



The Axtell Group

BUILDING YOUR BANK OF TRUST



Roseville Police Department Evaluation of Police Resources and Operational Efficiency

May 2025



Prepared By:

The Axtell Group

Todd Axtell, President & CEO

576 Warwick St. St. Paul, MN 55116

theaxtellgroup.com



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Executive Summary

The Axtell Group conducted a comprehensive evaluation of police resources and operational efficiency of the Roseville Police Department (RPD) in 2024–2025. This evaluation was undertaken during a time of transformation in public safety, when law enforcement agencies across the country are being called to adapt to rising service demands, increasingly complex community needs, and growing expectations for transparency, wellness, and accountability. The findings presented in this report reflect both the challenges and successes of a modern police department operating in a dynamic suburban community.

Roseville, Minnesota is a first-ring suburb located in the Twin Cities metropolitan region. With a population of approximately 36,800 residents, Roseville is characterized by its strong commercial base, vibrant park system, and culturally diverse population. The city attracts nearly 14 million visitors annually due in large part to destinations such as the Rosedale Center and the Guidant John Rose Minnesota OVAL. These features make Roseville a regional destination and require the Roseville Police Department to maintain a uniquely responsive, well-trained, and community-focused police service.

The RPD is a professional, well-regarded agency led by Chief Erika Scheider. The department is composed of dedicated, capable, and well-trained employees who demonstrate creativity, compassion, and resilience in their service to the community. The agency continues to maintain high service standards despite being busier than ever. Calls for service, police reports, and the overall complexity of law enforcement responsibilities have grown significantly. While RPD has adapted well, the strain of this growth is being felt across operations, particularly within patrol, investigations, and professional support staff functions.

To support this evaluation, The Axtell Group employed a rigorous, data-informed methodology. This included structured interviews with personnel, a comprehensive document and workload review, an anonymous department-wide employee survey, and direct community engagement. The employee survey, which garnered participation from 50 individuals across ranks and roles, included 46 multiple-choice questions and two open-ended response sections.

“READY-MADE, UNIVERSALLY APPLICABLE PATROL STAFFING STANDARDS DO NOT EXIST. RATIOS, SUCH AS OFFICERS-PER-THOUSAND POPULATION, ARE TOTALLY INAPPROPRIATE AS A BASIS FOR STAFFING DECISIONS.

DEFINING PATROL STAFFING ALLOCATIONS AND DEPLOYMENT REQUIREMENTS IS A COMPLEX ENDEAVOR WHICH REQUIRES CONSIDERATION OF AN EXTENSIVE SERIES OF FACTORS AND A SIZABLE BODY OF RELIABLE, CURRENT DATA.”

HOW MANY POLICE OFFICERS SHOULD A LAW ENFORCEMENT AGENCY EMPLOY?

THE BEST ANSWER: IT DEPENDS.

CPSM

Center for Public Safety Management

<https://www.cpsm.us/police-staffing-standards-are-a-myth-experts-say/>

The employee survey and interviews provided crucial insight into how officers and staff perceive their working environment, the department's operational efficiency and opportunities for growth. Themes that emerged from the survey such as the impact of staffing levels on wellness and training access, support for the department's mission, and suggestions for leadership structure — informed the findings and recommendations presented in this report.

The community's voice was also a central part of the evaluation. Feedback from community meetings, direct engagement with the Roseville Multicultural Advisory Committee (MAC), and interviews with city leaders consistently reinforced public trust in the department while identifying opportunities to further improve community visibility, communication, and equity in service delivery. Importantly, the community voiced support for increased officer wellness, stronger behavioral health partnerships, and adequate staffing to match service expectations.

RPD continues to make strong progress in strategic areas, including grant acquisition, crisis response, officer recruitment, and community outreach. The department secured over \$1.5 million in grants for fiscal years 2024 and 2025, supporting critical areas such as accreditation, crisis response, and evidence management and storage. Programs like the Social Worker Pilot and dedicated retail crime officers at Rosedale Mall have yielded measurable results, enhancing both community safety and operational insight.

However, the evaluation also identified areas where resource constraints are impeding progress. Notably, the patrol deployment model has not been significantly adjusted in more than 20 years, despite rising service demands and operational complexity. The number of officers on duty at any given time is largely unchanged since the early 2000s. Staffing levels in patrol, records, and property and evidence are not scaled to reflect current workloads and responsibilities, which now include longer report writing times, more complex field investigations, behavioral health interventions, expanded legal documentation requirements, and more.

A general theme reported by department staff in the employee survey and during interviews was that the department was understaffed in most positions.

Right: Table shows employee survey results where 94% of respondents felt there were not enough personnel to meet operational demands.

Are the current staffing levels sufficient in your area to meet the operational and service demands of the department?

Answered: 50 Skipped: 0



Yes No No opinion Not applicable to my role

Furthermore, internal functions such as records management, data analysis, and training are under strain. The transition to a county-wide RMS platform has impacted efficiency, while the absence of a full-time training coordinator limits the department's ability to consistently deliver hands-on, interactive learning environments.

While the department meets mandated training requirements, the delivery model often depends on self-directed learning and lacks the structure needed to maximize effectiveness and impact, without significantly impacting daily operations, staffing and deployment needs.

The department is also in the process of seeking accreditation through the Minnesota Law Enforcement Accreditation Program (MNLEAP). This commendable step demonstrates RPD's commitment to excellence but will add further administrative and procedural responsibilities throughout the department at a time when staff capacity is already stretched.

Based on the findings from this evaluation, The Axtell Group has the following recommendations for the department to consider:

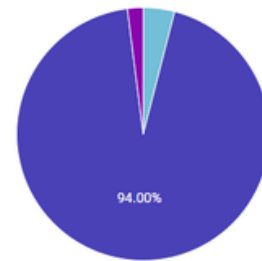
- **Update the Patrol Deployment Model:** Increase patrol staffing levels to better align with current call volume, time-of-day service demands, and increased field complexities. This report includes a potential growth plan.
- **Enhance Supervisory Coverage:** Increase patrol sergeant staff levels to ensure 24/7 patrol sergeant coverage and limit use of the Officer in Charge (OIC) program to exceptional circumstances.
- **Invest in a Full-Time Training Coordinator:** Improve training consistency, record-keeping, and the development of multi-year strategic training plans.
- **Strengthen Records and Property Operations:** Add staffing and specialized supervision in these areas to reduce backlogs and align with national best practices.
- **Increase Technology Support:** Address limitations in the RMS platform and secure dedicated IT support to reduce service delays and internal staff and service disruptions.
- **Build Strategic Staffing Resilience:** Account for long-term absences, leave usage, and collateral duty assignments when calculating functional staffing capacity.
- **Augment Internal Communication and Employee Engagement:** Actively involve employees in organizational decision-making and strengthen communication of department goals utilizing a strategic communication plan.
- **Support Employee Wellness and Morale:** Expand wellness initiatives to support an extremely busy staff and ensure work-life balance remains a guiding consideration in future staffing and deployment models.

A general theme reported by department staff in the employee survey and during interviews was that the department was understaffed in most positions

Right: Table shows the result of a question posed during the employee survey - 94% (47 of 50 respondents) felt the department was frequently understaffed and short of personnel

Are there enough personnel to cover all necessary roles without frequent understaffing?

Answered: 50 Skipped: 0



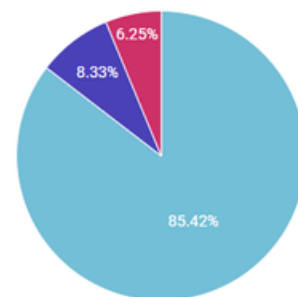
Yes No No opinion Not applicable to my role

Employees consistently reported throughout the assessment that they felt supported by their immediate supervisor(s)

Throughout the assessment, department personnel were supportive of coworkers, supervisors and the department

Do you feel supported by your direct supervisor?

Answered: 48 Skipped: 2



Yes No No opinion Not applicable to my role

The Roseville Police Department is a high-functioning, community-oriented agency that has demonstrated agility, accountability, and professionalism. This evaluation highlights that the department is not just succeeding — it is doing so under increasingly challenging conditions. By addressing key structural and operational pressures, the city and department leadership have the opportunity to ensure that RPD continues to thrive into the future. The findings and recommendations of this report are intended to support that evolution by strengthening the agency's capacity to serve, protect, and lead in an ever-changing public safety landscape.

The Roseville Police Department

Roseville, Minnesota, embodies a unique suburban charm complemented by its close proximity to the bustling cities of Minneapolis and St. Paul. This strategic placement enhances its appeal as a vibrant residential and commercial hub. Home to approximately 36,810 people, Roseville spreads across 13.8 square miles, featuring a blend of residential areas and extensive public parks. The city is celebrated for its large park system, which includes nearly 700 acres of green spaces, such as the Harriet Alexander Nature Center and the Guidant John Rose Minnesota OVAL—the largest outdoor refrigerated ice rink in North America. These parks not only offer recreational opportunities but also play a significant role in community engagement and environmental stewardship.

The Rosedale Center, a major retail destination in Roseville, draws about 14 million visitors annually, bolstering the city's economy through consumer spending and providing numerous jobs. Roseville's demographic diversity enriches the city's cultural fabric and fosters a dynamic community life celebrated through various events and programs.

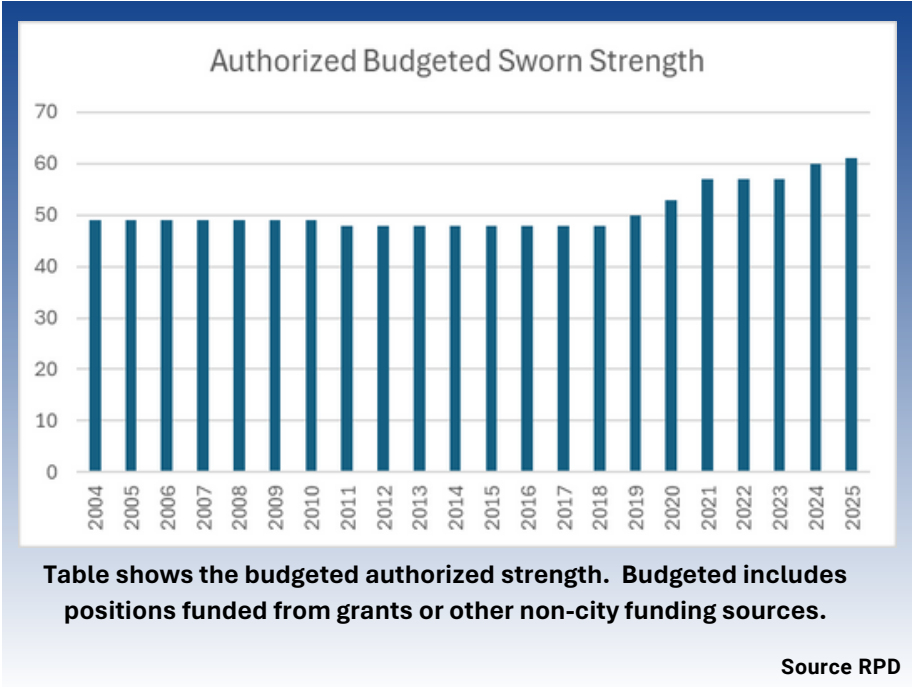
The economic landscape in Roseville benefits from its location at the crossroads of major highways, making it an attractive site for businesses and facilitating easy access to the greater Twin Cities area. This strategic advantage is supported by a robust infrastructure that caters to a mix of retail, service, light industry, and corporate sectors. These elements contribute to a vibrant local economy that exceeds the residential population during workdays, highlighting Roseville's role as a key employment center.

The Roseville Police Department (RPD), under the leadership of Chief Erika Scheider since 2020, upholds the city's safety and public order. The RPD, with a staffing strength of 60 sworn and 15 (as of April 2025) professional support staff, operates across several divisions. These divisions are tailored to address diverse public safety concerns and the complexities of law enforcement within a growing and multicultural urban environment.

RPD's community policing efforts are transparent and active, with many initiatives strengthening ties between the department and the community. The department also employs data-sharing initiatives to aid in transparency and foster an environment of trust and mutual respect among residents.

In 2024, Roseville’s city budget amounted to \$69.6 million, with the police department constituting approximately 17% of this budget. Specifically, police and fire funding represent about 23% of the total city budget, emphasizing the city's commitment to public safety and comprehensive municipal services (see Roseville-Budget-2024)[1].

The city also provides substantial funding to support other critical public welfare functions such as road maintenance and parkland improvements, which are essential for maintaining high standards of living and ensuring community well-being.



Financially, the allocation of nearly \$12 million in 2024 to the police department underscores the prioritization of safety and security in Roseville’s fiscal planning. These funds are crucial in sustaining day-to-day operations and strategic initiatives aimed at enhancing the efficiency and effectiveness of the department.

Roseville stands as a model of how thoughtful urban planning and committed public service can harmoniously blend to create a safe, welcoming, and dynamic community.

The RPD’s dedication to innovation in community policing continues to enhance its capability to meet the evolving needs of its diverse population, securing its reputation as a safe and progressive city for all who live, work, and visit. This dedication not only maintains public trust but also helps to ensure that Roseville remains a top choice for families and businesses looking for a place to call home.

[1] Roseville 2024 Budget available online at <https://cityofroseville.com/DocumentCenter/View/36640/Roseville-Budget-2024>

Roseville Police Department

Evaluation of Police Resources and Operational Efficiency

BENCHMARKING DATA FOR ROSEVILLE EVALUATION OF POLICE RESOURCES AND OPERATIONAL EFFICIENCY, 2025

AGENCY	CITY POPULATION	POLICE DEPARTMENT BUDGET	SWORN STAFFING	PROFESSIONAL STAFFING
Burnsville Police Department	64,857	\$22,280,682	84	21
Minnetonka Police Department	54,500	\$14,731,800	64	14
Edina Police Department	53,342	\$17,287,417	57	31
Maplewood Police Department	40,000	\$12,430,113	56	12
Brooklyn Center Police Department	33,780	\$11,187,701	50	12
Roseville Police Department	35,451	\$13,210,946	60	15
Coon Rapids Police Department	63,514	\$16,395,843	73	11
Fridley Police Department	30,156	\$8,835,100	47	15
St. Louis Park Police Department	50,010	\$13,737,747	63	23
Richfield Police Department	36,284	\$12,799,639	48	17
Eagan Police Department	66,948	\$19,108,700	78	16
Oakdale Police Department	28,300	\$7,104,052	39	10

Table shows benchmark comparison of the Roseville Police Department. Note - approximately \$1.5 million of the RPD budget was funded by non-city funds.

The Axtell Group research team found the RPD is staffed by highly dedicated and well-trained professionals who show exceptional creativity in addressing the expanding demands of their service. Despite the department being busier now than at any previous time—evidenced by metrics such as calls for service, reported criminal incidents, requests for community engagement, and the increasing mandates related to training, police tactics, and reporting,

department personnel have managed to maintain a high standard of service. This achievement speaks volumes about their commitment and capability.

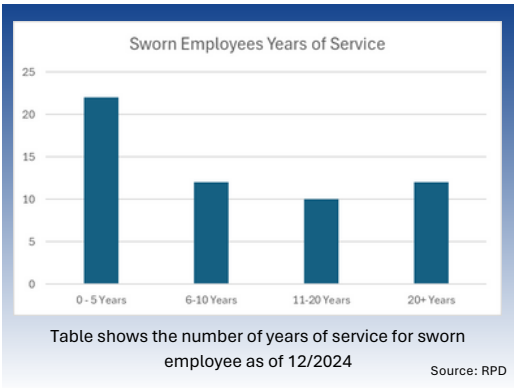
The department has been particularly adept at securing funding from outside sources to bolster its ranks in several critical areas. These areas include responding to people in crisis, tackling auto thefts, and expanding homeless outreach initiatives. Such funding has enabled the department to add staff and enhance its operational capabilities significantly. For instance, efforts like the Rosedale Mall Initiative have not only improved safety and security but have also fostered stronger community relations through proactive engagement. This initiative alone led to a remarkable increase in police service demonstrated through increased incident calls and arrests, highlighting the need for additional resources and likely underreporting criminal incidents.

Furthermore, the department has successfully secured more than \$1.5 million in grants for the fiscal years 2024/2025. These funds support a range of initiatives from enhancing department professionalism through an accreditation grant to expanding evidence storage to accommodate new legal requirements such as the extreme risk protection order. The Social Worker Pilot Program, also funded through these efforts, underscores the department's innovative approach to community policing, integrating social work to better address situations involving individuals in crisis.

The department has made significant strides in recruiting efforts using an expanded intern program, resulting in multiple former interns transitioning into full-time officers. Broader recruiting results demonstrate the department's strong internal culture and the high regard in which it is held, allowing it to also attract lateral candidates who choose Roseville over other potential postings.

Despite these successes, there are areas where the department struggles due to limited agency growth. Patrol staffing levels have remained largely unchanged for more than two decades, increasing by two patrol officers in 2020, despite a consistent and significant increase in service calls and crime rates, and an increase in the time required to handle nearly every type of call for service. Functionally flat staffing in patrol, as well as records and property and evidence, has been additionally strained by the successes of initiatives like the Rosedale retail crime officers and the Community Action Team. The investigative team has been similarly overwhelmed, creating a critical need for expansion.

The current patrol supervisory model also does not align with recommended best practice staffing models and is inadequate when evaluating RPD’s complex service demands and the tenure of front-line employees. This is particularly pertinent in an urban setting where incidents involving weapons and individuals in crisis are more frequent, posing increased risks and complexities.



The remainder of this report will provide a detailed analysis and recommendations for each departmental area, including considerations for adjustments to staffing levels, deployment protocols, and policies to help the Roseville Police Department ensure that it can continue to meet the evolving needs of the community it serves, maintaining safety and efficiency without compromising on the quality of its core police services.

AGENCY	DEPARTMENT GENERAL EMPLOYEES	SWORN EMPLOYEES	PROFESSIONAL STAFF
Burnsville Police Department	105	84	21
Minnetonka Police Department	78	64	14
Edina Police Department	88	57	31
Roseville Police Department	73	60	13
Maplewood Police Department	68	56	15
Brooklyn Center Police Department	62	50	12
Coon Rapids Police Department	84	73	11
Fridley Police Department	62	47	15
St. Louis Park Police Department	86	63	23
Richfield Police Department	65	48	17
Eagan Police Department	94	78	16
Oakdale Police Department	49	39	10

Table shows benchmarking data comparing total employee strength to similar agencies

Budget Detail

The City of Roseville has demonstrated a strong commitment to public safety, evidenced by a significant budget increase. The adopted 2025 police department budget stands at \$13,210,946, marking an increase of \$4,718,917 over the 2021 actual budget. This increase reflects the department's proactive approach to addressing evolving community needs through innovative and comprehensive services.

In response to the increasing complexities of public safety, the department has been particularly resourceful in leveraging community partnerships and other funding sources to launch initiatives that extend beyond traditional police services. These initiatives include proactive auto theft prevention, services for the unsheltered, and long-term solutions for individuals struggling with mental health and/or addiction. These efforts illustrate the department's commitment to enhancing the breadth and effectiveness of its services, ensuring they meet the nuanced demands of the community.

However, while the department has excelled in securing external funding to support certain initiatives, the sustainability of such funding remains uncertain. The reliance on grants and one-time funds, such as the Minnesota Public Aid received in 2023 specifically for public safety enhancements, poses a risk of potential funding discontinuities.

The below cites the values of police-sourced revenues received by the City of Roseville from 2021 to 2025, which have helped offset a substantial portion of the budgetary increases:

- 2021: \$773,870.39
- 2022: \$910,841.62
- 2023: \$2,955,127.31
- 2024: \$1,648,205.42
- 2025: \$1,437,000.00

These figures indicate a strategic utilization of resources, with a peak in 2023 due to one-time state funding, which underscores the department's historic capability to secure and manage significant financial aids for public safety.

Roseville Police Department
Evaluation of Police Resources and Operational Efficiency

Evaluation of the police department budget suggests the police department leadership team should continue to meticulously track the expiration dates of all police-sourced revenue streams, including grants and contracts. Reliance on external funding sources creates fragility to the overall operational plan, which relies on non-city funded FTE's. Proactive measures should be taken to renew these funding sources wherever possible.

In cases where renewal or extension is not feasible, it is imperative for police leadership to collaborate with city leaders to preemptively address any potential funding gaps in future budgets. This strategic foresight will help maintain the continuity of the innovative and essential programs that have been pivotal in enhancing community safety and policing effectiveness in Roseville.

Roseville Police Department
Budget Detail

**Police
Administration**

	2020	2021	2022	2023	2024	\$ Increase	% Increase
	<u>Actual</u>	<u>Actual</u>	<u>Actual</u>	<u>Budget</u>	<u>Budget</u>	<u>(Decrease)</u>	<u>(Decrease)</u>
<u>Police Administration Expenditures</u>							
Personnel Services	\$ 1,019,064	\$ 853,238	\$ 977,143	\$ 1,018,160	\$ 1,097,410	\$ 79,250	7.8%
Supplies & Materials	12,395	18,411	13,130	21,600	25,100	3,500	16.2%
Other Services & Charges	124,918	139,739	155,059	395,750	422,925	27,175	6.9%
Capital Outlay	-	-	-	-	-	-	0.0%
	<u>\$ 1,156,377</u>	<u>\$ 1,011,388</u>	<u>\$ 1,145,332</u>	<u>\$ 1,435,510</u>	<u>\$ 1,545,435</u>	<u>\$ 109,925</u>	<u>7.7%</u>
FTE's	8.00	8.00	8.00	8.40	9.00		

**Patrol
Division**

	2020	2021	2022	2023	2024	\$ Increase	% Increase
	<u>Actual</u>	<u>Actual</u>	<u>Actual</u>	<u>Budget</u>	<u>Budget</u>	<u>(Decrease)</u>	<u>(Decrease)</u>
<u>Police Patrol Expenditures</u>							
Personnel Services	\$ 5,570,990	\$ 6,017,915	6,795,440	6,330,600	6,835,850	\$ 505,250	8.0%
Supplies & Materials	214,542	272,205	340,610	334,500	349,000	14,500	4.3%
Other Services & Charges	455,912	590,532	613,295	651,550	756,754	105,204	16.1%
Capital Outlay	-	-	-	-	-	-	0.0%
	<u>\$ 6,241,444</u>	<u>\$ 6,880,652</u>	<u>\$ 7,749,345</u>	<u>\$ 7,316,650</u>	<u>\$ 7,941,604</u>	<u>\$ 624,954</u>	<u>8.5%</u>
FTE's	38.00	41.00	46.00	48.00	48.00		

**Investigations
Division**

	2020	2021	2022	2023	2024	\$ Increase	% Increase
	<u>Actual</u>	<u>Actual</u>	<u>Actual</u>	<u>Budget</u>	<u>Budget</u>	<u>(Decrease)</u>	<u>(Decrease)</u>
<u>Police Investigations Expenditures</u>							
Personnel Services	\$ 481,186	\$ 439,503	\$ 369,166	\$ 1,325,000	\$ 1,401,250	\$ 76,250	5.8%
Supplies & Materials	19,385	26,175	19,016	40,500	38,000	(2,500)	-6.2%
Other Services & Charges	16,618	21,988	23,298	26,600	41,200	14,600	54.9%
Capital Outlay	-	-	-	-	-	-	0.0%
	<u>\$ 517,189</u>	<u>\$ 487,666</u>	<u>\$ 411,480</u>	<u>\$ 1,392,100</u>	<u>\$ 1,480,450</u>	<u>\$ 88,350</u>	<u>6.3%</u>
FTE's	9.00	10.00	10.00	10.00	10.00		

**Community
Services**

	2020	2021	2022	2023	2024	\$ Increase	% Increase
	<u>Actual</u>	<u>Actual</u>	<u>Actual</u>	<u>Budget</u>	<u>Budget</u>	<u>(Decrease)</u>	<u>(Decrease)</u>
<u>Police Community Services Expenditures</u>							
Personnel Services	\$ 162,285	\$ 105,432	\$ 127,086	\$ 145,940	\$ 212,100	\$ 66,160	45.3%
Supplies & Materials	3,428	5,201	9,676	10,600	10,600	-	0.0%
Other Services & Charges	3,195	1,690	3,702	16,735	31,735	15,000	89.6%
Capital Outlay	-	-	-	-	-	-	0.0%
	<u>\$ 168,908</u>	<u>\$ 112,323</u>	<u>\$ 140,464</u>	<u>\$ 173,275</u>	<u>\$ 254,435</u>	<u>\$ 81,160</u>	<u>46.8%</u>
FTE's	3.00	2.50	2.30	1.80	2.00		

Source: City of Roseville 2024 Budget available at
<https://www.cityofroseville.com/DocumentCenter/View/36640/Roseville-Budget-2024>

Minnesota Law Enforcement Accreditation Program

The Roseville Police Department has officially embarked on the path to achieving accreditation through the Minnesota Law Enforcement Accreditation Program (MNLEAP). This strategic move is driven by a commitment to reach and maintain the highest standards of law enforcement service. To facilitate this important process, the department has successfully secured grant funding to hire an accreditation manager, who will lead the effort to align the department's policies and operations with MNLEAP's rigorous standards.

The accreditation process will add responsibilities to most positions in the department – which are already operating at or beyond their capacity. This commitment to becoming accredited, while admirable, will impact staff capacity and was considered in this evaluation of the department's available resources and operational efficiency.

Benefits of Accreditation

The pursuit of MNLEAP accreditation is not just a ceremonial marker of compliance; it carries substantial benefits that permeate various facets of the RPD's operations. Accreditation acts as a powerful testament to the department's dedication to best practices in law enforcement. It publicly affirms the department's dedication to procedural justice, ethical conduct, and active community engagement, all of which are fundamental to building and maintaining public credibility.

Aligning with MNLEAP standards serves as an effective risk management strategy, helping to mitigate potential operational risks and future legal liabilities. This proactive approach safeguards both department personnel and the broader community, promoting a safer environment for all.



The accreditation process itself is a catalyst for continuous improvement. It instills a culture of self-reflection and constant enhancement, encouraging the department to regularly assess and refine its practices and policies. This ongoing evolution is critical in responding adaptively to the dynamic demands of law enforcement and to community expectations.

Lastly, achieving accreditation is a mark of professional excellence, placing the RPD at the forefront of law enforcement performance in Minnesota. It signals a steadfast commitment to advancing the quality of policing, not just within the confines of the department but across the state, setting a benchmark for other agencies.

The Path to Accreditation

The accreditation process began with the formal decision by the department's Chief Law Enforcement Officer to pursue this esteemed status, followed by the submission of a letter of intent and a comprehensive application to the Minnesota Chiefs of Police Association. With these steps, the department set into motion a detailed self-analysis to ensure that its operations comply with MNLEAP's standards.

Key to this process is the role of the accreditation manager, whose responsibilities include coordinating all accreditation-related activities. This includes overseeing a thorough review of current policies and procedures, ensuring they meet the accreditation standards, and guiding the department through necessary revisions or the development of new policies.

An organized and accessible documentation system is essential, as it houses the evidence of the department's compliance with the standards. This system not only supports the department's efforts during the accreditation process but also serves as a crucial resource during the MNLEAP on-site assessment.

Staff involvement is critical, necessitating regular training sessions and updates to ensure all personnel are informed and engaged in the accreditation efforts.



These activities are pivotal in maintaining transparency and accountability within the department.

Prior to the official on-site evaluation by MNLEAP, the department may also conduct a mock assessment.

The MNLEAP Accreditation process evaluates and measures hundreds of department processes, standards, policies and procedures through a digitized file maintained by the department.

This preliminary step is instrumental in identifying any areas of non-compliance and allows the department to make necessary adjustments before the final assessment.

The accreditation process culminates with the on-site assessment, where a team of MNLEAP assessors will meticulously review the department's adherence to the established standards through document inspections, staff interviews, and direct observations of day-to-day operations.

By embarking on the MNLEAP accreditation process, the RPD is making a commitment to excellence in law enforcement. This initiative not only enhances the department's operational capabilities but also significantly contributes to the safety and quality of life in the community it serves. Achieving and maintaining accreditation will mark a significant milestone in the department's ongoing journey towards excellence in policing.

"In a 2020 update from the DOJ's Office of Community Oriented Policing Services (COPS Office), accreditation was emphasized for its role in improving law enforcement and building community trust."

Source:

[https://www.justice.gov/opa/page/file/1343021/dl?](https://www.justice.gov/opa/page/file/1343021/dl?utm_)
[utm_](https://www.justice.gov/opa/page/file/1343021/dl?utm_)



Source - <https://www.cityofroseville.com/17/Police>

The Research Process

The Axtell Group (TAG) used a data-driven approach to understand the department's alignment with statutory requirements, community expectations, and current demands for police services. This review incorporated quantitative and qualitative data collection, analysis, and community engagement to produce a robust understanding of the department's capabilities and areas for improvement. Below is a detailed description of each phase of the research process, including the addition of a specifically designed employee survey.

Research Process Overview

1. Conceptualization

TAG collaborated with RPD leadership and city officials to establish clear objectives for the assessment. The primary focus was to evaluate the department's structure, operational effectiveness, and community impact.

2. Design and Planning

The research team developed a framework for the assessment, identifying key performance indicators that reflect the department's operational capacity. This included response times, crime rates, community engagement levels, and other department materials/documents/metrics.

3. Data Collection

Empirical Data Gathering

- **Interviews:** TAG conducted structured interviews with RPD personnel across various ranks, including command staff, frontline officers, and professional staff to gather insights into their daily operations and challenges.
- **Community Engagement:** The team hosted community meetings to collect feedback from residents, focusing on their perceptions and experiences with the RPD.

- **Document Review:**

Comprehensive analysis of RPD documents, including policy manuals, training records, and operational data, provided a deeper understanding of the department's practices.

- **Employee Survey:** TAG designed and administered a specialized survey to all RPD employees to gauge their perspectives on internal operations, workplace culture, and department leadership. A total of 50 employees completed the survey, offering valuable insights that were crucial for the assessment.



4. Data Analysis

Using both the qualitative information from interviews and community feedback, and the quantitative data from the employee survey and documented reports, TAG applied statistical and thematic techniques to identify trends, patterns, and anomalies in RPD's operations.

5. Evaluation and Synthesis

The collected data was evaluated against established best practices in law enforcement and benchmarked with similar-sized departments to assess RPD's effectiveness and efficiency.

6. Reporting and Recommendations

TAG compiled the findings into this report to detail assessment results, highlight areas of strength, and identify critical areas for improvement. This report also includes strategic recommendations tailored to enhance RPD's service delivery and community relations.



7. Dissemination

This final report was presented to city and police department leaders, providing them with actionable insights and a roadmap for future development.

This research-centered approach not only underscored the complexities of providing policing services in a diverse urban setting but also highlighted the importance of continuous improvement and community-centered policing strategies.

Through this assessment, TAG hopes to support the department's culture of transparency and accountability, ultimately contributing to further improving public safety outcomes, employee safety, employee retention and enhanced community trust.

- The assessment team evaluated more than 350,000 lines of spreadsheet data
- Approximately 50 employees were interviewed
- More than 300 pages of policy were reviewed
- Several community events and external stake-holder meetings held



The Community's Voice

The Axtell Group research team began its community engagement process by first understanding the prior work conducted by the City of Roseville. This included the comprehensive research outlined in the Roseville Community Aspirations Report (Envision Roseville) and community surveys[2]. This provided a foundation of understanding of the community the Roseville Police Department serves[3].

The Envision Roseville Final Report (November 2023) clearly reflects a community-wide aspiration for a public safety model grounded in trust, compassion, and proactive engagement. Residents want to live in a city where all individuals feel safe and respected, and where the police department prioritizes meaningful community relationships, especially with underrepresented and marginalized populations. Programs like the Community Action Team, embedded social workers (now funded city employees as of April 2025), and initiatives such as “Letters Instead” have been positively received and are seen as steps in the right direction toward a more holistic approach to policing.

However, while these aspirations are commendable and many initiatives are underway, the current supervisory model and patrol staffing levels within the Roseville Police Department are not structured to fully realize the community’s vision. The department continues to operate a limited number of frontline supervisors. This supervisory model, combined with the department’s current patrol strength, results in a predominantly reactive style of policing – and not one where long-term or permanent solution finding can be a part of daily call response. Officers often have limited capacity for the kind of sustained, proactive, and relationship-based engagement that the community has voiced strong support for.

This report details how the city and department can move closer to the community’s articulated vision. The department must be resourced not only to meet immediate calls for service but to invest time in preventative outreach, problem-solving partnerships, and trust-building activities. Without adjustments to the supervisory structure and increased staffing levels to support proactive fieldwork, the department will continue to be constrained in its ability to fully deliver the inclusive and preventative public safety model that Roseville residents desire.

[2] <https://www.cityofroseville.com/DocumentCenter/View/36441/Final-Envision-Report>

[3] <https://www.cityofroseville.com/3687/Envision-Roseville>

The City of Roseville leadership embarked on the development of a 2025 strategic plan. The core values embodied by the City of Roseville were considered and incorporated into the recommendations of this report.

Source: RPD



To build upon and update information gleaned and reported by the city, TAG conducted additional and focused community engagement to strengthen the cornerstone of the research methodology. Recognizing the importance of diverse community perspectives in evaluating the effectiveness of the department's community relations efforts, TAG undertook several initiatives to integrate the community into the assessment process:

1. Community Feedback Program Evaluation

TAG reviewed the existing community feedback mechanisms within the RPD to understand how the department gathers and responds to community concerns. This evaluation helped identify areas where the department could enhance its responsiveness and engagement strategies.

2. Community Meeting Engagement

TAG hosted a community meeting designed to bring together a broad spectrum of stakeholders. The meeting included representatives from local businesses, educational

Community feedback meeting hosted by TAG, March 4, 2025



institutions, residential groups, religious organizations, and non-profit entities. The discussions in this meeting provided invaluable insights into the community's perception of public safety and expectations from the police service.

3. Targeted Interviews

To deepen the understanding of the community-police relationship, TAG conducted interviews with community leaders, including elected and appointed officials. These interviews offered a more nuanced view of the community's priorities and challenges in relation to policing.

4. Specialized Committee Interaction

The assessment also included a roundtable discussion with the Roseville Multicultural Advisory Committee (MAC). This interaction was crucial in gauging the effectiveness of the department's efforts to address the needs of culturally diverse groups within Roseville.



Community feedback
meeting hosted by TAG,
March 4, 2025

Each of these engagement efforts significantly enriched TAG's assessment, providing a well-rounded view of the community's interaction with and expectations of the RPD. The information gathered from these engagements was instrumental in shaping TAG's recommendations in this report, ensuring that recommendations are reflective of and responsive to the community's desires.

The RPD's dedication to engaging with and understanding its community was evident throughout this assessment. Such commitment is commendable and was reflected in TAG's commensurate approach to ensuring that the community's voice was heard and integrated into the research and findings. The mutual commitment of the RPD and the community underscores a shared goal of enhancing public safety and trust, making Roseville a model for community-centered policing.

Community feedback has been categorized into five thematic sections:

- The strengths of RPD
- Suggested areas of enhancement
- Leadership assessment
- General feedback
- Additional suggestions for improvement

1. Strengths of the Roseville Police Department

Community Engagement: The RPD has been effective in fostering authentic community relations through the presence of its officers at public events, which enhances the community's sense of safety. The establishment of the Community Action Team and strong collaborations with educational institutions are particularly noteworthy, reflecting a commitment to proactive community involvement.

Trust and Transparency: The department has succeeded in building trust within the community through consistent efforts toward transparent communication and inclusive engagement practices. These actions have been pivotal in ameliorating historical mistrust, with a focus on equity in law enforcement practices.

2. Suggested Areas of Enhancement

Staffing and Training: Feedback indicated a critical need for the RPD to address existing staff shortages, particularly in specialized roles such as detectives. There is also a pronounced demand for enhanced training focusing on disability awareness, mental health, and cultural understanding to better equip officers to serve a diverse community.

Communication and Visibility: TAG received community suggestions that the RPD improve the dissemination of information about police activities and crime data through community newsletters and online dashboards for important department metrics. Community members also expressed wanting increased officer visibility and interaction during non-enforcement activities.

3. Leadership Assessment

Effective Leadership: RPD leadership is highly regarded for its proactive and visible role. Community members appreciate the strong partnerships with local schools and organizations, highlighting the leadership's commitment to resourcefulness, supportive engagement, and building trust.



Multicultural Advisory
Committee Meeting hosted
by TAG - March 6, 2025

4. General Feedback on RPD

Policing Approach: The RPD's approach to policing, characterized by dignity and empathy, has been well received. There is a strong desire among residents for the department to continue emphasizing the humanization of law enforcement personnel and to continue its proactive approach to crime resolution.

Suggested Focus Areas: Community members recommended continued enhancements in communication, greater community involvement, expanded implicit bias and mental health training, and improved efficiency through data analytics.

5. Additional Suggestions and Feedback

Community Relationships and Appreciation: TAG received feedback about the importance of sustaining and enhancing relationships with educational institutions and the broader community. Encouraging partnerships with social workers and other community resources to address crime was also highlighted.

Officer Well-being: Promoting the well-being and career satisfaction of police officers is a priority, with suggestions including the implementation of wellness programs and the recruitment of a more diverse workforce to better reflect the community's demographic makeup.

Accessibility of Crime Data: Community members expressed a desire for better access to crime data, suggesting that such information should be readily available through multiple platforms to ensure transparency and enhance community awareness.

Adequate Staffing for Effective Policing: There was a strong desire for the RPD to be adequately staffed to not only respond to calls for service efficiently but also to prevent crimes, hold offenders accountable, and provide lasting solutions to chronic crime challenges.

High Standards and Supervision: The community emphasized the need for the RPD to police according to the highest standards of professional law enforcement and to maintain adequate supervision to lead officers effectively in their duties.

Summary of Themes from Community Meetings

Experience with RPD Leadership and Frontline Officers: Both the leadership and frontline officers of the RPD are noted for their proactive, visible, and engaging roles within the community. Their efforts have fostered positive relationships, particularly School Resource Officers and the Community Action Team.

Trust in RPD: Trust has been established through effective communication, active and authentic community involvement, and a transparent approach, addressing the historical mistrust of law enforcement through equitable practices.

Strengths and Areas for Enhancement: The RPD's strengths include its robust community engagement and empathetic policing approach. However, there are areas for growth such as addressing staffing shortages, increasing training in sensitivity and diversity, and improving communication and visibility within the community.

Focus Areas for Further Development: Community feedback recommended enhancing internal and external communication strategies, providing continuous training for mental health and implicit bias, expanding community-based teams, utilizing data analytics for resource management, and increasing the diversity of the police department.

Additional Community Suggestions: Community members suggested maintaining strong relationships with educational and community organizations and focusing on officer well-being and career development.

These synthesized recommendations are intended to inform ongoing strategies for community engagement and organizational improvement within the RPD. The collected feedback should be used as a foundational element for future policy adjustments and initiatives aimed at enhancing public confidence and trust in law enforcement.

FINDINGS AND RECOMMENDATIONS

The following sections present the findings and recommendations resulting from The Axtell Group's assessment of the Roseville Police Department. These sections are organized by each of the department's primary operational areas. Within each area, The Axtell Group research team has identified key observations and developed targeted recommendations for the city and the police department to consider. These recommendations are grounded in best practices, data analysis, and input from department personnel. The goal of the recommendations is to provide city and department leaders options as they look to enhance efficiency, sustainability, and service delivery across the organization.



Administration

Division

Employee Staffing Levels/Leave Benefits Analysis

The Axtell Group research team analyzed several RPD personnel data metrics to understand the potential impact of current staffing levels, absences, and separations on operational effectiveness. Analysis revealed that the department averages seven long-term absences annually due to on-duty injuries, FMLA leaves, and military obligations. Additionally, the department experiences an average of 7.2 separations per year, with peaks of nine employees in 2022 and 2024.

Recent national trends, beyond Roseville, have intensified the challenges associated with law enforcement staffing. Agencies across the country are experiencing higher-than-usual levels of attrition due to a combination of factors, including early retirements, career changes, and resignations. These trends accelerated significantly in the wake of the COVID-19 pandemic and the societal and professional impacts following the death of George Floyd.

The policing profession has faced increased scrutiny, shifting public expectations, and growing demands for transparency and reform—all of which have contributed to recruitment difficulties and retention concerns. Roseville is not immune to these broader dynamics, and like many departments nationwide, must now manage the dual pressures of maintaining core service delivery while adapting to an evolving workforce landscape.

Minimum Continuous Service Time Required From Date of Employment	Annual Vacation Hours	Vacation Days per Year (12-hour days)
Less than 5 Years	80	6.67
5 years or more but less than 10	120	10.00
10 years or more but less than 11	128	10.67
11 years or more but less than 12	134.4	11.20
12 years or more but less than 13	144	12.00
13 years or more but less than 14	153.6	12.80
14 years or more	160	13.33

TABLE SHOWS THE ANNUAL VACATION HOURS ACCRUED AND THE EQUIVALENT NUMBER OF VACATION DAYS, CALCULATED BASED ON A 12-HOUR WORKDAY, SEGMENTED BY DIFFERENT TIERS OF SERVICE YEARS.

SOURCE RPD

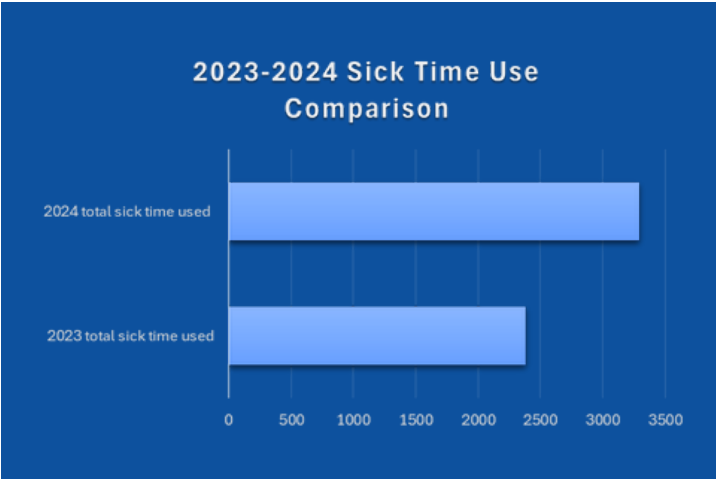
The RPD has experienced officer separations having officers leave for other departments but also to leave law enforcement altogether seeking a better work-home life balance. Separated employees have shared that they were leaving to find a schedule that allowed them to be more active participants in their kid’s activities, family holidays, and a more flexible work schedule.

Despite the challenges of staffing shortages and increased turnover, the Roseville Police Department has worked tirelessly to provide consistent and trusted service to the community. However, this level of performance has come at a cost to the department’s personnel. Employee separations and long-term absences have placed significant strain on remaining staff, who are often required to absorb additional duties and responsibilities to maintain service levels. This strain is compounded by a staffing model that has remained largely unchanged for the past two decades, offering little redundancy across most roles. As a result, the sustained demand on a limited workforce has impacted employee wellness and contributed to mounting fatigue within the organization.

The management of employee sick time and other leave benefits has emerged as a critical challenge for law enforcement agencies, including the RPD. TAG’s analysis, which utilized data from the Year-To-Date (YTD) sick hours transactions for 2023 and 2024, underscores the significance of integrating comprehensive leave management into the department's staffing strategy. This integration is essential to maintaining uninterrupted and efficient law enforcement coverage and service levels for the city.

Data Overview: In 2023, the RPD reported a total of 2,531.25 sick hours used by department staff, averaging approximately 56.25 hours per employee for the year. This figure rose in 2024 to 3,286.85 sick hours, with an average of 64.45 hours per employee. These numbers not only reflect the direct impact of health on workforce availability but also suggest a growing trend in sick leave usage, possibly indicating broader health and wellness challenges within the department or the intense pressures associated with law enforcement duties.

Complexities in Leave Management: The department's capacity to effectively absorb these absences is complicated by a variety of types of leave, including scheduled vacations, planned and unplanned family leave, long-term injuries, and military deployments.



Roseville Police Department

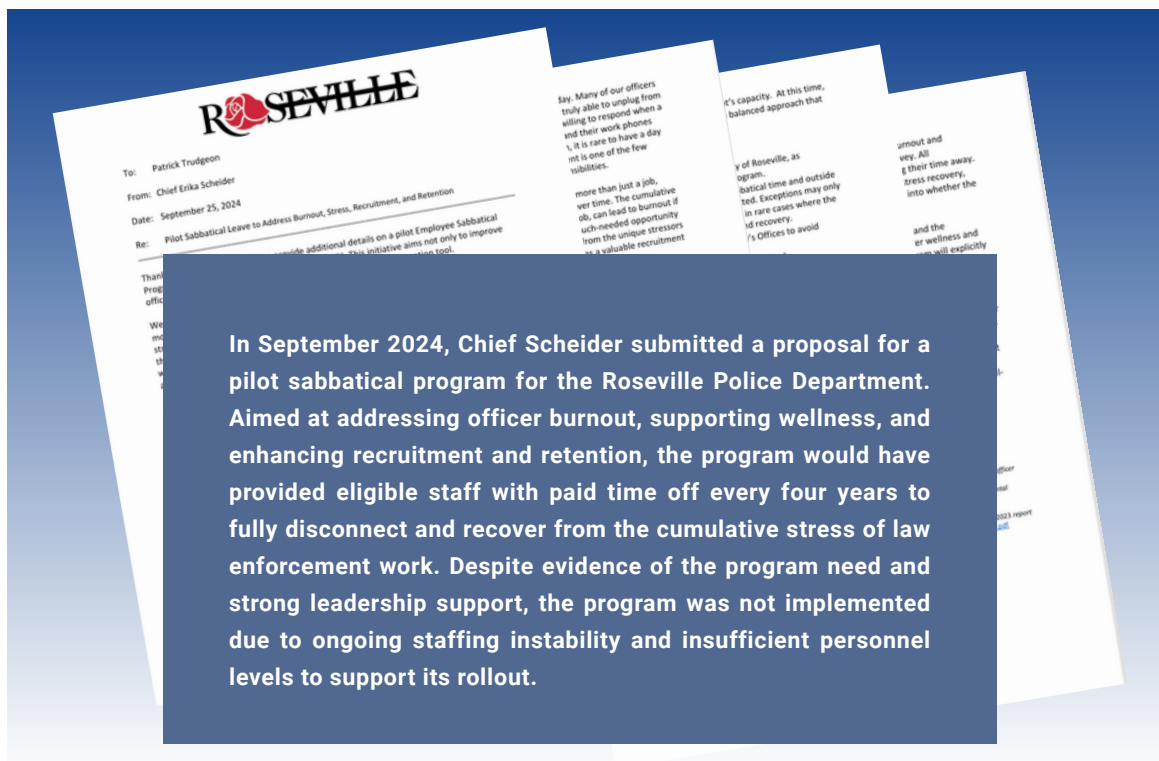
Evaluation of Police Resources and Operational Efficiency

Different types of leave add layers of complexity to maintaining adequate staffing levels, necessitating robust planning and forecasting to ensure operational efficacy and responsiveness.

Adding to these complexities is the upcoming changes in Minnesota's leave policies, set to take effect on January 1, 2026, which will introduce new paid family and medical leave (PFML) requirements. The new PFML will provide up to 20 weeks of paid leave per year for family and medical reasons, which are expected to significantly impact the department's staffing dynamics. This change necessitates substantial financial and operational planning, as it represents a significant increase in the potential duration and number of absences that the department must manage.

It's important to note that the City of Roseville has already implemented the policy of providing six weeks of paid family leave under several provisions. The department has found that employees are often extending this six weeks of city leave to up to 12 weeks leave using vacation and sick time. This has proven to already be impactful – absent the pending 20 week requirement.

Collective Bargaining and Leave Policies: Furthermore, each department employee (except the chief of police) is represented under collective bargaining agreements that dictate specific leave parameters relating to vacations and holidays. These agreements are crucial for a comprehensive understanding of the leave landscape, influencing how leave is accrued, taken, and compensated.



Recommendations

Given these complexities, the RPD and the city leadership should consider the following strategic measures:

Enhanced Forecasting and Staffing Models: Develop predictive models (where possible) that consider various leave types and their impact on staffing levels to ensure continuous coverage can be achieved and consistent service levels delivered.

Note - This may not be possible with many types of leaves including employee injury and unplanned FMLA. Labor contracts may also limit staffing options. Because of these limitations, The Axtell Group research team factored leave considerations into staff level recommendations.

Flexible Staffing Strategies: Implement adaptive staffing strategies that can accommodate sudden fluctuations in workforce availability.

This may include cross-training personnel, temporary reassignment of non-front line staff, employing reserve or part-time non-sworn staff, and exploring shared services with neighboring jurisdictions.

Health and Wellness Programs: Continue to invest in programs aimed at reducing the incidence and duration of sick leave, which could foster better health outcomes and lower sick time usage.

Regular Review of Leave Policies: Continuously update leave policies in response to changing state laws and collective bargaining agreements, aligning them with both operational needs and employee rights.

Stakeholder Engagement: Maintain an ongoing collaborative dialogue with employees, union representatives, and community stakeholders to best ensure transparency and fairness in leave policies and staffing plans.

Conclusion

The convergence of high sick leave usage, regular staff separations, and forthcoming state-mandated leave benefits stresses the need for the RPD to enhance its staffing strategy significantly. By proactively addressing these challenges, the department can bolster its resilience, adaptability, and ultimately, its effectiveness in meeting the public safety needs of Roseville, ensuring that operational efficiency and service quality are not compromised.

Department Command Structure

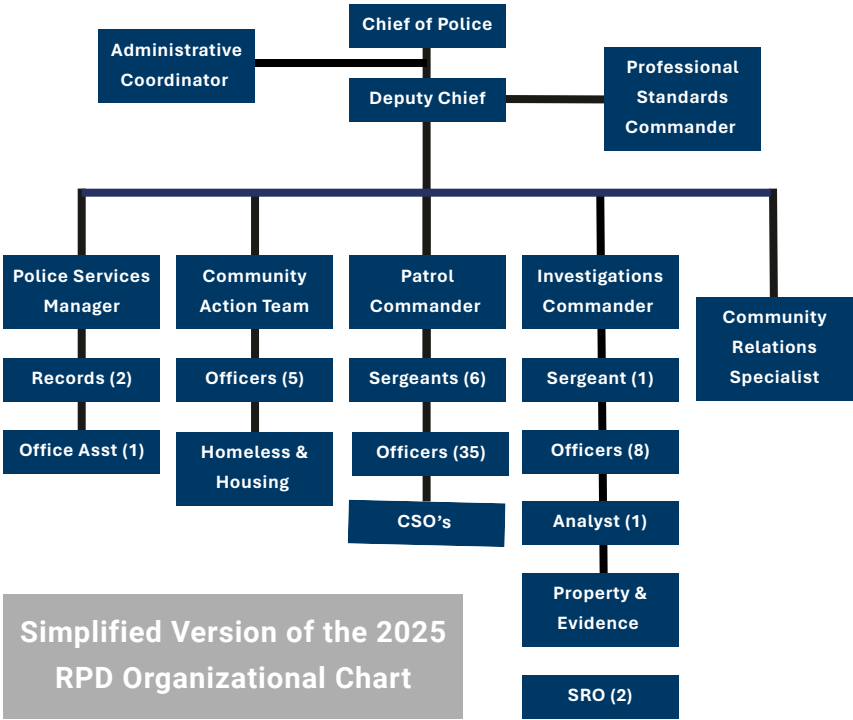
The Axtell Group research team reviewed job duties, work products, span of control, department priorities, and conducted employee interviews. This review included a comprehensive review of command responsibilities. Analysis revealed significant insights into the department's administrative operations, particularly following a recent restructuring of the leadership hierarchy.

As part of an effort to enhance leadership efficiency and manage an increasing administrative workload, the department recently redefined the roles of its lieutenants, transitioned them to the title of commanders, and introduced an additional commander role focused on professional standards.

This change was made to better equip the department to handle the growing complexity of administrative duties, evolving service demands, state and legal mandates, accreditation, and the integration of new technology programs.

TAG's evaluation of current command responsibilities more than supported the addition of the newly created commander position. This position will assist and expand leadership's ability to conduct long-range planning, assess and evaluate daily department performance to make timely adjustments to staffing, policy, procedures, trend information, and community needs.

At the time of this assessment, the specific responsibilities and tasks for the newly added commander position were still being refined as part of a transitional phase in the department's administrative structuring. The assessment team included this new role in the overall departmental evaluation to understand its impact and effectiveness in supporting the goals of the department.



Overall findings pointed to several challenges within the administrative and support functions of the department, which are detailed in this report. These challenges highlight areas where further adjustments and enhancements are necessary to ensure that the department's leadership restructuring translates into tangible improvements in operational efficiency and service delivery.

Additionally, the department's accreditation initiative will create additional command oversight responsibility that logically fits in the newly created professional standards commander position.

Recommendations

Restructure Command Workflow and Job Roles: Continue to analyze current command workflows and job roles to optimize work distribution and administrative efficiency. Adjust responsibilities to match departmental needs and employee capabilities.

Streamline Administrative Tasks: Allocate administrative tasks more efficiently by leveraging the department's administrative coordinator role (established in 2022) to manage workload and improve focus on strategic initiatives.

Develop and Communicate a Plan that Operationalizes the Department Mission: TAG recommends that the RPD consider developing a comprehensive departmental operational plan that outlines clear guidance for all levels of the organization on how to operationalize its mission,

"To safeguard the community, protect life and property, reduce crime, and enforce the law impartially, while providing outstanding service and working in partnership with the community to keep Roseville safe."

Leadership Team Development Plan: The RPD should consider engaging an executive leadership development resource to help the executive leadership team translate its vision and mission into actionable strategies, enhancing operational efficiency across its divisions, and refining communication methods to ensure that frontline staff are fully informed of the department's strategic direction. The primary focus of this recommendation is to help the RPD executive leadership team operationalize the department's mission and vision with alignment toward their core objectives, ultimately leading to more effective policing and community engagement.

This plan should include specific strategies, objectives, and measurable goals that align daily operations to the overarching mission. Additionally, it should provide actionable steps for each unit and supervisor within the department to ensure that their activities consistently support and reinforce broader department direction. This strategic approach will facilitate a unified effort across the department to effectively implement the mission and enhance the safety and well-being of the Roseville community.

Additionally, there may be an opportunity to align specific department planning with the ongoing City's strategic planning process to compliment and achieve identified city aspirations[4].

Table reflects responses provided in the employee survey regarding their ability to take time off.

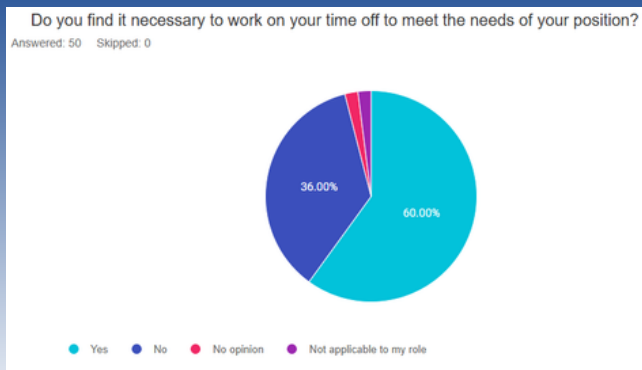
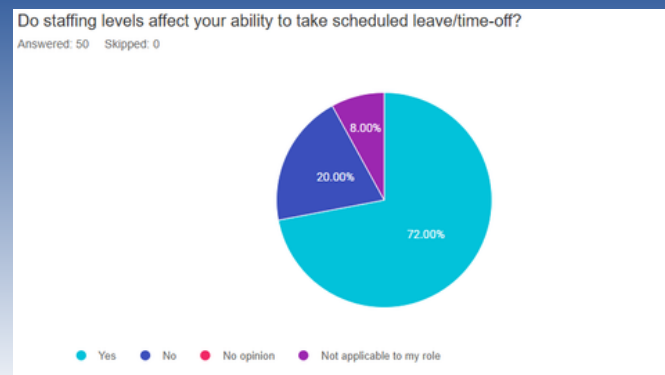


Table reflects responses provided in the employee survey inquiring whether employees were able to complete their work during their working hours.

[4] <https://rosevillemn.portal.civicclerk.com/event/2560/files/report/2694>

Police Services Unit

The RPD police services unit is essential to managing and maintaining accurate, accessible, and secure records. This unit is a fundamental support function for all other operations of the department. The unit is responsible for the systematic organization and timely retrieval of all police-related documents, including arrest reports, incident reports, and investigative materials, which are necessary for ongoing investigations, prosecution, and court proceedings.



Additionally, the unit collects and shares crime statistics and other required departmental information with state and federal governing bodies, such as the State of Minnesota's Bureau of Criminal Apprehension (BCA), the Minnesota POST Board, and the Federal Bureau of Investigation (FBI). These activities are required and are used by law enforcement oversight agencies to compile crime statistics that aid in policy decisions and trend analysis. The unit also serves as a critical link between the police department and the public, handling requests for information under public records laws, and enhancing transparency necessary to build and maintain public trust in law enforcement activities.

Operational Analysis

The police services unit is composed of a Police Services Manager who oversees two records technicians and an office assistant. This structure was originally intended to streamline records management and administrative support functions. However, over time, the responsibilities assigned to the Police Services Manager have expanded far beyond their initial scope. In addition to general administrative oversight, the position now includes substantial responsibilities in grant administration, general fund budgeting, departmental hiring processes, vendor onboarding, and numerous IT-related functions. The cumulative workload of this role now exceeds the capacity of a single full-time employee, and the manager's detachment to a specialized background in records management further complicates efforts to effectively supervise or support the records function.

The records unit, staffed with only two technicians, has not seen an increase in personnel in more than 20 years despite the significant evolution of departmental needs and state and federal reporting mandates. The current configuration lacks any built-in redundancy. When even one records technician is out, essential records functions remain incomplete exposing a major operational vulnerability. At the same time, a combination of internal and external factors has dramatically increased the complexity, volume, and urgency of tasks assigned to the unit.

One major area of strain stems from the administration of grants. While the department has been successful in securing multiple grants, the administrative and reporting requirements tied to those awards have dramatically increased the workload of the Police Services Manager. This, in turn, has placed additional strain on the records and support staff who are frequently required to assist with grant-related tasks. The situation is exacerbated by the fact that the manager is often called upon to assist with front-desk responsibilities, handling walk-ins and phone calls, further reducing the time available to focus on strategic or supervisory tasks.

Additionally, calls for service have increased substantially, with 2024 posting a record number of cases in the department's history. Each case requires follow-up review and coding by records staff prior to submission to the Bureau of Criminal Apprehension or the FBI. This demand has been intensified by the department's implementation of the National Incident-Based Reporting System (NIBRS), which requires far more detailed data entry than previous systems. Records staff must also now conduct background checks and process security documentation for all contractors or vendors accessing police facilities. Given the aging condition of the building, the frequency of such visits has increased, adding yet another administrative burden to the records team.

The department's transition to a new county-wide records management system (RMS) has also not met the expected efficiencies—in fact, this has been a significant operational hurdle. While the shift was mandated due to the discontinuation of the previous system, and alternative options were unavailable due to budget restraints and intergovernmental agreements, the result has been a net increase in staff workload. Rather than streamlining tasks, the new RMS has introduced cumbersome processes and limited support, forcing records staff to spend more time on tasks that previously required less effort.

Other trends have had a compounding effect. Retail crime—particularly incidents at the local mall—has surged. Following the mall's financial commitment to fund two dedicated officers and supplemental overtime shifts, arrests jumped from 26 in 2023 to 235 in 2024.

These cases generate a substantial amount of evidence, all of which must be logged, stored, and processed by the records and property units. Each incident often involves surveillance footage, body-worn camera recordings, and squad camera video—all of which must be reviewed, formatted, and shared with prosecutors and courts. In fact, the Roseville City Attorney’s Office has indicated it plans to hire an additional prosecutor just to handle the increased volume of retail-related cases originating in Roseville.

Staffing and onboarding have added yet another layer of responsibility. In 2024 alone, the department hired 13 new officers—a record high—along with numerous community service officers, interns, cadets, and ICPOET candidates[5]. Every hiring process requires extensive coordination by the support staff to ensure compliance with local, state, and federal regulations. As of early 2025, onboarding continues with five lateral officers, three ICPOET candidates, a new social worker, and additional CSOs. The support staff has also onboarded three interns and is preparing for a summer internship selection process.

The implementation of the city’s BS&A financial tracking system has also had a substantial, and largely unanticipated, impact on the police services office team. Staff reported the department’s invoice processing workload has increased by four to five times since the system was adopted. Records show the Police Services Manager alone manually processed more than 1,800 invoices and receipts under the new system. Also, with any new technology, the process wasn’t always smooth or efficient when you factor system errors and associated backlogs.

In addition to financial administration, the support team has also absorbed a wide array of technical duties once managed by the city’s IT department, (further addressed in this report). Changes in the Metro-Inet agreement have shifted responsibility for technology infrastructure to internal police department staff. Support personnel now manage building access credentials, computer replacements, and employee database administration.

Cell phones and squad technology—previously supported by IT—are now managed in-house, much of it by the police services unit staff. One staff member oversees more than 70 department-issued cell phones and an additional 20+ squad vehicles, each equipped with a variety of technology systems.

[5]<https://dps.mn.gov/divisions/ojp/grant-programs/grant-program-areas/intensive-comprehensive-peace-officer-education-and-training-program-icpoet>

Responsibilities include billing, troubleshooting, hardware replacement, and software updates. Body-worn and squad cameras, once supported by a dedicated IT liaison, are now the sole responsibility of police support staff. Even RMS technical issues, once assisted by IT, are now handled internally unless they relate to the network itself. This shift is not a reflection on Metro-Inet but rather illustrates the operational impact of this change.

Compounding all of this is the limited workplace flexibility available to the department's records and support staff. Due to operational demands and the need for front office coverage, nearly all staff are required to work on-site. While the department has approved limited telework requests in cases where staff have difficulty focusing in the office, the open floor plan, frequent disruptions from lobby visitors, and emotionally charged or hostile phone calls make it difficult for employees to maintain productivity. Recently, two individuals suspected in an international fraud scheme entered the lobby and began aggressively confronting records staff, requiring command staff intervention. Unfortunately, incidents of this nature occur regularly and significantly impact the ability of staff to focus on their duties.

Taken together, these challenges demonstrate that the department's current records and support staffing structure is unsustainable. The lack of dedicated oversight, the overextended role of the Police Services Manager, and the absence of redundancy in records staffing have placed the unit at risk of operational failure. To ensure continued effectiveness, the department must establish a dedicated Records Supervisor with specialized experience and increase staffing within the unit to handle both existing demands and future growth. Without these strategic changes, the records function will remain misaligned with operational needs and be unable to support the department's mission and the expectations of the Roseville community.

Recommendations

Hire a Records Unit Supervisor: Appoint a dedicated records supervisor with expertise in records management and data practices to provide the necessary leadership and specialized oversight.

**BENCHMARKING DATA FOR ROSEVILLE EVALUATION OF
POLICE RESOURCES AND OPERATIONAL EFFICIENCY
(PROFESSIONAL STAFF DETAIL), 2025**

AGENCY	SENIOR ADMIN ASSISTANT	SERVICES MANAGER/ADMIN OFFICE SUPERVISOR	CRIME ANALYSTS	PROPERTY TECHNICIAN	RECORDS STAFF	OTHER
Burnsville Police Department	1	1	2	1	9	7
Minnetonka Police Department	1	1	2	1	3	6
Edina Police Department	1	1	1	1	3	24
Maplewood Police Department	0	1	1	1	4	5
Coon Rapids Police Department	1	1	0	1	6	2
Fridley Police Department	2	1	3	0	6	3
Roseville Police Department	1	1	1	1	2	7
Eagan Police Department	1	1	1	1	6	6
Oakdale Police Department	0	2	0	1	3	4

Increase Records Staff Capacity: Add an additional records technician to manage the increased service demands and ensure operational continuity during staff absences. This position need would be satisfied and not needed if the department added the above supervisor position as an additional staff position supporting the records function.

Focused Training and Development: Implement internal targeted training programs to enhance staff capabilities in managing the new RMS and complying with NIBRS protocols.

Focused RMS training on frequent or repetitive errors/omissions could be provided by the records unit to the department in the form of informational bulletins, roll call visits or formal content delivery at department in-service training sessions. This goal targets efficiency and operational confusion that will improve data quality.

Develop a Report Standard and Rejection Protocol: The transition to a new records management system and the implementation of the National Incident Based Reporting System (NIBRS) have introduced operational confusion in the RPD concerning reporting requirements. To address these challenges, the department should consider developing and implementing a standardized reporting process that is comprehensively understood by all employees involved in the reporting chain. This includes those responsible for completing the initial report, approving reports, adding investigative reports, and the acceptance and processing of reports to the Bureau of Criminal Apprehension (BCA).

Additionally, to ensure that complete data is captured in each case, the department should establish a clear process that defines when a report requires correction and the subsequent steps for making these corrections. This process should include guidelines for identifying errors, mechanisms for report revision, and protocols for re-approval to ensure accuracy and compliance with NIBRS standards. Implementing these measures will streamline reporting procedures, reduce errors, and enhance the overall efficiency and reliability of departmental data management.

Conclusion

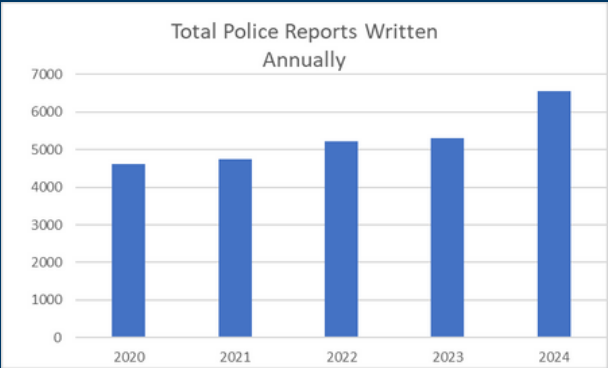
The police services unit is indispensable to the RPD, playing a key role in the administration of providing policing services and maintenance of public safety. By realigning its managerial structure, enhancing its staffing capacity, investing in specialized training, and identifying standardized protocols when working with other units, the police services unit can effectively address the current challenges and adapt to the evolving demands of law enforcement record management. These changes will not only optimize current processes but also ensure the unit is well-prepared to meet future challenges, maintaining its critical support role within the RPD.

Records Management System

Typically, The Axtell Group research team does not include an assessment of records management technology within the scope of a department evaluation. However, during this evaluation, the transition to the county preferred RMS system emerged as a significant concern in a majority of employee interviews and data analytics. This recurring theme prompted the research team to specifically focus on understanding the impacts associated with the change in the records management system. This targeted focus aimed to identify both the challenges and opportunities presented by the new system, ensuring a comprehensive understanding of its implications on department operations.

Operational Analysis: The RPD transitioned to the Ramsey County records management system (RMS) in 2023, aligning with a broader initiative across the county to enhance data sharing among local law enforcement agencies. This decision to change to the current vendor was made with considerable reservations and was almost a forced decision due to support limitations with the previous vendor and city budget restraints to seek other vendors. The migration to the Zuercher platform was a fiscally conservative decision and intended to streamline county operations and facilitate easier access to shared information. However, since its implementation, the department has faced significant challenges that have impacted the department’s ability to efficiently achieve this mission. Observed issues include inconsistent data entry among users, limited common understanding of system requirements by users, and challenges in mining complete data from the system for reporting or analysis — all challenges that have persisted since the transition.

Background: The introduction of the Zuercher RMS platform was part of a strategic effort to improve inter-agency collaboration within Ramsey County by standardizing data collection and management. While the intent was to enhance operational efficiency and data accuracy, the transition has introduced functional inefficiencies that have burdened the department's resources and have complicated routine procedures.



Roseville officers, detectives and records staff created and processed approximately 2000 more police reports in 2024 than in 2021

Source: RPD

System Integration and Performance Issues

User Interface and System Response: Officers and staff have reported, and the department has tried to address significant difficulties with the system’s interface, which includes perceived complex navigation and slow response times. Officers report that actions within the system are met with processing delays, regularly two to five seconds and sometimes up to 10 seconds with every click or screen change. System delays have significantly and cumulatively extended the time spent on all administrative tasks.

Data Entry Redundancy: There is a lack of integration between the RMS and the existing Computer Aided Dispatch (CAD) system that requires officers to duplicate data entry efforts. This not only slows tasks and increases workload but also increases the risk of data entry errors.

Operational Analysis

Inaccuracy in Critical Reporting: The system's limited ability to capture use-of-force data has resulted in gaps in data collection related to use-of-force incidents. System limitations impacting complete data collection raise transparency and accountability concerns within the department, and such limitations are inconsistent with the beliefs and values of the RPD. Additionally, the vendor provided training when the system was launched appears to have caused misperception on the proper data entry steps and requirements for data entry resulting in repetitive handling of cases at the time of submission and lost data collection.

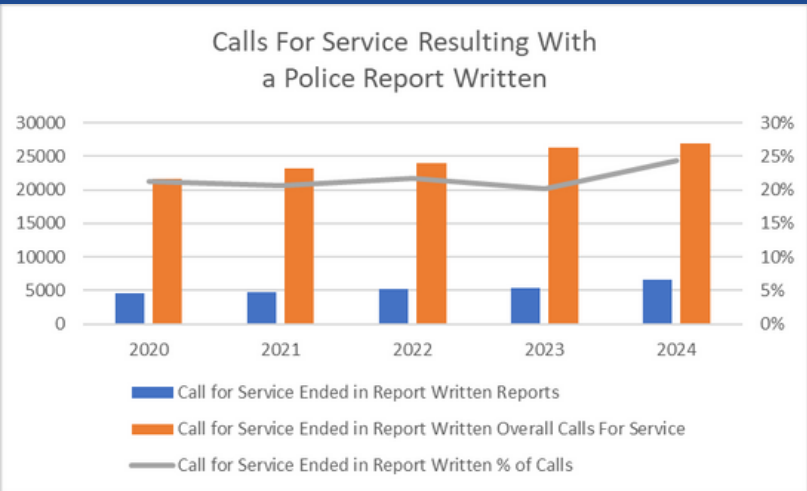


Table does not include incidents coded-traffic stops, off duty, test calls, contracted overtime, drunk driver, proactive foot, police proactive, traffic safety initiative.

Citation Processing Inefficiencies: The process for issuing citations is cumbersome, inefficient, and prolonging traffic interactions with the public. This has a negative effect on the department's service delivery standards.

Recommendations

Enhanced Training and Support: Develop and implement a department-wide comprehensive records management training program tailored to all levels of users within the department. This training should concur with the recommended bulletins, or other initiatives suggested from the records staff to provide feedback and guidance on repetitive errors or omissions. This program should focus on system navigation, efficient data entry practices, and troubleshooting common issues to improve user competence, confidence, and efficiency.

System Optimization or Augmentation: Engage the platform vendor to discuss specific optimization strategies that could alleviate the current challenges. If these challenges persist and system improvements are not feasible, consider evaluating additional solutions that might better meet the department's needs.

Review and Revise Data Integration Strategies: Assess the feasibility of enhancing the integration between the RMS and CAD systems to reduce redundancy, improve efficiency, and streamline data flow, ensuring that critical data such as use of force incidents are accurately captured and reported.

Policy Update and Process Improvement: Revise department policies to mandate the use of the RMS in a way that ensures all critical data, particularly mandatory data fields and use of force data, are accurately and promptly recorded. Additionally, streamline the traffic citation process to reduce the time officers spend during traffic stops.

Online Reporting System Enhancement: RPD currently processes approximately 500 online reports annually through a system intended to enhance department efficiency and capacity. However, since the implementation of the current records management system, this program has stepped back into a manual process, placing additional burdens on records technicians. These technicians are manually creating police reports in the records management system, which significantly increases workload, and as a result all of the intended efficiency gains are lost.

To address this issue, the department should consider prioritizing efforts to repair the broken link between the online reporting system and the records management system. This would restore the intended functionality and efficiency of the online reporting process, thereby reducing the manual data entry burden on records staff.

Should attempts to repair the system prove unfeasible or unduly time-consuming, the department can also consider temporarily suspending the online reporting system or evaluating potential vendors to implement a more integrated online reporting solution. This approach ensures that the system aligns with departmental needs and integrates seamlessly with existing department software infrastructure, ultimately supporting the RPD's goal of enhancing service delivery and operational efficiency.

Conclusion

By addressing these areas, the RPD can enhance its operational efficiency, reduce the administrative burden on its staff, and improve its ability to serve the community efficiently. These steps will also support the department's mission by ensuring that its data management systems contain complete and accurate data, are reliable, user-friendly, and fully capable of meeting current policing needs.

The research team felt it was important to note that the department is expending substantial resources on solving the current challenges in partnership with the Ramsey County agencies and the Zuercher vendor parent company. As noted in the recommendations, the RPD might find the only solution is to seek a vendor that can meet their needs, including bringing needed efficiencies to an already over-tasked workforce.

Technology and Data Security

Nearly the entirety of the RPD's operations are deeply integrated with technology, from computers and printers within the building and vehicles to mobile units, body-worn and other camera systems, ticket writers, and various other systems. The Axtell Group research team assessed the departments technology from the lens of how it aided in effectiveness and efficiency.

Operational Analysis

Technology is integrated into all aspects of department operations; therefore, ensuring the department's technology platforms are reliable is paramount to the delivery of efficient and effective law enforcement services.

The city transitioned to utilizing an outsourced technology support service many years ago. This change, while broad in scope, has over time increased the department workload and recently has had a demonstrable adverse impact on the department's efficiency and operations.

The outsourced support service model, used primarily due to the absence of on-site support, has not been able to keep up with the department's immediate response and support needs. Essential devices and systems require rapid troubleshooting and repairs, which are impeded by the delayed response times associated with an outsourced provider. Additionally, the department staff are now facilitating all computer replacements and only have oversight support from the IT arrangement.

When there are IT challenges or outages, in the absence of dedicated, in-house support, the department has made its own solution, identifying and depending on certain employees who possess greater-than-average technology knowledge and troubleshooting ability. These employees, already assigned primary job responsibilities, have become the department's "go-to" for urgent IT issues.

This less-than-ideal arrangement leads to significant work disruptions as these individuals are required to interrupt their primary duties to address IT problems, impacting their workload and the efficiency of the overall operation. For example, an inoperative police vehicle system can delay officers from returning to service, problems with report printing or data access systems can slow or temporarily stop the intake of property, issuance of citations, and production of reports.

Recommendations

Establish a Full-Time IT Specialist: To address these challenges, we recommend that the RPD consider employing a full-time onsite specialist. This position would focus exclusively on maintaining and enhancing the department's technology platforms, ensuring that systems operate smoothly and efficiently. The presence of an in-house specialist would drastically reduce downtime caused by technical failures and streamline the resolution process, eliminating the need to rely on non-IT staff or wait for external support.

A full-time IT specialist would also bring a number of additional benefits, including:

- **Proactive System Maintenance:** Regular updates and maintenance of hardware and software to prevent issues before they happen. Many of these tasks have shifted to lesser qualified personnel whom already have fulltime job responsibilities.
- **Training and Support:** On-going training for police staff on new technologies and systems, enhancing overall technical proficiency within the department.
- **Rapid Response and Problem Solving:** Immediate on-site presence to address and solve IT issues swiftly, minimizing operational disruptions.
- **Custom Solutions:** Development of customized technology solutions tailored to the unique needs of law enforcement operations.
- **Develop IT Support Back-Ups:** A department IT specialist could train and develop a team of front line employees, who importantly have capacity, to carry the IT support mission into a 24/7 model.

Real time policing requires real time support. Implementing this recommendation would not only mitigate the current challenges resulting from not having dedicated on-site support, but would also enhance the department's overall performance by ensuring that its technology infrastructure always supports rather than hinders its mission.

A strategic investment in dedicated support will bolster the department's capabilities and operational readiness to maintain the department's commitment to providing excellent service and safety to the community.

Department Training Model

The Axtell Group research team reviewed the RPD's training model and records to assess the department's capacity and efficiency in its training delivery. Following the community listening sessions, the research team placed a significant focus on the training of RPD officers. This focus aligns with the expressed desire of the Roseville community for officers to receive the highest quality of training. This community expectation underpins the department's commitment to ensuring its personnel are well-prepared to serve effectively and safely.

Recent legislative actions by the state of Minnesota and mandates from the Minnesota POST Board have heightened training requirements for law enforcement officers across the state. These mandates not only specify an increased duration of time spent in training but also dictate the inclusion of specific training topics. The RPD has met these enhanced training requirements; however, the method of delivery and the structure of these training sessions have not always been optimal.

Much of the department's training is currently delivered through a program called "Patrol Online," which allows officers to self-initiate training modules as time permits during their shifts. While this flexible format may seem efficient on the surface, it presents several challenges, particularly for adult learners in dynamic roles like patrol officers. The platform lacks direct instructor involvement, limiting opportunities for real-time clarification, discussion, and interactive learning—components that are critical for effective adult education.

Research consistently shows that adult learners benefit most from structured, interactive learning environments where they can actively engage with the material, ask questions, and apply concepts in context. According to the National Academies of Sciences, Engineering, and Medicine,

"learning that is spaced over time, includes opportunities for feedback and reflection, and is embedded in practice is more likely to be retained and transferred to the job[6]."

Sporadic, self-paced learning without guided facilitation is believed to be less effective at achieving long-term retention—especially when officers are juggling competing demands and interruptions during their shifts.

[6] National Academies of Sciences, Engineering, and Medicine (2018). *How People Learn II: Learner, Context, and Technology*. The National Academies Press. <https://doi.org/10.17226/24783>

This issue is particularly acute for the RPD, where nearly half of the patrol function has fewer than seven years of service. These officers, still in the formative stages of their careers, would benefit from more structured, instructor-led training that fosters deeper understanding, builds confidence, and enhances decision-making under pressure. The RPD conducts all mandated training sessions "in-house" utilizing department staff, which includes a diverse array of training evolutions:

Firearm Ranges: Officers participate in a minimum of four sessions annually, focusing on maintaining and enhancing their firearms proficiency.

Scenario-Based Training Days: These sessions, held three to four times a year, are particularly important. They cover a spectrum of critical response skills including defensive tactics, active shooter responses, less lethal options like 40mm launchers, Bola Wraps, and pepper ball platforms, electronic control device deployment, and de-escalation techniques.

Additional Trainings: Officers also undergo training in emergency vehicle operations (EVOC) and emergency medical responder (EMR) protocols, further broadening their capabilities in critical response areas. Officers trained in specialized equipment or technology also must satisfy recertification at various intervals.

Outside Training Development: The RPD enhances its training framework by empowering employees to select specific external training curricula to augment their performance and professional development. Employees who have specialized skills in a multitude of disciplines must seek outside training sources to remain current in their specialty.

The quality of the instruction by RPD staff was found to be of an outstanding quality in all areas, comprehensive and tailored to help employees succeed in their roles. Department staff expressed a high degree of confidence in the department's training program, with the exception of the over reliance on "Patrol Online" training.

Despite this well delivered comprehensive training agenda, execution is challenged by the absence of a dedicated training coordinator or a full-time instructor. Currently, training is led by staff who must balance these responsibilities with their primary job duties.

This dual focus can dilute the effectiveness of either the training provided or front-line operations and places additional strain on the staff involved-instructor and student.

Additionally, not having a dedicated professional training coordinator means that many of the potentially beneficial training sessions that could occur during regular working hours are not being fully leveraged.

A dedicated and fulltime training coordinator would not eliminate the need to use additional department staff, but it would improve the department's ability to create and implement a multi-year training plan, reduce the need to rely on "Patrol Online", and improve recordkeeping and coordination.

Given the department's size, which is sufficiently large enough to support a full-time training role, there is a clear opportunity to enhance the training framework. Instituting a dedicated training coordinator would ensure that training is consistent, up-to-date, and delivered in a manner that maximizes learning and retention, particularly for less experienced officers. This role could also oversee the development of more interactive training modules and the integration of more comprehensive hands-on scenarios, which are crucial for effective learning and preparedness in higher-risk and higher-stress situations.

Addressing these issues by adjusting the training model would not only meet the community's expectations for high-quality officer training but also align with state mandates, ultimately leading to more competent and confident officers within the RPD.

The Axtell Group research team reviewed department training records and observed that the department primarily relies on a spreadsheet to track employee training activities. This method, while functional, is not ideal for managing the training records of more than 60 employees, especially given the availability of numerous specialized programs tailored to training record keeping. A record evaluation identified several issues with the spreadsheet method, including inconsistencies in data entry, missing fields, and challenges in isolating individual employee activities. These issues make the system cumbersome and complicate the auditing process of employee activities.

Research Note: The department did purchase a software program for this function in 2024 and was working to transition to the new software.

Despite these challenges, a TAG audit of employee training records validated compliance with state training mandates. In each case, the audited employee had met the required training mandates and had engaged in additional professional development activities. The research team believes every department employee has likely met the training requirements. However, the process to conduct these audits proved difficult, and the current system does not allow department leadership to easily and efficiently demonstrate that each employee has met their training requirements or identify if an employee needs a specific training module.

THE VALUE OF COMPREHENSIVE TRAINING

"Law enforcement training provides protection, reduces risks, and fosters growth for officers, agencies, and, ultimately, communities."

"The high-risk profession of policing leaves little room for error; therefore, training is critical and should be the top priority of every law enforcement organization." - FBI

Recommendations

Establish a Full-Time Dedicated Training Coordinator: The current practice of conducting training in-house without a dedicated coordinator limits the potential effectiveness of the training sessions. By appointing a full-time training coordinator, the department can ensure that training is consistent, thorough, and tailored to meet both the officers' needs and community expectations. This role would not only oversee the administration of training programs but also ensure that all training sessions, particularly those covering critical response skills such as firearms proficiency, scenario-based training, and emergency protocols are executed effectively and to the highest standards – and all department records are maintained and available.

Continue In-House Training Capabilities: The department's in-house training model using its own personnel as instructors has been successful and is supportive and confidence-building for RPD personnel. The department should continue its deployment of this training model, which The Axtell Group research team believes will only improve under the coordination of a full-time dedicated training coordinator.

Align Training with State Mandates and Community Expectations: The recommendations outlined above regarding training delivery will not only align the department's training practices with the recent legislative actions and mandates from the MN POST board but will also address the community's expectations for high-quality officer training. By enhancing the training process, the Roseville Police Department can cultivate a competent, confident, and well-grounded staff, ready to serve effectively and safely.

Implementing these recommendations will position the RPD to better meet both the statutory training requirements and the specific needs of their community, ultimately fostering a more skilled and responsive police department.

Upgrade Training Record Management: Given the significant challenges identified by The Axtell Group research team with the current method of tracking training through spreadsheets, TAG recommends that the RPD transition to a specialized training record management system. This system should be capable of handling detailed records for over 60 employees, eliminating inconsistencies in data entry, and facilitating easy access to individual training records.

This upgrade will enable more efficient audits and ensure that training requirements and professional development activities are accurately tracked and managed.

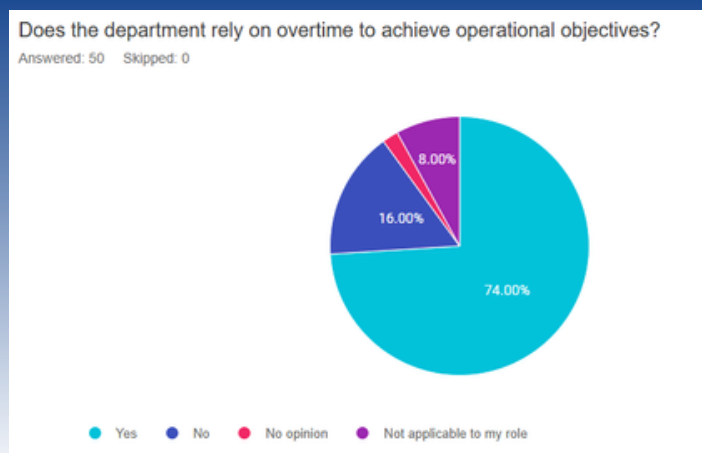
Research Note: The department did purchase a software program for this function in 2024. The newly established training coordinator should be tasked with migrating the current training records, reflecting a reasonable time period as designated by the chief of police, into this new platform along with all future training evolutions.

Replace or Limit Reliance on Online Training and Employ More Interactive Training

Methods: TAG recommends the department evaluate its current reliance on online training modules that do not include live or direct instructor involvement. While convenient, this platform does not support interactive adult learning, which is even more important for less experienced officers who make up nearly half of the department. Interactive and hands-on training environments that include live question-and-answer opportunities are essential for officers to effectively assimilate complex procedures and response techniques. Therefore, integrating more interactive training modules, including question-and-answer sessions and detailed explanations, will significantly enhance training.

There are some low risk or low impact topics that can still be delivered through this platform, however, many current training topics covered in this way would be better delivered in an interactive classroom. There seems to be consensus on this point among both the department leadership team and the front-line workforce.

Table depicts responses provided in the employee survey regarding the department's use of overtime to meet operational objectives



Property and Evidence Section

The importance of appropriate property and evidence management cannot be overstated. Management of property and evidence is pivotal to the integrity of the justice process, influencing both the outcome of criminal investigations and the protection of civil rights. Effective operations within this function ensure that evidence is preserved in a condition suitable for analysis, thereby maintaining admissibility in court and utility in solving cases. Effective property and evidence management are also necessary for the proper functioning of the broader justice system.

The handling, storage, and disposal of property and evidence require meticulous attention to detail and adherence to stringent protocols to prevent contamination, loss, or theft.

The Axtell Group research team identified that this crucial area of the department, although staffed with an extremely qualified and dedicated fulltime employee, is currently understaffed, which significantly impacts the department's ability to employ best practices in property and evidence handling. This personnel shortage creates operational challenges and lowers the department's overall efficiency and effectiveness in managing its responsibilities.

The TAG research team did not believe the assessment of the physical facility was in scope for this evaluation and the physical plant was not evaluated. That said, it was very apparent to the assessment team that the physical space available for this function was largely inadequate, in terms of space available, for the current volume processed under current service needs.

For example, in recent years the Ramsey County Jail policy changed, and they no longer accept property, including backpacks and purses, for any booked person. This policy change has shifted the property storage burden to the RPD. Officers have to now inventory contents, write additional property reports, and the property staff receive, process, and either release or follow strict destruction protocols for unclaimed property.

Operational Analysis

Daily Operations: A review of responsibilities and job demands highlighted that a considerable part of the day was consumed by addressing immediate operational issues related to



collateral duties assigned to the property room and investigative technician. These include managing challenges with the RMS, digital evidence release, body-worn camera, and helping other department employees use the RMS or other inoperable technologies.

Inventory Management: The department policy manual identifies protocols and timelines for property inventory. The current department staffing model has led to many of these audits to be overdue. The property intake volume has also been on the rise and was observed to be nearly overwhelming. The intake storage capacity is quickly exceeded, with temporary lockers becoming full sometimes faster than inventory can be processed into the property room.

Staffing and Training: The department has been creative in trying to address these challenges and has implemented the use of interns to assist the property room and investigative technician. The research team understands this decision but found that there is an over-reliance on interns. Additionally, the use of interns who serve just a short time, and receive no formal property handling training, was suboptimal at best and potentially creating a chain of custody risk for the department.

Packaging Standardization: The absence of standardized patrol procedures and gaps in patrol supervision leads to inconsistent property packaging standards.

"A property and evidence room is not just a warehouse for the storage of goods or materials; rather, it stores a large volume of unique items that range from narcotics and confiscated money to stolen art and bloodied clothes." This statement emphasizes the specialized nature of evidence storage and the need for meticulous management.

Office of Justice Programs (OJP)

https://www.ojp.gov/ncjrs/virtual-library/abstracts/not-just-bar-codes-bring-property-and-evidence-room-management?utm_source=chatgpt.com

Often, it is quicker for the property room and investigative technician to correct property packaging errors directly rather than enforce department procedures of returning property to the patrol unit for correction. Limitations with temporary storage spaces also impacts the return of property to patrol units for correction.

Digital Evidence Manager System Changes and Backlogs: Recent transitions between records management systems (from SPPD RMS to LETG to Zuercher) have created three separate evidence logs. Because the property and evidence section is understaffed, and there are significant backlogs in the purging of items, the department has not been able to merge all property and evidence information into one evidence manager – which would be consistent with best practices.

Recommendations

Add Staff Capacity: To enhance operational efficiency and continuity within the Property and Evidence section, it is imperative that the department adds staff capacity. This should include a dedicated and trained backup for the property room and investigative technician to ensure that there is no lapse in management due to unavailability or turnover, maintaining continuity and expertise in critical evidence handling.

Adherence to Standardized Packaging Procedures: TAG found the department is meeting minimum standards for property and evidence, but could enhance procedures to be more consistent with best practices. TAG recommends that the department enforce policy requirements for officers to follow standardized packaging procedures. Additionally, adopting department wide the industry practice to return improperly packaged property to patrol for correction will uphold the integrity of evidence management and minimize errors in the handling process (currently established in policy 800.4.3).

Establishing a Comprehensive Audit Process: A regular internal audit process should be established and tailored to align with existing department policies. This would involve routine inspections and reviews to ensure compliance with best practices in evidence management, promoting accountability and transparency within the department. Internal audits should align to the cadence and requirements of department policies, League of Minnesota Cities, and International Association for Property and Evidence standards.

Focus on Purging and Inventory Updates: Once additional staffing resources are secured, the department should prioritize the purging of items that are no longer subject to a legal hold. This will alleviate storage issues and improve operational efficiency. Updating the inventory in the current digital evidence manager to accurately reflect all property in inventory will also help the department maintain and demonstrate a clear and current record of evidence.

Organizational Structure: TAG recommends that the RPD consider potential restructuring to enhance oversight and efficiency for the property and evidence function. Options include placing records and the property room under the professional standards division, ensuring that operations align with the best practices and department standards. Of course, there are several other courses for the department to follow to establish managerial oversight.

Procedural Enhancements via Training: The implementation of procedures to refuse improperly submitted property is critical. This will enforce proper submission standards and reduce staff time spent correcting errors. Providing training to officers and supervisors on the topic of standardization will ensure that all personnel are equipped with the necessary knowledge required when submitting property and evidence.

Limiting or Ending the Practice of Using Interns: The department should consider limiting or ending the practice of using interns for property and evidence. While interns provide valuable temporary support, the critical nature of evidence handling demands consistent, professional management by trained staff. This change will enhance the reliability of the operations within the Property and Evidence Room.

Conclusion

Implementing these recommendations will significantly enhance the operational efficiency and effectiveness of the Property and Evidence room, ensuring that the police department upholds the highest standards of evidence management. This is essential for maintaining public trust and supporting the judicial process.



Patrol

Division

Patrol Division

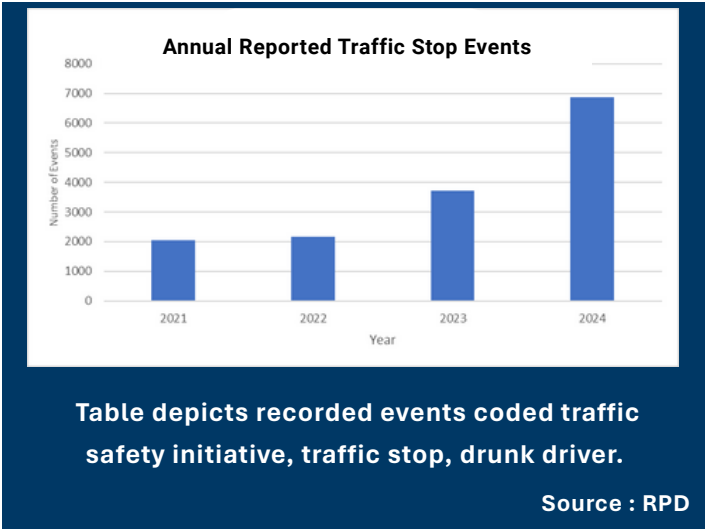
The patrol function serves as the foundation of municipal policing. As the most visible element of the department’s work, patrol officers are not only the first point of contact for most community members, but also serve as the most forward-facing representation of local government—serving as both problem-solvers and community ambassadors. Over the last two decades, the expectations placed on patrol operations have evolved and grown dramatically. In 2025, a patrol officer is not only a first responder but also an investigator, a social worker, mental health crisis intervener, a traffic enforcement officer, and a key player in community engagement and public trust-building.

The expectations surrounding how police services are delivered today are much broader and more complex than those of even a decade ago. Officers must demonstrate technical competence, emotional intelligence, and strategic decision-making — often in rapidly changing, high-stakes circumstances. Today’s law enforcement professional is expected to balance enforcement duties with empathy and de-escalation, even in volatile situations. Current patrol tactics emphasize slowing incidents down, using coordinated multi-officer approaches, and responding in ways that reduce the need for force while also preserving officer and community safety.

One of the key components of a patrol officer’s responsibility is traffic enforcement. While not as immediately dramatic as responding to a crime in progress, traffic enforcement plays a vital role in community safety. It reduces crashes, deters impaired and reckless driving, and allows officers the opportunity to interact with the public in proactive and preventive ways. Ultimately, it saves lives. Within RPD, officers are expected to meet

proactive policing benchmarks that include traffic stops, illustrating the department’s commitment to visible and purposeful law enforcement presence.

Equally important — but often overlooked — is the non-enforcement role of patrol officers. Officers must have the time and capacity to build relationships with community members outside of crisis moments. Informal conversations at a neighborhood park, a visit to a local business, or participation in a community event all reinforce the legitimacy and humanity of the department and help build long-term trust.



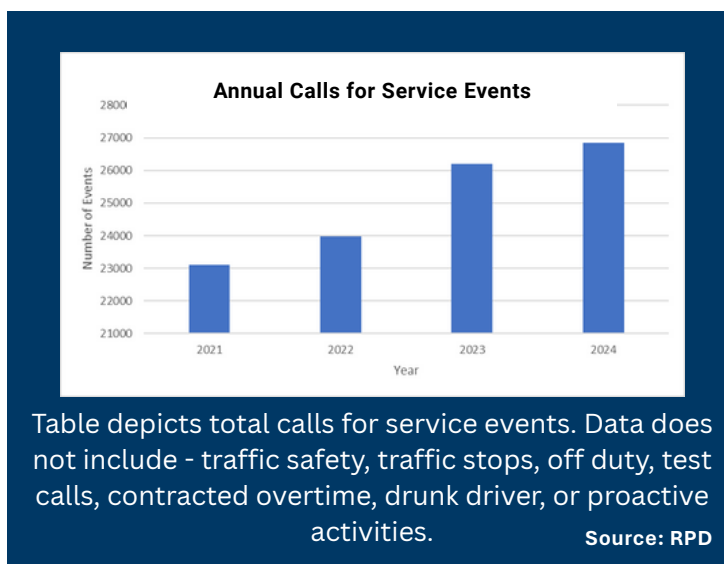
These types of engagements can often be the most effective tools for crime prevention, community collaboration, and mutual understanding. During interviews and in employee survey responses, officers noted that time for this type of engagement is often sacrificed due to the high demand for reactive service calls and the logistical stress placed on the current staffing model.

The RPD, by all indicators, is a high-performing agency staffed with a dedicated workforce deeply committed to serving the public. Officers across ranks expressed pride in their work, an appreciation for recent contract adjustments, and a strong belief in the department's mission. However, the department is operationally challenged to consistently meet the highest standards of service delivery, particularly increasing service demands and increasingly complex police work coupled with the current limitations of the department's deployment model.

Employee interviews and internal survey results revealed a shared sense of strain among front-line officers. Many acknowledged the department's efforts to modernize and invest in its personnel yet pointed to staffing levels and often operating without an available patrol sergeant as significant sources of frustration.

The impact on employee wellness, morale, and professional development opportunities was a recurring theme. While these concerns do not speak to a department in crisis, they do suggest a workforce under pressure — one that is managing to succeed despite considerable operational headwinds.

The source of these challenges can be traced to two interrelated factors:



The department's long-standing deployment model and the adequacy of overall staffing to support that model. The minimum deployment numbers — the number of patrol officers scheduled to be on the street at any given time — have not changed in more than two decades, despite increased call volumes, population changes, and the growing complexity of incidents. At the time of this evaluation, the department maintained a minimum of four to six officers on duty across different shifts — the same minimums that were in place in the early 2000s.

To determine whether the current staffing is sufficient to support current demands, The Axtell Group conducted a comprehensive workload and deployment model assessment.

This review focused on two primary questions: First, does the department have the right deployment model that effectively aligns staffing with service demands across the day and week? Second, has the department hired and maintained enough police officers to support that deployment model consistently?

The evaluation revealed that while the department is meeting its deployment minimums most of the time, it is often doing so under stress. Officers are frequently pulled from street assignments to perform necessary collateral duties that support the broader functioning of the department. These include acting as field training officers, academy instructors, SWAT or mobile field force members, crisis negotiators, drone pilots, and wellness coordinators. These specialized assignments, while essential to the overall mission, regularly remove officers from patrol shifts, placing added strain on the remaining personnel.

Further compounding these pressures are absences related to court appearances, required training, professional development, and unplanned leaves due to injury or family and medical leave (FMLA). At the time of this evaluation, one officer was preparing for a military deployment — a source of pride, but also a logistical challenge for a patrol unit already operating near its functional limits. These factors mean that even when the department is technically “fully staffed” on paper, the number of officers available to support street-level patrol often falls short of the operational minimums required for optimal service delivery.

The result is a workforce that must frequently rely on forced overtime, cancelled days off, holdovers, or the temporary reassignment of personnel from other duties. Officers are navigating increased call loads, more extensive report writing commitments due to a new RMS platform and updated evidence standards, and evolving state and federal labor laws that place further restrictions on scheduling. As of this writing, new leave law changes set to take effect in January 2026, will further introduce additional scheduling complications already experienced with the City of Roseville’s policy of providing 6 weeks of paid leave for various circumstances (additional detail in the Employee Staffing Analysis section of this report).

In the broader context of national law enforcement trends, RPD’s challenges are not unique. According to a 2024 article by the U.S. Department of Justice’s COPS Office[7], many cities fall into common myths about police staffing — including the assumption that “more officers” alone is the answer to service and safety concerns. The article stresses the importance of a comprehensive staffing assessment that considers service demand, workload data, and the actual time officers have available to respond to calls and conduct proactive policing.

[7] A Performance-Based Approach to Police Staffing and Allocation, USDOJ COP’s Office, available at: <https://portal.cops.usdoj.gov/resourcecenter/content.ashx/cops-p246-pub.pdf>

The Axtell Group used this philosophy as the foundation for its analysis in Roseville, focusing not only on whether enough officers are employed, but whether the department has built a staffing model that reflects the reality of police work in 2025. This includes non-call responsibilities and specialized unit assignments, not just calls for service.

Through this assessment, it became clear that the RPD's operational model has not kept pace with demands. While the department continues to deliver professional service and has avoided major service delivery failures, it does so by stretching its personnel, often beyond sustainable limits. This constant pressure can have subtle but important impacts — not only on officer wellness, but also on the quality and consistency of police response. It also limits the department's capacity to engage in proactive policing or long-term crime prevention and trust building strategies, both of which are critical to agency success.

Feedback Received from the employee survey

Based on the open-ended survey responses from RPD personnel, several themes emerged that provide insight into how front-line staff perceive the operational environment. A significant portion of the feedback centered around the impact of training — or, more accurately, the limitations associated with accessing and completing meaningful training.

The RPD provides more training for all of its employees that is mandated by various agencies than ever before. These include the Occupational Safety and Health Administration (OSHA), Minnesota State Law, the Minnesota Board of Peace Officer Standards and Training (POST). The RPD also utilizes more technology and equipment than in its history, much of it requires recertification at various intervals.

Officers noted that operational demands frequently interfere with their ability to participate in additional voluntary professional development training sessions, and many respondents indicated the staffing levels kept them from submitting or receiving voluntary training classes. This perception held by officers directly conflicts with the leadership's commitment to provide as much training to employees as possible.

Beyond training, survey responses also reflected concerns about limited time for proactive or community-oriented policing, with several officers acknowledging that high call volumes keep them in reactive modes of service. Another noted factor was the scheduling impact to employees trying to maintain a healthy work-home life balance.

"Virtually every time a training occurs, overtime is put out to cover patrol or officers are forced to hold over."

Roseville police Officer

Despite these concerns, many employees conveyed pride in their work and colleagues, emphasizing a strong internal culture and commitment to public service. However, there was also a clear sentiment that current staffing levels, combined with the demands placed on the patrol function, are beginning to take a toll and the research team heard over and over that officers have looked at other departments who may offer a better – specifically more balanced – working condition.

Some officers also expressed a desire for more inclusion in organizational planning and noted that the supervisory model should be strengthened to better support daily operations. These insights underscore the need for a strategic and balanced approach to resource planning, ensuring officers are not only adequately staffed but also equipped, supported, and empowered to fulfill evolving expectations for police services.

12-Hour Shift Configuration

The Roseville Police Department utilizes a 12-hour shift model for the patrol function. The 12-hour shift model is widely used in police departments across the country due to its operational and scheduling efficiencies. It offers several advantages, particularly for optimizing officer availability while minimizing the total number of personnel required to meet staffing demands.

For the Roseville Police Department, adopting a properly staffed 12-hour schedule could significantly reduce the need for overtime, as long as the schedule remains fully staffed and appropriately managed. Ensuring adequate coverage not only fulfills minimum staffing requirements but also provides officers the flexibility to take contractual time off and attend to other professional responsibilities, such as training, court appearances, and collateral duties.

This compressed schedule can be particularly appealing for officers who value predictable days off and extended time to recover between shifts. The model also requires fewer personnel to maintain 24/7 coverage compared to eight or 10-hour shift models, making it an efficient choice for departments operating with limited resources. For RPD, switching to an alternative shift model, such as eight or 10-hour shifts, would necessitate a significant increase in patrol staffing, further straining resources and budgets.

While the 12-hour model offers clear operational benefits, it is not without its challenges. Research conducted by the National Institute of Justice (NIJ) and the National Policing Institute highlights the potential drawbacks of compressed schedules, particularly with respect to officer fatigue. Studies have documented that working shifts longer than 12-hours can lead to increased sleepiness, decreased alertness, and a diminished quality of life for officers.

“Compressed schedules of 12 hours were not associated with differences in our outcomes, other than officers’ reports of lowered alertness on the job and increased sleepiness. Agencies should use caution in implementing such schedules.”

-Policing Institute

These outcomes are exacerbated by the inherent stressors of police work and are in direct conflict with the community’s expectation of having healthy, well-rested officers on patrol. Fatigue presents a significant risk not only to officers’ health but also to the safety and effectiveness of the department as a whole. Understaffed 12-hour schedules can exacerbate these issues by requiring officers to come in early or stay late to fill vacancies. This additional workload can lead to burnout and reduced job performance, undermining the very efficiencies the model aims to achieve. Furthermore, fatigue can impair decision-making, slow reaction times, and increase the likelihood of errors—outcomes that jeopardize both officer and public safety.

The RPD can mitigate these risks by maintaining adequate staffing levels to support the 12-hour shift model. This includes building a staffing plan that accounts for vacancies caused by time off, professional development, and other responsibilities. Officers should feel supported in taking their contractual time off when needed, particularly on days when they are not mentally or physically prepared to patrol. A department culture that values officer well-being is essential to sustaining a healthy, effective workforce and maintaining the trust of the community.

A 12-hour shift model requires only 16 officers to maintain full 24/7 coverage, compared to 21 officers under a 10-hour shift. This illustrates that 12-hour shifts are more staffing-efficient, reducing the total number of officers needed while maintaining the same operational coverage.	Comparison of 10-Hour and 12-Hour Shifts	
	The decision between a 10-hour or 12-hour shift schedule requires careful evaluation of staffing requirements, operational needs, and employee well-being. Below is a comparison of the two models, assuming a deployment of 4 officers per shift:	
	10-Hour Shifts	• Shifts Per Day: 3 shifts (to cover 24 hours). • Shifts Per Week: 3 shifts/day x 7 days = 21 shifts/week • Total Officer Shifts Per Week 21 shifts/week x 4 officers = 84 officer shifts/week • Officers Needed: = 21 officers
	12-Hour Shifts	• Shifts Per Day: 2 shifts (to cover 24 hours). • Shifts Per Week: 2 shifts/day x 7 days = 14 shifts/week • Total Officer Shifts Per Week 14 shifts/week x 4 officers = 56 officer shifts/week • Officers Needed: = 16 officers

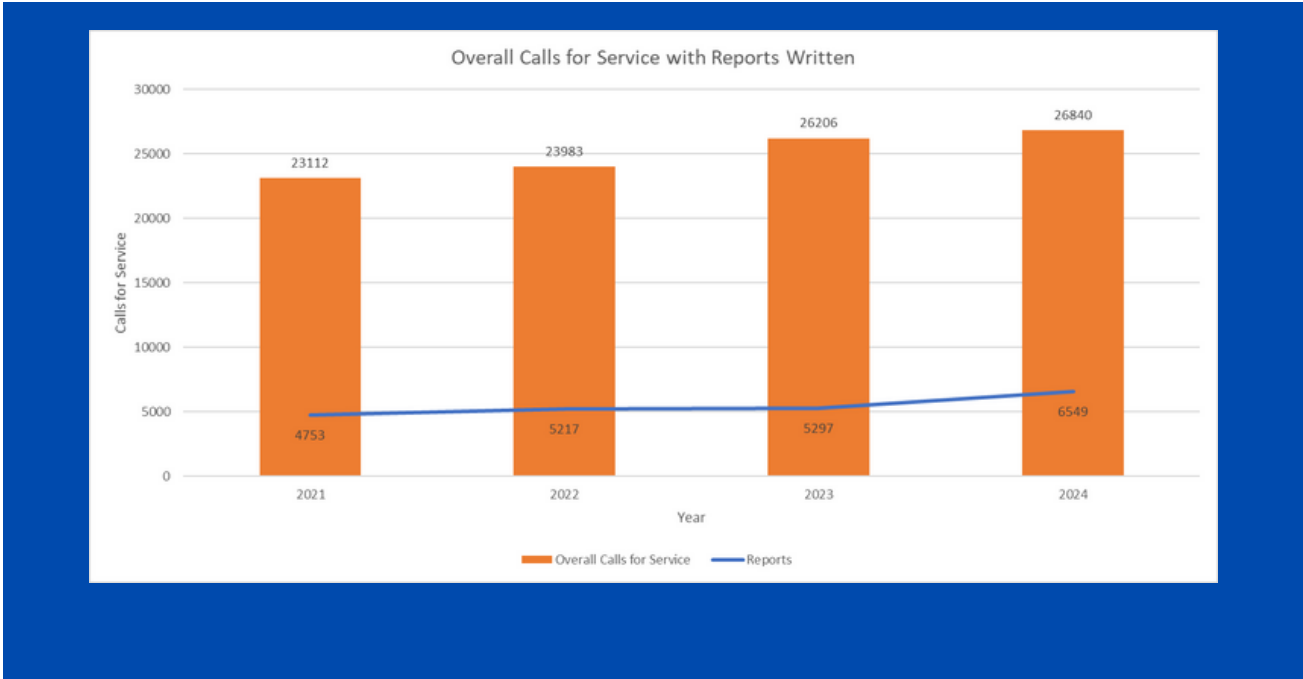
Service Demand Levels

The Roseville Police Department's patrol operations have experienced a significant increase in service demands over recent years. An examination of the data reveals a clear upward trend in total events handled by the department annually, indicative of rising operational demands and challenges.

In 2020, the department managed a total of 21,643 events. This figure rose to 23,112 in 2021, marking an increase of approximately 6.8%. The upward trajectory continued into 2022, with total events climbing to 23,983, reflecting a further increase of 3.8% from the previous year. The year 2023, saw a more substantial rise, with the total reaching 26,206 events, which represents a notable increase of 9.3% compared to 2022. The latest data from 2024, further underscores this trend, as the total events further escalated to 26,840, indicating a 2.4% increase from 2023.

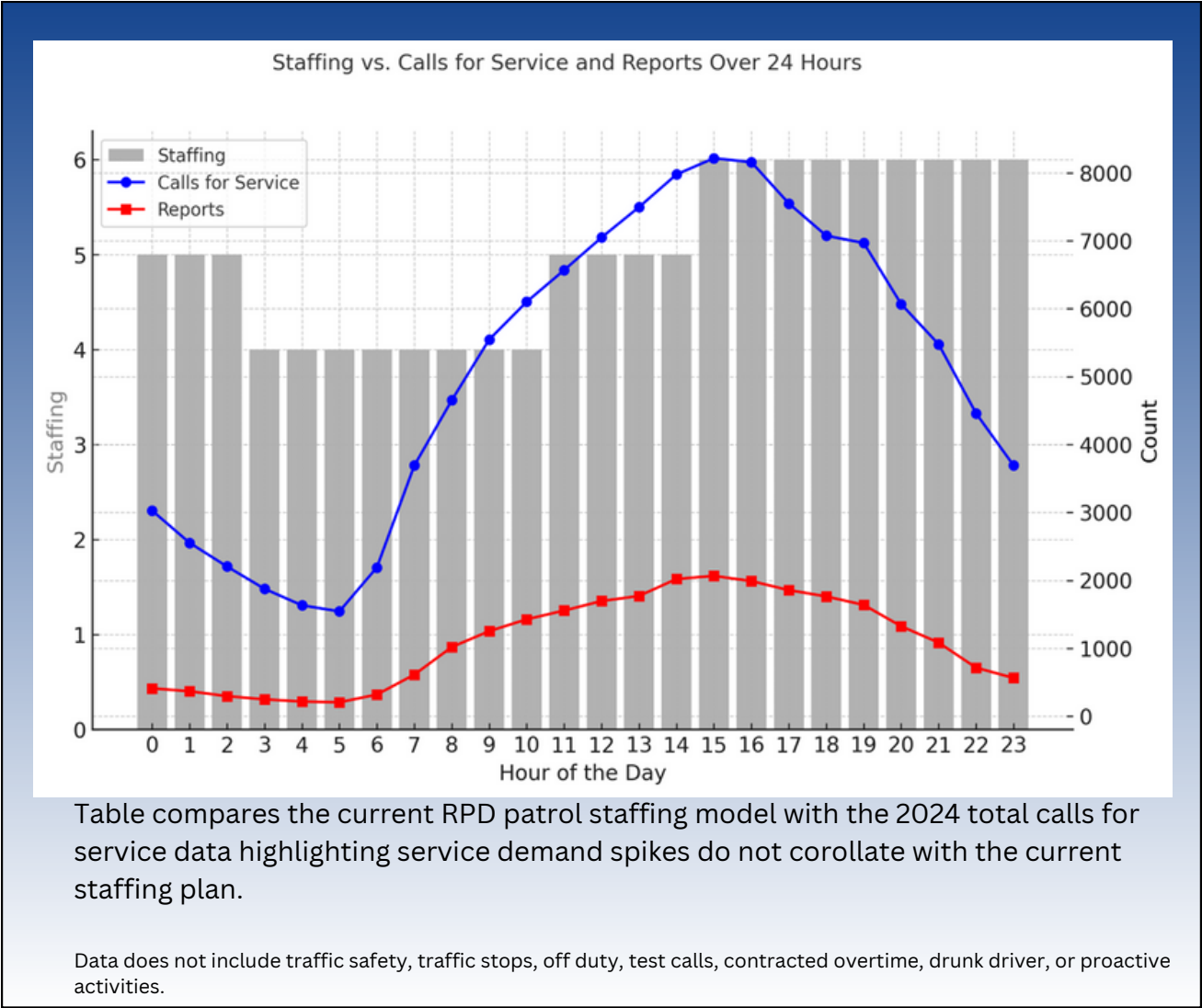
These statistics objectively demonstrate that the Roseville Police Department has been handling an increasingly larger volume of incidents year-over-year. The continuous rise in service demands can be attributed to various factors, including population growth, changes in community activities, and evolving societal challenges. Particularly significant is the additional volume stemming from the Rosedale officer detail, which has necessitated the reallocation of resources, including the additional responsibilities assigned to the intelligence analyst position for investigating criminal cases.

Moreover, it's crucial to acknowledge that even if calls for service remained constant, the evolving standards of today's policing require more time on each call and often necessitate



responses involving multiple officers to ensure outcomes that meet community and departmental expectations.

The times for calls for service peaks, when analyzed by hour of the day, do not align with the current staffing model, which introduces a power shift starting at 1500 each day. Additionally, the current minimum deployment plan, which requires 4, 5, or 6 officers on duty depending on the time, often includes as many as two sergeants due to overlapping shifts. This is not ideal, particularly during peak call times when the demand for incident reports is highest, and the type of incident does not warrant a patrol sergeant being tied up with administrative tasks.



The TAG research team identified incidents where, due to the patrol sergeant being out of the city for tasks such as booking arrestees or providing training during their shift, or they were tied up on an incident as the primary handling officer and unable to break from the call, they were not available to fulfill their role as a patrol supervisor when needed most.

This situation underscores the need for a reassessment of the staffing and deployment strategies to better match the actual service demand patterns, thereby enhancing the department's ability to manage its resources effectively and respond to community needs efficiently.

Recommendations

As the RPD looks to the future, there are several opportunities to strengthen patrol services, improve operational efficiency, and better support officers:

Increase Patrol Staffing Capacity During Peak Demand Hours: Add additional patrol officer staffing and adjust the department's shift times and minimum deployment levels during the periods of highest call volume, particularly in the afternoon and evening hours when service demand peaks. Even a modest increase in minimum staffing during these hours would reduce the need for forced overtime, improve response times, and reduce officer stress.

See recommended growth plans and patrol shift models on pages 63 - 65.

Remove the Patrol Sergeant(s) from the Minimum Staff Deployment Calculation: The Roseville Police Department should adjust its minimum staffing level calculations to exclude sergeants from the base count of patrol officers available for immediate response. This change aims to ensure that the department can maintain an adequate number of patrol officers on the ground for effective response to calls for service, particularly during peak hours. This adjustment will address several key issues:

- **Enhanced Response Capability:** By maintaining a more robust count of patrol officers dedicated exclusively to response duties, the department can improve its operational readiness and effectiveness in managing daily service demands.
- **Optimal Use of Sergeant Capacity:** Sergeants will be better positioned to fulfill their supervisory and administrative roles without compromising the operational capacity of patrol units. This separation of duties will also prevent the dilution of supervisory availability during critical operational periods.
- **Strategic Resource Allocation:** This change will allow for a more strategic allocation of resources, matching actual needs for supervision with the dynamics of shift requirements and peak demand times, thereby optimizing both response times and quality of service.

Adjust the Staffing Calendar to Better Align with Service Trends: Use the call service data to identify high-demand periods throughout the week and calendar year, and modify officer schedules to align accordingly. Currently calls for service increases significantly in the late morning hours yet staffing doesn't increase until 1500 (3:00 p.m.) Seasonal shifts in service demand patterns and predictable spikes in service demands, such as holiday retail crime trends, should be reflected in staffing plans as labor contract allow or in overtime plans.

Define and Train a Standardized Patrol Operations Plan: Establish clear protocols for shift duties, reporting processes, and proactive expectations. Provide regular, structured briefings and in-service training topics to ensure consistency across squads and shifts to maximize efficiency and offer clear direction and expectations to the front line staff.

Enhance Officer Wellness and Retention Strategies: Build on existing wellness initiatives by providing predictable scheduling, mental health and wellness resources, and professional development opportunities. Include front-line officers in operational planning and policy development to reinforce their value to the organization and improve internal communication.

Invest in Strategic Forecasting and Workforce Planning: Conduct annual internal reviews of staffing needs and workload distribution. Use data-driven metrics and officer feedback to guide future resource allocation and budgeting requests.

Develop a Strategic Recall Plan for Officers Working Contractual Overtime: The practice of allowing sworn employees to work in uniform under contract for local businesses provides a significant force multiplier should the department requires a rapid response for significant incidents. The department should formalize and train a tactical alert or coordinated mobilization plan that considers available resources from which supervisors or command can rapidly deploy - including personnel, functional and equipped police vehicles, tactical gear and weapon selection (both lethal and less lethal).

Conclusion

The RPD remains an agency with a strong foundation, committed leadership, and a dedicated workforce. Officers and supervisors interviewed during this evaluation demonstrated resilience, creativity, and a genuine desire to serve their community at the highest level. With the right strategic adjustments, particularly in the areas of staffing, scheduling, and operational planning, the RPD can continue to evolve and improve — not because it is failing — but because it recognizes the demands of policing and is committed to leading through excellence.

THIS SCHEDULE REPRESENTS THE RECOMMENDED IMMEDIATE PATROL STAFFING GROWTH PLAN

A Day Shift			B Day Shift			A Night Shift			B Night Shift	
Sergeant	Work		Sergeant	Work		Sergeant	Work		Sergeant	Work
Day Relief A/B Sergeant						Night Relief A/B Sergeant				
Officer	Work		Officer	Work		Officer	Work		Officer	Work
Officer	Work		Officer	Work		Officer	Work		Officer	Work
Officer	Work		Officer	Work		Officer	Work		Officer	Work
Officer	Work		Officer	Work		Officer	Work		Officer	Work
Officer	Work		Officer	Work		Officer	Work		Officer	Work
Officer	Off/Train		Officer	Off/Train		Officer	Off/Train		Officer	Off/Train
Officer	Off/Train		Officer	Off/Train		Officer	Off/Train		Officer	Off/Train

A Power Shift			B Power Shift	
Sergeant	Work		Sergeant	Work
Officer	Work		Officer	Work
Officer	Work		Officer	Work
Officer	Off/Train		Officer	Off/Train

Red indicates positions added to the current staffing model

This patrol schedule was designed to meet the **current** needs of the Roseville Police Department. Factors considered in its development were:

- Removing the patrol sergeants from the minimum staffing requirement.
- Adjusting the shift schedule and minimum deployment staffing requirements to meet the current peak service demand times.
- Projected shift vacancies.
- Required training schedules and employee professional development.

THIS SCHEDULE REPRESENTS THE RECOMMENDED THREE TO FIVE YEAR PATROL STAFFING GROWTH PLAN

A Day Shift			B Day Shift	
Sergeant	Work		Sergeant	Work
Day Relief Sergeant				
Officer	Work		Officer	Work
Officer	Work		Officer	Work
Officer	Work		Officer	Work
Officer	Work		Officer	Work
Officer	Work		Officer	Work
Officer	Work		Officer	Work
Officer	Off/Train		Officer	Off/Train
Officer	Off/Train		Officer	Off/Train

A Night Shift			B Night Shift	
Sergeant	Work		Sergeant	Work
Night Relief Sergeant				
Officer	Work		Officer	Work
Officer	Work		Officer	Work
Officer	Work		Officer	Work
Officer	Work		Officer	Work
Officer	Work		Officer	Work
Officer	Work		Officer	Work
Officer	Off/Train		Officer	Off/Train
Officer	Off/Train		Officer	Off/Train

A Power Shift			B Power Shift	
Sergeant	Work		Sergeant	Work
Power Relief Sergeant				
Officer	Work		Officer	Work
Officer	Work		Officer	Work
Officer	Work		Officer	Work
Officer	Off/Train		Officer	Off/Train

This patrol schedule was designed to meet the **FUTURE** needs of the Roseville Police Department. Factors considered in its development were:

- Projected calls for service growth.
- Removing the patrol sergeants from the minimum staffing requirement.
- Adjusting the shift schedule and minimum deployment staffing requirements to meet the current peak service demand times.
- Projected shift vacancies.
- Required training schedules and employee professional development.

Red indicates positions added to the current staffing model

THIS SCHEDULE REPRESENTS THE RECOMMENDED FIVE TO SEVEN YEAR PATROL STAFFING GROWTH PLAN

A Day Shift			B Day Shift	
Sergeant	Work		Sergeant	Work
Day Relief Sergeant				
Officer	Work		Officer	Work
Officer	Work		Officer	Work
Officer	Work		Officer	Work
Officer	Work		Officer	Work
Officer	Work		Officer	Work
Officer	Work		Officer	Work
Officer	Off/Train		Officer	Off/Train
Officer	Off/Train		Officer	Off/Train
Officer	Off/Train		Officer	Off/Train

A Night Shift			B Night Shift	
Sergeant	Work		Sergeant	Work
Night Relief Sergeant				
Officer	Work		Officer	Work
Officer	Work		Officer	Work
Officer	Work		Officer	Work
Officer	Work		Officer	Work
Officer	Work		Officer	Work
Officer	Work		Officer	Work
Officer	Off/Train		Officer	Off/Train
Officer	Off/Train		Officer	Off/Train
Officer	Off/Train		Officer	Off/Train

A Power Shift			B Power Shift	
Sergeant	Work		Sergeant	Work
Power Relief Sergeant				
Officer	Work		Officer	Work
Officer	Work		Officer	Work
Officer	Work		Officer	Work
Officer	Off/Train		Officer	Off/Train
Officer	Off/Train		Officer	Off/Train

This patrol schedule was designed to meet the **FUTURE** needs of the Roseville Police Department. Factors considered in its development were:

- Projected calls for service growth.
- Removing the patrol sergeants from the minimum staffing requirement.
- Adjusting the shift schedule and minimum deployment staffing requirements to meet the current peak service demand times.
- Projected shift vacancies.
- Required training schedules and employee professional development.

Red indicates positions added to the current staffing model



Patrol Division

Supervisors

Patrol Supervisors

In modern policing, the role of a police sergeant is pivotal, serving as the crucial link between patrol officers and operationalizing the department’s vision. Their responsibilities are extensive and vital for maintaining the integrity and efficiency of police services.

The RPD currently uses a deployment model that does not require or guarantee a patrol sergeant is always on-duty. This gap is particularly notable in departments like RPD with newer officers, where active, participative front-line supervision is essential.

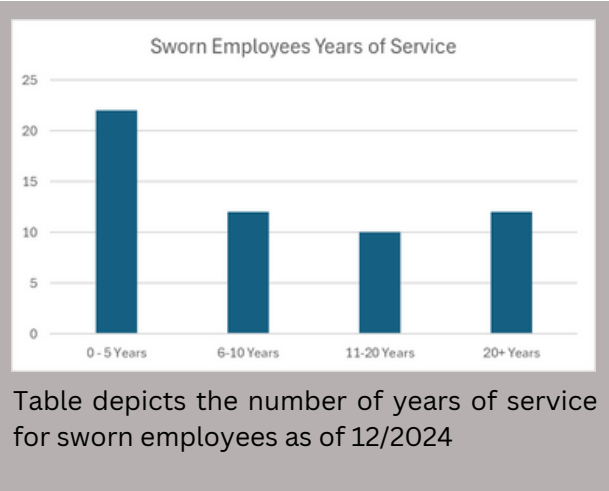
RPD’s current model consists of six patrol sergeants organized into six teams working three shifts on opposite days. However, this structure does not accommodate instances when sergeants are unavailable due to time off, court appearances, training responsibilities, or other duties.

During such times, RPD relies on an Officer in Charge (OIC) program, designating an already on-duty patrol officer to assume the role of the patrol sergeant. This approach, while resourceful, does not consistently uphold the same level of experienced oversight that a dedicated sergeant could provide.

The absence of continuous sergeant oversight can pose significant risks to the city, the department, officers, and the community, particularly in high-risk circumstances where experienced and established field command is crucial. Sergeants play a key role in monitoring quality control, ensuring that the actions of patrol officers meet legal and community standards. This oversight is vital for all departments, especially those deploying a younger workforce, as it helps identify and rectify procedural errors in real-time, maintaining the judgments and responses that maintain public trust and credibility.

Sergeants are also instrumental in mentoring and coaching less experienced officers, providing guidance and coaching to help them navigate the complexities of law enforcement.

This mentorship fosters a professional growth environment, crucial for developing officers capable of making sound decisions in various scenarios.



Without constant sergeant leadership, the professional development of young officers may be compromised, potentially impacting departmental effectiveness and community relations adversely for years to come.

Directing the mission of the department is another critical role served by sergeants. They ensure that officers' efforts align with the department's strategic goals, adapting to shifting threats or community needs. In the absence of a sergeant, the capacity for strategic direction and proactive policing measures may diminish, limiting the department's responsiveness to emerging situations.

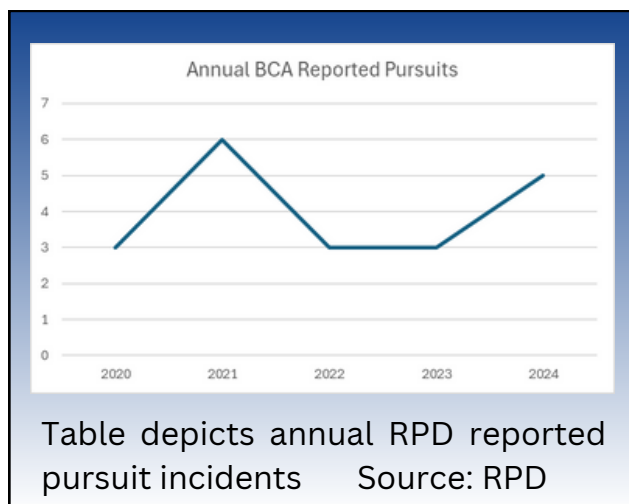
The risks of inadequate supervisory oversight can be significant, ranging from inconsistent incident responses and increased misconduct to civil liabilities for both the department and the city. In the RPD's case, the lack of a guaranteed sergeant presence due to their current deployment model could lead to operational inefficiencies and safety compromises for both officers and the public.

Given these considerations, it is evident that the role of a police sergeant is undeniably crucial. The RPD would benefit from revisiting their sergeant deployment strategies to ensure consistent and effective supervision. Investing in leadership training and development for sergeants, and possibly reevaluating the use of the OIC program, should be priorities for enhancing service delivery and fostering stronger community relations.

Strategically revising sergeant deployment to provide constant supervision and support in the field, doesn't just mitigate risk. It provides for the consistent presence of patrol sergeants which can lead to significant improvements in operational efficiency, officer development, and community trust.

Improved Operational Efficiency and Response Quality

- **Consistent Leadership:** Having sergeants consistently available ensures leadership and decision-making are always at hand, reducing delays and increasing the effectiveness of responses to incidents.
- **Standardized Practices:** Consistent sergeant oversight helps maintain high standards in police practices, ensuring that operational protocols are uniformly applied, which in turn reduces errors and enhances the overall quality of police work.



Enhanced Officer Development and Professionalism:

- **Targeted Mentorship:** Access to experienced sergeants allows for real-time coaching and feedback, which is crucial for the professional development of younger or less experienced officers.
- **Career Pathway Clarity:** The presence of sergeants defines clear pathways for career advancement, helping officers understand and strive for professional growth opportunities within the department.

Strengthened Community Trust and Relations:

- **Consistency in Community Interactions:** Sergeants often help shape community policing strategies. Their presence ensures that community interactions are guided by familiar and consistent leadership, which can help build and maintain public trust.
- **Quick Resolution of Community Concerns:** Immediate access to decision-makers can lead to faster resolutions of issues raised by the community, enhancing the department's reputation and effectiveness in community engagement.

Reduced Risk and Liability

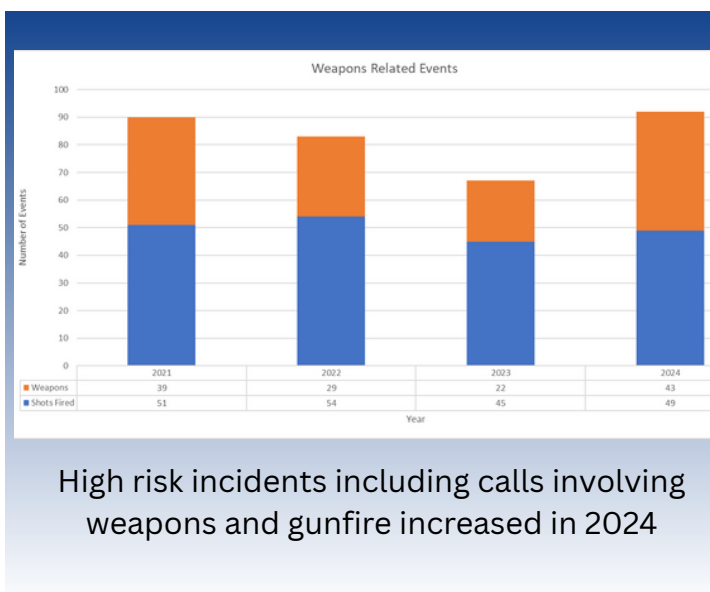
- **Decreased Incidents of Misconduct:** Constant supervision can significantly reduce the chances of misconduct, as sergeants can immediately address any inappropriate behavior or procedural deviations.
- **Enhanced Accountability:** With sergeants on duty, there's a higher likelihood that all actions taken by patrol officers are properly documented and reviewed, which is crucial for both internal accountability and transparency with the public.

Improved Management of High-Risk Incidents

- **Experienced Incident Management:** Sergeants typically possess critical incident management skills needed in high-stress situations, including active shooter events or large public disturbances.
- **Effective Resource Allocation:** Experienced sergeants can make real-time decisions about resource allocation and strategic responses, potentially preventing escalations and ensuring public safety more effectively.

Managing Internal Procedures

- **Monitoring Employee Performance:** Supervising and evaluating critical department functions such as report writing, evidence intake and processing, and crime scene management.
- **Evaluating Employee Use of Department Technology:** Ensuring department employees are using technology appropriately and consistent with department policy and law, including body-worn cameras, in-car cameras, fingerprint readers, and other technological tools.
- **Crime Scene Supervision:** Establishing supervisor capacity that allows supervisors to split their time from administrative responsibilities to field command, ensuring that RPD officers have the leadership and guidance while managing complex criminal scenes. Ensuring the availability of sergeant supervision at all times within the patrol function not only enhances the operational capabilities of the department but also significantly contributes to the welfare of the officers and the community they serve.



Recommendations

To enhance the effectiveness and supervision within the RPD's patrol operations and increase patrol standardization related to tactics, field investigations, reporting, evidence handling, and enforcement prioritization, TAG has the following recommendations for sergeant coverage and oversight.

Establish a Comprehensive Sergeant Cadre: Develop an adequately sized sergeant cadre to meet the department's operational needs, accounting for the staffing calendar. This cadre should account for scenarios where sergeants are required to work away from the front line, such as court appearances, training sessions, or fulfilling collateral duties. This would require the hiring of a minimum of two additional sergeant positions but could require more depending on the department's chosen schedule. A recommended patrol model exists on pages 63 - 65.

Factor in sergeants' contractual time off to ensure that there are always sufficient sergeants available to cover all shifts without compromising supervision quality.

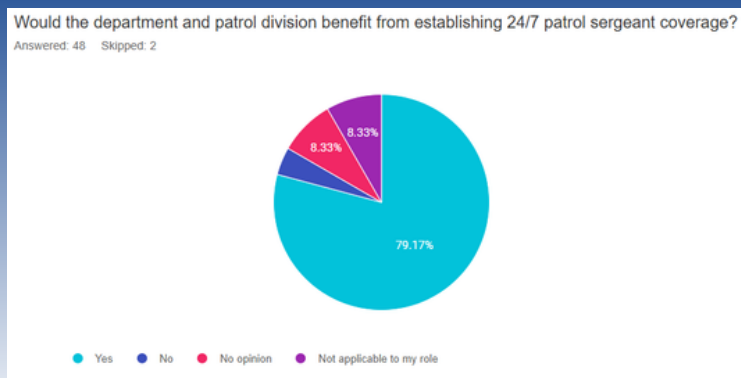
Mandate 24/7 Sergeant Coverage: Implement a policy requiring continuous sergeant presence, ensuring that sergeants are available at all times to provide direct oversight, guidance, and decision-making support to patrol officers. This policy should emphasize the critical role of sergeants in maintaining high standards of policing and ensuring safety to officers and public. This policy should also highlight requisite training required for employees serving as a patrol sergeant.

Update Departmental Patrol Policies: Officially update department policies to mandate the inclusion of a patrol sergeant as a fundamental component of patrol operations, but are not included in the minimum deployment model. This update should outline the responsibilities and expectations of sergeants on patrol operations.

Create a Standardized Patrol Plan Implemented by All Patrol Crews: Develop and implement a standardized patrol plan that defines operational strategies, deployment tactics, and expected outcomes. This plan should be designed to maximize coverage efficiency, resource allocation, and response times. The plan should also include protocols for emergency responses and high-priority calls to ensure sergeant-led oversight during critical incidents.

Eliminate or Significantly Limit the Officer in Charge (OIC) Program: Eliminate or restrict the use of the Officer in Charge program to only extreme exceptions where exigent circumstances exist. Ensure that the OIC role is only filled by officers who are qualified and experienced, having received specific training in leadership and incident management commensurate to that of a patrol sergeant. Establish clear criteria and rigorous training requirements for officers eligible for the OIC role to ensure they are prepared to handle the responsibilities effectively.

Chart depicts responses received in the employee survey regarding the benefit of the department establishing 24/7 supervisory coverage.



Enhance Training Requirements for Patrol Sergeants and Potential Officers In Charge (OICs):

- Increase leadership and command training opportunities for both current sergeants and potential OIC candidates to ensure they are well-prepared to manage dynamic incidents and response challenges.
- Focus training on leadership development, tactical decision-making, community engagement strategies, and crisis management to prepare current sergeants and emerging leaders for a wide range of scenarios.

Regularly Review and Adjust the Sergeant Cadre and Patrol Plans:

- Conduct regular reviews of the effectiveness of the sergeant cadre and patrol plans. Adjust these strategies based on evolving departmental needs, community feedback, and changes in law enforcement best practices.
- Use data-driven approaches to assess the impact of sergeant coverage on crime rates, officer performance, and community satisfaction to inform future planning and potential staffing augmentation.

Implementing these recommendations will significantly enhance the operational effectiveness and supervision within the RPD, ensuring that the community and officers alike benefit from a well-structured and consistent supervised patrol environment.



Investigations

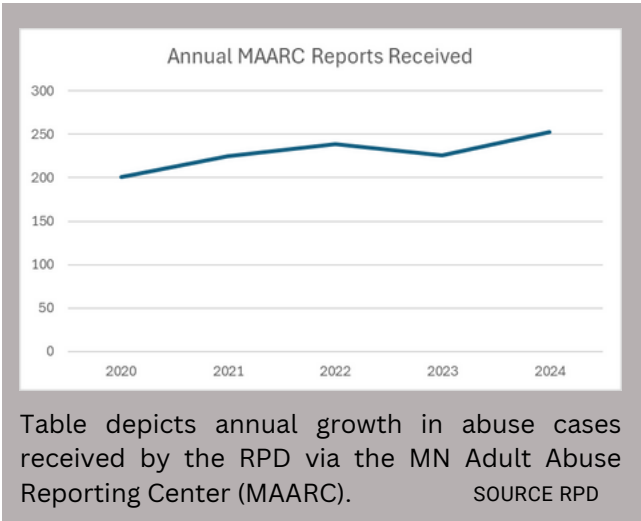
Division

Investigations

Criminal investigations play a multifaceted role within the RPD. The primary function of this unit is to solve crimes, aiming to bring justice and closure to victims of crimes. Beyond resolving specific incidents, the criminal investigations unit is instrumental in developing intelligence that assists the department in identifying crime trends, predicting and preventing future criminal activities.

The Role of Criminal Investigations: Criminal investigations functions are important contributors to strategic law enforcement. Research consistently shows that a disproportionately small number of individuals are responsible for a significant volume of crime. An individual arrested for a crime may have committed multiple offenses and may be more likely to reoffend. The investigative process not only addresses past actions but if properly staffed can also serve as a preventative measure by interrupting potential future crimes.

Structure and Staffing Challenges: The RPD’s investigations unit is led by a commander, supported by an investigative sergeant, and, when fully staffed, includes six detectives, a criminal analyst, and a property room and investigative technician. Typically, five detectives handle criminal cases originating in Roseville, while one detective is assigned to the Ramsey County Violent Crimes Enforcement Team, although this position was vacant at the time of this assessment.



The year 2024 marked a record high for the unit, investigating 4,432 Group A offenses, with theft and shoplifting accounting for over 2,700 cases. Additionally, the unit handled an unprecedented number of cases from the Minnesota Adult Abuse Reporting Center, totaling more than 250 instances.

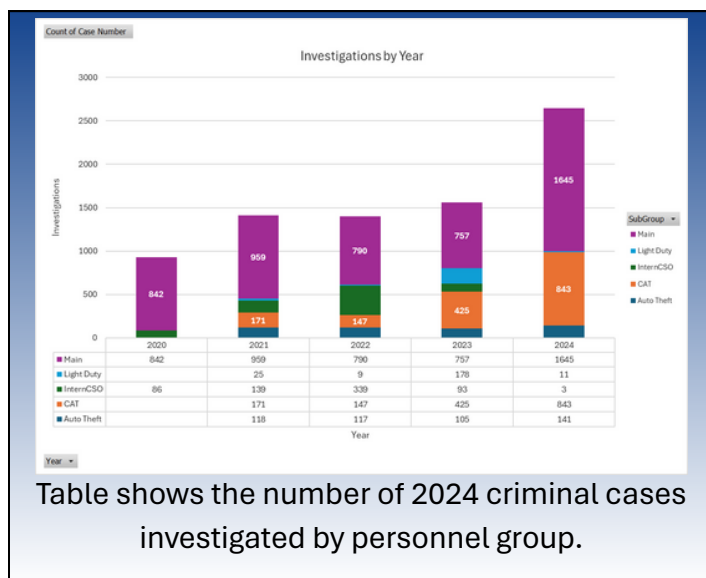


Data and other evidence support much of the retail crime occurring in Roseville is not reported. This proactive detail provides the results of what can be achieved when the department has additional staffing available.

<https://www.cityofroseville.gov/CivicAlerts.aspx?AID=3098>

Increasing Complexity in Investigations:

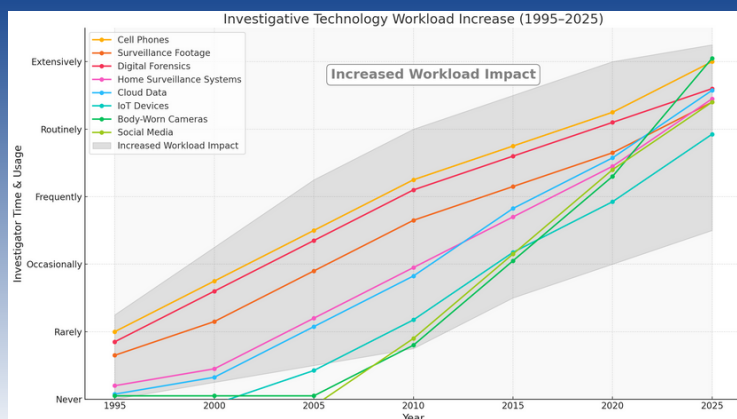
The investigative process has grown increasingly complex. Gone are the days when investigations relied primarily on gathering photos and witness statements. Today, investigators are tasked with reviewing extensive footage from body-worn cameras, in-car video systems, CCTV, and various home surveillance technologies. The critical role of cell phones, social media, and GPS data in investigations compounds the amount of work and time required for even routine investigations, with prosecutors expecting comprehensive reviews, analyses, and summaries of all available digital evidence as part of the charging package. Obtaining much of this digital evidence requires a search warrant, which involves a multi-step, complex process demanding investigators to present compelling evidence to courts. This requirement adds time, effort, and complexity to the investigative process.



Staffing Shortages and Case Management: Despite being well-organized with investigators specializing in specific types of crimes, The Axtell Group research team found that the unit is demonstrably understaffed relative to the volume of work required. This staffing shortfall often necessitates a triage approach to case management, where cases requiring more extended investigative efforts are often pended to prioritize those with individuals in custody or a clearer path to prosecution.

The Axtell Group research team found that this understaffing has led to the premature closure of cases that have significant solvability factors but would require extended investigator commitment, impacting the overall effectiveness of the unit.

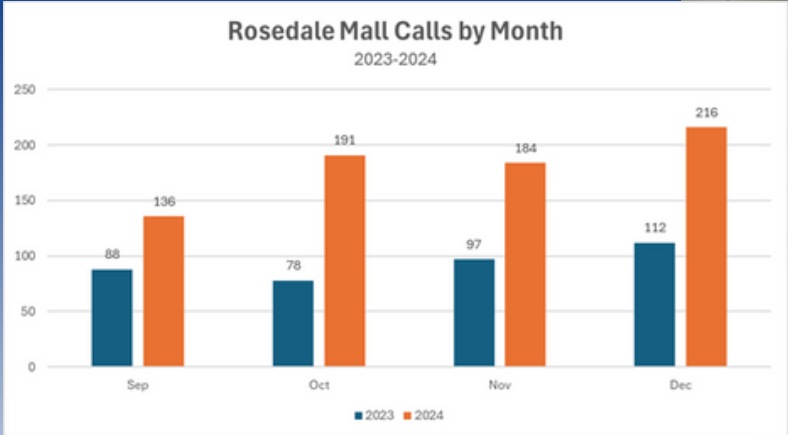
Technology used in everyday life has significantly increased investigator workloads. Criminal prosecutors require all available evidence to be included in every case presented requiring in many cases multiple search warrants and review of extraordinary amounts of data.



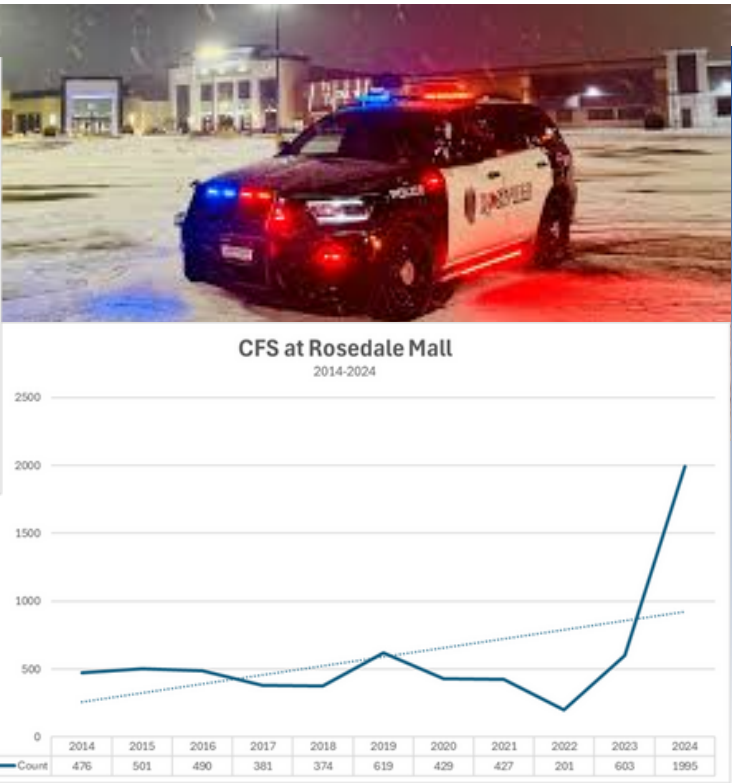
Focus on Retail Crime in Roseville: The introduction of two dedicated retail crime officers in the fourth quarter of 2024, funded through a partnership with Rosedale Mall, marked a significant shift in the approach to handling retail crime in Roseville. This strategic move was immediately reflected in the criminal data of 2024, which The Axtell Group research team analyzed in depth, comparing the volume of cases recorded before and after the officers' addition.

Impact of Dedicated Retail Crime Officers: The presence of the retail crime officers led to a dramatic 94% increase in police service calls at Rosedale Mall, rising from 375 incidents in the previous year to 727 incidents. This surge in calls for service was not merely a numerical increase in calls for service but represented a corresponding rise in police response leading to more arrests, criminal charges, the recovery of more stolen property, and the issuance of criminal citations. This trend has not only continued into 2025 but has also shed light on the significant underreporting of criminal events at Roseville’s retail centers, including Rosedale Mall and others.

Previous Challenges in Reporting: Before the implementation of these positions, many retail stores hesitated to call the police, knowing that offenders would likely have left by the time officers arrived. Alternatively, they sometimes reported incidents through the online reporting system, but only selectively. The addition of on-site retail officers has transformed this dynamic, ensuring immediate action and significantly increasing the probability of intercepting criminal activities.



These two tables showing the increase of activity resulting from the addition of two dedicated Rosedale Mall assigned officers were researched, created and shared by the RPD investigative analyst.

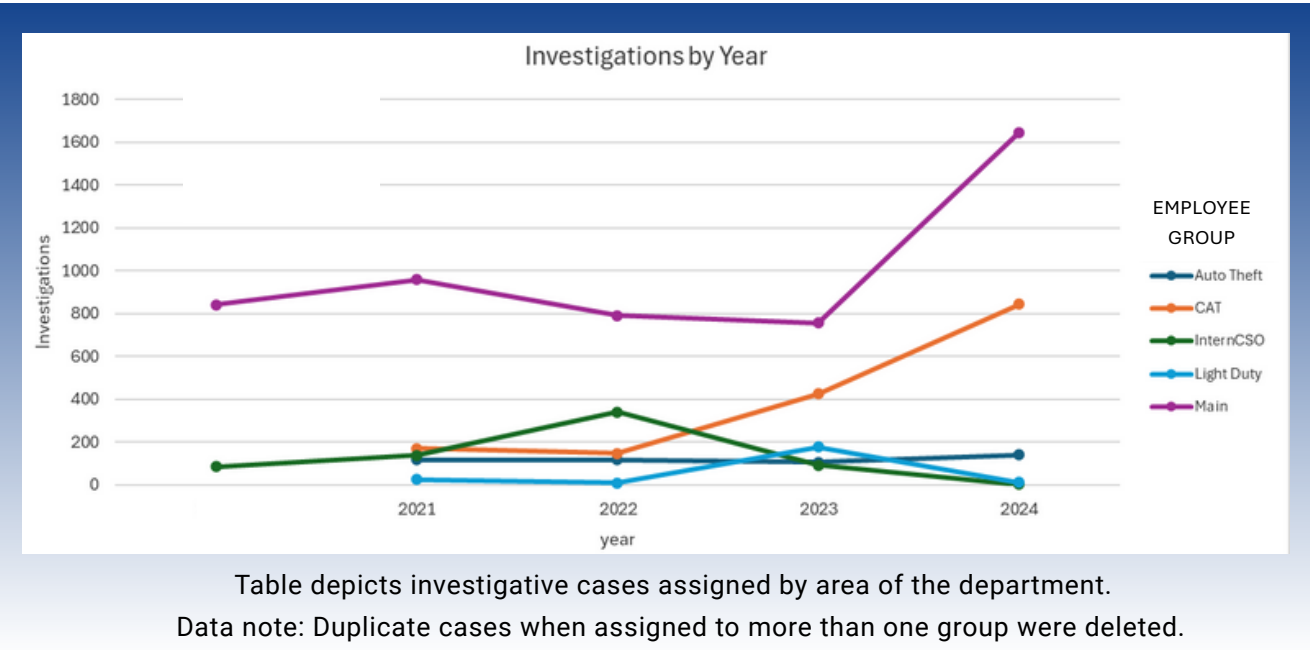


Department Impact: The addition of the retail officers has significantly increased workloads across various department units, including the records unit, property and evidence unit, and the investigations unit. While this has strained resources, it has also proven to be a substantial benefit to the retail outlets at Rosedale Mall and the community at large.

Creative Solutions and Ongoing Challenges: The investigative team has developed innovative processes to track offenders, allowing for the aggregation of losses over multiple events involving the same suspects. This approach has enhanced the ability to tackle repeat offenses and chronic offenders systematically. However, the creativity of the unit is constantly tested by the reality of limited staffing, which struggles to keep pace with the overall caseload.

Persons who are arrested for new crimes are entitled to a hearing or release within 36 hours, which adds time constraints to the investigations unit, which handles more than 400 adult and juvenile arrests annually.

Investigative Analyst Support: The Roseville Police Department has the benefit of an investigative analyst serving the department. The role of the investigative analyst in the RPD is multifunctional and demonstrates a commendable effort by the department to maximize the effectiveness of available resources. The research team has identified that the analyst, while managing a significant workload, invests approximately 30% of their time handling a criminal case load. Additionally, the analyst currently allocates only 20% of their time to the development of departmental intel products, despite an ideal target of 60%.



In addition to their primary duties, the analyst also supports and manages administrative tasks, which account for up to 50% of their time, respectively. This extensive range of responsibilities reflects the department's adaptive strategy in response to resource constraints and underlines a proactive approach to leveraging all available capacity. The department's innovative use of its analyst role, particularly in light of staffing shortages that have necessitated the inclusion of additional responsibilities such as investigating criminal cases due to increased activities related to the Rosedale officer detail, showcases its commitment to maintaining community safety and operational efficiency.

Benefits of a Properly Focused Analyst: A properly focused intelligence analyst has the potential to significantly elevate the department's operations, transitioning from reactive to proactive strategies that enhance strategic foresight and operational effectiveness. By dedicating adequate resources to thorough data analysis and the development of intelligence products, the analyst can identify emerging trends and anticipate security challenges. This proactive engagement would facilitate a more strategic deployment of resources, significantly improving crime prevention efforts and enhancing public trust through more transparent and responsive policing practices. Furthermore, in critical situations, a focused analyst could provide invaluable real-time data and insights, crucial for effective response and management.

Recommendations

Expand Investigative Capacity Through Additional Staffing: To manage the increasing volume of retail and property crimes effectively, the RPD should consider expanding the number of detectives to adjust for both the increased case load and complexity of conducting criminal investigations. This expansion would help distribute the caseload more evenly, allowing for more thorough investigations, limiting incidents of closing cases with significant solvability factors, and enhancing investigative focus on each case type.

Establish a Dedicated Retail Crimes Investigator or Team: Given the significant impact and success of the retail crime officers, TAG recommends that the RPD consider establishing a dedicated retail crimes investigator at a minimum or an investigative team. This dedicated investigator team would not only support the significant case load associated with Roseville's retail centers but would also coordinate with retail investigators in other cities. Such collaboration would focus on chronic and repeat offenders who engage in organized or high-end theft - which represents a large portion of the city's overall crime index.

This dedicated team would ensure a targeted and efficient approach to managing retail crime, enhancing the department's capacity to handle these specific challenges effectively.

Improve Case Management and Support: By focusing on this area, the department can better serve the community and its commercial stakeholders, ultimately reducing retail crime and improving overall public safety in Roseville. There is a crucial need to enhance investigative support with additional analytical and administrative resources. Providing this support would improve case management efficiency, increase investigator capacity, and help ensure that investigations are not only timely but also thorough. This strategic enhancement would enable the department to manage its caseloads more effectively, ultimately leading to higher case resolution rates that prevent future criminal activity and provide better service to the community.

Implementing these recommendations will strengthen the department's capacity to handle the increasing complexities of criminal investigations and ensure that the RPD continues to meet the community's needs effectively and efficiently

Refocus on Intelligence Products: The department should refocus the analyst's role to emphasize the production of intelligence products related to crime and department performance. This strategic adjustment, while challenging due to the current extensive involvement of the analyst in criminal investigations, would significantly enhance the department's strategic capabilities. An increase in investigative capacity is essential to free up the analyst's time for these higher-value activities and complex case support.

Expansion of Analyst Positions: The department would significantly benefit from employing a second dedicated analyst. This would allow one analyst to concentrate on supporting criminal data and investigations, while the other focuses on assisting department leadership in understanding performance metrics, service demand trends, and other critical departmental metrics. Such a role would involve regularly publishing key department metrics, thus providing clear and comprehensive insights into the department's demands, performance, staffing allocations, and other vital statistics. Enhancing the analytical capacity in this manner would be highly beneficial for strategic decision-making and resource allocation, benefiting a wide range of stakeholders including city officials, community leaders, and department leadership.

Community Action Team (CAT)

The RPD has established the Community Action Team (CAT) as an innovative response to the evolving needs of the community it serves. This specialized unit focuses on addressing issues that are critical yet often fall outside the traditional scope of law enforcement, such as mental health crises, the experience of homelessness, and youth engagement. A notable aspect of this unit is its funding, which is primarily sourced from external grants and partnerships, reflecting a community-centric approach to resource allocation.

Overview of the Community Action Team: The CAT is designed to proactively engage with the community through various programs and initiatives that emphasize early intervention and support rather than enforcement. This proactive engagement is crucial in building trust and establishing a supportive presence in the community. The team's efforts are geared towards not just responding to incidents but actively working to prevent them by addressing underlying issues.

MENTAL HEALTH CALLS FOR SERVICE

As is true for public safety personnel across the state and country, Roseville officers are more frequently assisting community members with mental-health needs. Calls related to drug overdoses, suicidal ideations, attempted suicide, and other mental health issues often require officers to spend more time with people in need.

The RPD has responded by investing in de-escalation training for officers as well as pairing them with social workers who are now city employees.

The primary goals of the embedded social worker program are:

- Ensure individuals are connected with a social worker more quickly
- Improve the quality of life for those who suffer from mental illness and have encounters with law enforcement
- Improve the quality of life for those who suffer from substance-use disorders and have encounters with law enforcement
- Reduce use of force, injury, or death to officers and community members
- Reduce repeat calls and visits for the same issue
- Increase public satisfaction with the response to mental health emergencies

RPD's approach to helping people experiencing a mental health crisis is an example of how strategic investments, partnerships, and the re-deployment of resources can help improve quality of life issues for the entire community.

Focus on Behavioral Health: A significant area of focus for the CAT is behavioral health. This is in response to the increasing number of incidents related to mental health crises. In the past year alone, the RPD recorded more than 1,670 calls involving persons experiencing behavioral health-related incidents. The CAT's role in these situations is pivotal, providing first response and follow-up support in collaboration with mental health professionals. Their work is instrumental in de-escalating potentially volatile situations and ensuring that individuals receive the appropriate care and intervention with a focus on long-term solutions.

Community Engagement and Support: The CAT is actively involved in various community outreach programs. These include providing support and resources to at-risk youth, engaging with individuals experiencing homelessness to offer assistance and connection to services, and participating in community events to foster a greater understanding and rapport between law enforcement and community members. These initiatives are tailored to address the specific needs of the Roseville community, with an emphasis on respect, compassion, and support.

Funding and External Support: Much of the CAT's operations are supported by external funding sources, which underscores the collaborative approach taken by the RPD to address community issues. This funding model allows the CAT to implement programs that might otherwise be unfeasible under a regular police department budget, thereby enhancing their ability to serve effectively and innovatively.



<https://www.cityofroseville.com/3622/Community-Action-Team-CAT>

Organizational Placement and Resource Allocation: While there are no substantive recommendations for changes to the CAT in this assessment, one consideration for the department is the unit's placement within the organizational chart. Evaluating how the CAT fits within the larger department structure could further optimize its effectiveness and integration with other units, enhancing coordination and the strategic alignment of community policing efforts.

It is crucial to note that while the CAT and its functions are incredibly valuable, the department must also ensure that it has the resources in place to sustain the core police functions and responsibilities as outlined in the department's mission. Balancing specialized units like the CAT with adequate resources for traditional policing roles is essential for maintaining overall departmental effectiveness and public safety.

Conclusion

The RPD Community Action Team exemplifies an alternative approach to solving social problems that regularly intersect with policing — one that balances the need for safety and enforcement with compassion and support for community members facing social challenges. By focusing on behavioral health and community engagement, the CAT plays a critical role in not only responding to but also preventing crises, contributing significantly to the well-being and safety of Roseville. The strategic use of external funding enhances the team's ability to implement wide-ranging initiatives that directly benefit the community, reinforcing the RPD's commitment to innovative and community-focused policing.

Community Engagement

The Roseville Police Department (RPD) has made significant strides in its community engagement efforts, though program limitations remain due to resource constraints. The primary community engagement effort, under the stewardship of a community relations specialist, aims to maximize impact with limited resources. The role of the community relations specialist, currently filled by a former police sergeant, has arguably proven beneficial compared to non-sworn personnel serving in similar positions in other departments. This advantage stems from the firsthand experience and credibility that a former officer brings to the role, enhancing community trust and the effectiveness of engagement strategies.

Historical Context and Staffing Evolution

Historically, the coordinator position faced some instability with vacancies and changes in personnel. Initially held by a civilian staff person, followed by the police services manager, and eventually unfilled for about six months, the role saw improved stability and effectiveness with the hiring of a former sworn employee to serve as the coordinator. The appointment, now nearing two years, coincided with a post-COVID reinvigorated focus on community engagement.

Current Operations and Limitations: The current community relations specialist is tasked with multiple collateral duties alongside the primary role of fostering community relations. This includes overseeing the Peer Support and Wellness Committee and supporting other new or expanding departmental initiatives. Despite these responsibilities, the unit faces several limitations.

Program Offerings: There is currently no Citizen Police Academy or senior crime prevention programs, which are crucial in preventing scams against vulnerable groups. The teen police academy and police explorer programs, aimed at aiding recruitment and providing community mentorship, are underutilized, with the latter being functionally inoperable due to low enrollment.

MULTI-CULTURAL ADVISORY COMMITTEE

THE ROSEVILLE POLICE DEPARTMENT MULTICULTURAL ADVISORY COMMITTEE (MAC) WAS ESTABLISHED IN THE SUMMER OF 2020 TO HELP STRENGTHEN COMMUNITY OUTREACH AND FOSTER HONEST, ONGOING AND FOCUSED CONVERSATIONS BETWEEN MEMBERS OF THE COMMUNITY, POLICE OFFICERS, AND OTHER CITY STAFF IN ROSEVILLE.

THE GOAL OF THE MAC IS TO BRING COMMUNITY REPRESENTATIVES TOGETHER TO DISCUSS COMMUNITY-POLICING CONCERNS, STRATEGIZE WAYS FOR ROSEVILLE POLICE TO BEST ENGAGE WITH THE COMMUNITY, AND SHARE INFORMATION ABOUT POLICE POLICIES AND PROCEDURES.

THE MAC CURRENTLY CONSISTS OF 15 DIVERSE MEMBERS OF THE ROSEVILLE COMMUNITY WHO MEET ON A MONTHLY BASIS. BY WORKING CLOSELY WITH THE MAC, ROSEVILLE POLICE ANTICIPATE STRENGTHENING COMMUNITY RELATIONSHIPS AND IMPROVING TRUST AND LEGITIMACY IN POLICING WHILE WORKING TO MAKE ROSEVILLE A SAFE AND LIVABLE COMMUNITY FOR ALL RESIDENTS AND VISITORS.

RESIDENTS ARE ENCOURAGED TO CONTACT THE ROSEVILLE POLICE DEPARTMENT TO LEARN MORE ABOUT THE COMMITTEE AND ITS EFFORTS. ROSEVILLE CHIEF OF POLICE ERIKA SCHEIDER IS FACILITATING THE PROGRAM.

Crime Prevention and Strategy: The coordinator has yet to formalize any comprehensive community crime prevention programs. While involved in initiatives like the Roseville Crime Collaborative Group, there is no clearly established department-wide coordinated crime prevention strategy. This reflects a broader issue within the department of operating reactively rather than proactively.

Community Outreach and Training: Outreach efforts are often on demand, with personnel made available upon request. However, there is no ongoing proactive strategy to reduce calls for service or to train local businesses in crime prevention and safety, which may be a missed opportunity given the substantial local business community.

Recommendations

To enhance the effectiveness of the RPD's community engagement efforts, several steps should be considered:

Increase Dedicated Resources: Increasing staff capacity in other vital areas of the department and potentially adding additional funding and personnel dedicated to the community engagement unit could allow for the development of formal programs and strategies that proactively address community needs. The use of department interns might serve this mission well.

Formalize Crime Prevention Programs: Developing structured crime prevention programs marketed to city residents and businesses would provide clear benefits to the community and could potentially reduce overall crime rates and calls for service.

Expand Training Programs: Implementing regular training sessions for local businesses and community groups on safety and crime prevention could foster stronger community ties, enhance public safety, and prevent crimes in Roseville.

Enhance Community Policing Strategies: When additional staff are available, integrate more officers into community roles, increasing their presence at community events and using community feedback to shape policing strategies. Many officers expressed their desire to have a stronger day-to-day community engagement role.

Improve Transparency and Public Reporting: Regularly release detailed crime statistics and departmental updates to the public to enhance transparency and build community trust. This was a leading theme recorded during TAG's community meetings and roundtables.

Conclusion

Overall, while the RPD has made commendable efforts in community engagement under challenging circumstances, a more proactive and resource-backed approach could significantly enhance the department's ability to serve and protect the Roseville community effectively.

Employee Survey

Employee surveys are a critical tool for organizational self-assessment, particularly in professions as complex and demanding as law enforcement. As police departments across the country work to recruit, train, and retain skilled personnel, listening to the internal voice of their organization — the officers, staff, and supervisors who carry out the mission every day — has never been more important. These surveys offer more than just feedback; they serve as a lens into the health of the workplace culture, the alignment of internal operations with stated values, and the ability of leadership to adapt in real time to the evolving needs of their personnel.

In law enforcement, where workplace dynamics are shaped by public accountability, high-risk decisions, and constant operational tempo, employee satisfaction and perception can significantly influence both the quality of service and the sustainability of the workforce. Survey results help agencies identify where they are excelling, where they may be falling short, and how they can better align policies, resources, and leadership efforts to foster a resilient, trusted, and high-performing department.

As part of this evaluation, The Axtell Group administered an anonymous online survey that was made available to every employee in the RPD. The survey consisted of 46 multiple-choice questions and two freeform comment boxes. Questions were designed to assess employee perspectives across several domains: Staffing, operations, departmental supervision, training, wellness, and overall department performance. Fifty employees participated in the survey, providing a robust and meaningful cross-section of the organization's voice. The feedback gathered through this process offers both quantitative and qualitative insights that help contextualize broader findings of this evaluation.

In the case of the RPD, the employee survey was conducted as part of a broader assessment of operational efficiency and resource deployment. Participation levels were strong, and feedback was provided across sworn and non-sworn staff. The responses offer a candid yet respectful snapshot of where the department stands in 2025 — highlighting both commendable strengths and areas where strategic adjustments could be beneficial.

Overall, the results reflected a workforce that is mission-driven, deeply committed to the department's success, and open to collaboration and growth. Officers and staff provided thoughtful feedback that reflected a shared interest in improving service delivery, internal communications, and individual support systems. Importantly, the survey responses were constructive in tone — not accusatory — and reflect a collective sense of pride in the department alongside an honest appraisal of its challenges.

Themes that emerged from the survey can be grouped into several important categories, which the department may find helpful as it considers next steps:

Operational Strain Due to Staffing Pressures: Many respondents (94%) noted that current staffing levels, especially within patrol, create consistent strain on daily operations. Officers described how this impacts their ability to take time off, attend training, or engage in proactive policing or engagement activities — all of which are vital to professional growth and community engagement.

Impact of Training on Operations and Professional Development: A recurring theme in both multiple-choice and free-form responses was the lack of time and support to participate in training opportunities. Officers cited examples of training requests being denied or deprioritized due to staffing shortages. While there was appreciation for the quality of training when it is offered, the delivery, frequency, and availability appear to be areas of concern.

Employee Wellness and Morale: Respondents conveyed a sense that although the department values wellness in principle, the operational realities often leave officers feeling stretched thin. There were references to burnout, a desire for more interaction with the leadership team, communication, and opportunities to be more involved in decisions that affect their work-life balance.

Desire for Clearer Communication and Role Definition: A majority of respondents (76%) expressed uncertainty regarding their roles or expectations. There was a desire for more consistent direction and communication from leadership and a more defined path for internal career development and recognition.

Employee Survey Summary

The insights offered through this survey should be seen as an opportunity and a roadmap toward continued organizational excellence. The feedback reveals that while RPD is a department staffed with skilled and motivated professionals, operational pressures and the evolving nature of police work require ongoing adaptations in how personnel are supported, trained, and led. Building internal strategies to address the identified themes can reinforce the department's already strong foundation and position it for long-term success.

By embracing the perspectives shared by its staff, the department not only demonstrates its commitment to staff inclusion, transparency, and responsiveness, which will enhance trust between leadership and line-level personnel. This trust is fundamental not just to morale, but to the effectiveness and resilience of the department. The employee survey is a valuable step in that direction — offering both affirmation and actionable insight for a department determined to evolve in service to its community and its people.

Final Summary and Next Steps

The Roseville Police Department has consistently demonstrated its unwavering commitment to the safety and well-being of its community. This evaluation confirms what many in the region already know: Roseville is served by a professional, forward-thinking police department that is rich with dedicated public servants and guided by exceptional leadership. The Axtell Group was honored to partner with such a capable and principled organization throughout this important work.

At every level of the department, from patrol officers to specialized staff, we encountered men and women who take tremendous pride in their work and care deeply about the residents and businesses they serve. Their professionalism, candor, and commitment to continuous improvement were evident in every interview, survey, and operational review conducted. The success of this assessment was made possible by their cooperation and openness, and The Axtell Group extends its sincere appreciation to every member of the Roseville Police Department who contributed their time, insight, and expertise.

We also wish to commend the department's leadership team — including Chief Scheider and her command staff — for their transparency, strategic foresight, and steadfast commitment to the success and well-being of their employees. It is clear that this administration prioritizes not only high-quality service to the public but also a healthy, sustainable, and supportive environment for its officers and staff. These values are critical as the department looks to the future and continues to navigate the increasing demands placed on modern policing.

Equally important to this process was the thoughtful participation of the Roseville community. Residents, business owners, and community partners provided honest, constructive, and valuable feedback throughout the course of this project. Their voices — both critical and supportive — were woven into every chapter of this report. Community perspectives directly shaped our recommendations related to staffing, transparency, communication, supervision, and engagement. The willingness of the public to participate meaningfully in this process reflects the deep sense of shared investment in public safety that exists in Roseville. That relationship between department and community is one of the agency's greatest assets.

This report presents a series of data-informed findings and practical recommendations across core functional areas, including patrol operations, supervision, investigative workload, training and accreditation readiness, administrative support, and officer wellness. Each of these areas presents opportunities for the department to refine systems, align staffing more closely with demand, improve efficiency, and build long-term organizational resilience.

To assist department leaders in moving from evaluation to action, The Axtell Group has developed a conceptual implementation workplan (located at the end of this document). This roadmap is designed to serve as a strategic framework for developing a phased response to the recommendations the department and city elect to pursue. The workplan includes guidance on forming an internal implementation workgroup, setting priorities, building timelines, and aligning resources. It is intentionally flexible so that it can be tailored to budget cycles, community input, and departmental capacity.

As the Roseville Police Department continues to build upon its strong foundation, The Axtell Group remains available to support the department in any capacity requested. We would be pleased to meet with department leadership to answer questions, clarify findings, or provide support as RPD staff begin to build and execute their internal implementation strategy.

The Roseville Police Department is well-positioned to continue its legacy of excellence in service. With thoughtful planning, community partnership, and a continued investment in its people, the department is poised to meet the challenges of tomorrow with the same strength and professionalism that define it today.

Roseville Police Department

Employee Survey Questions

Appendix 1

1. Employee Background

- 1.1 What is your current assignment or role within the department?
- 1.2 How many total years of law enforcement experience do you have?
- 1.3 How many years have you worked for the Roseville Police Department?

2. Operational Effectiveness

- 2.1 Do you have access to the necessary tools and resources to perform your job effectively?
- 2.2 Does the department quickly adapt to changes in operational demands?
- 2.3 Are department communications effective in facilitating your daily responsibilities?
- 2.4 Do you believe that the department's strategies effectively address the community's needs?
- 2.5 Are there clear procedures in place for handling routine tasks?
- 2.6 Is there a systematic approach to handling emergencies and unexpected situations?
- 2.7 Optional – Please provide comments about operational effectiveness challenges or strengths.

3. Leadership and Supervision

- 3.1 Do you feel supported by your direct supervisor?
- 3.2 Are the department's expectations and goals clearly communicated to you?
- 3.3 Do you receive regular and constructive feedback from your supervisors?
- 3.4 Are leaders accessible and approachable?
- 3.5 Would the department and patrol division benefit from establishing 24/7 patrol sergeant coverage?
- 3.6 Does leadership encourage and support professional development and growth?
- 3.7 Optional – Please provide comments about leadership and supervision challenges or strengths.

Roseville Police Department

Employee Survey Questions (cont.)

4. Crime Prevention and Response

- 4.1 Do you feel you have adequate resources to handle the types of crimes/challenges typically encountered in your area?
- 4.2 Are crime response protocols regularly reviewed and updated?
- 4.3 Do you believe the department's crime prevention strategies are effective?
- 4.4 Is there effective collaboration with external agencies in crime prevention efforts?
- 4.5 Are you confident in the department's ability to respond quickly and effectively to criminal activities?
- 4.6 Does the department utilize data and analytics effectively in crime response planning?
- 4.7 Optional – Please provide comments about crime prevention and response challenges or strengths.

5. Training

- 5.1 Are training programs regularly updated to reflect current best practices in law enforcement?
- 5.2 Do you receive enough training to feel confident in your role?
- 5.3 Is there a wide range of training available that covers various aspects of your responsibilities?
- 5.4 Are you encouraged to participate in additional training or education programs?
- 5.5 Do training sessions incorporate practical scenarios that are relevant to your daily duties?
- 5.6 Does the department have adequate staffing resources to facilitate training objectives while meeting frontline service demands?
- 5.7 Optional – Please provide comments about training challenges or strengths.

6. Employee Wellness

- 6.1 Do you believe the department supports employee wellness and mental health?
- 6.2 Are wellness resources and programs easily accessible to you?
- 6.3 Does the department encourage the use of wellness programs without stigma or negative perceptions?
- 6.4 Are peer support or critical incident stress management resources available and promoted?
- 6.5 Do you feel that taking time off for mental health needs is supported by supervisors and leadership?
- 6.6 Optional – Please provide comments about employee wellness initiatives or challenges.

Roseville Police Department

Employee Survey Questions (cont.)

7. Staffing Levels and Schedules

- 7.1 Do you believe there are sufficient sworn staff to meet the department's operational needs?
- 7.2 Does the current staffing model allow for proactive policing activities (not just responding to calls)?
- 7.3 Are shift schedules designed in a way that promotes officer health, safety, and work-life balance?
- 7.4 Does the department adjust staffing based on call load or seasonal trends?
- 7.5 Would alternative scheduling models (such as different shift lengths or rotations) improve operations and employee satisfaction?

Freeform Questions:

- 7.6 Optional – Please provide comments about staffing levels, scheduling, or operational capacity.

8. Final Comments

- 8.1 Optional – Please add any additional comments or information you might have for this evaluation.

Roseville Police Department

Conceptual Implementation Workplan - Phase 1

Implementation Workplan

Guiding Principle: A cross-functional implementation workgroup, led by Chief Scheider and including department personnel and City HR, will guide all activities. The workgroup will determine the final roadmap timeline in the first phase based on internal priorities and capacity.

Phase 1: Foundation & Planning (Initial 90 Days)

Goal: Establish governance, build internal structure, and co-develop a tailored implementation timeline.

Initiative	Actions	Owner	Target Timeline
Form Internal Implementation Workgroup	Chief Scheider appoints a cross-functional workgroup (including department staff and City HR) to lead all implementation tasks	Chief Scheider	Month 1
Develop Internal Communication Plan	Define key messages, delivery formats (e.g., briefings, memos, dashboard), and feedback channels for staff engagement	Workgroup / Communications	Month 1
Launch Internal Communication Strategy	Roll out the plan with a department-wide kickoff and regular updates to ensure transparency and buy-in	Chief Scheider / Communications	Month 1–2
Develop Roadmap Timeline	Workgroup sets phased implementation schedule (12–24 months) aligned with operational capacity and funding cycles	Workgroup	Months 1–2
Conduct Staffing and Supervisory Gap Analysis	Assess workload and structure to recommend staffing and supervision model changes	Workgroup / HR / Command	Months 1–3
Define Training Coordinator Role	Finalize job description and internal justification for new coordinator position	Training Division / HR	Month 2–3
Prepare Budget Strategy	Coordinate FY2026 proposals for early-phase hiring and systems improvements	Finance / RPD / Workgroup	Month 3

Roseville Police Department

Conceptual Implementation Workplan - Phase 2 & 3

Phase 2: Early Action Items (Timeline Set by Workgroup)

Goal: Initiate foundational improvements and build internal readiness.

Initiative	Actions	Owner
Hire Training Coordinator	Recruit and onboard coordinator	HR / RPD
Add Records Supervisor Role	Recruit or reassign to provide direct oversight for records unit	Admin Division
Implement Report Review Standards	Establish NIBRS-compliant protocols and error resolution process	Records Supervisor / RMS Admin
Launch Wellness & Leave Planning Team	Build models to address staffing pressures from PFML and promote retention	HR / Patrol / Wellness Team
Begin Accreditation Readiness Self-Assessment	Evaluate compliance and prepare for MNLEAP milestone planning	Accreditation Manager

Phase 3: Structural Enhancements (Timeline Set by Workgroup)

Goal: Expand operational capacity and improve internal systems.

Initiative	Actions	Owner
Expand Patrol Staffing	Add or reassign patrol FTEs based on call demand and staffing gaps	Command / City Council
Conduct RMS Optimization Review	Collaborate with vendor and IT to resolve data, speed, or interface issues	Records / IT / Vendor
Launch Internal Leadership Development	Deliver focused development for command staff and future supervisors	Command Staff
Enhance Supervisory Coverage	Ensure 24/7 sergeant coverage and reduce use of Officer-in-Charge assignments	Patrol / HR
Publish Department Operational Plan	Create and adopt a guiding strategy document for divisional alignment	Workgroup / Command

Roseville Police Department

Conceptual Implementation Workplan - Phase 4

Phase 4: Long-Term Integration & Evaluation (Timeline Set by Workgroup)

Goal: Institutionalize reforms, evaluate progress, and position for sustainable success.

Initiative	Actions	Owner
Evaluate Implementation Progress	Conduct midpoint assessment, gather staff feedback, and adjust plans as needed	Workgroup / HR / Command
Align Long-Term Staffing Forecast	Build a multi-year forecast model considering leave, recruitment, and service growth	Command / HR / Finance
SubmitFY2027 Budget Requests	Use ROI data to support continued investment in staff and infrastructure	Finance / Command
Finalize MNLEAP Accreditation Submission	Prepare and submit all materials for accreditation site visit	Accreditation Manager