

City of St. Francis
Work Session Agenda
November 9, 2020
6:00 p.m. via Zoom

- 1) Call Meeting to Order
- 2) Roll Call
- 3) Senior Housing Project
- 4) Infill Housing Project
- 5) City Zoning Code re-write
- 6) COVID-19 Verbal Update
- 7) Adjourn

**WORKSESSION
AGENDA REPORT**
Agenda Item # 1

TO: Joe Kohlmann, City Administrator
FROM: Kate Thunstrom, Community Development Director
SUBJECT: Senior Housing Development
DATE: November 09, 2020

October 13th work session overview:

Council discussed the idea of a senior housing project at 3518 Bridge St. Staff identified there was an interested developer, pros/cons, steps needed land use and zoning and changes to the Comprehensive and Redevelopment plan.

The group discussed:

- *Aware of changes to plans, pros/cons and steps to change the plans*
- *Use of the parking area and space around building and the river*
- *Site access to a County road*
- *Idea of any commercial or mixed use on the property*
- *Tax benefits and idea of additional development as a result of this project*
- *Project to be aesthetically pleasing and a compliment to the City*
- *Want a guarantee if the City sells the property a project will come*

November 9th work session:

AGREEMENT: Before Submission of the land use application, the developer is looking to enter into a Preliminary Development Agreement. This agreement is in review with BGS. The agreement is to clarify the responsibilities of both parties along with providing the time to complete due diligence and use processes. The agreement is not a purchase or sales agreement. Items within the agreement include:

- Developer to: not assign its rights without city consent
- City to: not negotiate or contract with other parties during the agreement period
- Both parties to: negotiate in good faith to reach agreement on conditions and sale agreement, responsible for their own expenses,
- Agreement to run 180 days from the effective date

It is the intent of staff to bring the Agreement to Council at the November 16th Council meeting unless there is direction otherwise.

DEVELOPER: Anderson Companies, Greg Anderson/CEO President, will be in attendance to walk through a preliminary concept of the proposed project, answer questions about the project or his company and discuss the steps to move forward. To learn more about the types of projects developed by Anderson Companies please visit their website at: <https://www.andersoncompanies.us/>

TIMELINE: Below is a tentative timeline to identify the path this project will take to get to permitting:

Concept Plan

- *Preliminary Development Agreement CC 11/16*
- *Material submission 11/19*
- *Reviewed by PZ 12/16*
- *Reviewed by CC 1/4*

Full Application

- *Materials due 1/21*
- *PZ review & public hearing 2/17*
- *CC review (approval, 1st reading for ordinance), send to Met Council for review 3/1*
- *60 day MC review (Eric said no adjacent jurisdiction review needed) – maybe 15 days administrative depending on # of units proposed*
- *MC approval 5/3*
- *CC review (approval, 2nd reading) 5/17*
- *Published 5/21*
- *Effective, building permits are a GO 6/21*

ATTACHMENTS:

- Company Introduction
- Design concept



Founder Greg Anderson



ABOUT ANDERSON COMPANIES | THE ANDERSON ADVANTAGE

EXPERIENCE THE ANDERSON ADVANTAGE

In this world, we're taught you can't have it all, but at Anderson Companies, we're design-builders. We are trained to find a way to give you what you need and what you want: design, schedule and budget. Anderson Companies believes you deserve a construction and development partner that is an expert in your business: a large national firm with the services and experience you need. How about a company that also truly values your business? A partner-organization where the owner not only knows your name, he knows exactly where your project is at. A place where everyone is responsive, flexible and dedicated to your satisfaction. That's the Anderson Advantage: a team of industry professionals that complements its large-company experience and market knowledge with hard work, agility, responsiveness and just great customer service. We have the stability and expertise to take you where you need to go, and the personal investment to ensure you'll enjoy the journey getting there.

EXPERIENCE AND KNOWLEDGE

When you have the right team, success takes care of itself. Our team boasts more than 500 years of construction and development experience on projects ranging from 100-square-foot tenant improvements to 275-acre mixed-use community developments.

Our team has deep market expertise in your project type and broad experience in multiple construction delivery methods and development. Whether you need a truly turnkey development-design-build solution for your corporate headquarters relocation or someone to oversee the upgrade of your manufacturing facility, our team delivers the highest standards of quality through a disciplined, collaborative and field-tested project approach.

TRUST

Every project is an opportunity to achieve a vision, solve a problem, contribute to a community, and we take that responsibility seriously. Our owner Greg Anderson is always accessible, checking in on projects, meeting with clients and mentoring employees. He stands behind your project, ensuring your project team not only delivers on your project goals, but innovates solutions that address your facility's long-term lifecycle costs, energy efficiency, operating performance and technological adaptability.

At Anderson Companies, you can have it all: a successful and enjoyable project experience, a facility you will love now and 10 years from now, and a trusted construction partner sized just right for you.

FACTS ABOUT ANDERSON COMPANIES

Founded in 1999 by Greg Anderson

Our purpose is to create a building experience for our clients that aligns with their values and culture with an outcome that achieves their mission and goals. Our team of professionals passionately supports this purpose by using their construction/development expertise to guide our clients through the complexities of the building process with integrity, dedication and candor.

2020 Stats: 35 employees; projected revenue of \$80 million

Services: design-build, development and construction

Market expertise: multi-family/senior housing, worship, retail, office, healthcare, industrial/manufacturing, renovation/restoration



DEVELOPMENT SERVICES

COMPLETE DEVELOPMENT SERVICES FOR YOUR COMMERCIAL REAL ESTATE NEEDS

Wanting to choose the best location for your new corporate headquarters? Need some help navigating the city approval process? Our experienced team knows your local market. They are commercial real estate professionals developing solutions every day for clients: establishing relationships within the community, identifying local real estate trends and engaging in government processes. Our team will help you balance the specifics of the viable sites you are considering with your business requirements and the needs of the local community.

By engaging with Anderson Companies early during your facility renovation, expansion or relocation project, we have the opportunity to better understand your specific needs and challenges and, in turn, assist you with a truly turnkey solution. We have the flexibility to assist with city approvals and permitting or to take care of all the details including financing, environmental remediation and leasing. And when integrated with our design-build process, you get the optimal real estate solution customized for your organization.

LAND ACQUISITION

- Site selection
- Purchase agreement/negotiation
- Title review
- Soils engineering
- Site constraint analysis

PORTFOLIO ANALYSIS

- Sale leaseback options
- Exit strategies – potential for future sale analysis

PROJECT FINANCING

- Securing construction loan
- Securing permanent financing
- Connect to strategic financial proforma

CITY APPROVAL PROCESS

- Project introduction
- Neighborhood meetings
- Planning/zoning commission approval
- City council approval
- Construction permitting

CITY/STATE AGREEMENTS

- Economic incentive negotiations
- Tax increment benefits
- Tax abatement packages
- Minimum assessment agreements
- Infrastructure requirements

ENVIRONMENTAL REVIEW & COORDINATION

- Phase I investigation
- Phase II investigation
- National Pollutant Discharge Elimination System (NPDES) permit program
- Brownfield remediation expertise
- Community RELATIONS
- Coordinate community involvement
- Create community communication plan
- Coordinate PR and political strategies

PROJECT OWNERSHIP

- Dependent upon credit, term, tenant options, etc.





DEVELOPMENT-DESIGN-BUILD | AN INTEGRATED PROJECT APPROACH

A proper budget, quality construction, the perfect design... all elements of the building project of your dreams. But how do you develop the right budget, ensuring the project is delivered on time while balancing aesthetics and function? The answer...an excellent project team: accomplished high-caliber professionals, all experts in their field, coming together to realize your organization's vision of the perfect project.

Bringing people together, creating partnerships, collaboratively harnessing the knowledge and expertise of the entire project team – developers, architect, designers, engineers, the owner, facility managers, project managers, subcontractors, superintendents – is the foundation of Anderson Companies' integrated development-design-build approach. The result is a project delivered with increased value, reduced waste and maximum efficiency through all phases of development, design and construction.

DEVELOPMENT

You're considering a new facility, but perhaps you're not sure where to begin. By bringing Anderson Companies into your decision-making process early, we can help you evaluate your options. Should you renovate or expand your existing facility, or completely relocate? Should you buy a building and customize it or build to suit your needs?

Your developer, architects, engineers and project manager begin by gaining a deeper understanding of your business – your brand, mission, vision, values and culture – in addition to your wants and requirements for a new facility. We then present you with options to help you make the best decisions in alignment with your organizations' goals. Here your project planning process begins with:

- Land acquisition
- Environmental reviews
- Financial packaging
- City and state incentives
- Conceptual design
- Early budgeting and proforma development
- Sale leaseback and ownership options

FACTS ABOUT OUR PROJECT DELIVERY

Eliminate surprises –

our disciplined process puts everything on the table, and you immediately see how a design change can impact schedule and cost

The right expectations – the design develops along with the budget and schedule so you don't fall in love with a design you can't afford

Faster approvals and fewer headaches – Our knowledge of permitting and government approvals makes the process much smoother and quicker

Faster delivery – help with your financial packaging means design and construction can happen much quicker and both proceed on a parallel track

Cost savings and better quality – all the experts at the table creates greater efficiency and innovation



DESIGN/PRECONSTRUCTION

Creating the ideal work environment begins with a vision. Developing that vision into a facility that meets your financial, aesthetic, functional, lifecycle, sustainability and schedule needs requires a disciplined and flexible process and a collaborative team.

Because your design and project management team have been involved in helping you evaluate your facility options, determined your site needs, accessibility, etc., they have a very good idea of how to develop your vision into an actual design with all the details, and your project manager and superintendent make sure that design can be built within your budget and schedule parameters.

Your design, project and business goals all drive this process. And because Anderson Companies' project managers and superintendents continually estimate, evaluate constructability, refine sequencing and scheduling and develop value design options, they ensure your design wish-list is achieved while balancing cost, delivery, performance and your other project goals.

One way we do this is by bringing key subcontractors into the process at the schematic design phase. These subcontractors are tried-and-true design-build contractors who can commit to price and schedule while the design is continuing to be developed from programming and schematic design to design development through final construction documents.

DURING CONSTRUCTION

In our integrated development-design-build process, construction often begins after design-development documents have been created. Because we have a price earlier in the process, financing is secured sooner and construction can begin.

As we break ground, the collaboration of the team continues and you, as the owner, are constantly kept updated on your project's progress. Your full-time on-site superintendent and project manager will hold weekly meetings with you, the project team and the field crew. Agenda items for these meetings typically include:

- Shop drawing approvals
- Progress to-date and current activities
- 2-week look-ahead schedule
- Manpower
- Procurement schedules and deliveries
- Submittals and approval deadlines
- Key decision dates

All decisions made, questions and items pending are recorded at the meeting and distributed to all attendees.

A NOTE ABOUT SUBCONTRACTORS

Anderson Companies prequalifies its subcontractors based on a number of factors, such as safety record, financial stability, performance, etc. You can be assured that each subcontractor is not only able to perform the work, but aware of Anderson Companies' safety and quality standards and project procedures. Regardless of location, Anderson Companies works with local subcontractors and suppliers that have been prequalified.

SAFETY

Safety is not just apart of our process; it's inherent in everything we do. And we actually begin your safety plan during design/preconstruction. We customize our company safety plan for your project's unique circumstances:

- Site-specific safety manual detailing local emergency procedures, hazardous material handling, etc.
- Superintendent holds weekly/bi-weekly Tool Box Talks going well beyond hard hats and safety goggles
- Subcontractor training on safety procedures and site-specific needs
- Our certified OSHA trainer, third-party safety consultant reviews jobsite for compliance with OSHA's and our safety standards

QUALITY CONTROL

Your quality assurance plan/specification list was created during design/preconstruction. Your project architects, engineers and project managers visit the site regularly to ensure the materials, finishes and installations are all done according to those plans. We also hire independent testing firms for concrete, soil compaction, steel connections, etc. Your superintendent performs daily site walk-throughs, looking specifically at work quality and documenting everything on site in addition to managing the sites daily activities, manpower, cost, safety and schedule.

TURNOVER

Your superintendent has developed his/her punch list and works with each subcontractor to ensure all items are completed. Before we turn the building over, you, the design team, your project manager and superintendent walk through your new space, creating a final punch list and ensuring everything is completed to your standards. We also schedule trainings and provide you with Operations and Maintenance (O&M) manuals.

Once you and your co-workers occupy the facility, we are on-hand to fix any additional items that may arise. We will also perform a follow-up warranty walk 11 months after turnover to ensure any problems are identified and fixed before the warranty expires.

YOUR NEW BUILDING

Our integrated development-design-build process harnesses the talents and skills of each participant on your project team backed by a disciplined, balanced process that is customized to your organization.

Your design goals, your project goals and both your short- and long-term business goals have driven this process and delivered your new facility.

We know we've done our job right when you're delighted not only with your new building, but with the entire project experience. Because to us, it is about more than building a structure, it's about laying the foundation for a lasting partnership.





CONSTRUCTION SERVICES

Our construction team boasts more than 500 years of building experience on projects ranging from 100-square-foot tenant improvements to 275-acre mixed-use developments. Our project managers and superintendents work closely with you to establish project goals and to ensure they are always at the forefront of all decisions made from the planning through completion of your project.

ANDERSON COMPANIES CONSTRUCTION DELIVERY METHODS:

- Integrated Development-Design-Build
- Design-Build
- General Contracting
- Design Coordination
- Construction Management
- Construction Management at Risk
- Construction Management as Agent

COMPREHENSIVE PROJECT MANAGEMENT ACTIVITIES MAY INCLUDE:

- Preliminary budget and feasibility studies
- Municipal approvals, management, and negotiations
- Construction schedule development
- Estimate, cost and GMP development
- Quality assurance plan creation
- Site-specific safety plans
- Material procurement
- Subcontractor selection and negotiation
- Design coordination

- City approvals
- Establishing a communication plan
- Submittals and approval deadlines
- Value design/engineering
- Secure permits

FULL-TIME, ON-SITE SUPERINTENDENT ACTIVITIES MAY INCLUDE:

- Schedule management
- Insurance administration
- Supply delivery coordination
- Subcontractor management
- Manpower analysis and oversight
- Quality control
- Cost control
- Safety plan implementation and Tool Box Talks
- Final inspection and municipal approvals
- Project reports and updates
- Document control
- Owner move-in planning and management
- Training and O&M Manual development
- Project close-out
- Warranty management
- Jobsite sustainability/recycling

SUBCONTRACTOR PREQUALIFICATION

Anderson Companies prequalifies its subcontractors based on a number of factors: safety record, financial stability, performance, etc. You can be assured that each subcontractor is not only able to perform the work, but is trained in Anderson Companies' safety and quality standards and project procedures. Anderson Companies also strives to work with local subcontractors whenever possible. It's better for the local economy, the environment and your bottomline.

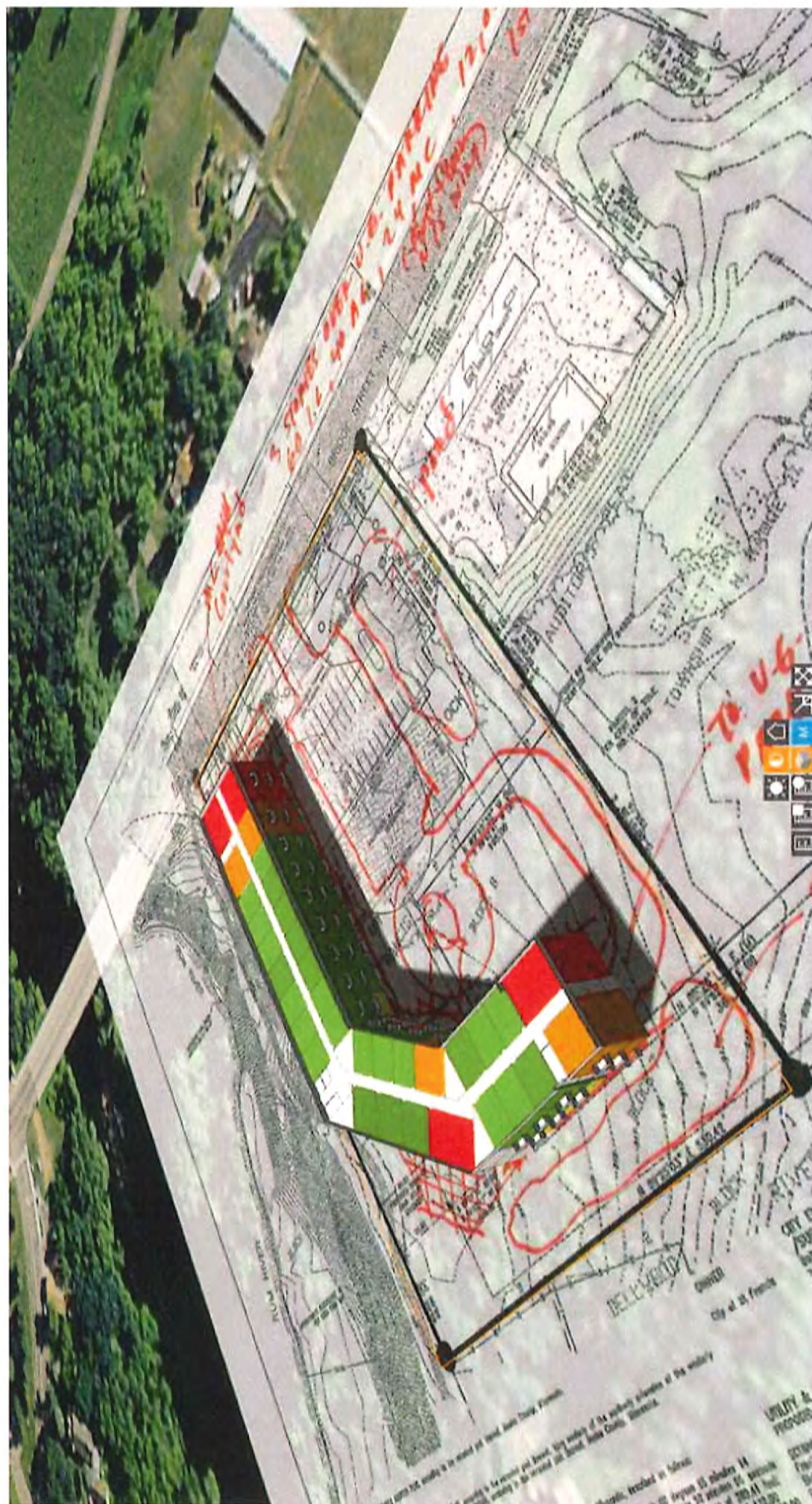


ANDERSON COMPANIES

Your Construction and Development Partner

www.andersoncompanies.us



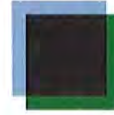




SITE PLAN ANALYSIS

ST. FRANCIS - SENIOR LIVING

09.16.2020 M20-133



**ANDERSON
COMPANIES**

Your Construction and Development Partner

WORKSESSION
AGENDA REPORT
Agenda Item # 2

TO: Joe Kohlmann, City Administrator
FROM: Kate Thunstrom, Community Development Director
SUBJECT: Housing Infill Project
DATE: November 9, 2020

OVERVIEW

Staff has been working with a developer on an infill housing project on the 3731 Bridge Street property. Over the past two years, Staff has had conversations with various developers to discuss projects from multi-family housing to single family housing options. This developer continues to be interested and has approached the City with two requests for support to make the project happen.

History - the EDA acquired this property for the redevelopment efforts on Bridge St. to complete a housing infill project. The goal was to increase the density of the area. The Comp Plan and Redevelopment plan both support and identified this area as a housing infill project.

EDA – the EDA acquired this property in 2019 and demolished the structures along with clean-up of junk and debris. These actions were funded from a Liquor Fund transfer of up to \$225,000 to the EDA. A total of \$204,450 has been used on this property to date. It currently sits vacant and is monitored occasionally to watch for dumping and issues as it is tucked back from view.

Market - This developer reviewed the competitive market and identified that building split entry homes would be the best option. The developer is also a builder and has their own line of housing products. They have completed, and ongoing, projects in Coon Rapids, Maple Grove, Ramsey and Dayton to name a few.

Woodbine extension - To develop this property and the two corner lots, there are road changes that need to be addressed. Bridge street is a county road and as identified in the AC River Crossing Study they are looking to decrease access points. The City applied for a State DEED grant in January 2019 to create the extension, without success, with a cost estimate of \$239,000. Further engineering work is required for the City to have an actual cost. This extension is in the CIP as a 2023 expense for \$240,000.



Fees: City will gain the following: (based on 11 units):

- Permits including WAC/SAC, based on a \$250,000 home = \$ 128,453
- Park Dedication of \$27,500 (\$2,500 per created lot)
- Trunk water/sewer (estimate based on net developable acre) \$ 33,398
- Tax base increase for 11 new single-family homes

ITEMS TO BE DISCUSSED:

Purchase Price - the EDA will be approached to sell the lot for \$1.00. This is to keep lot prices competitive which allows the final house price to meet a market supported product.

City Parcel – there is currently a land locked city owned parcel to the North of 3731 Bridge that is roughly 50% wetland. This parcel alone cannot be developed. Staff recommends also selling this for \$1.00 for development on areas not affected by wetland. This will increase the total number of housing units possible in this area.

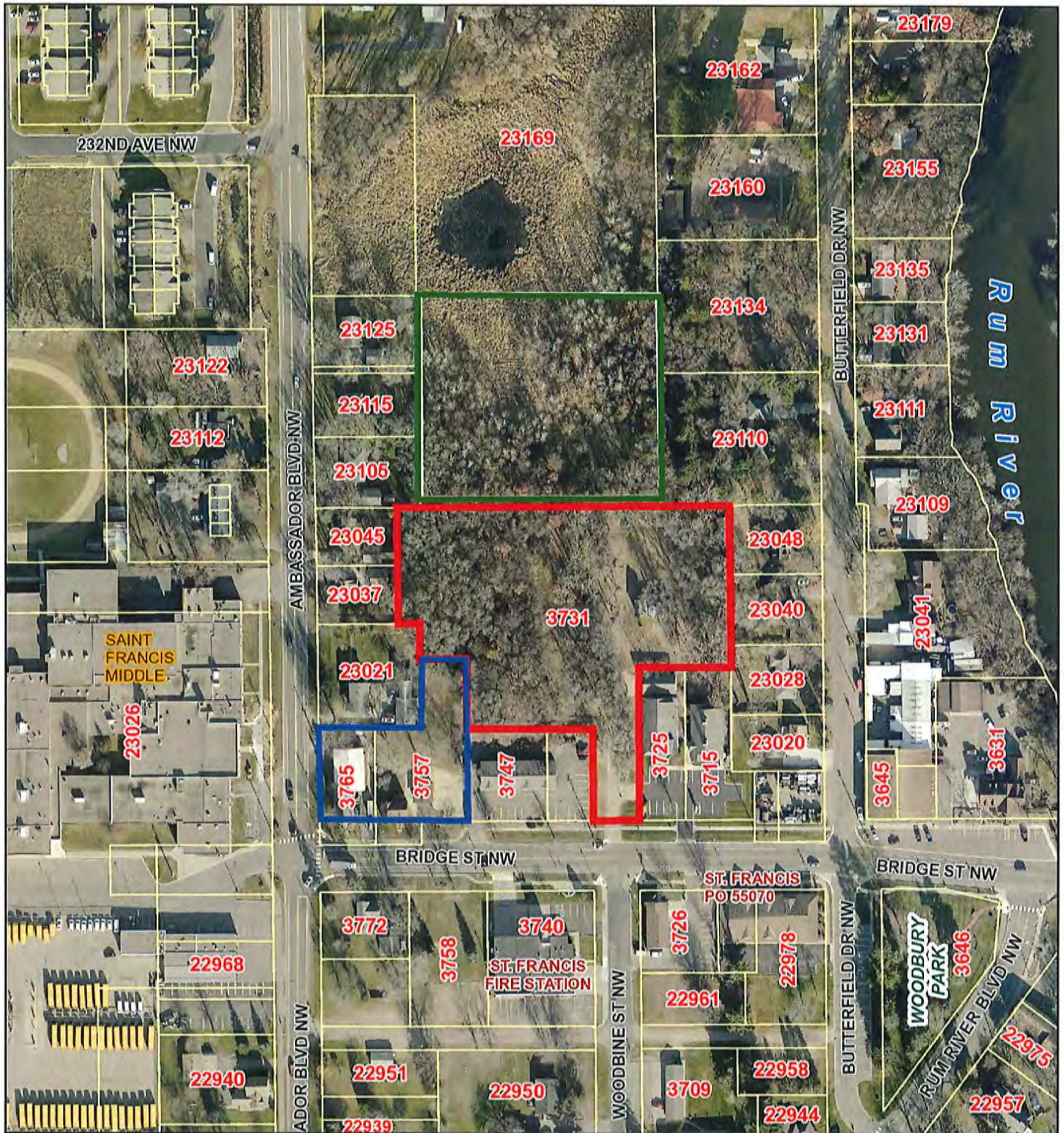
Woodbine Extension – request to participate in the cost of the extension.

- There is also a need, and opportunity, to extend the access to the corner commercial properties. This would provide clarification on access to interested buyers and help in the sale of the commercial space.
- The extension to the commercial lots does not benefit the housing development and would not otherwise be completed unless the city completes it alone or in partnership with a commercial developer.
- A partnership on this extension would allow the city to benefit on mobilization and quantity costs and the developer to benefit on the costs associated with the length of road needed to get the housing project developed.

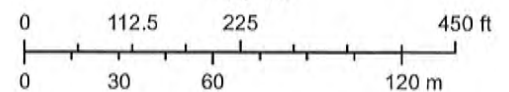
ATTACHMENTS:

GIS Photo of area
Anoka County River Crossing Study Map
Developer submitted concept
Developer housing example

Bridge Street- Commercial/Residential Opportunity



1:2,400





NORTHERN ANOKA COUNTY RIVER CROSSING STUDY

Legend

- Study Limits**
- Public Street Intersections**
 - Primary Full Movement
 - Conditional Secondary (Right-In/Out)
- Public Street Traffic Control**
- TBD To Be Determined**
 - Roundabout
 - Traffic Signal
 - All-Way Stop Control
 - 3/4 Public Street Access
 - Side Street Stop Control
 - Cul-de-sac (Road Closed)
- Driveway Access**
 - Full Movement
 - Right-In/Out
 - Right-In-only
 - Close
- Potential Roadway Connections**
 - Public
 - Private
- Known Cultural Resources**
 - National Register Historic Structure
 - Other Historic Structure
 - Archaeological Sites
- Parcels Adjacent to CSAH 24**
- County Parks**
- City Parks**
- NMI**
- Intersection Spacing**
 - CSAH 24 to Run River Bridge
 - Minor Arterial, <40 mph
 - Full Movement Intersection: 1/8 mi (660')
 - Conditional Secondary: 300-660'
 - Signal Spacing: 1/4 mi (1,320')
 - Private Access: Subject to Conditions
 - Run River Bridge to CSAH 9
 - Minor Arterial, 40-45 mph
 - Full Movement Intersection: 1/4 mi (1,320')
 - Conditional Secondary: 1/8 mi (660')
 - Signal Spacing: 1/4 mi (1,320')
 - Private Access: Subject to Condition

Sources: Anoka County

Intersections

- Primary Intersections**
 - Traffic movements in all directions are planned to be maintained over time
 - Traffic control (i.e. traffic signal or roundabout) will be modified when justified
- Conditional Secondary Intersections**
 - Existing access will be maintained until:
 1. Road is reconstructed and/or
 2. There are safety issues
 - Some other improvements may be necessary over time to improve mobility of the roadway
 - Intersections could transition to limit some turning movements to increase safety

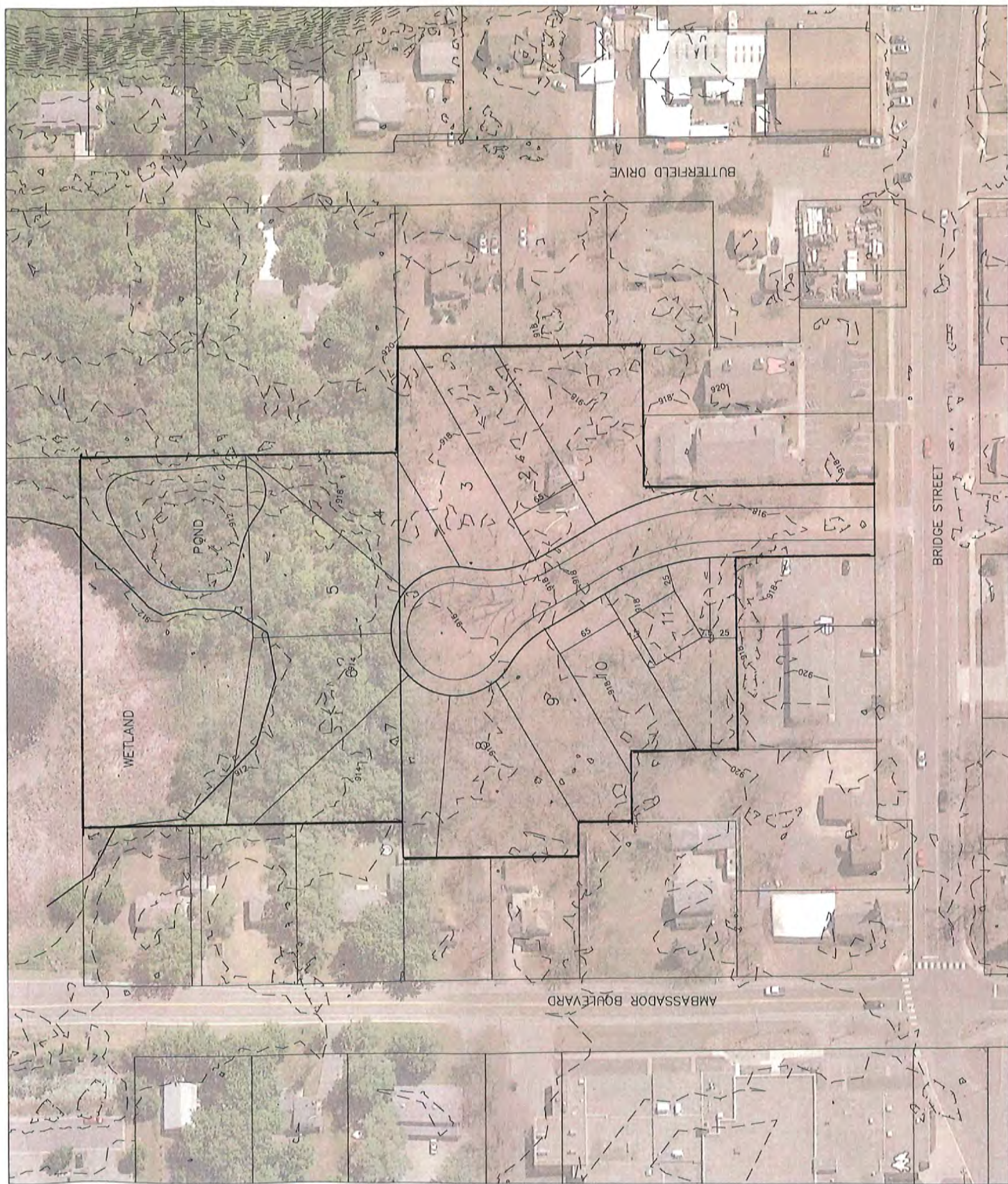
Driveways
As land use changes are proposed by property owners, efforts to redirect existing access to a local street will be considered
At least one driveway would be preserved for each property, unless access is realigned to a local street or the property is proposed to be acquired
Safety concerns could trigger modifications to driveway access



CSAH 24 Future Access Vision

Figure 35
February 2012

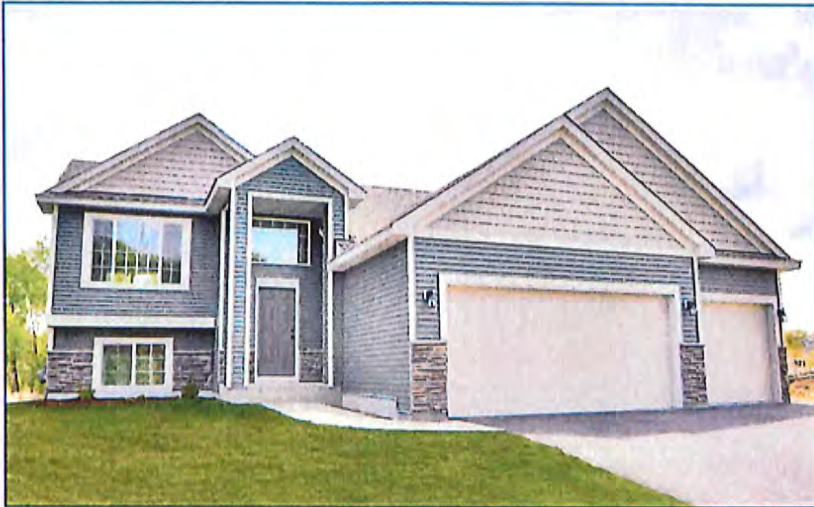




Split-Level Home

The MAPLE

3 – 5 Beds • 2 – 3 Baths • 3 Garage Bays • 1,350 – 2,404 fsf



Elevation C



Elevation D

FEATURES:

- Open Plan
- Island Kitchen
- Walk-In Closets in All Main Level Bedrooms
- Three-Car Attached Garage
- Welcoming Covered Entry

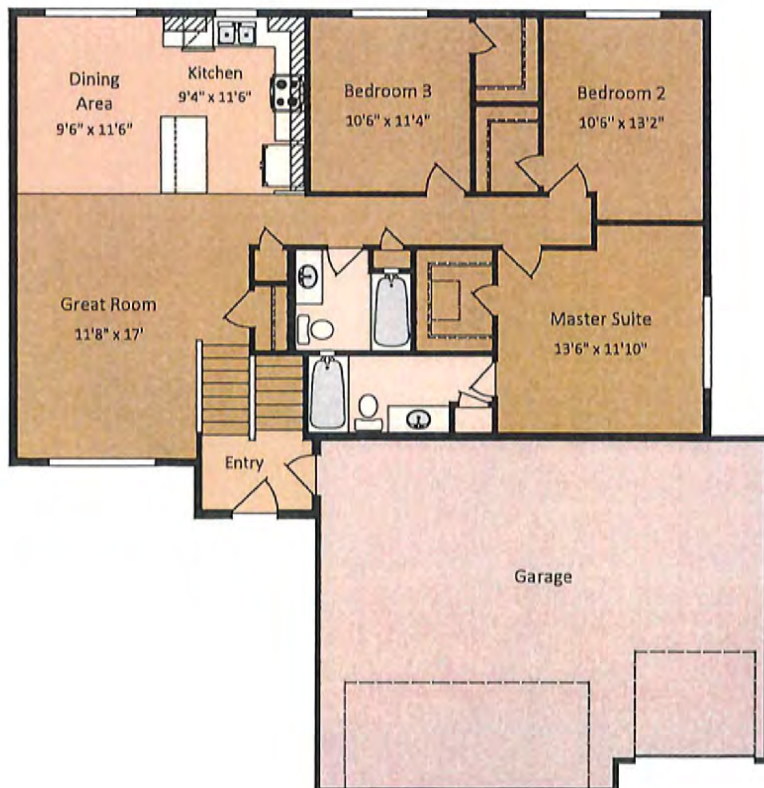
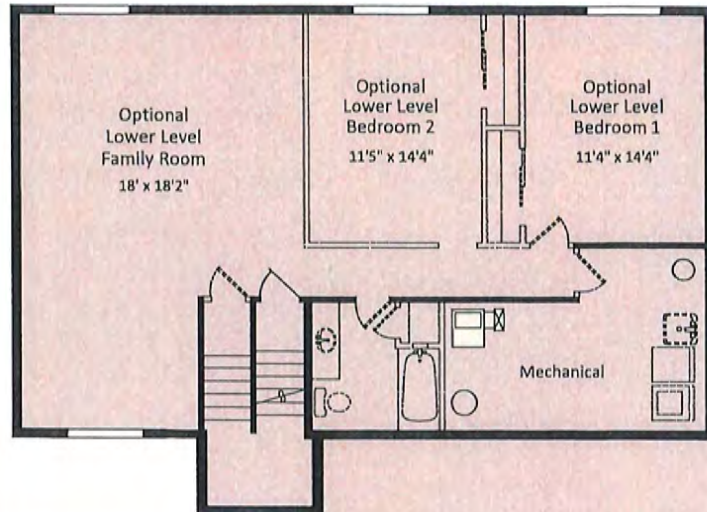
AVAILABLE OPTIONS INCLUDE:

- Deck
- Sidelight
- Laundry Room Sink
- Vaulted Ceilings
- Finished Lower Level with Family Room and Two Bedrooms
- Stone Accents Across Front of Home

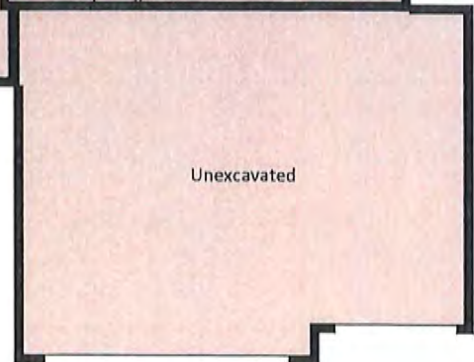
Split-Level Home

The MAPLE

Lower Level



Main Level



CITY COUNCIL REPORT

TO: City of St. Francis City Council
FROM: Beth Richmond, Consulting Planner
SUBJECT: Zoning Code Update – Use-Specific Standards
MEETING DATE: November 9, 2020

Staff continues to work through the zoning code update. At the November 9 City Council work session, Staff will focus the discussion on select use-specific standards, which were considered by the Planning Commission in October. Uses to be discussed include Vehicle Sales, Accessory Dwelling Units (ADUs), Mobile Food Units, Rural Event Centers, and Short-Term Vacation Rentals.

The proposed standards will be presented on November 9. To aid in the discussion, the proposed zoning district purpose statements have been attached to this memo.

Proposed Zoning District Purpose Statements

A-1 Permanent Agriculture District

The A-1, Permanent Agriculture District is intended to accommodate those farms willing to make long term commitments to agricultural operations. This district is intended to contain those areas of St. Francis in the rural service area where, because of the land capability, and capital investment in farming operations, it is necessary to preserve, promote, maintain, and enhance the use of land for long term agricultural purposes. This district will be used solely at the request of area farmers.

A-2 Rural Estate-Agriculture District

The purpose of the A-2 District is to provide suitable areas of the City to be retained and utilized for agricultural uses, un-sewered residential in a rural pattern, and open space, and to prevent rapid urbanization and provide economy in public expenditures.

UR Urban Reserve District

The purpose of the UR District is to reserve land for future urban development. Areas within this district face imminent urbanization. Uses which do not hinder the future possibility of urban development in the area, such as interim agriculture or large lot, un-sewered residential are appropriate in this district. At such time as the land is developed, the land shall be rezoned out of this district.

RR Rural Residential District

The purpose of the RR District is to accommodate and preserve existing un-sewered single unit residential homes developed at low densities (no greater than one (1) unit per five (5) acres). This district is not meant to be expanded further.

R-1 Urban Low Density Detached Residential District

The purpose of the R-1, Urban Low Density Residential District is to provide for detached single-unit residential uses served by municipal sanitary sewer. Two-unit residential uses may also be located in this district.

R-2 Medium Density Detached and Attached Residential District

The R-2 District is intended to support a mixture of detached and attached residential units served by municipal sanitary sewer. This district is appropriate for smaller lot detached units and limited attached units such as townhomes and rowhouses.

R-3 High Density Residential District

The R-3 District is intended to provide for higher density attached residential housing types in a vertical or horizontal orientation within the Urban Service Area. This district is intended to support areas of greater concentrations of commercial, employment, and public activity.

B-1 Central Business District

The purpose of the B-1, Central Business District, is to provide for the establishment of a mix of cultural, civic, entertainment, retail, service, office, and multi-unit housing uses in the area along the Bridge Street corridor. Consideration for pedestrian and bicycle access shall be integrated.

B-2 General Business District

The purpose of the B-2, General Business District is to provide for higher intensity retail, office, and service-oriented business along arterial roadways. The uses in this District shall be oriented toward motorists and rely on higher volumes of traffic.

BPK Business Park District

The BPK district is intended to provide for a mix of compatible office and light industrial uses situated in transitional areas near the City's main transportation corridors. Uses in this district are limited to those that are compatible with lower intensity residential and business uses and which have limited amounts of truck traffic in comparison to higher intensity industrial uses.

I-1 General Industrial District

The purpose of the I-1, General Industrial District is to provide areas suitable for the location of higher-intensity industrial activities which have adequate and convenient access to major streets and provide effective controls for "nuisance" and pollution characteristics. This district is intended to be located fully within the City's urban service area.

I-2 Isolated Industrial District

The general intent of this district is to accommodate industrial users that, due to the nature of their operations, must be isolated from urban areas.

PUD Planned Unit Development District

The purpose of the PUD, Planned Unit Development District is to provide for the integration and coordination of land parcels as well as the combination of varying types of residential, commercial and industrial uses to create a flexible development which provides a public benefit.