Early Learning and Development Programs Report

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Contents

Table of Figures

Table of Tables

1. Introduction

In the state of Ohio there are four different early learning and development programs operating to serve children who are not yet age-eligible for kindergarten. These are the Early Childhood Education Grant, Preschool Special Education, Ohio Head Start, and Publicly Funded Child Care. Each of these four programs has a unique funding structure as well as a unique service framework and purpose, but all four programs provide early learning and development opportunities for children who are not yet age-eligible for kindergarten. The Publicly Funded Child Care program is not limited to children who are not yet age-eligible for kindergarten; this program also serves school-age children, but for the purpose of this report, when possible, only the services to children between the ages of three and five are considered. Table 1 summarizes some of the basic information about each program.

Table 1. The Four Publicly Funded Early Learning and Development Programs in Ohio

Program Name	Ages Served	Income Requirement	Services Provided
Early Childhood Education Grant[1]	3 and 4 year olds	Less than or equal to 200% FPL	Early Education
Preschool Special Education[2]	3 – 5 year olds	None	Early Education, Special Education Services
Ohio Head Start[3]	Infants – 5 year olds	Less than or equal to 100% FPL	Early Education, Medical and Nutritional Services
Publicly Funded Child Care[4]	Infants – School Age	Initial eligibility less than or equal to 130% FPL and eligible until 300% FPL with qualifying work/education requirement	Child Care Services

FPL = Federal Poverty Level

1. "Early Childhood Education FY2018 Grants Grantee Manual," dated September 2017, accessed June 22, 2018, http://education.ohio.gov/getattachment/Topics/Early-Learning/Early-Childhood-Education-Grant/Early-Childhood-Education-Grants-for-Administrator/FY-18-User-Guide.pdf.aspx.
2. "Preschool Special Education," accessed June 22, 2018, http://education.ohio.gov/Topics/Early-Learning/Preschool-Special-Education.
3. "Program Operations. Subpart A – Eligibility, Recruitment, Selection, Enrollment, and Attendance. 1302.12. Determining, verifying, and documenting eligibility," accessed June22, 2018,https://eclkc.ohs.acf.hhs.gov/policy/45-cfr-chap-xiii/1302-12-determining-verifying-documenting-eligibility.
4. "Child Care Chapter 16: Child Care Eligibility, Fraud & Overpayments. 5101:2-16-30 Eligibility Requirements for Receipt of Publicly Funded Child Care Benefits," dated September 15, 2017, accessed June 22, 2018, http://emanuals.jfs.ohio.gov/ChildCare/ChildCareManual/Chapter16/5101-2-16-30.stm.

This report first describes each of the early learning and development programs operating in Ohio. For each program listed, the eligibility requirements, licensure requirements, number of children and funding are described. Following these, the Step Up to Quality (SUTQ) rating system is described including what it is, what the star levels are, the requirements for each rating, how many providers are rated and highly rated, how many children are receiving rated and highly rated services and the timeline for goals in terms of having programs be highly rated and having funds tied to ratings.

It is important to note that the data represented in this report is a year-long snapshot of each program. The actual number of providers and participating children varies on a daily basis and as such can differ according to the selected timeline. Throughout the report, the dates for which the data are valid are noted, and, for the most part, data are from the most recent fiscal year for which data are available, FY2017.

2. The Early Childhood Education Grant

According to the Ohio Department of Education Website,[1]

> "The Early Childhood Education Grant provides high-quality preschool services to eligible children in order to prepare children for success in kindergarten. The state-funded grants are awarded to preschool programs who are required to provide comprehensive services that support a child's growth and learning using developmentally appropriate practices. "

The ECE grant is awarded to providers in the form of slots for children. Each slot represents funding for one child for the school year. Children who receive slots are provided 12.5 hours per week of preschool. For a child to be eligible for an ECE slot, the child's family's income must be less than 200% of the federal poverty level.[2] For families earning 0-100% of the federal poverty level (FPL), there is no cost for the service, but for families earning 101-200% FPL there is a sliding fee scale for services determined by the provider.[3]

Prior to October each year, the provider can only use the slots for four-year-olds whose family's income meet the required criteria. However, if by October 1, the provider is unable to fill all of the allocated slots with four-year-olds, the provider may seek approval from the Ohio Department of Education to consider using remaining funds for a child who is at least three years of age, is not of age to be eligible for kindergarten, and whose family's income is at or below 200% of the federal poverty level.[4]

Providers participating in the ECE Grant may be licensed by either ODE or ODJFS (so long as the provider is a Type A or Center) and they must be rated three stars or higher in the SUTQ star rating system. In addition to these criteria, an analysis of the performance of students on the Kindergarten Readiness Assessment (KRA), the percentage of children in kindergarten who are economically disadvantaged, and the performance of students on the 3rd grade ELA test for the

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[1] "Early Childhood Education Grants," accessed on June 22, 2018, http://education.ohio.gov/Topics/Early-Learning/Early-Childhood-Education-Grant.

[2] "Early Childhood Education Grants Child Eligibility Approval Policy," accessed June 22, 2018, http://education.ohio.gov/getattachment/Topics/Early-Learning/Early-Childhood-Education-Grant/Early-Childhood-Education-Grants-for-Administrator/Child-Eligibility-Approval-Policy.pdf.aspx.

[3] "Early Childhood Education Grants FY2018 Grantee Manual," accessed June 22, 2018, http://education.ohio.gov/getattachment/Topics/Early-Learning/Early-Childhood-Education-Grant/Early-Childhood-Education-Grants-for-Administrator/FY-18-User-Guide.pdf.aspx.

[4] "Early Childhood Education Grants Child Eligibility Approval Policy," accessed June 22, 2018, http://education.ohio.gov/getattachment/Topics/Early-Learning/Early-Childhood-Education-Grant/Early-Childhood-Education-Grants-for-Administrator/Child-Eligibility-Approval-Policy.pdf.aspx.

public school district in which the provider is located are among the criteria used to rank school districts and identify eligible providers.

Once the allocation process is completed, eligible providers are invited to apply to ODE for the allocated slots. Providers apply for a number of slots based on the number of students they can accommodate who would be eligible for the slots. Because providers apply for slots and because of the requirement that a provider be in a district that is highly ranked in the above-described procedure, there are areas of Ohio where there are no providers who offer ECE slots.

The Early Childhood Education (ECE) Grant is funded solely by the State of Ohio with General Revenue Funds (GRF). The allocation amount for the ECE Grant is identified as a line item in the state's budget. In FY17, 15,942 children were served with an allocation of $73,760,000.[5] It was also reported to JEOC that the ECE had 14,162 unique children served in FY2017.[6] When asked about the discrepancy between these numbers, ODE replied[7],

> "The numbers do not match because they are from different data sources.
>
> The 14,162 number [is] from EMIS and EAS, and there is a data note in the report that we provided. The data are very complex, but we had to use them because Representative Cupp's request was at the child-level so that we could see who was in multiple programs.
>
> The 15,942 number comes directly from our ECE grantees. That is the number ECE grantees reported to us in the Spring enrollment survey. We used this number because we had [a] 100% response rate and trust that these are actual spots filled by preschool children. The annual report provides two numbers: we allocated/gave out 18,440 slots and grantees filled 15,942 slots with children."

In the most recent budget[8] funding allocated for FY18 and FY19 is $68,116,789 each year from the GRF and $5,000,000 in CSF funds.

Based on data provided to JEOC,[9] citing the number of children served in the ECE program as 14,162 for the 2016-17 school year, and providing the number of children by race, the plot shown in Figure 1 was created. Figure 1 shows the percentage of children enrolled in the ECE Program by race in FY17.

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[5] "Early Childhood Education FY2017 Annual Report", accessed June 22, 2018, http://education.ohio.gov/getattachment/Topics/Early-Learning/Early-Childhood-Education-Grant/Early-Childhood-Education-Grants-for-Administrator/2017-ECE-Annual-Report.pdf. aspx?lang=en-US.
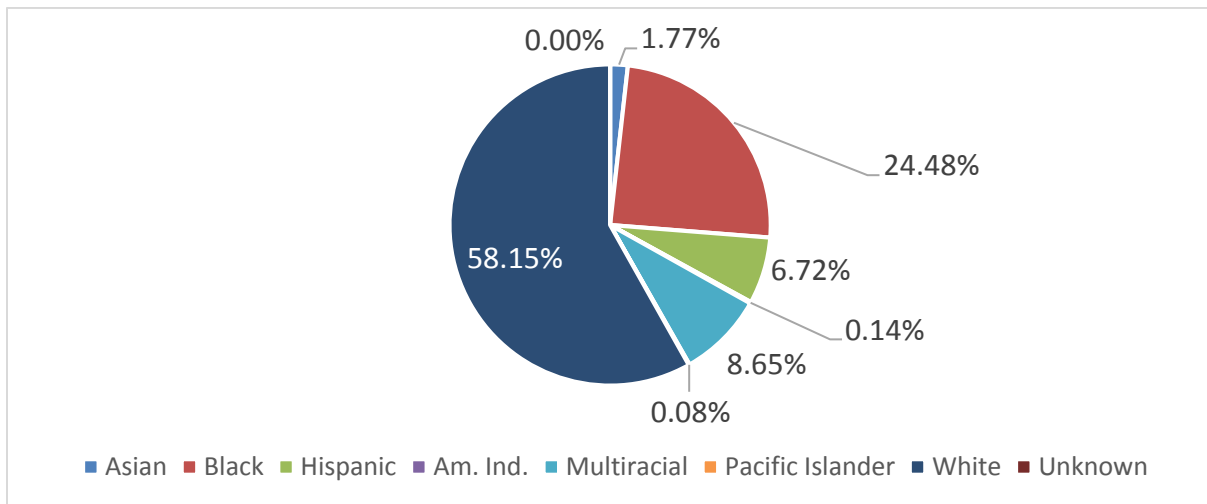
[6] David Frash, Email communication, March 30, 2018.

[7] Brad Ingraham, Email communication May 18, 2018.

[8] Phillips, Jason, et al., "Greenbook LSC Analysis of Enacted Budget, Department of Education", p.55, dated September 2018, accessed June 22, 2018, https://www.lsc.ohio.gov/documents/budget/132/MainOperating/greenbook/ EDU.PDF.

[9] David Frash, Email communication, March 30, 2018.

Figure 1. Percentage of children in the Early Childhood Education Program by Race in FY17

Data Source: David Frash, Email communication, March 30, 2018.

Based on data provided to JEOC,[10] citing the number of children served in the ECE program as 14,162 for the 2016-17 school year and the percentage of children by age including ages 3, 4 and 5, Figure 2 was created. Figure 2 shows the number of children enrolled in the Early Childhood Education Program in FY17 by age.
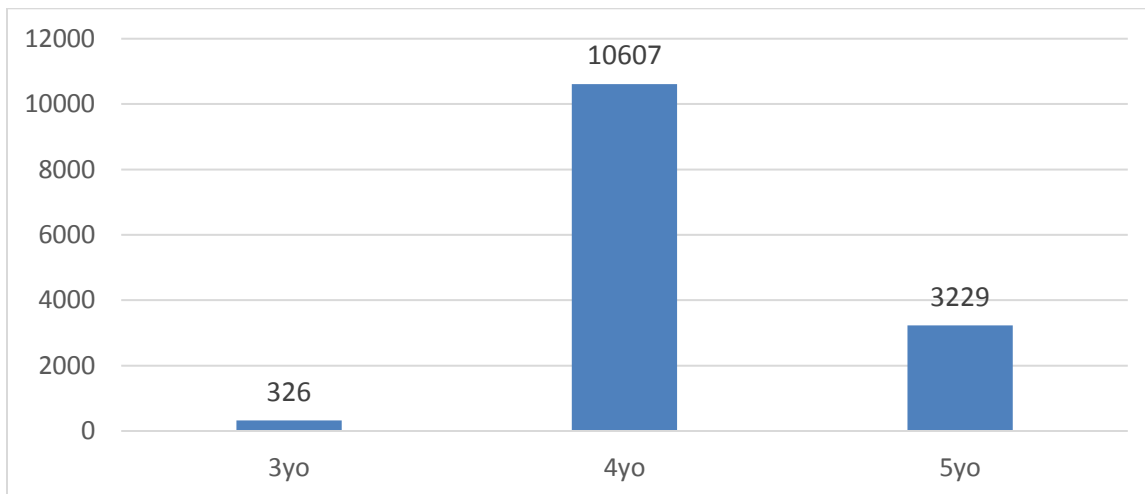
Figure 2. Number of Children in the Early Childhood Education Program in FY17 by Age

Data Source: David Frash, Email communication, March 30, 2018.

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[10] David Frash, Email communication, March 30, 2018.

3. Preschool Special Education

According to the Ohio Department of Education Website,[11]

> "In Ohio, preschool special education is for three- to five-year old children with disabilities. The Office of Early Learning and School Readiness aims for families, preschool staff, and the community to work together to meet the needs of young children with disabilities. To meet individual children's needs, districts offer a variety of preschool special education services. Children with disabilities may receive services in public schools, private preschools or child care centers.
>
> Each child with a disability has an Individualized Education Program, or IEP. Parents, teachers, therapists, and school administrators collaborate to write the IEP. The IEP lists the individual goals for the child and the services the child receives."

In addition to the information presented on the website, children with disabilities may receive services from an itinerant provider at another location[12].

Preschool Special Education (PSE) providers are licensed by ODE and must be highly rated, meaning rated three stars or above in the SUTQ rating system. PSE providers often work with public school districts and the Department of Developmental Disabilities (DODD) to provide services and preschool experiences for children. Some children may receive their PSE services through itinerant providers, who come to the child's home or to a center where the child is receiving other preschool services (like Head Start or another early learning and development program provider). Qualifying children who receive services at a center, unless otherwise specified in the IEP, will receive a minimum of 10 hours per week of preschool, at no cost to the family. Qualifying children who receive services from an itinerant provider, unless otherwise specified in the IEP, will receive a minimum of four hours per month[13].

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[11] "Preschool Special Education," accessed June 22, 2018, http://education.ohio.gov/Topics/Early-Learning/Preschool-Special-Education.

[12] "Ohio Operating Standards for the Education of Children with Disabilities," accessed June, 22, 2018, (https://education.ohio.gov/getattachment/Topics/Special-Education/Federal-and-State-Requirements/Operational-Standards-and-Guidance/2014-Ohio-Operating-Standards-for-the-Education-of-Children-with-Disabilities.pdf.aspx.

[13] Ohio Administrative Code 3301-51-11, "Preschool children eligible for special education." Section (G) (2). (Effective July 1, 2014).

In FY17, 19,463 children were served in PSE programs.[14] Preschool Special Education is jointly funded by the state of Ohio and the federal government. For FY17, the state preschool special education funding allocation was $104 million.[15] This funding is allocated through a formula to districts depending on the number of children and the category of disability reported. Different categories receive different amounts of funding, as defined in statute.[16] In FY17, $12,220,230 was allocated for Early Childhood Education.[17] In the most recent budget, Ohio has allocated $110,000,000 in FY18 and FY19 for PSE programs.[18] Allocated federal funds for Early Childhood Education in FY18 and FY19 are $12,555,000 for each year[19].

Based on data provided to JEOC,[20] citing the number of children served in the PSE program as 24,314 for the 2016-17 school year, and providing the number of children by race, the plot shown in Figure 3 was created. Figure 3 shows the percentage of children who were in Preschool Special Education in FY17 by race.

[14] "2017 Annual State Report on Preschool for Children with Disabilities in Ohio State Fiscal Year 2017 July 1, 2016 – June 30, 2017," dated June 2017, accessed June 22, 2018, http://education.ohio.gov/getattachment/Topics/Early-Learning/Preschool-Special-Education/PSE-Report-2017.pdf.aspx.

[15] Phillips, Jason, et al., "Greenbook LSC Analysis of Enacted Budget, Department of Education", p.41, Special Education Enhancements (200540) Remainder allocation for preschool special education, dated September 2017, accessed June 22, 2018, https://www.lsc.ohio.gov/documents/budget/131/MainOperating/greenbook/ EDU.PDF.

[16] Ohio Revised Code 3317.013. "Special education program costs." (Effective September 29, 2017)

[17] "Budget in Detail, House Bill 49, 132nd General Assembly, Main Operating Budget (FY 2018-FY 2019) as Enacted (with FY 2017 actual expenditures)", p.30, dated July 2017, accessed June 22, 2018, https://www.lsc.ohio.gov/documents/budget/132/ mainoperating/EN/budgetindetail-hb49-en-with-fy2017actuals.pdf.

[18] Phillips, Jason, et al., "Greenbook LSC Analysis of Enacted Budget, Department of Education", p.36, dated September 2017, accessed June 22, 2018, https://www.lsc.ohio.gov/documents/budget/131/ MainOperating/greenbook/EDU.PDF.

[19] Phillips, Jason, et al., "Greenbook LSC Analysis of Enacted Budget, Department of Education", p.76, dated September 2018, accessed June 22, 2018, https://www.lsc.ohio.gov/documents/budget/131/MainOperating/greenbook/EDU.PDF .

[20] David Frash, Email communication, March 30, 2018.

Figure 3. Percentage of Children in Preschool Special Education in FY17 by Race
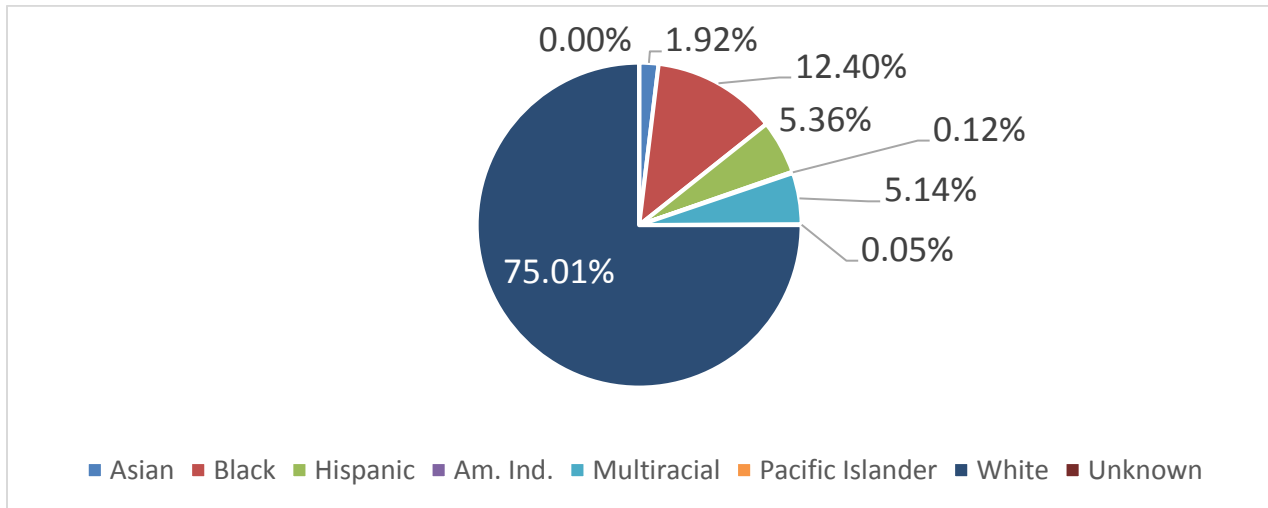
Data Source: David Frash, Email Correspondence, March 30, 2018

Based on data provided to JEOC,[21] citing the number of children served in the PSE program as 24,314 for the 2016-17 school year and the percentage of children by age including ages 3, 4 and 5, Figure 4 was created. Figure 4 shows the number of children who were in Preschool Special Education in FY17 by age.
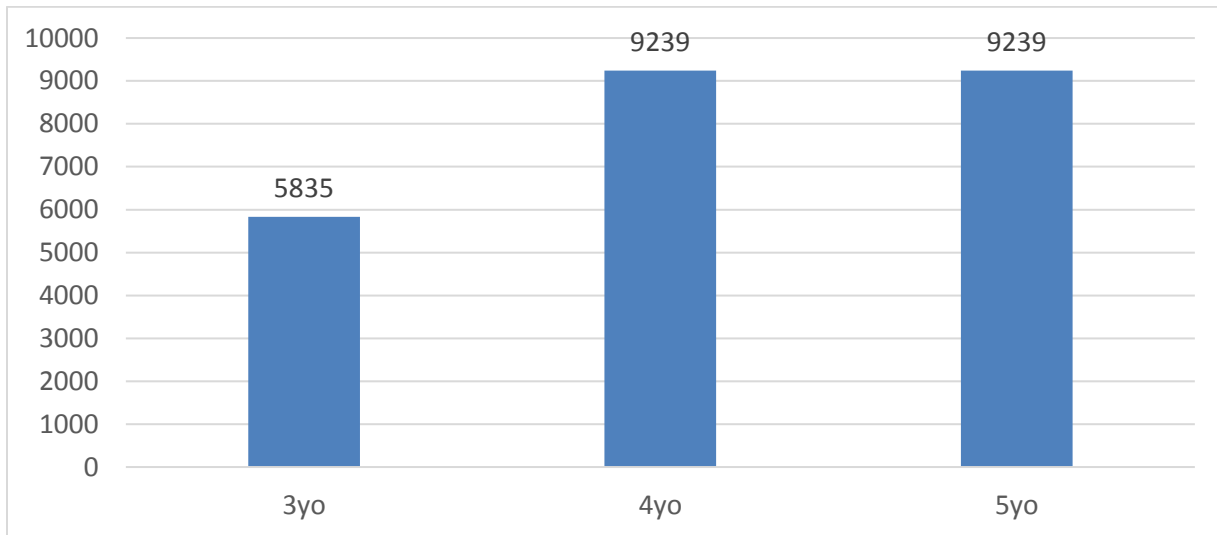
Figure 4. Number of Children in Preschool Special Education in FY17 by Age

Data Source: David Frash, Email Correspondence, March 30, 2018.

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[21] David Frash, Email communication, March 30, 2018.

4. Ohio Head Start

According to the Ohio Department of Education Website,[22]

> "Head Start provides a comprehensive program of health, early childhood education, parent engagement, family and parenting education and services for children with disabilities, all of which are coordinated with community based service systems."

Based on data provided to JEOC,[23] in Ohio there are 67 different grantees; each has its own grant with the Federal Head Start Office. Each grantee has specific requirements in their grant that they must meet in terms of services they provide and local entities with whom they partner. Seventeen of the grantees in Ohio serve only preschool-age children (ages three through five). Fourteen of the grantees serve only infants/toddlers (ages six weeks to three years). The remaining thirty-six grantees (54%) serve both infants/toddlers and preschool-age children.

A program must provide high-quality health, oral health, mental health, and nutrition services that are developmentally, culturally, and linguistically appropriate and that will support each child's growth and school readiness. A program must establish and maintain a Health Services Advisory Committee that includes Head Start parents, professionals, and other volunteers from the community[24].

In order for children to be eligible to participate in Ohio Head Start programs they must meet at least one of the following criteria: (1) the family income is at or below the federal poverty level, (2) the family is eligible for, or in the absence of child care, would be potentially eligible for public assistance (including Temporary Assistance for Needy Families (TANF) or child-only payments), (3) the child is homeless, or (4) the child is in foster care. Children who do not meet at least one of these criteria may be enrolled but may not make up more than 10 percent of the program's enrollment. Further, the provider may elect to include families that earn up to 130 percent of the federal poverty level, but these children may not make up more than 35 percent

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[22] "Head Start Collaboration." Accessed June 22, 2018, http://education.ohio.gov/Topics/Early-Learning/Head-Start.

[23] Barbara Haxton, Email correspondence, May 12, 2017.

[24] "Head Start Policy and Regulations, Part 1302 – Program Operations, Subpart D – Health Program Services," accessed June 22, 2018, https://eclkc.ohs.acf.hhs.gov/policy/45-cfr-chap-xiii/1302-40-purpose.

of the total enrollment and the provider must declare that these children are not using the spots for the children living in more severe conditions[25].

Providers who participate in Head Start in Ohio must be licensed by either ODE or ODJFS. Head Start Providers are encouraged by the federal government to participate in the state's quality rating and improvement system, but there is no state requirement that Head Start Providers participate in the SUTQ rating system. Early Head Start providers must provide 1,380 hours of planned class operations for all enrolled children. Head Start programs must offer at least 160 days per year if programs are provided five days per week, or 128 days per year if programming is provided four days per week. A minimum day is equal to 3.5 hours. This amounts to 14 to 17.5 hours per week as a minimum number of hours that a Head Start program must provide[26].

In FY17 the number of children served by Head Start in Ohio was 43,187.[27] This number includes 8,318 children under the age of three. According to the 2017 Enrollment Statistics Report, there were 34,869 children between the ages of three and five enrolled. Ohio Head Start is funded solely by the federal government. For Head Start, the total funds in grants allocated to Ohio in FY17 were $331,997,649.[28] The most recent available budget data for Head Start is for FY17 in which Ohio's grantees were allocated $331,997,649.

Figure 5 shows the percentage of children who were in Head Start programs in Ohio in FY17 by race. Figure 6 shows the number of children between the ages of three and five who were in Head Start programs in Ohio in FY17 by age.

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[25] "Head Start Policy and Regulations, Part 1302 – Program Operations, Subpart A, Eligibility, Recruitment, Selection, Enrollment, and Attendance," 1302.12, accessed June 22, 2018, https://eclkc.ohs.acf.hhs.gov/policy/45-cfr-chap-xiii/1302-12-determining-verifying-documenting-eligibility.
[26] "Head Start Policy and Regulations, Part 1302 – Program Operations, Subpart B – Program Structure," 1302.21, accessed June, 22, 2018, https://eclkc.ohs.acf.hhs.gov/policy/45-cfr-chap-xiii/1302-21-center-based-option.
[27] "Office of Head Start – Program Information Report (PIR) Enrollment Statistics Report 2017", accessed June 22, 2018, https://eclkc.ohs.acf.hhs.gov/data-ongoing-monitoring/article/program-information-report-pir.
[28] "Head Start Program Facts Fiscal Year 2017", p.3, accessed June 22, 2018, https://eclkc.ohs.acf.hhs.gov/sites/default/files/pdf/hs-program-fact-sheet-2017_0.pdf.

Figure 5. Percentage of Children in Head Start Programs in FY17 by Race
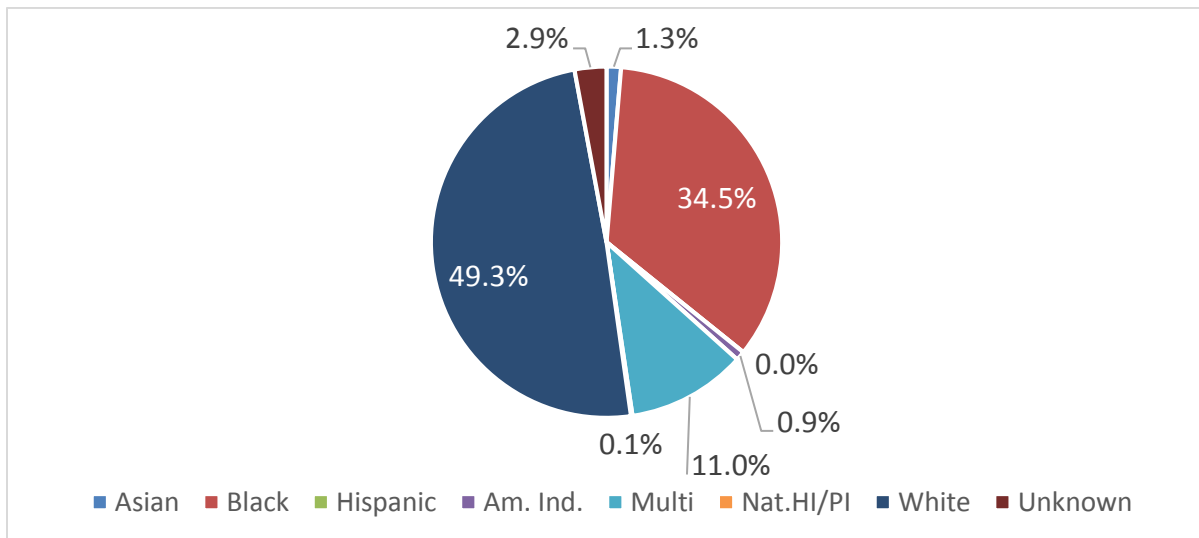
*Data Source: "*Office of Head Start – Program Information Report (PIR) Enrollment Statistics Report 2017." Department of Health and Human Services, accessed June 22, 2018, https://eclkc.ohs.acf.hhs.gov/data-ongoing-monitoring/article/program-information-report-pir.
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Figure 6. Number of Children in Head Start in FY17 by Age

*Data Source: "*Office of Head Start – Program Information Report (PIR) Enrollment Statistics Report 2017." Department of Health and Human Services, accessed June 22, 2018, https://eclkc.ohs.acf.hhs.gov/data-ongoing-monitoring/article/program-information-report-pir.

5. Publicly Funded Child Care
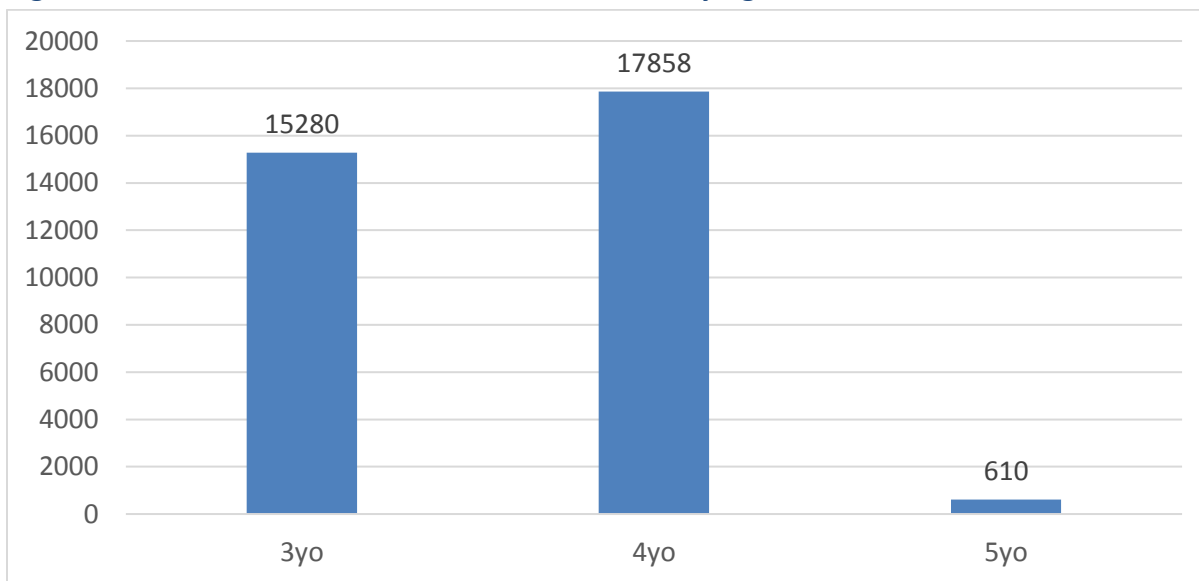
The Publicly Funded Child Care (PFCC) program is a child care program for families who qualify for financial assistance within the specific guidelines described by the program. Depending on the income level of the qualifying family, the cost of child care may be entirely or partially paid for by the State of Ohio through this system. PFCC is available for children in qualifying families starting as early as six weeks old through school-age.

This program is managed by the Ohio Department of Job and Family Services (ODJFS) and is available for families whose income is less than 130 percent of the federal poverty level and who are working full-time or part-time, or participating in a training or education activity, or participating in requirements for Ohio Works First (OWF) or the Supplemental Nutrition Assistance Program (SNAP).[29] Once eligible for assistance through PFCC, a family will maintain eligibility until its income is greater than 300 percent of the federal poverty level, provided the family continues to meet the other eligibility requirements. Parents who are employed, in school or participating to meet the work requirements of the OWF or the education and training requirements of SNAP can apply for help to pay for their child care in the county where they live by contacting the County Department of Job and Family Services (CDJFS). In order to qualify for OWF program, an adult must be a resident of Ohio, either pregnant or responsible for a child under 19 years of age, a U.S. national, citizen, legal alien, or permanent resident, have low or very low income, and be either under-employed (working for very low wages), unemployed, or about to become unemployed.[30]

All providers who are licensed, whether by ODE or ODJFS, may enter into an agreement with ODJFS to serve children who receive public funds through this program. Providers may elect not to offer services to children in PFCC. There is no minimum amount of time a provider must serve a child, and the services paid for by the state depend on the qualifying activities of the parents (work or education). ODJFS reported to JEOC that the average amount of hours used is 27.5 hours per week per child.[31]

According to data[32] provided to JEOC, 64,968 children between the ages of three and five were served by PFCC in FY17. In FY17, the federal allocation for Publicly Funded Child Care in Ohio

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[29] Ohio Administrative Code, 5101:2 – 16 – 30.
[30] "Ohio Department of Job and Family Services Fact Sheet Ohio Works First," dated March 2017, accessed June 25, 2018, https://jfs.ohio.gov/factsheets/owf.pdf.
[31] David Frash, Email communication, July 12, 2017.
[32] David Frash. Email communication, March 30, 2018.

was $213,000,000.[33] The state also allocated $143,436,793 for Early Care and Education and $84,732,730 for Child Care State/Maintenance of Effort from the General Revenue Funds (GRF) in addition to $20,000,000 in Dedicated Purpose Funds (DPF) for Early Childhood Education.[34] These funds are used for all child care, not only for children under the age of 5, but a majority (65.6%) of children who access Publicly Funded Child Care are in the 3-5 age-range[35].

In addition to the federal and state funds listed above, there are additional funds from the Temporary Assistance for Needy Families (TANF) federal block grant that are used for PFCC which are not specifically allocated in the budget documents.[36] Since the allocation amounts in the budget documents don't provide an amount of funds used for PFCC, JEOC requested from ODJFS a total expenditure amount for PFCC for FY17. According to ODJFS, the total amount spent on PFCC in FY17 was $710,784,876, which represents child care direct services, non-direct services, quality, systems and program administration.[37] The amount reported by ODJFS is less than the total allocated amounts, both federal and state, so in Table 2 the federal amount allocated is modified to reflect this difference with the assumption that the state funds were fully spent on PFCC, but that not all funds allocated for TANF were used for PFCC.

In the most recent budget, the state GRF allocation for early care and education is $141,285,241 for FY18 and FY19, the Child Care State Maintenance of Effort is $83,461,739 for FY18 and FY19, and $20,000,000 DPF are allocated both years as well.[38] The federal allocation for Child Care is $231,000,000 in FY18 and $232,000,000 in FY19.[39]

Based on data provided to JEOC,[40] citing the number of children between the ages of three and five served in the PFCC program as 64,968 for the 2016-17 school year, and providing the

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[33] Pinsker, Justin, et al., "LSC Greenbook Analysis of Enacted Budget, Department of Job and Family Services," p.18, dated September 2015, accessed June 22, 2018, https://www.lsc.ohio.gov/documents/budget/131/MainOperating/greenbook/JFS.PDF.

[34] Pinsker, Justin, et al., "LSC Greenbook Analysis of Enacted Budget, Department of Job and Family Services," p.18, dated September 2015, accessed June 22, 2018, https://www.lsc.ohio.gov/documents/ budget/131/ MainOperating/greenbook/JFS.PDF.

[35] David Frash, Email communication, March 30, 2018.

[36] Pinsker, Justin, et al., "LSC Greenbook Analysis of Enacted Budget, Department of Job and Family Services," p.15, dated September 2015, accessed June 22, 2018, https://www.lsc.ohio.gov/documents/ budget/131/MainOperating/greenbook/JFS.PDF.

[37] David Frash, Email communication, June 20, 2018.

[38] Blaine, Nicholas J., "Greenbook LSC Analysis of Enacted Budget, Department of Job and Family Services," p.19, dated August 2017, accessed June 22, 2018, https://www.lsc.ohio.gov/documents/budget/132/MainOperating/greenbook/JFS.PDF.

[39] Blaine, Nicholas, J.., "Greenbook LSC Analysis of Enacted Budget, Department of Job and Family Services," p.19, dated August 2017, accessed June 22, 2018, https://www.lsc.ohio.gov/documents/budget/132/MainOperating/greenbook/ JFS.PDF.

[40] David Frash, Email communication, March 30, 2018.

number of children by race, the plot shown in Figure 7 was created. Figure 7 shows the percentage of children between the ages of three and five served in Publicly Funded Child Care in FY17 by race. The data provided did not include information about the number or percentage of children by age in this group.

Figure 7. Percentage of Preschool Children Served in Publicly Funded Child Care in FY17 by Race
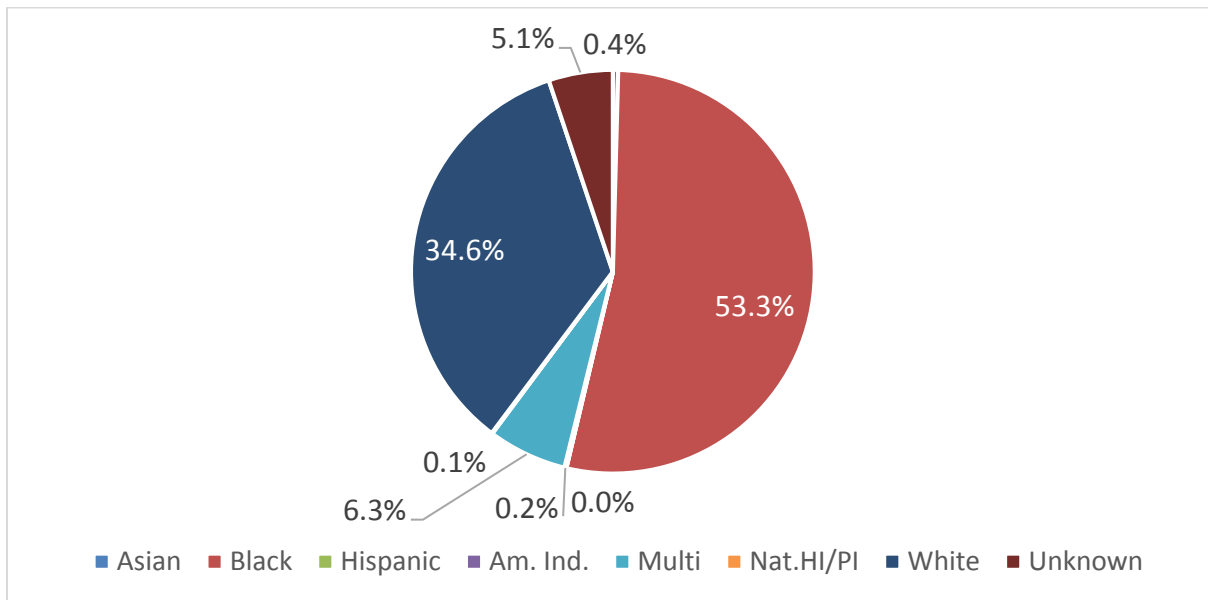
Note: 0.4% population is Asian, 0.1% population is American Indian.
Data Source: David Frash, Email communication, March 30, 2018.

6. Early Learning and Development Programs in Ohio

Table 2 summarizes the state and federal funds allocated, the number of children served for each of the four early learning and development programs in Ohio, and includes a calculation of how much per child was spent for FY2017. For this table, the data used are identified in the notes. In Table 2, the Publicly Funded Child Care program data includes all children, not just those who are under age five because the amount of funds spent on the children is not disaggregated by age.

Data[41] provided to JEOC show a count of the number of children served in multiple programs for the 2016-17 school year. Figure 8 shows the number of children between the ages of three and five who were served in each program, were served in multiple programs, attended kindergarten, as well as the number who were not in any of the publicly funded programs listed.

The total number of three, four and five year olds in Ohio in 2016 has been estimated[42] as 419,107 children. Of those, 126,425 (30.2%) are in one or more of the four publicly funded preschool programs in Ohio[43]. According to the data available on the Ohio Interactive Report Card website[44] 114, 350 (27.3%) children were enrolled as kindergarteners in the 2016-2017 school year. For the purpose of this report, the number of enrolled kindergarteners will be used. This leaves 178,332 (42.6%), of children between the ages of 3 and 5 who are not included in these data groups.

Figure 9 shows the disaggregation of children in ECE, PSE and/or PFCC by income level for FY17. In these data, children may be counted more than one time. The data depicted in Figure 9 show that the ECE and PFCC programs serve primarily low-income families, as expected by the program requirements, however, the PSE program serves mostly children with unknown family incomes. This is as expected, since the program does not require a child to have a financial need to qualify for services; a child must have a disability to qualify for services in PSE.

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[41] David Frash, Email communication, March 30, 2018.
[42] US Census data provided on the Kids Count data website, accessed June 27, 2018. https://datacenter.kidscount.org/data/tables/100-child-population-by-single-age?loc=37&loct=2#detailed/2/37/false/870/42,43,44,45,46,47,48,49,50,51,52,53,54,55,56,57,58,59,60,61/418
[43] Calculated using data provided by David Frash, Email communication, March 30, 2018.
[44] "Ohio Interactive Report Card," accessed June 25, 2018, http://education.ohio.gov/ Topics/Data/Report-Card-Resources.

Table 2. Funds Allocated and Children Served in FY17 by Program

| Program Name	Federal Funds Allocated (Millions)	State Funds Allocated (Millions)	Number Served Under age 5
Early Childhood Education Grants[1]	$0	$73.7	15,942
Preschool Special Education[2]	$12.2	$104	19,463
Ohio Head Start[3]	$332	$0	43,187
Publicly Funded Child Care[4]	$462.6	$248.2	236,755
TOTAL[5]	$806.8	$425.9	315,347

1. All data from "Early Childhood Education FY2017 Annual Report", accessed June 22, 2018, http://education.ohio.gov/getattachment/Topics/Early-Learning/Early-Childhood-Education-Grant/Early-Childhood-Education-Grants-for-Administrator/2017-ECE-Annual-Report.pdf. aspx?lang=en-US.
2. Federal Funds data from Phillips, Jason, et al., "Greenbook LSC Analysis of Enacted Budget, Department of Education", p.41, Special Education Enhancements (200540) Remainder allocation for preschool special education, dated September 2017, accessed June 22, 2018, https://www.lsc.ohio.gov/documents/budget/131/ MainOperating/ greenbook/ EDU.PDF. State Funds data from "Budget in Detail, House Bill 49, 132nd General Assembly, Main Operating Budget (FY 2018-FY 2019) as Enacted (with FY 2017 actual expenditures)", p.30, dated July 2017, accessed June 22, 2018, https://www.lsc.ohio.gov/documents/budget/132/mainoperating/ EN/budgetindetail-hb49-en-with-fy2017actuals.pdf. Number of children data from "2017 Annual State Report on Preschool for Children with Disabilities in Ohio State Fiscal Year 2017 July 1, 2016 – June 30, 2017," dated June 2017, accessed June 22, 2018, http://education.ohio.gov/getattachment/Topics/Early-Learning/Preschool-Special-Education/PSE-Report-2017.pdf.aspx.
3. Fiscal data from "Head Start Program Facts Fiscal Year 2017", p.3, accessed June 22, 2018, https://eclkc.ohs.acf.hhs.gov/sites/default/files/pdf/hs-program-fact-sheet-2017_0.pdf. Number served data from "Office of Head Start – Program Information Report (PIR) Enrollment Statistics Report 2017," accessed June 22, 2018, https://eclkc.ohs.acf.hhs.gov/data-ongoing-monitoring/article/program-information-report-pir and includes all children and adults served in Head Start and Early Head Start.
4. State fiscal data from Pinsker, Justin, et al., "LSC Greenbook Analysis of Enacted Budget, Department of Job and Family Services," p.18, dated September 2015, accessed June 22, 2018, https://www.lsc.ohio.gov/documents/ budget/131/ MainOperating/greenbook/JFS.PDF as a sum of 600413, 600535 and 600696. Federal fiscal data calculated as total spend – state allocation where total spend was provided by David Frash, Email communication, June 18, 2018. Number served from "Child Care Licensing Report State Fiscal Year 2017," accessed June 25, 2018, http://jfs.ohio.gov/cdc/docs/ 2017CCLicensingAnnualReport.stm. Number served includes all children served, not just those under the age of five.
5. Numbers in this row are sums of the rows above in the same column. Note that by summing the number served, the number may include duplicates if children are in more than one program and includes children who are not preschool age as well as adults served by Head Start.

Figure 8. The number of children ages 3 to 5 by program
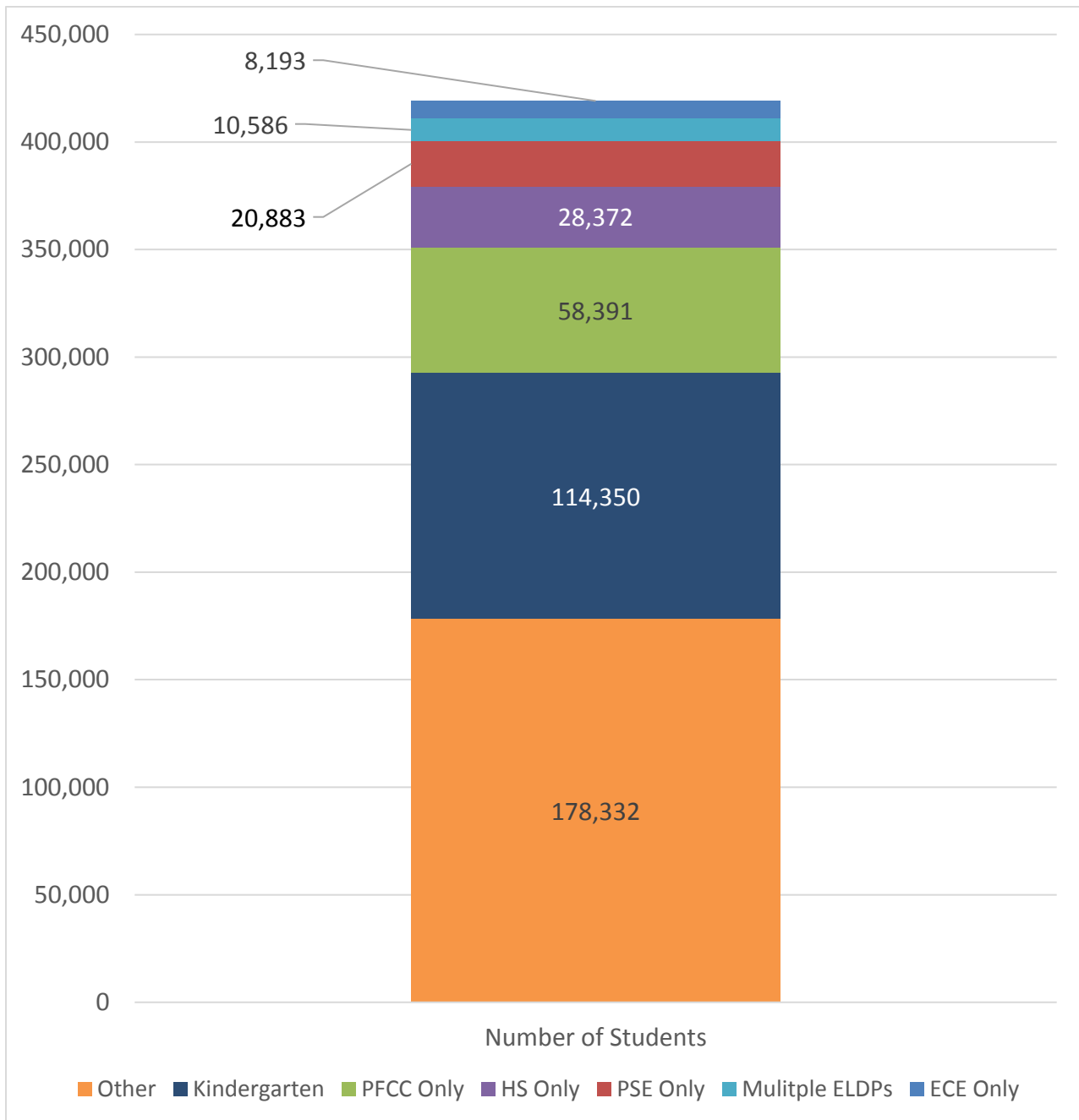
Data Source: David Frash, Email communication, March 30, 2018 and Barbara Haxton, Email communication, May 12, 2017. For calculations and raw data, please see Appendix A.

Figure 9. Percent of children in programs disaggregated by family income level
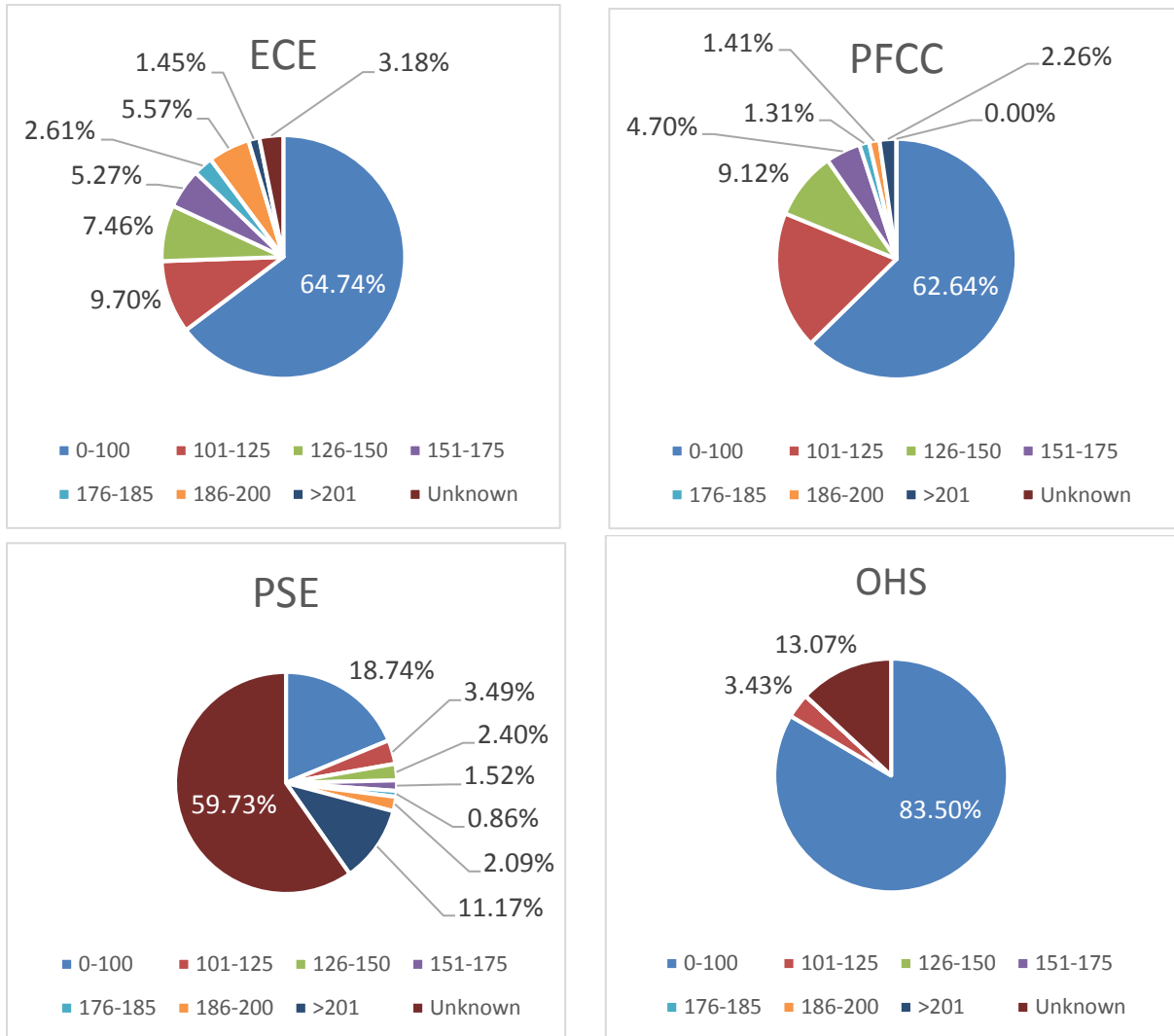
Data Source: For ECE, PSE and PFCC data: David Frash, Email communication, March 30, 2018. For Head Start data: "Office of Head Start – Program Information Report (PIR) Enrollment Statistics Report 2017," accessed June 22, 2018, https://eclkc.ohs.acf.hhs.gov/data-ongoing-monitoring/article/program-information-report-pir and includes all children and adults served in Head Start and Early Head Start.

7. Licensing Early Learning and Development Programs in Ohio

In order to operate as a licensed child care provider in Ohio, a provider must be licensed with either the Ohio Department of Education (ODE) or the Ohio Department of Job and Family Services (ODJFS). The ODE is responsible for licensing preschool programs (birth-age 5 not in kindergarten) operated by public schools, eligible community schools, educational service centers, boards of developmental disabilities, and chartered nonpublic schools with multiple grades above kindergarten.[45] A preschool operated by an entity that is not listed in these rules will be licensed by the ODJFS.

There are three types of providers in the ODJFS licensure system: (1) child care centers, (2) Type A Homes, and (3) Type B Homes. A child care center is defined as any place that is not the permanent residence of the licensee or administrator in which child care is provided, with or without compensation, for seven to 12 children at one time, or any place in which child care is provided for 13 or more children at one time[46]. The Type A Home is defined as a residence of a child care provider in which care is provided for seven to 12 children[47]. A Type B Home is defined as a residence of a child care provider in which care is provided for one to six children, with no more than three children under the age of two years old.[48]

Programs that provide Publicly Funded Child Care services are reimbursed based on the category of the county in which the provider is located, the type of provider, whether the provider is rated or unrated in the Step Up To Quality (SUTQ) rating system, the age of the child served and the type of service provided.

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[45] Ohio Administrative Code. 3301-37 Child Day care Programs Rules 1 through 12, effective date 7/03/2014.
[46] Child Care Licensing Report State Fiscal Year 2017." Government Document. Accessed June 25, 2018. http://jfs.ohio.gov/cdc/docs/ 2017CCLicensingAnnualReport.stm.
[47] Child Care Licensing Report State Fiscal Year 2017." Government Document. Accessed June 25, 2018. http://jfs.ohio.gov/cdc/docs/ 2017CCLicensingAnnualReport.stm.
[48] "Child Care Licensing Report State Fiscal Year 2017." Government Document. Accessed June 25, 2018. http://jfs.ohio.gov/cdc/docs/ 2017CCLicensingAnnualReport.stm.

8. The Step Up to Quality Rating System

The state of Ohio has adopted a quality measurement and rating system for childcare providers that applies to providers who are licensed by either the Ohio Department of Education (ODE) or the Ohio Department of Job and Family Services (ODJFS). Having both licensing agencies use the same rating system ensures a uniform approach to measuring and monitoring quality for licensing and rating childcare providers. Through the Step Up to Quality (SUTQ) rating system, a participating provider can be rated between one and five stars. Stars are awarded to providers as they meet the criteria for high quality learning and development programs.

At this time, providers licensed by ODJFS are not required to participate in the rating system to receive public funding; however if the provider wants to receive an Early Childhood Education Grant or serve children in Preschool Special Education, the provider is required to participate and to be highly rated (three-stars or higher). All ODJFS licensed providers will be required to participate in the Step Up To Quality (SUTQ) rating process by July 1, 2020, if they offer Publicly Funded Child Care services[49]. Further, centers and Type A providers will be required not only to be rated, but to be highly rated by 2025 if they serve children who receive PFCC funds.[50] The Department of Job and Family Services is to work to have 100% of early learning and development programs – that are not Type B family day-care homes and that provide publicly funded child care – rated in the third highest tier or above (three stars or higher) by 2025[51], the state has also set goals for the transition following the timeline in Table 3. There is no penalty for not meeting the established goals at each frame in time; rather, they are simply targets to help the state stay on track.

Table 3. Timeline for Having Providers Become Highly Rated in SUTQ

Date	Percent of early learning and development programs that are not Type B and do provide PFCC
June 30, 2017	25 %
June 30, 2019	40 %
June 30, 2021	60 %
June 30, 2023	80 %
June 30, 2025	100 %

Source: Ohio Revised Code 5104.29 "Step up to quality program."

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[49] Ohio Revised Code 5104.31 "Eligible providers of services for publicly funded child day-care."
[50] Ohio Revised Code 5104.31 "Eligible providers of services for publicly funded child day-care."
[51] Ohio Revised Code 5104.29 "Step up to quality program."

This phase-in of the Step Up to Quality (SUTQ) program will move the Publicly Funded Child Care system to an education-oriented system because being highly rated in the SUTQ program requires the adoption of a curriculum and the use of assessments which constitutes an education orientation. Currently, any provider who accepts children who receives an ECE Grant or who provides Preschool Special Education services must be rated at the three star level or higher in the SUTQ rating system. Table 4 is a breakdown of some key requirements of licensure and the quality rating system. This illustrates how SUTQ adds to the basic health and safety requirements of state licensure that moves all providers of early learning and development programs towards high quality.

Participation in the SUTQ program at the one-star level requires the provider to identify a curriculum or demonstrate how the curriculum they are using is aligned to Ohio's Early Learning and Development Standards. The provider is also required to have an activity plan or an individual child plan, as well as a professional development plan and teacher observations.

To reach a two-star rating, a program must select a curriculum also have approved staff supports, a records transfer plan, and a family engagement plan. To reach a three-star rating the program must also establish developmental and educational goals for the children[52]. Four- and five-star ratings are achieved by demonstrating how children's assessment results are used to improve the educational experience for children combined with staff supports, and family engagement among other things. Currently Ohio has a comprehensive, developmentally appropriate and free assessment, called the Early Learning Assessment which is required for all programs that receive Early Childhood Education Grants and/or provide Preschool Special Education Services.

Entry into the SUTQ program also requires that administrators, lead teachers, and assistant teachers have annual professional development (PD) plans. The minimum requirement is 20 clock hours of approved specialized training per biennium. The system also awards extra points toward a higher rating if a provider has 100% of their staff receiving more (25 hours or 30 hours) PD per biennium. The SUTQ system does not alter state regulations about minimum staffing ratios or maximum class sizes, but does award extra points towards a higher rating for providers that have lower staffing ratios (fewer children per adult) and smaller class sizes.

[52] "Step Up To Quality, A Guide for Child Care Providers," accessed June 25, 2018, http://www.odjfs.state.oh.us/forms/num/JFS01597/pdf/.

Table 4. Some Quality Criteria for Ohio's Licensing and Step Up to Quality Rating Programs

	Early Learning Standards	Lead Teacher
ODE License[1]	Curriculum And Assessment	Teacher license
ODJFS License[2]	N/A	CDA
SUTQ 1 Star[3]	Plan to select Curriculum Plan to select Screeners	50% Lead Teachers (at least 2) have CDA or one Lead Teacher has AA appropriate to age group or a CPL3
SUTQ 2 Star[4]	Has a Curriculum Has Identified Screeners	25% Lead Teachers have AA appropriate to age group or a CPL3
SUTQ 3 Star[5]	Has a Curriculum Lead Teachers can explain implementation, Administers ELA, may use other screeners	50% Lead Teachers have AA appropriate to age group or a CPL3
SUTQ 4/5 Star[6]	Has a Curriculum Lead Teachers can explain implementation, Administers ELA, may use other screeners, Extra Points: uses assessment results to change instruction, engages families in results discussions	50% Lead Teachers have AA appropriate to age group or a CPL 3 Extra Points: (Lead Teachers) 100% AA or CPL3, 50% BA or CPL4 and other 50% AA or CPL3, 100% BA or CPL4 (Assistant Teachers) 50% CDA or CPL2, 75% CDA or CPL2, 50% AA, 100% CDA or CPL2

CDA = Child Development Associate Credential; CPL = Career Pathway Level; AA = Associate of Arts Degree; ELA = Early Learning Assessment; BA = Bachelor of Arts Degree

1. "Chapter 3301-37 of the Administrative Code Preschool Rules 1-12. Effective June 3, 2014", accessed June 25, 2018, http://education.ohio.gov/getattachment/Topics/Early-Learning/Preschool-Licensing/PreschoolProgramRules.pdf.aspx .
2. "Child Care Manual", accessed June 25, 2018, http://emanuals.jfs.ohio.gov/pdf/pdf-books/ChildCareManual.pdf#pagemode=bookmarks.
3. "One Star Requirement Summary", dated October 2017, accessed June 25, 2018, http://earlychildhoodohio.org/sutq/pdf/1StarChecklist.pdf.
4. "Two Star Requirement Summary", dated October 2017, accessed June 25, 2018, http://earlychildhoodohio.org/sutq/pdf/2StarChecklist.pdf.
5. "Three Star Requirement Summary", dated October 2017, accessed, June 25, 2018, http://earlychildhoodohio.org/sutq/pdf/3StarChecklist.pdf.
6. Four- and Five-Star Requirement Summary", dated October 2017, accessed June 25, 2018, http://earlychildhoodohio.org/sutq/pdf/4-5StarChecklist.pdf.

Figure 10. Star Ratings of Programs by Licensing Agency
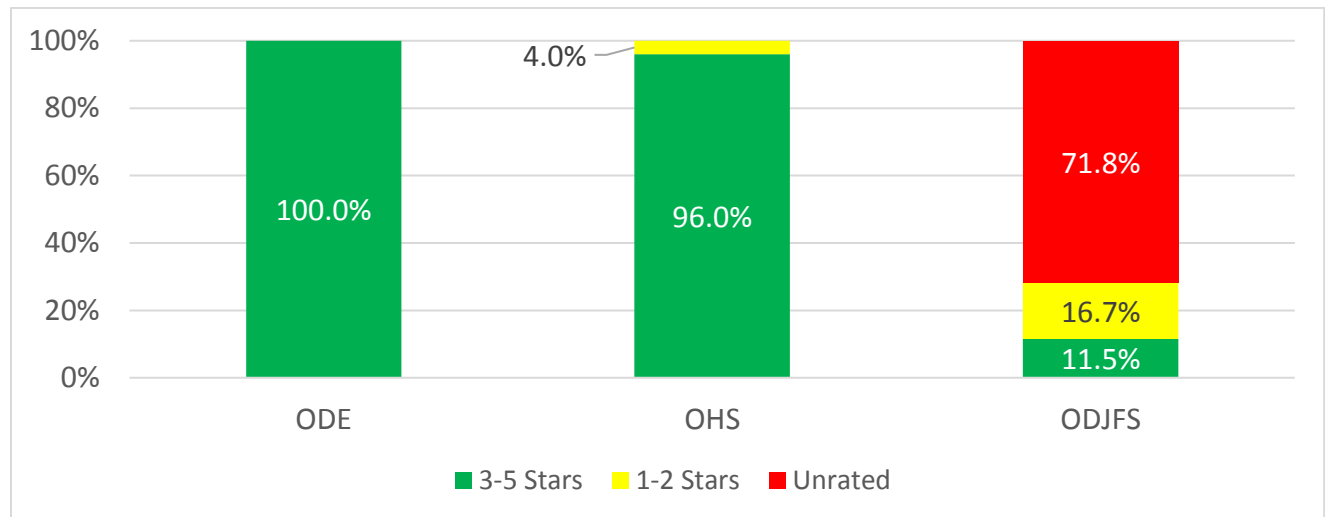
ODE and Ohio Head Start Data provided by Brad Ingraham, Email communication, January 17, 2018 for effective date June 30, 2017. ODJFS data provided by Data Frash, Email communication, February 6, 2018, for effective date October 31, 2017.

Figure 11 shows that the percentage of children who are in highly rated programs is growing each year. These data[53] are from the 17th payment week of the year, the third week of October, 2017. The data presented in Figure 11 are limited to the early learning and development programs that the law mentions. In the State Fiscal Year 2018 bar, more than 40% of the children in this age range are in quality rated programs and just over 20% of them are in highly rated programs. The graph shows a steady growth in the number of children attending highly rated early childhood programs.

Figure 11. Percentage of Children in Programs by Rating Group - ODJFS
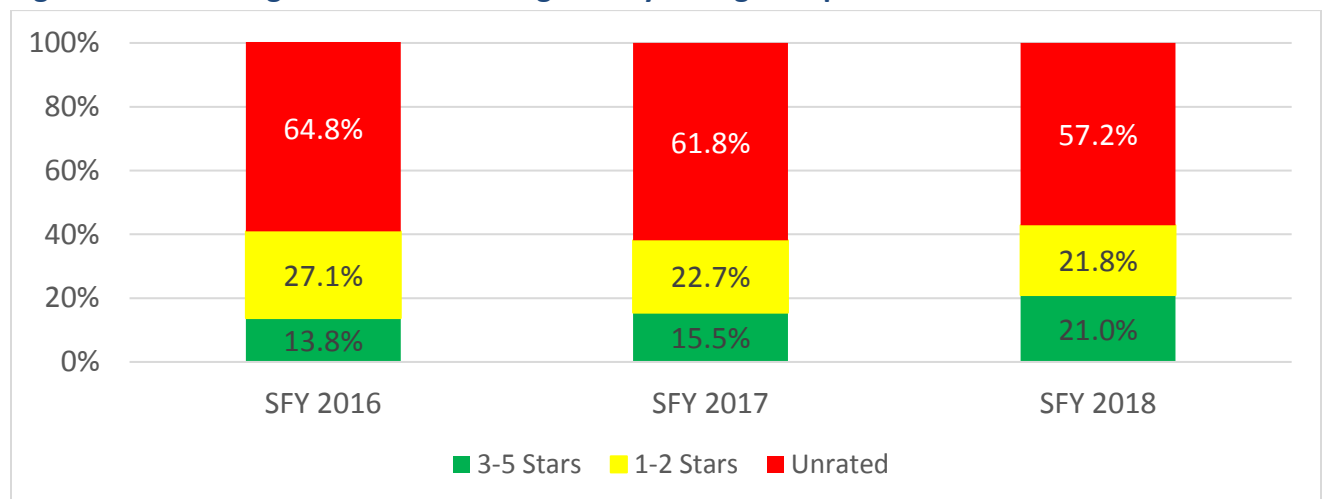
Data provided by David Frash, Email communication, January 16, 2018. Each data set is for the third week of October of the state fiscal year indicated.

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[53] David Frash. Email Correspondence. January 16, 2018.

9. Summary

Ohio has four separate early learning and development programs: Early Childhood Education Grants (ECE), Preschool Special Education (PSE), Head Start (HS), and Publicly Funded Child Care (PFCC). One is state funded only (ECE), one is federally funded only (HS) and the other two (PSE and PFCC) combine both state and federal funds. Except for PSE, the programs are targeted support programs that support families in the form of financial assistance for early learning and development services, based on their income and minimally require the participating family to qualify for services with no more than 200% FPL in earnings (except for PFCC which allows participation up to 300% FPL assuming other requirements are met). Additionally, each program has its own requirements that further define which children and families can participate.

Ohio's licensing and quality rating systems are moving providers to become more education-oriented and provide more children with the opportunity to access high quality early learning and development experiences. It is clear that the total number of providers who are participating in the Step Up to Quality rating system is increasing and that more providers are becoming highly rated.

For completeness, this report includes two appendices. Appendix A includes an explanation of calculations for Figure 8. Appendix B includes a table showing data gaps discovered while researching this topic.

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Brad Ingraham, Email Correspondence January 17, 2018*.*

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Appendix A – Calculations for Figure 8

To create the graph in Figure 8, the following data (David Frash, email communication, March 30, 2018) were used.

Table A-1. Number of children by program (children may be counted more than once)

Program Membership Type	Number
Early Childhood Education (ECE)	14,162
Preschool Special Education (PSE)	24,314
Publicly Funded Child Care (PFCC)	64,968

Data provided by David Frash, Email communication, March 30, 2018. Data for FY 2017.

Table A-2. Number of children served in multiple programs

Program Membership Type	Number
ECE + PSE Only	2,032
ECE + PFCC Only	1,779
PSE + PFCC Only	1,218
ECE + PSE + PFCC Only	181

Data provided by David Frash, Email communication, March 30, 2018. Data for FY 2017.

In addition to these data, JEOC was also given data about overlap in the Head Start program. These data have not been verified by ODE or ODJFS.

Table A-3. Number of children served in Head Start and other programs

Program Membership Type	Number
Head Start (children may be counted more than once)	33,748
Head Start + ECE	1,977
Head Start + PFCC	3,399

Data provided by Barbara Haxton, Email communication, May 12, 2017. Data for FY 2017.

To determine the number of children who are only in ECE, the number of children in Tables A-2 and A-3 who participated in ECE and at least one other program were summed (2,032 + 1,779 + 181 + 1,977 = 5,969). So, of the 14,162 children who were in ECE, 5,969 of them were also in other programs. So, the number of children who were only in ECE and no other program is 14,162 – 5,969 = 8,193.

Likewise to determine the number of children who are only in PSE, the number of children in A-2 who participated in PSE and at least one other program is (2,032 +1,218 + 181 = 3431). So, the number of children who were only in PSE is 24,314 – 3,431 = 20,883.

The number of children who are only in PFCC is (1,779 + 1,218+ 181 +3,399) = 6,577. So, the number of children who were only in PFCC is 64,968 – 6,577 = 58,391.

The number of children in Head Start only would be 33,748 – 1,977 – 3,399 = 28,372.

Finally, the number of children who were in multiple programs would be the sum of all the numbers in Table A-2 (2032 + 1779 + 1218 + 181 + 1977 + 3399 = 10,586).

The number of children identified as kindergarteners is based on the number available on the interactive report card website for the 2016-17 school year.

Figure A-1. (Figure 8 Reproduced) The number of children in each program in Ohio for the 2016-17 school year
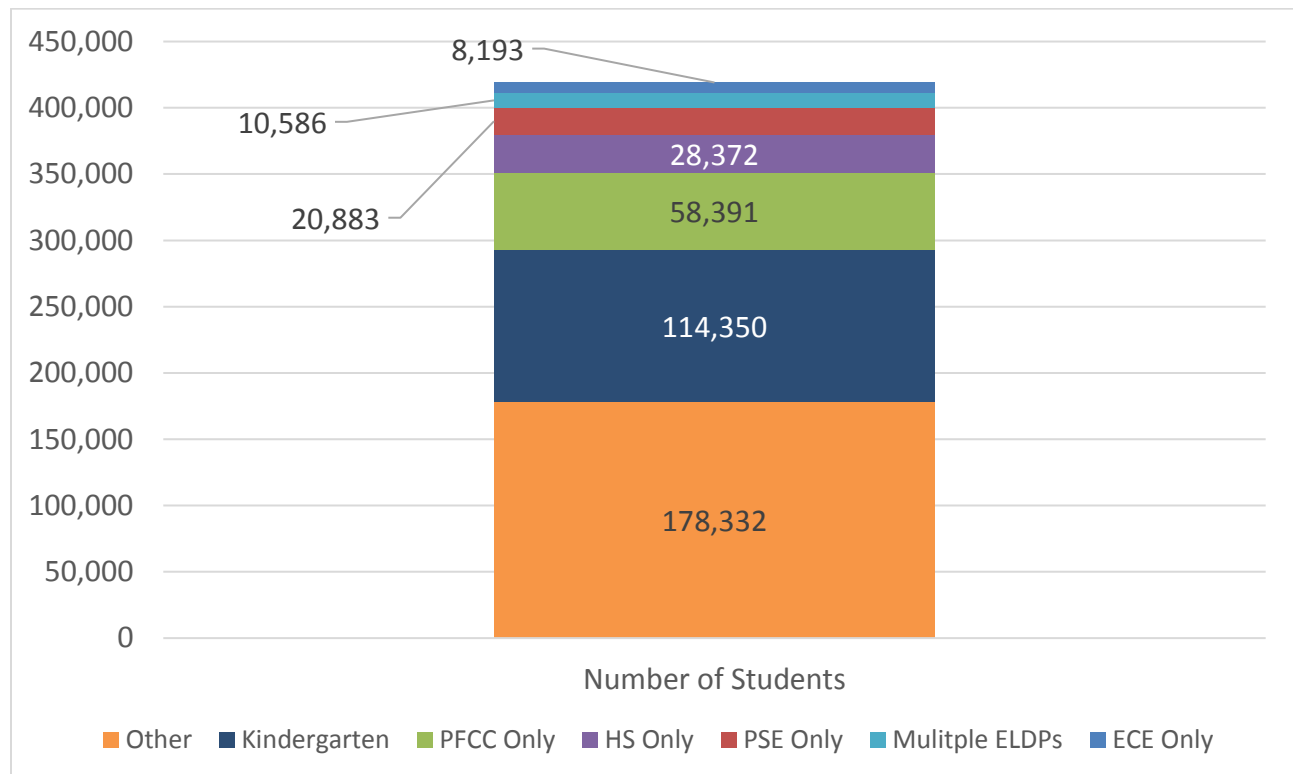
Data Sources: David Frash, Email communication, March 30, 2018. Barbara Haxton, Email communication, May 12, 2017.

Appendix B – Data Gaps

The table included below is a description of data gaps discovered during the process of researching the data for this report.

Table B - 1. Table of description of data gaps

Data Requested that was not available	Agency	Reason
Number of early learning and development providers by star rating (Ohio Revised Code requires that a percentage of early learning and development providers be rated in the SUTQ system; however there are no mechanisms to enforce this requirement).	ODJFS	Data not collected by age of children served. Instead ODJFS was able to provide the percentage of children in rated programs by age.
Number of children in multiple programs. The four ELD programs are managed by two agencies and a federal program. Prior to the request the data were not shared across agencies. Data are not collected or shared with the Head Start program, run by the federal program.	ODE, ODJFS, HS	Head Start does not issue SSIDs, so there is not a way to count children in both Head Start and any other ELD program. (Head Start provided self-reported numbers, used in this report.)
Number of children in PFCC, ECE and PSE without duplication across programs* (Since ODE and ODJFS do not share data with Head Start, the data request was changed to focus on only those programs to which the agencies had access.)	ODE, ODJFS	Data agreements not in place to share SSIDs across agencies*
Number of children in star-rated programs. (Because ODJFS provided number of children in rated programs by rating, similar data was requested of ODE.)	ODE	SUTQ data not connected to child data in ODE data system
Number of children in PSE who are also in kindergarten. (Because there are many five year olds in PSE and not in the other ELD programs, these data were requested.)	ODE	PSE data not reported by kindergarten enrollment
Number of children who were in preschool programs by KRA score.	ODE	Data not collected on whether kindergarteners have been enrolled in preschool
Number of children who were in High Quality (3-5 star rated) preschool programs by KRA score	ODE	Data not collected on kindergarteners by star rating of preschool provider

This request was eventually fulfilled. Apparently a data agreement is in place now, but it is unclear how readily available this information is at this time.