



# MCOLES

Michigan Commission on Law Enforcement Standards

## STRATEGIC PLAN FOR 2008-2013

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ADVANCING PROFESSIONALISM IN PUBLIC SAFETY





STATE OF MICHIGAN

JENNIFER M. GRANHOLM  
GOVERNOR

MICHIGAN COMMISSION ON LAW ENFORCEMENT STANDARDS  
LANSING

RAYMOND W. BEACH, JR.  
EXECUTIVE DIRECTOR

September 18, 2008

Honorable Jennifer Granholm  
Governor of the State of Michigan  
George W. Romney Building  
111 South Capitol Avenue  
Lansing, MI 48909

Dear Governor Granholm:

I am pleased to submit the 2008 Strategic Plan of the Michigan Commission on Law Enforcement Standards (MCOLES). This plan provides a clear vision for leadership in Michigan public safety for the coming five years.

This plan evolved from the Commission's 2002 Strategic Plan, which recently closed having accomplished the majority of its objectives. The current plan undertakes significant initiatives, as well as continuing those objectives still needing attention. The plan reflects the views of Michigan's law enforcement and criminal justice professionals. The Commission is proud of its role in building consensus and unifying the various components of public safety behind worthwhile goals and sensible public policy.

On behalf of the Commission, we appreciate your continued support of the MCOLES public safety leadership mission.

Sincerely,

A handwritten signature in black ink, appearing to read 'John P. Buczek'.

Mr. John P. Buczek  
Commission Chair

Mr. John Buczek, Chair • Sheriff James Bosscher, Vice Chair • Mr. David Morse • Mr. James DeVries • Chief Doreen Olko  
Col. Peter C. Munoz, Represented by Lt. Col. Timothy Yungfer • Attorney General Mike Cox, Represented by Mr. William Dennis  
Chief James Barren, Represented by Director Deborah A. Robinson • Sheriff Gene Wriggelsworth • Director Kurt R. Jones  
Professor Ron Bretz • Sheriff Robert J. Pickell • Chief Richard Mattice • Trooper Michael Moorman • Mr. Marty Bandemer

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# MCOLES VISION

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## THE MISSION OF MCOLES

MCOLES executes its statutory responsibility to promote public safety in Michigan by setting standards for selection, employment, licensing, license revocation, and funding in law enforcement and criminal justice, in both the public and private sectors. Under its authority, MCOLES provides leadership and support to the criminal justice community throughout Michigan.

MCOLES meets its mission working in an atmosphere of open communication and trust in partnership with the criminal justice community, providing client-focused services. MCOLES regularly contributes to effective public policy by functioning as a leader in public safety innovation and as a solutions-facilitator for problems facing law enforcement and the criminal justice community.

As part of the strategic plan development process, the Commissioners participated in a “visioning” exercise during which they were asked to describe how they would foresee the MCOLES in five years. Below is that five year vision.

### **Funding**

Dedicated funding provides a consistent and adequate source of revenue to underwrite the development of and direct delivery of enhanced professional standards and training. The funding supports most MCOLES activities, staff, and training.

### **Expanded Relationships**

MCOLES has a leadership role among Michigan law enforcement, and its criminal justice partners. This strengthened working relationship has enhanced Michigan public safety which is called upon to do more with fewer resources.

### **Leadership in Emerging Challenges**

MCOLES assists law enforcement to confront the challenges of fewer resources through the use of more efficient and effective learning technologies, streamlined officer re-entry, mandated in-service training and provisional licensing.

### **Ethics**

Ethical police conduct will be facilitated in Michigan by enhanced selection standards and accountability, as well as through more comprehensive background investigations and tighter officer retention standards.

### **Organization**

MCOLES will enhance its delivery of statutory mandates by re-examining its roles and restructuring to make more efficient use of limited staff resources.

# MCOLES VALUES

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## **Respect**

We value the unique and diverse skills, abilities, and perspectives of individuals.

## **Ethical Character**

We are honest, ethical, and fair. Personal integrity and professional ethics guide all our decisions.

## **Leadership and Professionalism**

We recognize our role as leaders in advancing the skills, knowledge, ethics, and attitudes necessary for achieving and maintaining professional excellence.

## **Accountability**

We accept responsibility for our behaviors, decisions, and actions.

## **Commitment**

We understand our mission and our individual roles in its accomplishment; we dedicate our energies and abilities to its fulfillment; and we are willing to make sacrifices in its attainment.

## **Partnership**

We recognize that more can be accomplished when individual actions are taken in an atmosphere of trust and cooperation.

## **Communication, Consultation, and Shared Decision-Making**

We value clear and open communication. We encourage involvement, information sharing, and collaboration in the decision-making process.



# THE MCOLES COMMISSION

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The Michigan Commission on Law Enforcement Standards (MCOLES) is composed of 15 members appointed by the Governor from the ranks of Michigan's Law Enforcement and Criminal Justice communities. Constituencies represented in the Commission's appointed membership consist of:

- the Michigan Sheriffs' Association;
- the Police Officers Association of Michigan;
- the Michigan Association of Chiefs of Police;
- the Michigan Fraternal Order of Police;
- the Detroit Police Officers Association;
- the Prosecuting Attorneys Association of Michigan;
- the Criminal Defense Attorneys Association of Michigan; and,
- the Michigan State Police Troopers Association.

Also represented on an ex-officio basis are the Detroit Police Department, Michigan State Police, and the Attorney General of Michigan.

Currently Mr. John Buczek, representing the Michigan Fraternal Order of Police, serves as the Commission Chair. Sheriff James Bosscher, representing the Michigan Sheriffs' Association serves as the Commission's Vice Chair.

The Commission meets no less than four times annually to set policy regarding the selection, employment, training, licensing, and retention

of all Michigan law enforcement officers. In addition, the Commission's Executive, Legislative, and Public Safety Funding Committees meet on multiple occasions during the year.

Commissioner duties extend beyond the law enforcement arena, as Commissioners set policy with regard to the administration of the Justice Training Fund. These decisions have a direct impact on the distribution of funds in a competitive grant process, which provides dollars in support of in-service training in all facets of the criminal justice system.

In addition to their formal duties, MCOLES Commissioners invest countless hours on behalf of Michigan's criminal justice community. Substantial time is required of Commissioners to apprise themselves of the various issues they must understand. Commissioners are frequently asked to attend and address academy graduations and make other public speaking appearances on behalf of MCOLES.

Commissioners are often called upon to represent MCOLES at meetings of the legislature, other government agencies, training directors, and at conferences of professional organizations that have a stake in criminal justice. MCOLES Commissioners must also be available to handle inquiries from their various constituencies concerning MCOLES services and policies.

# THE COMMISSIONERS



MR. JOHN BUCZEK  
COMMISSION CHAIR  
EXECUTIVE DIRECTOR  
MICHIGAN CHAPTER,  
FRATERNAL ORDER OF  
POLICE REPRESENTING  
THE FRATERNAL ORDER  
OF POLICE



SHERIFF JIM BOSSCHER  
COMMISSION VICE CHAIR  
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COL. PETER C. MUNOZ  
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REPRESENTING THE  
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MICHIGAN ASSOCIATION  
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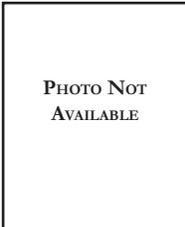


PHOTO NOT  
AVAILABLE

CHIEF JAMES BARREN  
DETROIT POLICE  
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REPRESENTING THE  
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OF CHIEFS OF POLICE



MR. RAYMOND W. BEACH, JR.  
EXECUTIVE DIRECTOR  
MICHIGAN COMMISSION ON  
LAW ENFORCEMENT STANDARDS



# MCOLES

Michigan Commission on Law Enforcement Standards

## Mandated Services to the

### P.A. 203 of 1965, as amended

Develop and maintain selection and employment standards for all Michigan law enforcement officers

Develop and maintain basic training standards for all Michigan law enforcement officers

Develop and maintain licensing and revocation standards for all Michigan law enforcement officers

Accredit and supervise mandatory basic law enforcement training

Develop and administer law enforcement officer testing as a prerequisite to licensure

### P.A. 302 of 1982, as amended

Manage the Michigan justice training fund

Annually distribute justice training funds to Michigan law enforcement agencies

Annually evaluate competitive grant applications and determine validity of proposed criminal justice training

Annually contract with criminal justice in-service training providers

### Executive Order 2001-5

Increase professionalism of law enforcement organizations and officers

Mandate in-service training of law enforcement officers

Develop and institute active duty training standards for all Michigan law enforcement officers

Implement and maintain a web-based information system to communicate with Michigan law enforcement agencies

Ensure grant awards advance the objectives of the Executive Order

### P.A. 330 of 1968

License private security police agencies; track employment of private security officers

### P.A. 354 of 1993

Commission individual railroad police officers

### P.A. 195 of 1966

Administer Police Officer and Firefighter Survivor Tuition Program

Governor

MCOLES  
(15 member Governor-  
appointed Commission)

**MCL 28.612**

The commission shall appoint an executive director of the commission. The executive director shall perform the functions and duties that are assigned to him or her by the commission.

Executive Director  
(Commission Appointed)

**Executive Order 2001-5**

The Executive Director of the new Michigan Commission on Law Enforcement Standards shall administer the assigned functions transferred by this Order in such ways as to promote efficient administration and shall make internal organizational changes as may be administratively necessary to complete the realignment of responsibilities prescribed by this Order.

## Michigan Criminal Justice Community

License all  
Michigan law  
enforcement  
officers

Develop  
standards for  
maintenance and  
reporting of law  
enforcement  
employment and  
training records

Develop  
standards for  
recognition of  
prior training and  
experience for  
law enforcement  
officer license  
renewal

Investigate and  
issue subpoenas  
related to alleged  
violations that  
may lead to  
suspension or  
revocation of  
license

Develop and  
maintain  
advanced active  
duty training  
programs for all  
Michigan law  
enforcement  
officers

Conduct analysis  
and make  
recommendations  
to the legislature  
re qualification  
and training of all  
Michigan law  
enforcement  
officers

Manage the law  
enforcement  
officers training  
fund

**P.A. 46 of  
2004**

Administer Public  
Safety Officer  
Benefit Program



## STRATEGIC GOAL SETTING PROCESS

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In early 2008, The Michigan Commission on Law Enforcement Standards (MCOLES) selected Lewis G. Bender, Ph.D. to facilitate its goal setting for its new strategic direction for the next five years. With over 30 years of research and training experience, Dr. Bender is an expert in training and organizational development for business and government as well as strategic planning for public sector and nonprofit organizations. He worked previously with MCOLES in developing its 2002 strategic plan.

Dr. Lewis Bender is a Professor Emeritus of Public Administration at Southern Illinois University at Edwardsville (SIUE). He has taught a variety of classes in supervision and leadership for the Department of Public Administration and Policy Analysis at SIUE. Previously at SIUE, Dr. Bender was the Director of Regional Research and Development Services, which was responsible for university, community and public service outreach, and applied research endeavors. Throughout his career, Professor Bender has been deeply involved in community-based applied research, organizational goal setting and planning, and approaches to organizational development. His educational background includes a Bachelor of Science in History from Grand Valley State University, Allendale, Michigan (1971); Masters Degree in Political Science, Wayne State University, Detroit, Michigan (1973); and Ph.D. in Political Science, University of Georgia, Athens, Georgia (1977).

In October of 1999, Dr. Bender first worked with the MCOLES by facilitating the staff to begin charting the organization's course over the coming ten years. Then, the members of the former Commission on Law Enforcement Standards (COLES) and the Michigan Justice Training Commission (MJTC) were brought together to participate in the planning process. The members of both commissions and the staff were led through a series of exercises designed to elicit thoughts regarding a vision for the future. After several years of interaction with a broad cross-section of criminal justice constituents across Michigan, a conceptual foundation for a long-term strategic plan began to emerge.

In this process, the members of both commissions, the staff, and Dr. Bender developed an effective working relationship and a keen understanding of the organization, its role in Michigan public safety, and its political environment. Therefore, given the strength of the relationship, it was natural that the services of Dr. Bender would be sought when the time came to develop a new strategic plan.

# STRATEGIC GOAL SETTING PROCESS (CONTINUED)

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## Strategic Planning as an Approach for Identifying Organizational Direction

Historically, strategic planning originated in private sector organizations that were faced with changing and dynamic issues and environments that rendered the traditional long range planning approaches ineffective. Governmental entities became interested in strategic planning as the environments and expectations of public sector organizations changed through the 1960's and 1970's. By the mid 1980's the demands to achieve higher levels of service with fewer proportional resources required a flexible and inclusive approach to determining organizational goals in the public sector.

As an approach to identifying organizational goals and direction, strategic planning differs from the more traditional long range planning in four key ways:

1. Strategic planning focuses on identifying and resolving key issues facing the organization. Whereas the focus in long range planning is on fixed goals and budgets. (Bryce, Strategic Planning For Public and Nonprofit Organizations, Josey-Bass, 1988).
2. Long range planning assumes a fixed and predictable environment. Strategic planning assumes a changing, dynamic, and relatively unpredictable external environment.
3. Strategic planning encourages leaders to discuss and create a vision for the future combined with discussions on how to achieve the vision (strategy). Long range planning emphasizes a more immediate and narrow frame of reference.
4. Strategic planning is more action oriented with an ongoing discussion related to how opportunities and issues impact the vision and goals of the organization. Historically, long range plans sat on shelves with little or no reference during the ongoing course of deliberations by policy makers.

Implicit in strategic planning processes is an emphasis on encouraging dialogue and input from stakeholders who will be impacted by the goals and decisions of policy makers. Indeed, strategic planning involves creating consensus before decisions are made as opposed to facing a fire storm of opposition and conflict after goals are identified. Clearly strategic planning involves more work on the front end of visioning and goal setting.



## STRATEGIC GOAL SETTING PROCESS (CONTINUED)

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### The MCOLES Strategic Planning Process of 2008

The Michigan Commission on Law Enforcement Standards (MCOLES) strategic planning process of 2008 is reflective of a best practices approach to strategic planning for the public sector. In particular, the MCOLES process placed a heavy emphasis on gaining input and dialogue from key stakeholders across the state and within state government.

Starting in November 2007, the members of the Commission and the Executive Director and staff engaged law enforcement representatives, citizens, key legislators, and state officials in a series of discussions designed to:

- Gain input on important current issues (recruit training rules, ethics and regular employment)
- Share achievements related to the original MCOLES strategic plan (circa 2002) and subsequent actions
- Gather input regarding future challenges and direction

The eight scheduled statewide meetings were in conjunction with informal discussions and input opportunities from legislators and other state agencies.

In addition to the numerous stakeholders meetings, staff shared reports and trend information regarding the environment and issues facing law enforcement in Michigan. These reports combined with the stakeholders meetings provided the informational backdrop for the Commission's visioning and goal setting discussions.

In February 2008, the Commission, Executive Director and top staff of MCOLES met with Dr. Bender to identify the vision and goals for MCOLES. The discussion involved four elements:

1. Identification and discussion by MCOLES commissioners of key changes and accomplishments of the Commission since the original strategic plan (plenary discussion).
2. Changes, challenges, and opportunities facing law enforcement personnel and agencies in Michigan (plenary discussion).
3. Identification of a shared vision of MCOLES in 2013 (breakout groups followed by plenary discussion).
4. Identification of the major goals that must be achieved in order to realize the shared vision of the Commission.

## STRATEGIC GOAL SETTING PROCESS (CONTINUED)

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There was no disagreement among the breakout groups or the full Commission over the shared vision or the key goals. The Executive Committee and Executive Director and staff were charged with refining the plan and incorporating action steps in the final plan that would be approved by the Commission. It was evident that the current vision and goals of MCOLES are based on the growth and development of the agency over the past decade. The staff and the Commission could not have had the 2008 strategic direction discussion ten years ago. The Commission could not have meaningfully addressed topics such as dedicated funding and the roles and responsibilities of MCOLES with respect to other organizations in 1998.

MCOLES has grown into an organization that has gained the trust and respect of law enforcement people and agencies across the state and beyond. The staff and Commission have worked hard and long at reaching out to law enforcement leaders, a myriad of other people, and groups across the state. As indicated by the Commission members, MCOLES was once viewed as the enemy that should not be trusted. MCOLES has matured. MCOLES is now respected and regarded as a major asset to the professional direction of law enforcement. The development of the Michigan Information and Tracking Network and the development of in-service training standards are but two examples of the changes and growth of the organization.

The efforts to develop relationships with key stakeholders have allowed MCOLES to enjoy a unique and special relationship with law enforcement organizations across Michigan. The current vision and goals reflect essential next steps in the overall process of strengthening professionalism in law enforcement within the state of Michigan.



# 2008 STRATEGIC GOALS

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As a result of the 2008 facilitated visioning and strategic planning sessions, the Commission leadership and key staff have developed major goals for guiding the direction of the Commission. Development of each goal will include unfinished initiatives from 2002 and the incorporation of new Commission initiatives.

## **Goal 1: Secure Adequate and Stable Funding**

MCOLES will secure a dedicated source of funding that is stable and adequate to support all of its activities and functions, including mandatory in-service training. The new funding will support the costs of the MCOLES in fulfilling its statutory mandates and will permit the delivery of essential services in order to enhance professional competence in Michigan law enforcement and criminal justice.

This is a continuation goal, since funding stability and opportunities remain elusive. The Commission's experience in the past five years has clearly demonstrated the importance of concurrently seeking new funding while protecting and maintaining existing funding. Experience has also demonstrated the need to secure funding when new responsibilities are assigned to the Commission. The dedicated funding will be: consistent from year to year; sufficient to support the mandates of the Commission; and support enhanced professional services.

To accomplish this goal the Commission will:

- Convene a law enforcement funding committee
- Identify an appropriate funding source
- Implement an education campaign within law enforcement and in the legislature

## STRATEGIC GOALS (CONTINUED)

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### **Goal 2: Strengthen and Expand Relationships Within the Criminal Justice Community**

The Commission will strengthen and expand its relationship with law enforcement agencies, professional associations, prosecutors, service providers and the state's elected leadership. Using its past experience as a guide to success in the future, the Commission feels that developing these relationships will benefit public safety in Michigan.

This will be accomplished through:

- Education of the public and constituents
- Clarity in the Commission's educational materials (Who we are / What we do)
- Expanded legislative educational activities

### **Goal 3: Enhance the Priority of Ethics in Law Enforcement**

Ethical police conduct is essential to fulfilling the law enforcement mission. Law enforcement officers are increasingly held to greater levels of accountability. As a result, ethical challenges for the profession have never been greater. These challenges arise from the overall complexity of law enforcement work, from officers who have blurred conceptions of appropriate behavior, from the failure of leaders to confront ethical breaches, and from sources outside of law enforcement expressing disagreement over law enforcement tactics.

The challenges have been recognized by a cross section of Michigan practitioners and will be addressed by:

- Developing a more comprehensive definition of Good Moral Character
- Improving the quality and expanded use of background investigations
- Requiring law enforcement employers to report certain instances of ethical misconduct by law enforcement officers to MCOLES and provide civil immunity for required reporting
- Providing for licensing actions based on "Core Value" violations of law committed by law enforcement officers
- Revising Public Act 203 of 1965 to provide statutory support for the Commission's ethics initiative



## STRATEGIC GOALS (CONTINUED)

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### **Goal 4: Provide Leadership to Assist Law Enforcement to Meet Ongoing and Emerging Challenges**

Effective law enforcement has always been a critical component to the public's sense of overall public safety. However, agencies now face unprecedented challenges in simply maintaining essential services and staffing. The Commission intends to address this challenge through continued development of mandatory in-service training, improved delivery through alternative learning technologies, improved re-entry, and the institution of provisional licensing of new law enforcement officers.

- **Mandatory In-Service Training Standards**

MCOLES will institute a mandatory in-service training requirement, which will be comprised of both core and elective components. The core curriculum will include required topics driven by high-risk / high-liability factors (e.g., use of force decision-making, firearms proficiency, etc.). Agencies will satisfy the elective portion of the mandate by selecting topics based on the agency's needs.

- **Improved Learning Methods to More Efficiently Transmit Knowledge and Competence**

MCOLES will use educational strategies and technologies to increase its reach as well as its effectiveness and efficiency. Such methods will include:

- Problem Based Learning in the recruit training programs
- E-learning in both basic and in-service training

- **Entry Into Michigan Law Enforcement**

Efforts will continue toward:

- Modernizing selection and training standards
- Improving the recognition of prior training and experience program to facilitate the entry of experienced but currently unlicensed officers into Michigan law enforcement

- **Provisional Licensing**

MCOLES will institute a provisional licensing process for law enforcement officers in Michigan. Through a partnership between MCOLES and law enforcement agencies, provisional licensing will ensure that only those officers who demonstrate competency in the essential job functions while transitioning from the basic training environment to employment as a law enforcement officer will be granted a permanent license.

## STRATEGIC GOALS (CONTINUED)

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### **Goal 5: Organize MCOLES to Improve Efficiency and Accommodate Personnel Succession**

The Commission will ensure that MCOLES continues in its enhancement of efficiencies in the delivery of its statutory mandates. Organizational effectiveness underlies the accomplishment of any goal. Further, the Commission seeks to ensure the proper succession within MCOLES with respect to both the Commission membership and staff. This will be facilitated by restructuring the organization to identify needed roles and efficient use of personnel.

The MCOLES will:

- Examine its organizational roles
- Examine how we work
- Prepare for personnel succession due to retirements, attrition, and new hires
- Restructure the organization to increase efficiencies and accommodate evolving needs

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