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# Effects of a Policy Development Process on Implementing an Equity-Based Policy

Morakinyo A. O. Kuti  
*Walden University*

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# Walden University

College of Social and Behavioral Sciences

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2017

Abstract

Effects of a Policy Development Process on Implementing an Equity-Based Policy

by

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MBA, St. Thomas University, 1987

BS, Central State University, 1985

Dissertation Submitted in Partial Fulfillment

of the Requirements for the Degree of

Doctor of Philosophy

Public Policy and Administration

Walden University

November 2017

## Abstract

Unstable residential and inadequate academic environments lead to poor educational outcomes for low-income students in urban areas. In 2011, Ohio enacted a law to create a college preparatory boarding school (CPBS) for low-income students by 2013. However, Ohio's CPBS has not yet been established, thereby denying these students an opportunity to attain skills needed to enter college. Using the policy feedback theory (PFT) and Fredrickson's theory of social equity (SET) as foundations, the purpose of this qualitative study was to understand the nature of implementation barriers and propose solutions by exploring 2 successful CPBS programs in Maryland and Washington, D.C. The research questions focused on identifying implementation practices from the successful CPBS programs with the aim to propose options to implement Ohio's law. Data were collected from a purposeful sample of 14 participants which included 2 Ohio legislators; public administrators, Ohio (7), Maryland (1), Washington, D.C (3); and 1 Ohio union leader, and a review of relevant public and official records. All data were deductively coded and subjected to a constant comparison analysis. Results showed that Ohio's public education administrators were excluded from the CPBS policy's design, unlike their peers. Further, Ohio's CPBS law favored a particular stakeholder involved in its design and was not executed when Ohio's education administrators and the entity disagreed over public assets ownership. The findings affirmed SET's condition for an open and inclusive policy process and PFT's claim that current policies affect resources and the paradigm for new policies. Positive social change implications from this study include recommendations to Ohio's policymakers to create a more inclusive process involving parties willing to provide an effective learning environment for economically marginalized children.

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## Dedication

This pursuit of knowledge is dedicated to my wife, Bridgette and my son, Akintoye for allowing me to have the time and effort necessary to accomplish my goal. It is also dedicated to my late father, Chief M. Akintoye. O. Kuti and late Mother, Chief (Mrs.) E. Oluranti Kuti, because of their advice that the only thing one possesses that cannot be taken by another is the knowledge in your head.

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## Table of Contents

List of Tables .....	vi
List of Figures .....	vii
Chapter 1: Introduction to the Study.....	1
Introduction.....	1
Background .....	3
Problem Statement .....	4
Purpose of the Study .....	6
Research Questions.....	6
Theoretical Framework.....	7
Major Theoretical Propositions.....	8
Theoretical Framework’s Relationship to Approach and Questions .....	9
Study Concept Grounding.....	10
Contextual Lens .....	11
Logical Connections Among Key Elements of Theoretical Frameworks .....	11
Framework’s Relationship to Approach, Research Questions, Instruments, and Data Analysis .....	12
Nature of the Study .....	12
Definitions.....	15
Assumptions.....	17
Scope and Delimitations .....	17
Limitations .....	18



Personal Bias.....	19
Methods to Address Limitations.....	19
Significance.....	19
Contributions of the Study .....	19
Implications for Social Change.....	21
Summary .....	22
Chapter 2: Literature Review.....	23
Introduction.....	23
Literature Search Strategy.....	25
Library Databases .....	25
Key Search Terms.....	26
Literature Search Process.....	26
Theoretical Foundations.....	27
Origins of Policy Feedback Theory .....	27
Theoretical Propositions of Policy Feedback Theory.....	29
Previous Application of Policy Feedback Theory .....	30
Rationale for Selection of Policy Feedback Theory .....	32
Relation of Policy Feedback Theory to Study and Research Questions.....	35
Origins of Frederickson’s Social Equity Theory .....	41
Theoretical Propositions of Frederickson’s Social Equity Theory.....	42
Previous Applications of Frederickson’s Social Equity Theory.....	43
Rationale for Frederickson’s Social Equity Theory.....	47

Relation of Social Equity Theory to Study and Research Questions.....	50
Equity-based Policies to Address Societal Problems.....	55
Educational Attainment .....	57
Boarding Schools .....	60
Policy Development and Implementation.....	64
Public-Private Partnerships.....	80
Comparison of the Maryland, Ohio, and Washington, D.C. College Preparatory Boarding Schools’ Statutes .....	83
Summary and Conclusions .....	84
Chapter 3: Research Method.....	86
Introduction.....	86
Research Design and Rationale .....	86
Central Concept of the Study .....	87
Research Tradition and Rationale.....	88
Role of the Researcher .....	90
Methodology .....	92
Participant Selection Logic .....	92
Instrumentation .....	96
Researcher-Developed Instruments .....	98
Data Analysis Plan.....	102
Issues of Trustworthiness.....	104
Credibility .....	104

Transferability.....	105
Dependability.....	105
Confirmability.....	106
Ethical Procedures .....	107
Summary.....	109
Chapter 4: Results.....	110
Introduction.....	110
Setting .....	111
Demographics .....	111
Participant Characteristics Relevant to the Study.....	112
Data Collection .....	114
Data Analysis.....	115
Codes and Themes .....	116
Evidence of Trustworthiness.....	125
Credibility .....	125
Validity .....	126
Transferability.....	127
Dependability.....	128
Reliability.....	129
Confirmability.....	129
Reflexivity.....	130
Results.....	131

Research Questions.....	132
Summary.....	166
Chapter 5: Conclusions and Recommendations .....	168
Introduction.....	168
Key Findings.....	168
Interpretation of Findings .....	171
Policy Development.....	171
Policy Implementation .....	174
Theoretical Framework.....	176
Limitations of the Study.....	177
Delimitations.....	178
Recommendations for Further Research.....	179
Implications for Social Change.....	180
Positive Social Change .....	180
Recommendations for Practice .....	183
Conclusion .....	184
References.....	186
Appendix A: Invitation Letter to Participants.....	212
Appendix B: Invitation Letter to Organizations .....	213
Appendix C: Agreement Letters from Organizations.....	215
Appendix D: Letter of Approval to Use May’s Analytical Questions.....	216

## List of Tables

Table 1. ACT Score and Demographics of Ohio’s Eight Urban Districts.....	59
Table 2. Details of the Data Collection.....	101
Table 3. Relationship Between Research Questions and Data Collection.....	102
Table 4. Demographic Profile of the Study Participants .....	102
Table 5. Secondary Research Question 1 and Relevant Interview Questions .....	102
Table 6. Secondary Research Question 2 and Relevant Interview Questions .....	102
Table 7. Secondary Research Question 3 and Relevant Interview Questions .....	102

## List of Figures

Figure 1. Research design .....	90
Figure 2. Relationship between codes and themes .....	121
Figure 3. Barriers to implementation .....	150
Figure 4. Actions that may lead to establishment of Ohio's CPBS .....	157

## Chapter 1: Introduction to the Study

### **Introduction**

Public policy can serve as a tool to reduce societal inequities. In 2011, Ohio enacted Chapter 3328 of the Ohio Revised Code, allowing interested parties to establish public college preparatory boarding schools (CPBS) for low-income students by 2013 (Ohio Revised Code, 2011). Public preparatory boarding schools in Washington, D.C. and Maryland have improved the academic performance of low-income students (Bass, 2014; Curto & Fryer, 2014), but as of 2015, no such school had started operations to date in Ohio (Pointer, 2015). There is still no publicly funded CPBS in Ohio in 2017. Reasons for the lack of implementation of the 2011 statute are unclear, and the aim of this study is to identify solutions that may lead to the creation of a CPBS in Ohio.

Enhancing scholastic opportunities for low-income citizens in urban areas is essential because educational attainment is the most reliable pathway to improve their socioeconomic status (Bass, 2014; Julian & Kominski, 2011). However, low-income students frequently experience negative factors such as residing in unstable family environments (Reardon, 2013) and living in economically distressed areas (Owens, 2010; Wodtke, Harding, & Elwert, 2011) that have poor academic infrastructure (Schott Foundation for Public Education, 2015) that impede their educational progress. Failure to implement the CPBS policy limits the opportunity for low-income students in urban areas to improve their educational attainment, thereby restricting their ability to enhance their economic status.

A primarily publicly financed CPBS can serve as a policy means to mitigate these adverse factors because students attending a CPBS reside in a stable environment that provides academic and nonacademic support that makes them college-ready upon graduation from high school (Bass, 2014; Crier, 2015; Curto & Fryer, 2014). However, provision of this enhanced environment requires greater public investment than other traditional educational options (Bass, 2014; Crier, 2015; Curto & Fryer, 2014). As a result, despite the demonstrated record of CPBS success in improving the academic performance of students, very few jurisdictions have utilized public residential education as policy instruments.

Parties actively engaged in public policy development and implementation influence allocation of resources. Upper-income individuals and powerful interest groups are more engaged than low-income citizens and steer resources to their preferred interests (Campbell, 2013; Flavin, 2012). Consequently, public officials may seek private funds to meet other unmet needs (Reynaers & Graaf, 2014). However, certain societal goals may be too critical to rely on the limited accountability and ability of private enterprise (Box, 1999; Skelcher, 2010). The aim of this study was to identify solutions that could lead to the creation of Ohio's CPBS within the constraints of the state's limited resources. This study promotes social change because schools in the CPBS design may provide a path for disadvantaged citizens to improve their socioeconomic status and overall well-being.

Chapter 1 of this study includes a description of the background of the problem, the problem statement, and the study's purpose. The chapter also presents the nature of the study and definitions of key words with specific relevance to the study. Finally, the



chapter includes a description of the assumptions, scope and delimitations, limitations, and significance of the study.

### **Background**

The most reliable predictor of an individual's socioeconomic status is educational attainment. Julian and Kominski (2011) stated that a bachelor's degree affected an individual's income above all other factors. According to Myers (2015), investment of public resources in educational programs that improve the socioeconomic status of underprivileged citizens creates a more equitable and productive society. The State of Maryland and Washington, D.C. established publicly funded residential high schools that have enabled low-income students to matriculate into college (Bass, 2014; Curto & Fryer, 2014). However, CPBS schools require higher initial public resources than traditional day schools (Bass, 2014; Crier, 2015; Curto & Fryer, 2014), so only Florida, Maryland, and Washington, D.C. currently have CPBS that serve low-income students. Wang and Mastracci (2014) posited that public administrators can use objective assessments to demonstrate that allocation of additional resources to disadvantaged citizens benefits society in the long run. The initial high investment in a CPBS may eventually accrue to the public's benefit.

Professional public administrators play a significant role in policy formulation and implementation (Box, 2015; Frederickson, 1990, 2005, 2010; Soss & Moynihan, 2014). Therefore, they have an affirmative responsibility to ensure that public policies are fair (American Society of Public Administration, 2013; Frederickson, 1990; Glaser, Hildreth, McGuire, & Bannon, 2011) especially because public policies tend to favor

upper-income and influential groups (Campbell, 2013; Erikson, 2015; Flavin, 2012). The allocation of resources to favored interests limits society's ability to address other problems, so public officials seek public-private partnerships (PPPs) to bridge the gap between citizens' needs and public resources (Reynaers & Graaf, 2014; Skelcher, 2010). However, PPPs may be unable to deliver certain vital public services (Reynaers & Graaf, 2014). A private organization must meet requirements of state law to start a CPBS in Ohio. Maryland and Washington, D.C. have established primarily publicly funded CPBS operated by private entities (Bass, 2014; Curto & Fryer, 2014). The stipulation of Ohio's CPBS statute that the school must be operated by a private entity limits the discretion of public professionals to implement the law.

This study compared Ohio's CPBS policy formulation and implementation processes to those employed in Maryland and Washington D.C., with the goal of proposing practical solutions for establishing a CPBS in Ohio. The ongoing failure to implement Ohio's law deprives the state's disadvantaged citizens of the opportunity to increase their educational attainment. Professional public administrators have a legal responsibility to protect the public interest but they also have an ethical obligation to promote equitable programs with a demonstrated record of success.

### **Problem Statement**

Unstable residential and inadequate academic environments lead to poor educational attainment for low-income students in urban areas. In 2011, Ohio enacted Chapter 3328 of the Ohio Revised Code, allowing interested parties to establish a public CPBS for low-income students by 2013 (Ohio Revised Code, 2011). Public residential

schools in Washington, D. C. and Maryland have improved the academic performance of similar students (Bass, 2014; Curto & Fryer, 2014), but no such school has started operations in Ohio to date (Pointer, 2015). It is not clear why this is so. Possible causes might be the law's requirements relating to the characteristics of private operators or student eligibility criteria.

The failure to implement Ohio's CPBS law limits educational opportunities for the state's low-income students in urban areas. This policy failure increases the inequities in their socioeconomic status stemming from their inability to enter and complete college as demonstrated by their performance on standardized cognitive tests (ACT, 2014). Myers (2015) posited that investment of public resources in educating disadvantaged citizens creates a more productive society, since higher educational attainment enables low-income individuals to improve their SES (Julian & Kominski, 2011). The nonimplementation of this equity based policy maintains the income and health disparities suffered by disadvantaged citizens.

Parties active in governance influence allocation of public resources. Campbell (2013), Erikson (2015), and Flavin (2012) asserted that public policies disproportionately favor upper-income citizens and influential interest groups, thereby limiting resources available for disadvantaged citizens. Consequently, public officials may seek alternative options including PPPs to mitigate the effects of inadequate resources (Reynaers & Graaf, 2014; Skelcher, 2010). However, the dependence on private funding may lead to failure to implement important public goals. In this study I sought to understand the

residential education policies of Washington, D.C., Maryland, and Ohio to propose options to establish a CPBS in Ohio.

### **Purpose of the Study**

The purpose of this qualitative study was to understand the hurdles impeding Ohio's plan to establish a CPBS and devise strategies to overcome those obstacles. A pragmatic approach, including interviews and reviews of official and public records of the residential education policy in Ohio, Maryland, and Washington, D.C., was used to develop enhanced understanding. From this insight, I propose solutions to public officials and other interested parties that may lead to the successful implementation of Ohio's CPBS policy. The key concept being investigated is how policymakers can address societal issues with limited resources and the tendency of policy to favor powerful interest groups over disadvantaged citizens.

### **Research Questions**

A study's research questions are the nexus of its design. According to Maxwell (2012), the research questions should inform and guide all elements of the study. The research questions should seek information that addresses the study's purpose. The appropriate research questions are particularly relevant in qualitative studies because they drive the interview questions and strategies to gather data necessary for analysis (Patton, 2014). Since the purpose of this study was to identify solutions that may lead to the creation of a CPBS school in Ohio, the research questions were designed to produce pragmatic answers.

The primary research question was:

RQ: How can the state of Ohio implement its law on college preparatory boarding schools?

The question is aligned with the pragmatic qualitative research approach since it is designed to generate realistic options for policymakers. The secondary research questions were:

SRQ1: What are the barriers to CPBS implementation?

SRQ2: Are there relevant lessons about implementation to be learned from other states?

SRQ3: What actions might be taken to encourage the establishment of a CPBS in Ohio?

SRQ1 sought to generate understanding of the dynamics of the current situation, while SRQ2 asked for the gathering information from states that established their CPBS. The final SRQ undergirded the study's analysis by determining which options are feasible within Ohio's policy process to implement suggested solutions. A study's research questions should align with its theoretical framework to guide the researcher's work within accepted concepts (Maxwell, 2012). The research questions were formulated with the understanding that existing policies' effectiveness and other actors within Ohio's education policy network will impact proposed solutions.

### **Theoretical Framework**

The theoretical framework for this study was a combination of policy feedback theory (PFT) and Frederickson's social equity theory (SET). PFT describes the relationship between policies and politics and how citizens and groups impact

government actions (Cairney & Heikkila, 2014). According to PFT, governments may be unwilling to change policies because of prior policy commitments since interested actors, networks, and rules protect resources implementing existing policies (Cairney & Heikkila, 2014). SET asserts that a policy's impact on equity is as important as its efficiency and economic use of resources (Frederickson, 1990). According to Frederickson (1990), the second of John Rawls' fairness principles is that society's inequalities should be managed to benefit the least advantaged. Therefore, policymakers should consider individuals' needs when distributing public resources (Frederickson, 1989). An efficient policy that conserves resources may benefit advantaged citizens at the expense of the less privileged.

### **Major Theoretical Propositions**

Both PFT and SET acknowledge that new policies respond to and are constrained by prior and current government actions (Frederickson, 1990; Mettler & Sorelle, 2014). Current actors in a policy's network influence the allocation of resources to implement related initiatives (Campbell, 2012; Soss & Moynihan, 2014). PFT is based on the premise that politics affects policies and that policies impact governance by increasing or decreasing the public's engagement in governing (Mettler & Sorelle, 2014). An element of PFT is that policies influence the relationship between citizens and government as individuals benefit or suffer based on governmental actions (Mettler & Sorelle, 2014). Mettler and Sorelle (2014) asserted that policies may create interest groups that seek to influence public officials, as actors within a policy's network aim to include or exclude options that may impact their interests.

A major proposition of SET is that a goal of government is to ensure a just and democratic society (Frederickson, 1990). So SET serves as a legal and practical basis for the distribution of public services, as allocation of public resources to the benefit of disadvantaged citizens should create a more equitable society (Frederickson, 1990). Professional public administrators have administrative discretion in the development and implementation of policies; therefore, it is desirable for them to include social equity in their decision-making processes (Frederickson, 1990). PFT and SET have been utilized to study how the policies process favors powerful interest groups at the expense of others. More extensive discussions of the studies are presented in Chapter 2 during the review of the literature.

### **Theoretical Framework's Relationship to Approach and Questions**

The purpose of the study was to identify solutions that may lead to the establishment of a CPBS in Ohio. Glaser et al., (2011) and Frederickson (2005) asserted that public administrators should prioritize reduction of social inequities as one of the primary goals of public policy. Increased educational attainment by disadvantaged citizens can reduce the growing gap in income disparities. According to PFT, individuals who receive direct resources, particularly education, are more likely to engage in governance as they experience personal benefit from public policy (Mettler & Sorelle, 2014). This study describes whether potential beneficiaries of the CPBS law participated in its development, as increased awareness of the law may create a robust advocacy group. Public policies with advocates are more likely to receive resources required for implementation (Campbell, 2012). Therefore, I identified and gathered information from

individuals involved in the law's development and implementation across three jurisdictions.

Collecting data from participants with unique perspectives is a strength of the qualitative research approach. Qualitative researchers strive to understand the views of individuals and to place their actions in context by reviewing responses and information from other sources (Patton, 2014). Creation and analysis of a thick and descriptive data collection was necessary to propose feasible solutions that may lead to the establishment of a CPBS in Ohio. Since PFT covers stages of public policy development and the implementation process (Cairney & Heikkila, 2014), it can be utilized to propose changes in policy. On the other hand, SET measures a policy's effectiveness in creating a more equitable society (Frederickson, 1990; Guy & McCandless, 2012). As a result, both theories were suitable to explore the primary research question to identify solutions that may lead to establishment of a CPBS in Ohio within existing resource constraints.

### **Study Concept Grounding**

This study is grounded in the concept that public policy can create a more equitable society. Public policies generally favor groups or interests that are actively engaged in governance, which results in allocation of resources to their preferred outcomes (Erikson, 2015; Flavin, 2012). This imbalanced allocation of resources creates a need for governments to seek private resources to meet essential services (Reynaers & Graaf, 2014). However, investments of public resources in policies, particularly in education, provide a pathway for low-income citizens to improve their socioeconomic standing (Myers, 2015). Professional public administrators may advocate for increased



allocation of resources for disadvantaged citizens on at least two grounds: one, it conserves society's resources in the long run and two, it creates a more productive and equitable society.

### **Contextual Lens**

The interests of disadvantaged citizens are underrepresented in public policy. Erikson (2015) and Flavin (2012) argued that policymakers promulgate programs that favor parties that provide feedback. Also, elected officials promote policies that have the support of the majority of the public in order to stay in office (Campbell, 2012). However, professional public administrators have an ethical obligation to advocate for policies that reduce social inequities. This study aimed to propose policy options that benefit all of society over the long term. Though the start-up costs for a CPBS may be high (Crier, 2015; Curto & Fryer, 2014), society may conserve resources over the long term (Wang & Mastracci, 2014) because it does not have to allocate resources to care for educated citizens with sufficient personal income.

### **Logical Connections Among Key Elements of Theoretical Frameworks**

According to the PFT and the SET, previous governmental actions affect future policies, since scarce resources may need to be reallocated. Public policy reflects the interests of active groups because these parties are engaged in policy development and implementation. The overrepresentation of the advantaged segment of society in the policy process further increases societal inequities because disadvantaged citizens are not adequately represented. The literature review included studies that described how investment in education increases the SES of disadvantaged citizens, thereby increasing

their engagement in public governance. The literature review also illustrated that failure to invest in disadvantaged citizens' education will cost society more in the long term.

### **Framework's Relationship to Approach, Research Questions, Instruments, and Data Analysis**

A qualitative research approach was suitable for PFT, since I needed to understand the perspectives of multiple parties in policy development and implementation. I interviewed participants through semistructured interviews. The interview questions were generally the same to encourage participants to describe events from their perspectives, thus ensuring consistency among responses (Janesick, 2011). A few questions depended on a participant's role in CPBS policy process. I analyzed the data to ascertain if implementation strategies from other states were appropriate for Ohio. A pragmatic qualitative approach was used to investigate if PFT and Frederickson's SET's premise of how current actions affect new policies. The data analysis also focused on how individuals with access to policymakers influence policy options.

### **Nature of the Study**

A pragmatic qualitative approach was employed to conduct the study. According to Patton (2014), a pragmatic approach is suitable to address current societal problems with feasible solutions. The pragmatic approach focuses on outcomes by describing the options available to resolve the problem along with the consequences of each choice (Patton, 2014). Furthermore, a pragmatic approach provides flexibility for the researcher to gather data from all relevant sources necessary to make an informed decision. A pragmatic approach requires researchers to infuse time and resource constraints within

the research design (Patton, 2014). Data collection and analysis must occur within a limited time to propose meaningful solutions that address the problem. For example, elected officials involved in the CPBS policy had left office, thereby reducing advocates for its implementation. Finally, a pragmatic approach was appropriate for this study because the delay in implementing Ohio's CBPS law continues to deprive disadvantaged citizens of educational opportunities.

The key concept being investigated was how policymakers can address societal issues given the limitation of resources and the current tendency of policy to favor powerful interest groups. Publicly funded CPBS have demonstrated success in improving the academic performance of selected students (Bass, 2014; Crier, 2015; Curto & Fryer, 2014; Jones, 2011). However, these institutions require higher investments than traditional day schools (Crier, 2015; Curto & Fryer, 2014). Consequently, policy makers must make a deliberate strategic decision to allocate resources to CPBS based on their effectiveness. The limitation of public resources due to previous policy choices and other factors may have created the need for PPPs to establish these institutions. An impediment in the PPP strategy is that the law cannot be implemented without private parties, even though policymakers realize the need for a CPBS to address societal disparities.

The study included semistructured interviews with a purposeful sample of participants and a review of public and official records in multiple states. I collected information from elected officials, professional public administrators, and private individuals involved in the CPBS policy process. Other parties identified during the

official records review were added to the purposeful sample because their information was critical to the study. According to Patton (2014), researchers may use the snowball and key participant sample method to develop adequate data. The sample size for this study was 14. Interviewees included: two elected members of the Ohio legislature, the lead CPBS bill sponsor from the House and the co-lead sponsor from the Senate; five members of the state board that attempted to implement the CPBS statute; one former professional public administrator from Ohio's executive branch; one member of the local school board where the CPBS would have been located; one interested individual who was involved in the CPBS policy as head of a union; and three professional public administrators from Washington, D.C. and one from Maryland's Department of Education. I reviewed official records and information in the public domain about CPBS efforts in Maryland, Ohio, and Washington, D.C.

The data were analyzed to seek commonalities between Ohio, Maryland, and Washington, D.C., that could serve as a basis for proposing solutions. As a result, the data were examined through a constant comparison analysis (Leech & Onwuegbuzie, 2007) procedure to assess feasible solutions. Researchers should develop preliminary codes before data collection so that responses can be organized by the study's research questions (Miles, Huberman, & Saldana, 2013). Patton (2014) stated that pragmatic researchers review data with the intent to propose actionable findings using multiple logical analyses, with the understanding that the effort is restricted by time and resources. Computer-assisted qualitative data analysis software was used to organize the data and to aid in analysis (Miles et al., 2013). Flexibility and adaptability are organizing principles

of the pragmatic approach (Patton, 2014). The study combined different data analysis methods, since proposed solutions rely on value judgments and empirical arguments.

### **Definitions**

*Accountability policies:* “Schools and teachers will respond to rewards and sanctions embedded in government policies and that, as a result, these policies will have a strong influence on instructional practice.” (Diamond, 2012, p. 153).

*Boarding school:* “Educational institutions at the elementary-secondary level where students reside on the premises 24 hours a day throughout the school year while enrolled in an institutional program.” (Institute of Education Sciences, 2016d)

*College readiness:* “Cognitive, physical, and psychosocial maturity prerequisite to learning at a postsecondary institution, as evidenced by academic knowledge and skills obtained as a result of participating in a college preparatory secondary school program.” (Institute of Education Sciences, 2016e).

*Distressed area:* “High-poverty and increasingly economically isolated neighborhoods.” (Fryer & Katz, 2013, p. 232).

*Educational attainment:* “Years of successfully completed schooling or the equivalent according to some accreditation standard” (Institute of Education Sciences, 2016a).

*Elected leaders:* “Citizens choose them through election...are accountable to the electorate, they follow the federal or state constitution or state and local laws applicable to local government, and they are involved in creating new laws at their level of government” (Box, 2015, p. 21).

*Family instability:* “Repeated changes in a child’s family structure” (Fomby & Bosick, 2013, p.75).

“Elementary and secondary students who are below the federal poverty level and are financially qualified to receive services, such as free or reduced-price meals, under Title I of the Elementary and Secondary Education Act” (Institute of Education Sciences, 2016b).

*Outside (non) school factors:* Home and background issues that affect a student’s ability to learn including “health and health care, housing and neighborhoods, economic well-being, and family” (Bower, 2013, p. 14).

*Professional public administrators:* Individuals who are “chosen in formal hiring systems that assess education, experience, and possibly performance on written and oral examinations . . . selected based on qualifications rather than personal or party loyalty or ideology, and most will serve across the terms of elected officials” (Box, 2015, p. 23).

*Socioeconomic status (SES):* “A combination of education, income, and occupation. It is commonly conceptualized as the social standing or class of an individual or group” (American Psychological Association, 2016).

*Urban areas:* “Geographic areas that are heavily populated and often industrialized” (Institute of Education Sciences, 2016c).

*Unstable family environments:* “Poor families headed by single parents have even lower household financial resources, less social capital, and less time to monitor and participate in the development of their children than other poor households” (Asbury & Woodson, 2012, p. 133).

### **Assumptions**

The primary assumption was that all the participants provided accurate information. The study also rested on the assumption that I reviewed relevant official records. Another assumption was that legislators and other officials who developed Ohio's college preparatory boarding school policy fully intended to implement the law by 2013. Finally, the study was conducted without knowledge of any CPBS initiating operations in Ohio. Accurate and complete information was necessary so that I could propose feasible solutions within resource constraints. Furthermore, the study's proposed solutions will be pointless if policymakers do not wish to establish a CPBS.

### **Scope and Delimitations**

The scope of this study was the lack of adequate public resources to execute policies designed to reduce societal inequities thereby causing policymakers to seek private resources to achieve public goals. Ohio failed to implement its 2011 law to create a college preparatory boarding school by 2013. The purpose of the law was to create an academic institution that can mitigate the adverse effects of unstable families living in distressed neighborhoods with poor academic infrastructure. The study investigated whether inadequate public or private resources, insufficient advocacy, or other factors resulted in the failure to implement the law.

The study participants included key individuals involved in the development of Ohio's CPBS policy and those responsible for its implementation. Selected officials from jurisdictions with residential boarding schools were also interviewed. The study did not include interviews of parents or students who currently attend CPBS schools.

The other theoretical framework considered was the diffusions of innovation model (DOI). The DOI theoretical framework is the process through which states adapt policies from other states (Berry & Berry, 2014). Policies are duplicated due to new knowledge, imitation, and pressure to achieve a normative state, competition or force (Berry & Berry, 2014). The researcher elected not to use the DOI because even though the policy may have been adopted from other states, it was not implemented.

The findings of this study may have limited transferability because its proposed solutions are to implement an existing law in a particular state. Also, some aspects of the policy process occurred before the study started. However, the description of the policy processes in Maryland, Ohio, and Washington, D.C. should enlighten readers about establishing a publicly funded college preparatory boarding school. Policymakers in other states may use the study to assess how to develop equity-based policies in an inclusive manner. This study may also inform policymakers that the inclusion of professional public administrators improves public policy and the opportunity to achieve societal goals.

### **Limitations**

Time and resources restrict pragmatic qualitative studies. For this reason, the researcher must limit the range of solutions within an actionable spectrum (Patton, 2014). Furthermore, the sample included a purposeful group of individuals and relevant records which may affect the quality of the data. The purpose of a qualitative approach is to create rich data necessary to address a particular problem, so, this particular effort may have limited use to other researchers. The most critical element is for the study to



produce results that are verifiable by the data collection and analysis (Miles et al., 2013; Patton, 2014). As a result, the study included data from key participants in the CPBS policy process in Ohio, Washington, D.C., and Maryland. The researcher reviewed official records and public domain information to place the current situation and proposed solutions in context.

### **Personal Bias**

The researcher attended a private boarding school in Nigeria; thus, a personal bias toward residential schools may exist. Also, as an administrator at a historically black college and university that attracts underrepresented students from urban areas, the researcher may have a bias to ensuring the success of low-income students, especially those of color.

### **Methods to Address Limitations**

The semi-structured interview protocol was the same for all interviewees. Participants' responses, where required to confirm accuracy, were validated through member checking (Miles et al., 2013; Patton, 2014) of transcribed interviews. Furthermore, responses were triangulated (Maxwell, 2012) through official records and public records to place participants' decisions and proposed solutions in context.

### **Significance**

#### **Contributions of the Study**

In order to identify feasible solutions to the current impasse in implementing Ohio's CPBS law, it is necessary to understand the influence of elected and non-elected officials and other actors in its development. Whereas professional public administrators

are primarily responsible for the law's implementation, they may have limited administrative discretion due to legislative statutes. This study sought to propose equity-based options to alleviate the limited representation of disadvantaged citizens in the policy making process as investing in the education of marginalized people may be a more efficient use of public resources in the long term. Equity-based policies may yield better outcomes for society in the long run (Wang & Mastracci, 2014), because investments in disadvantaged citizens' education enable them to increase their economic and social well-being. Educated individuals make positive contributions to the general society as productive citizens.

The development and implementation of policy are impacted by parties active within the process. This study describes the role of key participants in public residential education policy. The interests of disadvantaged citizens should be represented in education policy, since educational attainment offers these citizens the most plausible pathway to increase their socioeconomic status. The disproportional participation of advantaged citizens and powerful interests in the policy process affects the allocation of resources (Erikson, 2015; Flavin, 2012). According to Campbell (2012), elected public officials respond to citizens and interests that provide feedback to maintain their elected positions. Professional public administrators also play a significant role in policy creation and implementation and have an ethical obligation to ensure that public policies are fair and efficient.

The results of this study may contribute to measures used to assess an education policy's effectiveness by ensuring that policymakers understand its short and long-term

costs to society. For example, more citizens from neighborhoods with poor-performing schools are in prison than in college (Hawkins, 2011). This outcome impacts society negatively because the average cost of incarcerating a prisoner in Ohio is \$26,000 per year (Henrichson & Delaney, 2012). According to Ohio's CPBS law, the state will provide \$25,000 in boarding expenses per student in the new CPBS plus a portion of state instructional subsidies paid to the student's home district (ORC, 2011; 2016). The comparable costs of incarceration and education per citizen highlight the need to invest in providing more educational opportunities.

### **Implications for Social Change**

This study may have positive implications for social change because schools in the CPBS format may create a pathway for disadvantaged citizens to improve their SES and overall well-being. In particular, public school districts in all eight urban areas in Ohio failed to meet the state's indicators of success (ODE, 2016) though the state has tried multiple educational options (ODE, 2015). The increase in educational attainment of disadvantaged citizens will also create a more inclusive and representative governing structure. Campbell (2013) argued that educated citizens are more engaged in civil society than others. Inclusive societies produce better governance because multiple views participate in the polity (Michels, 2011). Policymakers receive feedback from a more diverse group, so resources are more equitably allocated. Consequently, investment in the education of disadvantaged individuals creates a more stable society for all citizens.

## Summary

The purpose of this study was to understand the factors hindering the implementation of Ohio's law to establish a CPBS. A pragmatic qualitative strategy was used to examine why and how Washington, D.C. and Maryland created schools that have had a significant positive impact on disadvantaged citizens. A purposive sample of participants was interviewed to understand the failure to implement Ohio's law. The researcher reviewed public and official records to place the current situation and proposed solutions in context. The findings of a pragmatic study must be feasible (Patton, 2014) to address societal problems. As a result, the study utilized the policy feedback theory and Frederickson's social equity theory to understand how previous governmental actions had impacted Ohio's ability to implement its CPBS policy. The study explored how professional public administrators can work with elected officials to ensure that laws include multiple implementation options to overcome unforeseen obstacles.

Chapter 2 includes a review of literature that describes the feasibility of college preparatory schools as a policy option to increase the educational attainment of disadvantaged citizens. The review also includes how the underrepresentation of low-income citizens in the policy process impacts the allocation of resources. Finally, the review includes an inquiry into how current knowledge can serve as the basis for developing new strategies that may lead to addressing this societal problem.

## Chapter 2: Literature Review

### **Introduction**

The failure to implement Ohio's CPBS law reduces the opportunities for low-income citizens in urban areas to improve their educational attainment. The purpose of this study was to understand the hurdles impeding the fulfillment of Ohio's statute to establish a CPBS and to devise strategies to overcome the obstacles. The literature review confirmed that high educational attainment is positively related to an individual's socioeconomic status. The review also established that public policy favors upper-income and other influential interests active in governance, thereby limiting resources available for equity based policies. Finally, current research demonstrated that inclusion of professional public administrators in the policy development process enhances the capacity of the policy to achieve its goal.

Effective educational policies provide opportunities for citizens to improve their socioeconomic status by increasing their knowledge. Gains in educational attainment also enhance the participation of citizens in the polity (Barnes, 2013; Bass, 2015; Chong & Gradstein, 2015; Ladd, 2012; Page, Bartels, & Seawright, 2013; Rhodes, 2015; Trouset, Gupta, Jenkins-Smith, Silva, & Herron, 2015). Rice (2015) quoted Horace Mann, who argued in 1848 that "education then, beyond all other devices of human origin, is the great equalizer of the conditions of men, the balance wheel of the social machinery" (p.3). Educated individuals are aware of opportunities and resources available to improve their socioeconomic status (Bass, 2015; Bonica, McCarty, Poole, & Rosenthal, 2013; Griffin & Newman, 2013; Ladd, 2012; Mohanty, 2016; Moses & Rodgers, 2013; Myers,

2015; Rice, 2015) Hence, public policies ought to encourage the education of citizens to promote credible governance.

The investment of public resources in educational policies that result in higher educational attainment of low-income citizens may create a more representative government (Bass, 2015; Griffin & Newman, 2013; Ladd, 2012; Mohanty, 2016; Moses & Rodgers, 2013; Myers, 2015; Rice, 2015). However, public policy disproportionately favors upper-income and powerful interest groups (Bonica et al., 2013; Campbell, 2013; Erikson, 2015; Flavin, 2012; Gilens, 2012; Gilens & Page, 2014; Griffin & Newman, 2013; Hayes, 2013), thereby reducing resources available for programs that benefit low-income citizens. Thus, policymakers seek additional resources for such programs through partnerships with private entities (DiMartino & Scott, 2013; Gurn, 2016; Willems, 2014), but some public services may not be delivered satisfactorily through PPPs (Gerstl-Pepin, 2015; Kettl, 2015; Reynaers & Graaf, 2014; Sclar, 2013). According to Zittoun (2015), a policy has failed when it does not achieve its stated objective, leaving a societal problem unresolved. Given education's capacity to improve the lives of individuals and society, public officials should explore feasible alternatives to establish Ohio's CPBS.

The major sections of this chapter include the literature search strategy, a discussion of the two theoretical foundations, key concepts, the summary, and conclusion. The search strategy focused on developing a comprehensive review of literature about public policy, public administration, and education. The theoretical section describes why and how policy feedback theory and Frederickson's social equity theory apply to the study. The third major section of this chapter describes the key

concepts of the study including educational attainment, boarding schools, public policy development and implementation, PPPs, and an initial comparison of the CPBS laws of Maryland and Ohio. Other ideas addressed include the role of elected and nonelected officials in public policy and how societal inequities can be addressed through education. The final section of Chapter 2 includes the summary and explains how I sought to add to the knowledge base through this qualitative study.

### **Literature Search Strategy**

This study is a confluence of public policy, public administration, and education, so a strategy to review pertinent literature from all three subject areas was employed. Searches were conducted within each subject area and multi-disciplinary research databases.

### **Library Databases**

The Walden University library was the primary access point for research databases. However, information was also gathered through the Central State University library and the OhioLINK library consortium. OhioLINK is a consortium of public and private universities in Ohio. The primary databases searched included Ebscohost, Sage Premier, Political Science Complete, Business Source Complete, Education Source, ERIC, ABI/INFORM Complete, Oxford Education Bibliographies, Education Research Complete, Taylor and Francis Online, ProQuest Central, and Academic Search Complete. Google Scholar was used to find relevant articles or books cited in literature retrieved from the databases listed above.

### **Key Search Terms**

The study's search terms included *policy feedback*, *social equity*, *boarding schools*, *public-private partnerships*, *policy implementation*, *urban school reform*, *public policy + low-income*, *low-income + representation + public policy*, and *educational attainment*.

### **Literature Search Process**

The literature search was conducted in policy, public administration, and education databases to ensure that the review included a comprehensive collection of historical and current literature. The search terms *boarding schools*, *educational attainment*, and *urban school reform* were used in Education Source, ERIC, Education Research Complete, and Oxford Education Bibliographies to generate articles about publicly funded residential education. The search terms *policy feedback* and *social equity* were used in the Political Science Complete, ProQuest Central, Business Source Complete, and Sage Premier databases to find literature about the theoretical foundations of the study. After compiling the initial articles, the education-related keywords were used to search the public policy and public administration databases. Additionally, theory-related keywords were used to seek relevant literature in the education databases. The search terms *private-public partnerships*, *policy development*, *policy implementation*, *public policy + low-income*, *public policy*, and *public policy + low-income + representation* were used to search the education, public policy, and public administration databases.



During the cursory review of the initial literature, I realized that several journals consistently produced pertinent information. As a result, the education keywords were used to explore the last five years of the *Educational Policy Journal*. Also, the public policy and public administration keywords were used to search the most recent five years of the *Policy Studies Journal* and *Public Administration Review Journal*.

### **Theoretical Foundations**

This study addressed the role of public administrators and elected officials in implementing a public policy designed to improve the educational attainment of Ohio's low-income citizens. Consequently, PF and Frederickson's SET served as the study's theoretical foundation. According to PFT, the government's ability to execute a new policy is affected by commitments to current policies protected by interest groups, networks, and rules (Mettler & Sorelle, 2014; Pierson, 1993; Skocpol, 1992; Soss & Moynihan, 2014). SET asserts that a policy's effectiveness should be judged by its impact on equity in addition to its efficient and economical use of resources (Frederickson, 1990, 2010). The relevance of each theory to this study is described separately where necessary and jointly where appropriate.

### **Origins of Policy Feedback Theory**

Initial discussion of policy feedback can be traced back to the writings of E.E. Schattschneider and T.J. Lowi, who both argued that policies affect politics (Campbell, 2012; Mettler & Sorelle, 2014; Pierson, 1993; Soss & Moynihan, 2014). However, Pierson (1993) argued that the first formal discussion of PFT was by Skocpol (1992),

who reasoned that once implemented, policies impacted the administrative capacity of the government because of the resources required to execute the policies.

Additionally, policies generate feedback because a coalition of interest groups is created to support or oppose the new policy (Skocpol, 1992). As a result of negative or positive feedback, policies affect the ability of government to allocate public resources. Skocpol (1992) asserted that policies that garnered the support of a majority of the population or powerful interests received favorable treatment. Consequently, policies themselves became part of the political process.

Pierson (1993) built upon Skocpol's hypothesis by stressing that policies can create an environment that limits options available to address societal issues. To this end, Pierson maintained that it is important to know the precise effects of a policy to assess its impact. Pierson stated that policies impacted the political process in two fundamental ways: first, by providing resources to particular interests and incentives that motivate the policy's desired actions; and second, by enacted policies that create the knowledge base that drives future actions. Pierson claimed that policies create interest groups or change participants within interest groups as necessary for their maintenance. Pierson (2006) specified that public policies should be treated as institutions because they affect every citizen's life. Positive and negative effects of policies influence citizens' participation in the political process, which in turn affects the policies that are promulgated (Campbell, 2012; Pierson, 2006). This continuous relationship between the effects of public policies and politics creates a feedback loop that impacts future actions.

### **Theoretical Propositions of Policy Feedback Theory**

One of the major propositions of PFT is that existing politics affect the capacity of the government to develop and implement new policies (Campbell, 2012; Mettler & Sorelle, 2014; Pierson, 1993; Skocpol, 1992; Soss & Moynihan, 2014). According to PFT, because public officials have committed certain administrative resources to implement existing policy, their ability to execute new policies is reduced (Campbell, 2012; Mettler & Sorelle, 2014; Pierson, 1993; Skocpol, 1992; Soss & Moynihan, 2014). Another proposition of the PFT is that policies create interest groups that protect resources necessary to continue or enhance policy (Campbell, 2012; Mettler & Sorelle, 2014; Pierson, 1993, 2006; Skocpol, 1992; Soss & Moynihan, 2014). The reduced administrative capacity and protection of resources limits options available for policymakers to develop and implement a new policy.

An additional element of PFT is that public policies affect how citizens participate in societal governance (Campbell, 2012; Jordan & Matt, 2014; Mettler & Sorelle, 2014; Pierson, 1993). Positive and negative feedback encourage or discourage citizens from engaging in politics (Campbell, 2012; Jordan & Matt, 2014; Mettler & Sorelle, 2014). Another component of PFT is that policies affect how issues are addressed politically and how subsequent policies are generated to resolve these issues (Campbell, 2012; Flavin, 2013; Mettler & Sorelle, 2014; Pierson, 1993, 2006). Policy options are impacted by the paradigm created by current policies.

PFT has been used to study how policies favor upper-income and powerful interests at the state government level (Flavin, 2015a); those that do not have a robust

interest group are unlikely to be sustained (Campbell, 2012; Jordan & Matt, 2014; Skocpol, 1992). It has also been used to study how policies affect the public's attitude (Campbell, 2012; Pacheco, 2013) and impact the performance of public administrators (Soss & Moynihan, 2014). The PFT is appropriate for this study because Ohio's CPBS statute is designed to benefit low-income citizens who usually do not have forceful advocates. Therefore public administrators may have to represent disadvantaged citizens' interests to elected officials and the public.

### **Previous Application of Policy Feedback Theory**

The premise behind a CPBS is that it mitigates several societal issues that negatively affect students' academic performance (Bass, 2014; Curto & Fryer, 2014). Consequently, the CPBS policy is impacted by policies designed to address these negative factors. May and Jochim (2013) asserted that a strong policy regime is necessary to successfully implement a new policy that addresses multiple issues because current actors need to believe in its feasibility. A policy regime includes institutions with a common interest and the capacity necessary to implement the policy and also believe in the idea championed by the proposed policy (May & Jochim, 2013). A strong regime is essential because a policy dealing with the effects of multiple social problems may have to compete for resources with other policies addressing other aspects of the problems.

The number of beneficiaries affects a policy's feedback. Campbell (2012) and May and Jochim (2013) stated that a policy generates negative feedback if its benefits are perceived to be limited to a specific population. Ohio's CPBS law will directly benefit a maximum of 400 students and their families. Policies that benefit a specific population

may fail to generate positive feedback (Campbell, 2012; Jordan, 2013; Zhu & Lipsmeyer, 2015), as most of the public do not see how they benefit from its implementation (Garritzmann, 2015; Jordan, 2013; Pierson, 1993). Citizens are more willing to support policies that provide them with direct benefits.

Policies without adequate institutional support and resources are unlikely to succeed (Jordan, 2013; May & Jochim, 2013). Public administrators will advocate for policies if they believe in those policies' goals (Soss & Moynihan, 2014). Ohio's CPBS policy requires a private entity to provide significant financial resources before it receives authorization to start a school. However, McDonnell (2013) claimed that private actors might not have the capacity to address a comprehensive education problem. The CPBS policy's delegation of certain responsibilities to a private operator limits the governing discretion of public administrators to implement the policy because it constrains their ability to seek alternate resources.

The failure to implement Ohio's CPBS law constitutes negative feedback. Jordan and Matt (2014) stated that a policy change is necessary when it is clear that the policy instrument has not met its goals. Policies designed based on compromise among different interests and geared to resolve a complex social problem create self-undermining negative feedback (Jacobs & Weaver, 2015). Ohio's CPBS law aims to address the issues of low-income, single-parent families residing in distressed neighborhoods with inadequate schools. Jacobs and Weaver (2015) posited that interest groups that already address these issues might see the implementation of a new law as a policy loss for their goals, so they will create negative feedback. Other actors within

Ohio's network and institutions that address outside the school factors (OSF) may undermine the CPBS law by influencing policymakers to limit public resources available to implement the law. The sources of negative feedback will have to be addressed and policy advocates will have to generate positive feedback to implement the law.

### **Rationale for Selection of Policy Feedback Theory**

PFT stipulates that previous policies affect the development and implementation of new policies. According to Pierson (1993, 2000, 2005), current policies have two main effects: impact on the resources available necessary to implement a new policy and an interpretative effect on how the new policy is perceived. Policy feedback theory is applicable for this study because a CPBS belongs in a continuum of educational strategies by Ohio to improve the academic performance of low-income urban students. The administrative capacity of the state (McDonnell, 2013; Pierson, 1993; Skocpol, 1992; Soss & Moynihan, 2014) and the actual resources available (Campbell, 2012; Garritzmann, 2015; May & Jochim, 2013; Zhu & Lipsmeyer, 2015) to develop and implement new policy are impacted by existing policy. The researcher will examine how the design of the CPBS statute was influenced by existing policies and actors within Ohio educational policy network.

The perception of current policies impacts proposed policies. The opinion of public officials and citizens about the effectiveness of current policies affects future policy choices (Jordan & Matt, 2014; Kreitzer, Hamilton, & Tolbert, 2014; Pacheco, 2013; Zhu & Lipsmeyer, 2015). In particular, the current educational accountability policies have generated negative feedback that has lowered support for public education

(McDonnell, 2013; Rhodes, 2015). Individuals without children in public schools and homeowners are less willing to fund public education, since they see schools as failing institutions and they also do not get direct benefits (Fleming, 2014). Therefore, policy makers should address the unwillingness of segments of society to support public education.

Pierson (1993) stated that policy feedback could impact three groups. First, interest groups created by the policy once it is enacted; second, public officials; third, the general public. Interest groups seek to protect resources necessary to implement their preferred policies (Heaney & Lorenz, 2013; May & Jochim, 2013; Nowlin, 2016). Furthermore, powerful interest groups set the terms of the debate, which may create situations where their policies are “locked in” (Jordan & Matt, 2014; May & Jochim, 2013; Soss & Moynihan, 2014). As a result of their superior access to public officials, interest groups can provide feedback that perpetuates their desired policy outcomes.

One of the primary goals of elected officials is a successful return to their positions. Consequently, they promote policies that satisfy powerful interests and a majority of the public, which reduces resources available for less popular initiatives (Campbell, 2012; Jordan, 2013; Skocpol, 1992). Positive feedback for public officials in this scenario includes resources support from interest groups and re-election to office by satisfied citizens. Soss and Moynihan (2014) said that professional public administrators receive feedback as enacted policies consume portions of their time and their organization’s resources. The limitation of time and resources may be one of the reasons why Ohio’s CPBS policy delegates the administration of its CPBS and the cost of the

physical infrastructure to a public-private partnership agreement. The transfer of government responsibilities to private entities reduces the ability of citizens to hold officials accountable for policy failures.

Pierson (1993, 2006) stated that policies affect the lives of citizens in a democratic society. Policies act as institutions because they affect citizen's political behavior by encouraging or discouraging particular actions (Pierson, 2006). Consequently, citizens support politicians and policies that provide benefits to them (Campbell, 2012; Chen, 2013; Fleming, 2014; Garritzmann, 2015; Jordan, 2013; Pacheco, 2013; Pierson, 1993, 2006; Skocpol, 1992; Zhu & Lipsmeyer, 2015). Public policies that provide direct universal benefits to citizens receive more support than policies that provide benefits to a targeted group of citizens or benefits that are not directly traceable to government action (Campbell, 2012; Chen, 2013; Garritzmann, 2015; Jordan, 2013; May & Jochim, 2013; Pacheco, 2013; Zhu & Lipsmeyer, 2015). Politicians may not suffer adverse electoral consequences if they do not support policies targeted at aiding a small disadvantaged section of society.

Pierson (1993) argued that the ability of popular policies to create a support system resulted in path dependence. Elected officials and professional administrators default to sustaining those policies reducing resources available for policies that provide benefits for low-income or disadvantaged citizens because they are perceived as redistribution of societal resources (Garritzmann, 2015; Jordan, 2013; Zhu & Lipsmeyer, 2015). Citizens who receive direct and tangible benefits from the government are more engaged in the political process than those who receive fewer benefits or are dissatisfied



with governmental actions (Campbell, 2012; Fleming, 2014; Jordan, 2013; Rhodes, 2015; Zhu & Lipsmeyer, 2015). This discrepancy in political activity reinforces the allocation of public resources to policies that enjoy popular support.

Education accountability policies have altered the delivery of public education. Citizens now have options to send their children to private schools with public vouchers and private operators can start charter schools with public funds (Fleming, 2014; McDonnell, 2013; Simon, 2015). As a result, there are fewer citizens invested in the success of the traditional public education system. Parents whose children attend voucher schools are more engaged than parents whose children attend regular schools in politics because they receive direct payments from government and seek to protect their interests (Fleming, 2014). These new policy options have reduced resources available for public schools, which most low-income students attend. According to PFT, citizens who receive less visible or unsatisfactory services from public policies are less engaged in polity and therefore their interests do not get a fair hearing in the policy process.

### **Relation of Policy Feedback Theory to Study and Research Questions**

The purpose of this study was to identify solutions to implement Ohio's CPBS statute enacted in 2011 with an expectation that a school would commence operations in 2013. However, no school has started operations. PFT was appropriate for this study because it allows researchers to analyze elements of a policy's development and implementation (Campbell, 2012; Heaney & Lorenz, 2013; Jordan & Matt, 2014; Nowlin, 2016; Pierson, 1993). I examined the CPBS policy to determine if it needs revision or whether there are alternative strategies that can lead to its implementation.

PFT relies on the premise that previous policies impact new policies because committed resources may have to be redirected to implement the new policy (Pierson, 1993). Also, new policies are designed based on the paradigm of knowledge created by current policies (Campbell, 2012; Jordan, 2013; Sides, 2015). I explored if there were other resources in order to propose solutions that may lead to the implementation of Ohio's CPBS policy. Furthermore, I examined the difference between public officials' knowledge at the policy's enactment in 2011 and currently available information.

The primary research question for this study was: how can Ohio implement its CPBS law? I gathered information about Ohio's current education policies designed to improve the academic performance of low-income urban students. Awareness of previous policies enables a researcher to utilize the PFT to develop a historical and comprehensive view of relevant policies (Campbell, 2012; Jacobs & Weaver, 2015; Jordan & Matt, 2014; Nowlin, 2016; Park, Wilding, & Chung, 2014). The review focused on the actions of major parties, namely government officials, interest groups, and citizens.

I identified elected and non-elected officials involved in Ohio's K-12 education policy, other actors, and citizens that could be affected directly or indirectly by the implementation of Ohio's CPBS. The level of public resources dedicated to a policy may affect its implementation. Public officials allocate resources to policies, and policies also determine how civil servants utilize their administrative capacities (Skocpol, 1992; Soss & Moynihan, 2014). Policies also create interest groups that protect resources necessary to sustain their preferred policies and set the terms of discussion for future policy development (Heaney & Lorenz, 2013; Jacobs & Weaver, 2015; McDonnell, 2013;

Nowlin, 2016; Pierson, 1993, 2000, 2006). Finally, I identified potential direct and indirect beneficiaries of the CPBS policy. Identification of the target population was necessary to ensure traceability of recipients and the costs of the policy (Campbell, 2012; Jordan, 2013; May & Jochim, 2013; Zhu & Lipsmeyer, 2015). Identifying the three top groups relevant to the study enabled the researcher to answer the study's three research subquestions.

The first research subquestion was: what are the barriers to the CPBS's law implementation? Weak policy design that does not account for adequate institutional support will undermine implementation of new policies (May & Jochim, 2013). The CPBS law requires private investment and a specific type of vendor for implementation. May and Joachim (2013) claimed that policies that are not supported by a strong regime of institutions with a shared mission are unlikely to succeed. Given that the CPBS law endeavors to mitigate the adverse effects of low-income families residing in poor neighborhoods with inadequate schools, the policy formulation process should have involved current operators in these spheres. Otherwise, they may see themselves as policy losers and therefore provide negative feedback to a new policy (Heaney & Lorenz, 2013; Nowlin, 2016). I examined the role of parties that may be affected by the establishment of residential education for low-income citizens in the urban area in the CPBS policy development.

I studied the role of Ohio's education professional public administrators in the CPBS policy process. Public administrators have the expertise and ability to shape policy to improve its chances of success, given their knowledge of existing policies addressing

similar issues (Dagan & Teles, 2015; McDonnell, 2016; Soss & Moynihan, 2014). The availability of relevant information is an essential element of the PFT (Mettler & Sorelle, 2014; Pierson, 1993). Public administrators can communicate the true costs of policies including the short- and long-term benefits to elected officials and the public (Park et al., 2014; Sides, 2015; Wolfe, 2012). Though the initial costs of establishing a CPBS may be high, the long-term benefits to its students may save society funds in the long term.

Inclusive policy development processes are more likely to produce sustainable policies because participants can advocate for its implementation (Heaney & Lorenz, 2013; Nowlin, 2016; Rhodes, 2015). As a result, I examined whether potential beneficiaries, particularly low-income citizens in urban areas, were involved in the formulation of the CPBS law. Ohio's CPBS law contains specific requirements for potential operators and eligible students that may discourage interested operators and exclude citizens who may benefit from residential education. Policies that do not factor reaction from actors with an issue's subsystem may generate negative feedback (Nowlin, 2016). The inclusion of appropriate parties may enhance support for the CPBS.

Public support for education funding may improve the opportunity to implement a new strategy. However, educational accountability policies have reduced support for public schools (Fleming, 2014; McDonnell, 2013). Also, policies that target a specific population, particularly low-income (Pacheco, 2013) and are perceived to be redistributive (Zhu & Lipsmeyer, 2015) face opposition from citizens who do not receive direct benefits. Therefore, public officials resort to alternative funding mechanisms to provide an essential public service.

The second research sub-question was whether Ohio can implement its CPBS policy by seeking knowledge from states with publicly funded residential high schools. Park et al. (2014) said that democratic translation of policies between jurisdictions increases the chances of successful implementation. In a democratic translation, policymakers contact the jurisdiction that has successfully implemented the policy, review the policy to determine its appropriateness for their environment, and if necessary make modifications to the policy (Park et al., 2014). After designing the policy to fit their setting, policymakers engage citizens to finalize the policy before implementation (Park et al., 2014). The democratic policy translation process allows policy makers to receive feedback from the policy originators and their citizens before implementation.

Lack of thorough consultation with the originating jurisdiction increases the chances of policy failure. Park et al. (2014) claimed that democratic translation increases the policy's usefulness, legitimacy, appropriateness, and feasibility because of the consultative process. May and Jochim (2013) stated that legitimate and coherent policies develop and sustain political support necessary for implementation. I probed the level of engagement between officials in Ohio and those from jurisdictions who successfully established publicly funded residential schools targeted at low-income students.

The third sub-research question was: what actions can encourage the establishment of Ohio's CPBS? Since the major premise of the PFT is that previous policies impact the development of new policies, this question focused on seeking feasible solutions within the current political, social, and educational environment. The initial issue is whether Ohio's CPBS policy can be revised. Jordan and Matt (2014)

suggested that a policy can be modified if there are assessment tools embedded within it that show failure and if the policy can be replaced. Section 3328.12 of Ohio's CPBS law set a target implementation date of 2013, and the legislation gave public administrators' authority to review the policy (ORC, 2011-17). A lack of implementation is a negative feedback to a policy's design that can be used to modify the policy (Jordan & Matt, 2014). Ohio's public officials should review the CPBS statute to propose feasible changes.

The review process should start from the design phase. Did the proponents of the policy include the right regime that could have provided the necessary resources? The inclusion of individuals, organizations, and interest groups that stand to benefit directly or indirectly from a policy may improve its chances of success (Heaney & Lorenz, 2013; Jordan, 2013; McDonnell, 2016; Nowlin, 2016; Rhodes, 2015). Low-income parents, local school districts, employers, and higher education institutions stand to benefit from increased academic attainment of low-income urban students. Also, public administrators and independent entities can use empirical data to persuade the general public of a policy's effectiveness even though the direct benefits are not universal (Dagan & Teles, 2015; Sides, 2015). The policy may change with an expanded development process, as a diverse group may offer more options.

Finally, public administrators can use their discretion under the PFT to impact policy. They can use their expertise to persuade elected officials to make decisions that benefit all of the society (Pierson, 1993; Soss & Moynihan, 2014). Public administrators can provide feedback that reduces the possibilities of policies favoring powerful interest

groups and high-income individuals (Pierson, 1993; Soss & Moynihan, 2014). Ohio's public administrators can use their access to elected officials and their aides to promote the long-term benefits of a CPBS.

### **Origins of Frederickson's Social Equity Theory**

The role of professional administrators in public policy has evolved over time. The discussion of non-elected public officials' role in implementing law was a source of contention between Plato and Aristotle (Frederickson, 2010). Plato argued that non-elected officials should simply apply laws as written, whereas Aristotle observed that officials should apply their personal discretion because each situation is unique (Frederickson, 2010). Wilson (1887) asserted that politics and administration belonged to different spheres and that public administrators should focus on implementing policy established by elected officials. Additionally, Wilson stated that the purpose of public administration studies is to decide what the government can do in the most efficient and economical manner.

In a discussion about the role of public administrators, H. Finer agreed with Wilson's position that bureaucrats should adhere closely to the legislature's wishes (Cooper, 2012; Frederickson, 2010, p. 59). Contrarily, C. Frederick posited that public administrators should use their expertise and discretion when implementing public policy (Cooper, 2012; Frederickson, 2010). Waldo (1980) stated that contrary to Wilson's claims, politics and administration are intertwined; therefore, public administrators are involved in policy development. Additionally, Waldo asserted that public administrators ought to include values along with their expertise when making discretionary decisions.

Frederickson (1990), building on Waldo's value frame, claimed that public administrators should advocate for justice, fairness, and equality in all public policies.

Frederickson (1990) stated that public administrators should include equity along with economy and effectiveness to assess a policy's effect. Public policy should strive to decrease societal inequities to be deemed successful (Frederickson, 1990, 2005, 2010). Frederickson (1990) based his theory on John Rawls' second principle of justice, that societal resources should be managed to benefit the least advantaged. Equal distribution of public resources without considering individual's needs maintain societal inequities (Frederickson, 2010). Rawls proclaimed that by assisting the least advantaged, the entire society would benefit because of the increase in the socioeconomic status of the disadvantaged (Frederickson, 1990, 2010). Frederickson (2010) posited that public administrators should advocate for the least advantaged by engaging with the public and advising elected officials with evidence that justifies the need for equitable policies. The responsibility of public administrators to promote equitable policies is now settled, as it is now part of the profession's code of ethics (ASPA, 2013; Box, 2015).

### **Theoretical Propositions of Frederickson's Social Equity Theory**

A primary premise of SET is that the natural tendency of democratic governance is to favor the majority and powerful interest groups (Frederickson, 2010). As most elected officials strive to satisfy constituencies that can impact a return to their political position (Frederickson, 2010), SET serves as a legal and practical basis to ensure equitable distribution of public services (Frederickson, 1990). A major proposition of SET is that policies are not uniformly applicable in all situations, and since public



administrators have discretion in the policy process, they should include social equity in their decision-making matrix (Frederickson, 1990, 2010). However, SET acknowledges that new policies respond to and are constrained by prior and current government actions (Frederickson, 1990; Glaser et al., 2011; Myers, 2015). Therefore, public administrators have constraints on their actions.

Another element of SET is that public administrators have an active duty to change policies that oppress disadvantaged citizens (Box, 2015; Frederickson, 2010). This responsibility is different from promoting equitable policies; in this case, administrators represent the interests of disadvantaged citizens (Frederickson, 2005). Frederickson (2010) stated that public administrators should not use neutrality as the basis for their actions; rather, they should consider which value best represents the most efficient use of societal resources.

### **Previous Applications of Frederickson's Social Equity Theory**

SET has been used as a basis for the investment in education to increase the SES of individuals (Frederickson, 2010; Glaser et al., 2011; Myers, 2015) and the public's willingness to devote additional government resources to aid disadvantaged citizens (Glaser et al., 2011; Myers, 2015). Implementation of the CPBS may require increased public resources from the state of Ohio. This study's interview questions sought information about the availability of additional public resources.

Current and previous public policies may result in negative consequences. The inequality of resources for urban education is attributable to funding formulas based on residential property values as school districts in affluent areas receive more funds based

on geographic location (Honda, 2012; Johnson & Svara, 2011). Property values in inner cities have declined due to loss of manufacturing jobs and government investments in suburbia (Jun, 2013; Saito, 2015) and subsequent outward migration of middle-class and upper-income citizens out of poor neighborhoods or a state (Jun, 2013; Shumway & Davis, 2016). Ohio's school funding formula is under constant revision because the state supreme court has found it unconstitutional, as it favors affluent school districts (Siegel, 2015; Simon, 2015). This lack of resources may be a reason why all eight of Ohio's urban school districts currently do not meet the state's educational performance standards (ODE, 2016). Frederickson (1985, 1990) argued that public administrators have a duty to ensure that public policies result in a more equitable society. The establishment of Ohio's CPBS would provide its students an opportunity to increase their educational attainment and SES.

Public administrators play a major role in the policy process. Therefore, they can ensure that policy formulation accounts for prior governmental actions (Brand, 2015; Glaser, Aristigueta, & Walker, 2015; Johnson & Svara, 2011, p. 276). Public administrators can provide greater understanding during a policy's development to ensure that policymakers appreciate its consequences (Gooden, 2015; Guy & McCandless, 2012; Spina, 2013). Additionally, public administrators should inform citizens about the historical unfair allocation of resources that favored certain groups while oppressing others (Brand, 2015; Johnson & Svara, 2011; Wooldridge & Smith, 2015). Better informed citizens and elected officials may be more receptive to policies seeking to address societal inequities.

Policies are more equitable when affected parties are included in their development (Frederickson, 2010; Jos, 2014; Spina, 2013). For this reason, public administrators should enable citizens to participate in the governance process (Johnson & Svara, 2011; Oh & Bush, 2015; Spina, 2013). Procedural equity allows citizens to advocate for their interests and concerns (Gooden, 2015; Guy & McCandless, 2012; Johnson & Svara, 2011). Such deliberations will reveal that some citizens have greater needs than others, thereby enabling public administrators to justify and promote policies aimed at reducing societal inequities.

Public administrations occupy a unique space in furthering public interest. They have the technical expertise and administrative discretion to impact public policy (Frederickson, 2010; Glaser et al., 2011; Grohs, Adam, & Knill, 2016; Johnson & Svara, 2011). As a result, public administrations may persuade society that equitable policies will have a measurable positive change even for citizens not directly affected by a specific policy (Myers, 2015; Oh & Bush, 2015; Wang & Mastracci, 2014). The implementation of Ohio's CPBS law will have a direct positive impact on its students and their families. However, their increased educational attainment and subsequent career advancement will benefit the public interest as low-income citizens transform to productive contributors to society.

A collaborative effort may be necessary to implement policies with a small number of direct beneficiaries. According to Brand (2015) and Spina (2013), the majority of citizens believe that low-income minority citizens are responsible for their poor SES. Therefore, they are reluctant to provide resources to enable the advancement

of disadvantaged minority individuals. Myers (2015) posited that public administrators should inform older, higher income majority citizens that they will benefit from investment in educational policies for low-income underrepresented students. Higher income citizens are willing to provide additional resources to benefit disadvantaged citizens once they understand that equitable policies will also redound to their benefit (Frederickson, 1990; Glaser et al., 2011, 2015). Increased educational attainment enables low-income citizens to contribute to society's overall welfare.

An inclusive policy process that involves credible organizations addressing issues relevant to a policy increases the validity of a proposal to the public (Frederickson & Hart, 1985; Johnson & Svara, 2011; Jos, 2014). Entities such as universities, private industry, and other government agencies can benefit from the improved academic performance of low-income students. The creation of multiple advocates may substantiate a targeted equitable policy that addresses the problems of disadvantaged citizens.

The effectiveness of investing in equitable education policy for low-income citizens is demonstrable. Equitable policies can be objectively measured to demonstrate their effectiveness (Baker et al., 2014; Guy & McCandless, 2012; Oh & Bush, 2015; Wang & Mastracci, 2014). Public administrators can counsel policymakers and the public that targeted equitable policies can conserve society's resources in the long run (Baker et al., 2015; Wang & Mastracci, 2014). Low educational attainment correlates with increased incarceration and higher health care costs to society (Baker & Lang, 2013;

Johnson & Svava, 2011). Consequently, investments in increasing educational attainment for low-income students are beneficial to the entire society.

### **Rationale for Frederickson's Social Equity Theory**

Public administrators play a role in policies that result in societal inequities (Gooden, 2015; Grohs et al., 2016; Spina, 2013; Wooldridge & Smith, 2015). Consequently, they have an ethical duty to address the effects of those policies (Abel, 2014; Alkadry, Blessett, & Patterson, 2015; Brand, 2015; Frederickson, 2005; Frederickson & Hart, 1985; Gooden, 2015; Guy & McCandless, 2012). Johnson and Svava described the role of social equity in public administration as

the active commitment to fairness, justice, and equality in the formulation of public policy, distribution of public services, implementation of public policy, and management of all institutions serving the public directly or by contract. . . . all persons involved in public governance, should seek to prevent and reduce inequality, unfairness, and injustice based on significant social characteristics and to promote greater equality in access to services, procedural fairness, quality of services, and social outcomes. Public administrators should empower the participation of all persons in the political process and support the exercise of constructive personal choice. (2011, p. 282)

Social equity theory requires equitable actions from development through implementation of public policies. According to Johnson and Svava (2011), a policy's ability to advance social equity is based on four factors: access, procedural fairness, quality, and outcomes. Ohio's CPBS law will be assessed based on these four elements.

**Access.** Public administrators should engage citizens in the initial discussion of policy options (Frederickson, 2010; Guy & McCandless, 2012; Johnson & Svara, 2011; Jos, 2014). As direct beneficiaries of Ohio's policy, low-income urban citizens can offer ideas from their perspective. A policy's intended beneficiaries' participation in the process will enhance their belief in a governmental action (Abel, 2014; Jos, 2014; Oh & Bush, 2015). In cases where disadvantaged citizens are unable to participate, public administrations should represent their interests to policy makers and other citizens (Frederickson, 2005; Glaser et al., 2011), especially because the policy process favors the majority population and powerful interests (Frederickson, 2010; Gooden, 2015; Johnson & Svara, 2011). Low-income citizens may propose ideas that professionals and legislators did not consider because of their different perspectives.

**Procedural fairness.** The disparities of influence in the policy process between parties engaged in the policy development and those uninvolved can create unfair outcomes. As a result, public administrators should ensure that the policy formulation process is fair (Abel, 2014; Alkadry et al., 2015; Grohs et al., 2016; Johnson & Svara, 2011; Jos, 2014). Fairness requires public administrators to be guided by honesty, truth, lack of prejudice, and transparency (Abel, 2014; Alkadry et al., 2015; American Society of Public Administration, 2013; Box, 2015). Section 3328.11 of Ohio's CPBS law requires that the school's operator must have prior experience when operating a publicly funded residential boarding school (Ohio Revised Code, 2011), which eliminates potential operators without this specific qualification. Though this requirement may seem to be objective, it may limit competition because only one entity operates similar schools

in the nation. According to Johnson and Svara (2011), policies designed to reduce social inequities should not be established through an unfair procedure. An expansion of the pool of potential operators may encourage more interested parties to implement the policy.

**Quality.** A policy to reduce educational disparities aims to improve the academic performance of low-income students. Individuals' educational attainment is directly related to their socioeconomic status (Bass, 2014; Baum, Ma, & Payea, 2013; Johnson & Svara, 2011). Public administrators should ensure that policies achieve their intended purposes (Abel, 2014; Glaser et al., 2011, 2015; Gooden, 2015; Johnson & Svara, 2011). Ohio's failure to establish a CPBS three years after the policy's target date demonstrates an inadequacy in the statute.

**Outcome.** The goal of an equity-based policy is to reduce societal disparities. Verifiable data should show how disadvantaged citizens will benefit as a result of the policy (Baker et al., 2015; Guy & McCandless, 2012; Oh & Bush, 2015). Public administrators should assess a policy's impact on societal equity to determine its effectiveness (Frederickson, 1990; Wang & McFadden, 2016; Wooldridge & Smith, 2015). Wang & Mastracci (2014) described multiple assessment tools that measure the effectiveness of equity-based policies. Ohio's CPBS law has failed to reduce societal inequities, since no school has been established to address a problem acknowledged by policy makers and public administrators.

### **Relation of Social Equity Theory to Study and Research Questions**

The goal of Ohio's CPBS law is to establish a public residential school that prepares targeted low-income students to enter and complete college. Educational attainment, particularly a bachelor's degree, is the most reliable way for low-income citizens to improve their socioeconomic status (Bass, 2014; Baum et al., 2013). Therefore, Ohio's inability to implement the CPBS law continues to maintain societal inequities. SET is suitable for this study because it can be used to advocate for a policy or to propose changes in policy to meet the needs of disadvantaged citizens (Abel, 2014; Brand, 2015; Frederickson, 1990, 2005; Gooden, 2015; Johnson & Svara, 2011; Myers, 2015). SET is appropriate to determine whether a policy designed to reduce societal inequities can achieve its purpose.

Policies targeted at reducing societal inequities should meet certain standards to be successful. These policies should be developed through an open, fair, and rigorous process with defined expectations once implemented (Abel, 2014; Alkadry et al., 2015; Frederickson, 2005; Johnson & Svara, 2011; Jos, 2014). Additionally, equity-based policies face challenges because they redistribute resources from upper-income to disadvantaged citizens (Brand, 2015; Myers, 2015; Oh & Bush, 2015; Wang & Mastracci, 2014). Hence, public administrators should show how increasing the SES of disadvantaged citizens creates positive change for the whole of society (Bass, 2015; Glaser et al., 2015; Gooden, 2015; Johnson & Svara, 2011; Myers, 2015; Wang & Mastracci, 2014). This study sought to provide a greater understanding of the effects of



reducing societal inequities, which may help provide an additional rationale for the establishment of Ohio's CPBS.

The overarching question for this study is: how can Ohio implement its CPBS policy? According to SET, policies aimed at decreasing inequities should be developed through an open process (Johnson & Svara, 2011; Jos, 2014; Oh & Bush, 2015). Public administrators should include all citizens, particularly disadvantaged citizens, so that policies are placed in a historical context (Brand, 2015; Jos, 2014; Myers, 2015). Public administrators should use their knowledge and discretionary authority to facilitate a fair process that incorporates the needs of disadvantaged citizens (Abel, 2014; Alkadry et al., 2015; Baker, Miller, & Bratton, 2015; Jos, 2014; Myers, 2015; Spina, 2013). A policy developed through an open and fair process may be more acceptable to the general public because of its inclusiveness and transparency.

The first sub-question of the study is: what are barriers to the CPBS' law implementation? Redistributive policies face challenges because their purpose is to transfer resources from one segment of society to another (Glaser et al., 2011; Grohs et al., 2016; Spina, 2013). Additionally, the policy interests of upper-income citizens and low-income citizens are not the same (Glaser et al., 2011; Johnson & Svara, 2011; Myers, 2015; Spina, 2013). Furthermore, high-income citizens believe that low-income citizens deserve their low SES, so they are unwilling to provide assistance (Brand, 2015; Johnson & Svara, 2011). These divergent views make equity-based policies difficult to develop and implement.

Public administrators can serve as advocates for disadvantaged citizens.

However, some public administrators define their role as implementing policies rather than as advocates for particular policies (Gooden, 2015; Johnson & Svara, 2011). This minimizes their role in the policy process, as elected officials seek to satisfy a majority of the population to keep their political office (Frederickson, 2010; Myers, 2015). This lack of engagement can result in the provision of inadequate public resources for equity-based policies, thereby enabling policymakers to seek private alternatives to achieve public goals.

The initial cost of establishing a residential public school is high due to the need for new physical infrastructure. Subsequently, the policy will not be as economical or efficient in the short term as non-residential education. Public administrators will need to persuade elected officials and the general public that the primary assessment method of an equitable policy is its effect on improving the lives of disadvantaged citizens (Baker et al., 2015; Frederickson, 2010; Gooden, 2015). These high costs may also limit the ability of private interests to implement equity-based policies (Koppell & Auer, 2012; Wang & McFadden, 2016). Though an equity-based policy can be quantitatively measured, the extended time to show its effectiveness can become an obstacle.

A publicly funded residential high school will have to compete with other education policies for resources. Current educational accountability policies place emphasis on test scores rather than equality and fairness of educational opportunities (Frederickson, 2010; Glaser et al., 2011; Guy & McCandless, 2012), creating a situation wherein citizens in successful school districts perceive redistributive educational policies

as welfare rather than opportunities for low-income citizens to improve their academic performance (Glaser et al., 2015; Grohs et al., 2016; Myers, 2015). The unwillingness to support equitable policies is greater when the beneficiaries of the policies are of a different race (Brand, 2015; Johnson & Svara, 2011; Valant & Newark, 2016). Political ideology can also become a barrier to equity-focused policies, as politicians address problems with preconceived notions (Frederickson, 2010). Consequently, public administrators' discretion is constrained by public attitude and legislative actions.

The States of Florida, Maryland, and the District of Columbia operate publicly funded residential schools that serve low-income students. The schools in Maryland and Washington, D.C. have improved the academic performance of their students (Bass, 2014; Curto & Fryer, 2014). Therefore, the second sub-question is to examine whether Ohio can learn implementation strategies from these jurisdictions. Koppel and Auer (2012) asserted that governments could partner with private organizations to implement policies that decrease inequities in society. However, governments should be primarily responsible for ensuring achievement of the education policy's objectives (Johnson & Svara, 2011; Koppell & Auer, 2012; Oh & Bush, 2015). Ohio's public administrators can use the knowledge of how these jurisdictions partnered with private interests to propose solutions to the current policy impasse.

The third sub-question is: what actions can be taken to encourage the establishment of a publicly funded CPBS in Ohio? Policies designed to reduce societal inequities redistribute resources from higher income individuals to disadvantaged citizens (Brand, 2015). Therefore, public officials must convince citizens that this redistribution

benefits all of society (Baker et al., 2015; Durant & Rosenbloom, 2016; Gooden, 2015; Mahoney, 2013; Myers, 2015). It is incumbent upon officials promoting policies to reduce inequities to involve all segments of society, particularly underrepresented citizens in policy development (Frederickson, 2010; Johnson & Svara, 2011; Jos, 2014; Oh & Bush, 2015). A greater understanding of the effect of previous policies may allow citizens to understand the goal of equity-based policies.

Another strategy to encourage implementation of Ohio's CPBS policy is to demonstrate the costs of inaction. Individuals with low educational attainment will still cause redistribution of resources; however, it will be for nonproductive purposes (Johnson & Svara, 2011). Society will have to pay for health disparities and judicial incidents associated with under-educated citizens. Public administrators should inform the public that equity-based policies can be objectively measured (Wang & Mastracci, 2014), thereby alleviating concerns about the assessment of those policies. Public officials can disseminate information about the long-term societal costs of low SES citizens in comparison to the productivity of disadvantaged individuals who earn a college degree and improve their SES.

A residential boarding school for students from low-income single parent families who reside in distressed neighborhoods with poor schools seeks to address multiple social issues. Thus, public officials should seek a collaborative effort to address the problems (Durant & Rosenbloom, 2016; Johnson & Svara, 2011; Jos, 2014). A coalition of interested parties may be necessary to obtain the support of officials and citizens to overcome the hurdles of establishing Ohio's CPBS.

### **Equity-based Policies to Address Societal Problems**

Educational attainment is the most reliable pathway for low-income individuals to improve their SES. Education is provided through public resources because better-informed citizens enhance democratic principles and governance (Cohen, 2014; Knoepfel, First, Della Sala, & Ordu, 2014). Though Ohio's constitution requires the provision of a quality education to its citizens (Ohio Const. art. VI, § 2), a significant portion of public education funding in Ohio is from property taxes (Simon, 2015). However, property values in Ohio's urban areas have declined due to economic conditions and the outward migration of upper-income residents, which has been partially facilitated by public policies. Jurisdictions with low property values have fewer resources to invest in secondary education (Cooper & Mulvey, 2015; Darling-Hammond, 2013; Mahoney, 2013). The reduced educational resources have created inequities, resulting in insufficient opportunities for low-income citizens in urban areas to receive a quality education.

The State of Ohio has failed to implement its CBPS statute, the primary beneficiaries of which are low-income citizens. Society's resources are utilized disproportionately because public policies favor affluent citizens (Bonica et al., 2013; Flavin, 2015; Gilens, 2012; Gilens & Page, 2014). The influence of affluent citizens and interest groups on policy choices starts when politicians create their party agenda (Rigby & Wright, 2013); run for election (Flavin, 2015a), and discuss policy options (Öberg, Lundin, & Thelander, 2015). This study will review how disparities in representation

may have affected the development of Ohio's CPBS law and subsequent failure to establish a school.

Publicly funded boarding schools in other jurisdictions have improved the academic performance of disadvantaged students (Bass, 2014; Crier, 2015; Curto & Fryer, 2014). Despite the high initial costs of establishing a residential school, the state may recover its investments through savings in other public services (Bower, 2013; Steel, Erhardt, Phelps, & Upham, 2015). Though there have been many reforms focused on in-school experiences, outside the school factors (OSF) play a more significant role in the poor performance of the disadvantaged citizens (Asbury & Woodson, 2012; Cooper & Mulvey, 2015; Ladd, 2012). Boarding schools create an educational environment where low-income students can develop the academic and non-cognitive skills necessary to succeed in college.

The CPBS law design requires implementation through a public-private partnership, with the private entity providing significant financial resources. A publicly funded boarding school is one option among an array of education policies available to policymakers (Bower, 2013; Crier, 2015; Curto & Fryer, 2014). However, the initial financial cost per student is high compared to other policy options (Bass, 2014; Crier, 2015; Curto & Fryer, 2014). The fact that the policy will provide benefits to a relatively small number of low-income citizens creates challenges for policymakers (Campbell, 2012; Jordan, 2013; May & Jochim, 2013). Policies that provide benefits to a majority of the people and powerful interests are favored by elected officials, so they receive a disproportionate share of public resources (Frederickson, 2010; Skocpol, 1992). This

study aims to use a pragmatic qualitative approach to identify solutions that may justify how a CPBS in Ohio conserves public resources in the long term by making positive social change in the lives of disadvantaged citizens.

A pragmatic approach is suitable because such studies describe the consequences of action and inaction (Patton, 2014). Additionally, a pragmatic approach enables a researcher to gather information from all relevant sources including official records and interviews (Patton, 2014). The researcher reviewed and compared records from Maryland, Ohio, and Washington, D.C. The researcher also conducted interviews with key participants in the CPBS policy process in Maryland, Ohio, and Washington, D.C., and developed a detailed understanding of the policy development and implementation process. The study's constructs of interest are educational attainment, boarding schools, policy development and implementation, and PPPs. The study also focused on the role of elected and non-elected officials in the policy process.

### **Educational Attainment**

Students from low-income families perform worse academically than students from affluent households (Darling-Hammond, 2014; Galey, 2015; Grusky, Mattingly, Poulin, & Varner, 2014; Ohio Education Policy Institute, 2016). A dominant majority of students attending all Ohio's eight major urban school districts are economically disadvantaged (ODE, 2016). Students are classified as economically disadvantaged if they receive a lunch free or at a reduced price or meet other income criteria (ODE, 2016). The poor educational attainment of Ohio's low-income urban students increases the

inequities in their SES because they are not college-ready when they graduate from high school.

Low-income students' under-preparedness is demonstrated by their scores on the ACT, a cognitive test of ability to succeed in higher education (Erickson & Sidhu, 2015; Schott Foundation for Public Education, 2015). Whereas the recommended score for post-secondary success is 21, the 2014 average score for students in Ohio's eight urban school districts was 17.8 (ODE, 2016). The state's average ACT score was 22 (ACT, 2014).



Table 1.

*ACT Score and Demographics of Ohio's Eight Urban Districts*

	1. Act mean score	Economically disadvantaged	African American
Akron City	18.00	100%	45%
Canton City	19.00	100%	35%
Cincinnati City	19.00	72%	63%
Cleveland Municipal	16.00	100%	66%
Columbus City School District	18.00	100%	56%
Dayton City	17.00	100%	65%
Toledo City	19.00	65%	42%
Youngstown City Schools	17.00	99%	64%
Average for urban schools	17.88	92%	55%
State average	22.00	50%	16%

Low-income students enroll in college at a lower rate than non-low-income students after graduation from high school. Only 56% of low-income students enter college, in comparison to 72% of non-low-income students (Buddin, 2014).

Disadvantaged students also complete college at a lower rate than upper-income students because of their under-preparedness. Only 26% of low-income students who started college in 2004 attained a college degree, compared with 59% of upper-income students (The Pell Institute, 2016). Since higher educational attainment enables low-income

individuals to improve their SES (Baum et al., 2013; Cooper & Mulvey, 2015; Curto & Fryer, 2014), policy makers have tried multiple strategies to close this achievement gap (Bass, 2015; Bower, 2013; Darling-Hammond, 2014; Ladd, 2012). Ohio's current policy alternatives include charter schools, vouchers for students to attend private schools, and specialized schools (ODE, 2015). The inadequacy of existing policies to improve the educational attainment of low-income citizens in urban areas may have played a role in the enactment of Ohio's CPBS statute.

### **Boarding Schools**

Boarding schools, unlike other educational reforms, seek to address outside school factors (OSF) that cause the poor academic performance of low-income students by creating a residential environment conducive to learning. Distressed neighborhoods, unstable home environments, low-income single parent families, nutrition, and parental styles are OSF that cause poor academic performance (Asbury & Woodson, 2012; Bower, 2013b; Cooper & Mulvey, 2015; Darling-Hammond, 2013; Goldsmith, Britton, Reese, & Velez, 2016; Ladd, 2012). These adverse factors have a greater effect on academic performance than in-school activities (Asbury & Woodson, 2012; Bower, 2013; Darling-Hammond, 2014). Consequently, school reforms that do not consider these issues have shown limited success with low-income students (Asbury & Woodson, 2012; Bass, 2014; Crier, 2015; Curto & Fryer, 2014; Darby & Saatcioglu, 2015; Darling-Hammond, 2014). The educational achievement gap between low-income and affluent students continues despite multiple reform efforts (Bass, 2014; Curto & Fryer, 2014;

Darling-Hammond, 2014; Grusky et al., 2014; Reardon, 2013). The lack of success has created the need for an alternative strategy.

Residential education has shown success in closing achievement gap for low-income students (Bass, 2014; Crier, 2015; Curto & Fryer, 2014; Steel et al., 2015). The SEEDS schools in Washington, D.C., and Maryland are primarily publicly funded residential schools which serve low-income students who are predominately African-American. According to Curto and Fryer (2014), based on SEED's results, the achievement gap between African-American students and Caucasians can be closed in four years through residential education. Boarding schools succeed because they provide a stable and safe environment for students (Asbury & Woodson, 2012; Bass, 2014; Crier, 2015; Curto & Fryer, 2014). Professional staff provides academic and non-academic support inside and outside of the classroom throughout the school year (Martin, Papworth, Ginns, & Liem, 2014; Pfeiffer & Pinguart, 2014; Rollins & Cross, 2014). The constant source of support is particularly important for low-income students from single parent families as their parents may not have the educational, economic, or physical ability to provide aid (Bass, 2014; Bower, 2013; Crier, 2015; Darby & Saatcioglu, 2015). Students can focus on their studies with limited distractions.

Boarding schools also enable students to develop social skills necessary to succeed in life. Students develop leadership and adaptive skills because they are immersed with fellow students for a continuous period (Bass, 2014; Crier, 2015; Martin et al., 2014). The requirement that students engage in extracurricular activities including athletic, social, or cultural events enables students to grow psychologically (Crier, 2015;

Martin et al., 2014; Pfeiffer, Piquart, & Krick, 2016). Relationships with peers who share common goals are in contrast with the damaging effect of peers in neighborhoods where low-income students may conform to non-academic behavior to be accepted (Asbury & Woodson, 2012; Bass, 2014; Bower, 2013; Crier, 2015; Curto & Fryer, 2014). The daily structure of boarding schools forces students to develop discipline and organization skills (Asbury & Woodson, 2012; Crier, 2015; Curto & Fryer, 2014). Students also receive healthy nutrition and access to health and mental care all of which contribute to enhanced academic performance (Bower, 2013; Rollins & Cross, 2014). The enhanced physical, mental, emotional and educational environment of a residential school provides a better opportunity for students from low-income single parent families who live in urban areas to succeed.

Nonetheless, there are challenges associated with residential education. The constant and continuous interaction of adolescents creates opportunities for students to bully each other (Lester & Mander, 2015; Pfeiffer & Piquart, 2014). Also, students may become disconnected or lose their cultural identity due to a prolonged absence from family and friends (Asbury & Woodson, 2012; Bass, 2014; Martin et al., 2014). The location of the school may create obstacles for low-income parents with limited time and transportation to interact with their children (Bass, 2014; Crier, 2015). These challenges can be addressed through a systematic and comprehensive anti-bullying program implemented by staff and students (Lester & Mander, 2015; Pfeiffer & Piquart, 2014; Rollins & Cross, 2014). Bass (2014) and Crier (2015) argued that schools should be placed in urban environments so that students have access to their families and diverse

cultural activities. The financial resources needed to address these challenges are the most apparent obstacle to publicly financed boarding schools.

The addition of a residential component to education significantly increases the cost of providing this public service. The annual cost of attendance per student at a SEED school is \$40,000 (Curto & Fryer, 2014). In comparison, the 2014 operating expenses per year for a non-residential student in Ohio's eight urban areas is \$14,077 (ODE, 2016). Section 3328. 33 (B) of Ohio's CPBS law stipulates that the residential school will receive 85% of the expenditure per student from a CPBS's student's home district (Ohio Revised Code, 2011). Per Section 3328. 33 (B), the state will also provide \$25,000 per year for boarding expenses (ORC, 2011). In summary, the state will provide up to \$37,000 per student. Based on current estimated expenses, there will be a gap in state funding for operating expenses and estimated expenses. The current CPBS statute requires the private operator to provide resources for constructing the dormitories while the state will fund classroom construction. The high cost of creating a physical infrastructure may be a hurdle to establishing Ohio's CPBS.

Public investment in residential education may conserve societal resources in the long term. According to Curto and Fryer (2014), each successful student saves society \$250,000 per year in increased income, avoidance of the justice system and better health associated with educational attainment. Low-income boarding school graduates earn college degrees at a higher rate than their non-boarding school counterparts (Curto & Fryer, 2014; Steel et al., 2015). College graduates earn twice the amount of non-degree holders (Baum et al., 2013), live longer and are in better health (Bower, 2013; Steel et al.,

2015) and volunteer at a higher rate than non-degree holders (Steel et al., 2015).

Furthermore, enhanced academic attainment reduces the chances of low-income SES students becoming engaged in the juvenile justice system (Baker & Lang, 2013; Bass, 2015; Cooper & Mulvey, 2015; Crier, 2015). The annual cost of incarceration for a single child in Ohio is \$79,000 (The Justice Policy Institute, 2009). The potential direct and indirect benefits associated with boarding schools should motivate Ohio's policy makers to review the CPBS policy in the public's interest.

### **Policy Development and Implementation**

The lack of implementation is a negative feedback to Ohio's CPBS statute. Jordan and Matt (2014) stated that policies are subject to revisions when there is clear evidence of non-performance if external conditions remained the same. Public administrators should review the policy's development process to ensure whether there is a strong regime capable of implementing the policy (May, 2015; May & Jochim, 2013). The goal of Ohio's CPBS law was to establish a school that reduces societal inequities by improving the academic performance of disadvantaged students. According to SET, an equity-based policy development process should include all relevant parties (Frederickson, 2010; Guy & McCandless, 2012; Johnson & Svara, 2011; Jos, 2014). An expanded and inclusive policy formulation process generates greater understanding and feasible alternative strategies (Frederickson, 2010; Heaney & Lorenz, 2013; Johnson & Svara, 2011; Jos, 2014; Nowlin, 2016). This study includes a review of Ohio's CPBS law development process to understand how the policy was designed, who participated in the process, and why the policy included certain criteria.

**Policy development.** Policies are designed to address specific issues. The inclusion of parties affected by the policy's design enhances the legitimacy of the proposed plan (Erikson, 2015; Ney & Verweij, 2014; Touchton & Wampler, 2014). Citizens and parties engaged in the development process influence the policy's design (Ellis, 2013; Erikson, 2015; Gabriel & Paulus, 2015; Gilens & Page, 2014; Page et al., 2013). Consequently, public policies reflect the wishes of parties active in governance.

**Elected officials.** Politicians promote policies favored by interests critical to their political success. Elected officials attend to the wishes of campaign contributors above the benefit of disadvantaged citizens (Flavin, 2015). The policy preferences of affluent citizens are prevalent in the political party's agenda before policymakers are elected (Rigby & Wright, 2013). Furthermore, affluent citizens vote at a higher rate than low-income citizens (Bonica et al., 2013; Franko, 2015). Consequently, politicians seek the support of people more likely to participate in the political process (Bonica et al., 2013; Franko, 2015; Griffin & Newman, 2013). Thus, elected officials enter office with a disposition to promote policies favored by upper-income citizens.

Affluent citizens and organized interests are more involved in governance than low-income citizens (Bonica et al., 2013; Franko, 2015; Griffin & Newman, 2013; Page et al., 2013). Therefore, public policies reflect the interest of affluent citizens and powerful interest groups (Bonica et al., 2013; Flavin, 2015; Gilens, 2012; Gilens & Page, 2014; Hayes, 2013). Also, lobbyists representing affluent citizens effectively promote their interests above the wishes of disadvantaged citizens (Anderson & Donchik, 2016; Flavin, 2015). According to Gilens (2012), the responsiveness of policy to wealthy

citizens is critical when the policies may have an inequitable effect on low-income citizens. This divergence in policy preferences sustains societal inequities.

Though both affluent and low-income citizens support educational programs, one of their areas of disagreement is the role of private entities in public education (Anderson & Donchik, 2016; Gilens, 2012; Page et al., 2013). High-income citizens do not support policies that provide additional public support for education (Bass, 2015; Myers, 2015; Page et al., 2013). Affluent citizens believe in market choices, whereas low-income citizens believe that more public resources should be dedicated to education (Gilens, 2012). Policy makers have introduced market-oriented policies to address education issues (McDonnell, 2013). Low-income citizens should be more engaged in governance to deter policy responsiveness to affluent individuals.

**Professional public administrators.** Public administrators should provide their professional expertise and adhere to their ethical obligations during the policy development process. As neutral participants, public administrators can advocate policies that reflect the interests of disadvantaged citizens (Baehler, Liu, & Rosenbloom, 2014; Box, 2015; Hufen & Koppenjan, 2014; Kennedy, 2014; Neill, 2012; Palus & Yackee, 2013; Termeer, Dewulf, Breeman, & Stiller, 2015). Public professionals may advocate by sharing their technical expertise on specific subject matters (Baehler et al., 2014; Flavin, 2015b; Howlett & Migone, 2013; Hufen & Koppenjan, 2014; Palus & Yackee, 2013; Termeer et al., 2015). They can also provide opportunities for all citizens to participate in policy development (Erikson, 2015; Knox, 2016; Neill, 2012; Trouset et al., 2015), thereby ensuring that policies reflect the public interest.



Professional administrators can influence policy development by engaging in the description of the issue being addressed (Hulst & Yanow, 2016; Knox, 2016; Lavery, 2014; Marvel & Resh, 2015; Palus & Yackee, 2013; Rose & Baumgartner, 2013; Saito, 2015; Termeer et al., 2015). Administrators should engage in a deliberative discourse to inform citizens and elected officials that policies that assist low-income people also accrue to the benefit of society (Gerstl-Pepin, 2015; Hufen & Koppenjan, 2014; Knox, 2016; Ney & Verweij, 2014; O’Leary, Choi, & Gerard, 2012). The indirect benefit is significant for policies that improve the educational attainment of low-income citizens (Bass, 2015; Darling-Hammond, 2014; Johnston & Newman, 2016; Mahoney, 2013; Mohanty, 2016; Myers, 2015). Educated citizens become more productive and contribute to society.

Public administrators can counsel elected officials to promote equitable educational policies as solutions to reduce welfare for low-income citizens (Baehler et al., 2014; Bass, 2015; Hulst & Yanow, 2016; Mohanty, 2016; Rose & Baumgartner, 2013; Saito, 2015). High-income citizens are less supportive of redistributive policies if beneficiaries are of a different race (Barnes, 2013; Jensen & Skaaning, 2015; Saito, 2015; Valant & Newark, 2016). The majority population perceives disadvantaged minority citizens as undeserving of assistance (Barnes, 2013; Jensen & Skaaning, 2015; Myers, 2015). The CPBS policy may have been designed to address the unwillingness of higher SES majority citizens to assist minority students.

**Interest groups.** Organized interest groups and individuals representing private groups may also engage in the policy development process. Policies that address

multiple issues attract interest groups with different agendas (Anderson & Donchik, 2016; Head & Alford, 2015; Howlett & Migone, 2013; Marchetti, 2015; Phinney, 2016). Because there are several factors responsible for the poor academic performance of low-income citizens, multiple solutions have been proposed (Galey, 2015; Reckhow & Snyder, 2014; Simon, 2015). Professional public administrators can use their knowledge and skills to guide policy makers and citizens to make the most appropriate choices (Anderson & Donchik, 2016; Baehler et al., 2014; Gabriel & Paulus, 2015; Hufen & Koppenjan, 2014). Clarification of policy options will enable society to understand the costs associated with the eventual decisions.

**Policy development and research questions.** The primary research question is how Ohio can implement its law on college preparatory boarding schools? The design of a policy contributes to its chances for success (May, 2015; Öberg et al., 2015). Policies outside political feasibilities and without an adequate support system are unlikely to be implemented (Favero & Meier, 2013; Gilens & Page, 2014; Lawrence, Stoker, & Wolman, 2013; Manzano, 2013; May, 2015; Öberg et al., 2015; Rigby & Wright, 2013). This study resulted in a greater understanding of the CPBS's policy development process.

A policy's formulation process should include participation by its stakeholders (Lavery, 2014; Manzano, 2013; Marvel & Resh, 2015; Mosley & Galaskiewicz, 2015; Ney & Verweij, 2014; Phinney, 2016). Inclusiveness is of particular importance to policies that redistribute resources. Otherwise, a segment of society may oppose the policy (Bass, 2015; Jensen & Skaaning, 2015; Ney & Verweij, 2014; Touchton & Wampler, 2014). I reviewed the role of all actors in the CPBS policy development

process. The actions of elected officials (Lawrence et al., 2013; Manzano, 2013; Öberg et al., 2015) and public administrators (Howlett & Walker, 2012; Kennedy, 2014; Marvel & Resh, 2015) were examined. Also, efforts by interest groups (Anderson & Donchik, 2016; Galey, 2015; Marchetti, 2015; Simon, 2015), citizens (Erikson, 2015; Griffin & Newman, 2013; Touchton & Wampler, 2014), private foundations (McLaughlin, West, & Anderson, 2016; Mosley & Galaskiewicz, 2015; Phinney, 2016; Reckhow & Snyder, 2014), and consultants (Gabriel & Paulus, 2015; Howlett & Migone, 2013) were investigated.

The purpose of understanding the roles of these CPBS policy stakeholders was twofold. One, to determine if they participated in the development process and secondly, was their position reflected in the CPBS law? This knowledge may help develop an understanding of the barriers as sought by the first sub-question. If elected officials that champion a policy leave office, the policy will lose an advocate (Lawrence et al., 2013; Manzano, 2013; Öberg et al., 2015). Inadequate involvement of public professionals can create obstacles because they may be less motivated or lack the capacity to implement the law (Howlett & Walker, 2012; Kennedy, 2014; Kettl, 2015; Soss & Moynihan, 2014). Interest groups and private foundations may promote a law that satisfies their objectives but not the public interest (Marchetti, 2015; McLaughlin et al., 2016; Mosley & Galaskiewicz, 2015; Phinney, 2016). Consultants may provide information that meets the need of particular interests but not the public interest (Gabriel & Paulus, 2015; Howlett & Migone, 2013). Finally, redistributive policies that do not enjoy support from both affluent and low-income citizens are unlikely to succeed (Favero & Meier, 2013;

Gilens & Page, 2014; Touchton & Wampler, 2014). The increased understanding generated a comprehensive view of the CPBS statute development process.

The second sub-question is whether Ohio can learn lessons from the State of Maryland and Washington, D.C. , who both currently operate publicly funded residential boarding schools for low-income students. Public officials should understand how other jurisdictions implemented similar policies (Marvel & Resh, 2015; Park et al., 2014). Consequently, I assessed the policy development process in the three jurisdictions.

The third sub-question is: what actions might need to occur to create Ohio's CPBS? Ohio's CPBS law may need to be revised to be implemented. Zittoun (2015) argued that policy has failed when it has not achieved its objective. Ohio's CPBS law places a burden on the private partner to provide significant financial resources (Ohio Revised Code, 2011). The reliance on private financing places education, a valuable public service, at risk (McLaughlin et al., 2016). Unavailability or unpredictability of private funding effectively prohibits implementation of public policy.

The adverse effects of under-educated citizens impacts society in multiple ways; therefore, collaboration among multiple public agencies rather just the education department may reduce or eliminate the burden on the private partner. Problems that cannot be easily defined or resolved with a simple solution are caused by several factors and result in several adverse effects (Head & Alford, 2015). Policy problems require an inclusive and collaborative development process to create a regime that can transfer plans into action (Darling-Hammond, 2014; Head & Alford, 2015; Ladd, 2012; May & Jochim, 2013; O'Leary et al., 2012). The poor academic performance of low-income students is a

significant problem because it is caused by multiple factors and resources have been spent to resolve the problem without success. Public administrators should lead the development process because of their unique position in the political and administrative spheres.

**Policy implementation.** Ohio's CPBS law has stagnated because no school has started operations three years after the policy's target date for admissions of students. The reasons for this failure are unclear. Termeer et al. (2015) argued that stalled policies addressing problems need revitalization to restart the implementation process. Revitalization occurs when public officials restart a stalled policy process (Termeer et al., 2015). Policymakers should be resilient by adopting actions to overcome unpredictable events and have the capacity to respond to unforeseen circumstances (Termeer et al., 2015). Ohio enacted its CPBS law in 2011 with certain expectations. Therefore the lack of implementation should generate a review of the statute to understand why the policy is stalled.

The review process should be fair and thorough. Public administrators may be best suited to lead the review because of their technical expertise and responsibility to promote the public's interest (Baehler et al., 2014; Bonica et al., 2013; Box, 2015; O'Leary et al., 2012). Also, public administrators have access to inform elected officials who are responsible for making any necessary changes (Ellis, 2013; Palus & Yackee, 2013). As a result, each branch of public officials can fulfill their governance roles.

Policies are more likely to be implemented if they have the support of key stakeholders. Direct & indirect beneficiaries, resource providers, elected and non-elected

officials, and advocacy groups should participate in the implementation process (Darling-Hammond, 2014; Galey, 2015; Gilens & Page, 2014; Head & Alford, 2015; Lavery, 2014; Manzano, 2013; Marchetti, 2015; Marvel & Resh, 2015; May, 2015; McLaughlin et al., 2016; Öberg et al., 2015; Page et al., 2013; Trouset et al., 2015). This support is necessary for the CPBS to counterbalance the current actors within Ohio's education policy network. May and Jochim (2013) advised that new policies need a regime that provides positive feedback and governance infrastructure to compete against existing policies. The roles of possible regime members are described below:

**Elected officials.** The power to revise state statutes belongs exclusively to elected individuals. Öberg et al. (2015) argued that existing relationships limit policy options considered during development because some choices are discarded for political reasons. The CPBS statute's implementation failure may cause elected officials to consider other options. According to Ellis (2013), elected officials in competitive districts will promote policies that favor low SES citizens if they need to secure their votes for reelection. Public administrators should seek and counsel appropriate lawmakers who can serve as champions for policy revitalization (Ellis, 2013; Palus & Yackee, 2013). The elected officials can present evidence of the costs of the CPBS implementation failure to their colleagues.

**Public administrators.** Though these professionals operate within legal parameters, they have discretion, expertise, and an obligation to promote fair and equitable policies (Baehler et al., 2014; Frederickson, 2005; Howlett & Walker, 2012; Hufen & Koppenjan, 2014; Johnson & Svara, 2011, p. 275; Palus & Yackee, 2013;

Termeer et al., 2015). Public administrators have unique access to elected officials as part of their regular duties (Palus & Yackee, 2013) so they can highlight implementation problems to elected officials (Hufen & Koppenjan, 2014; Zittoun, 2015). Consequently, highlighting implementation problems is within their professional boundaries in the policy process.

Professional administrators should provide elected officials and citizens with comprehensive information so they can make informed decisions. Accountability policies have created a negative image of public schools, particularly those serving low-income citizens, as failed institutions (Au, 2016; Gerstl-Pepin, 2015). Media coverage of poverty-related issues has created an impression that blames poor citizens for their low SES (Rose & Baumgartner, 2013). To counteract these impressions, public administrators should engage elected officials and citizens in a deliberative discourse (Frederickson, 2005; Knox, 2016; Wolfe, 2012). Redistributive policies that enhance academic performance for low-income citizens should be framed as opportunities for social change rather than welfare (Hulst & Yanow, 2016). The reframing of the CPBS may make additional investment of state funds more feasible.

A college preparatory boarding school is designed to deal with OSFs that affect the academic performance of a select group of students. The school aims to mitigate societal issues of poverty, health, crime, and quality education. Public administrators seeking to implement policies that address intersectional issues should collaborate with other public and private professionals (Darling-Hammond, 2014; Head & Alford, 2015; Ladd, 2012; O'Leary et al., 2012; Termeer et al., 2015). While high school dropouts are

more likely to become entangled in the criminal justice system (Baker & Lang, 2013), college graduates contribute to the economy and society spends less on their health care and other needs (Baum et al., 2013; Bower, 2013). Society conserves more resources by investing redistributive resources in education than other policies (Cooper & Mulvey, 2015; Hollands et al., 2014; Mahoney, 2013). Public administrators from other state agencies may collaborate and invest portions of their individual organization's resources in the CPBS as long term solutions to their separate issues.

**Direct and indirect beneficiaries.** Low-income, single parents who reside in distressed urban areas should be aware of the CPBS statute. Direct beneficiaries can provide positive feedback and advocate for policy (Favero & Meier, 2013; Lavery, 2014; Touchton & Wampler, 2014). Awareness of policies that provide direct benefits increases the participation of its beneficiaries in governance (Chen, 2013; Erikson, 2015; Griffin & Newman, 2013; Ney & Verweij, 2014). Active support of potential beneficiaries will increase the political and social support for the implementation of the CPBS law.

The increase in educational attainment of low-income citizens benefits society by making disadvantaged citizens more productive. Knowledge about the long-term benefits of redistributive education policy may persuade high-SES citizens to support these policies (Bass, 2015; Cooper & Mulvey, 2015; Hulst & Yanow, 2016; Johnston & Newman, 2016; Mahoney, 2013; Rose & Baumgartner, 2013). Public officials should advise citizens and institutions that address issues related to low-income SES citizens about the effectiveness of a CPBS. The inclusion of indirect beneficiaries may generate



additional resources and ideas (Bass, 2015; Gilens & Page, 2014; Mahoney, 2013; May, 2015). The collective efforts of a diverse group should create a more supportive environment for the CPBS law.

**Resource providers.** The requirements of resources beyond those provided by the state may be a barrier to the CPBS' statute implementation. Public officials may seek resources from institutions interested in educational initiatives (Bass, 2015; Darling-Hammond, 2014; Galey, 2015; McLaughlin et al., 2016; Reckhow & Snyder, 2014). The federal government has previously funded educational initiatives aimed at closing the academic achievement gap between advantaged and disadvantaged citizens (Darling-Hammond, 2014; Galey, 2015). Educational foundations may also provide funding to implement non-traditional education strategies (McLaughlin et al., 2016; Mosley & Galaskiewicz, 2015; Reckhow & Snyder, 2014). The combination of federal and private funding may overcome the obstacle of funding the CPBS physical infrastructure and other operational costs.

**Advocacy and interest groups.** Community organizations and social justice groups advocate for equity-based policies by providing reinforcement feedback to public officials. Marchetti (2015) posited that these groups should systematically focus their efforts on elected officials sympathetic to their cause. These community organizations may serve as a counterbalance to interest groups proposing privatization of public education (Anderson & Donchik, 2016). Advocacy groups can use their credibility to promote the interests of disadvantaged citizens.

**Policy implementation and the study's research questions.** The primary research question for this study is: how can Ohio implement its CPBS statute? The policy is currently in limbo. Jacobs and Weaver (2015) argued that policies designed to address complex social issues that are not directly attributed to specific causes are more likely to fail because the policies are a compromise between the different interests who may be unwilling to bear the implementation costs. A policy regime with broad capacity may provide resources necessary to implement complex policies (May, 2015; May & Jochim, 2013). This study generated an understanding of the hurdles preventing implementation of the CPBS law and proposes feasible solutions to resolve the impasse.

The first sub-question is what barriers are preventing implementation of the CPBS statute. Section 3328.11 of the CPBS law requires the private operators to secure significant financial resources to develop the physical infrastructure for the residential element of the school (Ohio Revised Code, 2011). Consequently, this public policy cannot be implemented without private funding. Private funders may seek specific consideration or impose their philosophies as a condition of providing resources (McLaughlin et al., 2016; Reckhow & Snyder, 2014). These requests may conflict with evidence-based strategies successful with the targeted population (McLaughlin et al., 2016). Also, the withdrawal of funding support during the project due to an inability to provide all the resources necessary would destabilize public policy (Mosley & Galaskiewicz, 2015). The CPBS statute requires significant resources from private sources who must abide by the law's requirements while limiting their abilities to influence school operations.

Section 3328.11 (A) (1) of the CPBS law also requires potential operators to have previous experience operating publicly funded college preparatory boarding schools for low-income students (Ohio Revised Code, 2011). This requirement may limit potential operators to only the company currently operating the schools in Maryland and Washington, D.C. Public policies designed to address societal inequities should be developed and implemented in a fair and transparent manner (Alkadry et al., 2015; Gooden, 2015; Johnson & Svara, 2011; Jos, 2014). Otherwise, the public and other interested parties may see the result as unfair.

Another barrier to the CPBS policy may be eligibility criteria for potential students. Section 3328.01 requires eligible students to meet criteria other than low-income and poor academic performance to qualify for admission (Ohio Revised Code, 2011). Section 3328.01 also requires that students must have a demonstrated record of disciplinary problems, or a member of their family must be incarcerated (Ohio Revised Code, 2011). Elected officials are reluctant to associate with controversial policies (Gerstl-Pepin, 2015). As a result, politicians may be unwilling to advocate for resources for students perceived to disobey society's norms.

Unlike Ohio, the State of Maryland and Washington, D.C. implemented their college preparatory boarding school laws. The second research sub-question is: what lessons can Ohio's public officials learn from these jurisdictions? The political ideology of elected officials (Lawrence et al., 2013; Manzano, 2013), their prospects of re-election (Ellis, 2013; Griffin & Newman, 2013) professionalism (Marchetti, 2015) and time left in their offices (Fiva & Natvik, 2013) affect their policy choices. The researcher compared

the characteristics of elected officials who championed the CPBS policy in each jurisdiction and found CPBS had support across the political spectrum.

The role of public administrators in the implementation of CPBS schools in Maryland, Washington, D.C., was studied. Public professionals have technical, knowledge and political skills to convert legislation to action (Baehler et al., 2014; Frederickson, 2005; Marvel & Resh, 2015). Marvel and Resh (2015) argued that minority public administrators can advocate forcefully for policies that impact underrepresented communities because they feel a moral obligation and connection to their communities. On the other hand, Kennedy (2014) posited that public administrators from majority populations are more effective advocates, as they are perceived as more objective. The researcher identified and interviewed the relevant public administrators from each jurisdiction.

The third sub-question is: what actions can be taken to encourage the establishment of Ohio's CPBS? Public officials need to revitalize stalled policies to address societal problems (Jacobs & Weaver, 2015; May & Jochim, 2013). Jordan and Matt (2014) asserted that policies might undergo significant changes when there is clear evidence of failure. Ohio's current CPBS law failed to achieve its primary objective of establishing a school by August 2013. Zittoun (2015) stated that a policy that does not meet its expectation is a failed policy. Since the underlying reasons for establishing Ohio's CPBS still exists, state officials should revise the law or grant public administrators greater discretion to implement the policy. Policies designed to reduce societal inequities should be carried out through due process (Johnson & Svava, 2011). A

more inclusive process may attract parties with resources and new ideas (Johnson & Svara, 2011; Termeer et al., 2015). The current legislation may be revised to allow more interested parties to compete for the opportunity to operate the CPBS.

Ohio's current law requires the operator to procure private funding to be granted authority to establish a CPBS. However, federal government and other state funding may be necessary for programs that address issues related to the poor academic performance of disadvantaged citizens (Darling-Hammond, 2013; Galey, 2015; Head & Alford, 2015; Reckhow & Snyder, 2014). Pacheco (2014) argued that public funding for successful educational policies tends to be stable in the long term. Additionally, the cost-effectiveness of residential education over the long run may motivate public officials to increase state support (Baker et al., 2015; Glaser et al., 2011; Hollands et al., 2014). The return of investment in increasing the educational attainment of low-income citizens may help create a review of the current CPBS law's funding strategy.

The eligibility criteria for targeted CPBS students include behavioral and criminal conditions that may frame potential attendees as unworthy of societal support. The framing of a problem affects political support and policy choices (Gerstl-Pepin, 2015; Hulst & Yanow, 2016; Rose & Baumgartner, 2013; Wolfe, 2012). Majority populations are reluctant to support redistributive policies that assist minority populations (Barnes, 2013; Jensen & Skaaning, 2015; Rose & Baumgartner, 2013; Valant & Newark, 2016). The student's eligibility criteria may need to deemphasize or revise the non-income criteria to gain public support.

## **Public-Private Partnerships**

The lack of adequate public resources due to policy choices that favor affluent citizens may cause states to seek private sources for programs targeting disadvantaged citizens. Sclar (2013) maintained that education of citizens is an essential mission of the government that is too important to assign to private parties. In contrast, Roberts and Siemiatycki (2015) claimed that PPPs built through a collaborative and open process that includes beneficiaries of the service provided by a private party can yield a satisfactory outcome. According to PFT and SET, beneficiaries and interested parties should provide feedback to policymakers in an open and fair process.

Ohio's CPBS law's requirement for potential operators to have prior experience may prevent fair competition. The only publicly funded residential schools similar to Ohio's proposed institution are operated by the SEEDs Foundation. Therefore, all other interested parties are excluded from participating in the bidding process. The process of selecting a private partner must be inclusive to generate trust between public officials, beneficiaries and private entities (Mendel & Brudney, 2012; Roberts & Siemiatycki, 2015). Iossa and Martimort (2012) cautioned that there should be a clear demarcation between the policy design and implementation phase. Involvement of the potential partner in the development phase may create a moral hazard because the private entity has an unfair advantage over other entities that may be interested in providing the service (Iossa & Martimort, 2012). Policies aimed to promote social equity must be developed and implemented in an open, just, and fair process (Johnson & Svara, 2011). A loss of

interest, inadequate capacity, or unwillingness of a single private organization to adhere to public policy hinders the implementation of the CPBS statute.

PPPs deliver public services. Hence, it is incumbent that they uphold public service values (Reynaers, 2014; Reynaers & Graaf, 2014; Willems, 2014). As stewards of public funds, PPPs must be accountable, transparent, responsible, and responsive while providing quality services (Reynaers & Graaf, 2014). These values are necessary because public agencies that provide the same services are expected to meet these expectations (Box, 1999; Reynaers & Graaf, 2014; Willems, 2014). Policymakers considered these factors during the CPBS policy implementation process.

Ohio's apparent dependence on a particular entity may be due to the limited knowledge of its public administrators about residential education. Public officials should have the requisite knowledge effectively to administer a PPP (Iossa & Martimort, 2012; Mendel & Brudney, 2012; Roberts & Siemiatycki, 2015; Sarmes, Csoz, Ciolac, & Martin, 2014; Van Gestel, Voets, & Verhoest, 2012). DiMartino (2014) advocated a continuum of control for the involvement of private entities in public education that ranged from affiliation to comprehensive managers. Comprehensive managers assume total control of the school from staff and are judged by the school's outcomes (DiMartino, 2014). However, the comprehensive manager must have the support of the local community and should have been selected through an open process to garner trust (DiMartino, 2014). Ohio's CPBS law employs the comprehensive manager approach. However, the policy's development process may have foreclosed an opportunity for input by its potential beneficiaries, thereby reducing its legitimacy.

**Public-private partnerships and the study's research questions.** The inadequacy of public resources creates a need for private funding for public services (Gurn, 2016). Therefore, the overarching research question anticipates involvement of private entities in the establishment of Ohio's CPBS. Research sub-question one seeks to understand the barriers to implementation of the CPBS policy. The CPBS statute may have limited implementation of Ohio's policy to a specific vendor. Unless this particular entity acts or there is a change in the law, no other entity can serve as the private partner. The researcher reviewed records and interviewed public officials in Maryland and Washington, D.C. about their interaction with the vendor and how private funding was secured as required to answer research sub-question two. Steiner-Khamsi (2013) advised public officials against adopting policies from other jurisdictions without adjustments for the local context. The political and social support for a CPBS available in Maryland and Washington, D.C. may be absent in Ohio.

The response from sub-question two will guide the decisions necessary to encourage the establishment of the CPBS as sought by question three. The high initial costs of developing infrastructure limit the number of entities with the capacity to serve as partners in high-cost public projects (Siemiatycki, 2015). The limited number of capable entities may motivate state officials to revisit the required financial commitment from potential operators of the CPBS. Alleviation of this responsibility may cause a revision of the arrangement from the comprehensive manager approach. Willems (2014) and Reynaers (2014) posited that PPPs can uphold the public value of accountability because of their obligation to adhere to the contractual agreement with public agencies



and fiduciary duty to their stakeholders. Furthermore, Reynear and Graff (2014) argued that PPPs can be customized by public agencies to uphold the most significant public value depending on the circumstances. Ohio's public officials can determine which public value the CPBS statute should promote.

### **Comparison of the Maryland, Ohio, and Washington, D.C. College Preparatory Boarding Schools' Statutes**

The preliminary review of the statutes of Maryland and Ohio indicate that they are identical documents except for two significant items. The Maryland statute commits state funding of \$25,000 per student for the first four years of the school's operations (Maryland State Archives, 2016). Section 3328.24 of Ohio's CPBS statute commits the same amount but only for the first two years (Ohio Revised Code, 2011). The other significant difference is that Maryland specifically adds state funds for two public administrators directly responsible for its CPBS statute. There is no mention of adding public administrative capacities in Ohio's law. Public agencies should have the governance capacity to manage effectively services provided by PPP (DiMartino, 2014; Iossa & Martimort, 2012; Mendel & Brudney, 2012; Van Gestel et al., 2012). This lack of administrative capacity may be a contributory factor to the lack of implementation of Ohio's law. The researcher conducted a detailed review of documents and interviewed a purposeful sample of key participants that generated a contextual and deeper understanding of the similarities and differences among the jurisdictions.

### **Summary and Conclusions**

The State of Ohio recognized that a college preparatory boarding school can improve the educational attainment of disadvantaged citizens. Therefore, it enacted the CPBS law to establish such an institution; however, the policy has not been implemented to date. The reasons for the implementation failure are unclear. The literature review demonstrated that public policies favor affluent citizens, thereby reducing resources available for programs that benefit disadvantaged citizens.

According to the PFT, current policies impact new policies by reducing the state's administrative capacity to implement a new policy and by creating a paradigm through which new plans are considered. The reduced resources and current educational options may have encouraged the state to seek private resources to fund the CPBS. This study generated an understanding of how actors within Ohio's education policy network protected resources geared towards their policy preferences and its effect on the CPBS statute.

Frederickson's social equity theory is based on the premise that society's resources should be allocated to benefit the least advantaged citizens. Dedication of resources to increase the educational attainment of low-income citizen's benefits the general public, as these citizens become productive and contribute to society. Equity-based policies should be developed through an open, fair, just, and inclusive process to develop a consensus necessary to implement the policy. Both direct and indirect beneficiaries should be included in the process so that the policy is deemed as legitimate. Furthermore, the policy should be implemented through a due process. Ohio's CPBS law

may have violated this public service principle by favoring a specific provider during the development process. As a result, the law may have to be revised to encourage other interested parties to establish a CPBS.

Ohio's limited experience with residential education may have caused its public officials to depend on external sources to develop the law. This lack of knowledge may have also contributed to the stagnation of the CPBS law. Therefore, this study describes the CPBS formulation process based on information provided by key participants in Ohio, where the policy has stalled, and Maryland and Washington, D.C., where CPBS are operating successfully. I also reviewed public and official records that placed participants' actions within context.

I utilized a pragmatic qualitative approach to conduct the study. The pragmatic approach was appropriate for the study because proposed solutions must be feasible within currently available resources. The underlying conditions for the CPBS still exist; therefore it was imperative to propose solutions to address these issues. Establishment of CPBS will result in positive social change for both the direct beneficiaries of the policy and society in general.

## Chapter 3: Research Method

### **Introduction**

The purpose of this qualitative study was to understand the hurdles impeding Ohio's plan to establish a CPBS and to devise strategies to overcome the obstacles. A pragmatic approach, including interviews with key participants and reviews of official and public records of the residential education policy in Ohio, Maryland, and Washington, D.C., was used to develop enhanced understanding. From this insight, I propose practical solutions to public officials and interested parties that may lead to the successful implementation of Ohio's CPBS policy.

The major sections of this chapter include a description of the research design that generated answers to the study's research questions to create an understanding of the barriers and possible solutions to implementing Ohio's CPBS law. The chapter also includes a description of my role as researcher, since I was the main instrument in a qualitative approach. The chapter includes a description of the participants' selection, recruitment, data collection, and data analysis procedures. The last three sections of this chapter explain how I ensured trustworthiness of the study and assured ethical treatment of participants and a summary of why a pragmatic qualitative study was appropriate for the effort.

### **Research Design and Rationale**

The primary research question was:

RQ: How can the state of Ohio implement its law on college preparatory boarding schools?

The secondary research questions were:

SRQ1: What are the barriers to CPBS implementation?

SRQ2: Are there relevant lessons about implementation to be learned from other states?

SRQ3: What actions might be taken to encourage the establishment of a CPBS in Ohio?

The primary question aligns with the pragmatic qualitative research approach because the purpose of this study was to propose feasible options for Ohio's policy makers to establish a CPBS. I used SRQ1 to develop an understanding of the barriers blocking implementation of Ohio's CPBS statute. I employed SRQ2 to gather information from jurisdictions that established their CPBS. SRQ3 guided the study's recommendations by determining which actions are feasible within Ohio's current policy process.

### **Central Concept of the Study**

The study's central concept was how policymakers can address societal issues affecting low-income citizens given limited public resources and the tendency of policy to favor the majority of the population and powerful interest groups over disadvantaged citizens. Public officials act within a context in formulating and implementing policy. Elected officials are influenced by the desire to return to office, so they must secure the support of a majority of the population and other interest groups necessary for reelection. Professional public administrators, on the other hand, implement laws passed by elected

officials; however, they have a professional and ethical obligation to ensure due process and promote equitable policies.

The literature review demonstrated that elected lawmakers' actions affect public resources available to address societal problems that affect low-income citizens. Consequently, government officials seek private resources to implement public services. However, the unpredictability of private resources and failure to uphold public service values may impede implementation of an essential public service.

### **Research Tradition and Rationale**

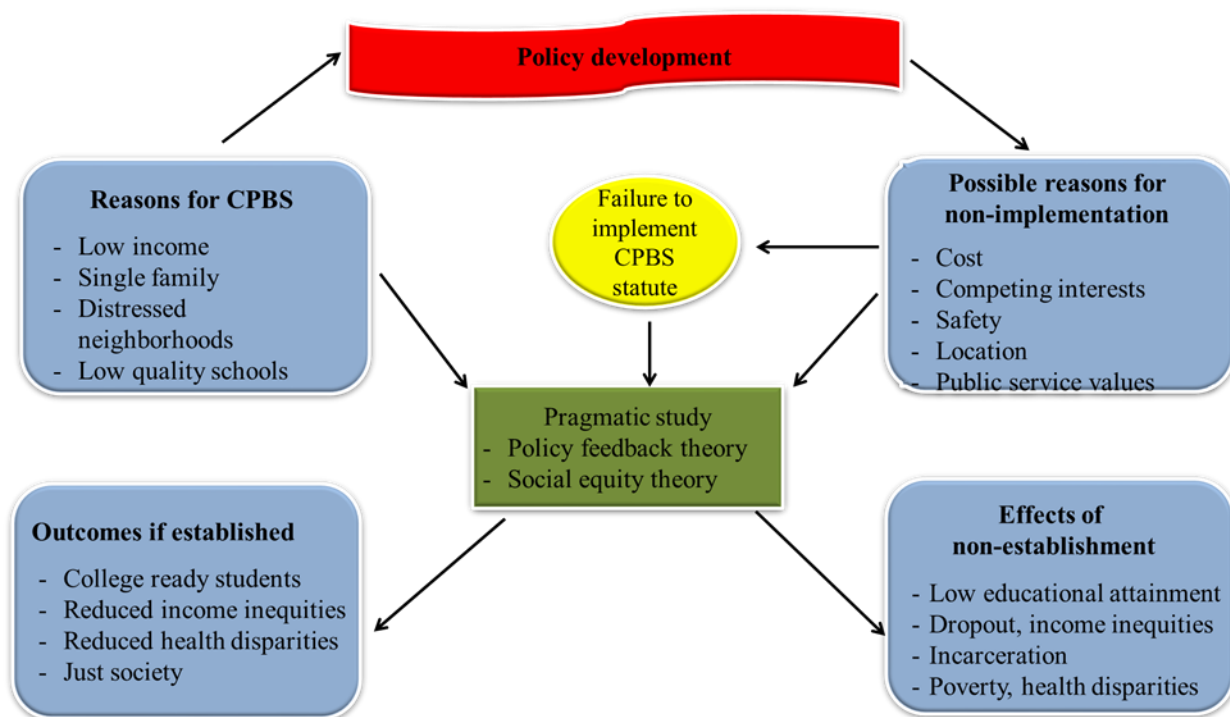
The goal of this study was to identify feasible solutions to establish Ohio's CPBS, so I employed a pragmatic qualitative approach to conduct the research. A qualitative approach was appropriate because it allows researchers to generate a better understanding of a study's topic by putting participants' actions in context (Duram, 2010; Patton, 2014). According to Duram (2010), Greene and Hall (2010), and Patton (2014), the pragmatic qualitative approach is suitable for studies seeking to address current societal problems with feasible solutions. Unlike other scientific inquiries that aim to add to the knowledge base, the purpose of a pragmatic study is to advocate actions that address problems (Biesta, 2010; Duram, 2010; Onwuegbuzie & Leech, 2005; Patton, 2014). Specifically, the pragmatic approach aims to propose solutions to real life problems with an explanation of the consequences of each option (Patton, 2014). The costs of inaction and its effects on the educational attainment of low-income citizens were considered. Therefore, the pragmatic approach was the most appropriate inquiry method to conduct this study.

A pragmatic approach was also suitable for this study because the establishment of Ohio's CPBS is four years behind schedule, so multiple research strategies may be employed to revitalize the policy process. Pragmatic research incorporates the limitation of time and resources, as the inquiry needs to be completed promptly (Patton, 2014). Pragmatic researchers may utilize empirical and qualitative data during the investigation to develop a comprehensive understanding (Duram, 2010; Morgan, 2014; Onwuegbuzie & Leech, 2005). Also, pragmatic researchers may utilize elements of other qualitative approaches during the study (Patton, 2014). The utilization of flexible research strategies enables an efficient development of a comprehensive data collection.

The pragmatic approach affords a researcher flexibility to gather information from appropriate sources to generate deep descriptive data. Duram (2010) and Biesta (2010) said that the pragmatic method allows researchers to investigate how individuals make decisions. The pragmatic approach focuses on gathering knowledge that can be used to make practical decisions (Kvale & Brinkmann, 2008). I interviewed participants to understand their experiences. Patton (2014) recommended document analysis to put human actions in context. The combination of human recollections and the literature review facilitated the creation of a data collection necessary to suggest feasible solutions to implement Ohio's CPBS statute.

The pragmatic approach was appropriate for the study because it focuses on proposing solutions in comparison to other policy options. A pragmatic approach is appropriate for studies whose purpose to propose policy changes by demonstrating the inadequacies of current actions (Duram, 2010). This study explains how failure to act

may impact the state's resources. Figure 2 is an illustration of the relationships between the elements affecting the CPBS policy and contains a concept map of the current research approach. Visualization of a topic enables a researcher to develop a greater awareness of related uses (Maxwell, 2012; Miles et al., 2013).



*Figure 1.* Research design showing how this study's purpose, theoretical foundations and research method are geared to address a societal problem.

### **Role of the Researcher**

The researcher plays a major role in a qualitative study. The researcher is the main instrument in a qualitative study because the effort reflects the researcher's understanding of events (Patton, 2014). Consequently, the researcher should make sure



that bias does not overly influence the study (Maxwell, 2012; Miles et al., 2013).

Researchers must gather thick and detailed data (Maxwell, 2012) that represent the phenomenon under study (Miles et al., 2013). For this study, I interviewed participants and reviewed official and other records in the public domain. I recorded each session to create an accurate record.

Another method to mitigate personal bias is to confirm that the interview reflects the participants' perspectives. Maxwell (2012) cautioned researchers to allow subjects to review the researcher's representations of their answers to ensure that it reflected the participant's view. I sent a transcript of each participant's interview session for their review to conform its accuracy.

I attended a private boarding school in Nigeria; thus, a personal bias towards residential schools may exist. Also, as an administrator at a historically black college and university that attracts underrepresented students from urban areas, I may have a perceived bias to ensuring the success of low-income students, especially those of color.

I did not have any personal or professional relationships with participants in the study. I am not an active member of any political party other than to vote and make occasional campaign contributions at the federal level. The study participants were public officials who work at the state level and other actors who participated in the development of the policy regarding publicly funded residential boarding schools.

## **Methodology**

### **Participant Selection Logic**

The goal of this study was to identify feasible solutions to overcome Ohio's failure to implement its CPBS policy. Therefore, participants included elected and nonelected public officials and others involved in the policy's development. I reviewed legislative, administrative, and other information in the public domain related to CPBS statute in Ohio. The documents were used to confirm officials' accounts and to identify any other entities who may have participated in the policy's development. In order to gather information about how other jurisdictions were able to establish their CPBS, the study sample included public officials and legislative and administrative records from these jurisdictions.

**Population.** Public policy is developed and implemented by elected officials, professional public administrators, and other interested parties. Therefore, I reviewed legislative and administrative records and determined the elected officials who sponsored the bills in Ohio, Maryland, and Washington, D.C, before they became law. Ohio's CPBS statute delegated implementation of the law to the Ohio department of education; however, I identified the specific individuals responsible for executing the policy. In contrast, the Maryland law specifically delegated implementation of its CPBS statute to two public administrators. In addition to public officials, the study's sample included other parties who were involved in the policy's development, legislative and administrative records, and other information in the public domain.

**Sampling strategy.** In this study I utilized a purposeful sample. A purposeful strategy allows a researcher to study an issue in depth, as researchers select individuals suitable to achieve the study's purpose (Patton, 2014). Researchers carefully choose people, events, and places to include in the study (Maxwell, 2012). Specifically, the study employed the key participant sample strategy, which allows researchers to gather information from participants with detailed knowledge about the purpose of the inquiry (Maxwell, 2012; Patton, 2014). Unlike Ohio, Washington, D.C. and Maryland successfully established college preparatory schools serving similar demographic groups to those targeted by Ohio's policy. As a result, the positive deviance comparison sample was also utilized. Patton (2014) stated that a positive deviance strategy is useful when comparing two situations when problems were resolved in one situation but not the other (p. 267). Consequently, a combination of these two sampling strategies was employed.

**Selection and matching of participants to the criterion.** The participants included elected officials from the Ohio legislature who were actively involved in proposing the CPBS statute. I selected the members who introduced the CPBS bill in both the Ohio House and Senate. Public administrators from the Ohio department of education involved in the CPBS policy development also participated in the study. Public administrators involved in the Maryland and Washington, D.C's CPBS policy process. Education policy actors who actively engaged in the CPBS statute development also participated.

**Number of participants and the rationale.** Patton (2014) stated that the sample size is determined by the quality of information received from each participant, since the

purpose of a qualitative study is to develop thick descriptive data about the study's topic. However, to ensure efficient data management and analysis, the number of participants in the sample should be restricted to the size required to produce information necessary to achieve the study's purpose (Maxwell, 2012; Patton, 2014). Furthermore, the sample may also include comparison items (Maxwell, 2012; Patton, 2014) if they are necessary to achieve the purpose of the study.

The sample size for this study was 14. Interviewees included two elected members of the Ohio legislature, five members of the state board that attempted to implement the CPBS statute, one former professional public administrator from Ohio's executive branch, one member of the local school board where the CPBS would have been located, one interested individual who was involved in the CPBS policy, three professional public administrators from Washington, D.C., and one from Maryland's Department of Education. I reviewed official records and information in the public domain about CPBS efforts in Maryland, Ohio, and Washington D.C.

**Procedures for identifying, contacting, and recruiting of participants.** I used the following procedures in recruiting participants for this study:

1. An email letter was sent to each of the elected individuals previously identified through the sample selection process. The introduction letter included a description of the study's purpose and asked for their voluntary assistance. The letter also included the interview questions and a consent form. I contacted each elected official multiple times to secure his/her participation.

2. The original plan was to interview elected officials and their legislative aides; however, only the co-sponsor in the state Senate was still in office, and the senator's current legislative aide was not familiar with the CPBS policy. The lead House sponsor was no longer in the legislature. The researcher requested and received approval from the Walden IRB to add former elected and unelected officials to the study sample rather than legislative aides.
3. A letter was sent to the head of each jurisdiction's department of education to identify public administrators involved in the development of its college preparatory boarding school policy. O'Sullivan et al. (2007) recommended that researchers contact the head of a public agency to identify appropriate subjects. The consent of the agency head assured participants that this was a credible effort.
4. An email letter was sent to each of the public administrators identified during the sample selection process.
5. An email letter was sent to each of the non-public individuals previously identified during the sample selection process.
6. I called individuals who agreed to participate by ensuring their willingness to be interviewed and to arrange the interview protocols.
7. The original plan was to interview the lead sponsors in the Ohio House and Senate. However, the lead sponsor had left the Senate and chose not to participate. The co-sponsor participated in the study. The lead House sponsor was no longer in the legislature but participated in the study.

8. Former officials who participated in Ohio's CPBS policy development participated in the study.

**Relationship between saturation and sample size.** The sample size was determined by the need to get perspectives from all the key participants in the CPBS policy development implementation process. According to Patton (2014), saturation is achieved when the sample size provides information necessary to achieve the goal of a study. I reviewed the CPBS laws and other administration records of Ohio, Maryland, and Washington, D.C. to make certain that information provided by participants was complete and accurate. I stopped data collection, with the approval of my committee chair, when participants' responses and information gathered from records review became redundant.

### **Instrumentation**

The aim of a qualitative research approach is to generate a rich description of the phenomenon under study. Pragmatic interviews with key participants can create a robust data collection (Miles et al., 2013; Patton, 2014). Researchers conduct interviews in a semi-structured approach when they seek participants' description of the phenomenon being studied (Kvale & Brinkmann, 2008). I interviewed participants through a semi-structured strategy. Although an in-person interview is a preferred option since it enables a researcher to observe a participant's complete response to inquiries, telephone interviews can also be employed to gather rich data (Creswell, 2012; Patton, 2014). Many officials were no longer in their offices when the CPBS policy was developed.

Consequently, they had moved from the state capital. Therefore, I conducted interviews of all participants across all three jurisdictions over the phone.

I sent copies of the interview questions to the participants before their sessions. According to Creswell (2012), advance awareness of interview questions allows participants reflection time to describe historical events or to gather information to prepare for the interview. Notice also enables participants to recall episodic events (Maxwell, 2012). A preparation time was necessary for this study since the CPBS law was enacted in 2011 and officials may have needed a chance to gather information. Recording and transcribing interview sessions allows researchers to verify contents with participants (Patton, 2014), thereby increasing the validity of the data collected. I advised all participants that the interviews were recorded for transcription to ensure accuracy.

The interview questions were specific to this project and the sessions were conducted through a standard open-ended interview format. Patton (2014) stated that an open-ended interview requires the researcher to pose the same questions to all participants to ensure consistency in data collection. Open-ended interviews also facilitate efficient data analysis because responses are gathered in a uniform manner (Patton, 2014). Interview questions should provide information required to answer the study's research questions (Maxwell, 2012). The questions enabled participants to describe their roles and actions in the CPBS' policy process and to identify other key participants. I asked all participants very similar questions, with slight differences due to their roles in the policy process.

Though each participant was asked similar questions, two questions allowed participants to provide unique perspectives. Janesick (2011) encouraged researchers to facilitate participant engagement in the interview by asking “basic, descriptive, big-picture questions” (p. 101). These questions allow participants to describe a topic from their perspective. I asked participants about their reactions to the failure to implement Ohio’s CPBS law and actions they believed could lead to implementation.

The CPBS laws and other related administrative records of Ohio, Maryland, and Washington, D.C. were examined to confirm that information provided by participants was complete and accurate. I also reviewed legislative records to identify and confirm participants and information used during the policy’s development.

### **Researcher-Developed Instruments**

Pragmatic interviews focus on securing actionable answers based on direct questions formulated with the understanding of resource constraints (Patton, 2014). The interview questions must produce answers directly related to a study's purpose (Kvale & Brinkmann, 2008; Maxwell, 2012). Kvale and Brinkmann (2008) advised researchers to use a specificity approach that enables participants to describe specific situations and approach. The interview questions enabled participants to describe their reaction to the fact that Ohio's CPBS law had not been implemented to date and how the situation could be resolved. Patton (2014) recommended that researchers ask participants questions about the present situation to reduce the stress of an interview session. This approach is consistent with Janesick’s (2011) basic question approach because it allows participants to express their unique perspectives in a descriptive manner.



The interview questions were based on May and Jochim's (2013) analytical questions regarding the presence of a strong regime to implement a policy that deals with multiple issues and Park et al.'s (2014) conditions for successful policy translations. May and Jochim stated that there should be synergy between an idea, institutional capacity, and stakeholders for a policy to succeed. Park et al. (2014) stated that there must be adequate collaboration between jurisdictions for policies to be successfully transferred from one to another.

The interview questions were reviewed, revised, and approved by four experts in public policy and administration to ensure that they would generate data necessary to answer the study's research questions. The experts included a former senior elected official in the Ohio legislature, a retired public administrator, a doctoral faculty member and P. May, one of the authors of the article that contained the original questions.

Questions focusing on future actions should be asked at the end of the interview after participants are fully engaged in the interview (Patton, 2014). For this study, questions regarding actions necessary to overcome current obstacles were asked in the latter part of the interviews. The interview questions should clearly demonstrate the researcher's familiarity with the language and culture of participants (O'Sullivan et al., 2007; Patton, 2014). A researcher should be familiar with the study's topic to establish credibility with participants, particularly with leaders and accomplished individuals, to conduct a productive interview (Kvale & Brinkmann, 2008). The interview questions included specific references to each jurisdiction's CPBS law. I reviewed the official biographies and information relevant to the study about each participant.

**Content validity.** Maxwell (2012) argued that the validity of interview responses is enhanced by having participants review and confirm their responses and by including diverse participants in the interview pool. The researcher sent transcripts of the interviews to participants and asked them to confirm their accuracy. The study's participant pool included elected and non-elected officials and other parties that were involved in the CPBS policy process in Ohio, Maryland, and Washington, D.C.

**Sufficiency of data collection instruments.** Pragmatic interviews enable researchers to collect information from knowledgeable individuals involved in the phenomenon being studied (Patton, 2014). Participants can express their unique experiences and knowledge about the focus of the study (Kvale & Brinkmann, 2008). The interview session enabled participants to describe their perspectives about the development of the CPBS law and actions that they believe impacted the implementation process. Participants were also able to express how the policy can be revitalized. I reviewed official and public records across the three jurisdictions to determine if there are differences and whether they are contributing to Ohio's lack of implementation.

Table 2

*Details of the Data Collection*


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From where data was collected?	Interview of participants, state archives of legislative records, official administrative guidelines.
Who collected the data?	The researcher.
Frequency of data collection events.	One telephone interview for each participant.
Duration of data collection events.	Interview sessions ranged from 18 minutes to 1 hour and 6 minutes. Pragmatic interviews should seek straightforward answers over a short duration (Patton, 2014).
How data was recorded?	Digital audio and notes by the researcher.
Follow-up plan if recruitment results in too few participants.	The data collection was completed and saturation was achieved prior to interviewing the original study sample of 19.

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**Participant exit.** Participants were interviewed once, and a transcript of the session was sent to them to confirm that it was a true representation of the interaction. I sent a note of appreciation along with each transcript. Researchers should empower subjects by allowing further interaction if participants wish to provide additional information relevant to the study after their interview session (Patton, 2014). I gave each participant my contact information so that they could add any additional information during the data collection period. I informed participants that they would receive a copy of the study after approval by Walden before it was released to the public.

## Data Analysis Plan

The research questions drove the formulation of the interview questions. Maxwell (2012) recommended a clear connection between methodology, research questions, and interview questions. Kvale and Brinkmann (2008) suggested that researchers develop a theme by connecting the research questions, interview questions, and data analysis. Table 3, below, shows the relationship between the research questions, the interview questions, and the review of records.

Table 3

### *Relationship between Research Questions and Data Collection*

Research questions	Data collection
What are the barriers to CPBS implementation?	Interview questions with participants. Review of committee hearings and legislative sessions.
Are there relevant lessons about implementation to be learned from other states?	Interview questions with participants. Records review: Comparison of laws, administrative guidelines of Ohio, Maryland, and Washington, D.C.
What actions might be taken to encourage the establishment of a CPBS in Ohio?	Interview questions with participants. Records review: Alternate funding sources and costs of related policies

**Type and procedure for coding.** Precoding facilitates the creation of an organized data collection. Miles et al. (2013) recommended development of an analytical strategy before data collection from participants. Precoding allows researchers to identify the data required and how to manage the data collection (Patton, 2014). The data

collected should be informed by the study's theoretical framework and research questions (Miles et al., 2013). The interview questions were guided by propositions of PFT and SET, including the policy's development process, effects of current policies, and parties involved in the policy's formulation. The initial precodes were inclusiveness, the purpose of CPBS, resource reallocation, policy maker, public administrators, financial requirements, student criteria and openness to policy revision, operator eligibility, and political ideology.

A contact form was used to assign participants' responses to relevant research questions after each interview. A contact form summarizes the most important aspects of each session and should be completed immediately after the interview so that the researcher's reflections are documented (Miles et al., 2013). Consequently, data analysis commenced during the collection process. Researchers may insert precodes into a contact form so that analysis will start shortly after each data collection action (Miles et al., 2013). I assigned participants responses four organizing elements on each contact form. Miles et al. (2013) advised researchers to convert their field notes to electronic format as soon as possible, as electronic data storage offers security and ensures that the researcher's interpretation of the event is current. The electronic records served as a storage and organization tool during the analysis process.

**Data analysis software.** I utilized the NVivo Computer Assisted Qualitative Data Analysis Software because of its resemblance to Microsoft Outlook. Researchers should choose software that will facilitate the study rather than create increased burdens (Miles et al., 2013; Patton, 2014). All data collection activities including written notes,

audio recordings, official records and information in the public domain can be stored and managed in NVivo (Library La Trobe University, 2014). Electronic storage of the data collection allowed organization of an audit easier if necessary. Miles et al. (2013) suggested that a data accounting log should be used to record all data collection activities. Thus, the data collection form can be used in the analysis and auditing process and the contact summary form can be used to refine the study's methodology (Miles et al., 2013). I converted all interview notes to electronic format and uploaded the files into NVivo for data analysis. All files were stored on a hard drive and also in the Cloud to create a redundant storage system.

### **Issues of Trustworthiness**

#### **Credibility**

The credibility of the study was enhanced through several strategies. Researchers should triangulate data by seeking information through multiple methods (Maxwell, 2012; Miles et al., 2013). I collected data through personal interviews, official records, and information from the public domain to develop the data collection. Another strategy to enhance credibility is member checking. Member checking allows participants to review transcripts of their interview sessions to ensure that it accurately presented their views (Miles et al., 2013; Patton, 2014). I sent preliminary drafts of the interview transcripts to participants to confirm its accuracy. The credibility of a pragmatic study is also judged by the study findings. The findings must be useful and actionable since the reason for a pragmatic approach is to address an immediate societal issue (Kvale &

Brinkmann, 2008; Patton, 2014). The study includes recommendations for future practice.

### **Transferability**

The transferability of a qualitative study depends on the ability of the researcher to provide a rich and thick description so that readers can compare the study to other situations (Patton, 2014). I developed a comprehensive data collection by interviewing key participants in the CPBS policy development process in three jurisdictions. The participants included elected officials, professional public administrators and other parties involved in the policy formulation process. I also reviewed official records to verify and confirm the data collected during the interviews. Another method of ensuring transferability is compliance with theoretical frameworks (Miles et al., 2013). The study's data analysis showed how the PFT and SET propositions fit the study. Readers will be able to ascertain how the policy process favors the majority population and powerful interests and how current policies impact development and implementation of new policies. Patton (2014) stressed that the findings of a pragmatic study should be relevant to similar situations facing the same problem as addressed in the study. The study recommendations fit within resource and time constraints faced by other communities.

### **Dependability**

A qualitative study must be conducted in a thorough and rigorous manner to be dependable (Miles et al., 2013). The research questions, methodology, and theoretical framework should align with the purpose of the study to produce a valid study (Maxwell,

2012; Patton, 2014). The goal of this study was to identify feasible solutions to implement Ohio's CPBS law. Therefore, a pragmatic qualitative study was employed to determine the role of public officials in implementing a policy designed to reduce societal inequities. Researchers should ensure that the data collection process is meticulous to reduce the effects of bias (Miles et al., 2013). The data collected from participants were digitally recorded, transcribed and stored in electronic and hard copies. Copies of all official documents and other information were stored electronically. I used software to record all data collection and analysis events to create an audit trail for reviews. I was the sole collector of data, and participants were asked essentially the same questions during a fixed period to ensure consistency of data.

### **Confirmability**

Confirmability is the ability to relate a study's interpretations and findings to its data collection (Patton, 2014). The study's interview questions were driven by the research questions, so the data collection formed the foundation of the study's analysis. The data are available for review. Verbatim quotes from participants were incorporated into the study where necessary to support analysis and findings. Kvale and Brinkman (2008) advised researchers to disclose their prejudices throughout the conduct of the study. As an administrator at a university that serves potential beneficiaries of a CPBS, I have a vested interest in the effect of public policies on low-income urban students. I am also a graduate of a boarding school, with positive feelings about the impact of this educational experience.



**Ethical Procedures**

**Access.** Researchers must secure the willingness of a research site to participate in the study (Walden University, 2015). I obtained letters of commitment from each jurisdiction with an operational CPBS. The letters were submitted as part of the final Institutional Review Board (IRB) application. The letters included assurances that recommended individuals participated of their own volition and would not receive any benefits or suffer adverse consequences from taking part in the study. The study was conducted under Walden University's Institutional Review Board approval number 01-06-17-0482460.

**Consent.** The primary data collection strategy was personal interviews of participants. Individuals must be fully informed and voluntarily consent to participate in the study (O'Sullivan et al., 2007). Researchers should advise participants of their right to withdraw their consent and participation during the study (Rudestam & Newton, 2014). Researchers have an obligation to inform participants if the study's process and results may impact their personal or professional status (Rudestam & Newton, 2014). I informed each potential participant that the study's purpose was to explore feasible options to a current public policy and that participants would include public officials and other individuals involved in providing public services. All the participants provided consent in writing via email or verbally during the telephone interviews.

**Confidentiality.** Participants' names and other personal identification information are kept confidential by splitting their answers from any identifying information. Rudestam and Newton (2014) stated that confidentiality protects participants

by protecting identifying information. I advised participants that their identities would be protected to make them comfortable by providing their true opinions during the interview.

**Economic or professional risk.** The researcher must protect participants from economic or professional risks (Laureate Education Inc., 2013). This step is necessary, particularly for public administrations to protect them from any adverse reactions if they disagree with the current state statute. I advised participants that I would share the dissertation with them after approval by Walden University. According to Rudestam and Newton (2014), debriefing permits a study's subjects to learn its results before public dissemination. Involvement of participants in this final step allowed them to be cognizant of potential feedback from the public.

**Lack of participation.** The quality of the data is impacted by the composition of the study's participants. The study employed a purposeful sample because the participants had a unique perspective on the development of Ohio's CPBS policy. The selected operator and the major philanthropist who promoted the CPBS law in Ohio declined to participate in the study. The researcher utilized official and public records to understand their roles in the CPBS policy process. Also, the study's participants described the nonparticipants' role and it was consistent with public records.

**Data storage.** Research data collected in writing such as consent forms, letters of commitment, interview notes, and contact summary forms are stored in my private residence in a fire safe with a secure lock. I converted all files to electronic format for easy access, management, and storage. Electronic records are stored on a password

protected device, on an external hard drive stored with the paper records, and in password protected Cloud storage. Only the professional transcribers and I have access to the data collection to ensure confidentiality. The transcribers signed confidentiality agreements before receiving audio recordings for transcription. I will destroy the records five years after the study.

### **Summary**

A pragmatic qualitative approach was employed to conduct the study because the goal of the effort was to identify feasible solutions to establish Ohio's CPBS. I interviewed participants and reviewed documents to generate an enhanced understanding of Ohio's CPBS policy development process. I also interviewed participants from other states that operate CPBS and reviewed documents from these states to learn how they implemented their CPBS laws. The data collection process generated comprehensive information that was analyzed systematically. The analysis resulted in the identification of feasible solutions to establish Ohio's CPBS and create positive social change.

## Chapter 4: Results

### Introduction

The purpose of this study was to understand the hurdles blocking Ohio's statute to establish a CPBS and to propose solutions to overcome the barriers. The primary RQ was: How can the state of Ohio implement its 2011 statute to establish its CPBS? In order to propose reasonable answers to the primary question, the study's secondary questions were designed to understand which solutions are feasible. The secondary questions were:

SRQ1: What are the barriers to CPBS implementation?

SRQ2: Are there relevant lessons about implementation to be learned from other states?

SRQ3: What actions might be taken to encourage the establishment of a CPBS in Ohio?

This chapter begins with a description of how changes in Ohio's policymaking environment affected the study's data collection process. The chapter includes the demographics of participants and characteristics that made them relevant for the study and a description of public and official records used to provide context and verify the participants' recollections. The chapter also includes a description of the data collection and analysis process and how I established the trustworthiness of the evidence to produce the study's results. The final section of Chapter 4 presents the study's results according to the research questions and summarizes the analysis of the data collection.

### **Setting**

The time gap between the enactment of Ohio's CPBS law and this study created data collection challenges. The bill to establish Ohio's CPBS was proposed in May, 2011, and the law was approved as part of the state budget in July 2011 with the goal admitting the first cohort of students in August 2013. The 6-year gap between the passage of the law and commencement of this study in 2017 affected data collection. Elected officials' terms of office in Ohio's legislature is limited to eight years: four terms of two years in the House and two terms of 4 years in the Senate (Ohio Const. Art. V, Sec 8, 2017). Consequently, elected officials may lose their positions due to term limits or electoral defeat.

The unavailability of original lawmakers became relevant to this study because four out of seven education standing committee members in Ohio's house of representatives who introduced the CPBS bill were no longer in office. Also, only two of the six senators who introduced the CPBS bill were still in the Ohio Senate. However, I interviewed the lead legislators of the CPBS bill in both the House and Senate and used the detailed records of the Legislature and other state offices to gather information about the CPBS law.

### **Demographics**

The participants' demographics are summarized in Table 4 below.

Table 4.

*Demographic Profile of the Study Participants*

Gender	Number	Total
Male	7	
Female	7	14
Jurisdiction		
Ohio	10	
Maryland	1	
Washington, D.C	3	14
Legislative status		
Elected legislators	2	
Elected PA	6	
Non-elected PA	5	
Interested individual	1	14

**Participant Characteristics Relevant to the Study**

- Participant 1 was a former public administrator who oversaw the implementation of a publicly funded boarding school operated by the SEED Foundation.
- Participant 2 was a professional public administrator who monitored public schools, including a publicly funded boarding school in one of the three jurisdictions.
- Participant 3 was a former president of the local school board that negotiated implementation of a publicly funded boarding school with the potential operator.
- Participant 4 was a former elected official and was the lead sponsor of the bill in the Ohio House of Representatives to establish a CPBS.

- Participant 5 was a former elected member and a member of the state board of education committee that attempted to implement the CPBS statute.
- Participant 6 was a former unelected member of the state board of education that attempted to implement the CPBS statute.
- Participant 7 was a current senator who was a colead sponsor of the bill in the Ohio Senate to establish a CPBS.
- Participant 8 was a former elected member of the state board of education that attempted to implement the CPBS statute.
- Participant 9 was a former member of the state school board that was responsible for implementation of the CPBS statute.
- Participant 10 was a current professional public administrator who monitored a CPBS.
- Participant 11 was a former professional public administrator in the executive branch who participated in the CPBS policy development.
- Participant 12 was an interested individual whose colleagues would be directly affected by CPBS.
- Participant 13 was a former public administrator who oversaw the opening of the permanent site for a CPBS.
- Participant 14 was a former member of the state board of education that attempted to implement the CPBS policy.

### **Data Collection**

I interviewed 14 participants over the telephone using a semistructured interview questionnaire. The interview questions varied slightly based upon the role of each participant in the policy development process and their geographic locations. However, each participant was asked the same set of core questions. There were different interview questions for legislators, elected public administrators, nonelected public administrators, and interested individuals. Interview questions were also different if a jurisdiction had a functioning CPBS. I interviewed each participant once over the phone using questions approved by the Walden Institutional Review Board (IRB). The interview sessions ranged from 18 minutes to one hour and 6 minutes. The interviews were digitally recorded and then transcribed verbatim. The transcriptions were done by independent professionals. I also took notes during all interview sessions to document significant points during the sessions.

The original research design was to interview all or a dominant number of the Ohio participants in person in the state's capital city. However, due to the six-year gap between this study and the attempt to implement the CPBS statute, many of the key participants were no longer in their official positions at the time when the CPBS policy was enacted. Therefore, all the interviews were conducted over the phone as individuals had relocated to new locations across Ohio. The original plan was to interview elected officials and their legislative aides; however, only the lead sponsor in the state Senate was still in office, and the senator's current legislative aide was not familiar with the CPBS policy. The lead House sponsor was no longer in the legislature. I requested and



received approval from the Walden IRB to add former officials and to revise the interview protocols for telephone sessions. The Walden IRB approval number was 01-06-17-0482460.

Another significant event during data collection was the decision of the potential CPBS operator and the philanthropic foundation to not participate in the study. I sent multiple e-mails and discussed the purpose of the study with several representatives of the potential operator over an 8-week period, but they eventually declined to participate. Though I could not directly capture their opinion because of their lack of involvement, their actions and views concerning the CPBS policy process were reflected in official and other public records. Finally, the sample size was reduced from 19 to 14 with the approval of the dissertation committee chair when data saturation occurred.

### **Data Analysis**

Pragmatic qualitative studies seek practical solutions to address immediate problems, so the interview questions were designed to elicit information from participants about their actions during the CPBS policy development and implementation process. I also utilized public records including the minutes of board meetings, state legislative records, and other public information to put participants' recollections in context.

A summary contact form was used to recap the information gathered from each participant immediately after the interview. The contact form contained four elements:

1. The main issues or themes from each session.
2. Summary of information collected or not attained according to the interview questions.

3. Supplementary data obtained that were salient, interesting, or meaningful that were unexpected.
4. Answers that produced information to be attained from other participants or uncovered previously unknown potential participants.

The contact summary form was imported into NVivo qualitative software as memos attendant to each participant.

According to NCADE(2016), utilizing a Microsoft Excel spreadsheet enhances the analysis of data by reducing the coding process. I created a spreadsheet that included all of the study's interview questions in columns, and each participant's responses were recorded in rows under each column. I imported the spreadsheet into NVivo to automate data analysis and to present results systematically. I read each transcript, contact form, and interview protocol form and listened to an audio recording of each interview. Also, I reviewed minutes of the appropriate agencies' meetings within each jurisdiction when the CPBS policy was discussed. I also read the legislative record and fiscal analysis of the CPBS policy produced by Maryland's and Ohio's legislative services.

### **Codes and Themes**

An analysis of the data collection resulted in the creation of nine codes and five themes. Eight of the nine codes were different from the precodes created before data collection. The only code that was constant before data collection and data review was transparency, which was described in the precollection code as inclusiveness of the policymaking process.

**Codes.** I assigned participants' responses and information gathered from public records to the nine codes detailed below. I employed the attributable coding method. Miles et al. (2013) described attributable coding as based on the study setting, participants' characteristics, data format and collection. Attributable coding can be used for studies with multiple settings and participants and a wide variety of data collection (Miles et al., 2013). I interviewed individuals from three political jurisdictions, elected and unelected individuals, and collected data from official and public records from multiple sites. The nine codes are described below.

**Public values.** Elected and nonelected officials have an obligation to fulfill their official roles and serve their constituency effectively. Though they may disagree with a particular policy, they aspire to implement state policy. Participant 14, who was an elected public administrator said, "I thought the justification of using that disparate amount of money on such a small group of kids was not properly justified or demonstrated. But that was my own personal opinion. The law is the law, and the law existed."

**Private values.** Nonprofit organizations focus on their particular mission, which may coincide with a public goal. However, as a private organization chartered to fulfill a unique mission, their primary focus is to achieve their goals while ensuring financial stability. Participant 6, a former unelected member of the state board described the potential operator's actions as, "They wanted terms in the contract that were financially advantageous."

**Public goods.** Public goods are services that are provided by a government for which citizens usually do pay any direct fees.

**Political access.** An interest group or individual's proximity to politicians to present their ideas or influence the decision of policymakers constitutes access.

Participant 11, who was an unelected public administrator in the executive branch stated, "I mean he didn't need a lobbyist obviously because he had access to the governor's office and the governor." Participant 14, a former elected member of the state school board, said, "I think during the course of his [Ohio's Governor] campaign he met some people in the Cincinnati area who were of the financial means to be a catalyst for it and were willing to create a similar Maryland-style program here in Ohio."

**Administrative capacity.** Availability of resources for government agencies to implement current policy. Participant 2, a public administrator who currently monitors a CPBS, asserted that "the state had to be open to a school that would serve students from multiple jurisdictions, which this one does. And so administratively it's a little bit different in addition to programmatically." Participant 5 claimed that "certain things that the state board of education was to do and that's called administrative code. That's Ohio administrative code. And so those are the rules around the actual details of making the law functional." The state of Maryland allocated specific resources to implement its CPBS policy (Maryland State Archives, 2016). Ohio did not include any specific resources for its CPBS policy. The dedication of additional capacity may allow agencies to fulfill a policy objective.

**Transparency.** The openness of the policy making process to ideas other than those of individuals promoting a particular idea or agenda. Participant 1, who administered the opening of the first CPBS, claimed that “For the panels for SEED, we would have one of the-we would have various people with various levels of expertise. And we made sure that we had somebody on that panel who know about the operations of a boarding school. So that when they were interviewed and they read the application and so forth, that person would look for certain kinds of things that were needed in order for the school to be approved.” However, according to participant 13, the DC law was targeted for the SEED Foundation: “The most important thing about the statute is that it was shaped to fit the opportunity that the SEED school presented.” The selection process was repeated in Maryland and Ohio. Participant 3, an elected school board member and a former lobbyist, said, “People have an idea and they want to implement it, so they go and get a piece of legislation passed that specifically relates to what it is they want to do as opposed to a broad policy that allows it to be implemented fairly freely.”

**Public-private partnership.** A combination of public and private resources to achieve a goal that is typically executed with public resources.

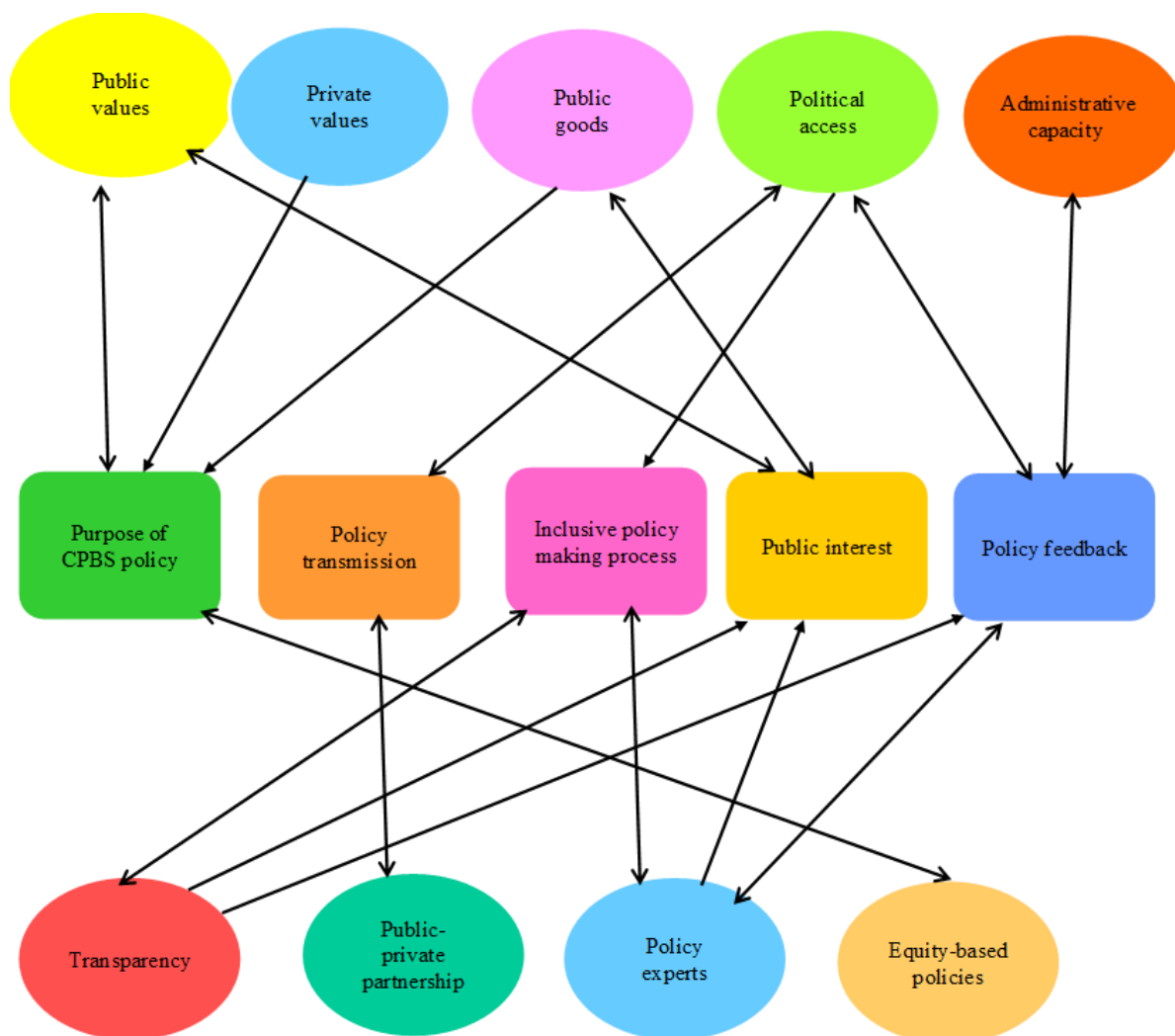
**Policy experts.** Public or private individuals who are knowledgeable about the subject matter of public policy. Participant 2 claimed that “It would be the state department of ed. that would have to run such a school or oversee such a school.” Participant 11 said, “Whether it's the policy director or director of education, the governor's office and state superintendent certainly can be advocates for it, I mean and need to be because if they aren't, then that almost pretty much would shut it down at in

the legislative arena and the funding arena, so yeah, that's a huge starting point.”

Involvement of policy experts ensures that policies are designed properly.

***Equity-based policies.*** The aim of public officials or private parties to distribute resources to enable lower income or disadvantaged individuals to improve their socioeconomic status. Participant 14, a former elected member of the state school board, posited that “Working forward, I knew a boarding school program like this in an urban setting could have great results, that the graduates would be given a gift from God. The students that won the lottery to get to go there would be given a golden ticket on life that would transcend their lot in life from where they were born. So I was a very big believer in the probable benefits to the students to enroll.” Participant 13 argued that “There isn’t [a] particular reason that I can see for starting a boarding school for affluent kids with public funds. They have other options and a lot of those parents would be sending their kids to private boarding schools if they can afford it. So the question is can you apply the virtues of that kind of environment and the strength of a boarding school to work for kids who can’t afford that option.” Public policies can be a pathway to reduce societal inequities.

**Themes.** The codes were then arranged in five themes appropriate to achieve the study’s goal to identify feasible solutions to revitalize Ohio’s CPBS policy, as shown in Figure 3, below. Data from multiple codes were woven into various themes.



*Figure 2.* Relationship between codes and themes showed that information from different codes were relevant to multiple themes.

The five themes were designed to understand why the effort stalled and to seek implementation strategies from other jurisdictions who successfully established their CPBS.

*The purpose of each jurisdictions' CPBS policy.* All three jurisdictions designed their CPBS policy to create a residential environment where disadvantaged students

could be protected from negative outside the school factors. One significant difference was that any eligible student in the D.C. Public School System could attend the school. However, according to participant 10, the current administrator of a CPBS, it was “Technically open to any student who is a resident of the District of Columbia.” The student eligibility criteria for Maryland and Ohio were identical as stated in the Ohio Revised Section 3328.01 (C) and Maryland State Law Chapter 397 7 (B) (Maryland State Archives, 2016; ORC, 2011). Public officials in all jurisdictions recognized the need to provide education, a public good, to mitigate the negatives that affected students’ academic performance. The CPBS policy sought to reduce societal inequities.

***Policy transmission.*** Public officials can adopt policies from other jurisdictions to address similar issues in their locality. The CPBS policy in Ohio was initiated by the operators of the Maryland boarding school because they enjoyed political access to policymakers. Participant 3, the elected school board member, stated that “Because the SEED people, the national SEED people already had the experience of the policies that existed in Washington and Maryland, right? And so, they were able to provide models of that kind of legislation.” Participant 8, a former elected public administrator of the state school board, said, “I got the impression this all came about because SEED had approached Ohio about doing this, not that Ohio decided that this was conceptually a good idea and then put it out for bid.” Participant 7, the lead legislator for the CPBS statute in Ohio, claimed that “And in order to establish that in Ohio, we had to change a number of rules largely dealing with the boarding school part of the project.” The



Maryland CPBS template was revised in an attempt to meet Ohio's laws. The statute's design employed a PPP model.

***Inclusive policymaking process.*** Individuals and organizations with access to policymakers can shape policy to fit their agenda if professional public administrators are not involved in the policy development process. Participant 2, a professional public administrator, said that "The SEED Foundation got that Senator, Paula Hollinger is her name, to bring her whole committee to the D. C. School. That was also a very key moment because it enabled the SEED Foundation to have discussions about some specifics of what the proposal would look like with the legislators that would have to approve it." The Maryland effort included the state's top public education expert.

In Ohio, participant 11, who worked in the executive branch, stated that "I don't think the Department of Education was involved too much until they got over there." Participant 8, who worked at the state board that attempted to implement the CPBS policy, said that it was "always helpful to have the staff of the agency that's going to actually be responsible for the nuts and bolts of this to participate in the legislative process." The exclusion of public professionals or other interested parties may lead to implementation problems because elected officials may not be aware of the administrative requirements to implement policy. Ohio's CPBS policy development process was not as transparent as Maryland's effort.

***Public interest.*** Elected and non-elected officials have an obligation to protect the public's interest when allocating resources. They should strive to ensure that society's resources are utilized most efficiently to achieve public goals. An open process

with input from exerts ensures that public goods are provided efficiently. Participant 9, a former member of the state board that attempted to implement the CPBS, argued that “When it comes to student education and when poor school districts, whether it be the urban school district or rural school districts when they ask for the resources to reflect the kind of educational program they have in affluent or high-achieving districts, they’re rejected.”

Participant 6, a former unelected member of the state board that attempted to implement the CPBS, said, “It was the perception of other board members coming into this meeting that the... the people from the outside organization were, at times, attempting to bully the career staff of the department or the board itself.” Participant 8, also a former member of the state board that tried to implement the CPBS, asserted that “SEED wanted to own the stuff no matter who paid for it. And under Ohio law, if the state pays for it, I mean, you can't just give, you know, will that over to a private agency.” In the case of implementing Ohio’s CPBS policy, public administrators chose the public interest over the fulfillment of a particular policy.

***Policy feedback.*** Perception of a policy’s effectiveness influences resource allocation to the policy or comparable policies. Influential individuals and key policymakers were influenced about the efficacy of a boarding school on the academic performance of low-income at-risk students because they received information from influential individuals. Participant 7, the lead legislator in the Ohio Senate, said, “Anyway, so the idea was modeled after a program that a number of legislators were familiar with because it was included in *Waiting for Superman*.” Parents in the

Washington D.C. school system were ecstatic when their children won the lottery and gained admission to the school (Guggenheim, 2011). However, because the same entity operated the schools, the statute in each state was to establish a boarding school based on the operator's model rather than promoting boarding schools as another option. This restrictive process did not allow Ohio's policy experts to fully engage in the CPBS statute development process. Participant 3, a member of the local school board said, "The law was specifically designed around the SEED school." The positive feedback led to the establishment of the school in Maryland and enactment of the CPBS law in Ohio. The state's limited administrative capacity also contributed to the acceptance of a PPP model.

There were no discrepant cases found within the information collected and analyzed. Public and official records were consistent with the recollections and actions of participants.

### **Evidence of Trustworthiness**

#### **Credibility**

The credibility of the study was enhanced because data were collected from multiple sources. Triangulation of data collection ensures that information gathered reflects an accurate representation of historical events (Maxwell, 2012; Miles et al., 2013). The researcher interviewed participants who were involved in the CPBS policy development. Also, I studied minutes of the Ohio Board of Education meetings between 2011 through 2014 when the CPBS policy was being implemented. I also examined the Ohio House and Senate Journal of the 129<sup>th</sup> Legislative Session when the CPBS policy was enacted. Additionally, I read the Ohio Legislative Service Commission analysis of

all the house and senate bills relevant to the CPBS policy. The Ohio Legislative Commission is the nonpartisan organization that analyzes all bills and laws in Ohio for their budget and fiscal analysis (Ohio Legislative Service Commission, 2016).

Additionally, I reviewed the records of the Maryland State Department of Education's board minutes between 2006 through 2013. Maryland's CPBS policy was conceived and implemented during this period. I examined Maryland House Bill 1432, which established its CPBS and the accompanying fiscal notes which described the budgetary effects of the policy. I also examined the U.S. Congress H.R. 2607 which allowed Washington D. C. to provide public funds to establish the first publicly funded boarding school operated by the SEED Foundation. Finally, I reviewed minutes of the Cincinnati board of education meetings from 2011-2014. The use of multiple sources to collect and verify participants' accounts created a comprehensive and reliable data collection.

### **Validity**

The validity of the data was assured through three strategies. The strategies were member checking, an appropriate participant pool, and interview questions that gathered relevant data for the study's purpose. Member checking allows participants to review information they provided to ensure that it accurately reflects their views (Patton, 2014). I sent transcripts of all the interviews to participants for their review and approval and documented their assent that the transcripts were an accurate representation of the conversation. I assured each participant that a copy of the study would be sent to them following Walden University's approval of the dissertation.

The participants were selected because they had participated in the development or implementation of the CPBS in their jurisdictions. Each participant had direct knowledge of the CPBS policy in their state. I confirmed their participation and actions by reviewing relevant agency meetings minutes and records of the legislatures. The interview questions were based on May and Joachim's (2013) questions regarding the requirement of a governance structure to implement policies dealing with multiple issues and Park et al.'s (2014) conditions for successful policy translations between jurisdictions. The questions were validated as appropriate for the study's purpose by four public policy and administration experts. The experts were a former senior elected official in the Ohio legislature, a retired public administrator, a Walden doctoral faculty member and P. May, one of the authors of the original questions.

### **Transferability**

The purpose of this study was to determine the feasibility of implementing a particular policy in Ohio. Other jurisdictions had implemented similar policies; therefore, I interviewed participants and reviewed official and public records across the three jurisdictions relevant to this study. Analysis of the data indicated that current policies affected the implementation of the proposed policy. In this case, Ohio's public administrators could not implement the CPBS policy because it would violate their responsibility to protect the public's interest. Though the goal of the CPBS statute was to provide additional resources to disadvantaged citizens to improve their socioeconomic status; public administrators applied a higher public value in determining how to utilize society's limited resources.

Ohio's CPBS statute was proposed by influential citizens and an organization with privileged access to policymakers. The power of special access is consistent with PFT, which states that actors within a policy environment can influence the allocation of resources and the paradigm through which policy is developed. Ohio's CPBS policy development and implementation process were similar to the strategies utilized in Washington D.C. and Maryland. However, Ohio's budgetary constraints and public administrators' determination differed from choices made by officials in those jurisdictions. Ohio's CPBS statute may have to be revised to ensure its implementation.

### **Dependability**

Qualitative researchers must ensure synergy between a study's purpose, research questions, methodology, and theoretical frameworks to produce a dependable report. The purpose of this pragmatic qualitative study was to identify feasible solutions for policy makers to establish Ohio's CPBS. Therefore, the research questions sought to generate information required to understand the history of Ohio's CPBS policy and its feasibility in the present policy environment. The interview questions were designed to understand the policymaking environment in each jurisdiction to propose practical resolutions in Ohio. The PFT and Frederickson's social equity theory were utilized because they consider the ability of current policy to impact development of new policy. Frederickson's social equity theory also states that public policies can be used to reduce societal inequities.

**Reliability**

The study's research process was rigorous and documented. Participants' responses to major elements were recorded on the contact summary form. I utilized an interview protocol form that noted the day, time, and setting of each interview session. The interview protocol included the interview questions based on each participant's criteria. The interview questions were arranged by the three secondary research questions. Consequently, data collected from interviews were already organized to provide information addressing the study's purpose. The analysis of official and public records was also organized based on the research questions. I interviewed participants over the telephone and recorded all interviews. The recordings were then transcribed by independent professionals.

The digital records and electronic copies of the transcripts were stored on a flash drive and a password-protected account in the cloud. Hard copies of the contact summary form, interview protocol, and transcripts are kept in a locked drawer in my private residence. Electronic copies of the minutes of public agencies meetings relevant to the study are also stored on the flash drive. I printed selected items from official and public records and those are also stored in a locked drawer. I was the individual collector of the data; however, the interviews were shared with three professional transcribers, who signed a non-disclosure agreement before preparing the transcripts.

**Confirmability**

The study's data collection gathered data that answered the research questions. The interview questions were based on the study's research questions. The first 15

interview questions gathered information for research question 1. Interview questions 16 through 19 collected relevant data for research question 2. Interview questions 20 through 27 provided information for research question 3. The data collection is readily available for review both electronically and in hard copy. I kept an electronic log of the data collection process. Specific quotes from participants are inserted in the data analysis and results section of the study. I reviewed documents to confirm participants' recollections and to record the policy development process across the three jurisdictions.

### **Reflexivity**

The data was collected and analyzed exclusively by me. Patton (2014) advised qualitative researchers to be aware of their personal, cultural, political, emotional, and professional motives when conducting their study. I discovered the existence of the CPBS statute while researching whether boarding schools were a feasible public education option in Ohio to address the poor educational attainment of underrepresented citizens. I have a positive attitude towards boarding schools as a graduate of such an institution. However, the only time that experience was discussed was initiated by a participant during an interview session. I currently work at a university that serves mostly low-income students. My interest in improved educational attainment of low-income students did not influence data collection or analysis. I had no previous personal or professional relationships with any participant.

These factors did not affect the data collection or analysis in a meaningful way because the study focused on the CPBS's policy development and implementation process. The interview questions encouraged participants to provide information without



influencing their responses. Researchers should consider the opinions, experiences, and expectations of the study's participants and its intended audience (Patton, 2014). The study sought to present an opportunity for policymakers and interested parties to reexamine Ohio's CPBS policy.

### **Results**

The purpose of this pragmatic qualitative study was to understand the hurdles obstructing Ohio's policy to establish a CPBS and to identify solutions to overcome those obstacles. Ohio's CPBS statute was based on a policy template from another jurisdiction and was designed specifically to be operated by one organization. The organization and a philanthropist had unique access to policymakers, which enabled passage of the statute. However, for legislation to be implemented in Ohio, an administrative code must be written which describes how the law will be executed. The CPBS statute has not been implemented because the potential operator requested ownership rights over public resources, which public administrators rejected.

The request was inconsistent with public administrators' interpretation of the public's interest. Subsequently, the potential operator and philanthropist withdrew their commitment to establishing a CPBS in Ohio. The specificity of Ohio's current CPBS statute limits the state's ability to offer an educational option that addresses a need recognized across a broad spectrum of interests. The state will have to revise its CPBS statute to achieve its goal of establishing a residential school option rather a residential school based on one organization's vision.

## **Research Questions**

In order to answer the study's primary question of how can Ohio implement its CPBS policy, the researcher utilized three secondary questions.

**Secondary Research Question 1.** This question was designed to understand the barriers blocking implementation. I sought answers by asking participants across the three jurisdictions questions that show commonalities and differences. Table 5 illustrates the relationship between research question 1 and interview questions 1- 15.

Table 5.

*Secondary Research Question 1 and Relevant Interview Questions*

Secondary Research	Interview Questions
Question 1. What are the barriers to CPBS implementation?	<ol style="list-style-type: none"> <li>1. What is the core idea for proposing a statute to establish a college preparatory boarding school?</li> <li>2. What reactions did you have as you attempted to promote this idea?</li> <li>3. How well were the problems and solutions understood?</li> <li>4. Who were the key participants in the development of the law?</li> <li>5. What role did they play in the policy process?</li> <li>6. What role did you play in the policy process?</li> <li>7. How? If at all were potential beneficiaries involved in the policy development process?</li> <li>8. How, if all, were other public or private entities that deal with issues related poor academic performance of low-income students involved in the CPBS statute development?</li> <li>9. What were the reasons for choosing to implement the law through a Public Private partnership?</li> <li>10. How were the criteria for the potential operator determined?</li> <li>11. How were the criteria for students determined?</li> <li>12. What financial and other resources are available for the CPBS other than those in the law?</li> <li>13. What if any additional administrative capacity were provided to your agency to implement the law?</li> <li>14. To what extent and in what ways did local school districts or operators of charter schools attempt to facilitate or block enactment or implementation?</li> <li>15. What implementation challenges do you think the law faces?</li> </ol>

Interview questions 1, 2, and 3 were: what was the core idea for establishing a CPBS, what were reactions to the idea, and how well were the problems the CPBS supposed to address understood. There was a general agreement across all three jurisdictions about the core idea for a CPBS. Language from each jurisdiction's enabling policy is excerpted below.

- “Authorizes the establishment of college preparatory boarding schools, which are classified as public schools, operated by an approved private nonprofit corporation, and open to certain qualifying students.” (ORC, 2011)
- “The purpose of authorizing the establishment of certain residential boarding education programs to be under the supervision of the State Department of Education; providing that certain students shall be eligible to participate in certain programs if the students are certain disadvantaged children, certain at-risk youth, certain residents, and enrolled in certain grades; authorizing the Department to contract with certain operators to provide certain programs.” (Maryland State Archives, 2016)
- “The School Corporation shall operate the School in accordance with its mission statement: To provide an outstanding intensive residential education program to at-risk inner-city children that prepares them, both academically and socially, for success in college and/or in the professional world.” (District of Columbia Public Charter School Board, 2013)

The rationale behind a CPBS in all the jurisdictions was that creating a physically safe environment can mitigate the unstable home life of at-risk students. Participant 4,

the lead CPBS legislator in the Ohio House of Representatives, stated the need to “target some youths that were already in the school system, or some of them had dropped out of the school system, and came from challenging circumstances and help them to gain a high school diploma.” Participant 7, the lead CPBS legislator in the Ohio Senate, said, “Taking at-risk out of high poverty homes and putting them into an environment where they could learn and thrive, [is] obviously modeled after programs that worked elsewhere in the country.” Participant 14 said, “Governor Kasich, during his campaign, became aware of the Maryland school and strong result that they were having, the positive results they were having, the strong demand for admittance into that school, the waiting list.”

The residential school idea received mostly positive feedback, given the consensus that a CPBS could enable disadvantaged children to succeed. The legislation passed through the Ohio general assembly with overwhelming support as part of the 2012 budget bill. Participant 5, the chair of the committee that negotiated directly with the potential operator, said “Everybody believed in the idea. That was never – that was never in doubt was that was – was believing in the thing.” Participant 4, the lead CPBS legislator in the Ohio House of Representatives, stated, “At the time I served on the Education Committee, and so when we talked about this idea, people were receptive to it.” Participant 3 claimed, “This was one additional way that we might provide a quality education for the children.” However, there were cautionary signs even among supporters of the CPBS policy.

Participant 4 asserted that legislators “were mostly concerned about where it would be and what would the cost be.” Participant 8, a former elected member of the

state board, added, “Some questions on whether it was needed and what was needed, um, you know, because I really don't believe there was anybody else that was interested in doing it besides SEED.” Participant 9, an elected member of the state board, said,

When we have insufficiently addressed that broader perspective of educating children, and to siphon off scarce resources of an unconstitutional level already, and then put it into a more elitist type of perceived group of a group just for those to go to college then you can understand maybe why there is this strong division and resistance.

Interview question 4 was designed to identify the key participants in the CPBS policy process, while interview question 5 sought a description of their role. The key participants in initializing the CPBS in Ohio were the Farmer Foundation and the SEED Foundation. The Farmer Foundation was impressed with current SEED schools in Washington D.C. and Maryland and brought the idea to policymakers in Ohio. Participant 7 stated that the founders of the SEED Foundation were essential to the policy development process. Participant 2, a professional public administrator, said that political and professional public administrative support was critical to success within his jurisdiction. Participant 2 described the key participants as “the mayor of, at the time, Baltimore City of who saw the school in D. C. and wanted one. The others were the then leadership of the SEED Foundation, which wanted to replicate its Washington D. C. school someplace and of course the proximity of Maryland was a big advantage. And I think probably the most important early supporter was then superintendent of education Nancy Grasmick.” Participant 13, a former administrator who oversaw the opening of the

first permanent site for a CPBS, said “Well, yeah. The two founders of the school.” The founders were critical to the policy development or implementation in all three jurisdictions.

Participant 3, the elected local school board member, said that “The family Farmer Foundation and their staff and the SEED school, people from Washington at the national office and I think they probably had some hired staff, too, that did legislative work.” Participant 11 proclaimed that the leading philanthropist at Farmer Foundation had access to Ohio’s governor, so he was able to promote the idea to the chief executive of Ohio’s government.

Other key participants included the Cincinnati Public Schools and the Cincinnati Teacher’s Union, who advocated that the CPBS should be a part of the public school system to be viable due to the infrastructure required to deal with at-risk youth. Participant 4 stated that “We wanted the school to have a partnership with the public school, and it would have had its own board, but it was of the portfolio of Cincinnati public schools.” The bills were introduced in the legislature by elected officials from the Cincinnati and Dayton area (H.B. 221: S.B. 167)

Participant 4, the lead CPBS sponsor in the Ohio House, said that “they had established the two other schools in different parts of the country and were interested in establishing the same in Ohio and so it was their idea. And so they needed some legislators to work on it.” Participant 7 stated “As the Chairman of the Education Committee, I’m always looking for innovative new ideas for schools and this one was a model that seemed to be successful elsewhere. So, we were certainly going to support it.”

Participant 11, a former member of the executive branch, stated that the “governor's office was the lead for the Cincinnati Foundation in trying to get it done and worked directly with the Cincinnati public schools, so as a government agency, it was the governor’s office that was trying to uh work through issues that came up from a variety of people.” Subsequently, Ohio’s legislature enacted Ohio Revised Code 3328 to establish a CPBS.

Interview question 6 enabled an understanding of the study’s participant in the policy process. Participants 1, 2, 10, and 13 were professional public administrators who participated in the development and implementation of their jurisdictions’ CPBS policy. Participant 3 was a member of the local school board who engaged with the SEED Foundation and promoted the CPBS as a policy option. Participants 4 and 7 introduced legislation to establish Ohio’s CPBS. Participant 5, 6, 8, 9, and 14 were elected and non-elected public administrators involved in developing an administrative code to implement Ohio’s CPBS law.

Participant 11 was a professional public administrator within the executive branch who negotiated with SEED Foundation and state legislators during the development of the CPBS policy. Participant 12, head of a local bargaining unit, ensured that the CPBS contract language included professional educators who, the participant believed, were necessary for the CPBS to succeed.

Interview questions 7 and 8 were utilized to gather information about the role of potential beneficiaries of CPBS in the policy’s development. Neither prospective students nor their parents were involved in the CPBS policy development. Participant 4



claimed that “So, we weren’t talking to parents or students. But the school represented those kids, and the school board too.” This fact was confirmed by Participant 7, the lead CPBS legislator in the Ohio Senate: “No. No no. We never heard from anyone like that.” Participant 14, a former elected member of the state school board, also concluded that “I know of no place where students and families were involved in any process. Because I don’t think they got that far.” Participant 9 stated, “I don’t think they were involved in the process.”

There is evidence of minimal involvement by organizations that provided non-academic services to potential beneficiaries of the CPBS in the policy development. SEED representatives networked with organizations in the Cincinnati area to gain their support. Participant 3 claimed that “I think they probably talked to some other folks who they sensed that it would help them move forward. They were pretty good at that, I believe. And um, I know that the SEED school itself, the people talked to a wide range of individuals in Cincinnati around the school and around the concepts and around the community’s ideas and responses to the concept.” Participant 2, who is in a jurisdiction with an operational CPBS, advised that SEED employed the same strategy by interacting with influential policymakers before engaging with other agencies that interacted with the targeted population.

Question 9 allowed participants to describe why the CPBS statute utilized a public-private partnership strategy as the implementation tool. Ohio used the PPP because the CPBS policy was brought to state policymakers by private individuals. The private foundation and potential operator were willing to invest significant private

resources, but they needed state funds and authorization to achieve their vision. The potential operator had been successful raising private funds in other jurisdictions. Participant 13, a former public administrator, stated that they had “raised a great deal of private money, philanthropic money, in order to make the down payments on their buildings and get them built.” Participant 3, the elected school board member, stated that “The SEED Foundation was going to raise and leverage tens of millions of dollars of private money, bringing that into public education to secure the property and renovate and build the facility.” Also, participant 8 asserted that “I got the impression this all came about because SEED had approached Ohio about doing this, not that Ohio decided that this was conceptually a good idea and then put it out for bid.” The SEED Corporation was able to get Ohio to enact ORC 3328 to establish their model of a CPBS.

Interview questions 10 and 11 were geared to understand how the criteria for a potential operation and targeted students were created. The state of Ohio and Maryland both requested proposals for potential operators for a publicly funded boarding school. However, the requests were tailored so that only one entity would meet the criteria. The requests required the potential operator to have prior experience running a school similar to the one being proposed. Ohio’s ORC 3328 stated that

The state board of education shall select a private nonprofit corporation that meets the following qualifications to operate each college-preparatory boarding school established under this chapter: (1) The corporation has experience operating a school or program similar to the schools authorized under this chapter. (2) The school or program described in division (A)(1) of this section has demonstrated to

the satisfaction of the state board success in improving the academic performance of students. (3) The corporation has demonstrated to the satisfaction of the state board that the corporation has the capacity to secure private funds for the development of the school authorized under this chapter. (ORC, 2011)

Maryland's request for proposal stated the selected operator

a. Must be a private, non-profit entity or governmental agency authorized to conduct business in the State of Maryland. Provide legal documentation evidencing the private, non-profit structure or governmental authorization to conduct business in the State of Maryland b. Must have 3-5 years' experience and demonstrated measurable success in starting up and operating a public residential boarding school or comparable program. c. Must demonstrate the capacity to finance and secure private funds for the operation of the residential boarding education program and the development and maintenance of a campus for this program. (Maryland Department of Education, 2007)

Participant 3, a professional public administrator currently monitoring a CPBS described the process as

based on the existing SEED School in Washington, D.C. So in some ways, it was what legislatively sometimes is referred to as like the red-haired Eskimo. Like so they described the entity that would be the operator based on their knowledge of the D.C. school and what they know, the SEED Foundation, the capacity, what they knew of the SEED Foundation's capacity.

A red-headed Eskimo is a policy enacted to favor a particular group (Barrett, 2004). This limitation removed any other interested party from submitting a proposal to establish a CPBS.

In Washington, D.C., the CPBS was established as part of a wave of charter schools in 1998 under the School Reform Act of 1995 (District of Columbia Appropriations, 1997, 1998). However, language was purposefully added to allow the inclusion of a boarding school option (District of Columbia Appropriations, 1997, 1998). Proponents of each school still had to submit their proposal for review to receive authority to start a school. Participant 1, who administered the process, explained that “so for the panels for SEED, we would have one of ... various people with various levels of expertise. And we made sure that we had somebody on that panel who know about the operation of a boarding school.” There was an element of merit review in establishing the first CPBS.

Students’ eligibility criteria were part of the laws in Maryland and Ohio. Students had to have certain academic deficiencies, behavioral issues, and/or negative family/home environments, including low income, to be eligible for admittance into the CPBS. The Washington D.C. CPBS was open to any D.C. student who wanted to attend. However, according to participant 10, “But as a – as a practical matter, their student body is a relatively low-income student body.” The consistent criterion among all three schools were that students could only be admitted in the sixth grade. The SEED Foundation determined the enrollment criteria.

Interview question 12 allowed participants to describe if there were any resources other than those in current law to implement the CPBS. Participant 1 stated that the original SEED school in Washington D.C. required significant private contributions to become operational “even though they got additional money for the boarding component, the fact that they were able to renovate-they started off in a - a children's museum had a wing that wasn't used, and they renovated it so it could become...they couldn't have done that without support from some outside resources.” Participant 3 said that “The Farmer Foundation was soliciting other people to support as well.” Private funding was necessary to implement the CPBS across all three jurisdictions.

The outside resources were needed because the state was not willing to commit additional funding. Participant 8, a former member of the state school board, claimed that “I would say probably not because education dollars have continually been cut. And I'm pretty sure there was not any special money budgeted for that when the legislation was passed.” The Cincinnati Public School (CPS) donated the land for building the school (Cincinnati Public Schools, 2012). Participant 14 stated that “The Cincinnati public schools were donating the land upon which to build the buildings. There were to be multiple buildings built and they were donating the land.” A private-public partnership was essential to implementing the CPBS policy.

Question 13 aimed to determine if any additional capacity was allocated to entities tasked with implementing the CPBS policy. There was new administrative capacity designed for implementation of the CPBS law in Maryland (Maryland State Archives, 2016). The Ohio statute did not include any additional resources for

implementation. Participant 8 said, “I do not remember that coming over with any additional budgeting items, no.” Participant 11, a public administrator within the executive branch, claimed that “There were none, we were pretty lean, so we all got involved with interests that the governor had, especially in the matter of education.” Participant 9, a former member of the state school board, said “No, there were not. And that’s a key question. I’m glad that you asked that... way too often what happened was we found these schools in a situation where they had all these unfunded mandates.”

The SEED school in D.C. was a charter school, so it received the same administrative resources that other charter schools were allotted. Participant 1 stated that “When you see in the budget, or when you see the charter budget and so forth, you will see that there's X number of dollars for student and then there for SEED there's an additional amount for boarding.” Insufficient administrative capacity limits the ability of public officials to implement a new policy.

Question 14 was created to gain understanding of any other education policy actors who impeded or facilitated the establishment of Ohio’s CPBS. The Farmer Foundation and the SEED Foundation sought and received the support of the CPS. Participant 3 stated that “There were a whole number of things that were worked out to try to be flexible and to incorporate them into our school system... assuming it was going to be a quality educational offering that our scores would be better, our children would do better, and so we wanted that as a part of our system.” SEED and the Farmer Foundation made presentations to the CPS board in October 2010 (Cincinnati Public Schools, 2010). The project had the support of local leaders in Cincinnati, Ohio.

The CPS and a local education bargaining unit worked with SEED to create a public school version of the SEED model. Participant 12, an individual who led a union with members that would be affected by the CPBS policy, claimed that “We were very involved with the writing of the agreement. We went through the handbook, and we talked about how teachers would have rights to move back and forth if because I think it would be a high burnout type of job.” Also, participant 12 said that “Because that school would have never been successful if they would have just been hiring brand new people right in off the street.” Participant 9, a former member of the state school board, claimed that “Many of those charter school operators did not want to see something of a boarding school siphon off maybe some of the students they have because siphoning off students would mean siphoning off dollars.” Local education professionals promoted the CPBS policy.

Interview question 15 was the final inquiry related to research question 1 and it allowed each participant to describe why the law was not implemented. Participants described multiple factors, as described below.

***Operator unwillingness.*** The Farmer Foundation was willing to invest \$40 million to fund construction of the dormitories (Williams, 2010), and the State of Ohio was ready to commit \$16 million to construct the classroom facilities. Also, Cincinnati public schools had donated the land for the CPBS. The selected operator demanded that since they had brought in the Farmer Foundation and their contribution, they should retain all the property if the school failed regardless of the source of funding to acquire

the asset. Participant 8 stated that “because SEED wanted to own the stuff no matter who paid for it,” SEED would not agree to the contract clause stated below:

Disposition of Assets upon Closure. In the event that the School permanently closes or permanently ceases operation for any reason, the assets of the School will be disposed of as follows: (a) Facilities constructed with funds contributed by the Ohio School Facilities Commission ("OSFC") will be disposed of in accordance with applicable state and federal law and the provisions of any Project Agreement entered into with OSFC or any Lease Payment Agreement with OSFC under ORC 3318.61. To the extent not inconsistent with any of the foregoing or with any other legal rights or obligations of the Operator, the School, or any other entity with a legal interest in such facilities, the Parties will by agreement determine the disposition of such facilities upon permanent closure of the School. (Ohio Department of Education, 2012, p.6).

***Philanthropist's frustration.*** The Farmer Foundation originally proposed the idea to Ohio in 2010 (Williams, 2010). According to Participant 7, the lead CPBS sponsor in the Ohio Senate, the legislative process took longer than expected because the boarding school concept required new administrative and legal codes. “And eventually the project died because that philanthropist in Cincinnati who had an interest in this, got kind of fed up with the number of hoops that had to be jumped and he walked away from the project.”

***State's limited capacity.*** Unlike other jurisdictions that dedicated additional resources to their CPBS, Ohio expected the CPBS to be implemented within current



structures. Participant 2 claimed that Maryland was successful because the state was willing to be creative: “state responding positively to this opportunity to do something different.” Participant 9 said, “When we have insufficiently addressed that broader perspective of educating children, ... then you can understand maybe why there is this strong division and resistance.”

***Financial risk.*** Ohio operates its budget on a biennium basis, and since the CPBS was part of the budget bill rather than an initiative of the education department, it had to be renewed each budget cycle. If the CPBS was part of a department’s budget, it could be funded on a longer-term basis. Participant 4, the lead CPBS sponsor in the Ohio House of Representatives, stated “And the General Assembly is only seated for two years...you get a new group of people every two years. I think there was some concern that because the funding for the SEED school was over six or eight years, we could not obligate that money in a future budget. And so I think that—I don't think it was SEED so much. I think it was the Farmer Foundation got concerned that the money would not be there in four, six years, because the legislature would have turned over.”

Participant 11, a former public administrator in the executive branch, also stated that “The fact you're spending how do you secure a long-term commitment on a two-year biennium for a startup boarding school were a huge issue for the funder and if the school was not successful, the concern that the next legislature might not own this.” Participant 13 argued that long term financial stability improved viability of a CPBS and to “change the charter term from 5 to 15 years, which made long-term financing much more possible for schools that were trying to get facilities. I think that probably was very beneficial to a

boarding school because they were going to have such an ambitious building program.” The short-term nature of Ohio’s budget process concerned the foundation because they were going to invest a significant amount of resources without a guarantee of long-term support.

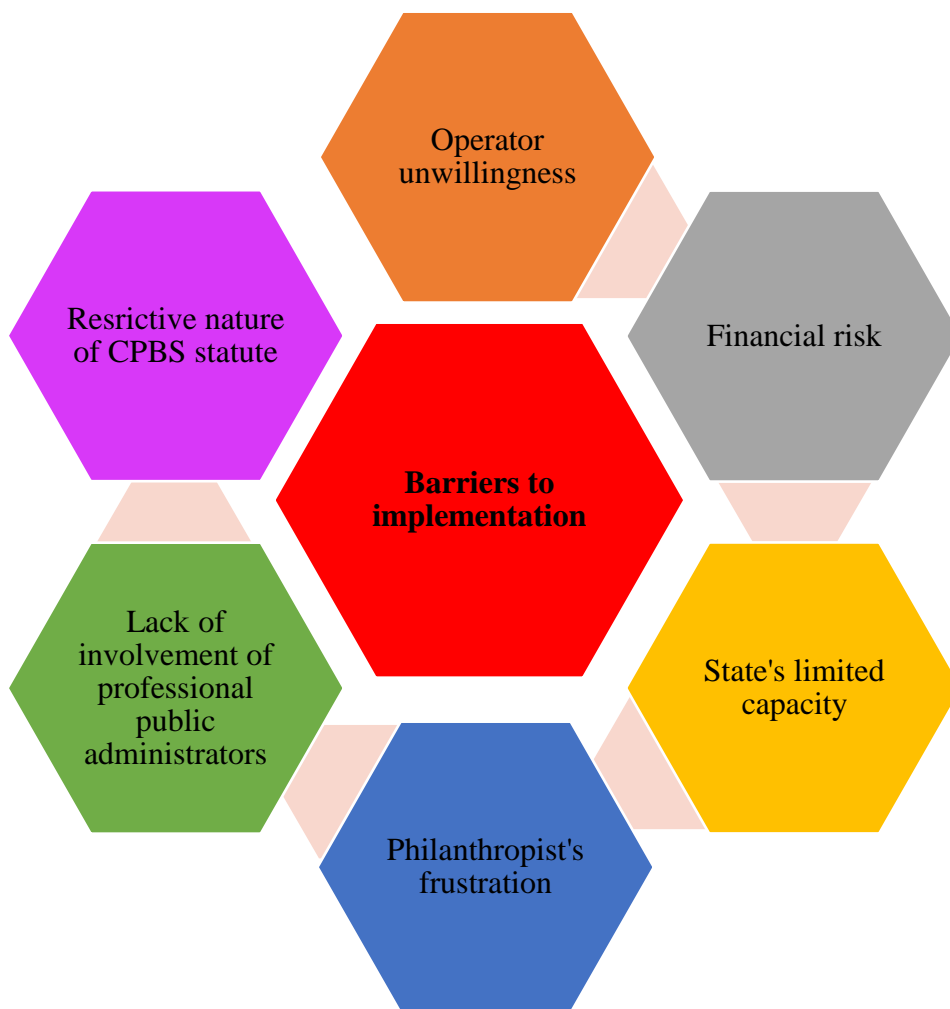
*Lack of involvement of professional public administrators.* Whereas legislators pass laws, professional public administrations implement the rules. Ohio’s CPBS statute was promoted and enacted without the participation of professionals who would implement the law. Therefore, issues that needed to be addressed during the development process could not be resolved during the implementation process. The legislation did not address how public resources involved in a private project would be protected in case of failure. Participant 14, a former elected member of the state school board, stated that “The other issue was, who’s going to own this thing.” Participant 3, a former local school board member and lobbyist, claimed that “So, I know how the policymaking works at the state level.... Well, it gets cobbled together by people who have specific interests... policy ought to be based on what it means to people who live on the ground and how to effectuate what you are trying to accomplish in the public good.”

Participant 6, an unelected state school board member, described the role as a public administrator by stating

And my role, at times on that board, was on behalf of leadership to engage in frank and pointed questioning with those who were either interested in something that was very high-profile or something that was potentially harmful for the board.

Professional public administrators may have anticipated the challenges associated with public-private ownership of assets necessary to operate the school.

***Restrictive nature of the CPBS statute.*** Ohio Revised Code 3328 was designed to establish a SEED school in Cincinnati. The narrowness of the law eliminated any discretion by policymakers to devise alternative strategies to establish a boarding school without the SEED Foundation. Consequently, when the SEED Foundation would not accept the state's terms, the policy became stalled. Participant 3 said that "It was written specifically for the SEED school with a SEED model and it may have been not as broad as it could have been, had it been written just generally, for a boarding school of any kind. ... if it wanted to be implemented differently than it could probably be broader than it might have been written." The restrictive law did not give public administrators discretion in implementing the statute. Figure 4, below, illustrates the main barriers to implementation.



*Figure 3: Barriers to implementation illustrates the six major factors that participants believed caused the failure to implement Ohio's CPBS policy.*

According to the participants' recollections and an examination of public and official records, there were six significant barriers to the CPBS statute implementation. The hurdles were Ohio's public administrators' rejection of the selected operator's claim to gain ownership of public assets without compensating the state in case the school failed, major philanthropist's frustration with the policymaking process, and the philanthropist's reluctance to commit significant investment to the project, given the

uncertainty of state funding over the long term. The hurdles also included the lack of optimal involvement by professional public administrators in the policy's development, Ohio's limited ability to administer a CPBS statute, and the restrictive nature of the law itself.

**Secondary Research Question 2.** This question sought to determine the level of interaction between officials in Ohio, Maryland and Washington D.C. during the CPBS policy development process. I also compared actions across the three jurisdictions to determine if there were strategies that Ohio could employ in future attempts to implement its CPBS policy. Table 6 shows the relationship between research question 2 and interview questions 16-19.

Table 6

*Secondary Research Question 2 and Relevant Interview Questions.*

Secondary research question 2	Interview questions
Are there relevant lessons about implementation to be learned from other states?	<p>16. What, if anything was incorporated from the residential boarding school's statute in Washington D.C. and Maryland?</p> <p>17. What was the level of interaction between Ohio officials and these jurisdictions?</p> <p>18. What, if anything, has been revised during the policy implementation process compared to the original statute?</p> <p>19. What? If any stakeholders have joined or left the CPBS advocacy coalition?</p>

According to responses to question 16 by the participants, there was no official interaction between public officials from Ohio and public officials from Washington D.C. and Maryland. Participant 8, a former member of the state school board, stated, "I don't remember anybody on staff saying that there was any conversations with Maryland or D.C. about their process." Participant 4, the lead CPBS sponsor in the Ohio House, visited the D.C. CPBS during a personal visit to D.C. but did not interact with public officials. Participant 12, the leader of the bargaining unit, investigated the D.C. CPBS performance report on their volition. Participant 14 asserted that the SEED Foundation used the Maryland contract as the template for Ohio's CPBS statute.

A review of the contract between the SEED Foundation and Ohio and Maryland showed duplication in significant areas. The eligibility criteria, boarding fee per student, academic and nonacademic curriculum, and terms of termination, the board of trustees' duties and responsibilities, and length of contract were identical in both contracts. Also, the number of students to be enrolled, responsibilities for transportation reporting requirements and the rights of the operator in case of state withdrawal of funding were the same in both contracts.

A significant difference between the contracts was the treatment of assets upon dissolution of the school. The Maryland contract envisions the state paying SEED for the value of any properties for which SEED provided resources. In contrast, Ohio's contract stated that each party would keep assets for which they had invested their resources. Another difference was that CPBS teachers in Ohio were to be members of a bargaining unit whereas, in Maryland, employees just had to be paid comparable wages to other education sector employees.

Responses to question 17 showed that the SEED Foundation was the primary link between CPBS policy in Maryland, Washington, D.C., and Ohio officials. According to Participant 11, a former member of the executive branch, there had been "a lot of meetings with the SEED folks. No, I met with the SEED folks." Participant 7 said, "may have actually come from those schools, he would have had some link to those schools, in addition to the Farmer Foundation." Participant 3 said, "SEED has its own set of policies related to education and so I'm sure they filed some or at least learned from it. And that was incorporated into the proposals that they did for Ohio."

There were significant differences between the policy development and implementation strategies of Ohio, Maryland, and Washington, D.C. Perhaps the most important difference was the involvement of Maryland's chief executive officer for K-12 instruction in the development of the state's CPBS policy. Participant 3 said, "And I think probably the most important early supporter was then superintendent of education Nancy Grasmick." Participant 3 further explained that

because it would be the state department of ed. that would have to run such a school or oversee such a school and she, as state superintendent wielded a decent amount of influence in the legislature. So she was important programmatically and politically. So her sort of seal of approval was pretty important.

A review of Maryland state board of education minutes confirmed that SEED interacted with the board beginning in 2007 with constant updates during the implementation process. The DC CPBS was established as part of education reform to the proposal was reviewed by the D.C. Public Charter School Board for viability by educational professionals. In contrast, Ohio's CPBS development did not include state's department of education until the last stages of development. According to Participant 11, "I don't think the department of education was involved too much until they got over there." Participant 5, the former chair of the state board committee, confirmed the lack of involvement of the State Board "I don't know whose idea. Who the sponsors were on that. You-if you went back and looked at the sponsors of the bill, that would be a pretty good indication whose idea it was."



Interview question 18 was designed for Maryland and Washington officials to provide information about any changes to their CPBS policy after implementation.

According to participant 1, who administered the first CPBS, operators needed to give more flexibility to achieve their goals. Participant 2, who currently administers a CPBS, stated “There have been no changes to the statute. There have been minor adjustments to the lottery process, but those were managed with staff and the state department of ed. and the approval of the state board.” Small changes were to encourage students to apply from all Maryland counties, and this was approved by the state board (Maryland Department of Education, 2008).

Interview question 19 sought information about whether any stakeholders had joined or left the CPBS advocacy coalition. Participant 13, a former administrator that monitored a CPBS, stated that “I don’t know of anybody who left the school because things weren’t working or they were unhappy.” Participant 2, who currently administers a CPBS, asserted that the coalition had grown because SEED needed to develop and maintain a robust network: “I don’t know of anybody who left the school because things weren’t working or they were unhappy.” Ohio’s CPBS may have been affected by term limits because some of its supporters are no longer in elected office. Participant 4, the lead CPBS sponsor in the Ohio House, stated,

Because if you went to the legislature right now and talked about the SEED school, many of them would have no idea what you're talking about. Because they weren't there for the bill when it passed and when we had testimony and when

we're trying to, you know, make sure people understood what it was they were voting for.

The results from responses to sub-question 2 show there was minimal information shared between public officials among the three jurisdictions. Ohio's CPBS statute was based on the state of Maryland's template; however, there was limited interaction between public officials of the two States. The potential operator served as the primary link between the two jurisdictions.

Professional public administrators in Maryland and Washington, D.C. were more involved in the CPBS policy development process than their counterparts in Ohio. Consequently, they designed the CPBS policy to fit their jurisdictions' regulatory environments. Also, contrary to Maryland and Washington, D.C., Ohio did not dedicate targeted administrative resources to implement its CPBS policy.

**Secondary Research Question 3.** This question was designed to gather information from participants and official records to generate feasible solutions to implement Ohio's CPBS policy. Table 7 shows the relationship between research question 3 and interview questions 20-27.

Table 7.

*Secondary Research Question 3 and Relevant Interview Questions*

Secondary Research Question 3. What actions might be taken to encourage the establishment of a CPBS in Ohio?	Interview questions
	<p>20. What, if anything, would you have done differently during the policy formulation process?</p> <p>21. What, if any, other public or private resources are available to implement the law?</p> <p>22. What actions do you believe can enable the establishment of Ohio's CPBS?</p> <p>23. Who are the key participants necessary to implement the law?</p> <p>24. What processes or actions will facilitate future revisions in the program?</p> <p>25. Will the program lead to new interests who may be politically active in shaping education reforms?</p> <p>26. What capacity should a potential operator have to establish a CPBS?</p> <p>27. What role can public administrators play to ensure implementation of the statute?</p>

Interview question 20 allowed participants to describe what could have been done differently during the policy formulation process that may result in the implementation of Ohio's CPBS. Participants' responses are described below.

***Flexibility in eligibility and admissions criteria.*** Current CPBS statute requires admission for only 6<sup>th</sup> grades, and the school is not allowed to replace students who drop out. Parents and or guardians make a choice for these students. Participant 1 agreed that allowing entrance at different grade levels offers students the opportunity to self-select.

*Clarity in legislative language.* ORC 3328 did not fully address the rights of the public versus the rights of the private partners. Participant 5, the former chair of the state committee, said, “General Assembly wanted to write it into Ohio revised code that the buildings belong to the—to SEED. If it went belly up, there wouldn't be anything that the State Board of Education could have done differently that would have been law.” Participant 11, a former member of the executive branch, said “What if there is a default and who would get the facilities? Types of issues like that just should have been hammered out initially, that uh we were trying to correct with the second attempt but uh we didn't get it done.”

*The composition of the student population.* Current CPBS law requires students to have both poor academic results and negative behavioral issues. Multiple study participants stated that the concentration of at-risk youths could reinforce negative behaviors. Participant 12, the head of the bargaining unit, said “It kind of worried me that when you have that many children who are coming from high-risk backgrounds to all be together. Right. I think that kids do better when they are um in a more integrated um situation, and not so segregated.”

Participant 10, who currently oversees a CPBS, agreed stating “You're putting students with virtually all other students who come from similarly disadvantaged backgrounds. And so what I have heard is that it can create a, at times, a negative dynamic in the boarding environment. And so the boarding environment, instead of, uh, instead of assisting students to sort of break out of this, um, you know, a disadvantaged home life, is actually reinforcing the disadvantage.”

***Equity of policy:*** Though the CPBS policy enjoyed broad support among participants, some had reservations about the effectiveness and equity of the policy. Participant 10, who currently oversees a CPBS, said that "You can find several schools that have equally or more, um, disadvantaged students that do better, and, you know, there's this school that received, as I said, close to three times the per-pupil allotment from the city. Uh, and so it has raised in my mind whether it's a good use of public dollars."

Participant 14, a former member of the state school board, questioned whether Ohio, given its current violation of its constitution to provide equitable funding to all students, should invest so heavily in a limited number of students. Participant 14 said "In a state where we were sued successfully back in the 90s over adequacy and equity. Equity being the equality funding. . . .and the state would be, in this particular case, why would the state want to subsidize this handful of students at a rate that is five times what they give other students elsewhere."

***Legislative speed.*** The Farmer Foundation initiated the discussions about funding a CPBS in 2010. Though the law was passed in July 2011, negotiations continued with the State through September 2012. According to the Ohio Board minutes, SEED requested termination of the contract in September 2012. Participant 7, the lead CPBS policy sponsor in the Ohio Senate, said that "I think maybe if we had known that Mr. Farmer was losing patience with the whole process, we might have tried to speed things up a little bit. But I can't say that for sure."

Interview question 21 was designed to allow participants to volunteer if there were any private or public resources available for implementation other than those currently identified in the CPBS law. The consensus was that there were no additional resources available unless the legislature changed the law. Participant 11 said “The answer's yes. I mean we eventually could have allocated whatever they wanted for this, and the end results could have been such you could have dealt with it in a different way.” Participant 1 indicated that it was the responsibility of the operator to seek additional resources from public and private sources. Participant 2 concurred, stating that “There's a lot of things they do independently, but they get grant money that might go to a district would also go to SEED.”

Interview question 22 enabled participants to define actions that they believed could enable the establishment of Ohio's CPBS. The participants described multiple strategies, as detailed below.

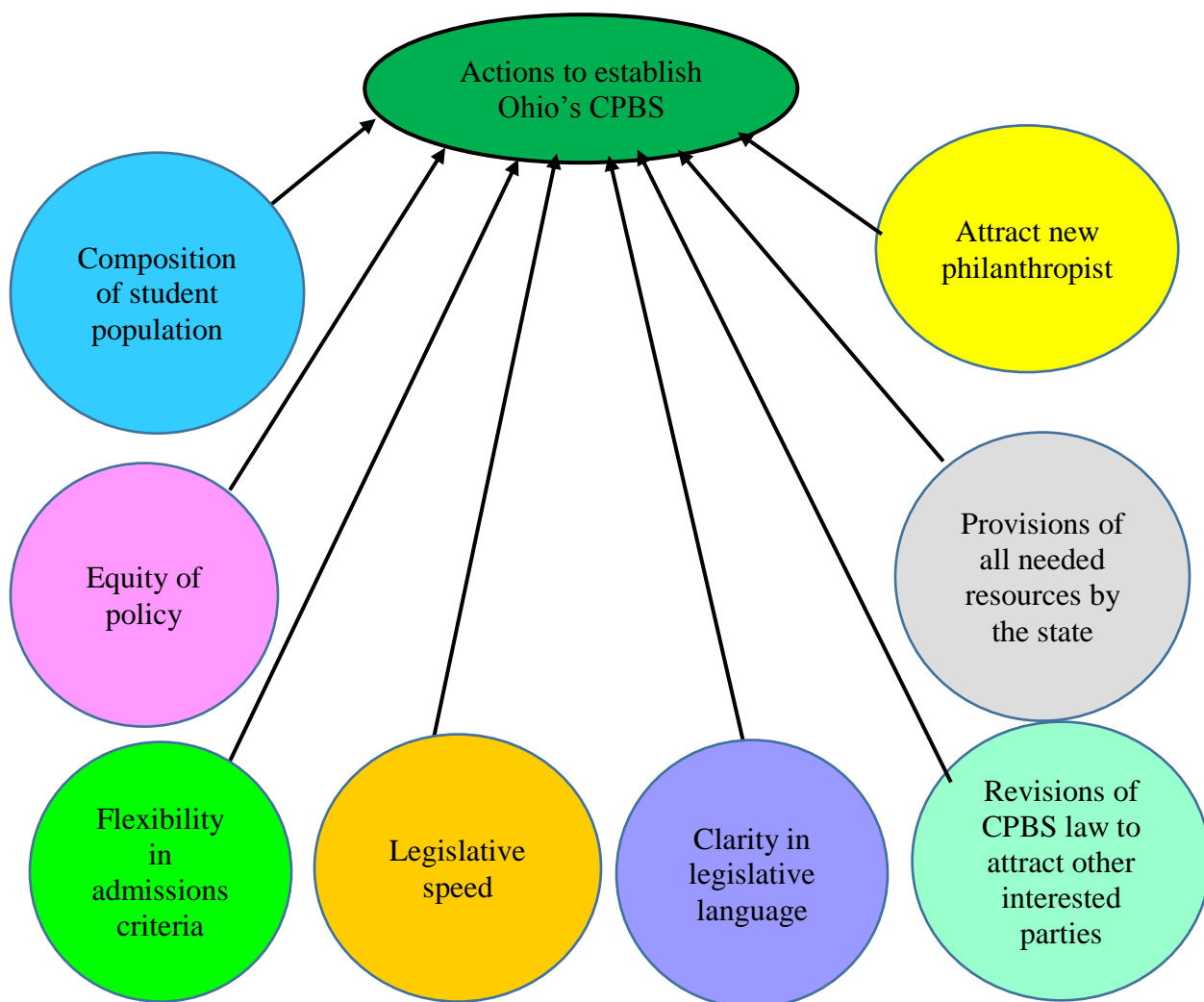
*Revisions of CPBS law to attract other interested parties.* Participant 3, the former local school president and former lobbyist, stated “a broad policy that allows it to be implemented fairly freely.” Participant 12, the head of the bargaining unit, concurred and stated that “One of the things that a lot of times they make legislation that they think are gonna (*sic*) be great but they don't think about the unintended consequences of that legislation.” Participant 6, the unelected member of the state school board, stated, “To create the conditions which would permit the creating of one if there were private sector interest in doing so, or if there were a local school board that so desired the creation of one.”

*Provisions of all needed resources by the state.* Participant 5, the former chair of the committee of the state school board tasked with implementing the CPBS, indicated that the state could have dictated the terms of the contract if it provided all the resources necessary for the CPBS. Participant 13, a former public administrator who oversaw a CPBS, reported: “Political leaders would essentially take the bit in their teeth and say this is something worth trying and worth doing. If you look at the inverse situation in some states that have had state schools for gifted kids.”

*Attract a new philanthropist.* Ohio could seek new private parties willing to work within state guidelines. Participant 7, the CPBS senate co-sponsor claimed that

I think if someone came along . . . the law would permit it at this point . . . that it was really done and someone took over and could have picked up the ball and finished it from the funding perspective.

Participant 14 also claimed that “philanthropy that will come in and operate without any concern for ownership.” Figure 5 illustrates actions that may lead to establishment of Ohio’s CPBS.



*Figure 4: Actions that may lead to establishment of Ohio's CPBS*

Interview question 23 aimed to generate answers from participants about key parties necessary to implement the CPBS policy. The general agreement was that private funds, professional public administrators, an entity with the capacity to operate the school, and an independent board who will govern the school are necessary for successful implementation.



Interview question 24 required participants to describe processes or actions that can facilitate revisions to the CPBS policy. Participant 4, the former Ohio House member, stated that “We would have to make sure that the Ohio department of education and the Governor's office were fully on board in order to make sure that it succeeded.” Involvement of the developers and implementers are necessary to ensure that the legislation is realistic. Participant 5, the former chair of the state school board committee, stated that since public funds were used for part of the physical facilities, legislators would have to revise the law to give state-funded property to a private entity or the private entity needed to accept the term that public funded facilities will always belong to the state. Participant 5 said “If, in fact, the General Assembly wanted to write it into Ohio revised code that the buildings belong to the—to SEED. If it went belly up, there wouldn't be anything that the State Board of Education could have done differently that would have been law.”

Other participants described alternate strategies. Participant 6, the former unelected state school board member, said that “for identification of the need and advancement of that would have to come from members of the public – and that includes foundations – starting a community school, or from a local district starting that.” Participant 11, the former executive branch member, argued that as a public entity, the CPBS needed to adhere to certain public values. Participant 11 said, “looking at the laws of Ohio and requirements of public school, and just checking them off and say, does this work and this not? And the bottom line are we going to invest such a loan to make this financial commitment if it's not really a public school? To me, that was the issue. It was a

very public format, and then we're going to have public money in it, do we have to comply with the school regulations that were out there dates caused them discomfort, especially some potential board members.”

Interview question 26 was designed to inquire whether a successful CPBS would attract new actors into educational reform environment. The apparent success of the CPBS in D.C. and Maryland was the impetus for Ohio's interest in attempting to establish a CPBS. Other jurisdictions in Ohio were interested in creating their CPBS if the Cincinnati CPBS was created and had demonstrated success. Participant 4, the lead CPBS sponsor in the Ohio House, said, “even before it was established, we had individuals wanting like—this school was going to be in Cincinnati, and there were already people from Akron and other parts of the state saying we want that in our part of the state as well.” The concept of a boarding school still enjoyed support.

Interview question 26 allowed participants to describe the capabilities that a potential boarding school operator should possess to be successful. Several participants suggested that an operator should have demonstrated experience in residential education. Participant 3, the former school board member, said “experience of having operated a boarding school personally. I mean you need to know what you're doing.” Participant 12, the bargaining unit head, said, “ should be within the district, so that they have all of the curricular support, and they have the supports of like the school nurses and the department of student service support because a lot of these kids may have IEP's and those have to be I don't think that an independent school can handle those the way they need to be handled.” Participant 14, a former elected member of the state school board,

agreed that an operator must have the capacity to supervise and monitor students, “having dormitories and the residential supervision to take care of the supervisory responsibilities that come from a residential program.”

The final interview question encouraged participants to suggest how public administrators can ensure implementation of the CPBS statute. Ohio’s public administrators fulfilled their obligation to the state’s citizens by protecting the public interests when the potential operator wanted to gain ownership of public property. Participant 8, the former elected member of the state school board, said that it was “always helpful to have the staff of the agency that’s going to actually be responsible for the nuts and bolts of this to participate in the legislative process...there are a lot of unforeseen consequences in legislation that gets passed and then farmed out to a state agency.”

Participant 3 claimed that public administrators should consider practical solutions. Participant 3 argued that “no matter what the offering is, whether it’s a SEED school, whether it’s a charter school, whether it’s an internal traditional public school that is doing what it’s supposed to do, which is to provide a quality education for every child that walks through the door.” Participant 11, a former member of the executive branch, concluded that “I think the first thing is the idea, is a good idea or not, that’s always the first question you ask and we reached a consensus unless it’s a good idea then you go on how do you get it done, and that’s always a real problem.” However, given the need for the CPBS as an equity policy and general support due to its effectiveness, public administrators face two competing public values. Public administrators protect the public

interest by ensuring efficient utilization of resources, but they should also ensure that policies are equitable.

Results show that the following actions may lead to implementation of Ohio's CPBS law. First, the current statute should be revised and expanded so that other interested parties can propose different residential education options. Second, the revised policy should clearly articulate resource allocation between the State and potential operators. Third, professional public administrators should be engaged in the policy revision process to ensure that the revised statute permits for administrative discretion during implementation

### **Summary**

The idea of a CPBS to improve the educational opportunity for low-income at-risk students had the support of both the executive and legislative branches of Ohio's government. The support was buttressed by the significant financial contribution of a private foundation which would have reduced the public resources necessary for the project. The private entity was able to secure the support of two branches of government to enact a law specifically tailored to fit their unique model. However, implementation of the CPBS policy stalled when public administrators rightfully requested the protection of the public's interest. The private entity demanded ownership rights over assets funded by public resources.

Unlike Ohio, Maryland's and Washington, D.C.'s professional public administrators were involved in the development of their jurisdictions' CPBS policies, which allowed them to factor the implementation process during the policies'

development. There was limited contact between public officials in Ohio, Maryland, and Washington D.C. because the potential operator acted as the policy entrepreneur. The potential operator and philanthropist terminated their contracts with Ohio once the state officials chose the greater public's interest over an individual policy. Given the demonstrated need and support for a residential boarding school funded by private and public resources, policymakers should revise the current policy to allow other interested parties to propose alternative strategies. Expansion of the statute will allow interested entities to offer solutions that may result in establishing Ohio's CPBS.

Chapter 5 will describe how the study's findings were consistent with its theoretical frameworks and literature cited in Chapter 2. Chapter 5 will explain the limitations of the study and recommendations proposed by the researcher to achieve the study's purpose. The final chapter will describe the positive social change if the study's findings are implemented. Finally, Chapter 5 will present the study's conclusion.

## Chapter 5: Conclusions and Recommendations

### **Introduction**

The purpose of this study was to understand the hurdles blocking Ohio's statute to implement a CPBS for low-income at-risk students and to propose solutions to overcome these barriers. The study's primary RQ was: How can Ohio implement its 2011 law to establish a CPBS? Three secondary RQs were employed to gather relevant information. The three questions were:

SRQ1: What are the barriers to CPBS' statute implementation?

SRQ2: Are there relevant implementation lessons to be learned from other states?

SRQ3: What actions might be taken to encourage the establishment of a CPBS in Ohio?

A pragmatic qualitative research approach was utilized because the study's goal was to propose practical solutions to an immediate societal issue. The study's participants were selected because of their role in the CPBS policy process across three jurisdictions. Unlike Ohio, Maryland and Washington, D.C, fully implemented their CPBS policy by establishing functioning institutions. Official and public records relevant to CPBS policies across all three were also reviewed. The data were analyzed based on Miles et al.'s (2013) attributable coding method. The findings were organized according to the three SRQs.

### **Key Findings**

The study's primary RQ was: How can Ohio implement its 2011 law to establish a CPBS? Therefore, it was necessary to gather relevant information to provide feasible

solutions for policy makers and interested parties to establish Ohio's CPBS. The data were analyzed to understand the policy's development process and why it has not been implemented to date. Since Ohio's CPBS law was based on the state of Maryland's template, the findings describe the policy transmittal process between the two jurisdictions to understand why Maryland's school was created while Ohio's CPBS had not yet been established. A pragmatic study seeks options that address societal issues with available resources. Consequently, the study's findings describe actionable items to establish a CPBS given Ohio's policy landscape.

**SRQ1: What are the barriers to CPBS implementation?** This question aimed to understand the barriers to the enactment of Ohio's CPBS law. The major factor identified for nonimplementation of the current statute was Ohio's public administrators' rejection of the selected operator's claim to gain ownership of public assets without compensating the state in case the school failed. Other factors the data revealed that contributed to nonimplementation were the major philanthropist's frustration with the policymaking process and the philanthropist's reluctance to commit significant investment to the project given the uncertainty of state funding over the long term. Another contributory element to CPBS's policy implementation failure was the lack of optimal involvement by professional public administrators in the policy's development. Private entities with privileged access to policymakers initiated and designed the policy, which resulted in the enactment of a statute that fit their unique model.

**SRQ2: Are there relevant implementation lessons to be learned from other states?** This question sought to discover if there were lessons to be learned from other

jurisdictions. The findings show there was scarce information shared between Ohio and other jurisdictions' public officials. Ohio's CPBS statute was based on the state of Maryland's template; however, there was limited interaction between public officials of the two states. The potential operator served as the primary link between the two jurisdictions.

Professional public administrators in Maryland and Washington, DC, were more involved in the CPBS policy development process than their counterparts in Ohio. Therefore, they were able to shape the CPBS policy to fit their jurisdictions' regulatory environments. Also, contrary to Maryland and Washington, DC, Ohio did not provide specific administrative resources to implement its CPBS policy.

**SRQ3: What actions might be taken to encourage the establishment of a CPBS in Ohio?** This question aimed to describe actions that could revive the stalled policy. The data revealed three actions through which the CPBS policy could move forward in Ohio. First, the current statute should be revised and expanded so that other interested parties can propose different residential education options. The involvement of other interested parties may result in different eligibility and admissions criteria that expand the opportunity for low-income students to succeed. An inclusive process may attract private individuals and organizations with resources and experience educating and serving low-income at-risk students.

Second, the revised statute should clarify resource allocation between the state and potential operators. A clear description of each party's role should facilitate a more systematic implementation process. Third, professional public administrators should be



involved in the policy revision process to ensure that legislative language allows for administrative discretion during implementation. A more inclusive and transparent process should enhance public administrators' abilities to achieve Ohio's goal to reduce societal inequities.

### **Interpretation of Findings**

The findings from this study confirmed current knowledge in the public policy and administration field as described in Chapter 2. Policymakers should adhere to certain protocols to enhance the probability of successful implementation. The policy development process should be open, transparent, and encourage thoughtful discourse to arrive at the optimum option. Professional public administrators responsible for implementation of policies should be involved in the development process. Policies that address problems should be developed through a collaborative process that includes stakeholders and interested parties that address each aspect of the issue. Finally, public policy should promote public values to gain legitimacy and support necessary for implementation.

### **Policy Development**

Ohio's CPBS policy was initiated by individuals with privileged access to policymakers. Policies reflect the influences of parties active in governance (Bonica et al., 2013; Flavin, 2015, Gilens, 2012; Gilens & Page, 2014; Hayes 2013). Ohio's CPBS policy reflected the strategy preferred by its initial advocates. Limiting policy choices before a deliberative discourse increases the chances of a policy's failure (Favero & Meier, 2013, Gilens & Page 2014; Lawrence et al., 2013; Mango, 2013; May, 2015;

Öberg et al., 2015; Rigby & Wright, 2013). Though Ohio's CPBS statute was enacted, there were unaddressed issues in the law that were contrary to public interest.

Professional public administrators play a unique role in the policy development and implementation process. These professionals have the expertise to ensure that policies achieve their purpose and are consistent with the public's interest (Baehler et al., 2014; Bonica et al., 2013; Box, 2015; O'Leary et al., 2012). Professional public administrators were heavily involved in the Maryland law from development through implementation, contrary to that found in the CPBS policy process in Ohio. Interest groups may sometimes place their priorities above the public's interest (Marchetti, 2015, McLaughlin et al., 2016; Mosley & Galaskiewicz, 2015; Phinney, 2016). In the case of Ohio's CPBS, the potential operator walked away from addressing a public goal when public administrators rejected their demand for ownership rights over public assets.

An open and transparent process should result in a more effective and efficient utilization of public resources to address a societal issue (Heaney & Lorenz 2013; Jos, 2014; Nowlin, 2016). Parties interested in resolving an issue will be able to propose their ideas. Participation of affected individuals and organizations increases the legitimacy of a proposed policy (Erikson, 2014; Ney & Verweij, 2014; Touchton & Wampler, 2014; Trouset et al., 2015). The Ohio Department of Education's professionals who write the administrative code to implement state laws were not involved in the CPBS policy until it had become law. This lack of an extensive involvement caused a delay between the law's passage in 2011 and extended negotiations with the selected operator which continued

until September 2012. The major philanthropist withdrew their support for the project due to the protracted process and uncertainty about Ohio's commitment.

Ohio's policymakers sought to transfer a policy from another jurisdiction to address a local problem. Park et al. (2014) argued that policymakers should employ a democratic translation process when adopting policies from other jurisdictions to achieve an optimal outcome. Policy makers should consult with public officials in the originating jurisdiction, adjust the policy to fit the local environment, and engage local stakeholders before implementation (Park et al., 2014). Ohio's CPBS policy was based on Maryland's template, but there was limited interaction between state public officials in Maryland and Ohio. The potential operator served as the policy entrepreneur and translator between the two states. Although revisions were made to the Maryland template, the potential operator requested terms that were inconsistent with Ohio policies. Finally, there was no engagement of the policy's direct beneficiaries during its development.

There are limitations to the suitability of PPPs to achieve public goals. Private entities may withdraw their support for a policy at any time, thereby creating an unmet need (Mosely & Galaskiewicz, 2015). McLaughlin et al. (2016) and Reckhow and Snyder (2014) posited that private entities might ask for special considerations to fulfill their obligations. The philanthropist who supported the CPBS policy was concerned about the two-year cycle of Ohio's budget process and wanted the State to commit a longer period.

Public service values should be considered when choosing public-private partnership (PPP) as an implementation strategy. Iossa and Martimort (2012) argued for

a clear separation between policy development and implementation to avoid a conflict of interest. The PPP selection process should be open, fair, and collaborative (Siemiatycki, 2015; Reynaers 2014; Reynaers & Graft, 2014). PPPs should be held to the same standard as public agencies because they utilize society's resources (Box, 1999, Reynaers & Griff, 2014). The potential operator and major philanthropist initiated and attempted to lead the CPBS policy process in Ohio from development through implementation without any competition. The lack of an inclusive process resulted in the development of a flawed statute.

### **Policy Implementation**

Implementation of the current CPBS policy is stalled. A policy has failed when it does not achieve its objective (Zittoun, 2014). Termeer et al. (2015) posited that public officials should revitalize policies seeking to address problems. Ohio's CPBS policy remains a part of the state's revised code; however, there are no current actions to implement the law. Professional public administrations have knowledge of (Bonica et al.; Box, 2015) and access to elected officials (Ellis, 2013; Palus & Yackee, 2013) to recommend changes to the policy. Ohio statutes can only be changed through legislative action. Public administrators can counsel elected officials about policy implementation problems (Hufen & Koppenjan, 2014; Zillah, 2015). Ohio's public administrators can recommend changes to the CPBS policy to the legislature.

Revitalizing the CPBS policy will require a more expansive process. Elected officials should revise the CPBS policy to allow multiple interested parties to submit proposals to establish a CPBS. Complex policy tools require elected and non-elected

advocates to succeed (Darling-Hammond, 2014; Gilens & Page, 2014; May, 2015; Öberg et al., 2015; Troussset et al., 2015). Public administrators can advise elected officials and citizens about policy options (Knox, 2015; Frederickson, 2005; Wolfe, 2012). State officials will have to overcome the public's perception of increased resources for public education as wasteful. Accountability policies (Au, 2016; Gerstl-Pepin, 2015) and media coverage (Rose & Baumgartner, 2013) have created negative images of public education. A collaborative process may produce currently unidentified parties interested in addressing the poor educational performance of low-income at-risk students.

The reliability of Ohio's current CPBS statute on one particular entity contributed to the lack of implementation. May & Joachim, (2013) stated that new policies need a regime or network of governance to compete for resources with existing programs that address the same issues. Policy implementation process should involve all the policy's stakeholders (Darling-Hammond, 2014; Galey, 2015; Gilens & Page, 2014; Lavery, 2014; Head & Alford, 2015; May, 2015). Ohio's CPBS's potential beneficiaries include eligible students, their families, resource providers, elected and nonelected officials, and community organizations, who should all be involved in the development and implementation process.

An open and fair process may result in more strategies to establish a CPBS. An inclusive policy process can attract parties with resources and various ideas (Johnson & Svara, 2011; Termeer et al., 2015). Policy issues require collaboration between public agencies, private individuals, and nonprofit organizations (Darling-Hammond, 2014; Head & Alford, 2015; Ladd, 2012). State and private organizations that address factors

outside the school that impact low-income students, such as state and local public agencies, nonprofit entities, institutions of higher education, and advocacy groups, can contribute to the CPBS implementation process.

### **Theoretical Framework**

The theoretical framework for this study was a combination of policy feedback theory (PFT) and Frederickson's social equity theory. PFT states that current policies affect new policies by determining the amount of resources available to implement the new policy (Skocpol, 1992; Pierson, 1993). PFT also holds that new policies are based on the paradigm created by current policies (Pierson, 1993; Jordan, 2013; May & Joachim, 2013). According to the study results, PFT was validated.

There is a limited amount of public resources available for a CPBS because state funds could not support the entire costs of the project. Also, Ohio did not have the administrative capacity to manage the project. Ohio's CPBS policy was also based on the knowledge of Maryland's CPBS. The design of Maryland's template affected how Ohio's statute was created.

PFT also states that policies that do not offer benefits to a broad segment of society have limited support (Chen, 2013; Jordan, 2013; Skocpol, 1993). PFT also holds that policies that enjoy wide support garner significant public resources (Pierson, 1993). Ohio's CPBS statute provided direct benefits to a limited and targeted population. The policy stalled when the policy's initiators lost interest and there were no other advocates for its implementation. The CPBS did not have popular support, so a PPP was necessary for implementation.

Frederickson's social equity theory states that policy should be assessed by its economy, effectiveness, and ability to reduce societal inequities (Frederickson, 1971). According to the theory, public administrators have an obligation to use their discretion and expertise to promote equitable policies (Box, 2015; Frederickson, 2010). Johnson & Svara (2011) argued that social equity policies are based on four elements: access, procedural fairness, quality, and outcome (p. 266). This study's findings are consistent with Frederickson's social equity theory.

Ohio's policymakers established the CPBS policy to devote resources to reduce the inequities of low-income at-risk students in an urban area. However, public administrators determined that the two other tools of assessing a policy's value, economy and effectiveness, overrode equity in this case. Public administrators would not transfer ownership of public assets to a private operator even though the goal of the CPBS policy was to reduce societal inequities. The requirement to develop a policy addressing social equity in public administration using appropriate criteria was also validated. The CPBS policy process did not provide access to all interested parties and lacked procedural fairness. Consequently, there was no outcome because the CPBS has not been established to date.

### **Limitations of the Study**

This study is limited to efforts to implement one particular policy in the State of Ohio. The policy was enacted in 2011; therefore, there was a time lag between enactment of the law and the conduct of the study. The delay had an effect on data

collection because several individuals involved in the policy's development were no longer in their official capacity when the policy was established.

Also, the potential operator and the private foundation who were instrumental in the CPBS policy process elected not to participate in the study. A rigorous examination of public records across the three jurisdictions provided reliable information about the activities of the potential operator and the major philanthropist. The study's participants' description of events were also consistent with the two entities' activities as described in the public and official records. The investigator's background as a graduate of a boarding school and employment at a university that admits a high concentration of low-income students did not affect the study.

### **Delimitations**

The purpose of this pragmatic study was to propose feasible solutions for Ohio's policymakers; therefore, the recommendations are unique to Ohio's policy environment. The study focused on the policy development process in Maryland and Ohio because Ohio's CPBS template was based on Maryland's model. Elected and non-elected individuals who were involved in the CPBS policy from Maryland, Washington, D.C., and Ohio were interviewed. I also reviewed public and official records across all three jurisdictions. The official minutes of relevant agencies meetings in Maryland and Ohio confirmed participant's responses. Official documents and other public records confirmed information shared by the Washington, D.C. participants.



### **Recommendations for Further Research**

The investigator encountered several issues during the conduct of this study that may be of interest to other public policy researchers. The subjects were beyond the scope of this study, but they may have an influence on similar policies. Two potential topics are described below.:

First, what are the effects of term limits on the successful implementation of public policies that affect a limited population? There was a significant amount of public resources dedicated to the development of the CPBS law, however, when the potential operator and private funder withdrew their support, and the lead sponsor in the House left office due to term limits, the policy stalled. The enactment of a statute is one step in the policy process; without adequate support, policies may not be implemented. The current norm is that public policy favors upper-income citizens and powerful interest groups; therefore, politicians may be focused on satisfying the most active and engaged parties during their terms in office. Investigators can review the enactment of policies that target disadvantaged citizens in states with term limits, in comparison to states without a defined period of service. Investigators may also examine policies in states before the enactment of term limits. An examination of the professional public administrators' influence in the policy development and implementation in the states with term limits may also be a worthy subject.

Second, is a college preparatory boarding school funded entirely through public funds an efficient and equitable use of public resources? The utilization of a public-private partnership is a contributory factor in the CPBS's lack of implementation. A

quantitative study that considers the physical and operational costs of establishing an entirely publicly funded public residential school versus the expenses of high school dropouts to society can confirm whether a public-private partnership is necessary. Investigators can examine if investing significant initial public resources in a limited population conserves societal resources in the long term. Several states have established residential schools for talented students to address the shortage of American citizens in science, technology, engineering, and mathematics.

### **Implications for Social Change**

#### **Positive Social Change**

The purpose of this study was to identify feasible solutions that would help Ohio establish its college preparatory boarding school for low-income at-risk students in urban areas. Boarding schools with similar students in other jurisdictions have improved their academic performance (Bass, 2014; Crier, 2015; Curto & Fryer, 2014). Educational attainment improves the socioeconomic status of disadvantaged individuals (Baum et al., 2013; Cooper & Mulvey, 2015). People with a college degree will earn twice the income of high school graduates over their lifetime (Baum et al., 2013). Successful establishment of Ohio's CPBS will have a direct positive social change on the students and their families. Students will be able to enhance their academic performance, complete college, and improve their socioeconomic status.

Boarding schools can serve as an educational oasis for disadvantaged students who reside in urban areas. High-poverty neighborhoods, unstable family situations, single parent low-income families, poor nutrition, and inadequate parenting are outside-school

factors that negatively affect academic performance (Ashbury & Woodson, 2012; Bower, 2013; Cooper & Mulvey, 2015; Darling-Hammond, 2013; Goldsmith et al., 2016; Ladd, 2012). The public schools in Ohio's eight urban areas are failing to meet the state's performance standards (ODE, 2016). Ohio has tried multiple educational strategies without success. Investing in a strategy that has demonstrated success in other jurisdictions should be added to the continuum of policies to improve students' academic performance.

Low-income at-risk students with poor educational attainment are more vulnerable to negative aspects of society. They are more likely to suffer from disparities in health care (Bower, 2013; Street et al., 2015) and become entangled in the justice system (Baker & Lang, 2013; Cooper & Mulvey, 2015; Crier, 2015). Educational attainment is also positively related to volunteerism (Street et al., 2015). Establishment of an educational environment that enhances the academic performance of disadvantaged students will lead to positive social changes by mitigating negative outside-school factors. The positive social change will multiply as successful students display and promote the benefits of high academic performance.

Educated citizens contribute to society. A better-informed citizenry improves democracy and governance (Knoeppel et al., 2014). A low-income student who attains a college degree contributes \$250,000 to society through increased income, non-involvement in juvenile justice, and improved health outcomes (Curto & Fryer, 2014). Increasing the educational attainment of Ohio's low-income students and consequently,

their socioeconomic status will add diverse voices to polity. The establishment of Ohio's CPBS will produce positive social change for society as a whole.

Ohio's CPBS policy was initiated by individuals and organizations with privileged access to policymakers. Therefore, professional public administrators were not sufficiently engaged in the policy development process. As a result, the CPBS law as enacted favored a particular organization rather providing an educational option for interested parties to explore. This study's findings demonstrated that an open, transparent, and procedurally fair process which included public administrators in a comprehensive manner might have led to the achievement of a public goal to increase the number of educated citizens. Public administrators can ensure that public resources serve society's interests.

Public policy favors parties active in governance. Political parties' platforms reflect the wishes of campaign contributors (Flavin, 2015). Organizations and individuals with access to policymakers can lobby for their policy preferences (Rigby & Wright, 2013). Elected officials strive to satisfy the wishes of parties active in governance (Bonica et al., 2013; Franko, 2015; Griffin & Newman, 2013). Though Ohio's CPBS statute goal was to increase the educational attainment of low-income at-risk students, the policy reflected the vision of a particular interest group. Policies that strive to produce positive social change will be more sustainable if they reflect the results of a deliberative process that includes diverse points of view.

Professional public administrators have an affirmative duty to aid disadvantaged citizens. According to Fredrickson (2005), these professionals should actively promote

policies that reduce societal inequities rather than serve as neutral arbiters of policy. The ASPA Code of Ethics (2013) requires public administrators to enhance social equity by supporting programs and activities that aid underrepresented groups and individuals. Ohio's professional public administrators can use their knowledge and expertise to counsel policymakers about the effectiveness of CPBS. Active promotion of the CPBS policy may encourage policy makers to revise the statute.

### **Recommendations for Practice**

Professional public administrators have an obligation to serve the public interest (ASPA Code of Ethics, 2013). Also, they occupy a unique space due to their technical expertise and access to legislators and citizens. Therefore, their engagement in public policy at an early stage can guide policymakers and citizens about feasible policy options. Private individuals and organizations may have a genuine interest in improving society. However, public values must be observed to achieve public goals.

Ohio's CPBS statute was supported at the highest levels of the state government; however, its development process did not adhere to certain public values. The policy development process was exclusive, not transparent, and resulted in a statute that favored a particular entity. An organized group with privileged access to policymakers successfully engineered the enacted a statute based on their specific vision. Public administrators are required to protect the public interest when utilizing public resources. Ohio's professional public administrators rejected a private entity that attempted to acquire public assets without compensating the state in case the CPBS failed. An open and inclusive policy development process may have generated more options for the state

to establish its CPBS. However, the CPBS policy became stalled when the operator would not adhere to Ohio's laws. Consequently, the challenges facing Ohio's low-income at-risk students remained unaddressed.

### **Conclusion**

The purpose of this study was to propose solutions to Ohio's policymakers and other interested parties to enable successful implementation of Ohio's CPBS policy. Due to unstable residential and poor academic environments, Ohio enacted Revised Code 3328 to establish a college preparatory boarding school. Similar schools in Maryland and Washington, D.C. have increased the educational attainment of low-income at-risk students. Existing and prior policies affect the availability of resources and the paradigm through which new policies are considered. All eight Ohio urban area school districts currently do not meet state standards for academic performance. Therefore, there is a need to provide alternative educational policies to address this societal issue. Ohio elected to achieve the public goal of educating its citizens through a public-private partnership because of limited state resources and the availability of significant private investment from a philanthropist organization.

Ohio's CPBS policy adheres to Frederickson's social equity theory, which states that public resources can be used to reduce societal inequities. Policymakers were willing to invest a significant share of public resources in improving the socioeconomic status of a limited population of students. However, public goals must be achieved through public values to serve the greater public interest. The potential operator of the CPBS and the major philanthropist had privileged access to the policymakers.

Consequently, they were able to influence the passage of a statute that met their policy preferences.

The CPBS policy is stalled because the potential operator withdrew their commitment when public administrators rejected their claim to gain ownership rights over public assets at no cost. The current CPBS policy will have to be revised for implementation because it was designed to fit the wishes of one particular entity. A more inclusive process that encourages participation of many and diverse individuals and organizations that currently or are willing to serve low-income at-risk students may generate more resources and ideas. The expanded process can lead to the achievement of Ohio's goal to provide a stable and high-quality environment for low-income at-risk students to improve their educational attainment and subsequently, their socioeconomic status.

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## Appendix A: Invitation Letter to Participants

February 22, 2017

Dear \_\_\_\_\_,

My name is Morakinyo Kuti and I am a doctoral student at Walden University's School of Public Policy and Administration. I am conducting my dissertation study titled "Identifying Solutions: Establishing a College Preparatory Boarding School (CPBS) in Ohio". I obtained your name during my review of Ohio's legislative records. According to House Journal dated May 5, 2011 you were a co-sponsor of House Bill No. 221 to permit the establishment of public college-preparatory boarding schools for at-risk students to be operated by private nonprofit entities and to establish the College-Preparatory Boarding School Facilities Program.

I am inviting you to take part in this study which aims to understand the hurdles impeding Ohio's plan to establish a CPBS for low-income students by 2013 as stipulated by Chapter 3328 of the Ohio Revised Code. I aim to conduct interviews with key individuals and review official documents and public records of the residential education policy in Ohio, Maryland, and Washington, D.C. to develop an understanding of why Ohio's school has not been established while Maryland, and Washington, D.C. have successfully established their schools.

I am recruiting former and current elected officials from the Ohio legislature who were actively involved in proposing the CPBS statute. Also, legislative aides of the current members will be recruited to serve as participants. In addition, public non-elected officials from Ohio involved in the CPBS policy development or implementation will be recruited for the study. Public administrators overseeing Maryland and Washington, D.C.'s publicly funded residential schools will be recruited for the study. Individuals other than public officials such as school operators or other education policy actors who were actively engaged in the CPBS statute development will also be recruited.

From the information generated through the interviews and review of records, I intend to propose practical solutions to public officials and other interested parties that may lead to the successful implementation of Ohio's CPBS policy.

Please find attached a consent form that includes the interview questions for your review. The interview may last between 60 to 75 minutes over the phone or in person. I hope you can participate in this study that may result in additional educational opportunities for disadvantaged citizens.

If you have questions, I can be contacted via email or XXX-XXX-XXXX. Thanks for your assistance.

## Appendix B: Invitation Letter to Organizations

Dear

### Request for Authorization to Conduct Research

I am a doctoral student at Walden University's School of Public Policy and Administration and I am conducting my dissertation study. The title of the study is "Identifying Solutions: Establishing a College Preparatory Boarding School (CPBS) in Ohio". The purpose of the study is to understand the hurdles impeding Ohio's plan to establish a CPBS and devise strategies to overcome the obstacles. I intend to conduct interviews with key individuals and review official and public records of the residential education policy in Ohio, Maryland, and Washington, D.C. to develop an understanding of why Ohio's school has not been established while Maryland, and Washington, D.C. have successfully established their CPBS. I also intend to review official and public records relating to secondary school residential education policy in Ohio, Maryland, and Washington, D.C. as part of my study.

Based on the information gathered from interviews and the review of records, I intend to propose practical solutions to public officials and other interested parties that may lead to the successful implementation of Ohio's CPBS policy. The study's primary research question: How can the state of Ohio implement its law on college preparatory boarding schools?

The secondary research questions are:

1. What are the barriers to CPBS implementation?
2. Are there relevant lessons about implementation to be learned from other states?
3. What actions might be taken to encourage the establishment of a CPBS in Ohio?

I am seeking your consent to interview individuals within the department of education knowledgeable about the development and implementation of the CPBS as stipulated by Chapter 3328 of the Ohio Revised Code. Please find attached a preliminary Institutional Review Board clearance from Walden University and a copy of the consent form including the interview questions for your review.

If you need additional information, please do not hesitate to contact me or my committee chair, [REDACTED] via telephone or email. Our contact information are: [REDACTED]

[REDACTED]

[REDACTED]

A copy of the completed dissertation will be provided to Maryland Department of Education at the end of the study. Your permission to conduct this study will be greatly appreciated.

Sincerely,

## Appendix C: Agreement Letters from Organizations

Dear Morakinyo Kuti,

Based on my review of your research proposal, I give permission for you to conduct the study entitled Identifying Solutions: Establishing a College Preparatory Boarding School in Ohio within the Maryland Department of Education. As part of this study, I authorize you to interview individuals with the department most responsible for the development and implementation of our College Preparatory Boarding School policy. The interviews will be conducted via telephone manner and will be recorded to ensure completeness and accuracy.

Individuals who agree to participate will review transcripts of the interview sessions to ensure that it reflects their statements and will also receive a preliminary draft of the study before public dissemination. Participants' names and other personal identification information will be kept confidential by separating their answers from any identifying information. Only the investigator and transcribers will have access to the data collection to ensure confidentiality. The investigator will require transcribers to sign confidentiality agreements before sending audio recordings for transcription. Individuals' participation will be voluntary and at their own discretion.

We understand that our organization's responsibilities include: identifying individuals within the department and providing adequate time if the staff member chooses to conduct their interview on our premises. We reserve the right to withdraw from the study at any time if our circumstances change.

The student will be responsible for complying with our site's research policies and requirements, including: identifying individuals within our agency and providing adequate time if the staff member chooses to conduct their interview on our premises. We reserve the right to withdraw from the study at any time if our circumstances change.

I confirm that I am authorized to approve research in this setting and that this plan complies with the organization's policies.

I understand that the data collected will remain entirely confidential and may not be provided to anyone outside of the student's supervising faculty/staff without permission from the Walden University IRB.

Sincerely,

TBD

## Appendix D: Letter of Approval to Use May's Analytical Questions

On Sun, Sep 25, 2016 at 2:27 PM

Thanks for getting in touch. The main challenges for the project are access to the Ohio legislators, especially if you plan to do the work around election time. Another issue is the ability to generalize from 19 interviews, recognizing that this is not intended to be a statistical study.

Reactions to your analytical questions, which in general are quite good:

1. What is the core idea? Rather than the CORE REASON for the initiative, the central question is what is the key concept (conceptual idea/foundation) that guides the initiative? (reason might be ok, but the bigger issue is the motivating concept(s))
2. How meaningful is it? What reactions did you have as you attempted to promote this idea? How well were the problems and solutions understood?
8. bureaucratic competition – not just statute development but also implementation – to what extent and in what ways did local school districts or operators of charter schools attempt to facilitate or block enactment or implementation?
11. feedback – what processes or actions will facilitate future revisions in the program? Will the program lead to new interests who may be politically active in shaping education reforms?

Best wishes with the research,

**Subject:** Modification of Analytical Questions for use as Interview Questions in a Qualitative Dissertation Study

I write to request your review and comments about the interview questions in my dissertation study. I am a doctoral student in the School of Public Policy and Administration at Walden University. The purpose of my study is to identify the solutions to implement a public policy that was enacted five years ago but is currently stuck in limbo. In 2011, Ohio enacted Chapter 3328 of the Ohio Revised Code, allowing interested parties to establish public college preparatory boarding schools (CPBS) for low-income students by 2013. As public residential schools in Washington, D.C. and Maryland have improved the academic performance of low-income students but, no such school has started operations to date in Ohio. Reasons

for the lack of implementation of the 2011 statute are unclear, so the aim of my study is to identify solutions that **may** lead to the creation of a CPBS in Ohio.

A primary part of my study is whether the CPBS policy implementation process is stalled due to a lack of a governing regime necessary to execute a policy that addresses a complex social problem. Your 2013 article “Policy regime perspectives: Policies, politics, and governing” published in the Policy Studies Journal is one of the foundational pieces of literature in my dissertation. I intend to use a modification of the analytical questions in the article as interview questions to gather data for analysis (see attached interview questions). Also, attached is the purpose, research questions, and the participants’ selection criteria for your information. I would appreciate your thoughts regarding the appropriateness of the interview questions to the research questions.