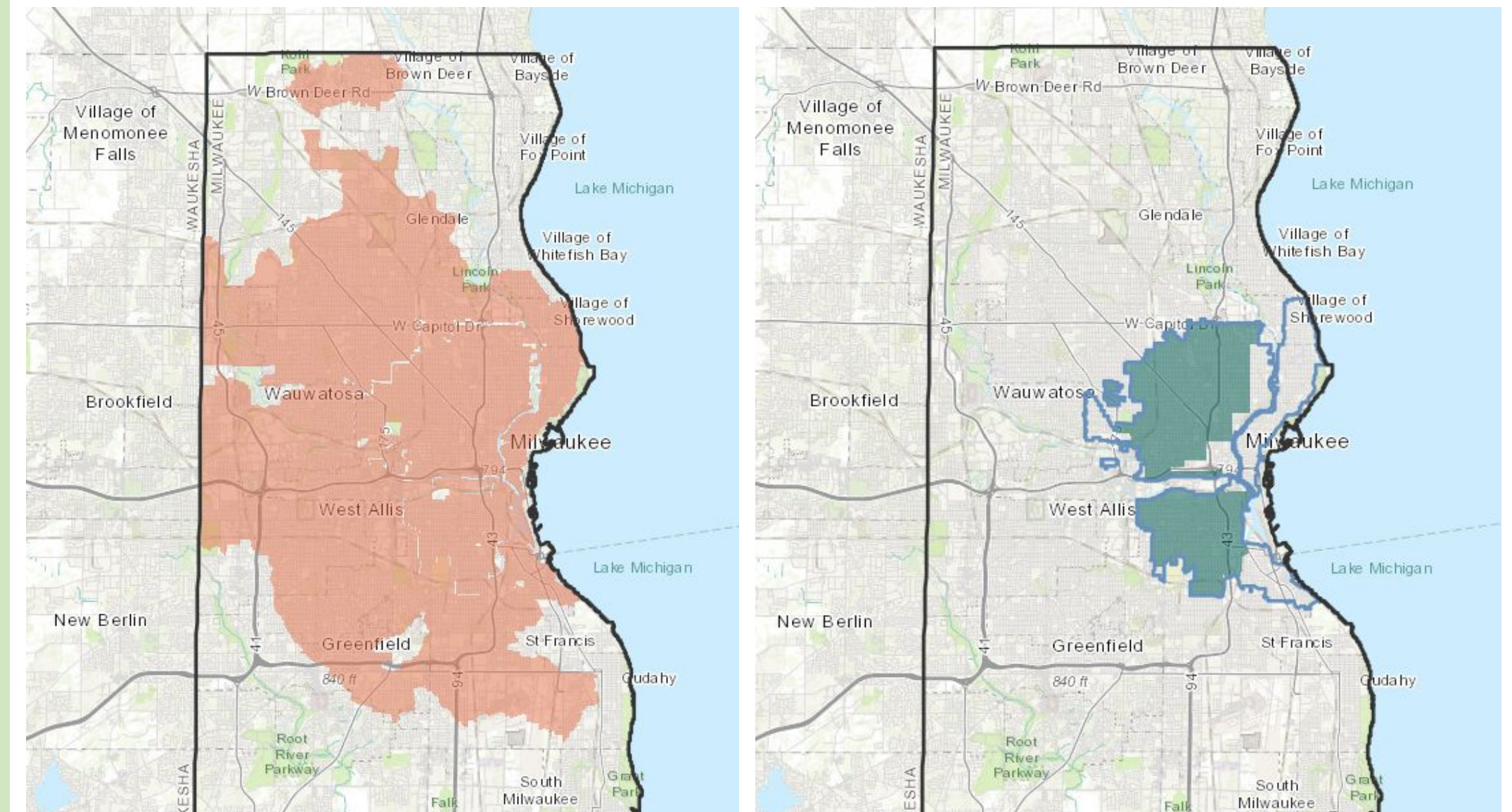
## Key Stats

- **Launch:** October 2022
- **Contract:** \$20.1M, inclusive of siting, design, construction and 5 years of vegetation establishment
  - Contract **expanded by \$10.5M in 2024** to keep up with demand
  - Secured a philanthropic investment: **\$600K** to support community-centering approaches

PHASE 1	GOAL	ACTUAL*
Price	\$3.00/gal	\$2.98/gal
Total Gallons Managed (GM)	6M+	6M+
GM in a High Impervious Area	50% (+/- 10%)	61%
GM within CSSA + Area of High SVI	50% (+/- 10%)	39%
SWMBE Participation	30%	Est. 45%

\*Committed and beyond projects in Phase 1 as of 10/16/24

## Social Impact Goals



**High Impervious Area (>40%)**

**Area of High SVI within CSSA (>0.75)**

Currently, **90% of projects\*** (not gallons) are in an area of high SVI



# *CBP3 Fundamental Elements Applied to FCGC*

1

**Program structure matches the needs + enabling conditions of the public partner**

Applied to FCGC:

- Program Metrics
- Funding
- Brand

2

**Partnership built on transparency, communication + trust**

Applied to FCGC:

- High level of communication
- All costs are transparent to MMSD

3

**Private partner interfaces with the community in ways that build public trust + support**

Applied to FCGC:

- Work with MMSD outreach staff to continue to build brand

4

**Public partner retains program control, but is open + adaptable to private partner perspective**

Applied to FCGC:

- MMSD retains ultimate control over projects selected
- Contract structure recognizes private partner's inability to control construction cost

# *CBP3 Fundamental Elements Applied to FCGC*

5

**Contract structure enables flexibility + adaptive management**

Applied to FCGC:

- Private partner brings forward projects for MMSD review allowing flexibility in meeting program goals

6

**Target metrics are simple, straightforward + achievable**

Applied to FCGC:

- Basic metrics to determine project eligibility and sufficient budget allocated for program management and oversight

7

**Risks are shared fairly and thoughtfully**

Applied to FCGC:

- Private partner accepts risks of professional services which are in their control, but MMSD accepts construction cost risks which private partner cannot control

8

**Program structure provides transparency to all stakeholders**

Applied to FCGC:

- Agreements between private partner and private landowner are shared with MMSD as well as all costs for project development

POLL

*What would motivate your municipality to adopt this CBP3 programmatic approach?*

# *Adapting the CBP3 Approach*

- **Resource-sharing among municipalities — a watershed based approach**
  - Program with outcomes based goals — *meet MS4 permit requirements*
  - Successful implementation requires varied skill sets — *multiple project types across multiple municipalities*
  - Program will have significant impacts on the community — *green infrastructure, by its nature, is interactive with community*
- **Applications to other infrastructure work — lead service line replacement, for example**
  - Program with outcomes based goals — *replace as many services as possible with available grant funds*
  - Successful implementation requires varied skill sets — *requires engineering, program management, community engagement*
  - Program will have significant impacts on the community — *requires personal contact with each homeowner and is impactful to their health*



POLL

*1. Have you previously outsourced a program?*

*2. After learning more, how do you feel about outsourcing a program in the future?*

A monarch butterfly is perched on a flower, with its wings spread. The background is a soft-focus image of a field of flowers under a bright sky. A semi-transparent blue overlay covers the middle portion of the image, where the text is located.

POLL

- 1. What value do you see in the CBP3 model?*
- 2. Which element of the CBP3 model is most appealing to you?*

THANK YOU!

*Q + A*

If you have any additional questions following the webinar, please reach out to  
Jim Sparber at [jsparber@greenprintpartners.com](mailto:jsparber@greenprintpartners.com)