

MDCR SUMMARY REPORT

DATE: June 17, 2019

TO: Gary Niehaus and Grosse Pointe School Board

FROM: Agustin V. Arbulu, Executive Director

SUBJECT: Director's Report as Follow Up to Listening Sessions

Background

As a result of a meeting requested by the Superintendent of Grosse Pointe Public School System (GPPSS) Gary Niehaus and his staff in late May, and the Michigan Department of Civil Rights (MDCR) agreed to hold a total of four (4) listening sessions, two on May 29 and two on June 4, related to possible reconfiguration of the Grosse Pointe Public School System (GPPSS). At the late May meeting, Superintendent Niehaus informed MDCR that the Grosse Pointe School Board was considering two matters that would be decided in June:

- 1. Changing the grade configuration to K 4 5 8, and
- 2. Closure of two elementary schools, one on the north end (Poupard or Mason) and one on the south end (Trombly or Maire) of the school district.

Superintendent Niehaus and others raised concern that the structure of the town halls and meetings may not have allowed for all voices from the community to be heard, especially from those that could be most affected. MDCR agreed to facilitate listening sessions and administrative leadership agreed to:

- Offer a safe and secure environment for all voices to be heard,
- No retaliation against anyone presenting or offering comments, and
- The right of individuals to pursue a claim under Elliott-Larsen Civil Rights Act (ELCRA) if someone believed he/she was a victim of unlawful discrimination.

The foregoing representations were repeated at the beginning of each listening session held on May 29 and June 4.

What follows are summaries from the four (4) listening sessions along with written comments received. However, many of the quotes used in this report have been paraphrased from those who testified at the listening sessions to minimize disclosure and the risk of retaliation against them. The themes were extrapolated from the listening sessions and written comments received. This write up may not tell the whole story given that we heard only from those willing

to reveal their concerns openly. MDCR also acknowledges receipt of information pertaining to reconfiguring the school district, which we will aim to incorporate as warranted.

Finally, our perspective is based on a snapshot in time, a fairly quick review of information received, comments from the listening sessions and other available public information.

Listening Sessions

Comments from the May 29th Listening Sessions:

A total of 9 individuals testified at the May 29th listening sessions with the following themes and concerns raised:

- Possible closure of the "two most diverse schools, Poupard and Trombly, in the school district" would run counter to building a diverse community, raising concerns centered on social-economic and racial issues
- Closing of a school will decrease access resulting in longer walking distance and crossing of the freeway with no plan to address this
- School Board not considering other options including fully developing the ECD (early childhood development) program
- Decisions to close schools are being made too quickly more time is needed
- Concern over the impact of moving 5th graders to middle school putting small kids with teenagers
- Diversity strengthens communities
- Growth in communities could increase influx of students and student enrollment in the future – more time, i.e. building of a new Fiat-Chrysler Plant would lead to increase in families moving to the Pointes

Comments from the June 4th Listening Sessions:

A total of 21 individuals testified at the June 4th listening sessions on the following concerns:

- The impact of closing the Head Start Program at Poupard would have on a single parent residing in the Poupard neighborhood
- Concern over closing schools that are the most diverse in the school district
- Closure of schools that either are school wide Title I or targeted Title I schools
- Asking lower income families to lose their preschool programming
- Safety and walkability issues young students having to cross the bridge (I-94)

- Configuration of schools is financially motivated and fails to consider the impact on children and other factors
- Moving 5th graders to middle schools is premature and has not been fully vetted as to the impact this will have
- Inaccessibility and lack of transparency of Blue Ribbon Committee and town hall meetings as well as lack of openness from the School Board
- A perception that certain neighborhoods are benefiting over others
- Lack of fair process and the proposals to close certain schools are short sighted and not well thought out— need to slow down the process
- Closing of Mason elementary school damages property value
- Inequity by offering busing to Poupard students but not others if their schools are closed
- Environmental issues related to geographical location of Poupard in close proximity to freeway
- The need to wait for new census data prior to the Board deciding
- Closing one of the middle schools would be a more equitable solution as opposed to closing the elementary schools
- Inequality in the current school configuration proposal
- Consider how closure of elementary schools on the north end and south end of the school district may lead to overcrowding of middle schools at 90% while decreasing to just 60% in other middle schools
- Concern that the closure of certain schools will create further divisiveness and create a perception that Grosse Pointe (GP) is "racist"
- The need for expansion of pre-school programs that are accessible to more residents which have not been fully developed
- Concern over services and related programs continuing when and if schools are closed

Summary of Takeaways

Overall, MDCR found a great deal of consistency in terms of what was shared at each of the four listening sessions. Everyone expressed "struggling with the prospect of closing any schools", the relocation of students, and the adverse impact such closures would have on the fabric of their neighborhoods and communities. These general takeaways include:

- The closing of schools with the most diversity and/or the one particular school of color –
 Poupard
- The potential impact of moving 5th graders into middle school who are not emotionally ready
- Lack of transparency and selection process relating to the Blue Ribbon Committee

- Lack of fair process and openness from the Board/Blue Ribbon Committee while aiming to control the narrative
- The need for more time to consider the long-term consequences/impact waiting for Census data; why be in a hurry to arrive at a decision?
- Transportation and walkability (safety) issues related to school closings
- Neighborhood schools serve as a hub in bringing together families, educators and community partners

Issues related to property value, contamination/pollution, overcrowding of schools, Head Start programming, and transparency/lack of openness were also repeatedly raised.

Themes

Theme: "Close the schools and welcome people in" comments suggested an openness to diversity within the broader community while subtlety suggesting assimilation as opposed to understanding and respecting differences among neighborhoods. Reference by some to "those across the freeway" or "closing Mason means now crossing the bridge" suggests a division between "us" and "them". Who is "us"? Who is "them"? MDCR questions what is taking place beneath the surface. Such comments imply that the non-dominant culture is on one side of the freeway and not part of "us." This also suggest divisiveness within the school district not only along racial lines but also along socio-economic (class) lines. To state it bluntly, the use of careful words or phrases suggest a dominant view controlling the narrative while silencing other voices.

Theme: Concern that there is an underestimating of young families with children moving into the 5 Pointes, particularly GP Park. "The School Board is not taking into account that families are moving into Grosse Pointe Park. . . we are the only Pointe with a census that is increasing." Another commented ". . .what are these estimates based on and are they really reliable?"

Theme: Issue of lack of trust and transparency repeatedly surfaced as a serious concern surrounding the reconfiguration of the school district. The example of the bond issue and the selection of those serving on the Blue Ribbon Committee (BRC) were referenced a number of times. For example, individuals stated "the bond issue never addressed closure of schools before a vote by residents. Why?" In addition, the selection of those serving on the BRC was questioned in terms of being representative of those residing in the school district. Many commented that "everyone knows that employees serving on the BRC will not contradict their superiors." Also, "the Board needs to slow the process down" to better educate the community. Does the data tell the whole story or is the Board just seeking a certain outcome? Comments of "going too fast" suggests to residents that the Board is trying to "pull something" over the eyes of residents. Optics here become important. Creating an environment that is open and inviting to a full discourse with all views considered appear to be lacking, leaving residents resentful. Also, lack of information sharing or answering questions often came up.

The Board's unwillingness to foster an open and frank dialogue with residents is critical to building trust and transparency. Instead, MDCR listened to various comments on the BRC and School Board "controlling the structures or formats of the town halls and meetings" and not being willing to answer questions. Even one commented that there is a website with Q&A on the reconfiguring of the school district but it is incomplete.

Theme: Reconfiguring the school district will lead to disruption of the fabric of the community while adversely affecting students of color, which has not been fully explored. Related issues concerning air pollution (environment) and safety (being able to walk to their schools) were raised along with concerns about changing the grade configuration to K - 4 - 5 - 8 as matters that require careful deliberation and should go beyond financial considerations.

Theme: All elementary schools in the school district are unique, serving as an important fabric for neighborhoods and the students, families, educators and community partners; especially during the formative years of a child's development that is being ignored and subordinated to financial considerations.

Recommendations and Commentary

 Recommendation: Extend, or restart, the deliberation period on the reconifguration with an eye to creating a more inclusive and transparent process.

Concerns repeatedly heard dealt with the lack of fair process, trust and transparency on reconfiguring the school district by the Board and Blue Ribbon Committee. Examples given included how town halls, meetings and related sessions were controlled leaving many questions unanswered. Also, questions were raised on the selection of those serving on the BRC. We understand that the BRC consists of approximately 50 individuals made up of employees of GPPSS, residents and board members.

From the data provided the school district population approximates 40,000 (50,183 less children in PK-12 of 10,274). Apparently, a number of polling surveys were conducted by the BRC regarding the proposed reconfiguration. However, in order to have confidence that a survey is representative of the population, it is critically important to have a large enough representative number of randomly selected participants in each group surveyed. What exactly is "a large enough representative number?" For a 95% confidence level (which means that there is only a 5% chance that the sample results differing from the true population average), the sample size needed based on a population average of 40,000 we estimate to be 381 residents. Given the number of individuals the BRC actually polled never exceeded 50, there is a question on the reliability of the polling conducted by BRC.

Participation from all segments should be encouraged. In that regard we note the GP School Board composition in relationship to the demographics of the GPPSS student population, and the sense of a lack of trust, fair process and transparency. The School Board is made up of seven (7) members, 3 males and 4 females, who are all elected to terms of four (4) years based

on "at large seats." School Board members are not required to reside in any particular area/precinct and are not tied to a particular geographic area of the school district. The current website of the Board reveals no representation from people of color in the community. This process should change to afford that all voices are at the table. Equitable (fair) representation is needed, especially given the student enrollment for the 2017-2018 school year, where 74% of the student population was made up of white students while the remainder was made up of students of color. In fact, the data reveals that the percentage of students of color continue to grow. (See attachment) Major decisions such as reconfiguration of a school district where neighborhoods face disruption and change demand fair representation and openness.

Comparing the demographics of the GPPSS student population to the make-up of the School Board suggests fair representation is lacking. The Honorable Damon J. Keith wrote in one of his many opinions that "democracies die behind closed doors." Our democratic system is based on the people's right to know that their government (including school boards) acts fairly, lawfully, and accurately. When government begins closing doors, it selectively controls information rightfully belonging to the people.

 Recommendation: Tighten the in-district transfer policy that has disadvantaged Poupard, the school with the most students of color.

With regard to the foregoing themes extrapolated from comments received, MDCR also reviewed certain data provided by GPPSS in an effort to better understand the proposed reconfiguration of the school district. Attached you will find certain data reconfigured from the PMC Report "Pupil Enrollment Projection Study 2019-2023" and other documents, presentations, etc. provided.

If the School Board decides to close Trombly and Poupard, then it could be argued that this decision is based on the decrease of 42 elementary school (ES) students from school year 2017-18 to 2018-19 attending Trombly and Poupard. See attachment, which was secured from data available on MDE's website. The PMC analysis presented by the outside consultants for the School Board actually reveal an increase in the pre-K to 4th Grade enrollment from 2018 to 2023 of 6 pupils (2873 to 2879). It is small but it is significant in showing that the decline in enrollment has leveled off after 2010. This also suggests that the argument that it may be premature to close any of the ES schools at this time may have merit.

In reviewing the student enrollment of the ES schools, Poupard has faced a decline in student enrollment during the past 2 calendar years. The question is why? We suspect there are many factors at play including persistent rumors over the past 3 to 5 years about the closure of Poupard. Such rumors may make families nervous in having children attend a school that may close and not wanting to disrupt their children in changing schools. In reviewing the number of

in-school transfers, Poupard faced the largest percentage of transfers compared to other schools while having the fewest number of transfers to Poupard. (See attachment.) A related factor is the flexible policy for in-district transfers. If the flexible policy allowing for in-district transfers is revised and made tighter, one could see more students attending their neighborhood schools, like Poupard. Another concern is that the largest transfers come from Poupard which only serves to disadvantage this school and other schools within the School District facing larger than average transfers. Thus, in addition to tighter in-district policy, the School Board also should consider treating students transferred as if attending their neighborhood schools to avoid penalizing or rewarding schools due to transfers granted.

Recommendation: Develop a marketing plan aimed at increasing enrollment.

MDCR believes that GPPSS can do a better job in marketing the value of the school district. A little over 18% of school age children in GPPSS communities attend private school. In Wayne County, the average attending private school is 9.45% and Michigan's average is 10.63%. Also, enrollment in public pre-primary school in GPPSS was at 29.39% compared to 72.51% and 67.64% for Wayne County and Michigan respectively. Comments were made that pre-primary public school programs have not been fully developed given that there is a long waiting list. If GPPSS devotes resources to promoting the unique and distinctive value of GPPSS schools and pre-primary public school programs, then one could potentially reduce the number and percentage attending private schools. We note the passion in the voices of those who testified towards their neighborhood schools which should be leveraged, promoted and not silenced. For example, a 5% increase in GPPSS enrollment translates to an additional 510 students enrolled in the school district.

Recommendation: Provide additional resources to the district's only Title 1 school,
 Poupard.

While MDCR has no clear idea of how allocation of resources to schools within the school district are made, those trailing other ES schools in reading and math proficiency and achievement should be receiving additional resources. Reference was made to Mason being recognized nationally. Similarly, Poupard should be targeted to be a National exemplary school given that it is a Title I school (the only one within GPPSS) with a Head Start program. Schools like Poupard and Mason offers the school district opportunities to continue to serve as models to be recognized and lauded for serving their neighborhoods.

 Recommendation: Consider closing one of the three middle schools in lieu of closing one or more neighborhood elementary schools and retain the current middle school grade configuration. In terms of changing the grade configuration to K-4-5-8, it appears to be driven primarily for financial reasons. When MDCR inquired if there had been studies received on the psychological or emotional impact to students in Grade 5 moving to middle school (MS), the school administration admitted that they were "not aware of any regarding the emotional impact (positive or negative) of moving 5th Grade to the MS setting. The research on grade configuration at the MS level is unclear." Then why change the grade configuration? Shouldn't the emotional development of children be of paramount interest?

MDCR also heard comments on keeping all the elementary schools open and instead closing one of the middle schools and not changing the grade configuration to K-4-5-8. There are three middle schools, why not consider another option: closing one of them, maybe the one in the middle of the school district while keeping the middle schools on the north end and south end open? What are the consequences? A quick review discloses that closing one of the middle schools and not changing the grade configuration would achieve approximately 80% capacity at the remaining two middle schools. Already the School District has two (2) high schools, one on the north end and the other on the south end. Many voiced concern over moving grade 5 to middle school given that the emotional development of children from kindergarten through grade 5 is a critical period. Closing a middle school should not be taken off the table. Further analysis should be explored.

 Recommendation: Implement training for the school board and staff district-wide on racial equity, implicit bias and structural racism, and hold community forums on the importance of equity and inclusion.

While residents are familiar with diversity, they lack an understanding of the role of racial equity, implicit bias, white privilege and structural racism that produces and reproduces certain outcomes. This is evident in some of the comments heard at the listening sessions. Also, given the increase in multiracial families moving to the school district, there exists a unique opportunity to leverage the potential and distinct value that the school district offers. Along these lines, MDCR would encourage the development and implementation of training centered on implicit bias, racial equity and structural racism. Other areas to consider include holding community forums that go beyond "diversity" to "equity and inclusion."

 Recommendation: Adopt a racial equity lens to guide the decision-making process on reconfiguration.

Any decision reached to close one or more of the ES or MS schools will inevitably have an impact on the community. MDCR recommends adopting a racial equity lens to help guide the decision-making process. It is important for the decision makers to understand the role that history and culture play in creating racially inequitable outcomes and the proactive approaches required to create and sustain equity long-term. An equity lens framework explores how implicit bias impacts communities and the role that dominant culture and racialized messages

play in determining the decision-making process. The implementation of an equity lens designed to mitigate the impact of unintentional biases allows for a decision-making process that recognizes that diversity, inclusion, equality and equity are not one in the same. A strategy for meaningful balance along commonalities and differences across racial lines requires a framework that intentionally focuses on minimizing unintended consequences and that is built on following a process that increases cultural self-understanding, understanding cultural differences and engaging in cultural adaptive behavior. To assist in this process we recommend reviewing the MDCR's Racial Equity Toolkit that can be accessed on our website and downloaded at:

https://www.michigan.gov/mdcr/0,4613,7-138-87162-472680--,00.html

Applying an equity lens means adopting an on-going process that is inclusive and increases one's own and the school district's capacity and commitment to completely respect individuals as complex beings with commonalities and differences. This also means designing the school district by recognizing and acknowledging different racial, ethnic, gender and socioeconomic backgrounds. In short, reconfiguring the school district should be designed to take into account differences and not simply seeking to achieve sameness.

Conclusion

MDCR believes that insufficient effort was made to ensure that all residents, and especially those most directly affected by the proposed reconfiguration, had input in the decision-making process. Nor does it appear the process was as open and transparent as possible. This lack of transparency in turn makes it impossible to determine whether alternate approaches (e.g. closing different schools) were properly vetted.

The failure to make a process inclusive and/or transparent is not something that can be corrected at the end of that process. This process has advanced such that the School Board only has two realistic options. The Board may proceed to take a vote to adopt and implement a policy that was developed without the inclusion of all residents, and in particular a process that excluded those who will be most affected. Or the Board may choose to begin the process anew and determine whether the current proposal is still the one they wish to adopt after they have considered the input of all the residents the Board is empowered to represent.

MDCR recommends that the GP School Board restart the process on reconfiguring the school district for the reasons outlined in this Report and incorporate the recommendations made. It appears that the School Board Resolution approved in June 2018 with a specific trigger was met in November 2018. Yet ensuring that all voices are at the table is paramount and should be encouraged and not be trapped by arbitrary deadlines. MDCR believes that an inclusive and fair process can serve to bring the community together through civil and meaningful discourse

in arriving at meaningful recommendations for the benefit of all the children in the school district.

MDCR notes that the listening sessions afforded board members a forum to offer their personal perspectives surrounding the reconfiguration of their school district. Even though four listening sessions were held, only one board member offered her personal opinion on the record. What is more troubling is that the executive director of MDCR received an email shortly after concluding the last listening session requesting a postponement of any action taken up by the Board. A copy of the email is attached. Such an email could suggest efforts, whether intentional or not, to create a *chilling effect*, inhibiting or discouraging board members from voicing their own personal views at the listening sessions. Further it brings into question the role of the School Board in controlling the process and narrative to achieve a certain outcome. Every effort should be made to dispel such assumptions. The language expressed in the email is disappointing and could even be viewed as retaliatory, which is exactly what we sought to discourage by agreeing to hold these listening sessions.

Attachments

GPPSS Elementary Schools 2017-2018 & 2018-2019

From MDE website

								aecrease
GPPSS		2017-18			2017-18 %			(increase)
Elementary	2017-18	Students w/		2017-2018	w/	2018-2019	2018-2019	from 17-18
Schools	Enrollment	disabilities	Capacity	% Capacity	disability	Enrollment	% Capacity	to 18-19
Kerby	351	44	425	82.59%	12.54%	363	85.41%	(12)
Mason	304	68	450	67.56%	22.37%	309	68.67%	(5)
Ferry	367	84	625	58.72%	22.89%	362	57.92%	5
Defer	340	43	525	64.76%	12.65%	334	63.62%	6
Maire	311	37	375	82.93%	11.90%	305	81.33%	6
Trombly	259	42	425	60.94%	16.22%	248	58.35%	11
Montieth	436	81	625	69.76%	18.58%	410	65.60%	26
Poupard	335	69	550	60.91%	20.60%	304	55.27%	31
Richard	350	53	475	73.68%	15.14%	319	67.16%	31
_								
Summary	3053	521	4475	68.22%	17.07%	2954	66.01%	99

docrosco

Comments: 3.25%

2017-18 Lowest % capacity: Ferry, Poupard, Trombly 2017-18 Highest % capacity: Maire, Kerby, Richard

2017-18 Lowest % students w/ disabilities: Maire, Kerby, Defer

2017-18 Highest % w/ disabilities: Ferry, Mason, Poupard 2018-19 Lowest % capacity: Poupard, Ferry, Trombly

Schools with highest decrease in enrollment from one year to the next: Richard, Poupard, Montieth

Schools with increase in enrollment from one year to the next: Kerby & Mason Between 2017-18 to 2018-19 ES saw 3.25% decrease or loss of 99 ES students

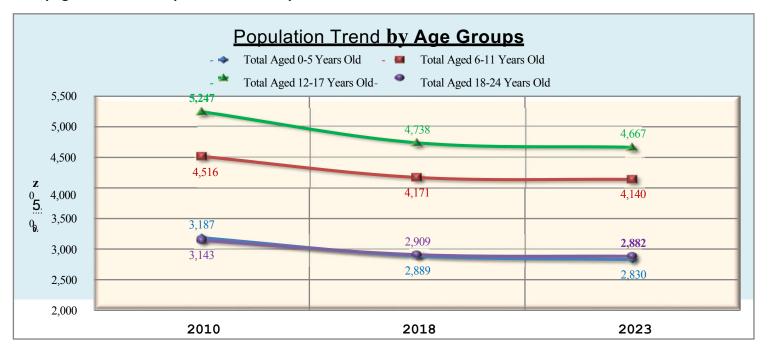
Closure of Poupard and Trombly means Board decision is made based on decrease in enrollment of 42 students between 2017-18 to 2018-19

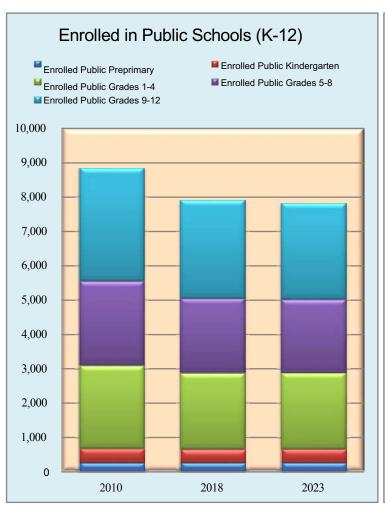
From page 11 of PMC Pupil Enrollment Report - Enrolled School Age Children

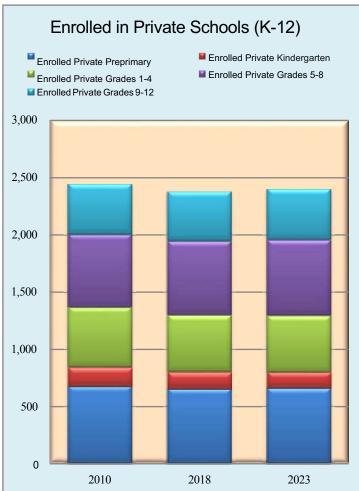
	2010	2018	2023	variance	%
Enrolled					
Public	274	273	283	10	3.70%
Preprimary					
Enrolled					
Public	405	382	383	1	0.30%
Kindergarten					
Enrolled					
Public	2,414	2,218	2,213	-5	-0.20%
Grades 1-4					
Summary	3093	2873	2879		

Note: Between 2018 and 2023 there is an increase in pupil enrollment from 2873 to 2879

From page 13 of PMC Pupil Enrollment Report







From page 5 of PMC Pupil Enrollment Report - GPPSS Demographics Trends/Analysis

		Wayne		Variance w/ Variance w		
	GP Area	County	Michigan	Wayne Cty	Michigan	
Enrolled						
School Age	10,274	331,839	1,832,829			
Children PK-	10,274	331,833	1,032,023			
12						
Enrolled in						
Public Pre-	29.39%	72.51%	67.64%	43.12%	38.25%	
primary	23.3370	72.5170	07.0470	43.12/0	30.2370	
School						
Enrolled in						
Private Pre-	70.61%	27.49%	32.36%	-43.12%	-38.25%	
primary	70.0170	27.4370	32.3070	43.1270	30.2370	
School						
Enrolled in						
Public School	81.62%	90.55%	89.37%	8.93%	7.75%	
(K-12)						
Enrolled in						
Private	18.38%	9.45%	10.63%	-8.93%	7.75%	
School (K-12)						

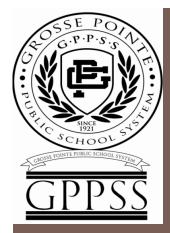
GPPSS Transfers 2018-19

2018-19 Current Transfers				
Number of Students Not Attending This School				
25				
24				
27				
13	3.7%			
31				
19				
24				
16				
15				
18				
78	22.3%			
27				
18				
Trombly 15				
350				
	Number of Students Not Attending This School 25 24 27 13 31 19 24 16 15 18 78 27 18 15			

Current	Number of	%
School	Students	
Attended	Attending	
	This School	
	on a Transfer	
Brownell	26	
Defer	38	
Ferry	46	
Kerby	27	
Maire	15	
Mason	67	19.1%
Monteith	21	
North HS	18	
Parcells	15	
Pierce	17	
Poupard	6	1.7%
Richard	18	
South HS	16	
Trombly	20	
Grand Total	350	

Highest % students transferring to school = Mason
Lowest % students transferring to school = Poupard
Highest % students transferring from school = Poupard
Lowest % students transferring from school = Kerby

From Grosse Point Public Schools - Demographic Study Presentation, Fall 2017



Reported Ethnicity	2012 - 2013	2013 - 2014	201 <i>4</i> - 201 <i>5</i>	201 <i>5</i> - 2016	2016 - 201 <i>7</i>	201 <i>7</i> - 2018
African American	17.1%	17.0%	17.8%	16.5%	16.6%	16.7%
American Native	0.3%	0.3%	0.3%	0.3%	0.3%	0.4%
Asian	1.9%	1.9%	1.9%	2.0%	1.9%	1.8%
Caucasian	76.8%	76.5%	74.6%	75.3%	74.8%	74.1%
Hispanic	1.2%	1.1%	2.3%	2.4%	2.7%	3.3%
Multi-Racial	2.8%	3.2%	3.0%	3.4%	3.5%	3.7%
Total Number of Students	8260	8248	8118	7910	7936	7828

Based on Fall Enrollment – Count Day.

Re: Correspondence re GPPSS Reconfiguration



Fri 6/7/2019 9:05 PM

To:Arbulu, Agustin (MDCR) <ArbuluA@michigan.gov>;

Cc:Gary Niehaus <niehaug@gpschools.org>; Sanford, Shawn (MDCR) <SanfordS1@michigan.gov>; SchoolBoard SchoolBoard <schoolboard@gpschools.org>;

Mr Arbulu

It has come to my attention that Mrs Pangborn made a statement on record indicating the board has held small secret meetings in violation of the OMA to discuss the closures of schools. This in fact is not true

I am requesting a copy of this record. As this accusation is serious and in fact we as a board are being accused of violating the law Thank you for your prompt attention I look forward to your response and the reciept of Mrs Pangborns submitted statement