

TRANSFORMING MIDDLE SCHOOLS IN THE RUSD

"MY SCHOOL, MY CHOICE"

Campaign Case Study from the Racine Unified School District

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Introduction

Client: Racine Unified School District (RUSD)

Campaign: Enrollment Campaign - "My School, My Choice. Their journey starts with you."

Communications Budget: \$42,000

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The following case study is from the Racine Unified School District (RUSD). This case study describes two initiatives: research and strategic communications as the middle school "Great Choices" concept was developed, and development and execution of the *My Schools, My Choice* communications and marketing campaign for a 6-week open enrollment period in late 2017. ¹

Background

In the fall of 2017, the district launched a strategic marketing and communications campaign to encourage middle school enrollment during the state's six-week open enrollment period of December 1, 2017-January 15, 2018. Before this communications plan was launched to promote middle school choice in the RUSD, foundational work took place at the district level to transform the middle school delivery model, an initiative called the "Middle School Great Choices" plan.

Transformational change was achieved in the organization through the dedication of district leadership to building stakeholder support, gaining buy-in and building trust in order to improve and transform RUSD middle schools. Communications was an integral part of the "Middle School Great Choices" transformational plan. This case study examines both the development of the transformational middle school plan, as well as the strategic "My School, My Choice" communications and marketing campaign which is the focus of the four-step PR planning case study.¹

The *My Schools, My Choice* campaign was launched at the end of a multi-year effort to transform the educational delivery model of the district's eight middle schools. The communications and marketing campaign was designed to boost enrollment in the newly re-aligned middle schools. The campaign helped to increase middle school enrollment by 212% over the previous year. In addition, overall enrollment rose by 77% over the previous year.

RUSD SITUATIONAL ANALYSIS

The Racine Unified School District (RUSD) is a K-12 public school district located in southeastern Wisconsin with total enrollment of more than 19,000 students. It is the fifth largest school district in the state, covering seven municipalities over 100 square miles of primarily urban and some rural communities. ^{2,5}

"Our culturally diverse schools prepare our students to thrive in a global community."

RACINE AREA SCHOOL DISTRICT PROFILE			
"North Star" Vision	That all students graduate career and/or college ready.		
Mission	Educate every student to succeed.		
Total student enrollment	19,455		
Total staff members/professional staff	2,701		
Non-English languages	43		
Economically disadvantaged students	65%		
Students with limited English	13%		
Students with disabilities	17%		
White	40%		
Black	27%		
Hispanic/Latino	27%		
Graduation Rate	83% in a 6-year cohort		

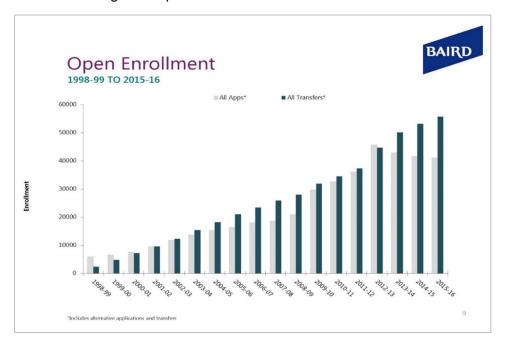
Socio-Economic Profile of Racine, Wisconsin

Racine is a mid-size industrial city located 22 miles south of Milwaukee and approximately 70 miles north of Chicago. The city has a population of approximately 78,199, making it the fifth-largest city in Wisconsin. Despite a large manufacturing presence with companies such as SC Johnson, Jockey International, and Modine Manufacturing headquartered in Racine, job growth has stalled. The unemployment rate is above state average, as is the poverty rate, with 32.5% of residents and 36.1% of children living below the poverty level (compared to 15.3% statewide).^{3,4} Declining population and a higher than average crime rate add to the city's socio-economic challenges.

Factors that Influence Public School Enrollment:

School Choice

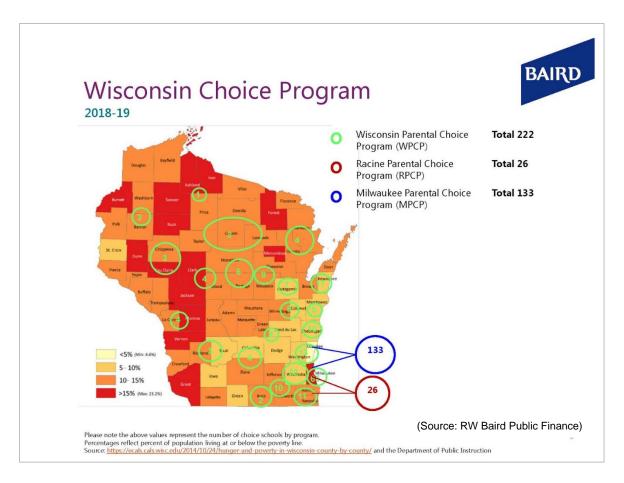
There are multiple factors that influence public school enrollment in Wisconsin. The birthrate, local economic climate, and the draw of competing nearby school districts can negatively impact a district population. School choice has been made a high priority by the Wisconsin state legislature. Wisconsin families can utilize the Open Enrollment program to enroll their children in a school in a public school district other than the one in which they reside.⁵ The state aid dollars (approximately \$7,400 per K-8 student) attached to each pupil leaves the district when a student open enrolls out. The open enrollment trend continues to grow as parents utilize choice.⁶



Vouchers

At the local level, RUSD also loses students through the Racine Parental School Choice Program (RPCP), a voucher program, enacted in 2011. The program offers private school vouchers to Racine families who meet certain income restrictions. (Source: https://www.edchoice.org) Voucher programs, which shift public dollars to private schools in the name of choice, are the source of much controversy among educators and schools nationwide.^{7,9}

The RPCP allows RUSD students who meet federal income and eligibility requirements to receive a taxpayer-subsidized voucher to attend participating private or religious schools. The private school receives a state aid payment for each eligible choice student, which for 2018-19 is \$7,747 for K-8 students, or \$8,393 for students in grades 9-12. Racine currently has more than 3,000 students in the voucher program. That amounts to approximately 15% of the district's total enrollment of 19,000 students and approximately \$18 million of public education funding being shifted to private schools. ^{6,8,9}



The general trend, in light of enrollment pressures, is that Wisconsin public schools are turning to public relations and marketing tactics to attract and retain students.

In this challenging economic, school choice and voucher environment, the RUSD experienced declining enrollment over the past six years. District leaders and the school board decided to take strategic action to help stem the tide. Leaders evaluated open enrollment data over time, and discovered that most students leave when they open enroll out after <u>fifth</u> grade when they would typically transition to middle school at sixth grade.¹

As a result, a middle school transformation plan was developed to stem the outflow of students leaving Racine elementary schools at fifth grade and not returning. In addition to systemic changes to educational programs, services and facilities, the district determined that a marketing plan was necessary to communicate the positive changes taking place and to encourage families to enroll.

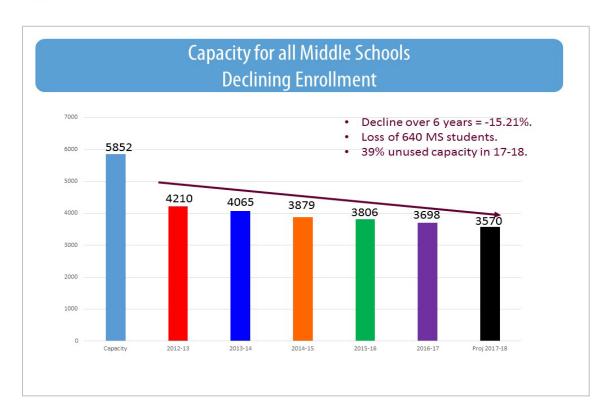
RESEARCH

"Great Choices" Transformation Plan Research Informs Communication

It was clear that the existing middle school education delivery model was failing if families were leaving. From 2012 to 2016, RUSD leadership committed to doing the research and developing a turnaround plan to transform all middle schools in the district. Their goal was to change the strategy and educational processes that had been used in the past. The communications team was at the table during these meetings to ensure that progress was being communicated along the way.¹

The goal of the middle school transformation plan was to address three core challenges:

- 1. **Declining enrollment**: The district experienced a loss of 15.21% over the past six years, equal to 640 middle school students
- 2. **Inefficient use of facilities**: the middle schools had 39% of unused educational capacity for the 2017-18 school year.
- 3. **Negative perception**: parents had a negative perception of the middle schools because of school climate problems, specifically student behavior and discipline and lack of mental health supports.



Uncovering the Problems: Middle School Research

The district's research began in 2012 and consisted of three methods: focus groups, stakeholder engagement and a facilities study. The communications team also drew from this research when developing their communications strategy for the *My Schools, My Choice* marketing campaign in 2017.

1. Open Enrollment Focus Groups (2012)

The district hired research firm Fairbank, Maslin, Maullin, Metz & Associates (FM3) to conduct two separate focus groups with 16 families who had opted out of the RUSD. The focus groups provided qualitative data that was useful, although not statistically significant. However, the report authors stated that there were enough common patterns and types of responses throughout both groups to draw certain broad conclusions. ^{1a}

The results showed significant concern among families about the safety, behavior problems and climate in the middle schools. Additionally, the focus group research revealed that parents would like more options to meet the individual needs of their child, such as fine arts, virtual learning, or advanced curriculum programs.

These focus groups were helpful in gathering information about parent concerns and the results informed the district's planning work until 2016, when the Middle School Great Choices implementation kicked off. The communications team also used this research when developing the communications strategy for *My School, My Choice* in 2017.

2. Community Engagement (Fall 2016) 12

The district turned to a modern method of community engagement using an online tool called ThoughtExchange. ThoughtExchange is a software platform that facilitates community engagement online-participants can respond, share and rate answers to questions. Middle school families and staff were invited via email to respond to four questions:

- 1) If you were to describe an excellent, high-performing middle school, what characteristics do you believe would be evident in that school?
- 2) What positive characteristics already exist in RUSD middle schools?
- 3) What are some key characteristics you desire to see in RUSD middle schools that are currently missing?
- 4) What types of middle school program choices would you like RUSD to offer families?

In summary, families and community members reported that they wanted more college/career prep classes, accelerated programming, educational choices and opportunities and reduced class size in RUSD middle schools. With the help of the communication team, results were compiled into a one-page flyer that was shared district- and community-wide. This communication piece indicated that the district was being responsive to feedback and introduced the idea that a process of middle school change was underway. ^{2a}



3. Facilities Study (Fall 2016-Early Winter 2017) ^{2a}

The Buildings and Grounds department conducted an internal facilities study to determine middle school building utilization and capacity. The study revealed for example, that Gilmore Middle School had the capacity for 1,200 students, but only 530 were enrolled. It was clear that efficiencies could be gained, saving taxpayers money by better utilizing existing space and by closing schools that had very expensive repair needs.

Middle School Capacity = Opportunities!

District schools have space for exciting, innovative solutions to propel Middle School success!

Middle School	17-18 Projected Enrollment	Capacity	Room for Growth
Gilmore	492	1205	713
Starbuck	538	882	344
Jerstad - Agerholm	570	880	310
McKinley	564	953	389
Mitchell	605	906	297
Gifford	366	576	146
REAL MS	190	225	Near Capacity (35)
Walden MS	245	225	Over Capacity (20)
Totals:	3570	5852	2199

Finding a Solution: "Great Choices" Analysis and Planning (Early 2017)

Goal Setting

After listening to stakeholders, the district reviewed all focus group research, ThoughtExchange feedback and the facilities study, then shared the research results and feedback with the Board of Education and the community. Based on what they had learned, the district's senior leadership team on developed a plan to transform the middle schools by reconfiguring grade levels and shifting locations. ^{1,2a}

Learning what families wanted, examining enrollment data and looking at the facilities information led to establishing three goals for the middle school transformation plan:

- Stopping the trend of declining enrollment in RUSD, specifically at the middle school level
- More efficient utilization of our middle school facilities (cost savings to the District)
- Improving community/parent perception of our middle schools.

Great Choices Plan Execution

Getting families and staff on board with moving buildings, combining schools, and expanding a small, close-knit elementary school into a middle school with a bad reputation would be challenging.¹

Yet an even bigger challenge was navigating the political landscape between the superintendent, teachers' union leadership (the union had successfully blocked prior district initiatives), and the School Board. It was highly unlikely that the teachers' union would support these changes, and the School Board tended to support the union's position.

However, one event changed the trajectory of this initiative. In an effort to bring all voices and perspectives to the table and encourage partnership, the communications team suggested holding a Kaizen event, which took place in the spring of 2017. Kaizen is the Japanese word for, "change for the better." A Kaizen event is typically a workshop format held over five days with a specific goal to tackle a process or area that needs improvement. ¹¹

The District hired a Black Belt consultant to facilitate how to implement the middle school plan. The process required a diverse group of stakeholders, including administrators, teachers, school leaders, parents, union representatives and a middle school student to meet for five full days. According to the report, by the end of the week, the hard work paid off: four committees, including a communications committee, had developed work plans to make the transformation process move forward in the fall of 2018. ^{1, 2a}

A significant benefit of the Kaizen approach is that teachers and staff were leading the charge. This helped the district gain trust and buy-in from families and staff more quickly, which was critical given the tight timeline.

The work committees were:

Communication and Marketing:

- Tagline/campaign theme My School, My Choice. Their journey starts with you.
- · Marketing and communications timeline
- Budget of \$40,000

Transportation, Enrollment and Boundaries

- Timeline and plan for developing new middle school enrollment boundaries for School Board approval
- Plan for transportation to choice schools

Programming

Plans for improvement of curriculum, programming, and family engagement

Staffing

- Focus on how the middle schools would be staffed
- Plan for communicating staffing changes to middle school teachers

What Changed for Parents, Staff and Students?

The planned overhaul of the middle schools meant more K-8 schools and programs, consistent fine arts curriculum, and shifting campuses. This also meant significant change would impact families and staff members. Changes will be up and running for the start of the 2018-19 school year, but parents needed to apply for choice schools in December 2017, thus requiring the *My Schools*, *My Choices* communications campaign.¹

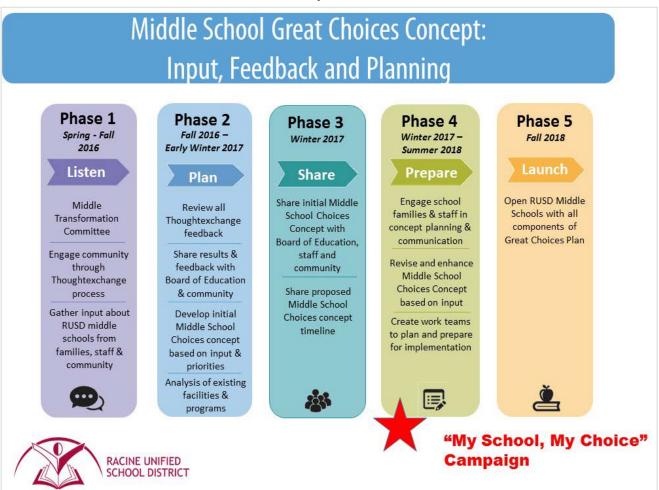
In summary, the "Great Choices" plan provides every middle school family with five middle school choices: 13, 3a

- Every family will have a middle school boundary at a K-8 campus: Gifford, Jerstad-Agerholm or Mitchell
- Expand fine arts options: Create a K-8 fine arts school by moving and expanding Bull Fine Arts to the current Gilmore Middle School site
- Expand IB Programme as a school choice: The Middle School IB Programme will move to the current Starbuck Middle School site
- Expand lottery options at Walden III Middle & High School: Walden III will move to a larger building at the current McKinley Middle School site

In addition to the above changes, the middle school task force continues to work on numerous strategies and structures to address school climate, student engagement and student enrichment options.

By March 2017, the "Great Choices" middle school transformation model was crafted and it was time to communicate to stakeholders to educate them about the changes and prepare for open enrollment. ^{2a}

Great Choices Implementation Timeline



March-October 2017:

Finalize the transformation plan details

First wave of communication to families and staff via letters.

Create a communication and marketing plan for the school choice enrollment campaign.

October 2017-January 2018:

Launch *My School, My Choice* communications and marketing campaign to educate families and encourage them to make a school choice.



Dec. 1, 2017-January 15, 2018:

School Choice Enrollment window open and full implementation of the *My School, My Choice* communications campaign.

"MY SCHOOL, MY CHOICE" MARKETING CAMPAIGN

The campaign documentation received from the district does not specifically state Goals, Objectives, and Strategies, however it does specifically describe Tactics.¹ The following is my own interpretation of the district's four-step public relations planning process:

Goals:

Increase student enrollment in newly transformed RUSD middle schools.

Objectives:

- Educate stakeholders (staff and parents) about the positive middle school changes among staff and parent populations.
- Persuade all middle school families to make a school choice during the open enrollment period of Dec. 1, 2017-Jan. 15, 2018.

Strategy:

 Effectively communicate middle school changes to internal and external audiences using appropriate marketing tactics in both English and Spanish

Tactics:

DIRECT MAIL

- Letters to Families "My School, My Choice" transformation plan letters sent home to families in English and Spanish ^{3a}
- Frequently Asked Questions document developed by the Kaizen Communications and Marketing Committee and mailed with the letter to middle school families ^{4a}

MEDIA RELATIONS

- Once the Kaizen team developed the "Great Choices" implementation plan, the communications team developed a presentation for the Racine Journal Times Editorial Board. They met with them to explain the needs and preview the plan, in the hopes of gaining neutral or positive coverage, and to ask for their help in raising awareness in the community.
- Proactive media relations garnered six informational articles and one editorial article in the <u>Racine Journal-Times</u> over the course of several months.¹

BRANDING - Marketing and Communications Activities

Marketing Research:

The communications department teamed up with Milwaukee creative agency <u>Catch-22</u> to establish the brand look and message and design the creative. Because it was so important to capture the attention of all middle school families, the agency conducted focus groups with a diverse group of parents as part of the discovery work.^{5a} This effort to connect with stakeholders resulted in the tagline, "Their journey starts with you," which was carried through the marketing materials and communications.¹

Since 11% of RUSD families are Spanish-speaking, every marketing tool was available in both English and Spanish.

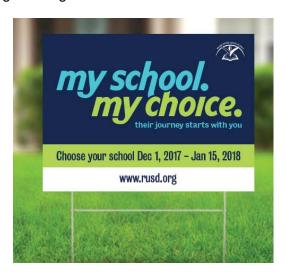
Budget:

Funding for agency support came from \$40,000 in district funds earmarked in the initial Great Choices planning, as well as from existing communications department resources. Chief Communications Officer Stacy Tapp explained that her department had an existing relationship with Catch-22 Creative. At the time this campaign was to launch, a team member with the most graphic design skills had just left the department to become a teacher. Stacy used some of the savings from that position while seeking a replacement on the agency.

Stacy believes strongly it is the organization's obligation to ensure ALL families are aware of initiatives that impact them, which requires investment in excellent communication to make that happen. As a result, she will hire agencies to support the communications department for referendum campaigns or other huge campaigns that become difficult to manage well in addition to the other work her team has on their plates.^{1, 16}

Creative:

The campaign used photos of actual RUSD students, instead of stock photos, to illustrate the diversity that exists within the school community and to appear relatable to families and community members. The colors are energetic in bright teal, fresh green and deep navy, suggesting creativity, an excitement for learning, and a reinvigorated approach. Materials had a clear call to action in active voice, such as "Choose today," and "Enroll," which is an empowering and motivating message for the family members and students who are making a change.



Yard Sign

Description of Tactics (see work samples¹):

EXTERNAL MARKETING ¹	ESTIMATED COST
Yard signs (500 English/100 Spanish)	\$2,850
My School, My Choice Booklet (10,000 English/2,500 Spanish)	\$11,279
30-second Movie theater ads	\$9,115
Pandora radio ads (English/Spanish)	\$8,235
Fact sheet for each middle school (English/Spanish)	\$900
Two My School, My Choice Flyers (English/Spanish)	\$1,840
Website content ²	In-house
Phone messages to parents (district-level and school-level scripts)	In-house
Social media (Facebook/Twitter)	Organic posts
Digital ads (English/Spanish)	\$5,525
Print ads in local publications	\$1,952
School marketing videos	Produced in-house
School van magnets	\$670
ESTIMATED TOTAL COST	\$42,366

INTERNAL COMMUNICATIONS-STAFF 1	ESTIMATED COST
Email	In-house
Video	In-house
FAQ document ^{4a}	In-house
Website content ²	In-house
Google Community: Created for school secretaries, so they could post questions, get answers and share examples with colleagues and better answer parent inquiries about enrollment.	In-house

FAMILY AND COMMUNITY ENGAGEMENT 1	ESTIMATED COST
Letters home to 5th grade families ^{3a}	In-house
Information nights at each middle school	In-house
Outreach to churches (information delivered directly to churches)	In-house
Website content ²	In-house
School Choice Fairs at middle schools	In-house

Evaluation and Results

Progress was evaluated throughout the enrollment period of Dec. 1 2017 to January 15, 2018. By tracking enrollment data, the team knew if a middle school family had not yet made a choice. Actions were taken to contact the family directly to assist them in the process. Stacy noted that the responsiveness of the middle school staff who were part of the Kaizen team was an effective strategy in support of the communications and marketing efforts. ¹

MIDDLE SCHOOL ENROLLMENT RESULTS 1			
During the <i>My School, My Choice</i> 2017-18 open enrollment campaign		1,848 middle school students selected a school	
Previous open enrollment period, 2016-17		592 middle school students selected a school	
Delta 212% increase		212% increase	
OVERALL OPEN ENROLLMENT RESULTS 1			
	2017-2018 Choice Enrollments	2018-2019 Choice Enrollments	Percent Increase/Decrease
PK-K4	392	537	+37%
K-5	814	1,203	+48%
<mark>6-8</mark>	<mark>592</mark>	1,848	+212%
9-12	503	523	+4%
Total	2,301	4,111	+77%

EVALUATION: Other Measures of Success

Middle School ROI:

Each student represents approximately \$7,747 in state aid and in this case, 1,256 additional students made a choice than the in the previous year. Although this case study does not distinguish between the number of existing district resident students who made a choice versus new open enrolled "in" students, the general result is that more students and their respective state aid stayed in the district.

Given the complexity of state funding for education, it's difficult to put a definite ROI on the campaign, but in general terms, I can theorize that the value of 1,256 students is approximately \$9.7 million (1,256 students x \$7,747 per student state aid).

Individual school enrollments:

Both of the new schools, Gilmore Fine Arts and Starbuck (an IB World School) were filled at all grade levels.¹

Stakeholder Buy-in and Reputation Enhancement:

The campaign not only increased enrollment, but also increased the buy-in of staff, the teachers' union representatives, and the School Board. In this situation, the teacher's union did not stand in the way of this district initiative as they had done in the past, and Stacy attributes this to the Kaizen event and the collaborative implementation process.

Advertising metrics:

The team was thrilled with these measurable results: 1

- For digital advertising, the industry standard click-through rate (CTR) is .05-.07 percent.
- RUSD ads had monthly results almost three times higher (.15%, .16% and .15%).
- Pandora CTR for October was .05 percent while November was .32 percent

Trust-Building and Reputation Enhancement:

In addition to driving thousands of families to make a school choice, during the school choice enrollment window, the campaign helped to educate families about the transformational changes happening in all RUSD middle schools. In the coming years, the district hopes the impact of this work will also include a decline in the number of middle school families open enrolling out of RUSD.

OVERALL ANALYSIS OF THE CAMPAIGN

I think this was a strong campaign that clearly communicated a complex message to families, staff and the community. It was well-executed under a tight timeframe, achieved impressive results and served to build trust between the district and key stakeholders.

Strengths

- The campaign met the goal of increasing middle school enrollment in the RUSD, by 212% over the previous year.
- The campaign stayed near the \$40,000 budget, coming in at approximately \$42,000 spent.
- The partnership with Catch-22 not only shared the workload, but also leveraged the agency's
 expertise in messaging and creative execution. This helped the communications team design a
 campaign that clearly communicated a complex message in a way that connected with the
 target audiences.
- The campaign drew from the deep research conducted for the Great Choices Plan and the Kaizen event, which helped inform the marketing campaign.
- The campaign demonstrated successful collaboration across the organization, using all available internal resources (communications staff, educators, union members and administrative staff) to bring insight to the job of communicating.
- The campaign garnered the NSPRA Gold Medallion award, which the team will accept in July at the national convention.¹⁵

Weaknesses

- Movie theater ads this tactic seems to be popular with non-profit organizations, however it's
 difficult to have an effective call to action when a potential stakeholder is sitting in a theater. I
 would have shifted those dollars to online advertising or social media advertising in order to
 reach more families via their mobile devices where the target audience could more easily take
 immediate action to enroll.
- Lack of specifically stated measurable objectives and strategies at the outset having quantifiable results could help Stacy earn more resources and budget for her department for future large projects by showing the bottom line benefit of a strategic communications approach (ROI)

In her words:

Evaluation: Personal Interview with Stacy Tapp, APR ¹⁶

I asked Stacy for her personal evaluation of the transformation and the campaign process.

What was the campaign's greatest strength?

"The collaboration and leadership at all levels from teachers to administrators to parents who were part of the initial Kaizen and then committed to leading the work. They led and served on committees from

communication to staffing/HR to redrawing middle school boundaries. This type of collaboration and joint effort ensured a clear path forward with much less resistance then we have experienced with past change efforts."

What was the campaign's greatest weakness?

This collaboration was also one of the greatest challenges. For example, for the communication work, my team had to step back a bit at the start and let the team members lead the work and actually do the work. We finalized and approved everything, but we needed to release some control and allow them room to lead. At that point, people were energized and engaged. However, once we got into late fall and teachers/school staff were busy with their students and conferences, etc., their energy and commitment to this work started to wane. So, that was challenging. Then we really had to pick up the slack, which was challenging for our small team.

Personal Conclusions and Observations

How strategic communication can support organizational change.

In the opening chapter of Leading Change, author John Kotter writes, "...more and more organizations will be pushed to reduce costs, improve the quality of products and services, locate new opportunities for growth, and increase productivity." Kotter also notes that "powerful macroeconomic forces are at work here...," which I observed in conducting the situational analysis of the Racine community and school district characteristics. ¹⁷

Public school districts are not typically known for their nimble adaptations to economic and societal change, in fact quite the opposite. As Kotter writes, "Structure, systems, practices and culture have often been more of a drag on change than a facilitator." ¹⁷ Public school systems still operate on the command and control, Industrial Age organizational model with strict hierarchies and traditions like the 180-day school year, step-up teacher raises, and 6 rows of 5 desks per classroom.

Like many other school districts, RUSD faced the three challenges of declining enrollment, aging and inefficient buildings, and negative public perceptions, set against the backdrop of a high-poverty community and in the face of a powerful teachers' union. Yet RUSD had the foresight and leadership to look within for answers to their middle school challenges.

In this case, the management team knew that stakeholder buy-in and support was critical to implementing change. Working collaboratively across departments and stakeholder groups, and bringing in key resources from the business world like the Kaizen consultant, focus group facilitator and marketing agency, helped the district to follow through on their commitment to change and improvement. The communications team was challenged with creating a strategic communications plan to build support prior, during and after the transformation plan rollout. Under Stacy's leadership, it was clear that the organizational function of public relations and communications was critical to the successful organizational change that took place in RUSD. This was a successful campaign that lays the groundwork for future trust-building with the district's diverse stakeholder groups. Stacy and her team have created a model for successful community engagement, and set the bar high for future communication efforts with stakeholders.

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