

Michigan Association of Chiefs of Police
MICHIGAN LAW ENFORCEMENT ACCREDITATION
PROGRAM



Onsite Final Report Re-Accreditation

**East Grand Rapids Department of Public Safety
December 13th, 2022**

Team Leader: Lt. Matthew Ivory

Team Member: Lt. Kevin Cisler

A. Agency Name, CEO, AM, & AAM:

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B. Date of On-Site Assessment:

Tuesday, December 13, 2022

C. Assessment Team:

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D. Community and Agency Profile:

1. Community Profile

The City of East Grand Rapids is in Kent County located on the western side of Michigan's lower peninsula. It has an approximate total area of 3.89 square miles including .486

square miles that are composed of Reeds Lake and Fisk Lake. The city is bordered by Grand Rapids to the west and south and shares its north and east borders with Grand Rapids and Grand Rapids Township. East Grand Rapids was settled in the 1830s by the Reed family from New York, New York, who built around the 283-acre Reeds Lake, East Grand Rapids quickly became a popular daytime resort for the residents from West Michigan and Grand Rapids. Incorporated as a village in 1891, East Grand Rapids became a full-service home-rule charter city in 1927 and is one of the oldest communities in Kent County.

East Grand Rapids is a vibrant community boasting a thriving business district (Gaslight Village), one of the top school districts in the state, pleasant residential corridors, and beautiful natural elements – characteristics of why individuals choose to make this community home. Additionally, parks, green space, recreation opportunities, library offerings, and community gatherings attract thousands of residents and visitors at every turn. Abutting one of the fastest growing, most economically and culturally dynamic urban areas in the state, East Grand Rapids sits just a short drive from the shoreline of Lake Michigan.

From a crime perspective, East Grand Rapids has extremely low Part I Crime and is annually one of the ten safest communities in the State of Michigan when compared to cities and townships with populations over 10,000. In 2021, the City reported 11 Part I Crimes (9 CSC's & 2 aggravated assaults) and 183 Part I Property Crimes (0 arsons, 13 breaking & enterings, 157 larcenies and 13 motor vehicle thefts). NICHE.com counts the community among the safest in the state, ranked #8 on the "Best Places to live in Michigan" for 2022, and named it #2 in the "Best Place to Raise a Family ranking.

While just over 16% of the workforce lives and works in the city, the average commute time is only 20 minutes. The largest employers inside the city are Spectrum Health-Blodgett Hospital and the East Grand Rapids Public School District. In 2021, East Grand Rapids has:

A low unemployment rate (1.4%). Most workers are occupationally classified as white collar. The largest industries in East Grand Rapids are Health Care & Social Assistance (1,157 people), Professional, Scientific, & Technical Services (926 people), and Manufacturing (789 people). The highest paying industries are Utilities (\$157,639), Real Estate/Rental/Leasing (\$123,068), and Transportation/Warehousing, and Utilities (\$114,000).

- An estimated median household income is \$141,406 (in 2020 dollars) with an average household income of \$186,812. Per capita income is \$64,245. Most dwellings are owner occupied (94.7%).
- An overall poverty rate of 1.8%. Approximately 214 people live below the poverty line, a number that is lower than the national average of 12.8% and lower than

Michigan's rate of 13.22%. Females 45 – 54 are the largest demographic living in poverty, followed by females 65 – 74 and then males 45 – 54.

- Well-educated adult residents. Over 99% have a high school diploma/equivalent or above; 40% have a bachelor's degree; 39% have a master's degree or higher.
- An estimated population of 11,389. Resident classification by race/ethnic background is: White 10,876 (94.5%); Black/African American 103 (.9%); American Indian/Alaskan Native 23 (.2%); Asian 137 (1.2%); Native Hawaiian/Pacific Islander 0 (0%); Two or More Races 228 (2%); Hispanic/Latino 216 (1.9%).
- A median age of 38.2 years, 36.2 years for males, and 40 years for females.

Fiscally sound for decades, the City of East Grand Rapids employs 74 regular full-time and part-time employees who function in an interdependent customer/client driven culture. The 2022/2023 general fund budget is \$13,555,710 with special revenue – Major Street, Local Street, Municipal Street, and Drug Law Enforcement – funds adding another \$5,607,540. The total annual budget is \$32,538,290. Property taxes account for 75% of revenue. In 2015, residents approved a 2-mil property tax proposal assuring the 45 miles of streets and 80 miles of sidewalks are maintained and rehabilitated.

The City of East Grand Rapids operates under the council-manager system of government with an appointed city manager and elected city council. The city manager oversees the day-to-day operations of the city, manages staff operations, recommends the annual budget, and makes policy recommendations to the elected council.

2. Agency Profile

Prior to 1986, the city had a full-time police department and a full-time fire department. In the late 1950's, City Manager Fred Tholen Jr., was extremely interested in adopting the public safety model due to the cost efficiencies and potential effectiveness of the concept. Due to internal cultural and political considerations, he was not able to move forward with the public safety model until the early 1980's.

In 1981, Peter J. Gallagher was hired as the first Director of Public Safety with the charge of creating a fully consolidated public safety department. Under his leadership, the East Grand Rapids Department of Public Safety was established in 1986 with each sworn member being cross-trained and state-certified as a law enforcement officer, firefighter I & II and medical first responder. Presently, the East Grand Rapids Department of Public Safety is one of only approximately 130 fully consolidated agencies in the United States. As a result, the merged department provides the city, its residents, and customers numerous benefits, such as:

- A reduction in the need for total line staff. Staffing levels for the police and fire service have significantly increased due to all personnel being cross-trained. Fewer officers are required to provide public safety services because integration makes for full productive use of on-duty time instead of permitting it to be consumed by standby duty. Prior to consolidation, the police department routinely put out 1 patrol car per shift while the fire department was staffed with 4 firefighters daily. Today the Public Safety Department patrols with a minimum of 2 - 3 cruisers per shift and has a daily low staffing level of 5 on the fireside.
- Lower overall costs. In 1985, East Grand Rapids had a total of 20 sworn police officers and 20 firefighters. In 2022, the Department has 28 sworn members. The reduction of 12 police officers and firefighters represents a 30% decrease in sworn personnel but also represents a 40% increase in police and fire personnel. Financially, the city has realized an annual personnel savings cost of approximately \$1,336,122 in 2022 dollars (12 PSOs x \$74,229 in salary x 1.5 for benefits). The East Grand Rapids Department of Public Safety is approximately 42% of the city's general fund budget. Many Michigan municipalities' general fund budgets with separate police and fire budgets are closer to 60%.
- Faster, more efficient police, fire, and medical service. Additionally, cross-trained EGR PSOs can immediately assess an incident for essential services and prevent the unnecessary dispatch of equipment and personnel that is expensive and creates unnecessary risks for officers and the public.
- A decrease in duplication of administrative functions (i.e., support, records, training, communication, etc.) leading to a reduction of non-sworn and sworn personnel assigned to these work areas. Currently, the East Grand Rapids Department of Public Safety has only two permanent public safety clerks.
- Promotion of an enhanced unified command structure at critical incidents. Since all officers are trained to perform all police, fire, and medical duties under one incident commander, personnel can be more efficiently and effectively utilized. Problems with who oversees what are lessened when compared to traditional police and fire departments. Communication issues are significantly reduced.

The East Grand Rapids Department of Public Safety:

- Became the 24th Michigan law enforcement agency to be accredited by the Michigan Law Enforcement Accreditation Commission on February 6, 2020.
- Is staffed with 28 sworn personnel (1 director, 1 captain, 1 detective sergeant, 3 staff sergeants, 3 sergeants, and 18 public safety officers); 2 full-time public safety clerks; 1 part-time crossing guard supervisor; 22 seasonal adult crossing guards; and 4 seasonal bike patrol cadets.

- Is comprised of two main sub-divisions - Public Safety Services and Investigative Services. The majority of sworn staff are assigned to one of three (A, B, or C) 24-hour shifts that operate on a one day on, one day off, one day on, one day off, one day on, four days off schedule. Three PSOs are assigned to a 10- or 8-hour midnight shift.
- Sworn members are demographically comprised of 21 (75%) White Males; 2 (7.1%) Black/ African American Males; 4 (14%) Hispanic/Latino Male; and 1 (3.6%) White Female.
- Is well educated. Sworn members have 5 master's degrees; 16 bachelor's degrees; and 7 associate degrees.

3. CEO Biography

Mark A. Herald was appointed Director of Public Safety for the City of East Grand Rapids on October 27, 2006, with responsibility for leading a fully consolidated municipal public safety department that provides comprehensive police, fire, and medical first response services. From 2002 – 2006, he served as the Deputy Director of Public Safety assisting in the administration of all Department functions. During this time, Director Herald:

- Restructured the organization to streamline operations while maintaining the same high level of service and realized an annual savings of \$260,000.
- Instituted SALT (Students & Law Enforcement Together Program), TEAM (Teaching, Educating and Mentoring), Enhanced Safety and Security Program in collaboration with the East Grand Rapids Public Schools, foot patrols in the business district and neighborhoods to increase community engagement.
- Implemented significant technology improvements (i.e., centralized/computerized records management & property management systems (TIMS), electronic tickets & accident reports, patrol rifles, TASERS, in-car digital cameras, body cameras, hybrid patrol vehicle) that streamlined business processes, increased productivity and improved security of personnel and sensitive information.
- Implemented assessment center promotional process for captain and sergeant positions.
- Co-coordinated – along with Chief Jim Carmody, Wyoming P.D. and Chief Greg Long – the creation of the Kent County Crisis Intervention Team in 2016 to present 40 hours of CIT training to all Kent County officers and collaborate with key community stakeholders to improve mental/behavioral health services that are better coordinated to ensure a system of care that is more efficient for all.

Director Herald began his law enforcement career with the Grand Rapids Public Schools in 1982 as a public safety officer at Central High School. Prior to joining the City of East Grand Rapids in 2002, Director Herald worked for the Grand Rapids Police Department from 1984 – 2002. As a member of the Grand Rapids Police Department, Director Herald served as a:

- Captain (Commander Central Service Area) responsible for directing and coordinating the activities of 40 sworn personnel while working directly with businesses and neighborhood associations to resolve community problems. He successfully led the Department's racial profiling efforts as the "Traffic Stop Data Collection Program Coordinator."
- Lieutenant (Patrol Unit three Watch Commander; South Service Area Assistant Commander; and Staff Services Bureau Commander). At various times during these assignments, he was responsible for 75 sworn and civilian employees; overseeing the annual 32-million-dollar budget preparation; administered a complete revision of Manual of Procedures and Manual of Conduct; assisted in the design and implementation of experimental decentralized community policing team which was eventually adopted by the entire department.
- Sergeant (Traffic Unit and General Support Services Bureau) responsible for the supervision of traffic accident investigators; School Safety Program Coordinator; Senior Volunteer-Neighborhood Services Program Coordinator; Property Management Room, Records Unit, and Warrant Unit. He co-developed the "Senior Volunteer Neighborhood Services Program," and authored two Webber Seavey Awards for Quality in Law Enforcement nominations for which the program and Grand Rapids Police Department were internationally recognized for innovative excellence in law enforcement (FINALIST 1995, WINNER 1996).
- Police Officer (Neighborhood Patrol Unit; Community Affairs Unit; and Research & Planning Unit) providing general patrol and tactical response. He also assisted in the design and implementation of a police recruitment program which resulted in the successful hiring of numerous minority and female officers. Officer Herald also served as the coordinator for the Crime Analysis and Community Service Worker Program.

Director Herald has:

- Attended numerous educational and training programs including the FBI National Academy 207th Session, the University of North Florida Traffic Management Program, Michigan State University/Oakland Community College Traffic Investigations 1 – 8, and MACP's New Chief's School. He received his Bachelor of

Arts degree from Calvin College and Master of Management degree from Aquinas College.

- Served as a member of numerous associations and boards including the Michigan Association of Chiefs of Police, International Association of Chiefs of Police, National Organization of Black Law Enforcement Executives, Kent County Advocacy and Leaders for Community Trust (ALPACT), Michigan Municipal League Law Enforcement Advisor Forum, Kent County Chiefs of Police (President 2008 – 2014), Kent County Dispatch Authority Administrative Policy Board 2013 – present (Current Chair, Executive Committee and Finance Committee), Grand Rapids Community College Police Academy Advisor Board, and the Kent County Ambulance Consortium Board.

4. Accreditation Manager Profile

Detective Sergeant Kolster:

- Began his law enforcement career with the Medina County Sheriff's Office (Ohio) serving as a deputy in corrections and road patrol from August of 1995 through July of 1999. He has served with the East Grand Rapids Department of Public Safety since August of 1999. Detective Sergeant Kolster has assumed multiple roles including shift officer, detective, background investigator, internal affairs investigator, use of force/response to resistance instructor, patrol/shift sergeant, detective sergeant, crisis intervention training instructor, and, most significantly, has served as the accreditation manager since 2018.
- Graduated from East Grand Rapids High School (1990), received his Bachelor of Arts in Criminal Justice from Adrian College (1994) and a Master of Science in Administration from Central Michigan University (2003).
- Has attended numerous educational and training programs including the School of Staff and Command from Northwestern University (2012) and MACP's New Chief's School (2022). Detective Sergeant Kolster completed Force Science Certification from the Force Science Institute (2014) and became a certified Force Science de-escalation instructor (2021). He has attended training sessions on Body Cameras and Other Recordings in Law Enforcement, Realistic De-escalation Training (2017) and their annual conference (2018).
- On the fire side, has completed Company Officer I & II as well as Leadership I, II and III. He is also a state certified medical first responder.
- Currently supervises the Investigative Services Group with direct oversight of the School/Community Liaison Officer, Property Room, Fire Investigator, Regional

Computer Forensics Work Group EGR sergeant, and the assistant accreditation manager.

- Has served as an assessor for the Michigan Law Enforcement Accreditation Commission since March 21, 2021.

Public Safety Officer Cory Buter (Assistant Accreditation Manager):

- Began his law enforcement career with the Coldwater Police Department (Michigan) as a road patrol officer in 2012. He has served the East Grand Rapids Department of Public Safety since January of 2017. During this time, Officer Buter has been assigned as a shift officer, field training officer, field force team member, Honor Guard officer, armorer, and in June of 2021 became the assistant accreditation manager. He is state certified as a firefighter (I & II) and medical first responder.
- Graduated from Western Michigan Christian High School in Muskegon (2008), received his Associate of Arts in Pre-Criminal Justice (2010) and Bachelor of Science in Criminal Justice from Ferris State University (2012).
- Has been a member of the Michigan Army National Guard since 2010. Currently, Cory is a Captain (Promotable) assigned to the Joint Forces Headquarters in Lansing, Michigan. His current assignment is as the Selective Services Officer for the state, working with the full-time staff of the Selective Service System. For outstanding service in the performance of duty, Capt. Buter has received the "Army Commendation Medal" as well as two "Army Achievement Medal(s)".
- Has served as a mock assessor for the Michigan Law Enforcement Accreditation Program.

5. Future Issues

The East Grand Rapids Department of Public Safety has a history of providing a high level of service to their community with efficient and effective utilization of resources. However, several future challenges do exist.

- Director Herald communicated the shared challenge of law enforcement agencies across the country, state, and local levels it relates to recruiting. Historically, the agency would receive over one hundred applications for one public safety officer position. During the last couple of hiring cycles, the department is fortunate to receive twenty to thirty applications from individuals with many not meeting the standards of the agency. To expand the applicant pool, the Department is in the process of creating a "public safety recruit" position (non-certified candidates) for individuals that have the potential to become excellent public safety officers. This

will broaden the applicant pool but increase the hiring timeline since candidates may have to attend a police academy, fire academy, and medical first responder school.

- By the end of 2023, seven sworn personnel (1 chief, 1 captain, 2 staff sergeants, 2 sergeants, and 2 public safety officers) will be eligible to retire. This is a significant potential loss of experienced personnel the department will need to plan for and replace.
- The Department strives to serve and fulfill the expectations of the community and city commission with a focus on fiscal responsibility, outstanding police, fire, and medical service and a renewed focus on community engagement. It is important to deliver a high level of service by consistently evaluating where we are, are we meeting our objectives, and how we can improve what we are doing.

To accomplish this the Department expanded foot patrols from the business district into the neighborhoods. Officers are consistently encouraged to get out of their cars and engage the community whenever possible.

On the technology side, the Department was authorized to implement PowerDMS's community engagement module in a proactive effort to connect with the community and evaluate officer performance in real time. Additionally, the director wants to implement "Flock Safety – License Plate Reader Technology" at key street locations/intersections within East Grand Rapids to assist neighborhoods, businesses, and law enforcement (in adjoining communities and statewide) work together to reduce crime, arrest offenders, protect privacy, and mitigate bias.

E. Public Information Activities:

Public notice and input are cornerstones of democracy and MLEAC accreditation. This section reports on the community's opportunity to comment on their law enforcement agency and to bring matters to the attention of the commission that otherwise may be overlooked.

1. Telephone Contacts

The public telephone line was active on Tuesday December 12th, from 1400 hrs. to 1600 hrs. The telephone line was tested, found to be functional, and calls were received.

Lauren Ahlers – Psychologist for the East Grand Rapids Public School System

Lauren Ahlers called stating that she is a psychologist working for the East Grand Rapids Public School System. Ahlers stated that the police department is extremely involved with the schools and do a great job of threat assessment. She stated that the police

department always provides highly valuable input. Ahlers advised that she does not live in the city so she cannot speak to how the agency operates outside of the school, but can say that they are extremely involved with the students. Ahlers advised that she has personally seen officers building positive relationships in the halls of the schools. Ahlers advised that she fully supports the department's efforts at reaccreditation and believes they are very deserving.

Katie McIntosh – Resident of the City

Katie McIntosh called and advised that she is a long-time resident of the city. She also stated that she is the vice-principal of the middle school but would rather speak to her experiences as a resident. Katie stated that the police department is highly visible in the community and can frequently be seen at neighborhood block parties. She stated that they are also always at school functions, patrolling on bikes, and in the parks. Katie stated that the police presence in the community is greatly appreciated and their response times are great. Katie stated that she believes the police department "sweats the small stuff in order to keep the city safe." She stated there are people who dissent from that opinion but she believes them to be the "loud minority", not the majority. When asked if there was anything to improve upon, she stated that she would like to see more traffic enforcement in high traffic areas and would also like to see a crackdown on moped usage by younger people. Katie stated that she fully supports the police department being reaccredited through the state.

2. Correspondence

The assessors received no correspondence through email or regular mail regarding the reaccreditation process.

3. Media Interest

There were no inquiries from the media to assessors regarding the on-site.

4. Internal Department Interviews

Staff Sergeant Tim Schweitzer – Command Union Vice-President/Treasurer

We interviewed Staff Sergeant Schweitzer in his capacity as the Command Union Vice-President. SSgt. Schweitzer stated that the command union is covered by POLC. SSgt. Schweitzer stated that the daily relationship between line level officers and command is good and they work closely together. He further stated that there is a good relationship between the Sergeant ranks and upper administration. We asked SSgt. Schweitzer about the working relationship between the command union and city hall. He stated

there is a new city manager and they seem to get along well. SSgt. Schweitzer stated that there have been no grievances filed in the past 20 years until this past summer when two were filed because of scheduling issues. SSgt. Schweitzer did not appear to want to expound upon this further. When asked about the relationship with the citizens, SSgt. Schweitzer stated, "Our public, for the most part, backs us up." When asked if anything needed to change, he stated that they do a very good job of engagement with students in the schools, however they are lacking in other community relation type events.

Shea Charles – City Manager

We interviewed Shea Charles, who is the city manager. Charles stated that EGRPSD is a "good shop over all". Charles stated that the officers do a good job interacting with the public. Charles stated that he has only been with the city for two years but in that time, he has seen very few disciplinary issues, which he attributes to the department doing a good job of "policing itself". Charles stated that he believes there is a good working relationship between the officers' unions and City Hall. Charles stated that contract talks tend to go smoothly, other than the police department dragging its feet sometimes in order to try to gain more. Charles said he didn't believe this is any different from any other 312 eligible agency. When asked if there was anything to improve upon, Charles stated that believed they could do more community engagement. Charles stated, "they do a good job interacting with the public when they are out there, but it's getting them out of the station that is the issue." Charles stated that he supports the department's efforts at reaccreditation. Charles ended with using friendly and resident focused as words to describe the police department.

Katie Favale – Mayor

Katie Favale is the elected Mayor of East Grand Rapids, but due to the City Manager form of government, sits more as a figure head. Favale advised that she has been on the city commission since 2017 and been the Mayor since 2019. Favale stated that she believes City Hall has an excellent working relationship with the police department. Favale believes that the police department does a great job of community engagement. Favale stated she knows that any time there is citizen complaint or issue, that citizen is invited into the police department to discuss the issue and have it worked out. Favale believes that Director Herald is always encouraging his people to be more involved in the community. Favale stated that she believes the department is always looking for ways to improve, but she also knows that she is not up on current law enforcement trends so she is unable to speak as to what areas they are improving. When asked about department diversity as it relates to community make-up, she stated that the department is actually more diverse than the community which they serve.

PSO Collin Wallace – Officer's Union President

PSO Collin Wallace is the president of the police officers' union. PSO Wallace stated that they used to be represented by a labor union, however they didn't believe they were getting the service they should have received, so they created an in-house union and have an attorney that represents them. PSO Wallace stated that the general relationship between line level officers and first line supervision (Sergeants/Staff Sergeants) is good, however the relationship between officers and upper management does seem strained at times. PSO Wallace stated that the relationship with the officers and City Hall, as it relates to contract talks is "decent". PSO Wallace believes the old City Manager caused problems, however Shea Charles has been great to work with. We asked PSO Wallace about how the MLEAC accreditation process has been received by the officers, especially with respect to buy-in. PSO Wallace stated that the process and what it entailed is still somewhat unknown to the officers. He believes that the officers follow the general orders but also believes there could have been a little more explanation as to the process. PSO Wallace stated that everyone wishes they had more training and more training time. When asked about the relationship with the residents, PSO Wallace stated that he believes the residents feel safe and support the department, however openly they find it hard to express.

Captain Rick Buikema – Operations Captain

We interviewed Captain Rick Buikema. Captain Buikema stated the agency has great people working for it. Captain Buikema stated the agency has gone through a transition in the past 10 years and the agency has aged. He expounded and said they have really gone from a proactive agency to a reactive agency, which he believes the "area needs". We asked Captain Buikema about the relationship between the officers and command. After an extremely long pause, Captain Buikema advised that it was overall pretty good. Captain Buikema stated that he does not believe there is much buy-in for the accreditation process because it was never explained properly.

5. Agency Ride-along and Great Lakes Crossing Substation

Agency Ride-Along – Officer Collin Wallace

Assessor Lt. Kevin Cisler did a ride-along with Officer Collin Wallace. This took place from 10:30am to 12:00pm. Officer Wallace has been with EGRPSD for 5 years. He was born and raised in Illinois and worked as a police officer for 2 years there. He then worked for 4 years as a police officer for Grand Valley State University Public Safety. He is currently the Union President for the officers.

His shift on this day consisted of working day shift on patrol and then on standby as a firefighter for the afternoon shift and then sleeping at the PD in case of a fire. Officer Wallace was very knowledgeable of the departments policies and procedures. He gave Assessor Cisler a tour of the city borders while on patrol. The city does have a downtown area with restaurants and shops. The majority of the city is residential mostly made up of high-end houses.

The general feel of the community to Officer Wallace is that they secretly support the EGRPSD but due to the political make up they might not want to publicly support the police department. Assessor Cisler did observe several citizens wave at the cruiser as we drove by.

Officer Wallace described EGRPSD as mostly a reactive police department as opposed to a proactive one. Meaning they will stop cars if there is a serious traffic violation but do not stop a lot of cars throughout the shift. On a typical day on average an officer on patrol may answer 2 to 3 calls for service a shift. The types of calls they usually get are barking dog, parking violations, suspicious persons and some property crimes. Recently the hospital has been releasing mental patients and residents across the street from the hospital have recently been calling about subjects standing in front of their house or on their property.

They do consistently patrol neighborhoods and businesses to prevent property crime. One area of focus that all officers participate in is a visible presence at the schools. At the beginning of school officers have to monitor traffic and stop in a school assigned to them and also when school gets out. This is tracked on the officer's daily log. A number is also taken twice a day for these events. Officer Wallace has noticed a significant decline in call volume since Covid. There were no calls for service during the ride-along.

6. Community Involvement

The East Grand Rapids Public Safety Department frequently attends community block parties in order to engage with the citizens of the city. They also have a strong presence in the schools. Besides having a school resource officer specifically assigned to the school, every officer working the day shift is required to be at a school three times during the day (start of school, sometime during school, and dismissal). This puts the officers in frequent contact with students.

F. Essential Services:

Chapter 1 – The Administrative Function:

Direction of Personnel

The Director of Public Safety has the authority to issue, modify, repeal, amend, revise and approve agency written directives, general order, and policy.

The overall written directive system was clear and understandable. The directives were constructed in a logical manner with employee duties and responsibilities clearly defined, including constraints on employee actions and expectations.

Fiscal Control

The agency has no cash accounts. The only money that is taken in includes money received for PBTs and Bond. There is no change provided and the receipts with the cash are locked in a box in the police department, which only the finance department has a key to open. The finance department sends a representative over to collect the money. During normal business hours, people are directed to the finance department to pay for things such as copies of reports. All transactions are completed on department credit card. The agency was able to obtain an NA letter for this standard.

Internal Affairs

The Captain oversees internal affairs and designates middle management Sergeants to complete internal investigations. Anyone assigned to investigate internal complaints has direct access to the Director of Public Safety. The Director makes the final determination as to disciplinary actions. There is a system in place for immediate suspension if warranted, with proper notification in place.

The agency accepts and investigates all complaints, including anonymous complaints. All internal investigation files are properly secured with access granted only to the Director of Public Safety and Human Resources. Personnel files are held in HR and disciplinary findings are sent to HR, however investigations are kept in the Chief's office. Regular audits of complaints are conducted to ascertain the need for changes in training or policy. The agency publishes an annual summary and written analysis of the complaints received by the department and final dispositions.

During the assessment period, thirty investigations were conducted. Twenty-five cases were closed as sustained or sustained in part, four cases were not sustained, and one in case the officer's conduct was exonerated. Thirteen of the thirty cases involved situations of unsafe driving. The annual analysis mentions this percentage and calls for some concern, however there doesn't appear to be a plan in place for additional training.

Disciplinary Procedures

The agency's written directive system details the rules, regulations, and expectations for employee conduct. Supervisors have discretion to place employees on administrative leave when it is in the best interest of the individual or department. The agency is well disciplined and has procedures to apply training and counseling in lieu of punitive employee discipline. The agency has an appropriate appeal and grievance process in place with established timelines outlined by policy and the collective bargaining agreement. During the assessment period, there were no documented incidents of a grievance being filed.

Organization

All sworn personnel take, sign, and subsequently abide by an oath of office to enforce the law and uphold the Constitution of the United States, the Constitution of the State of Michigan, and the rules and regulations of the East Grand Rapids Public Safety Department. All agency personnel, regardless of sworn status, acknowledge a code of ethics and receive ethics training. Bias-influenced policing is strictly prohibited by the agency. There is a definition for bias-influenced policing, including prejudicial decisions affecting individuals in classes protected by federal and state law. Employees receive training on bias-influenced policing. During the assessment period, there were two allegations of bias-influenced policing, which were thoroughly investigated and were unfounded.

The agency also prohibits unlawful workplace discrimination and harassment, including sexual harassment. The written directive outlines a proper reporting mechanism in the chain of command, including an alternate reporting process for any conflict of interest or if the actor is the Director of Public Safety. The directive requires employees to report any type of harassment and requires investigations to be conducted in accordance with state law. During the assessment period, there was one reported complaint of unlawful workplace harassment. The complaint was thoroughly investigated, the allegations were found in part to be sustained, and disciplinary action was instituted.

The police personnel have structured unity of command. In the City of East Grand Rapids Public Safety Department, the Director of Public Safety is supported by a Captain who oversees the public safety division and completes all internal affairs components. Under the Captain, there are three shifts, each led by a Staff Sergeant and a Sergeant. All three shifts run 24 hours, with A shift having four PSOs, Shift B having five PSOs, and Shift C having five PSOs. The midnight shifts are comprised of one PSO each and are supported by the days and afternoon shifts which are on fire watch. The department has a second branch, which is the Investigations Section. This is overseen by a Detective Sergeant, who operates as the sole full time detective. Under his command is the property officers, SRO, fire investigations, crossing guards, and bike patrol cadets. Public Safety Clerks work during the day shift and act as the first greeting point for the department, as well as answer non-emergency phone lines.

Agency Equipment and Property

Agency personnel are responsible for all equipment issued to them and it is the responsibility of the employee to maintain all equipment in an operational state and report any malfunctions, damage, or loss of equipment immediately to a supervisor. The wearing of body armor is mandatory for all sworn personnel, and there are additional requirements to wear body armor while engaged in pre-planned and high-risk operations. All sworn personnel are responsible for the maintenance of agency-issued equipment.

Public Information

The Director of Public Safety is responsible for media releases to the public and has sole authority to authorize the release of information.

By policy, the Police Department cooperates with the news media in an atmosphere of open communication. Press releases are given in a concise, accurate, and timely fashion.

Agency Records and Computers

The agency has a detailed written directive system describing field reporting, follow-up investigations, and the approval of reports by supervision. The department controls access to agency records electronically with records management passwords maintained through Talon. Any hard copies of reports are stored in a file cabinet where only clerks and command staff have access. Juvenile records are kept separate, and there are extra security measures for non-public records. The agency maintains very few hard copy files, as most things are kept in the computer database. All Freedom of Information requests are handled by the FOIA coordinator and the agency abides by the state retention and disposal requirements in accordance with Michigan Statute and Records Management.

The agency has procedures to protect its central records. The data is stored and backed up electronically and is password-protected. Annual security audits and password audits were performed during the assessment period. There were no breaches in security during the assessment period.

Agency Training

The agency training records are current and are being maintained in accordance with applicable retention schedules. Training course content is outlined, and lesson plans are utilized. In-house instructors are properly trained and experienced. Newly sworn personnel are required to complete an extensive training program, which also includes

fire training. Officers in field training rotate shifts and assigned field training officers in an attempt to expose newly hired officers to all shifts. Field training officers are properly selected and trained through a documented process. The Director makes the final determination of selection of field training officers. The field training program is properly supervised by the Captain, who is backed up by the Field Training Sergeant. Newly promoted personnel receive supervisory and leadership training consistent with new responsibilities and tasks, both in-house and at training schools. The agency currently documents all field training on handwritten forms.

Annual training includes firearms, hazmat, use of force, blood borne pathogens, Taser, and ethics. Specialized training includes school resource officer and an assignment to the narcotics JTF. The agency does not have a tactical team and the accreditation manager has the proper AM training.

Authorization and Use of Agency Weapons and Ammunition

The CEO is the authorizing authority for weapons and ammunition requirements, including specialized weapons. The agency uses certified/qualified staff for armorer inspections, repair, and replacement. Records of weapons are kept, however maintenance records are lacking. While there is a comprehensive list of all authorized firearms, the documentation of maintenance is left to the firearms sergeants verbally saying it is done. A recommendation for better records will be following in this report.

Proficiency and qualification on authorized weapons, less-lethal devices, and unarmed control tactics are completed and documented in the appropriate time frames.

Chapter 2 – The Personnel Function:

Personnel Benefits and Responsibilities

The agency has a written directive outlining an employee assistance program, line-of-duty injury and death circumstance policy, and an employee collision and review process. The agency uses a third-party provider for the Employee Assistance Program (EAP), which is run through the city and tracked through a response which simply shows the number of people using the program. Only one employee utilized EAP during this assessment period, however it is unknown if that employee works for the police department or for the city. During the assessment period, there were no serious line of duty injury or death incidents. The agency has a comprehensive exposure control and reporting policy.

Performance Evaluations

The written directive requires all agency personnel to receive annual performance evaluations. Personnel receive annual reviews using a defined review process with criteria. The system also includes directives to raters regarding evaluation responsibilities and procedures on how to use the required forms. The evaluation system has a clear appeal process, and no appeals of evaluations occurred during the assessment period.

The agency has a written directive outlining behaviors to be monitored for early warning, however there is no system in place to actually monitor for early warning. When asked about this issue, the Director advised that because they are such a small organization, all the supervisor know what is going on with the officers. The Director was advised that informal knowledge does not meet the standard. This was corrected on-site, with the behaviors being placed onto a spreadsheet. This standard is held as applied discretion (to be discussed later) with a recommendation for better documentation.

Promotion of Sworn Personnel

The promotional process is outlined in the collective bargaining agreements and written directive. The process includes a point system. During the promotional process, the Director reviews the requisite qualifications for promotions when deciding on advancement of personnel. The Director makes the final decision on all promotions based on the top scoring applicants. The agency has a defined process for selection of officers to specialty assignments. Training is provided to both newly assigned officers as well as newly promoted supervisors.

Recruitment of Sworn Personnel

The recruitment plan contains a clear statement that the agency is committed to equal opportunity. The stated goals and objectives for recruitment are clear and understandable. The main desire of the agency is to locate, attract, hire, and retain highly qualified candidates.

The plan outlines the following recruitment strategies: targeted employment advertisements, social media, US National Labor Exchange, MACP, and MCOLES. The agency uses these targeted opportunities to attract a diverse range of candidates from all backgrounds, races, and ethnicities.

Selection of Personnel

The agency has a complete written process for the selection of new full-time personnel, which includes a thorough background investigation, as well as a medical and psychological exam. The agency uses a licensed psychologist for the exam. The background requires fingerprinting, LEIN check, SOS check, review of a background

questionnaire, and the verification of three references. The selection process includes oral interviews, examinations, physical agility testing, and psychological testing. The Director of Public Safety, on advice from qualified city and department personnel, has the sole authority to make a conditional offer of employment.

Reserve Officers and Civilian Volunteers

The agency does not have a reserve program, nor does it have a civilian volunteer program. The agency used to have Citizens Assisting Police Services (CAPS), which was a civilian based program, however the program dissolved prior to this three year accreditation cycle. NA letters were received for both standards.

Chapter 3 – The Operations Function:

Arrest, Search and Seizure

The East Grand Rapids Department of Public Safety is a full-service agency with arrest powers. The agency and its policies follow the U.S. Constitution in relation to arrest, search and seizure. The agency recognizes the foundation set forth in the Fourth Amendment.

Agency policy outlines the warrantless search exceptions and the need for a court-authorized search warrant, when applicable. The agency takes in-custody arrests to the Kent County Jail for processing. Breathalyzers for Operating While Intoxicated (OWI) arrests are also conducted at the jail.

The agency only conducts strip searches pursuant to MCL764.25a when authorized by a Captain or Director of Public Safety. The strip search must be conducted by a person of the same sex. Body cavity searches are conducted by a licensed physician (or nurse, under the direction of and in the absence of the doctor), with a search warrant.

Interview and Interrogation

The East Grand Rapids Department of Public Safety has established procedures for compliance with contemporary criminal procedural requirements related to interviews, investigative detention interviews, and interrogations. The agency has an interview room located on the premises with audio and video recording capability. Interviews are monitored via video by a second officer to ensure security.

Use of Force

The East Grand Rapids Public Safety Department (EGRPSD) has appropriate use of force policies and procedures in place that meet the accreditation standards.

The department had no deadly force encounters during the assessment period, and no one was removed from duty due to a use of force incident. If an officer was involved in an incident which resulted in serious injury or death, or a violation of the law or internal policy of the agency occurred, the Director of Public Safety would relieve the officer from active duty with pay pending the investigation or review of the event.

An annual summary of all use of force incidents was conducted during each year of the re-accreditation period and documented in a memo. Each annual summary compared previous years and examined any patterns and abnormalities. In 2019, there were 6 uses of force. In 2020, there were 9 uses of force. In 2021, there were 5 uses of force. All uses of force were deemed within policy and the appropriate amount of force was used. All uses of force incidents are documented on a specific form. The form is reviewed by a supervisor and approved by the captain first then the Director of Public Safety. The captain conducts a meaningful review and then forwards it to the director.

The National Use of Force Data Collection standard was instituted after EGRPSD received their first accreditation status. EGRPSD reports monthly to the portal and has had zero reports each month.

Communications

The East Grand Rapids Department of Public Safety utilizes the Kent County Sheriff Department Communications Center for all emergency calls for service and all after-hour calls for service. All recordings are kept in storage for one year unless requested by the department for longer retention.

The Kent County Sheriff Communications Center has several backup generators onsite and a battery backup system that runs for 3 ½ hours, if necessary. If catastrophic issues were present, the dispatch backup would be Grand Rapids Police Department Communications Center.

Each dispatch station is set up identical, allowing for dispatchers to move station to station seamlessly. All emergency medical dispatch is being conducted by certified radio operators from contract ambulance companies.

Field Activities

During the assessment period, there were four motor vehicle pursuits that East Grand Rapids Public Safety Department officers were involved in. Two of them were a violation of policy and procedures and the officers were reprimanded. The agency does not employ stop sticks. The tactics of boxing, pit maneuvers and/or intentional collisions to terminate pursuits was defined with limitations in policy.

During the assessment period there were two foot pursuits that were in compliance with policy and procedures.

The agency prepares its officers to encounter subjects with mental illness by providing training associated to interacting with individuals with mental illness. This occurred during the assessment period.

The agency utilizes video recording equipment to include in car cameras and body cameras. Officers are required to record contact with individuals when they are in the performance of their duty. Retention of this data occurs in accordance with policy to assist with criminal and departmental investigations.

The East Grand Rapids Department of Public Safety maintains mobile data computers within their patrol vehicles in compliance with CJIS standards.

Traffic Safety and Enforcement

The East Grand Rapids Department of Public Safety has applicable policies in place regarding traffic violation enforcement, enforcement options, offenders, and traffic direction and control. The directive establishes procedures to conduct motor vehicle stops, including high-risk stops. The enforcement options include warnings, citations, and arrest when appropriate.

Homeland Security/Critical Incidents

The agency has a critical incident system in place, which includes command, operations, planning, logistics and fiscal responsibility. The agency used Incident Command System strategies effectively while working several events throughout the year.

Chapter 4 – The Investigative Function:

Criminal Investigation

Officers assigned to patrol are responsible for the initial investigation of incidents. If additional investigative resources are needed, the incident is forwarded to investigative services. This consists of internal investigative resources and a multi-jurisdictional task force. In the past EGRPSD had an officer assigned to the task force but they no longer do.

The agency has written directives in place for eyewitness identification. During the assessment period there were examples of show ups and photographic line ups but not any live line ups occurred.

Crime Scene Processing

The agency has evidence technicians and investigators available 24 hours a day for crime scene processing and accident investigations through established mutual aid. The agency utilizes the Kent County Sheriff's Officer, Michigan State Police, City of Grand Rapids and City of Wyoming Police Departments.

Written directives are in place to ensure the proper identification, preservation and collection of evidentiary items by officers.

Storage of Evidence and Property

The East Grand Rapids Department of Public Safety controls property through a records management system. The property room also maintains a paper log as a redundancy to the records management system. A visual inspection found the property room and processing area was neat and organized.

The processing area is stocked with an assortment of packaging materials. Upon packaging an item, it is secured in a temporary locker. The property officer will retrieve the items and transfer them to the long term storage property room. Keys associated to the property storage area are secured in a lock box within the property room.

The property room is secured via key code access with some camera coverage of the area. High value items are double locked within the property room.

The property room is maintained by a sergeant and a police officer. A day shift clerk is designated as an alternate. Time sensitive inspections, audits and inventories were conducted during the assessment period.

Appropriate policy is in place for the possession, transfer and destruction of property.

Juvenile Matters

The East Grand Rapids Department of Public Safety defines relevant terms associated to juveniles. The agency utilizes the Kent County Juvenile Facility to process and lodge applicable juvenile offenders. The agency would not utilize their police department for secure temporary detention. The outlined policies ensure the protection of the juvenile's Constitutional rights.

Special Investigations and Operations

The agency has policy in place which dictates procedure for special investigations and operations. The agency does not maintain confidential source records or funds. If needed, confidential sources are referred to KANET a multi-jurisdictional task force. The source is then managed in accordance to the established policies of the task force.

The agency has established policies regarding juvenile status offenses, including runaway cases, unidentified adults and children, and the safe delivery of newborns. There were no incidents where the agency needed to use Amber Alerts or the Law Enforcement Information Network (LEIN).

Chapter 5 – The Arrestee/Detainee/Prisoner Handling Function:

Transporting of Arrestees/Detainees/Prisoners

The East Grand Rapids Department of Public Safety has established policy and procedure in place to include searching vehicles and subjects prior to transport. Subjects are secured in caged vehicles, and seat belts are utilized in compliance with State law. The backseats are checked at the beginning of the shift and prior to and after placing a subject in the back.

Processing of Arrestees/Detainees/Prisoners

The East Grand Rapids Department of Public Safety does not maintain a processing area as defined by the standards. The Kent County Jail is utilized for processing. The agency has received a not applicable exemption to this standard.

Holding of Arrestees/Detainees/Prisoners

The East Grand Rapids Department of Public Safety does not have a holding facility as defined by the standards. The Kent County Jail is utilized for detention. The agency has received a not applicable exemption to this standard.

G. Applied Discretion Compliance Discussion:

This section provides specific information on those standards found to be in compliance after on-site adjustments were made.

During the assessment, the following two standards were found to be held in applied discretion:

1.10.1e – A requirement that a certified weapons instructor or armorer inspect and approve all weapons listed in Bullet (b).

ISSUE: The firearms maintenance “logs” are lacking in what actual inspection or maintenance was completed on each weapon. The weapons armorer advised the accreditation manager that weapon maintenance is completed yearly on every weapon, however there was no system in place to document the maintenance.

ACTION TAKEN: During the on-site, proofs were uploaded to show three different types of firearms and what maintenance was done on each. The proof was a word document with the serial number and a sign off by the range master that the inspection was completed. There is a project currently in the works to update this system and create a form with detailed, specific actions that were completed with each weapon.

2.2.3 – Early Warning System.

ISSUE: The agency has a written directive which clearly outlines which behaviors are to be monitored for early warning, however there is no system in place to track such behaviors. The agency’s argument for this is that they are a very small agency and everyone knows what goes on, so they memorialize these behaviors through known agency culture.

ACTION TAKEN: Prior to on-site arrival, a spreadsheet was completed covering the three year assessment period. The monitored behaviors were listed and every officer was given tally marks for having done said behaviors. This did show that no one would have been subject to early warning, however the spirit of the standard is to continually monitor for these flags, thus “early warning”. There is a plan in place to obtain new tracking software to automate the monitoring process.

H. Waivers of Standards:

This section provides specific information on those standards which qualified for waivers. Waivers are available to agencies when it is impossible to comply with a specific standard. A request to waive standard compliance must be made to the Michigan Association of Chiefs of Police Accreditation Program Director in writing, on official agency letterhead, signed by the CEO. The following fourteen (14) standards were granted nonapplicable waiver:

- Standard 1.2.1 Fiscal Control*
- Standard 1.9.8 Tactical Team Training*
- Standard 2.6.1 Reserve/Auxiliary Officers Program*
- Standard 2.6.2 Civilian Volunteer Program*
- Standard 3.5.9 Police Canines*
- Standard 4.5.1 Special Investigations*

Standard 4.5.2 Special Investigative Operations
Standard 4.5.3 Using Confidential Sources
Standard 5.2.1 Processing Procedures
Standard 5.3.1 Temporary Detention Defined
Standard 5.3.2 Security Protocols
Standard 5.3.3 Training
Standard 5.3.4 Evacuation/Hazard Protocols
Standard 5.3.5 Inspections

I. Standards Noncompliance Discussion:

The agency had no standards in noncompliance.

J. Future Performance / Review Issues:

Director Herald noted that the agency is facing the same issue which is seen across the country, in so much that they are seeing it grow harder to find qualified candidates to recruit. Continued efforts with community engagement, open houses, and youth events to attract younger people to the job is recommended.

Director Herald also noted an issue with buy-in for the accreditation process. With this being a reaccreditation, buy-in should have been looked at three years ago, however it is believed that it can still be accomplished. Assessors gave the advice to better explain the benefits of being a MLEAC accredited agency, as opposed to simply saying, we are doing it to get better.

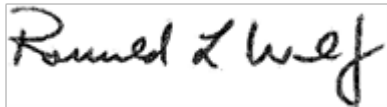
Finally, better record keeping is a necessity for both firearms maintenance and the early warning system. A simple check list or spreadsheet for maintenance will allow for all firearms to be fully documented. The purchasing of software such as Guardian Tracking, Shield Suite, or Benchmark Analytics, will assist with automated triggers of early warning.

K. Summary and Recommendation:

A thorough review of the files for compliance was conducted, as well as observations of compliance; and, after interviews were conducted, it was determined that the agency was in compliance with all of the established accreditation standards, with excepted waivers and applied discretions noted. Re-accreditation is recommended.

Lt. Matthew Ivory, Team Leader
Date: December 27, 2022

Reviewed and approved to be scheduled for a hearing before the MLEAC.



Ronald L. Wiles, Jr.
Accreditation Program Director
Date: December 29, 2022