



Richfield City Council Agenda

June 23, 2026 -- 5:00 PM

**Richfield Municipal Center
Bartholomew Conference Room
6700 Portland Avenue South**

- 1. Call to Order**
- 2. Item Discussion**
 - a. Essential Services Study**
- 3. Adjournment**

Auxiliary aids for individuals with disabilities are available upon request. Requests must be made at least 96 hours in advance to the City Clerk at 612-861-9739.

Includes Materials - Materials relating to these agenda items can be found in the Council Chambers Agenda Packet book located by the entrance. The complete Council Agenda Packet is available electronically on the City of Richfield website.



Report Prepared By:
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Department Director:
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Item for Consideration:
Essential Services Study

EXECUTIVE SUMMARY

Craig Rapp of Rapp Consulting Group will provide the City Council with an update on the Essential Services Study and the service categorization process completed to date. The presentation will review the classification framework, summarize how City services have been categorized, and discuss key observations from the process. The purpose of the update is to provide Council with information regarding the study's progress and preliminary results and to allow for Council discussion and feedback. Rapp Consulting Group will present the final report and findings at a future City Council meeting, likely September 22, 2026.

RECOMMENDED ACTION

No recommended action, for Council discussion only.

HISTORICAL CONTEXT

The Essential Services Study was initiated as part of Strategic Initiative 1d of the City's 2023-2026 Strategic Plan, which called for the development of an essential service delivery plan by 2026. The City retained Rapp Consulting Group to assist with inventorying and categorizing City services using a structured framework intended to distinguish between legally mandated, core, discretionary, support, and enterprise services. The consultant has completed the service categorization process and will provide an overview of the methodology and results.

EQUITABLE OR STRATEGIC CONSIDERATIONS OR IMPACTS

The Essential Services Study supports implementation of Strategic Initiative 1d and may provide a framework for future discussions regarding service delivery, resource allocation, strategic priorities, and organizational planning.

POLICIES (RESOLUTIONS, ORDINANCES, REGULATIONS, STATUTES, ETC.)

N/A

CRITICAL TIMING ISSUES

N/A

FINANCIAL IMPACT

N/A

LEGAL CONSIDERATIONS

N/A

ALTERNATIVE RECOMMENDATION(S)

N/A

ATTACHMENTS

1. Richfield_ESS_TransmittalMemo_Council
2. Framework - Principles and Methodology
3. Service Classification Framework
4. Master Service Inventory (Appendix A) — FINAL (June 2026)
5. Richfield_ESS_CouncilDeck_June23



MEMORANDUM

TO: Honorable Mayor and Members of the City Council
FROM: Craig Rapp, President — Rapp Consulting Group
DATE: June 16, 2026
RE: Essential Services Study — Advance Materials for the June 23 Work Session

In preparation for the work session on June 23, we are forwarding three documents for your review. Together they form the foundation of our discussion: (1) the **Service Classification Framework** — the seven categories at the heart of the study ; (2) the **Framework: Principles and Methodology**, which explains how each service was evaluated and classified, and (3) the **Master Service Inventory**, the single authoritative catalog of every City service, which will appear as Appendix A of the final study report.

Purpose of the study

The Essential Services Study fulfills a key Strategic Initiative of the City's 2023–2026 Strategic Plan and represents the first comprehensive classification of municipal services in Richfield's history. Its purpose is to provide the Council and staff with a clear, consistent, and evidence-based framework for understanding the services the City delivers, distinguishing among legally required services, community-essential services, discretionary services, and internal support functions, along with the resources devoted to each.

The study makes no decisions and recommends no reductions. It is designed to inform future planning and budgeting, not to substitute for the Council's judgment. Importantly, the classifications describe the *nature* of each service — not its importance.

What you are receiving

- 1. Service Classification Framework.** A one-page overview of the classification structure. It presents all seven categories on a single page — what defines each, what would happen if the City stopped providing it, the share of services each represents, and Richfield examples. It is the quickest way to see the framework as a whole, and the best place to start.
- 2. Framework: Principles and Methodology.** The companion explainer to the framework. It sets out the guiding principles applied consistently across every department and the distinctions that shaped the results — for example, that a service can be heavily regulated without being legally mandated, and that “legally required” and “essential to the community” answer two different questions.
- 3. Master Service Inventory (Appendix A).** The central deliverable: a detailed spreadsheet cataloging all 152 City services across eight departments. For each service it provides its classification (Categories 1 through 5); a brief description and, where applicable, the governing legal citation; the annual budget

and FTEs; its primary funding source and budget flexibility level; and whether an alternative delivery option was identified, along with the type. Services are color-coded by classification and organized by department for ease of reference.

What comes next

At the June 23rd work session, we will walk through the background, the classification framework, and the inventory itself, with time for discussion. The full study report will follow. Budget flexibility, resource (FTE and budget) implications, and alternative-delivery options are integral to the study; we will take these up in depth at a second work session, anticipated September 22, once the full report is in hand.

Finally, we want to acknowledge the City's department staff, whose openness, time, and candor made this work possible — including the many occasions on which they corrected and sharpened our thinking. The result is stronger for their partnership. We look forward to the conversation at the work session.

Respectfully,

Craig Rapp

President, Rapp Consulting Group
craig@craigrapp.com



City of Richfield Essential Services Study

Framework: Principles and Methodology

Purpose

The purpose of the Essential Services Study was to develop a consistent framework for evaluating City services based on legal requirements, operational necessity, funding structure, community expectations, and budget flexibility.

The resulting classifications are not intended to measure the importance of a service. Rather, they are intended to help elected officials and staff understand:

- Which services are legally required;
- Which services represent core municipal functions;
- Which services are discretionary or enhancement-oriented;
- Which services primarily support other services; and
- Where flexibility may exist regarding service delivery and resource allocation.

Throughout the review process, numerous services were examined, challenged, and reconsidered. The framework ultimately evolved through repeated testing across all departments to ensure consistency and defensibility.

Guiding Principle #1

Classify Services as Organized and Delivered by the City

The study classifies services as they are currently organized, budgeted, staffed, and managed by the City.

Examples include:

- Police Operations
- Fire Emergency Response
- Organized Hauling
- Election Administration
- Community Center Operations

This approach preserves a direct connection between:

- Service inventories
- Department budgets
- Staffing assignments
- Organizational responsibilities

At the same time, classifications were based on the underlying governmental purpose of each service rather than solely on its organizational location or historical structure. The goal was not to create a theoretical model of local government, but rather to evaluate the actual services provided by the City in a manner that is understandable and useful for decision-makers.

Guiding Principle #2

Regulation Does Not Equal Mandate

A recurring question throughout the review process was:

Is this service regulated, or is this service required?

Many services are heavily regulated once a city chooses to provide them.

Examples include:

- Pool operations
- Ice arena concessions
- Lifeguard certifications
- Food manager certifications
- Employee training requirements

The presence of regulations does not automatically make a service mandatory.

For example, state law may require certified lifeguards if a municipal pool operates. However, the City is not required to operate a pool. Therefore, the regulatory requirements associated with pool operations do not convert the service into a legally mandated function.

This distinction helped prevent regulatory requirements from being mistaken for statutory mandates.

Guiding Principle #3

CAT-1 Requires a Federal or State Mandate

The study ultimately adopted a strict definition for CAT-1 services.

A service was classified as CAT-1 only when:

- Federal or State law requires the function to exist; and
- Failure to provide the function would result in legal or regulatory non-compliance.

Local ordinances were intentionally excluded from CAT-1 determination.

This distinction was important because local governments may create local ordinances, programs, and requirements that exceed state or federal requirements. Including local ordinances would effectively allow municipalities to create their own CAT-1 services.

Examples of CAT-1 services include:

- Election Administration
- City Clerk Functions
- Public Records and Data Practices
- Finance and Financial Reporting
- Planning
- Zoning
- Building Inspections
- Certain Utility Compliance Functions

Guiding Principle #4

Statutory and Regulatory Functions vs. Essential Community Services

One of the most important distinctions developed during the review was between services that exist primarily because they are required by federal or state law and services that exist because they represent core municipal responsibilities expected by the community.

CAT-1 Services

CAT-1 services primarily exist to satisfy statutory, regulatory, reporting, compliance, or delegated governmental responsibilities established by federal or state law.

Examples include:

- Election Administration
- City Clerk Functions
- Public Records and Data Practices
- Finance and Financial Reporting
- Planning and Zoning Administration
- Building Code Administration
- Certain Utility Compliance Functions

While many of these services may be delivered through employees, consultants, or contracted providers, their primary purpose is to fulfill legal obligations imposed by higher levels of government.

CAT-2 Services

CAT-2 services primarily exist because they represent core municipal services expected by residents and elected officials.

Examples include:

- Police Operations
- Fire Emergency Response
- EMS Response
- Prosecution Services
- Street Maintenance
- Snow and Ice Control

Many CAT-2 services are heavily regulated and may contain statutory elements. However, their primary purpose is service delivery rather than regulatory compliance.

The distinction between CAT-1 and CAT-2 is therefore not based on whether a service can be contracted or delivered through alternative organizational models. Many CAT-1 and CAT-2 services can be delivered through employees, consultants, shared-service arrangements, or contracts. Instead, the distinction reflects the dominant purpose of the service:

- Regulatory and compliance-oriented functions generally fall within CAT-1.
- Essential community service delivery functions generally fall within CAT-2.

Guiding Principle #5

Core Government Functions Are Not Necessarily CAT-1

Throughout the review process, it became clear that some of the City's most important services are not necessarily CAT-1 services.

Examples include:

- Police Operations
- Fire Emergency Response
- EMS Response
- Prosecution Services
- Legal Counsel

These services are essential to municipal operations and community expectations. However, they are not primarily regulatory or compliance functions and therefore do not fit within the CAT-1 definition adopted for the study.

As a result, the study intentionally distinguishes between:

- Legally mandated governmental functions; and
- Essential municipal services.

This distinction helps preserve meaningful differentiation between CAT-1 and CAT-2 classifications.

Guiding Principle #6

Enterprise and Cost-Recovery Services Require Separate Consideration

Certain services operate under funding structures that differ significantly from traditional General Fund services.

Examples include:

- Municipal Liquor Operations
- Water Utilities
- Wastewater Utilities

These services often operate through:

- Enterprise funds;
- Dedicated fees;
- Cost-recovery mechanisms; or
- Dedicated revenue streams.

The CAT-5 classifications were retained because they communicate important information regarding funding structure, financial self-sufficiency, and budget flexibility that would otherwise be lost if these services were grouped solely according to legal requirements.

Guiding Principle #7

Apply the “What Happens If the City Stops Doing This?” Test

One of the most useful analytical tools developed during the review process was the following question:

What happens if the City stops providing this service?

CAT-1

Legal or regulatory non-compliance occurs.

CAT-2

Core municipal functions fail, or community expectations are significantly disrupted.

CAT-3

Service levels decline, but municipal operations continue.

CAT-4

Internal support functions are affected, but direct public services largely continue.

CAT-5

The service remains important but is distinguished primarily by funding structure or revenue model.

This test proved useful in evaluating borderline classifications across multiple departments.

Final Observation

The final classifications should not be interpreted as a ranking of importance.

Many CAT-2 services are more visible to residents and may be perceived as more important than some CAT-1 services.

Rather, the classifications are intended to answer a different question:

How much flexibility does the City have regarding whether and how the service is provided?

The framework therefore reflects a combination of:

- Legal obligation;
- Regulatory compliance;
- Community expectations;
- Funding structure;
- Operational necessity; and
- Budget flexibility.

The result is a classification system designed to support informed policy discussions, strategic decision-making, and future resource allocation decisions.

Richfield Service Classification Framework

Each of the City's **152 services** is classified by its **nature** — **not by its importance or value.**

Seven categories: four defined by purpose, three by funding model.

Defined by purpose

CAT-1 Statutory / Mandated

20 services • 13%

Required by federal or state law.

If stopped: legal or regulatory non-compliance.

In Richfield: Elections • City Clerk • Public Records • Planning • Zoning • Finance & Treasury

CAT-2 Core Services

25 services • 16%

Essential community service residents expect — not primarily a legal mandate.

If stopped: core functions fail; community expectations significantly disrupted.

In Richfield: Police • Fire • EMS • Prosecution • Street plowing • Road repair

CAT-3 Discretionary / Enhanced

66 services • 43%

Enhances quality of life.

If stopped: service levels decline, but operations continue.

In Richfield: Outdoor pool • Recreation programs • Community events • Passports • Motor-vehicle / deputy registrar

CAT-4 Support / Enabling

31 services • 20%

Internal function that enables other services.

If stopped: support is affected; public services largely continue.

In Richfield: Human Resources • Information Technology • Fleet / vehicle maintenance • Facilities • GIS

Defined by funding model

CAT-5A Profit Enterprise

1 service • 1%

Business-type service that generates net revenue.

In Richfield: Municipal liquor operations

CAT-5B Self-Sustaining Utility

9 services • 6%

Rate-funded service that operates at break-even.

In Richfield: Water utility • Wastewater (sewer) utility

CAT-5C Revenue-Generating Regulatory

None today

Above-cost fees or franchise revenue.

In Richfield: None today. Example: utility franchise or ROW fees priced above cost

City of Richfield, MN - Essential Services Study — Appendix A: Master Service Inventory											
Department	Service Name	Service Description	Category (CAT-1 to CAT-5C)	Legal Citation	Annual Budget	FTEs	Budget Flexibility	Primary Funding Source(s)	Alt. Delivery? (Y/N)	Alternative Delivery Type	Key Considerations / Rationale
Administrative Services	City Clerk (Council Mtgs, Public Notices, Domestic Partnerships)	City Clerk services including council meeting support, public notices, records	CAT-1	M.S. Chs. 13, 13D, 138, 331A, 412	\$47,872	1.5	VERY LIMITED	Property Taxes	N	No	
Administrative Services	Public Records (Records Mgmt, Ordinances & Resolutions, Data Requests)	Public records management and data practice compliance	CAT-1	M.S. Ch. 13	Incl. w/ Clerk	Incl. w/ Clerk	VERY LIMITED	Property Taxes	N	No	
Administrative Services	Election Administration	Administer city elections	CAT-1	M.S. Chs. 200-211C; 52 U.S.C. Ch. 209	\$328,331	Incl. w/ Clerk + 1.7	VERY LIMITED	Investment Earnings and Cell Tower Rental	N	No	
Administrative Services	Election Administration — School Board	Administer school board elections by contract	CAT-3		\$69,954	Incl. w/ Clerk + .85	HIGH	Charges to School District	Y	Contract (School District)	The budget amount is from the 2025 election. The City will administer the school board election in 2027 and then school board elections will move to even years.
Administrative Services	Passports	Process passport applications	CAT-3		\$169,612	1.7	HIGH	Fees	Y	Private Contract	~7,400 passport transactions/yr.
Administrative Services	Motor Vehicles	Process MV license and tab renewals	CAT-3		\$593,642	5.95	HIGH	Fees	Y	Private Contract	~55,000 DMV transactions/yr.
Administrative Services	Public Meetings — Record and Share	Record and disseminate audio/video of public meetings	CAT-3		\$29,000	0.2	HIGH	Property Taxes / Cable Franchise Fees / Reserves	Y	Contract Out	
Administrative Services	Community Engagement and Events	Organize and host free community events; partnerships	CAT-3		\$87,500	Incl. w/ Communications	HIGH	Property Taxes / Cable Franchise Fees / Reserves	Y	Non-profit / Community Groups	
Administrative Services	Administration	General management of Administrative Services	CAT-4		\$171,262	1.	MODERATE	Property Tax and Interfund Allocations	N	No	
Administrative Services	Building Services	Building maintenance for city-owned facilities	CAT-4		\$1,103,339	3.5	MODERATE	Property Taxes and Internal Charges	Y	Private Contract	Depreciation of \$33,980 and capital outlay of \$120,000 are not included in the total amount.
Administrative Services	Customer Service / Deputy Registrar	Receive and route foot traffic, phone, and mail	CAT-4		\$84,806	0.85	LIMITED	Property Tax / Fees	Y	AI / Unattended Option	90% non-reception workload.
Administrative Services	Internal Communications and Engagement	Internal employee communications and engagement strategies	CAT-4		\$87,500	1.95	MODERATE	Property Taxes / Cable Franchise Fees / Reserves	Y	Other Department	Revenue declining annually — trend to monitor.
Administrative Services	External Communications and Public Information	Website, social media, graphic design, press releases, brand standards	CAT-4		\$212,400	Incl. w/ Communications	MODERATE	Property Taxes / Cable Franchise Fees / Reserves	Y	Outsource to Private Sector	
Administrative Services	Human Resources (Recruitment, Employee Relations, Training)	HR services including recruitment, staffing, employee relations, compliance	CAT-4		\$360,783	3.	MODERATE	Property Tax and Interfund Allocations	Y	Contract Out	Cost recovery includes charges to other depts.
Administrative Services	Insurance Fund	Risk management and liability/property insurance administration	CAT-4		\$1,381,602	N/A	MODERATE	Employer and Employee Contributions	Y	Purchase or Contract	Requires separate cost recovery analysis.
Administrative Services	Workers Compensation (Self-Insured)	First reports of injury; leave and return-to-work support	CAT-4		Incl. w/ Insurance	N/A	MODERATE	Internal Charges	Y	Purchase or Contract	Self-insured workers compensation administration and return-to-work coordination
Administrative Services	Dental Self-Insurance	Dental self-insurance plan	CAT-4		\$153,000	N/A	MODERATE	Employer and Employee Contributions	Y	Purchase or Contract	
Administrative Services	Flex Benefits / FSA (Section 125 Plan)	Flexible spending account plan	CAT-4		\$84,000	N/A	MODERATE	Employer and Employee Contributions	Y	Purchase	
Administrative Services	Information Technology (Network, Software Management)	Centralized technology, applications, infrastructure, and user support	CAT-4		\$1,758,083	5.5	MODERATE	Property Tax and Internal Charges	Y	IT Managed Service	Includes 20% of IT Technician II and 30% GIS Coordinator positions. Cost recovery includes inter-dept charges. Depreciation of \$114,620 and \$89,908 are not included in the total amount.
Administrative Services	Telephony / VoIP Management	Manage city phone system, desk phones, softphones, voicemail	CAT-4		Included in Information Technology	Incl. w/ IT	MODERATE	Property Tax and Internal Charges	Y	IT Managed Service	
Administrative Services	Workstation Provisioning	Procurement, setup, and lifecycle of all staff computers	CAT-4		Included in Information Technology	Incl. w/ IT	MODERATE	Property Tax and Internal Charges	Y	Various IT Vendors	
Administrative Services	Mobile Device Management	Manage and secure city-issued mobile phones and tablets	CAT-4		Included in Information Technology	Incl. w/ IT	MODERATE	Property Tax and Internal Charges	Y	JAMF / Intune	
Administrative Services	Physical Security Systems	Building access control (key fobs) and video surveillance	CAT-4		Included in Information Technology	Incl. w/ IT	MODERATE	Property Tax and Internal Charges	Y	Various Security Vendors	
Administrative Services	GIS System	GIS system management and mapping	CAT-4		Incl. w/ Other Funds	Incl. w/ Other Funds	MODERATE	Property Tax and Internal Charges	Y	IT Managed Service	Some staff cost in IT budget.
Administrative Services	Liquor Operations	Municipal off-sale liquor retail (4 locations)	CAT-5A		\$13,513,365	23.9	HIGH	Liquor Sales	Y	Private Retail	Gross profit; cost recovery slightly below 100% if GF transfers included. Depreciation of \$281,430 is not included in this amount.
Executive	Governance and Policy Support	Policy making and oversight responsibilities	CAT-1	M.S. Chs. 410, 412	\$323,712	Mayor and 4 Council Members	VERY LIMITED	Property Tax	N	No	
Executive	Executive Leadership and Administration (City Manager)	Managing day-to-day city operations and services	CAT-1	M.S. Chs. 410, 412	\$409,690	2.5	LIMITED	Property Tax	N	No	
Executive	Legal Counsel and Representation (City Attorney)	Legal advice, representation, ordinance review, contracts, litigation management	CAT-2		\$165,000	0.	LIMITED	Property Tax	Y	Licensed Attorney / Law Firm	Required but means of delivery are flexible.
Executive (CM-administered)	Prosecution Services	Misdemeanor and gross misdemeanor prosecution in district court	CAT-2		\$197,700	0.	LIMITED	Property Tax	Y	Licensed Attorney / Law Firm	Essential component of the municipal public safety and criminal justice system. Service delivery is flexible and may be provided through city staff, contracted legal counsel, or other prosecutorial arrangements.
Executive	Community Social Service Grant Administration	Administer city funds to local nonprofits serving Richfield residents	CAT-3		\$120,174	Included in CD/HRA	HIGH	Property Tax	Y	Other Nonprofit Funders	
Executive	Equity and Inclusion Program Coordination	Lead equity, inclusion, and engagement initiatives aligned with Council goals	CAT-3		\$143,021	1.	HIGH	Property Tax	Y	Consortium / Intergovernmental / Contractor	

Finance	Finance, Accounting, Treasury, Budget, Payroll, and Reporting	Financial management and accounting for all city operations	CAT-1	M.S. Ch. 275; M.S. Ch. 412	\$688,788	6.5	VERY LIMITED	Property Tax and Interfund Allocations	Y	Contract Out	Cost recovery includes inter-dept charges
Community Development	Planning	Long-term systems planning; comprehensive plan compliance	CAT-1	M.S. Ch. 462	\$432,350	2.2	VERY LIMITED	Property Tax (96%), Fees (4%)	Y	Consultants (overflow only)	Budget combined with Zoning (\$362,490 total).
Community Development	Zoning	Administer zoning codes; health, safety, and welfare	CAT-1	M.S. Ch. 462		See Planning	VERY LIMITED	General Fund	Y	Consultants (overflow only)	
Community Development	Building Inspections	Permitting and inspections of commercial and residential structures	CAT-1	M.S. Ch. 326B	\$1,005,589	5.	VERY LIMITED	User Fees (100%)	Y	Contract / Adjacent City	All inspections consolidated under Building Official
Community Development	Point of Sale Inspections	Inspect single- and two-family residential properties prior to sale	CAT-3		\$154,718	1.5	LIMITED	User Fees (100%)	Y	Consultants / Adjacent City Inspectors	4 FTE is shared: 30% POS / 70% Rental Licensing.
Community Development	Rental Licensing and Inspections	Biennial inspections of all rental properties; IPMC compliance	CAT-3		\$323,453	2.5	LIMITED	User Fees (100%)	Y	Contract Out	4 FTE is shared: 70% Rental / 30% POS
Community Development	Ownership Housing Programs	Loans and resources for home improvements; affordable homeownership assistance	CAT-3		\$1,290,592	1.45	HIGH	Property Tax (48%), Grants (39%), Other (13%)	Y	Consultants / Nonprofit Partners	Operated by HRA. Program deployment capacity is a constraint.
Community Development	Rental Housing Programs (Remodeling)	Loan program for rental housing rehabilitation	CAT-3		\$155,676	0.3	HIGH	EDA / Property Tax (100%)	Y	Consultants / Intergovernmental	
Community Development	Local Housing Assistance	Shallow rent subsidy for working parents with children in Richfield schools	CAT-3		\$176,673	0.15	HIGH	EDA / Property Tax (100%)	Y	Consultants / Added Part-Time Staff	
Community Development	Federal/State Rental Housing Assistance (Section 8)	HUD Housing Choice Voucher Program; Bring It Home MN rental assistance	CAT-3		\$3,309,257	2.3	LIMITED	Federal Grants (HUD / Section 8) — 100%	Y	Metro HRA	Grant-funded; limited local flexibility. Metro HRA assumption identified as viable alternative.
Community Development	Business Service Assistance	Financial assistance and resource connections for local businesses	CAT-3		\$397,730	1.2	HIGH	EDA / Property Tax (100%)	Y	Consultants	
Community Development	Redevelopment	Facilitate private investment; manage redevelopment projects and TIF districts	CAT-3		\$2,989,162	2.	HIGH	TIF / Grants (86%), Property Tax (14%)	Y	Consultants (higher cost/less control)	Budget fluctuates significantly with active TIF projects. RE using consultants-higher cost/less control
Public Safety — Police	Emergency Management	Preparedness for disasters, community events and other emergencies	CAT-1		\$48,660		LIMITED	Property Tax	N	No	
Public Safety — Police	Police Operations	Uniformed patrol, response to calls, community policing, investigations, Sergeants, Command staff, administrative support, records, IT technician	CAT-2		\$12,448,570	57.8	LIMITED	Property Tax / Fines and Forfeitures	N	No	
Public Safety — Police	Environmental Health	Public health coordination; largely grant pass-through	CAT-2		\$1,365,558	6.8	LIMITED	Property Tax / Grants	Y	Contract with another CHB In-house Public Health Give up Community Health Board status, Contract with another CHB such as another municipality, or create a budget to support internal Public Health requirements.	
Public Safety — Police	Specialty Functions	SWAT, K9	CAT-3				HIGH	Property Tax / Grants / Special Revenue	Y	(Identified — see profile)	
Public Safety — Police	Ancillary Roles	Reserve officers, volunteer programs, community outreach roles	CAT-3				HIGH	Property Tax	Y	(Identified — see profile)	
Fire	Emergency Response	Emergency fire and rescue	CAT-2		\$6,396,366	32.	LIMITED	Property Tax	N	No	78% of ~5,100 annual calls are medical.
Fire	Fire Prevention and Inspections	Inspection and enforcement of fire code in commercial and residential properties	CAT-2				LIMITED	Property Tax	Y	Contract or Re-prioritize Staff	
Fire	EMS Response — Basic Life Support (BLS)	Emergency medical first response; BLS only; approximately 78% of annual call volume. Locally chosen service; HCMC holds PSA license for ALS coverage in Richfield.	CAT-2				LIMITED	Property Tax	Y	HCMC ALS coverage is parallel alternative	
Fire	Risk Reduction and Education	Community fire prevention education and outreach	CAT-2		\$10,000		LIMITED	Property Tax	N	No	
Fire	Fire Safety, Training, and Standards	Internal training, certifications, and standards compliance	CAT-2		\$235,363		LIMITED	Property Tax	N	No	
Recreation	Organized Hauling (Solid Waste Management)	Municipal solid waste management through an organized collection system.	CAT-2	M.S. Ch. 115A	\$104,200	0.79	VERY LIMITED	SCORE grants	N	No	
Recreation	Youth/Family FREE Programs	No-cost recreational and enrichment programs for youth and families; equity-focused	CAT-3		\$119,000	1.29	HIGH	Property Tax / Grants	N	No	
Recreation	Adult Programs FREE (Older Adult)	No-cost programs for older adults; social equity and health focus	CAT-3		\$27,400	0.2	HIGH	Property Tax / Grants	N	No	
Recreation	Community Center Operations and Rentals	Operations of the community center facility including building rentals.	CAT-3		\$511,000	3.38	LIMITED	Property Tax / Fees	N	No	
Recreation	Facility Rentals — Fields	Rental of athletic fields for organized leagues and community use	CAT-3		\$38,000	0.35	LIMITED	Property Tax / Fees	N	No	
Recreation	WLNC Facility Operations & Rentals & Grounds Keeping	Operations, maintenance and rentals at Wood Lake Nature Center; 2040 Comp Plan goal	CAT-3		\$484,000	3.	LIMITED	Property Tax / Fees	N	No	
Recreation	Ice Arena Maintenance & Rental	Ongoing maintenance and rink rentals at the municipal ice arena	CAT-3		\$1,292,400	9.05	LIMITED	Property Tax / Fees / Special Rev	N	No	
Recreation	Free School Skate Lessons	Free skating instruction provided to Richfield school students	CAT-3		\$12,000	0.1	HIGH	Property Tax / Special Rev	N	No	
Recreation	Honoring All Veterans Memorial	Maintenance and programming related to the All Veterans Memorial	CAT-3		\$4,300	0.05	LIMITED	Property Tax / Donations	N	No	

Recreation	General Pool Operations	Operations of municipal outdoor pool; strong community reliance	CAT-3		\$512,500	5.39	LIMITED	Property Tax / Fees	N	No	
Recreation	Park Development	Planning and development of park capital improvements and new park assets	CAT-3		\$500,000	0.3	LIMITED	Capital Improvement Fund	N	No	
Recreation	Youth/Family Fee-Based In-House Programs	Fee-based recreational programs for youth/families delivered by city staff	CAT-3		\$37,500	0.2	HIGH	Fees / Property Tax	N	No	
Recreation	Youth/Family Fee-Based Contract Programs	Fee-based programs contracted to outside instructors/organizations	CAT-3		\$45,800	0.2	HIGH	Fees / Property Tax	Y	Private Contract	
Recreation	Adult Fee-Based In-House Programs	Fee-based adult enrichment and recreation programs delivered by city staff	CAT-3		\$53,700	0.4	HIGH	Fees / Property Tax	N	No	
Recreation	Adult Fee-Based Contract Programs	Fee-based adult programs contracted to outside providers	CAT-3		\$72,600	0.2	HIGH	Fees / Property Tax	Y	Private Contract	
Recreation	Adaptive Programming	Inclusive recreation programming for residents with disabilities	CAT-3		\$123,300	0.92	HIGH	Property Tax / Grants / Fees	N	No	
Recreation	Farmers Market	Seasonal farmers market hosted by the city	CAT-3		\$69,000	0.82	HIGH	Fees / Property Tax	Y	Nonprofit/Private Operator	
Recreation	Community Garden	Municipal community garden plots available to residents	CAT-3		\$21,500	0.2	HIGH	Fees / Property Tax	Y	Nonprofit Operator	
Recreation	Special Events	City-organized and supported free community special events and concert series	CAT-3		\$73,900	0.55	HIGH	Fees Sponsors/ Grants / Property Tax	N	No	
Recreation	Facility Rental -- Shelters and Buildings	Rentals of park shelters and other park buildings	CAT-3		\$28,800	0.3	HIGH	Fees / Property Tax			
Recreation	Winter Warming Houses for Outdoor Rinks	Seasonal warming houses at outdoor rinks	CAT-3		\$17,000	0.23	HIGH	Property Tax			
Recreation	Portable toilets	Portable toilet facilities in parks	CAT-3		\$51,700	0.13	HIGH	Property Tax			
Recreation	WLNC Public Programs (incl. Summer Camp)	Public educational and recreational programs at Wood Lake Nature Center	CAT-3		\$119,500	0.77	HIGH	Fees / Donations / Property Tax	Y	Nonprofit/Private	
Recreation	WLNC Private Programming	Activities and events such as birthday parties, scouts, private groups, Community Education	CAT-3		\$55,100	0.3	HIGH	Fees / Donations / Property Tax			
Recreation	WLNC Paid School Programming	School programming on nature and recreation topics	CAT-3		\$50,700	0.85	HIGH	Fees / Property Tax			
Recreation	WLNC RPS Programming	School programming on nature and recreation topics	CAT-3		\$65,000	0.85	HIGH	Fees / Donations / Property Tax			
Recreation	WLNC Volunteering	Coordinate volunteer support/projects	CAT-3		\$16,500	0.1	HIGH	Donations / Property Tax			
Recreation	WLNC Special Events	Fee based special events such as Halloween, New Years Eve	CAT-3		\$17,986	0.13	HIGH	Fees / Donations / Property Tax			
Recreation	Friends of Wood Lake	Provide coordination/support and member benefits and discounts on programs for Friends group raising money for the nature center	CAT-3		\$100,000	0.1	HIGH	Donations / Property Tax			
Recreation	Urban Wildland Half/SK	Fundraiser to help support RPS school visits	CAT-3		\$75,000	0.3	HIGH	Fees / Donations / Property Tax	Y	Private/School Contracts	Consolidates WLNC Private Programming, Paid School Programming, RPS Programming, Volunteering
Recreation	HS and Figure Skate Event Ticket Sales	Admission sales for high school hockey games, figure skating exhibitions, and similar events	CAT-3		\$1,500	0.05	HIGH	Fees / Property Tax			
Recreation	Training Space Rental	Rental of ice time, lobby space, party room(s), and building access Traingin space rental to concessionaire	CAT-3		\$19,000	0.05	HIGH	Fees / Property Tax			
Recreation	Skate Rentals/Sharpening/Goods Sold	Goods for sale to the public during public skate, lessons, school groups, and special events.	CAT-3		\$5,800	0.1	HIGH	Fees / speical rev / Property Tax			
Recreation	Ice Arena Concessions	Operation of concession stand	CAT-3		\$63,250	0.71	HIGH	Fees / Special rev / Property Tax			
Recreation	Public Skate and Events	Open public skating sessions and themed community skating events	CAT-3		\$3,000	0.05	HIGH	Fees / Special rev / Property Tax			
Recreation	Skating Lessons Paid	Group ice skating lessons for youth and adults	CAT-3		\$3,600	0.05	HIGH	Fees / Property Tax			
Recreation	Vets Park Taxable Building Rental	Building rental to concessionaire	CAT-3		\$15,700	0.1	HIGH	Fees / Property Tax			
Recreation	Pavilion and Bandshell Rentals	Rental of Veterans Park facilities	CAT-3		\$48,620	0.3	HIGH	Fees / Property Tax			
Recreation	Pool Lane Rental, Meets and public programming	Pool rental, Public programming and events at the pool	CAT-3		\$69,700	1.85	HIGH	Fees / Property Tax			
Recreation	Pool Concessions	Operation of concession stand	CAT-3		\$81,800	1.01	HIGH	Fees / Property Tax			
Recreation	Sustainability Education and Outreach	Sustainability Education/Outreach, Organics Drop-offs, Recycling Drop-off Events	CAT-3		\$51,800	0.2	HIGH	Grants/Property Tax/Franchise Fees	Y	County/Nonprofit Partner	
Recreation	Organics and Recycling Drop-offs	Periodic events/opportunities	CAT-3		\$21,600	0.01	HIGH	Property Tax / SCORE Grant			
Recreation	City Program Guide and Program Promotion	Production and distribution of seasonal program guide and marketing materials	CAT-4		\$38,000	0.2	HIGH	Property Tax	Y	Private Contractor	
Recreation	Grant Writing and Management	Writing and administering grants for parks/recreation programs and capital projects	CAT-4		\$44,700	0.6	MODERATE	Property Tax / Grants / Franchise Fees	N	No	

Recreation	Internal Sustainability Initiatives	Internal operational sustainability efforts and green initiatives	CAT-4		\$35,800	0.4	MODERATE	Grants / Property Tax / Franchise Fees; approximately \$130,000-\$150,000 funded through SCORE grants	N	No	
Recreation	Department Administration	Administrative management, budgeting, and coordination for Recreation Services dept	CAT-4		\$488,900	1.5	MODERATE	Property Tax	N	No	
Public Works	Street Maintenance Division	Pavement management, street signage, forestry, signal lights, streetlights, snow removal, asphalt patching.	Varies, see services	Varies, see services	\$3,315,230	13.47	Varies, see services	Property Tax	Y/N	Contract	
Public Works	Street/Warning Sign/Traffic Signal Repair	Repair and maintenance of street signs, warning signs, and traffic signals	CAT-1	Federal law; MN MUTCD	Included in Street Maintenance Division	Included in Street Maintenance Division	VERY LIMITED	Property Tax	N	No	Estimated Budget \$305,200; 2 FTE
Public Works	Pavement Marking Painting	Maintain MUTCD required markings and optional markings for effectiveness	CAT-1	Federal law; MN MUTCD	Included in Street Maintenance Division	Included in Street Maintenance Division	VERY LIMITED	Property Tax		No	Estimated Budget \$60,000; 2 FTE; utilize contractors in addition to staff.
Public Works	Public - Private Property Diseased Tree Inspection/Special Assessment	Inspection of diseased trees on private property; special assessment process	CAT-2		Included in Street Maintenance Division	Included in Street Maintenance Division	LIMITED	Property Tax	N	No	Estimated Budget \$57,000; 1 assigned
Public Works	Street Lighting	Operation and maintenance of municipal street lighting system	CAT-2		Included in Street Maintenance Division	Included in Street Maintenance Division	LIMITED	Property Tax / Utility	N	No	
Public Works	Street Plowing	Snow and ice removal from public streets	CAT-2		Included in Street Maintenance Division	Included in Street Maintenance Division	LIMITED	Property Tax	Y	Private Contract	Estimated Budget \$433,000; 26 assigned
Public Works	Sidewalk Plowing	Snow and ice removal from public sidewalks	CAT-2		Included in Street Maintenance Division	Included in Street Maintenance Division	LIMITED	Property Tax	Y	Private Contract	Estimated Budget \$53,000; 4 assigned
Public Works	Trash/Debris (Dumping) Collection	Collection of illegally dumped trash and debris from public spaces	CAT-2		Included in Street Maintenance Division	Included in Street Maintenance Division	LIMITED	Property Tax / Fees	Y	Private Contract	Estimated Budget \$206,400; 2 assigned
Public Works	Road Repair	Routine maintenance and repair of public roadways	CAT-2		Included in Street Maintenance Division	Included in Street Maintenance Division	LIMITED	Property Tax	Y	Private Contract	Estimated Budget \$48,500; 4 assigned
Public Works	Forestry - Boulevard Tree Maintenance	Management and maintenance of boulevard trees on public right-of-way	CAT-2		Included in Street Maintenance Division	Included in Street Maintenance Division	LIMITED	Property Tax	Y	Private Contract	Estimated Budget \$830,000; 5 assigned; utilize contractors in addition to staff (\$400k staff time+ \$300k vehicle charges + \$50k contractor + \$80k trees)
Public Works	Graffiti Removal	Removal of graffiti from public property	CAT-2		Included in Street Maintenance Division	Included in Street Maintenance Division	LIMITED	Property Tax	N	No	Estimated Budget \$21,500; 2 assigned
Public Works	Trail Maintenance	Maintenance and repair of city trail system	CAT-2		Included in Street Maintenance Division	Included in Street Maintenance Division	LIMITED	Property Tax	Y	Private Contract	Included in Road Repair service estimate
Public Works	Median Plantings	Planting, weed removal, woodchip placing in medians on City and County owned roads	CAT-3		Included in Street Maintenance Division	Included in Street Maintenance Division	HIGH	Property Tax	Y	Private Contract	Estimated Budget \$165,000
Public Works	Specialized Training	Training to up keep various licensures: Tree Inspectors, Pesticide Applicators, ISA Certification, CDLA	CAT-4		Included in Street Maintenance Division	Included in Street Maintenance Division	LIMITED	Property Tax	N	No	Estimated Budget \$25,000; Required licenses support CAT-1 activities; training itself is classified as a CAT-4 enabling function.
Public Works	GIS Services/Asset Management	GIS mapping services and infrastructure asset management	CAT-4		Included in all PW Divisions	Included in all PW Divisions	MODERATE	Property Tax	Y	Shared Services/Contract	Estimated Budget \$296,000; 2 assigned/Personnel is spread out amongst all divisions in PW; software costs supported by IT.
Public Works	Park Maintenance Division	Maintain and repair Richfield's 21 park areas that provide space and facilities for leisure activities. Services include maintaining/repairing buildings, play features, turf areas, ballfields, maintenance of trails (including snow removal), trash pick up, courts.	Varies, see services		\$1,799,330	8.67	Varies, see services	Property Tax	Varies	Contract	
Public Works	Park Mowing	Mowing of city parks and green spaces	CAT-2		Included in Park Maintenance Division	Included in Park Maintenance Division	LIMITED	Property Tax	Y	Private Contract	Estimated Budget \$345,600; 4 assigned+ 2 seasonals. Maintaining public parks in a safe and usable condition.
Public Works	Paved Court Maintenance	Maintenance of paved courts in city parks (basketball, tennis, etc.)	CAT-2		Varies	Contracted	LIMITED	Property Tax	Y	Private Contract	Contracted service, varies; included in Park Maintenance Division budget
Public Works	Park Building Maintenance	Maintenance of buildings and structures located in city parks	CAT-2		Included in Park Maintenance Division	Included in Park Maintenance Division	LIMITED	Property Tax	Y	Private Contract	Estimated Budget \$126,800; 2 assigned
Public Works	Play Feature Maintenance	Inspection and maintenance of playground equipment and features	CAT-2		Included in Park Maintenance Division	Included in Park Maintenance Division	LIMITED	Property Tax	Y	Private Contract	Estimated Budget \$101,450; 2 assigned
Public Works	Field Maintenance	Preparation of ballfields for safe play of user groups	CAT-3		Included in Park Maintenance Division	Included in Park Maintenance Division	HIGH	Property Tax	Y	Private Contract	Estimated Budget \$200,000; 3 assigned+2 seasonals

Public Works	Irrigation Maintenance	Repair and replacement of irrigation parts and timers	CAT-3		Included in Park Maintenance Division	Included in Park Maintenance Division	HIGH	Property Tax	Y	Private Contract	Estimated Budget \$15,000; 2 assigned
Public Works	Outdoor Rinks	Flooding of outdoor rinks	CAT-3		Included in Park Maintenance Division	Included in Park Maintenance Division	HIGH	Property Tax			Estimated Budget \$80,000; 6 assigned
Public Works	Park Snow Plowing	Snow removal on park trails and parking lots	CAT-3		Included in Park Maintenance Division	Included in Park Maintenance Division	HIGH	Property Tax	Y	Private Contract	Estimated Budget \$42,000; 8 assigned
Public Works	Ornamental Plantings	Installation and maintenance of planting areas of perennials and annual plants in parks	CAT-3		Included in Park Maintenance Division	Included in Park Maintenance Division	HIGH	Property Tax	Y	Private Contract	Estimated Budget \$12,000; 2 assigned
Public Works	City Events Support	Set up and preparation of public areas for City Events	CAT-3		Included in Park Maintenance Division	Included in Park Maintenance Division	HIGH	Property Tax	Y	Private Contract	Estimated Budget \$25,000; 8 assigned
Public Works	Special Projects -- Parks	Construction aid of public projects. Mostly grading projects	CAT-3		Included in Park Maintenance Division	Included in Park Maintenance Division	HIGH	Property Tax	Y	Private Contract	Estimated Budget \$20,000; 4 assigned
Public Works	Central Garage Division	To procure, maintain, repair and replace all motor vehicles, heavy equipment and attachments used by the City. Maintain equipment so that it performs 24/7/365 and be responsive to emergencies.	CAT-4		\$1,185,780	3 FTE	MODERATE	Internal Service Fund (Central Garage)	Y	Private Contract	Depreciation of \$954,980 is not included in the total amount.
Public Works	Vehicle Maintenance	Maintenance and repair of city fleet vehicles across all departments	CAT-4		Included in Central Garage Division	Included in Central Garage Division	MODERATE	Internal Charges (Central Garage)	Y	Private Contract	Estimated Budget \$1,185,780; 3 assigned
Public Works	Vehicle Purchasing	Procurement of fleet vehicles for city operations	CAT-4		\$1,683,000	1.0 FTE	MODERATE	Property Tax and Internal Charges (Capital)	Y	State Contract	
Public Works	PW Facility Maintenance	Maintenance of Public Works facility and buildings	CAT-4		Included in Central Garage Division	Included in Central Garage Division	MODERATE	Property Tax	Y	Private Contract	Contracted facility maintenance*
Public Works	Engineering Division	Provides planning, design, and construction management support for PW operations, construction and maintenance projects. Conducts plan reviews for permits and developments with a focus on protecting the City's interest in the public right-of-way.	CAT-1	M.S. Chs. 326, 412	\$607,220	6.05 FTE	VERY LIMITED	Property Tax/Project Funds/Municipal State Aid	Y	Private Consultant	While a licensed engineer is required to undertake some services, the engineer is not required to be a city employee under state statute. With that said, larger cities typically have an in-house city engineer. This includes all staff in the Engineering and overall assumed division services (i.e., capital delivery, etc.)
Public Works	Permitting	Review, administration, and inspection of various ROW permits	CAT-2		Included in Engineering Division	Included in Engineering Division	LIMITED	Property Tax	N	No	Estimated Budget \$76,000; 2.5 assigned
Public Works	Redevelopment Review/Inspection	Engineering review and inspection of redevelopment projects	CAT-2		Included in Engineering Division	Included in Engineering Division	MODERATE	Property Tax / Developer Fees	Y	Private Consultant	Estimated Budget \$17,500; 5 FTE +consulting fees. Includes both regulatory review and development-support functions
Public Works	Traffic Control Committee	Transportation planning advisory committee; resident engagement on traffic projects	CAT-4		Included in Engineering Division	Included in Engineering Division	MODERATE	Property Tax	N	No	Estimated Budget \$5,250; 4 assigned+other department staff time
Public Works	Water Utility Division	Operation and maintenance of municipal water system including treatment; towers and wells, and distribution infrastructure	CAT-5B	MN Safe Drinking Water Act; EPA rules	\$4,017,920	10.62 FTE	VERY LIMITED	Water Enterprise Fund	N	No	Annual Budget is reflecting Personal Services and Other Services & Charges only. Depreciation of \$1,366,180, capital outlay of \$2,925,000, and other financing uses of \$685,120 are not included in the total amount.
Public Works	Water Sampling/Reporting	Water quality sampling and state/federal reporting for municipal water system	CAT-5B	MN Safe Drinking Water Act; EPA rules	Included in Water Utility Division	Included in Water Utility Division	VERY LIMITED	Utility Fees	N	No	Estimated Budget \$20,100; 1 assigned
Public Works	Hydrant Repair	Inspection, maintenance, and repair of fire hydrants on water system	CAT-5B		Included in Water Utility Division	Included in Water Utility Division	VERY LIMITED	Utility Fees	N	No	Estimated Budget \$64,200; 2 assigned
Public Works	Utility Locates -- Water	811 locate services for water system infrastructure	CAT-5B		Included in Water Utility Division	Included in Water Utility Division	VERY LIMITED	Utility Fees	Y	Gopher State One Call	Estimated Budget \$141,000; 1 assigned
Public Works	Utility Billing/Meters -- Water	Meter reading, billing, and account management for water utility customers	CAT-5B		Included in Water Utility Division	Included in Water Utility Division	VERY LIMITED	Utility Fees	Y	Private Billing Service	Water Meters Estimated Budget \$57,400; 2 assigned;Utility Billing spread over Water, Sewer, & Storm Utility Divisions
Public Works	Wastewater Utility Division	Operation and maintenance of the municipal sanitary sewer collection system	CAT-5B		\$1,959,490	8.62 FTE	VERY LIMITED	Wastewater Enterprise Fund	N	No	Annual Budget is reflecting Personal Services and Other Services & Charges only. MCEs Charges of \$2,629,750, depreciation of \$298,770, capital outlay of \$1,075,000, and other financing uses of \$93,330 are not included in the total amount.
Public Works	Utility Locates -- Sewer	811 locate services for sanitary sewer infrastructure	CAT-5B		See Water Utility Locates	See Water Utility Locates	VERY LIMITED	Utility Fees	Y	Gopher State One Call	Combined with Water utility locates
Public Works	Sewer Service Inspections	Inspection of sewer service lines; compliance with Met Council requirements	CAT-5B		Included in Wastewater Division	Included in Wastewater Division	VERY LIMITED	Utility Fees	Y	Private Contractor	Estimated Budget \$5,500; 1 assigned
Public Works	Utility Billing -- Sewer	Billing and account management for sewer utility customers	CAT-5B		Included in Wastewater Division	Included in Wastewater Division	VERY LIMITED	Utility Fees	Y	Private Billing Service	Estimated Budget \$239,800; 3 assigned, spread over Water, Sewer, & Storm Utility Divisions

Public Works	Storm Utility Division	Operation and maintenance of stormwater collection infrastructure including street sweeping; state/federal mandate	CAT-1	Federal NPDES; MN stormwater permit	\$1,418,960	2.07 FTE	VERY LIMITED	Stormwater Enterprise Fund	N	No	Annual Budget is reflecting Personal Services and Other Services & Charges only. Depreciation of \$827,470, capital outlay of \$525,000, and other financing uses of \$699,830 are not included in the total amount.
Public Works	Grit Chamber/CB/Sump Cleaning	Cleaning of stormwater grit chambers, catch basins, and sumps; state/federal mandate	CAT-1	Federal NPDES; MN stormwater permit	Included in Storm Utility Division	Included in Storm Utility Division	VERY LIMITED	Utility Fees	N	No	Estimated Budget \$4,200; 2 assigned
Public Works	Stormwater Facility Operation (Taft Flocc/Vets Infiltration)	Operation of stormwater treatment facilities; state/federal mandate	CAT-1	Federal NPDES; MN stormwater permit	Included in Storm Utility Division	Included in Storm Utility Division	VERY LIMITED	Utility Fees	N	No	Estimated Budget \$35,000; 3 assigned
Public Works	Stormwater Pond Maintenance	Maintenance of stormwater ponds; state/federal mandate	CAT-1	Federal NPDES; MN stormwater permit	\$350,000	Contracted	VERY LIMITED	Utility Fees	N	No	Biannual dredging estimate*
Public Works	Utility Locates — Stormwater	811 locate services for stormwater infrastructure; required to prevent injury	CAT-1	Federal NPDES; MN stormwater permit	See Water Utility Locates	See Water Utility Locates	VERY LIMITED	Utility Fees	N	No	Combined with Water utility locates
Public Works	Stormwater Regulatory Compliance	NPDES MS4 permit compliance, reporting, and regulatory management	CAT-1	Federal NPDES; MN Pollution Control Agency	Included in Storm Utility Division	Included in Storm Utility Division	VERY LIMITED	Utility Fees	N	No	Estimated Budget \$87,500; 1 assigned
Public Works	Administer Richfield-Bloomington Watershed Management Organization	Administration of the Richfield-Bloomington WMO as required by state law	CAT-1	M.S. Ch. 103B.211	Included in Storm Utility Division	Included in Storm Utility Division	VERY LIMITED	Utility Fees	N	No	Estimated Budget \$18,750; 1 assigned
Public Works	Water Quality Monitoring	Ongoing water quality monitoring for stormwater system management	CAT-4		Included in Storm Utility Division	Included in Storm Utility Division	MODERATE	Utility Fees	N	No	Estimated Budget \$76,400; 2 assigned+consultant services
Public Works	Public Works Administration Division	Administrative management, budgeting, and coordination for Public Works Dept	CAT-4		\$227,560	2.	LIMITED	Property Tax	N	No	
Public Works	Customer Service/Request for Information	Resident inquiries, service requests, and public data access per MN Data Practices Act	CAT-4		Included in PW Administration Division	Included in PW Administration Division	MODERATE	Property Tax	N	No	
Public Works	Staff Report Creation/Submission	Preparation and submission of staff reports to City Council and administration	CAT-4		Included in PW Administration Division	Included in PW Administration Division	MODERATE	Property Tax	N	No	

Category Key

CAT-1	Statutory / Mandated — required by law; legal penalties if not provided
CAT-2	Core Services — locally deemed essential; elimination would create an immediate crisis
CAT-3	Discretionary / Enhanced — optional; enhances quality of life
CAT-4	Support / Enabling — internal operations that enable other services
CAT-SA	Profit Enterprise — operated for profit; net revenue subsidizes other operations
CAT-SB	Self-Sustaining Utility — break-even; full cost recovery through rates

RICHFIELD ESSENTIAL SERVICES STUDY

A Framework for Understanding Services

A Foundation for Future Decision-Making

City Council Work Session

June 23, 2026

Rapp Consulting Group
Craig Rapp, President

A common language for City services

“Of everything Richfield does, what is the nature of each service — legally required, essential to the community, discretionary, or supporting — and what resources does each represent?”

Classify every service consistently. Attach resources and delivery options. Establish a service classification system.

Why now

Built out

A fully developed, inner-ring suburb with limited options to grow the tax base.

Aging at once

Infrastructure, housing stock, and systems are aging simultaneously, driving multi-year pressure on the property-tax levy.

A Council mandate

Strategic Initiative in the 2023–2026 Strategic Plan: “Establish essential service delivery plan by 2026.”

What this study is — and is not

IT IS

- A consistent classification of every City service
- A mapping of the FTEs, budget, and funding
- An identification of alternative delivery options

IT IS NOT

- A ranking of importance or value of a service
- A recommendation to eliminate or cut a service
- A set of decisions — that belongs to the Council

The classifications describe each service's nature — not its importance.

A team effort, across every department

The RCG team —consultants with years of municipal experience:

Craig Rapp — Principal — framework design & integration

Craig Waldron — Planning, zoning, inspections, housing, redevelopment

Jay Lotthammer — Streets, parks, utilities, recreation, facilities

Scot Simpson — Administration, finance, elections, HR, IT, liquor

Hugo McPhee — Police, specialty functions, fire & emergency response

Three stages of review

1

Document review

Municipal code, state & federal statutes, the 2026 budget, and org charts — an independent check on legal mandate.

2

Service inventory

Departments documented each service: description, budget, FTEs, funding, classifications, alternatives.

3

Structured interviews

Department heads and key staff across all departments, with every borderline call peer-reviewed by the team.

Thank You - Department Heads & Staff

This study was created with the City's department staff, not in opposition to them.

They collaborated with us AND challenged us — correcting and redirecting our thinking more than once. The classifications are more accurate, and more defensible, because of it.

Seven categories, defined by purpose

Code	Category	What defines it	If the City stops providing it...
CAT-1	Statutory / Mandated	Required by federal or state law	Legal or regulatory non-compliance
CAT-2	Core Services	Essential community service residents expect	Core functions fail; expectations disrupted
CAT-3	Discretionary / Enhanced	Enhances quality of life	Service levels decline, operations continue
CAT-4	Support / Enabling	Internal function that enables other services	Support affected; public services continue
CAT-5A	Profit Enterprise	Business-type; generates net revenue	Distinguished by revenue model
CAT-5B	Self-Sustaining Utility	Rate-funded, break-even	Distinguished by funding structure
CAT-5C	Revenue-Generating Regulatory	Above-cost fees — none in Richfield today	Loss of fee / franchise revenue

Each service classified as the City organizes, budgets, and delivers it — keeping a direct link to the inventory, staffing, and budgets.

Legally required is not the same as essential

A service can be **essential** to the community without being **legally required** — and the two answer different questions.

CAT-1 · Legally Required

Exists to satisfy a federal or state legal obligation. Elections · City Clerk · Records · Finance · Planning · Zoning · Building Inspections.

CAT-2 · Essential

Core services residents expect — not primarily a legal mandate. Police · Fire · EMS · Prosecution · Streets · Snow & ice.

Police & Fire are essential — but not legally mandated.

CAT-1 means a federal or state mandate — not a local ordinance, and not a service that simply feels required.

Regulation is not the same as a mandate

A service can be heavily **regulated** without being **required**. The rules that govern how a service runs do not make the service mandatory.

The pool, for example

State law requires certified lifeguards *if* the City operates a pool — but it does **not** require the City to operate a pool. So those regulations don't make the pool a legal mandate.

Regulated — but not required

- Pool operations
- Ice arena concessions
- Food-manager certifications
- Employee training requirements

Heavily governed by rules — none legally mandated

The Test:

“What happens if the City stops providing this?”

One question, asked of every service, sorted them consistently:

CAT-1

Legal or regulatory non-compliance

CAT-2

Core functions fail; community expectations significantly disrupted

CAT-3

Service levels decline — but operations continue

CAT-4

Internal support is affected; public services largely continue

CAT-5

Still important, but defined by its funding or revenue model

Worked example: the outdoor pool

1 **Is it required by federal or state law?** No — the State regulates pools, but doesn't require the City to run one. **Not CAT-1**

2 **Would closing it cause a public-safety or health crisis within 30 days?** No — residents would be disappointed, but there's no immediate crisis. **Not CAT-2**

3 **Does it run as a self-supporting business or utility?** No — it's subsidized, not a break-even or profit operation. **Not CAT-5**

Result

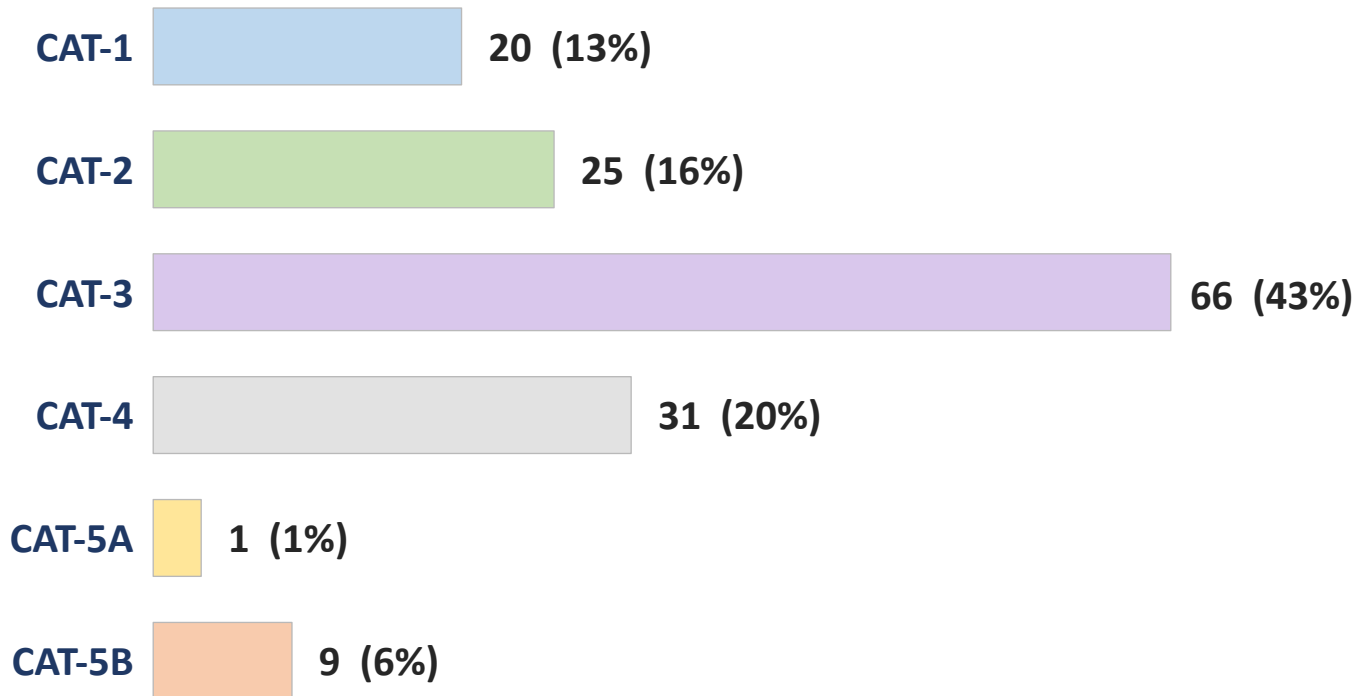
CAT-3

Discretionary — a valued service the Council chooses to provide.

The method used in all 152 classifications —notice: CAT-3 says nothing about how much the pool matters to the community.

Richfield's services, by Classification

152 services · 8 departments · 7 categories



CAT-5C (Revenue-Generating Regulatory): none classified in Richfield.

What it reveals:

- Most services (CAT-3, 43%) are discretionary or enhancement — the broadest area of Council choice
- Only ~13% are legally mandated (CAT-1); core services like Police and Fire are essential (CAT-2), not mandates
- This describes the nature of each service — not its importance

Reading the inventory: Appendix A

City of Richfield, MN · Essential Services Study — Appendix A: Master Service Inventory											
Department	Service Name	Service Description	Category (CAT-1 to CAT-5C)	Legal Citation	Annual Budget	FTEs	Budget Flexibility	Primary Funding Source(s)	Alt. Delivery? (Y/N)	Alternative Delivery Type	Key Considerations / Rationale
Administrative Services	City Clerk (Council Mtgs, Public Notices, Domestic Partnerships)	City Clerk services including council meeting support, public notices, records	CAT-1	M.S. Chs. 13, 13D, 13B, 331A, 412	\$47,872	1.5	VERY LIMITED	Property Taxes	N	No	
Administrative Services	Public Records (Records Mgmt, Ordinances & Resolutions, Data Requests)	Public records management and data practice compliance	CAT-1	M.S. Ch. 13	Incl. w/ Clerk	Incl. w/ Clerk	VERY LIMITED	Property Taxes	N	No	
Administrative Services	Election Administration	Administer city elections	CAT-1	M.S. Chs. 200-211C; 52 U.S.C. Ch. 209	\$328,331	Incl. w/ Clerk	VERY LIMITED	Investment Earnings and Cell Tower Rental	N	No	
Administrative Services	Election Administration — School Board	Administer school board elections by contract	CAT-3		\$69,954	Incl. w/ Clerk	HIGH	Charges to School District	Y	Contract (School District)	
Administrative Services	Passports	Process passport applications	CAT-3		\$169,612	1.7	HIGH	Fees	Y	Private Contract	~7,400 passport transactions/yr.
Administrative Services	Motor Vehicles	Process MV license and tab renewals	CAT-3		\$593,642	5.95	HIGH	Fees	Y	Private Contract	~55,000 DMV transactions/yr.

Color = classification. Each row also carries the service's budget, FTEs, funding source, alternative-delivery potential, and rationale — the resources behind every classified service.

The foundation it creates

The classification is built to be used — a shared starting point for the productive discussions and analysis

Resource & net-cost analysis

Understand what each service truly costs, net of the revenue and fees it generates.

Alternative-delivery evaluation

Weigh shared services, contracts, or regional options where the study flagged them.

Performance & service levels

Set goals and metrics so service decisions rest on evidence, not impressions.

Capital & budget integration

Use the inventory at each budget kickoff and in capital lifecycle planning.

WHAT COMES NEXT

A Classification Study Today

A Foundation for Planning and Decisions tomorrow.

Remember:

“Discretionary” does not mean “unimportant.”
Classifications describe the nature of a service — not its value.

THE PATH FORWARD

June 23 — today: the classification framework and the service inventory.

September 22: the full report, with a deeper review of budget flexibility, resource implications, and alternative service delivery.