

Public-Private Partnerships: An Overview

“We build too many walls and not enough bridges.”
- Isaac Newton

Prepared by:

Community Foundation for Ocala/Marion County Leadership Team

Fall, 2021

Executive Summary

Throughout 2020, the Community Foundation for Ocala/Marion County (CFOMC) worked on bridge-building efforts addressing COVID-19 specific needs throughout Marion County, FL. Public-Private Partnerships (P3s) addressed issues relating to drug addiction, homelessness, and economic hardships, and collaboration occurred through positive relationships and shared visions. This paper introduces three P3s the CFOMC helped convene to better the community: (a) Community Paramedicine; (b) Critical Services Committee; and (c) COVID-19 Relief. Also discussed is the CFOMC's role as community convener in hosting national, state, and local government officials and stakeholders to discuss broad issues impacting the local community.

- *Community Paramedicine:* Recognizing the growing concern within the local community regarding healthcare and primary care services, the CFOMC partnered with Ocala Fire Rescue and *AdventHealth* Ocala to establish Ocala's first Community Paramedicine program in April 2020. The goal was to address barriers (i.e., geographic distance; transportation; finances) to healthcare access in the City of Ocala and all Marion County.
- *Critical Services Committee:* The CFOMC assembled members from local community lead funding agencies, including elected officials at the City and County levels, Marion County Hospital District, and United Way of Marion County, to join forces and establish the Critical Services Committee in June 2020. The overall objective of this community-wide committee was to collaboratively create a more efficient and effective support system for agencies providing funding services.
- *COVID-19 Relief: Federal Stimulus:* In 2020, Marion County received \$63.8 million in federal CARES Act funding to help alleviate local financial impact of COVID-19. Of the total amount, the County utilized CFOMC to distribute \$4.2 million to eligible nonprofits for critical service, operational, and technical assistance needs effected by the pandemic.
- *Community Convener:* On August 16, 2021, CFOMC leadership team and staff hosted U.S. Representative Kat Cammack, the local freshman member of U.S. Congress, as well an additional State Representative, the CEO of the Marion County Hospital District, CFOMC board members, a Marion County Commissioner, and representatives of local nonprofit organizations to the meeting. During the informal discussions, Cammack learned how the three P3s helped address localized issues of homelessness, opioid drug epidemic, paramedicine, and COVID-19 financial relief.

Public-Private Partnerships: An Overview

Public-Private Partnerships (P3s) are cross-sector collaborations. More specifically, P3s are politically structured around a project-based contract between a government entity (“the public”) and a private partner (i.e., business; nonprofit). In their article, Mendel and Brudney (2012) emphasized the critical, yet often overlooked, role nonprofit organizations often play in instigating and supporting P3s as “a third party serving the interests of both the public and the private sector” (p. 620). Despite having such a key role in bringing together cross-sector actors, nonprofit organizations are often overlooked in the facilitation process of P3s (Mendel & Brudney, 2012).

The purpose of this paper is to inform Community Foundation for Ocala/Marion County (CFOMC) donors, nonprofit partners, Florida citizens, and even external populations on three specific P3s the CFOMC has helped orchestrate over the past few years to better the community: (a) Community Paramedicine; (b) Critical Services Committee; and (c) COVID-19 Relief. It must be noted that these types of efforts are not unique within the national community foundation consortium. Originating with the Cleveland Foundation in the early 1900s, community foundations continue to serve an important role in the P3 process. Relevant scholarly literature and national, state, and local reports are examined and highlighted throughout this paper. Before diving into the recent P3 activities of the CFOMC, an introduction to community foundations is provided.

Community Foundations: An Introduction

Brief History of Community Foundations

Ohio banker Frederick Goff is credited with igniting the “Community Foundation Movement” during the early 20th century (Sacks, 2014). While working in the City of Cleveland, Goff recognized wealthy donors placed their wills, endowments, bequests, and trusts into specific charities that, while well-intentioned, failed to address the most pressing community needs and concerns such as increasing poverty and crime rates (The Cleveland Foundation, n.d.). Goff confronted donors, economists, and fellow bankers with a philanthropic model structured to better serve the community, while at the same time continuing to be resourceful for donors. With this vision, Goff proposed creating a general pool of donor funds not directly tied to specific charities or causes, but instead overseen by entrusted citizens who identified and understood

community needs (Harrow et al., 2016). Inspired by this strategy, the Cleveland Community Foundation was established in 1914 (Reiser, 2000).

Role of the Community Foundation

Understanding the role of a community foundation is not an easy task. This can be the case both for community members, donors, and even foundation leadership teams (Millesen & Martin, 2014). A common misguided perception is to view community foundations as entities solely designed to cater to donors. While being donor-focused is a central component of the community foundation strategic model, a community foundation must also operate in a community-oriented fashion (Harrow et al., 2016). According to the Council on Foundations (2021), “Community foundations are grantmaking public charities that are dedicated to improving the lives of people in a defined local geographic area” (para. 1). As indicated in this definition, community foundations “aren’t just one thing” (Kasper et al., 2014, p. 6), and in fact operate in an open system. According to organizational theorists Kats and Kahn (1978), in an open-system environment an organization’s goals, services, and expectations are shaped and influenced by the environment in which they function. The organizational effectiveness for community foundations is framed around the needs of the “various groups and organizations that are concerned with its activities” (Pfeffer & Salancik, 1978, p. 11), including entities in the public sector as well as the private sector.

Due to their “diverse roles, hybrid nature, and evolving contexts” (Harrow et al., 2016, p. 2), scholars have created monikers to describe community foundations. For example, inspired by the centralized function within a specific geographic area, Perry and Mazany (2015) characterized foundations as communal anchors. Writing 20 years earlier, Magat (1989) referred to a community foundation as an agile servant. Diving further into both the direct and indirect impact foundations have on a localized level, Rogers and Keenan (1990) metaphorically noted foundations act as glue that ties the public and private sectors together in shared efforts at addressing pressing community needs. More recently, community foundations have been characterized as “an effective engine of understanding and healing” (Ruesga, 2015, p.135).

Today, there are over 750 community foundations in the United States (Council on Foundations, 2021a). Following the guidelines of Goff, many of these foundations are led by “experts on local challenges” (Slutsky, para. 1). Surveys conducted by the Community Foundation Public Awareness Initiative estimate community foundations distributed over 1

billion dollars to aid nonprofits overcoming economic hardships from the COVID-19 pandemic (Theis, 2020). While the recent pandemic has heightened their importance, P3s were proposed by previous scholars. For example, Ruesga (2015) posited community foundations serve as borderland institutions with a unique place and role in the local environment which provides them a seat at the political table within both the public and private sectors. As a result, community foundations can listen to the issues, concerns, and needs of both sectors. After heeding to the voices of public and private organizations, community foundations can lead crosstalk about shared “values, assumptions, and aspirations” (Ruesga, 2015, p. 135).

Community Foundation for Ocala/Marion County

Out of the existing community foundations, approximately 28 are in the state of Florida. With a central office in Ocala, Florida, the CFOMC was established in 2011 as a 501(c)(3) organization. The mission of the CFOMC is connecting the charitable interest of the donor to build a strong community. The foundation has the following seven objectives (CFOMC, 2021):

- Serve as a conduit between donors, charitable organizations, and community leaders
- Provide financial and leadership frameworks to consistently grow local resource
- Work proactively with public/private partners to identify community issues
- Convene public/private/nonprofit partners to explore solutions to community issues
- Manage assets ethically and effectively to allow maximum growth of funds
- Responsibly honor donors’ intent in perpetuity
- Operate under established standards of the Council on Foundations (2021b)

The CFOMC leadership team and staff agree with all the symbolic representations and metaphors mentioned earlier (i.e., agile servant, communal anchor, engine of understanding and healing). In fact, CFOMC would like to add one on a more personalized note – *builders of bridges*. Like the concepts of glue and matchmaker, a bridge represents a link between two unconnected entities. Over the past year, the CFOMC has taken part in several bridge-building efforts to help the local Marion County, Florida community address various pressing community needs stemming from the ongoing COVID-19 pandemic, including but not limited to drug addiction, homelessness, and economic hardships. Reacting to the continued pandemic distress effectively and efficiently, the CFOMC has played a role in the following three P3s: (a) Community Paramedicine; (b) Critical Services Committee; and (c) COVID-19 Relief. Each of these partnerships are highlighted individually.

Community Paramedicine

As a model of healthcare in the United States, community paramedicine emerged during the early 2000s (Guo et al., 2017). Community paramedicine programs expand the roles of paramedics and emergency medical technicians, improve health care access and services, and alleviate financial burdens from unwarranted hospital visits. Recognizing the growing concern within the local community regarding healthcare and primary care services, coupled with the acknowledgement that COVID-19 pandemic has caused a short supply of primary care providers the CFOMC partnered with Ocala Fire Rescue and AdventHealth Ocala to establish Ocala's first Community Paramedicine program in April 2020. The goal of the medical program is to address several barriers to healthcare access not only in the City of Ocala, but in the rest of Marion County. Those barriers include geographic distance, lack of transportation, and financial challenges.

Mirroring community paramedicine services in Manatee County, Orlando, and Gainesville, the Community Paramedicine program focuses on addressing the medical needs of low-income uninsured community members, one of Marion County's fastest growing populations. According to the Marion County Fire Rescue, many 9-1-1 services among the uninsured population are avoidable, non-urgent care situations. Thus, the Marion County community paramedicine program ensures patients with chronic health issues, including congestive heart failure and opiate use disorder, receive personalized support before calling 9-1-1, providing a more efficient and proactive method of primary healthcare. Over the course of 25 home visits per week, Community Paramedicine personnel monitor patients' conditions, provide individualized coaching, oversee medication schedule, and provides referrals to community resources when necessary.

Regarding Community Paramedicine, the CFOMC played an important role as convener by scheduling discovery and brainstorming meetings with other members at the onset of the partnership. Since the program implementation, CFOMC has mined for funding opportunities and aided on management operations. Currently, the CFOMC gathers data on rendered services, constructs outcome measurables for the program, and offers suggestions for structural procedures of the Community Paramedicine program.

Critical Services Committee

At the onset of the pandemic, the Florida Nonprofit Alliance surveyed more than 1,4000 nonprofits in the state of Florida regarding the challenging situation. Based on Florida Nonprofit Alliance (2020) survey responses, many nonprofit organizations indicated “not only are their business operations disrupted...but the clients that many of them serve are now in need of additional or different services than before” (p. 3). In response to this new reality, many nonprofits haphazardly searched and applied for funding relief, support, and grant monies. While occurring on a national level, this was also the case in the Ocala/Marion County community, especially among nonprofit organizations offering critical community services. Leadership team members at the CFOMC noticed many critical service oriented nonprofit organizations were overlapping each other’s funding requests, receiving matching funds for the same request from two or three different grantors, and essentially not sharing data among other nonprofit community members.

As a result of the issue explained above, the CFOMC convened members from some of the local community’s leading funding agencies, including elected officials at the City and County levels, Marion County Hospital District, and United Way of Marion County to join forces and establish the Critical Services Committee in June 2020. The overall goal of this community-wide committee is to collaboratively create a more efficient and effective support system for agencies providing funding services. To accomplish this task, committee members put together a centralized register of funding opportunities to nonprofit organizations supporting critical services to advance coordinated efforts, avoid service duplication, and provide more efficient and effective emergency funding strategies. Through this committee, the CFOMC serves as a funding repository, compiling a running list of grantors, funding opportunities for critical service categories, and award recipients. Additionally, to better inform funding decisions, committee members developed a three-tier assessment guideline based on Abraham Maslow’s

Hierarchy of Needs (McLeod, 2020)¹, the ALICE Report (United Way of Florida, 2020)², and research pertaining to the local community. Leading grantors in the community can enhance their efficiency in funding by utilizing these guidelines, essentially improving mechanisms in place for critical service management.

COVID-19 Relief: Federal Stimulus

In 2020, Marion County received \$63.8 million in federal CARES Act funding to help alleviate local COVID-19 concerns. Of the total amount, the County utilized CFOMC to distribute \$4.2 million to eligible nonprofits for critical service, operational, and technical assistance needs effected by the pandemic. CFOMC was instrumental in vetting and reporting 70 individual nonprofit organizations whose mission work spans the full scope of various community service areas – elderly, veterans, youth, homeless, disabled, and animals. After completion of the funding distribution, a survey conducted by CFOMC found that 92% of nonprofit respondents mentioned the level of impact from this funding relief was impactful, with approximately 63% suggesting it was extremely impactful.

Given the fact nearly 8 out of 10 nonprofit respondents also anticipated an increase in demand for services, CFOMC proposed that the County consider another allocation of new American Rescue Plan (ARP) funding to further bolster nonprofit needs. A later survey of 50 nonprofits, many which had received the previous year’s CARES Act funding, indicated a loss of over \$9.5 million with specific project needs exceeding \$13.3 million. The City of Ocala, which was not a direct recipient of previous CARES Act dollars like the County, received its first direct tranche of ARP funding in 2021. The City of Ocala was earmarked approximately \$6 million in

¹ Abraham Maslow created the psychological theory known as Hierarchy of Needs during the 1940s. Essentially, Maslow argues there are five human needs that function within a tiered hierarchy model. Within this model, lower-level needs must be met before higher needs can successfully be attended. In bottom-to-top order, the five needs are as followed: psychological needs (i.e., food, water, sleep.); safety needs (i.e., security, safety); belongingness needs (i.e., relationships, friendships, sense of connection); esteem needs (i.e., feeling of accomplishment, self-esteem, recognition, sense of value); and self-actualization needs (i.e., feeling of personal fulfillment of potential, strive to fulfill potential). In addition to psychology, Maslow’s Hierarchy of Needs has been applied to the fields of education (Abbas, 2020), health care (Benson & Dundis, 2003), leadership (Soni & Soni, 2016), as well as nonprofit management (Strickland & Vaughan, 2008), to name a few.

² An examination of financial needs on a state-by-state basis, the ALICE Report is a collaborative effort between United Way chapters and state government to measure, examine, and analyze economic trends at a grassroots, municipal level amongst the workforce populace. Coined by United Way, the acronym ALICE stands for Asset Limited, Income Constrained, Employed. Key findings detailed in the 2020 Florida ALICE Report included :14% of Florida households are on the poverty line, the overall cost of living continues to increase, adults 25 years and younger had high rates of food insecurity, only 51% of Florida households had emergency saving funds, and the number of low-wage and medium-wage jobs increased while high-wage jobs declined.

ARP dollars, of which \$600,000, or approximately 10%, has been allocated (to date) for nonprofit relief specific to those nonprofits located within City limits and those that will meet U.S. Treasury Department guideline expectations for funding use.

The survey findings and latest City action point back to the importance for the CFOMC to create impactful and efficient P3s to optimally address the countless needs confronting nonprofits, not only during a lingering pandemic, but also to best position them for greater ease of tackling challenges that might occur with any future economic or other unforeseen disturbances.

Conclusion

Given the longitudinal status of the three highlighted collaborations between government, business, nonprofit entities, and the CFOMC, it is important to acknowledge that not all P3s are successful. In fact, empirical research indicates many P3s fail due to conflicting objectives, motives, and goals between partnering associates (Boardman & Vining, 2012). This is where community foundations' unique social role can help create a space for open engagement and advocacy. Community foundations can convene meetings with elected government officials, business leaders, and nonprofit organizations to discuss broad socio-economic problems, which not only potentially lead to the creation of P3s, but also encourage positive relationships and shared visions for established partnerships.

Since the onset of the COVID-19 pandemic, the CFOMC has hosted several government officials, including but not limited to federal and state legislative delegation members and staff, City/County elected officials, School Board members, private CFOMC board members, and other stakeholders, to discuss broad issues afflicting the local community. On August 16, 2021, CFOMC leadership team and staff had the pleasure of hosting U.S. Representative Kat Cammack, the local freshman member of U.S. Congress. In order to provide other leaders the opportunity to meet and partake in open dialogue with Cammack, the CFOMC also welcomed additional state representatives, the CEO of the Marion County Hospital District, CFOMC board associates, the Marion County Commissioner, and representatives of local nonprofit organizations to the meeting. During the informal discussions, Cammack learned how the three P3s (i.e., community paramedicine; critical services committee; COVID-19 relief) address localized issues of homelessness, opioid drug epidemic, medical short supplies, and of course

financial hardships. After listening to the various presenters, Cammack acknowledged the importance of the P3s, stating

“This is all very personal...very much a part of who we are as a community and so that’s why I think it’s best that we all are the ones pressing it and taking the lead on it and I cannot thank you guys enough for your engagement on it.”

The CFOMC is hopeful that with this type of top-down support, the P3s mentioned in this paper will only gain traction, assistance, and advocacy recognition. During the meeting with Cammack, CFOMC’s President and Executive Director, Lauren DeIorio, stated, “the only way we are going to make change and impact... is if we all learn to put egos and everything else aside and say, ‘what is in the best interest of the community?’” By incorporating this open cross-sector dialogue, the bricks to forging a more active and stronger bridge can be assembled for the betterment of one’s local community.

References

- Abbas, J. (2020). Service quality in higher education institutions: Qualitative evidence from the students' perspectives using Maslow hierarchy of needs. *International Journal of Quality and Service Sciences*, 12(3), 371-384. <https://doi.org/10.1108/IJQSS-02-2020-0016>
- Benson, S. G., & Dundis, S. P. (2003). Understanding and motivating health care employees: Integrating Maslow's hierarchy of needs, training and technology. *Journal of Nursing Management*, 11(5), 315-320. <https://doi.org/10.1046/j.1365-2834.2003.00409.x>
- Boardman, A. E., & Vining, A. R. (2012). The political economy of public-private partnerships and analysis of their social value. *Annals of Public and Corporate Economics*, 83(2), 117-141. <https://doi.org/10.1111/j.1467-8292.2012.00457.x>
- Community Foundation for Ocala/Marion County. (2021). About us. <https://www.ocalafoundation.org/about-us/#ourhistory>
- Council on Foundation. (2021a). Community foundations. <https://www.cof.org/foundation-type/community-foundations-taxonomy>
- Council on Foundation. (2021a). National standards for U.S. community foundations. <https://www.cof.org/national-standards-us-community-foundations>
- Florida Association of Nonprofits. (n.d.). Community foundations. <https://fano.org/resources/community-foundations>
- Florida Nonprofit Alliance. (2020). The effects of COVID-19 on Florida nonprofits. https://cdn.ymaws.com/flnonprofits.org/resource/resmgr/fna_covid19_survey_results_f.pdf
- Guo, B., Corabian, P., Yan, C., & Tjosvold, L. (2017). Community paramedicine: Program characteristics and evaluation. *IHE Report*. Institute of Health Economics. <https://www.ncbi.nlm.nih.gov/books/NBK549083/>
- Harrow, J., Jung, T., and Phillips, S.D. (2016). Community foundations: Agility in the duality of foundation and community. In Jung T., Phillips, S.D. and Harrow, J. (eds.), *The Routledge Companion to Philanthropy*. Routledge, pp. 308-321. https://www.researchgate.net/profile/Tobias-Jung-5/publication/304527121_Community_Foundations_Agility_in_the_duality_of_foundation_and_community/links/57726ad208ae07e45db21198/Community-Foundations-Agility-in-the-duality-of-foundation-and-community.pdf

- Katz, D., & Kahn, R. L. (1978). *The social psychology of organizations*. Wiley.
- Magat, R.(ed.). (1989). *An Agile Servant: Community Leadership by Community Foundations*.
The Foundation Center.
- McLeod, S. (2020). Maslow's Hierarchy of Needs. Simply Psychology.
<https://www.simplypsychology.org/maslow.html>
- Mendel, S. C., & Brudney, J. L. (2012). Putting the NP in PPP: The role of nonprofit organizations in public-private partnerships. *Public Performance & Management Review*, 35(4), pp. 617-642. <https://www.jstor.org/stable/23484758>
- Perry, D.C. and Mazany, T. (2015). The Second Century: Community Foundations as Foundations of Community, in eds, Mazany.T. and Perry, D.C. *Here for Good: Community Foundations and the Challenges of the 21st Century*. Routledge, 3-26.
- Reiser, N. M. (2000). The organizational culture in community foundations. [Doctoral dissertation, Western Michigan University].
<https://scholarworks.wmich.edu/cgi/viewcontent.cgi?article=2464&context=dissertations>
- Rogers, D.E. and T Keenan. (1990). The role of foundations in American society. *Health Affairs*, 9(4) :186-194.
- G. A. Ruesga. (2015). The community foundation as borderland institution. In Terry Mazany & David C. Perry (Eds.), *Here for good: Community foundations and the challenges of the 21st century*. Routledge, 131-143.
- Sacks, E. W. (2014). The growing importance of community foundations. *Lilly Family School of Philanthropy*.
https://scholarworks.iupui.edu/bitstream/handle/1805/6364/the_growing_importance_of_community_foundations-final_reduce_file_size_2.pdf?sequence=1&isAllowed=y
- Slutsky, L. (June 20, 2017). Jeff Bezos's philanthropy. *The New York Times*.
<https://www.nytimes.com/2017/06/20/opinion/jeff-bezoss-philanthropy.html>
- Soni, B., & Soni, R. (2016). Enhancing Maslow's Hierarchy of Needs for effective leadership. *Competition Forum*, 14(2), 259-263.
<https://studydaddy.com/attachment/119252/out%5B1%5D2.pdf>
- Strickland, R. A., & Vaughan, S. K. (2014). The hierarchy of ethical values in nonprofit organizations: A framework for an ethical, self-actualized organizational culture. *Public Integrity*, 10(3), 233-251.

https://libres.uncg.edu/ir/asu/f/Strickland_Ruth_Ann_2008_Hierarchy_of_Ethical_Values.pdf

Theis, M. (July 14, 2020). Community foundations boast \$1 billion for Covid response.

Chronicle of Philanthropy. <https://www.philanthropy.com/article/community-foundations-boast-1-billion-for-covid-response>

United Way of Florida. (2020). ALICE in Florida: A financial hardship study.

https://www.uwof.org/sites/uwof.org/files/2020ALICEHighlightsReport_FL_FINAL-4.15.20.pdf