

Michigan Association of Chiefs of Police  
MICHIGAN LAW ENFORCEMENT ACCREDITATION PROGRAM



# Onsite Final Report

**The City of East Grand Rapids  
December 16-17, 2019**

**Team Leader: Paul Tennies**

**Team Member: James Meyers**

**A. Agency Name, CEO and AM:**

East Grand Rapids Department of Public Safety  
770 Lakeside Drive S.E.  
East Grand Rapids, MI 49506  
(616) 949-7010

Mark A. Herald  
Director of Public Safety  
[mherald@eastgr.org](mailto:mherald@eastgr.org)

Detective Sergeant Scott Kolster  
Accreditation Manager  
[skolster@eastgr.org](mailto:skolster@eastgr.org)

**B. Dates of On-Site Assessment:**

Monday, December 16, 2019 – Tuesday, December 17, 2019

**C. Assessment Team:**

1. Team Leader: Paul, Tennies, Chief  
Northville Township Police Department  
41600 W. Six Mile Road  
Northville, MI 48168  
[ptennies@twp.northville.mi.us](mailto:ptennies@twp.northville.mi.us)  
(248) 662-0455
2. Team Member: James Myers, Detective  
Portage Department of Public Safety  
7810 Shaver Road  
Portage, MI 49024  
[myersj@portagemi.gov](mailto:myersj@portagemi.gov)  
(269) 324-9248

**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 very 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 2018, the City reported 7 Part I Crimes (5 CSC's & 2 robberies) and 121 Part I Property Crimes (0 arsons, 19 breaking & enterings, 93 larcenies and 9 motor vehicle thefts).

While just over 16% of the workforce lives and works in the City, the average commute time is only 19 minutes. The largest employers inside the City are Spectrum Health-Blodgett Hospital and the East Grand Rapids Public School District. In 2019, East Grand Rapids has:

- A low unemployment rate (2.4%). Most workers are occupationally classified as white collar (85.1%) with the top five occupations being management (19.6%); sales related (12.1%); healthcare practitioner/technician (11.2%); education/training/library (9.5%); business/financial operations (6.3%).
- An estimated median household income is \$130,431 with an average household income of \$163,121. Per capita income is \$59,125. Most dwellings are owner occupied (96.1%).
- An overall poverty rate of 1.9%. (The poverty rate across the state is 15.6%.) Poverty rate by age is also low. 1.2% of children aged 6 – 17 and 2.2% of adults aged 75 – 84 live in poverty.
- Well-educated adult residents. Over 98% have a high school diploma or above; 40.9% have a bachelor's degree; 22.9% have a master's degree; 8% have professional school degree; 3.2% have a doctorate.
- An estimated population of 11,248. Resident classification by race/ethnic background is: White 10,449 (94.36%); Black/African American 103 (.93%); American Indian/Alaskan Native 22 (.2%); Asian 224 (2.02%); Native Hawaiian/Pacific Islander 5 (.04%); Some Other Race 26 (.23%); Two or More Races 245 (2.21%); Hispanic/Latino 194 (1.75%).
- A median age of 39.06 with an average age of 38.5.

Fiscally sound for decades, the City of East Grand Rapids employs 80 regular full-time and part-time employees who function in an interdependent customer/client driven culture. The 2019/20 general fund budget is \$12,126,500 with special revenue – Major Street, Local Street, Municipal Street, and Drug Law Enforcement – funds adding another \$5,081,700. The total annual budget is \$25,669,000. Property taxes account for 73% 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 fulltime police department and a fulltime fire department. In the late 1950's, City Manager Fred Tholen Jr., was very 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 to create 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 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 2019, 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 \$1,231,092 in 2019 dollars (12 PSOs x \$68,394 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 (i.e., support, records, training, communication, etc.) functions 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 a greatly 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 greatly lessened when compared to traditional police and fire departments. Communication issues are significantly reduced.

The East Grand Rapids Department of Public Safety:

- 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 is 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.
- Has an average age 42.4. It's sworn members are demographically comprised of 23 (82.1%) White Males; 2 (7.1%) Black/ African American Males; 1 (3.6%) Hispanic/Latino Male; 1 (3.6%) White Female; with 1 (3.6%) White Female conditionally hired and in the background process).
- Is well educated. Sworn members have 5 master's degrees; 15 bachelor's degrees; and 6 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) and the Enhanced Safety and Security Program in collaboration with the East Grand Rapids Public Schools.
- Implemented significant technology improvements (i.e., centralized records management system, electronic tickets & accident reports, patrol rifles, TASERS and in-car digital cameras) that streamlined business processes, increased productivity and improved security of personnel and sensitive information.
- Presented “Nothing to Hide Seminar” to provide transparency and understanding of police operations.
- Implemented assessment center promotional process for captain and sergeant positions.

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 and authored two Webber Seavey Awards for Quality in Law Enforcement nominations

for the “Senior Volunteer Neighborhood Services Program,” which was 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 207<sup>th</sup> 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, Michigan Municipal League Law Enforcement Advisor Forum, Kent County Chiefs of Police (President 2008 – 2014), Kent County Dispatch Authority Administrative Policy Board 2013 – present (Vice-Chair, Executive Committee and Finance Committee), Grand Rapids Community College Police Academy Advisor Board and 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. As a member of the East Grand Rapids Department of Public Safety, Detective Sergeant Kolster has assumed multiple roles including detective, background investigator, internal affairs investigator, use of force/response to resistance instructor, patrol/shift sergeant and detective sergeant.
- 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). Detective Sergeant Kolster completed Force Science Certification from the Force Science Institute (2014) and 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.
- Currently supervises the Investigative Services Group with direct oversight of the School/Community Liaison Officer, Property Room, Fire Investigator, Regional Computer Forensics Work Group and the Kent Area Narcotics Enforcement Team officer.

## **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 the most efficient utilization of resources. Director Herald communicated the shared challenge of law enforcement agencies across the country as it relates to recruiting. Historically, the agency would receive over one hundred applications for one position. Now, the agency is fortunate to receive a dozen applications with many not meeting the standards of the agency. Director Herald emphasized the challenging nature this presents to staffing, but he is committed to maintaining the high standards of the agency and won't compromise those just to fill a vacancy.

Director Herald articulated the agency strives to serve the community and the expectations established by the City Commission. There is a continued focus for all agencies within the community to be fiscally responsible and evaluate the deployment of resources. Currently, an evaluation of the Department of Public Safety's overtime expenditures is occurring. Director Herald stated the community's expectations for a high level of service requires the ongoing evaluation and adaptations of their operations to meet expectations.

Director Herald is focused on establishing consistent practices and procedures for the agency. His focus is transitioning from informal practices or institutional knowledge to developing established practices for the long term sustainability and development of the agency.

## **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 17, 2019, from 9:00 a.m. to 11:00 a.m.

#### Diana Schad

Ms. Schad stated she is a resident and former Commissioner for the City of East Grand Rapids. As a resident of thirteen years she was complimentary of the public safety department. She stated they do “amazing work” and are “very professional and responsive”. Ms. Schad spoke of an incident occurring around Halloween and safety concerns related to the street she lives on. Director Herald organized a meeting and spoke with members of the community regarding their concerns. Officers from the agency attended and provided public education information. She described the officers as “respectful of concerns and criticism”. Ms. Schad stated the meeting brought a positive resolution to their concerns.

As a former City Commissioner, Ms. Schad stated she worked closely with the local government. He has focused on enhanced communication in his role. She described him as transparent, not only informing the group of positive occurrences, but also when there were deficiencies in the organization.

Ms. Schad was prompted as to the areas the agency could improve based on her perspective as a resident. She stated the community is extremely safe and credits the department for this. Pedestrian traffic safety is an ongoing issue the department has addressed through public education and through the deployment of crossing guards around their schools. She acknowledged the agency has a responsibility to assist with this, but also its important for residents to be educated about their responsibility. Ms. Schad emphasized the agencies communication with the community has improved. However, she would prefer an opt-in text notification platform similar to what the school district utilizes. Based on the size of the community and engagement of residents when events occur she believed this would be valuable to communicate critical public safety information in an expedited manner. As a resident, she recognized there would be additional costs associated to this but was supportive of contributing if needed.

Ms. Schad was supportive of the agency receiving an accredited status.

#### Amna Siebold

Ms. Siebold stated she is a former elected official and a resident of over 25 years in the City of East Grand Rapids. She described the agency as “respectful” and “professional”. As an elected official she would often be approached by residents who were complimentary of the agencies response to medical incidents. Further, residents complimented how courtesy the officers are during enforcement action on traffic stops.

Personally, Ms. Siebold praised the officers for their ability to be compassionate and caring while dealing with her mother during a medical emergency.

As an elected official, she stated the agency communicated appropriately and kept her informed. She believed the agency wasn't afraid to inform the city government when there was a need for improvement internally. The agency supports their efforts by providing data to the community. Ms. Siebold believes this adds credibility to the personal success stories she hears from residents in the community.

Ms. Siebold was prompted if there were areas the agency could improve on from her perspective. She articulated the need to support the department's traffic initiatives with the analysis of data. She recognized the challenges associated, as a balance is needed between the writing tickets for compliance and public education to change behavior. She emphasized the challenge with finding that balance as some residents want less enforcement, and some residents believe there isn't enough.

Ms. Siebold was supportive of the agency receiving accredited status.

## **2. Correspondence**

No correspondences were received.

## **3. Media Interest**

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

## **4. Community Outreach Contacts**

### Katie Favale- Mayor

Mayor Favale was elected mayor in 2019 after serving as a city commissioner for two years. Her term ends in December of 2023.

The Mayor is a Realtor with Keller Williams and has lived in East Grand Rapids since 2010. She serves on the East Grand Rapids Community Foundation Board and the Joint Facilities Committee. She and her husband, Dino, have three boys in the East Grand Rapids School system.

Mayor Favale feels fortunate to have a "top notch department of public safety". The agency is supported by the community and she sees the level of service provided as a resident.

The assessors discussed the reporting mechanism for unlawful workplace harassment if the actor is the Chief Executive. Currently, the practice allows the individual to report directly to the Mayor or City Manager who makes a determination on how to proceed. Typically, Human Resources is the reporting mechanism outside of the agency to provide a layer of accountability in the process. This is a procedure being evaluated.

### Doug LaFave- City Manager

Manager La Fave was named Interim City Manager in March 2019, succeeding Brian Donovan's 25 years in the position. With 12 years of experience in city government, he began working in EGR in 2014, previously serving as EGR's Assistant City Manager and Director of Public Works.

Manager LaFave feels the biggest challenge for the agency is putting the institutional knowledge into written directives and procedures to allow for consistent practices. Manager LaFave explained the City of East Grand Rapids is unique in that it does not have its student population. As a pedestrian community the agency deploys officers at the schools before and after school. This not only addresses traffic safety, but allows the community to interact with their public safety department. The community expects accessibility to their public safety department and the agency meets these expectations by attending community events and block parties according to the Manager.

The Manager stated the City is continually focused on evaluating employee benefit programs to ensure their sustainability while remaining fiscally responsible. He shared the city's evaluation process of the defined benefit program as an example.

### Karen Mushong- Finance Director

Director Mushong has been the Finance Director for 6 1/2 years and oversees the Human Resources Manager as well. She stated the agency does not have any cash accounts. In 2017, the petty cash procedure was changed and the only true cash account is maintained by the finance department. This occurred after discrepancies were discovered related to funds associated to parking ticket fees being collected.

Director Mushong explained the remaining handling of cash funds is limited to if a citizen requires a preliminary breath test. If a citizen requires a preliminary breath test during business hours they are directed to the finance department to pay the \$15 fee. The receipt is then produced at the Public Safety Department where the test is administered. On the weekend, the \$15 fee is placed in an envelope and into a lockbox at the department. The citizen is provided a hand written receipt. The lockbox is emptied by finance Monday and the money deposited into an account. This process did not have a method of verification at the time of assessment.

If there is a need to make a purchase, the agency has a credit card available eliminating the need for petty cash. If a reimbursable purchase is made by a member of the agency, the receipt can be submitted to the Finance Department.

## **5. Agency Ride-along**

On Monday evening, Assessor Paul Tennes rode along with Officer David Katje. Officer Katje provided a knowledgeable overview of the community and highlighted the different

geographical locations which highlighted the many dimensions of the community. Officer Katje was not dispatched to any incidents but did conduct multiple traffic stops during this observation.

Officer Katje is a Field Training Officer for the agency. Officer Katje stated he has worked for the agency for five years. He had a favorable outlook on the agency. Officer Katje provided perspective on a potential area of improvement for the agency. The department has transitioned to an online training platform for a variety of training. Officer Katje suggested some trainings have more value when conducted in person. This allows an opportunity to obtain perspective from other officers and agencies who encounter similar situations.

Officer Katje was complimentary of his co-workers and the community as a whole.

## **6. Community Involvement**

The East Grand Rapids Department of Public Safety is actively engaged within the community it serves. On several occasions during the assessors visit individuals highlighted the agencies accessibility to their community. The agency engages the community by participating in forums, neighborhood gatherings and partnering with the school district.

During the assessment, an award was presented to Sergeant DeJonge who has engaged the community since 1998 participating in the Toys for Tots drive. Based on his commitment to the program, Sergeant DeJonge became the Director of Toys for Tots in Kent County in 2018. Nominated by his peers in the agency, they recognized Sergeant DeJonge's by stating in part:

*I am nominating Sgt. DeJonge for this award as his volunteer work and the time and effort he has put into this program has not only had an amazing impact on the families in Kent County, it has put our Department in a good light as the hard work of an individual officer from our Department has proven we live by our values and guiding principles. Sgt. DeJonge has proven we:*

*Treat all people, communities and cultures with compassion, courtesy, dignity and respect.*

*Establish positive relationships with the people we serve and work with, through teamwork, collaboration, partnership and openness.*

*Are neutral, unbiased, fair and impartial in our decision making.*

*Have the courage to act and withstand challenges, while doing what is right.*

*Engender trust by adherence to the highest standards of integrity so as to instill confidence that our actions are viewed as moral, ethical, honest and lawful.*

*Perform with excellence of service in all we do.*

*Please consider Sgt. DeJonge for the Chief's Citation as the time, effort and collaboration with members of our community and citizens throughout Kent County has proven we have officers that not only care about the community but are willing to help and respect all members of not only the community we serve but the communities we live in as well.*

Sergeant DeJonge's efforts over the past 21 years have led to over 700,000 toys being collected for those in need.

## **F. Essential Services:**

### **Chapter 1 – The Administrative Function:**

#### **Direction of Personnel**

The Director of Public Safety has the authority to issue, modify or approve any of the department's written directives. Written directives are issued to all agency personnel, and changes to written directives are disseminated to all affected employees. Beginning in 2017, the agency began using PowerDMS to maintain and distribute policies to employees. The overall written directive system was clear and understandable. The directives were constructed in a logical manner with employee duties and responsibilities clearly defined. Written directives are updated, canceled, or revised as needed. A review of policies is conducted annually.

#### **Fiscal Control**

The agency has only one cash account. The agency offers preliminary breath tests (PBT) to residents for \$15. Residents who come in on the weekend are given a hand written receipt out of the receipt book and a copy sealed with the cash. The PBT funds are maintained in a locked drop box at the agency and retrieved weekly by the finance department which is located next door to the agency. Finance records the funds in BS&A accounting software. The agency can access BS&A and verify the funds deposited by finance by comparing the receipt numbers. The agency utilizes a city credit card in place of petty cash for daily purchases if necessary.

During the on-site assessment it was discovered the agency was not auditing the PBT fund or completing quarterly reviews. The agency addressed this deficiency in policy and will be completing quarterly reviews of the PBT fund moving forward.

#### **Internal Affairs**

Internal Affairs is the responsibility of the office of the Director of Public Safety. The Director is responsible for the direction and control of the investigation of citizen complaints and the department's internal affairs function. If assigned an internal affairs investigation, the supervisor will have the authority to report directly to the CEO. The agency accepts and investigates all complaints against the agency or its employees, including anonymous complaints. When the investigation is concluded, the disposition will be categorized as sustained, not sustained, exonerated, or unfounded. The CEO makes final determinations of all internal complaint investigations.

During the on-site assessment it was discovered the internal investigations file was locked in a common area of the agency and the key was kept on a hook at the front desk

accessible to all within the department. The files were moved to the Director's office and the key also secured in the Director's office where key access is limited.

A supervisor may relieve an employee from duty in severe cases or emergency situations. The decision rests with the supervisor in charge at the time of the incident, based on the circumstances.

During the assessment period, one personnel complaint was received and investigated. The self-reported complaint was sustained. The employee received a 16-hour suspension. The agency did not identify a need to change policy and did not identify any training needs.

### Disciplinary Procedures

The agency's written directive system details the rules, regulations and expectations for employee conduct. The agency is well-disciplined and has procedures to apply training and counseling in lieu of punitive employee discipline. The agency's disciplinary procedure includes corrective actions for minor complaints, which include verbal warning and notice of infraction. The agency has an appropriate appeal and grievance process in place with established timelines. There were no appeals or grievances filed during the accreditation cycle.

### 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 and the Constitution of the State of Michigan. All agency personnel acknowledge a code of ethics and receive ethics training. Bias-influenced policing is strictly prohibited by the agency. There is a clear definition for bias-influenced policing, including but not limited to race, ethnic background, gender, sexual orientation, religion, economic status, cultural group or any identifiable groups. There were no reported incidents violating the policy during the accreditation cycle.

The agency also prohibits unlawful workplace violence, discrimination, and harassment, including sexual harassment, threats, physical attack or property damage. The directive requires employees to report any type of harassment and requires investigations to be conducted in accordance with state law. There were no reported incidents violating the policy during the accreditation cycle.

The police personnel have structured unity of command. The Director of Public Safety is supported by a captain; both the director and captain are at-will employees. The East Grand Rapids Public Safety Department is organized into two sub-divisions: Investigative Services and Public Safety Services. The captain has direct operational control over Public Safety Services and oversees the operation of the Training Program. Each shift (A, B, and C) is commanded by a staff sergeant who reports to the captain. Staff sergeants are assisted by a sergeant. Patrol sections are commonly referred to as shifts and are responsible for handling the majority of calls for service from the community. The

City of East Grand Rapids Public Safety Department currently has 28 sworn personnel. In the absence of the CEO, an acting director is appointed from the command staff, usually the captain.

The sworn employees are members of two different labor organizations: staff sergeants and sergeants are in the command unit and are represented by the Police Officers Labor Council; the public safety officers are represented by the Police Officers Association of Michigan.

#### Agency Equipment and Property

It is the responsibility of the employee to maintain all law enforcement-related equipment in an operational state and report any malfunctions, damage, or loss of equipment immediately to their 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.

During the on-site assessment it was discovered only individually issued equipment was being maintained and other law enforcement related equipment was not. The agency conducted an inventory of other equipment including, bicycles, cameras, mobile field force gear, PBT's, patrol rifles, shotguns and Taser's.

#### Public Information

The Director of Public Safety or designee will be the department Public Information Officer (P.I.O.), and have the authority to issue news releases. When the Public Information Officer is not available the command officer in charge will be assigned to do news releases. At incident scenes, media personnel seeking information are referred to the command officer in charge. The FIOA coordinator is responsible for release of information in the absence of the Public Information Officer. Although it is the primary responsibility of the Public Information Officer to interact with the media, other members of the East Grand Rapids Public Safety Department are encouraged to assist members of the media whenever possible.

#### 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. No original reports maintained in paper files. No Juvenile records are maintained by the agency. There are extra security measures for non-public records. All personnel records are stored at Human Resources. 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 has an excellent training plan and utilizes Police One for training and storage of police training records. The 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. New sworn personnel are required to complete an extensive training program. Field training officers are properly selected and trained. Newly promoted personnel receive training consistent with new responsibilities and tasks.

The agency has a remedial training policy and provides for the documentation of the remedial training.

Specific required annual training topics were properly identified in the written directive. Annual training included firearms, hazmat, use of force, defensive tactics, ethics, legal updates, incident command, and bias-influenced policing.

### Authorization and Use of Agency Weapons and Ammunition

The Director of Public Safety is the authorizing authority for weapons and ammunition requirements, including specialized weapons and knives. The agency uses certified/qualified staff for armorer inspections, repair and replacement. Records of weapons are properly maintained with written guidelines for storage.

## **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. During the assessment period, there were no serious line of duty injury or death incidents. The agency also has an exposure control and reporting policy. Outside employment or business activities of agency employees are prohibited unless specific approval is obtained from the Director. During the assessment period, the agency had no instances of an employee meeting the criteria for early warning, fit for duty or employee assistance.

### Performance Evaluations

All agency personnel receive documented annual performance evaluations. The performance evaluation system has a well-defined purpose statement with established and defined criteria, scored on a rating scale. The system also includes directives to



aters regarding evaluation responsibilities and procedures on how to use the required forms. Training for evaluators is documented, and the evaluations are maintained according to the department's retention schedule. The evaluation system has a clear appeal process, and no appeals of evaluations occurred during the assessment period.

#### Promotion of Sworn Personnel

The promotional process is detailed in policy and outlined in the collective bargaining agreements. The process includes a point system. The agency has an established promotional list for promotion for the rank of sergeant. There were no promotions during the assessment period.

#### 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 objectives include a desire to ensure the hiring pool of applicants include qualified women and minority candidates. Recruitment activities include outreach to community service organizations, institutions of higher learning, media outlets, career days and job fairs.

The police department has a desire to increase agency diversity; however, the recruitment of qualified personnel has become difficult. The department is primarily Caucasian. Sworn staff includes two Africa-American males, one Hispanic male, one Caucasian female and another in the background process.

#### 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 Director makes the final decision on selection of new personnel.

#### Reserve Officers and Civilian Volunteers

The agency does not have a reserve program and has not had any volunteers since 2017.

### **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 person of 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

There were 5 use-of-force reports completed during 2018. The agency conducts a thorough review for each use-of-force incident. There was 1 incident involving physical control tactics and 4 using a firearm (not fired) to gain compliance. 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.

The agency completed a detailed review of the use-of-force incidents for the evaluation period. The report went into detail outlining the past years incidents and shows a thorough understanding of what's occurring in the agency as it relates to the community. The agency will incorporate past years' incidents into future reports to evaluate for trends.

### 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. The onsite team toured the facility and spoke with public safety telecommunicators regarding dispatch policy. 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 was one vehicle pursuit in response to assisting another agency who initiated a pursuit. The review of the incident showed the pursuit deviated from department procedures and corrective action was applied. 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.

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. 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.

The agency has a foot pursuit policy that was created during the assessment period, which complies with the standard. No foot pursuits occurred during the assessment period. A review process is in place when warranted.

### 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 initially reported not having any incidents applicable to ICS protocols. After review, the agency provides works with multiple entities throughout the year to provide a public safety presence at numerous community events. These require the management and coordination of multiple resources and a logistical plan. The agency enhanced its operational planning form to ensure consistency of practices. The agency could broaden its application of ICS protocols in incidents, as it looks for developmental opportunities for its next generation of leaders.

## **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 an officer assigned to a multi-jurisdictional task force.

The agency has written directives in place for eyewitness identification. Upon review, the agencies procedures required a form be utilized when administering show ups. This was not observed and based on the infrequency of show ups the agency removed the requirement of the form from their written directive.

### 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 generally 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 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. The written directive was modified to designate an alternate. The written directive was modified to address the use of contraband as authorized by the CEO. The written directive had conflicting language regarding the need to conduct a complete inventory of all items when a change in property custodian, property supervisor or chief law enforcement officer. The written directive stated "not to require the accounting of every single item of inventory with a

personnel change.” The written directive was modified to become compliant with the standard.

Time sensitive inspections, audits and inventories were conducted; however the second semi-annual inspection needed to occur while assessors were on site. No irregularities were identified.

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 the East Grand Rapids officer assigned to the KAVET 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.

### 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 this on-site, the agency had 12 standards in applied discretion.

#### ***Standard 1.2.1. Fiscal Control***

ISSUE: The written directive needed to be amended to show the transfer of funds from the agency to the finance department and the required procedure to reconcile funds. The process had not been reconciled and upon the request it was found receipt numbers were not recorded for each occurrence by the Finance Department.

AGENCY ACTION: The agency amended the written directive and established a quarterly reporting process to reconcile the funds.

#### ***Standard 1.3.1. Internal Affairs***

ISSUE: The standard requires internal affairs records are protected and confidentially is maintained in a secure area only accessible to personnel authorized by the agency's Chief Executive. The files were found to be locked in a system of filing cabinets in an area accessible to all members of the employees. The key to the cabinet was located on a hook at the front desk which was accessible to any employee.

AGENCY ACTION: The files were moved to the office of the Director of Public Safety and key access limited to administration.

#### ***Standard 1.6.1. Storage and Accountability***

ISSUE: Written directive did not provide direction to agency equipment not assigned to officers.

AGENCY ACTION: The written directive was changed and inspections were initiated to ensure equipment which is intermittently deployed (bicycles, cameras, mobile field force gear etc) is operational when a need arises.

***Standard 2.5.2 Selection of Personnel***

ISSUE: The written directive did not establish background investigation procedures for non-sworn personnel.

AGENCY ACTION: The written directive was modified to include procedures.

***Standard 3.1.1 Warrantless Searches***

ISSUE: The written directive did not address plain touch and plain smell exceptions.

AGENCY ACTION: The written directive was modified.

***Standard 3.5.2 Motor Vehicle Pursuits***

ISSUE: The written directive contradicted itself in providing when officers could assist officers from other agencies and then prohibited the same action.

AGENCY ACTION: The written directive was modified.

***Standard 3.5.4 Interacting with People who have Mental Illness/EIP***

ISSUE: The written directive did not meet the standards requirement to identify criteria when a person suffering from mental illness or emotional crisis can be taken into involuntary custody.

AGENCY ACTION: The written directive was modified to include criteria as specified by the Mental Health Code.

***Standard 4.1.2 Eyewitness Identification***

ISSUE: The written directive required officers utilize a show up instruction form which was not being utilized by the agency.

AGENCY ACTION: The written directive was modified.

***Standard 4.3.2 Permanent Storage***

ISSUE: The written directive did not designate an alternate property/evidence custodian.

AGENCY ACTION: The written directive was modified.

#### ***Standard 4.3.5 Quality Control***

ISSUE: The written directive stated when a change of the evidence custodian, supervisor of chief law enforcement officer occurred a complete inspection of every items was not required, contradictory to the standards requirement of all items being accounted for.

AGENCY ACTION: The written directive was modified.

#### ***Standard 4.5.3 Using Confidential Sources***

ISSUE: The written directive did not identify the procedures to refer sources to the KAVET multi-jurisdictional task force who assumes the responsibility to manage the source.

AGENCY ACTION: The written directive was modified.

#### ***Standard 5.1.1 Arrestees/Detainees/Prisoner Transportation***

ISSUE: The written directive did not establish procedures to utilize child safety seats when needed.

AGENCY ACTION: The written directive was modified to provide procedures.

### **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 standard was granted non-applicable waiver:

*Standard 1.9.8 Tactical Team Training*  
*Standard 2.6.1 Reserve/Auxiliary Officers Program*  
*Standard 5.2.1 Processing Procedures*  
*Standard 5.3.1 Temporary Detention*  
*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:**

The agency has (12) areas of applied discretion requiring written directive modifications. Additionally, there was a significant amount of file maintenance during the onsite and after the review to show compliance. The agency invested in resources to assist the onboarding of a new accreditation program, to include PowerDMS. The volume of modifications before, during and after the onsite visit would have made it impossible to complete an assessment without the remote accessibility of PowerDMS.

The accreditation manager was tasked with completing the majority of this project. Accreditation focuses on validating systems and processes within the organization utilized to be successful. As a public safety department, significant personnel resources were observed during the onsite, which could be capitalized on to support the furtherance of the agencies initiative in the future.

**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 the eight exceptions and waiver noted. Accreditation is recommended.

Paul Tennies, Team Leader  
Date: January 22, 2020

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

A handwritten signature in blue ink, reading "Neal A. Rossow".

Program Director Neal Rossow  
Date: Janaury 22, 2020