



# Equity GAP Project: Quantitative Analysis Technical Report

Prepared by the National Assembly of State Arts Agencies  
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## Introduction

This quantitative analysis is one strand of the Equitable Grant Making Assessment Pilot Project (a.k.a. the Equity GAP Project), a multipronged effort to help the Ohio Arts Council (OAC) evaluate its general operating support (GOS) grant making and to demonstrate an assessment approach to diagnosing equity gaps that may be useful for other states. In support of that project, the National Assembly of State Arts Agencies (NASAA) has conducted empirical and geographical analyses of operating support grant awards made by the OAC. This report contains the conclusions from those analyses.

The OAC awards approximately 350 grants every year to help Ohio arts organizations with operating support through two programs: [Arts Access](#) and [Sustainability](#). The Arts Access program delivers operating support grants to small organizations (with budgets below \$50,000) and the Sustainability program delivers operating support grants to medium-sized and large arts organizations (with budgets ranging up to \$64 million).

The OAC collects both application and final report data from all Arts Access and Sustainability grantees. Information collected includes demographics and geographic locations of the grantee and grant activities, as well as the finances of the grantee and its project locations. Other information collected includes demographic composition of staff, board members and volunteers. The OAC uses the services of [DataArts](#) to collect detailed financial data for Sustainability grantees.

Using the data described above (as supplied to NASAA by the OAC), this report examines how Arts Access and Sustainability grants are distributed. Arts Access grants are two-year awards and Sustainability grants are four-year awards. The report summarizes records for:

- 50 Arts Access awards totaling \$152,343 for fiscal year 2020
- 309 Sustainability awards totaling \$11,210,022 for FY2020
- 50 Arts Access awards totaling \$136,856 for FY2021

NASAA's analysis attempts to identify whether equity gaps exist in the OAC's distribution of Arts Access or Sustainability grants. The report examines data by:

- **Budget size:** Assessing how grants are distributed by grantee budget size can help the Ohio Arts Council assess the balance of funding concentrated in larger organizations versus smaller ones—an important equity consideration, given that many groups representing historically underserved constituencies fall on the smaller end of the budget continuum.
- **State comparisons:** Benchmarking analyses compare Ohio's arts grant making to 11 other state arts agencies (SAAs) that either are located in the Midwest region or

have a similar agency budget size as Ohio. These benchmarks allow the OAC to understand SAA norms for GOS grant making and how its own data compares.

- **Geography:** Geographical analyses show how grants are distributed in particular geographic areas and for key populations. These data help the OAC to understand the extent of coverage of GOS funding and whether grant funds are distributed in proportion to population patterns.
- **Organizational demographics:** Examining the composition of grantee staff by race/ethnicity, disability and older adult status can show presence or absence of diversity within OAC grantee organizations.

Note that this analysis largely concentrates on one kind of grant: general operating support. This focus of the Equity GAP Project is due to the importance of operating dollars in supporting organizational development and the large share of all SAA grants devoted to GOS awards. For the time period analyzed in this report, GOS grant making in Ohio represented 43% of the OAC's total grants and 76% of total grant funds. This makes it an important funding stream to understand. To this end, observations about grant-making patterns or gaps surfaced in this analysis apply to GOS awards alone. Different patterns may be apparent for the agency's other grant programs, which provide various forms of project support.

Observations on data interpretation are presented within each section, but a few salient take-aways include:

- The OAC had a larger commitment to GOS than many other SAAs.
- The OAC's largest organizations received the most GOS grant dollars, a pattern consistent with other SAAs in the region and with those with similar budget sizes.
- The OAC's grants to smaller organizations tended to be smaller in size than those of other states, but made up a substantial share of total revenues for those grantees.
- The majority of Ohio's counties were served by either GOS grants or by the activities of arts organizations receiving grants. Thirteen counties were not reached by either. These counties tend to be poorer and have higher populations of disabled people.
- More than half of all grants went to two counties: Cuyahoga and Franklin. At the county level, these two counties have higher rates of poverty than the Ohio average.
- The share of GOS funding awarded to Ohio's Appalachian counties met or exceeded the share of state population represented by those counties. Apart from Appalachian counties, rural regions of the state received fewer GOS awards and less GOS funding than Ohio's urban areas.
- Grantees employed a substantial number of people of color. Overall, grantees' staffs were more racially diverse than Ohio's population, although persons with disabilities and older adults were less represented on grantee staff.
- Almost a third of GOS grantees reported no people of color on their boards.

## Budget Size Analysis

Organization budget information for Arts Access grants comes from the OAC, while budget information for Sustainability grantees comes from DataArts. The analyses below use FY2020 and FY2021 OAC Arts Access and Sustainability grant data; comparative grants data (benchmarking data) from other states are from their FY2019 [Final Descriptive Reports](#).

Top-line observations include:

- **Ohio made a larger investment in SAA GOS funding—in absolute dollars and as a share of all grants—than the benchmarked states.** Only Minnesota (with an SAA budget double the size of Ohio's) gave more in dollars. With more than 75% of its grant dollars taking the form of GOS awards, this signifies that the OAC had a substantial commitment to capacity building and to flexible funding that grantees could use in the ways they determined were most beneficial to their missions.
- **50 grants were made to small organizations (below \$50,000 in budget size) from the OAC in FY2021.** We do not know the total universe of possible organizations in this budget class, to assess what portion of all Ohio organizations the OAC is or is not serving. However, 50 organizations still represented a robust number of small groups—more than in all but one benchmarking comparison state (Illinois). This finding is notable given that many smaller arts organizations are rooted in historically underserved communities and/or operate in regions with fewer economic resources.
- **Larger organizations derived less of their total revenue from OAC grants, whereas OAC grants comprised a larger portion of total revenue for smaller organizations.** This finding is consistent with the results of national arts research (conducted by NASAA and others) underscoring the importance of SAA support for small organizations and the large impact SAA awards may have on these organizations' operating capacity and programming.
- **Organizations above \$20 million in budget size represented only 1% of the organizations in the OAC's GOS awardee pool, but represented 23% of all GOS grant funds awarded.** A concentration of funds in larger organizations is not atypical. Ohio's support for organizations with budgets below \$50,000 and above \$1 million was similar to that of the 11 benchmarked states.
- **Compared to most other benchmarked states, the OAC's maximum award amount to organizations with revenues below \$50,000 was small.** The maximum grant to organizations with less than \$50,000 in revenues in Ohio was \$3,895, compared to a cohort median of \$10,825.
- **With a maximum GOS award of \$587,899, Ohio gave the fourth largest GOS award out of the benchmarked states.** Maximum awards to large organizations

among the 11 benchmarked states ranged from \$35,000 to more than \$1 million. However, the OAC's maximum amount was significantly less than the \$1 million and greater grants seen in several other states.

### Grants by Grantee Budget Size

The table below charts the number of the OAC grants and grant dollars for Arts Access and Sustainability grants for FY2020.

The majority of the OAC's GOS grant dollars went to large institutions, with close to a quarter of funds going to institutions with budgets above \$20 million. For both programs, larger organizations derived less of their revenue from OAC grants than smaller ones. The smallest organizations received a third or more of their total revenue from these grants, whereas the largest organizations received 1% or less of their total revenue from the grants.

**Table 1: Arts Access and Sustainability Grants by Grantee Budget Size (FY2020)**

<b>Grantee Budget</b>	<b>No. of Grants</b>	<b>Percent of GOS Grants</b>	<b>Grant Dollars</b>	<b>Percent of GOS Grant Dollars</b>	<b>Total Grantee Revenue</b>	<b>Grant Dollars as Percent of Total Revenue</b>
Below \$10K	12	3%	\$50,222	0.4%	\$68,908	73%
\$10K - \$49.9K	47	13%	\$214,382	2%	\$1,264,674	17%
\$50K - \$99.9K	32	9%	\$161,331	1%	\$2,378,588	7%
\$100K - \$249.9K	73	20%	\$662,750	6%	\$11,542,224	6%
\$250K - \$499.9K	62	17%	\$920,416	8%	\$21,042,610	4%
\$500K - \$999.9K	55	15%	\$1,104,714	10%	\$37,993,792	3%
\$1M - \$1.9M	34	9%	\$1,049,830	9%	\$48,677,468	2%
\$2M - \$4.9M	19	5%	\$1,442,870	13%	\$54,444,270	3%
\$5M - \$9.9M	13	4%	\$1,642,127	14%	\$99,319,290	2%
\$10M - \$19.9M	7	2%	\$1,553,077	14%	\$102,786,263	2%
\$20M and above	5	1%	\$2,560,646	23%	\$220,537,014	1%
<b>Total</b>	<b>359</b>	<b>100%</b>	<b>\$11,362,365</b>	<b>100%</b>	<b>\$600,055,101</b>	<b>2%</b>

### Grants by Grantee Budget Size, Benchmarked Data

The following tables benchmark the OAC's GOS grants by budget size against GOS grant making by state arts agencies in Illinois, Indiana, Maryland, Massachusetts, Minnesota, Missouri, Nebraska, New Jersey, North Carolina, Pennsylvania and South Carolina. These SAAs were selected because they are within the same region as the OAC, or have similar budget sizes or have programmatic similarities. While every state is unique and comparisons should be viewed advisedly, this type of benchmarking provides useful

context for understanding the OAC's norms in the context of the broader SAA field. The data used here come from NASAA's FY2019 Final Descriptive Report database.

When comparing Ohio Arts Council GOS allocation to the cohort of benchmarked states, we see that Ohio dedicated a larger portion of grants and dollars to operating support than the median and average percentage allocations for the cohort.

**Table 2: GOS Grant Making across Benchmarking States (FY2019)**

SAA	All SAA Grant Dollars	No. of All SAA Grants	No. of GOS Grants	GOS Grants as a Percent of all Grants	All GOS Grant Dollars	GOS as a Percent of all Grant Dollars	Minimum GOS Award	Median GOS Award	Maximum GOS Award
Illinois	\$12,142,366	1,013	648	64%	\$9,631,500	79%	\$900	\$11,100	\$558,160
Indiana	\$3,511,819	239	68	28%	\$1,086,651	31%	\$5,347	\$12,222	\$38,377
Maryland	\$19,412,715	642	57	9%	\$5,856,633	30%	\$1,000	\$34,141	\$1,132,183
Massachusetts	\$13,005,953	2,097	347	17%	\$4,977,714	38%	\$3,000	\$8,800	\$57,000
Minnesota	\$37,699,679	637	183	29%	\$15,702,593	42%	\$8,000	\$48,758	\$1,052,011
Missouri	\$4,259,949	476	52	11%	\$1,633,865	38%	\$6,841	\$15,818	\$133,659
Nebraska	\$2,228,481	423	58	14%	\$1,159,802	52%	\$900	\$14,234	\$185,000
New Jersey	\$15,667,412	199	104	52%	\$9,844,750	63%	\$5,000	\$30,269	\$1,000,000
North Carolina	\$7,198,751	367	164	45%	\$5,422,802	75%	\$5,000	\$21,252	\$268,962
<b>OH SU and AA (2020)</b>	<b>\$14,955,200</b>	<b>831</b>	<b>359</b>	<b>43%</b>	<b>\$11,362,365</b>	<b>76%</b>	<b>\$1,735</b>	<b>\$11,648</b>	<b>\$587,899</b>
Pennsylvania*	N/A	N/A	310	N/A	\$4,300,938	N/A	\$3,000	\$7,272	\$164,017
South Carolina	\$4,279,831	457	170	37%	\$2,299,854	54%	\$846	\$9,429	\$272,832
<b>Cohort Medians</b>	<b>\$9,670,559</b>	<b>467</b>	<b>167</b>	<b>33%</b>	<b>\$5,200,258</b>	<b>53%</b>	<b>\$3,000</b>	<b>\$13,228</b>	<b>\$270,897</b>
<b>Cohort Totals</b>	<b>\$138,698,094</b>	<b>7,701</b>	<b>2,520</b>	<b>33%</b>	<b>\$73,279,467</b>	<b>53%</b>	<b>\$846</b>	<b>\$12,900</b>	<b>\$1,132,183</b>

Source: NASAA, Final Descriptive Reports. Tables exclude decentralized subgrantee data.

\*Pennsylvania figures comprised only GOS grant making.

### GOS Grants by Smallest and Largest Organizations, Benchmarking Data

The following tables compare GOS grants by organization size for the benchmarking states. They use data from NASAA's final descriptive reports and from the OAC. The tables exclude decentralized subgrant data (SAA grants to local or regional agencies for the purpose of regranting).

Table 3 examines GOS grants to organizations with revenues of \$50,000 and below, and Table 4 examines grants to organizations with revenues above \$1 million. The maximum

award was added as a useful data point to understand whether states are limiting award sizes to either small or large organizations.

Overall, these data tell us that there is a wide range of approaches taken by SAAs when providing operating support awards for smaller organizations. Some states gave no or very few operating support grants to small organizations, while others gave a larger portion of their total GOS grants to these organizations.

One caveat to Table 3 has to do with states with decentralized grant-making programs. Decentralized programs allocate state block grants to a designated entity for the purpose of regranting. These funds are then redistributed to additional—typically smaller—organizations. The Final Descriptive Report (FDR) data used for this analysis encompass only awards made directly by SAAs and do not reflect regranted awards or funds designated for regranting. If regranting awards were taken into account, it is likely that many states in the benchmarking group with decentralized grant programs—Indiana, Maryland, Massachusetts, Minnesota, New Jersey, North Carolina and Pennsylvania—would show a higher portion of overall grant funds devoted to smaller organizations. These regrants may or may not take the form of operating support.

From an equity perspective, the most notable finding from these data is the high percentage of total GOS dollars that went to larger arts organizations. There are a number of understandable reasons for funding to be distributed in this way, including the budget needs and reach of larger organizations, funding formulas that index grant award sizes to organizational budget sizes, and legacy systems (such as adjudication criteria or compliance requirements) that may disadvantage younger or smaller organizations. Regardless of the rationales, we can say that SAAs typically allocate the majority of their GOS budget to organizations with bigger budgets, as is the case in Ohio.

Another note on these data is that they reflect SAA FY2019 investments for most of the states, and several of these states have undergone recent deep examinations of their GOS strategies and formulas that have resulted or will result in policy changes. Data from Maryland, Massachusetts, Minnesota and Pennsylvania could look very different in future years.

**Table 3: GOS Grants to Organizations with Total Revenues of \$50K and below, by State (FY2019, Sorted by Percent of GOS Grant Dollars)**

State	All GOS Grants	All GOS Grant Dollars	No. of GOS Grants	Percent of GOS Grants	GOS Grant Dollars	Percent of GOS Grant Dollars	Maximum GOS Grant
Illinois	648	\$9,631,500	162	25%	\$1,163,425	12%	\$18,300
South Carolina	169	\$2,298,954	42	25%	\$202,134	9%	\$10,825
Nebraska	51	\$912,827	10	20%	\$56,288	6%	\$10,775
Pennsylvania	310	\$4,300,938	24	8%	\$166,851	4%	\$7,600
Massachusetts	347	\$4,977,714	31	9%	\$134,714	3%	\$16,000
<b>Ohio (2020)</b>	<b>359</b>	<b>\$11,362,365</b>	<b>59</b>	<b>16%</b>	<b>\$264,604</b>	<b>2%</b>	<b>\$3,895</b>
Missouri	52	\$1,633,865	4	8%	\$36,531	2%	\$11,288
Maryland	57	\$5,856,633	9	16%	\$17,321	0%	\$3,475
New Jersey	104	\$9,844,750	1	1%	\$25,000	0%	\$25,000
Indiana	68	\$1,086,651	0	0%	\$0	0%	N/A
Minnesota	183	\$15,702,593	0	0%	\$0	0%	N/A
<b>Cohort Medians</b>	<b>167</b>	<b>\$5,200,258</b>	<b>17</b>	<b>12%</b>	<b>\$95,501</b>	<b>3%</b>	<b>\$10,825</b>

Note: North Carolina is omitted from this table due to data issues pertaining to organization revenues.

**Table 4: GOS Grants to Organizations with Total Revenues of \$1M and above, by State (FY2019, Sorted by Percent of GOS Grant Dollars)**

State	All GOS Grants	All GOS Grant Dollars	No. of GOS Grants	Percent of GOS Grants	GOS Grant Dollars	Percent of GOS Grant Dollars	Maximum GOS Grant
Maryland	57	\$5,856,633	23	40%	\$4,946,424	84%	\$1,132,183
Massachusetts	347	\$4,977,714	152	44%	\$3,800,000	76%	\$57,000
New Jersey	104	\$9,844,750	37	36%	\$7,321,375	74%	\$1,000,000
<b>Ohio (2020)</b>	<b>359</b>	<b>\$11,362,365</b>	<b>78</b>	<b>22%</b>	<b>\$8,248,550</b>	<b>73%</b>	<b>\$587,899</b>
Minnesota	183	\$15,702,593	63	34%	\$11,354,512	72%	\$1,052,011
Indiana	68	\$1,086,651	29	43%	\$772,476	71%	\$38,377
Pennsylvania	310	\$4,300,938	113	36%	\$3,029,870	70%	\$164,017
Missouri	52	\$1,633,865	23	44%	\$1,047,031	64%	\$99,707
Nebraska	51	\$912,827	15	29%	\$483,302	53%	\$35,304
Illinois	648	\$9,631,500	115	18%	\$3,533,500	37%	\$417,000
South Carolina	169	\$2,298,954	24	14%	\$656,187	29%	\$36,499
<b>Cohort Medians</b>	<b>167</b>	<b>\$5,200,258</b>	<b>33</b>	<b>35%</b>	<b>\$3,281,685</b>	<b>71%</b>	<b>\$131,862</b>

Note: North Carolina is omitted from this table due to data issues pertaining to organization revenues.

## GOS Grants to Large and Small Organizations by Institution Type

In addition to examining the grants by budget range, NASAA looked at GOS grants by institution type to organizations with revenues above \$15 million and to organizations with revenues below \$50,000. These data are useful to understand the types of organizations that have the largest resources *and* receive SAA funds. Table 5 shows a list of the largest organizations that received awards from each of the benchmarked states.

Table 6 shows the top five institution types by dollars awarded for organizations with revenues above \$15 million, and Table 7 shows the top five institution types by dollars awarded for organizations with revenues below \$50,000.

These data are interesting from an equity perspective given that there are similarities among the types of organizations with the largest revenues. Many of these organizations are institutions that are based on Eurocentric art forms or practices. These data do not illuminate the community outreach or inclusive and diverse practices of these individual organizations; however, they highlight a pattern of funding and wealth existing in certain types of institutions.

**Table 5: Largest Organizations Receiving SAA Operating Support Awards, by State (FY2019)**

SAA	Grantee Name	Grant Amount	Total Revenue
Illinois	School of the Art Institute of Chicago	\$48,100	\$273,351,377
Indiana	The Children's Museum of Indianapolis	\$38,377	\$37,221,537
Maryland	Baltimore Museum of Art	\$1,132,183	\$16,533,828
Massachusetts	Berklee College of Music	\$25,000	\$311,005,501
Minnesota	Artspace Projects	\$596,955	\$47,860,338
Missouri	Saint Louis Art Museum	\$95,904	\$44,162,126
Nebraska	Omaha Performing Arts	\$35,304	\$20,803,165
New Jersey	New Jersey Performing Arts Center	\$1,000,000	\$42,533,576
Ohio	The Cleveland Museum of Art	\$587,899	\$64,655,525
Pennsylvania	Philadelphia Museum of Art	\$164,017	\$130,870,387
South Carolina	Peace Center Foundation	\$27,715	\$24,167,922

Source: NASAA, Final Descriptive Reports. For Ohio, award amounts reflect a reduction in the initial amount awarded due to pandemic budget cuts.

**Table 6: Grants to Organizations with Revenues above \$15M, by Institution Type (Top 5) (FY2019)**

Type of Institution	Amount Awarded
Performing Group	\$3,420,718
Performance Facility	\$2,693,229
Arts Center	\$2,035,933
Art Museum	\$1,931,674
Arts Service Organization	\$796,808

Source: NASAA, Final Descriptive Reports

**Table 7: Grants to Organizations with Revenues below \$50K, by Institution Type (Top 5) (FY2019)**

Type of Institution	Amount Awarded
Arts Council/Agency	\$1,253,766
Performing Group	\$890,894
Media: Television	\$510,235
Arts Service Organization	\$407,132
Arts Center	\$376,464

Source: NASAA, Final Descriptive Reports

## Geographical Analysis

The following maps and tables use the locations of Arts Access and Sustainability grantees as well as the locations they serve through their programs. Because the beneficiary data could not be used (see beneficiary data challenges below), locations are mapped onto various underlying geographic data attributes as a proxy for audiences served. Distribution of grants and grant activities is examined by county, by Appalachian county, by rural/urban populations, by populations in poverty and by populations with disabilities.

The following observations were made for both FY2020 and FY2021:

- **54 out of Ohio's 88 counties received operating support awards from either the Arts Access or the Sustainability program.** 73 out of 88 counties were served through activity locations reported by GOS grantees.
- **Only 13 counties were not reached either by GOS grants or other grants.** Counties not reached have higher poverty rates and higher rates of persons with disabilities and are predominantly Appalachian.
- **The majority of GOS grants (54%) were awarded to the four most populous Ohio counties (which contain high-population cities): Cuyahoga (Cleveland),**

**Franklin (Columbus), Summit (Akron) and Hamilton (Cincinnati).** These counties have higher population densities and lower percentages of populations with disabilities.

- **More than half (52%) of all OAC GOS grant dollars and 40% of grants went to just two counties: Cuyahoga and Franklin.** A high number of the OAC's larger-budget grantees reside in these two counties.
- **A majority of OAC grants and dollars went to high-poverty counties and census tracts.** While there were some variations within Ohio's most populous counties, a majority of grant awards and grant funds were awarded in areas with poverty rates that substantially exceed the state average. This is a result of the largest organizations being situated in census tracts with high poverty rates.
- **The percentage of GOS awards made to rural counties, overall, fell short of the percentage of Ohio's population living in rural regions.** Regardless of how *rural* is defined, rural regions of the state received fewer GOS awards and less GOS funding than Ohio's urban areas. This disparity largely disappeared when the agency's other grant categories were added into the picture.
- **The percentage of GOS awards made to Appalachian counties, however, met or exceeded the percentage of Ohio's population living in that region.** Arts Access awarded 32% of its grants and 31% of its dollars to Appalachian counties. 41% of grant activity locations were in Appalachian counties.
- **Awards made to rural areas by the OAC tended to be smaller in size than awards made to rural areas by other state arts agencies.**

### Grant and Activity Location

In FY2020 and 2021, Ohio Arts Access and Sustainability awards reached 409 organizations located in 54 counties. 4,151 activities were documented for the organizations, reaching 73 counties in FY2020 and FY2021. The majority of grants (54.3% of total grants, 73.9% of total grant dollars) went to major counties in Ohio, including Cuyahoga, Franklin, Hamilton and Summit. Around 40% of grants and 52% of dollars went to Cuyahoga and Franklin counties.

**Table 8: Arts Access and Sustainability Awards, Top Counties (FY2020-2021)**

County	No. of GOS Grantees	Percent	GOS Amount Awarded	Percent
Cuyahoga	87	21.3%	\$3,825,760	33.3%
Franklin	74	18.1%	\$2,128,815	18.5%
Hamilton	39	9.5%	\$2,134,116	18.6%
Summit	22	5.4%	\$414,265	3.6%
Lucas	18	4.4%	\$545,213	4.7%

Table presents Arts Access and Sustainability grants only.

Fifteen counties were not reached by GOS grants in the FY2020-2021 GOS grants cycle. They include: Belmont, Carroll, Harrison, Henry, Highland, Jefferson, Lawrence, Meigs, Monroe, Morrow, Noble, Paulding, Pike, Vinton and Williams. These counties had higher poverty rates and higher rates of disability and were disproportionately Appalachian. The counties of Paulding and Pike were reached by other grants.

Table 9 shows that the most populous county, Cuyahoga, the county that received the most grants, also received the most GOS grant dollars per person. However, the next most populous counties received significantly fewer OAC general operating support grant dollars on a per capita basis.

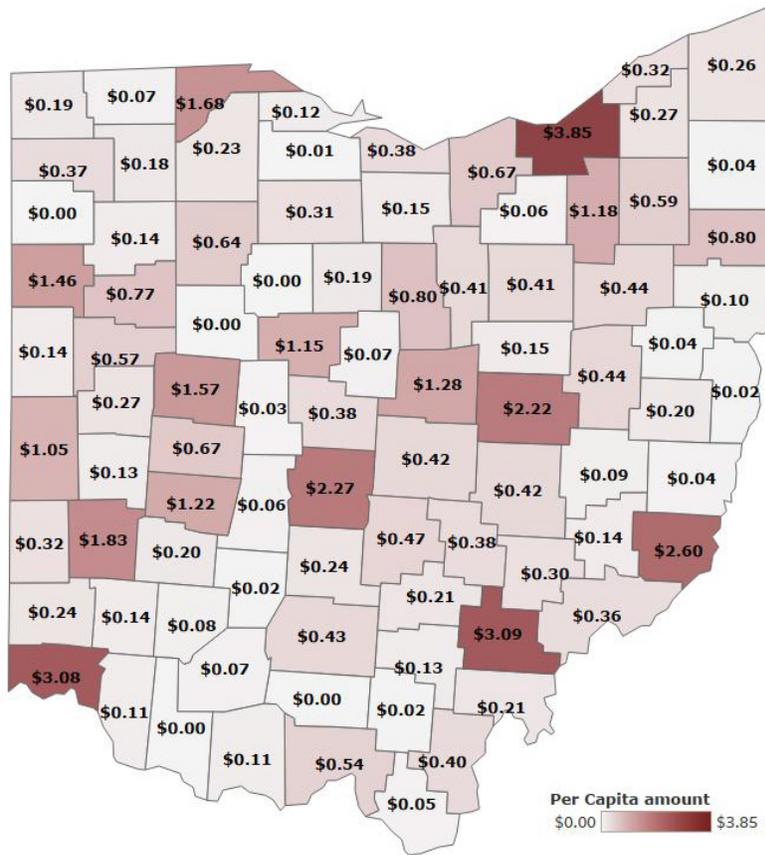
**Table 9: Top 10 Counties Ranked by per Capita GOS Grant Dollars (FY2020-2021)**

<b>County</b>	<b>GOS Grants</b>	<b>GOS Dollars</b>	<b>Population</b>	<b>Dollars by Population</b>
<b>Cuyahoga</b>	<b>87</b>	<b>\$3,825,760</b>	<b>1,241,475</b>	<b>\$3.08</b>
<b>Hamilton</b>	<b>39</b>	<b>\$2,134,116</b>	<b>815,790</b>	<b>\$2.62</b>
Athens	12	\$125,834	65,945	\$1.91
<b>Franklin</b>	<b>74</b>	<b>\$2,128,815</b>	<b>1,304,715</b>	<b>\$1.63</b>
Montgomery	16	\$776,054	531,988	\$1.46
<b>Lucas</b>	<b>18</b>	<b>\$545,213</b>	<b>430,319</b>	<b>\$1.27</b>
Van Wert	3	\$31,017	28,213	\$1.20
Knox	2	\$13,581	61,776	\$1.04
<b>Summit</b>	<b>22</b>	<b>\$414,265</b>	<b>540,810</b>	<b>\$0.77</b>
Richland	3	\$28,016	121,043	\$0.65

Population data from U.S. Census Bureau's 2020 American Community Survey. Table presents Arts Access and Sustainability grants only.

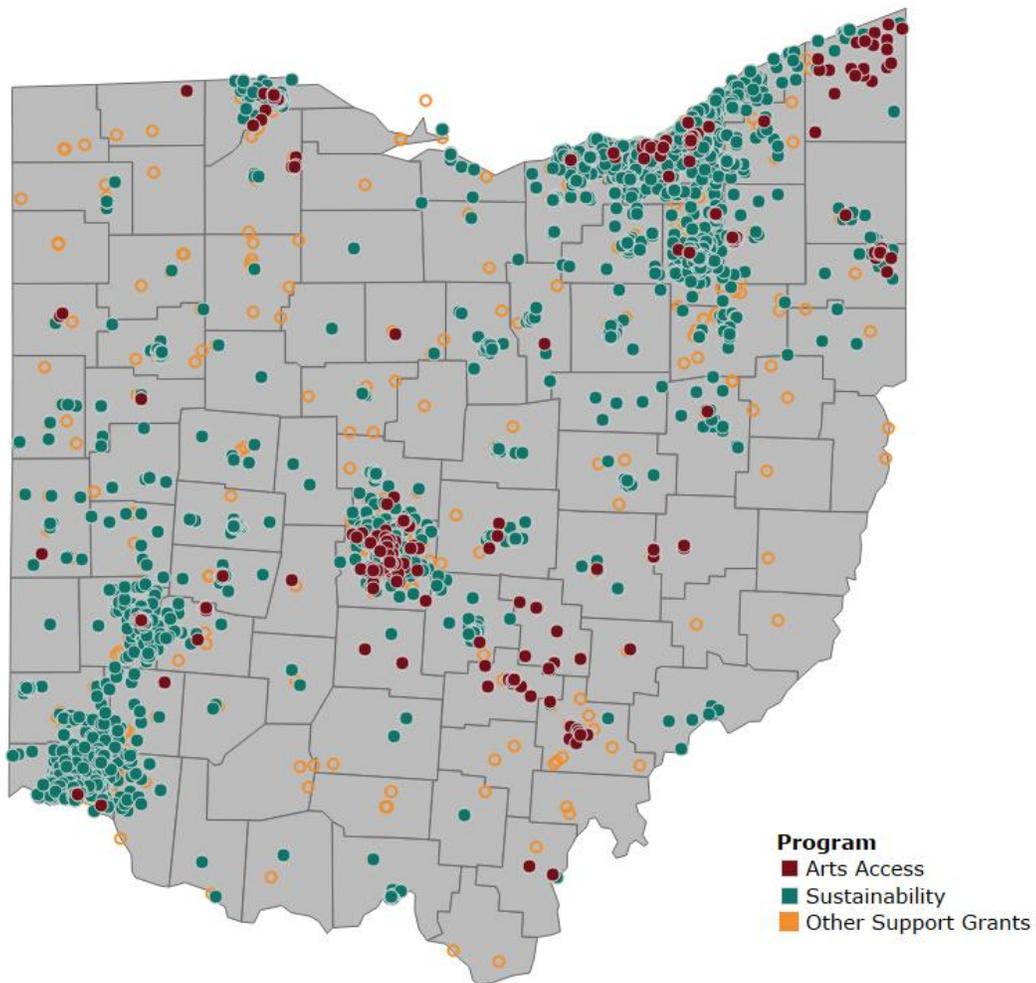
Figure 1 displays per capita grant dollars for all grant types, by Ohio counties for 2020. For Ohio as a state, the per capita award was \$1.32; this means that, on average, the OAC awarded overall funding equivalent to \$1.32 per person in Ohio. The median per capita amount including counties receiving no funding was \$0.27, and for only counties receiving grants, \$0.29.

Figure 1: Per Capita Grant Dollars, by County (FY2020-2021)



The distribution of GOS grants in Figure 2 shows that most grants are concentrated in a few areas; however, other support awards (all non-GOS grants) have a wider spread, reaching into many counties that did not receive GOS grants in the time period studied.

Figure 2: Locations of GOS Grants and Other OAC Grants, by County (FY2020-2021)



### Appalachian Population

Ohio has 32 counties in the Appalachian Mountains, comprising 8% of the state's population. This region is geographically, economically and culturally distinct and represents an important rural and underserved constituency for the OAC.

As the following maps and tables show, Appalachian counties received fewer GOS grants than their non-Appalachian counterparts, but the percentage of GOS awards met or exceeded the percentage of Ohio's population living in that region. Few large-budget arts organizations exist in Appalachian counties. Higher proportions of Arts Access grants went to these counties than did Sustainability grants.

Figure 3: Arts Access and Sustainability Grants, by Appalachian County (FY2020-2021)

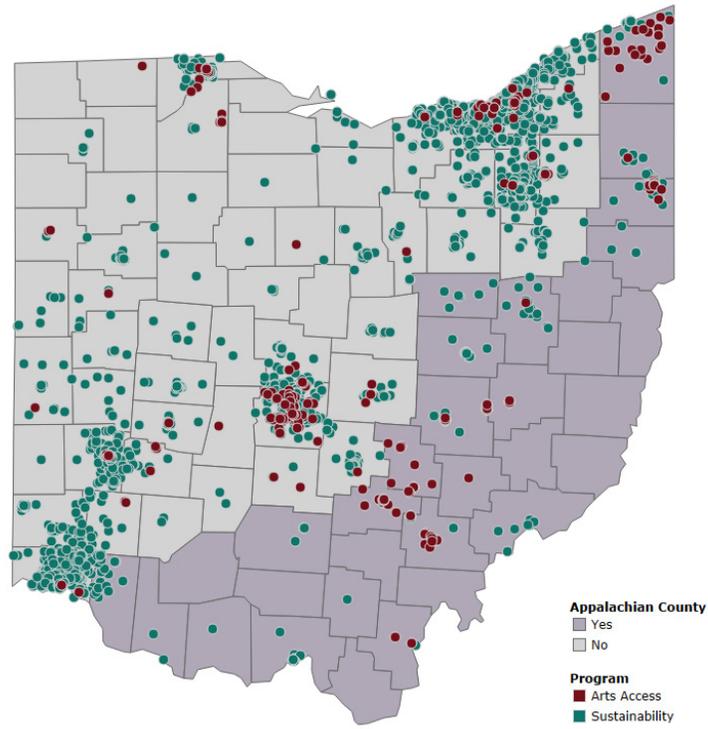
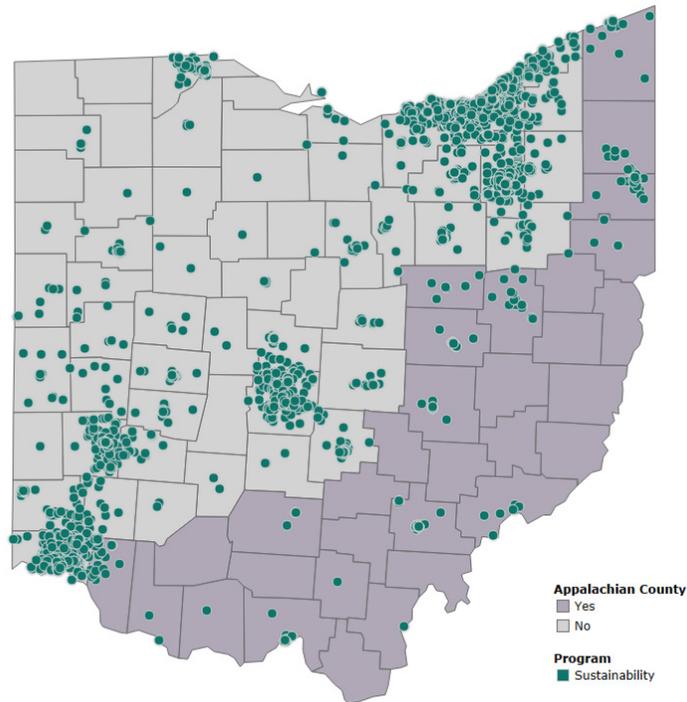
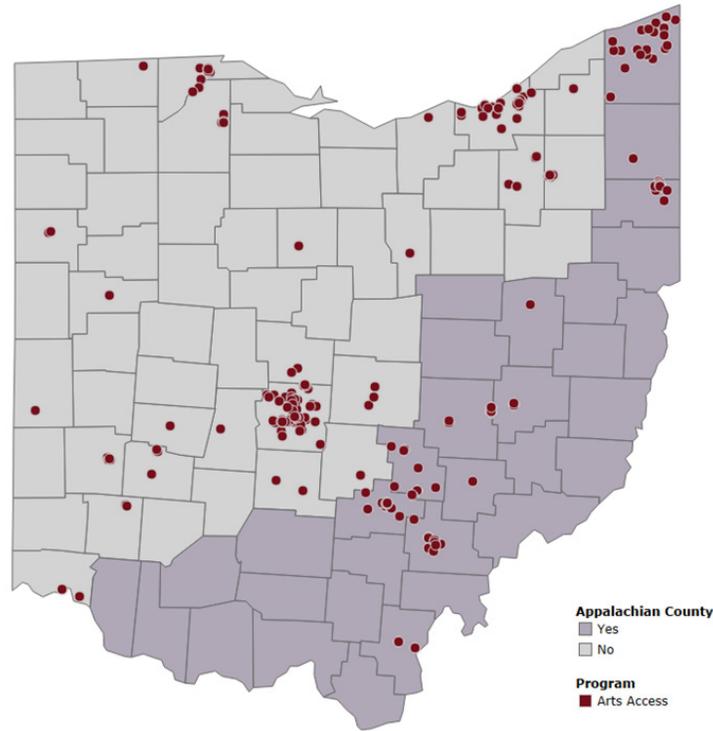


Figure 4: Sustainability Grants, by Appalachian County (FY2020)



**Figure 5: Arts Access Grants, by Appalachian County (FY2020-2021)**



The tables below show the percentages of grants and populations for Appalachian counties. Sustainability grants to Appalachian counties were on par with their percentage of the state's population, at 9% of awards. However, those counties received only 4% of Sustainability dollars, and only 5% of grants and grant activity locations. Meanwhile, Arts Access outpaced Sustainability, with 32% of its grants, 31% of its dollars and 41% of grant activity locations benefiting Appalachian counties. The proportion of Arts Access grants to Appalachian counties far exceeded those counties' share of the state population.

**Table 10: Sustainability Grants and Grant Activity Locations in Appalachian Counties (FY2020-2021)**

	<b>Percent of Population</b>	<b>No. of Grants</b>	<b>Percent of Grants</b>	<b>Grant Dollars</b>	<b>Percent of Dollars</b>	<b>No. of Grants &amp; Activities</b>	<b>Percent of Grants &amp; Activities</b>
Appalachian	8%	27	9%	\$404,819	4%	220	5%
Non-Appalachian	92%	282	91%	\$10,805,203	96%	4,130	95%
<b>Total</b>	<b>100%</b>	<b>309</b>	<b>100%</b>	<b>\$11,210,022</b>	<b>100%</b>	<b>4,350</b>	<b>100%</b>

**Table 11: Arts Access Grants and Grant Activity Locations in Appalachian Counties (FY2020-2021)**

	Percent of Population	No. of Grants	Percent of Grants	Grant Dollars	Percent of Dollars	No. of Grants & Activities	Percent of Grants & Activities
Appalachian	8%	32	32%	\$90,175	31%	149	41%
Non-Appalachian	92%	68	68%	\$199,024	69%	218	59%
<b>Total</b>	<b>100%</b>	<b>100</b>	<b>100%</b>	<b>\$289,199</b>	<b>100%</b>	<b>367</b>	<b>100%</b>

**Table 12: Sustainability and Arts Access Grants and Grant Activity Locations in Appalachian Counties (FY2020-2021)**

	Percent of Population	No. of Grants	Percent of Grants	Grant Dollars	Percent of Dollars	No. of Grants & Activities	Percent of Grants & Activities
Appalachian	8%	59	14%	\$494,994	4%	369	8%
Non-Appalachian	92%	350	86%	\$11,004,227	96%	4,348	92%
<b>Total</b>	<b>100%</b>	<b>409</b>	<b>100%</b>	<b>\$11,499,221</b>	<b>100%</b>	<b>4,717</b>	<b>100%</b>

### Grants by Rural and Urban Location

Because SAAs have a legislative mandate to serve the entire state, geographic equity is an important consideration. Ohio is no exception. Understanding the relative balance between rural and urban funding is of particular importance.

The first rural/urban analysis presented in this report uses metropolitan statistical areas (MSAs), regions defined by the U.S. Office of Management and Budget (OMB) based on urban centers and adjacent areas possessing a high amount of economic integration with those cores. For this analysis, grants were classified as falling within MSAs (urban) or outside of MSAs (rural) based on postal ZIP codes. Nine Ohio counties (Butler, Cuyahoga, Franklin, Hamilton, Lorain, Lucas, Montgomery, Stark and Summit) are considered urban.

About 19% of Ohio's population lives in rural ZIP codes. Arts Access and Sustainability grants were awarded to grantees in rural places at 12% and 24%, respectively. Considerably more grant activities happened in rural settings for Arts Access than Sustainability, at 25% to 7%, respectively. Percent of grant dollars in rural areas among Arts Access grantees (23%) was more than quadruple that of Sustainability grantees (5%).

Figure 6: GOS Grant Activity Locations in Rural and Urban Counties (MSA) (FY2020-2021)

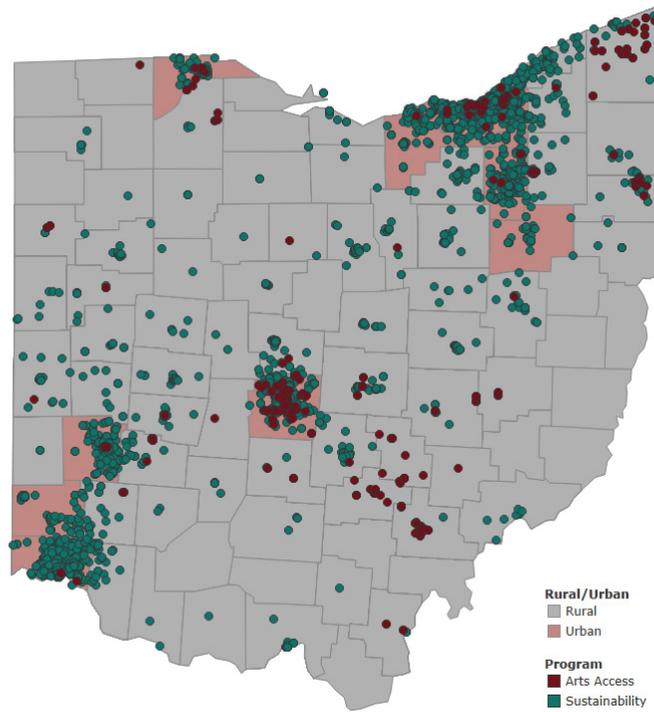


Table 13: Sustainability Grants and Grant Activity Locations, by MSA Type (FY2020-2021)

	Percent of Population	No. of Grants	Percent of Grants	Grant Dollars	Percent of Dollars	Grants & Activities	Percent Grants & Activities
Rural	19%	37	12%	\$558,396	5%	300	7%
Metro	81%	272	88%	\$10,651,626	95%	4,032	93%
<b>Total</b>	<b>100%</b>	<b>309</b>	<b>100%</b>	<b>\$11,210,022</b>	<b>100%</b>	<b>4,332</b>	<b>100%</b>

Table 14: Arts Access Grants and Grant Activity Locations, by MSA Type (FY2020-2021)

	Percent of Population	No. of Grants	Percent of Grants	Grant Dollars	Percent of Dollars	Grants & Activities	Percent Grants & Activities
Rural	19%	24	24%	\$67,210	23%	90	25%
Metro	81%	76	76%	\$221,989	77%	275	75%
<b>Total</b>	<b>100%</b>	<b>100</b>	<b>100%</b>	<b>\$289,199</b>	<b>100%</b>	<b>365</b>	<b>100%</b>

**Table 15: Sustainability and Arts Access Grants and Grant Activity Locations, by MSA Type (FY2020-2021)**

	Percent of Population	No. of Grants	Percent of Grants	Grant Dollars	Percent of Dollars	Grants & Activities	Percent Grants & Activities
Rural	19%	61	15%	\$625,606	5%	390	8%
Metro	81%	348	85%	\$10,873,615	95%	4,307	92%
<b>Total</b>	<b>100%</b>	<b>409</b>	<b>100%</b>	<b>\$11,499,221</b>	<b>100%</b>	<b>4,697</b>	<b>100%</b>

**Table 16: Other Support Grants and Grant Activity Locations, by MSA Type (FY2020-2021)**

	Percent of Population	No. of Grants	Percent of Grants	Grant Dollars	Percent of Dollars	Grants & Activities	Percent Grants & Activities
Rural	19%	82	18%	\$490,906	17%	287	14%
Metro	81%	379	82%	\$2,415,499	83%	1,743	86%
<b>Total</b>	<b>100%</b>	<b>461</b>	<b>100%</b>	<b>\$2,906,405</b>	<b>100%</b>	<b>2,030</b>	<b>100%</b>

Another way to look at the rural and urban divide is through census tracts. The U.S. Department of Agriculture Economic Research Service has developed the [rural-urban commuting area \(RUCA\) codes](#) as a detailed and flexible measure for subcounty urban classification. The RUCA system uses OMB concepts to classify census tract rurality through population, urbanization and daily commuting rates. The RUCA code system offers a detailed classification from most urban (code 1) to most rural (code 10). For this analysis, urban was classified as RUCA code 1. Codes 2 through 10 were designated as rural. Although most states tend to use an MSA based definition of rural, NASAA offers a RUCA analysis in this report for these reasons:

- MSA boundaries are a fairly "blunt instrument" and can encompass significant variations in population density and distances to services within a single metropolitan boundary. The RUCA system offers a more fine-grained approach.
- If the OAC wishes to interface with other state agencies (especially those in the community development, rural development, agriculture or transportation sectors), some of those agencies may use RUCA codes.
- RUCA codes 2-10 characterize more of the state's area and population as rural, which may match the lived experience of some state residents who live within a major MSA but do not consider themselves urban dwellers.

Almost a third, 32%, of Ohio census tracts are rural, according to RUCA codes. There is a similar pattern to the MSA analysis findings in that more of the Arts Access grants, dollars and grant activity locations were in rural census tracts. 38% percent of Arts Access awards and dollars went to rural tracts, above the rural share of the state's population.

Sustainability grants reached fewer RUCA rural census tracts. As with the MSA analysis, disparities between the share of the RUCA-defined rural population and the share of OAC grant dollars largely disappeared once other support grants were taken into account.

**Table 17: Sustainability Grants and Grant Activity Locations, by RUCA Code (FY2020-2021)**

	Percent of Population	No. of Grants	Percent of Grants	Grant Dollars	Percent of Dollars	No. of Grants & Activities	Percent of Grants & Activities
Rural	32%	62	20%	\$858,760	8%	547	13%
Metro	68%	247	80%	\$10,351,262	92%	3,784	87%
<b>Total</b>	<b>100%</b>	<b>309</b>	<b>100%</b>	<b>\$11,210,022</b>	<b>100%</b>	<b>4,331</b>	<b>100%</b>

**Table 18: Arts Access Grants and Grant Activity Locations, by RUCA Code (FY2020-2021)**

	Percent of Population	No. of Grants	Percent of Grants	Grant Dollars	Percent of Dollars	No. of Grants & Activities	Percent of Grants & Activities
Rural	32%	38	38%	\$108,662	38%	159	44%
Metro	68%	62	62%	\$180,537	62%	206	56%
<b>Total</b>	<b>100%</b>	<b>100</b>	<b>100%</b>	<b>\$289,199</b>	<b>100%</b>	<b>365</b>	<b>100%</b>

**Table 19: Arts Access and Sustainability Grants and Grant Activity Locations, by RUCA Code (FY2020-2021)**

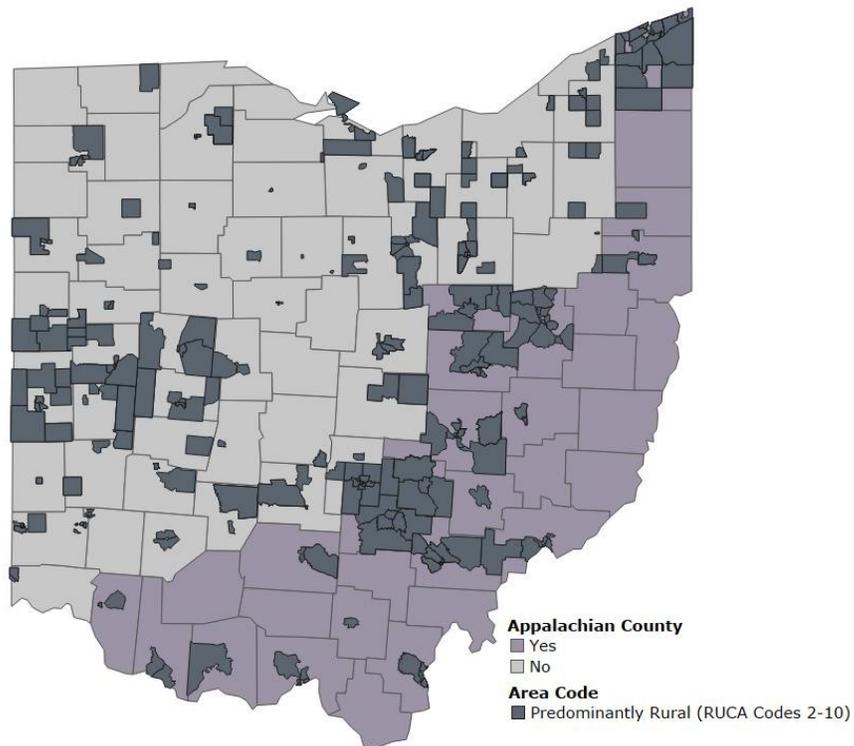
	Percent of Population	No. of Grants	Percent of Grants	Grant Dollars	Percent of Dollars	No. of Grants & Activities	Percent of Grants & Activities
Rural	32%	100	24%	\$967,422	8%	706	15%
Metro	68%	309	76%	\$10,531,799	92%	3,990	85%
<b>Total</b>	<b>100%</b>	<b>409</b>	<b>100%</b>	<b>\$11,499,221</b>	<b>100%</b>	<b>4,696</b>	<b>100%</b>

**Table 20: Other OAC Grants and Grant Activity Locations, by RUCA Code (FY2020-2021)**

	<b>Percent of Population</b>	<b>No. of Grants</b>	<b>% of Grants</b>	<b>Grant Dollars</b>	<b>Percent of Dollars</b>	<b>No. of Grants &amp; Activities</b>	<b>Percent of Grants &amp; Activities</b>
Rural	32%	105	23%	\$598,311	21%	397	20%
Metro	68%	356	77%	\$2,312,207	79%	1,633	80%
<b>Total</b>	<b>100%</b>	<b>461</b>	<b>100%</b>	<b>\$2,910,518</b>	<b>100%</b>	<b>2,030</b>	<b>100%</b>

The following figure maps rural census tracts (RUCA codes 2-10) and Appalachian counties. Not all Appalachian counties are necessarily rural, and not all rural areas are Appalachian. This means that policy or outreach strategies designed for Appalachian communities cannot always assume rurality, and policies calibrated to rural or remote communities may not work for the entire Appalachian region.

**Figure 7: Rural Census Tracts and Appalachian Counties (FY2020)**



## Benchmarking Ohio and Similar States' Grants to Rural ZIP Codes

To see how Ohio compared to the other 11 benchmarking states in awarding GOS grants to rural areas, NASAA used MSAs by ZIP code to define rural. The comparative data reveal that the OAC's total percentages of GOS awards and dollars devoted to rural areas were on par with other states. However, the size of the OAC's GOS awards to rural areas were substantially smaller than those awarded by most comparison group agencies.

**Table 21: Rural GOS Grants for Ohio and Benchmarked States, by MSA  
(FY2019, Sorted by Total Grant Dollars)**

SAA	GOS Grants	GOS Grant Dollars	Rural GOS Grants	Percent of Rural GOS Grants	Rural GOS Grant Dollars	Percent of Rural GOS Grant Dollars	Minimum Rural Grant Dollars	Median Rural Grants Dollars	Maximum Rural Grant Dollars
Minnesota	417	\$35,230,327	27	6%	\$1,023,569	3%	\$8,000	\$36,978	\$75,555
Maryland	466	\$18,988,248	5	1%	\$429,704	2%	\$2,500	\$34,141	\$142,075
New Jersey*	199	\$15,667,412	0	0%	\$0	0%	\$0	\$0	\$0
<b>Ohio Arts Access &amp; Sustainability (2020)</b>	<b>831</b>	<b>\$14,955,200</b>	<b>49</b>	<b>6%</b>	<b>\$593,775</b>	<b>4%</b>	<b>\$1,787</b>	<b>\$7,772</b>	<b>\$36,259</b>
Massachusetts	2,017	\$12,385,453	40	2%	\$517,400	4%	\$3,000	\$9,100	\$57,000
Illinois	863	\$11,563,655	50	6%	\$828,625	7%	\$2,100	\$11,880	\$52,900
North Carolina	347	\$7,002,751	74	21%	\$1,503,763	21%	\$5,000	\$16,302	\$83,500
Pennsylvania	320	\$4,335,938	21	7%	\$126,778	3%	\$3,000	\$4,479	\$13,996
Missouri	476	\$4,259,949	14	3%	\$266,217	6%	\$6,841	\$12,410	\$112,000
South Carolina	400	\$4,190,267	32	8%	\$433,515	10%	\$1,903	\$10,212	\$42,720
Indiana	127	\$3,247,241	1	1%	\$18,477	1%	\$18,477	\$18,477	\$18,477
Nebraska	414	\$1,896,506	23	6%	\$259,398	14%	\$3,201	\$8,477	\$33,323
<b>Total</b>	<b>6,877</b>	<b>\$133,722,947</b>	<b>336</b>	<b>5%</b>	<b>\$6,001,221</b>	<b>4%</b>	<b>\$0</b>	<b>\$11,046</b>	<b>\$163,400</b>

\*The U.S. Census Department designates the entire state of New Jersey as an MSA, therefore all grants are classified as urban.

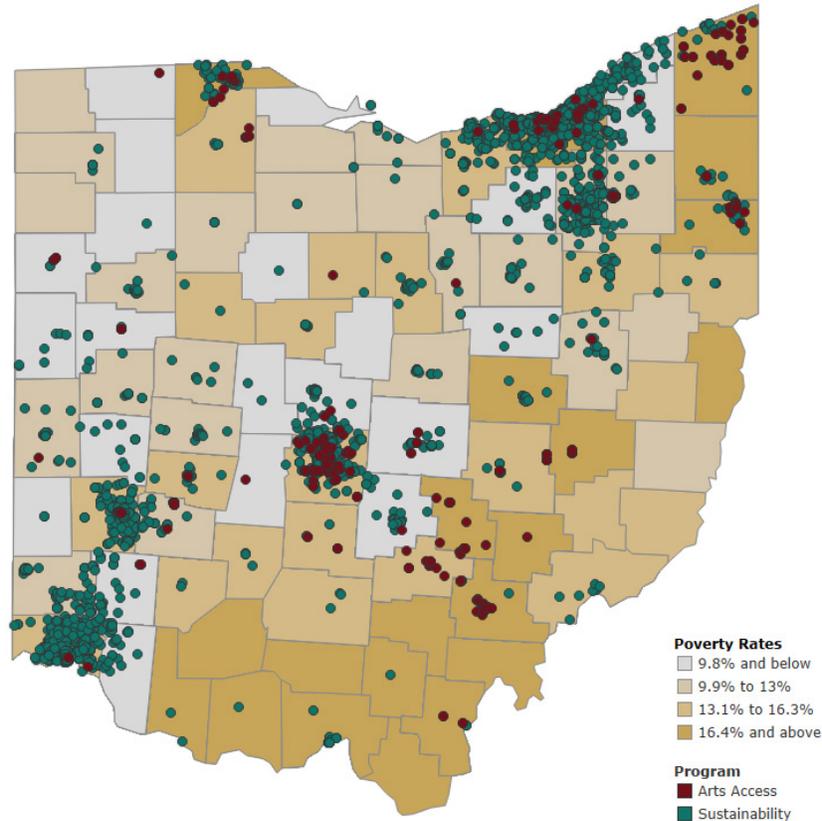
## Populations in Poverty

The public sector has a special role to play in ensuring that arts activities are present in communities of all income levels, so that not only the wealthy have access to the benefits of the arts. For this reason, it is useful to examine the extent to which arts funding is reaching lower-income regions of a state.

Using demographic data from the U.S. Census Bureau's 2020 American Community Survey, the following maps and tables show the percentages of GOS grants by poverty quartiles.

According to county census data, a majority of grants and dollars went to higher-poverty counties (counties with poverty rates above Ohio's statewide rate of 13.6%).

**Figure 8: Arts Access and Sustainability Grantee Locations, by Poverty Rate (FY2020-2021)**



**Table 22: Poverty Rates by County and Number of Grants and Grant Activity Locations (GOS) (FY2020-2021)**

Poverty Quartiles	Grants	Dollars	Population	Activities	Counties
9.8% and below	31 (7.6%)	\$339,910 (3.0%)	2,024,335 (18.1%)	378 (8.5%)	20 (27.4%)
9.9% to 13%	61 (14.9%)	\$891,356 (7.8%)	2,224,331 (19.9%)	585 (13.1%)	19 (26.0%)
13.1% to 16.3%	171 (41.8%)	\$5,535,211 (48.1%)	4,340,039 (38.8%)	1714 (38.4%)	19 (26.0%)
16.4% and above	146 (35.7%)	\$4,732,744 (41.2%)	2,598,007 (23.2%)	1782 (40.0%)	15 (20.5%)

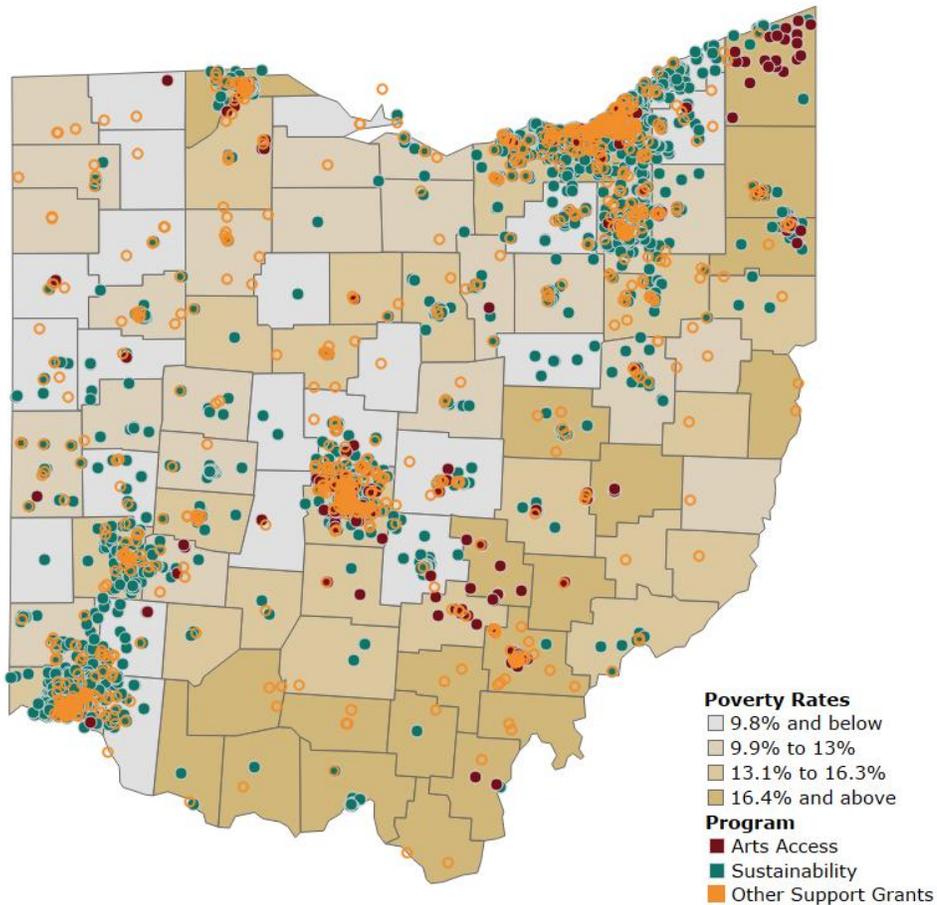
To compare how Arts Access and Sustainability grants fare against other types of grants, the following table shows the total and percentage of other support grants (grants other than general operating support) by poverty rates. The table shows that the majority of

other grants, similar to Arts Access and Sustainability grants, went to higher-poverty counties.

**Table 23: Poverty Rates by County and Number of Grants and Grant Activity Locations (Other Support) (FY2020)**

Poverty Quartiles	Grants	Dollars	Population	Activities	Counties
9.8% and below	77 (11.5%)	\$194,000 (5.8%)	2,086,551 (17.9%)	172 (8.2%)	19 (23.5%)
9.9% to 13%	106 (15.8%)	\$444,113 (13.3%)	2,374,452 (20.3%)	315 (15.1%)	21 (25.9%)
13.1% to 16.3%	275 (41.0%)	\$1,593,990 (47.8%)	4,383,408 (37.5%)	931 (44.5%)	22 (27.2%)
16.4% and above	212 (31.6%)	\$1,102,729 (33.1%)	2,830,864 (24.2%)	675 (32.3%)	19 (23.5%)

**Figure 9: GOS Grants and Other OAC Grants, by County Poverty Rate (FY2020-2021)**



While county level analyses are a standard way of analyzing grants, a problem with this analysis at the county level is that it masks economic disparities that exist within some of Ohio's more populous counties. County level data may obscure what may be occurring at a neighborhood level. To address this, NASAA conducted census tract level analyses for Ohio's most populous counties.

The census tract analysis confirms that OAC grants are being awarded to high-poverty neighborhoods. Table 24 shows percentages of census tracts in the four counties that have poverty rates above 16.4% alongside the percent of grants and grant dollars these census tracts received. Statewide, 72% of the OAC's GOS grant dollars went to census tracts with population poverty rates higher than 16.4%, which is substantially above the percent of census tracts above the poverty rate for Ohio as a whole. The percent of GOS dollars going to census tracts in poverty in Cuyahoga and Franklin counties roughly matched the overall OAC grant-making rate. Although Cuyahoga's dollar awarding was similar to Ohio overall, the county has a higher percentage of census tracts in poverty than the state as a whole.

**Table 24: Percent of Census Tracts above 16.4% Poverty Rates and Grants and Dollars Awarded, Aggregated at the County Level (FY2020-2021)**

<b>County</b>	<b>Percent above 16.4% Poverty Rate</b>	<b>GOS Grants</b>	<b>GOS Dollars</b>
Cuyahoga	47%	55%	70%
Franklin	41%	58%	74%
Hamilton	39%	53%	62%
Summit	34%	44%	78%
<b>Statewide</b>	36%	<b>53%</b>	<b>72%</b>

Because some of Ohio's largest arts organizations are located in the state's highest-poverty census tracts, it is important to examine the data with awards to the largest organizations removed, in case those awards change the analysis results. When the 11 largest organizations (organizations with revenues above \$10 million) are removed from the equation, the pattern indeed shifts. The statewide percentage of dollars going to census tracts with high poverty rates drops from 72% to 52% and in Cuyahoga County it falls from 70% to 43%. Although it is not possible to know if low income individuals, in particular, are audiences reached through these awards, the data nevertheless show that more than half of the OAC's grants were awarded in high-poverty neighborhoods.

**Table 25: Percent of Census Tracts above 16.4% Poverty Rates, Aggregated at the County Level (without 11 largest organizations) (FY2020-2021)**

<b>County</b>	<b>Percent above 16.4% Poverty Rate</b>	<b>GOS Grants</b>	<b>GOS Dollars</b>
Cuyahoga	47%	50%	43%
Franklin	41%	53%	50%
Hamilton	39%	50%	34%
Summit	34%	44%	78%
Statewide	36%	<b>50%</b>	<b>52%</b>

### Populations with Disabilities

People with disabilities are another population that often experiences barriers to arts participation. Although the data supplied by the OAC did not permit an analysis of how many organizations or grant beneficiaries represented individuals with disabilities, it is possible to determine whether the agency's grants are being awarded in counties showing the highest concentration of individuals with disabilities.

Using demographic data from U.S. Census Bureau's 2020 American Community Survey, the following maps and tables show the percentages of GOS grants by disability quartiles. The review shows that a majority of these dollars are going to lower-disability counties (counties that are below the Ohio statewide disability rate of 14%). However, percentages of grants are proportionate with population patterns. It should be noted that there is a strong tendency for counties with large disability populations to also be rural, and vice versa. This is true nationally, not just in Ohio.

Figure 10: Arts Access and Sustainability Grantee Locations, by Disability Rate (FY2020-2021)

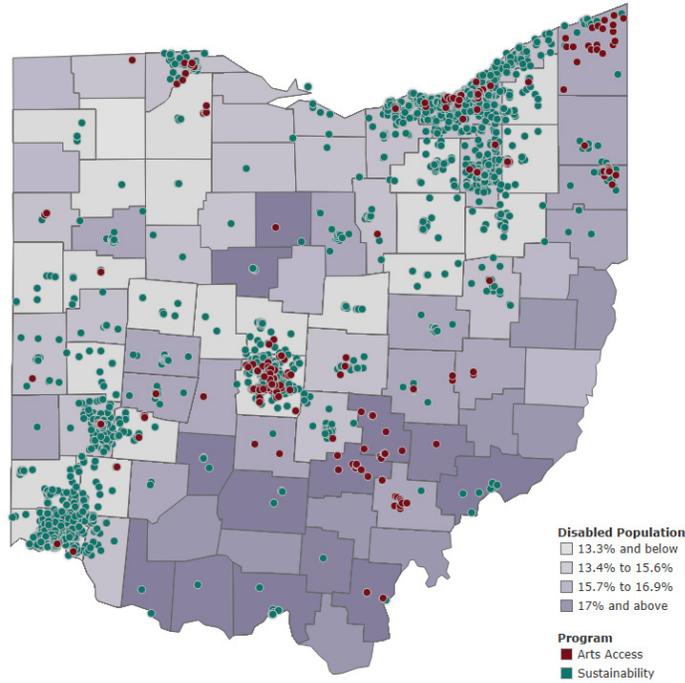


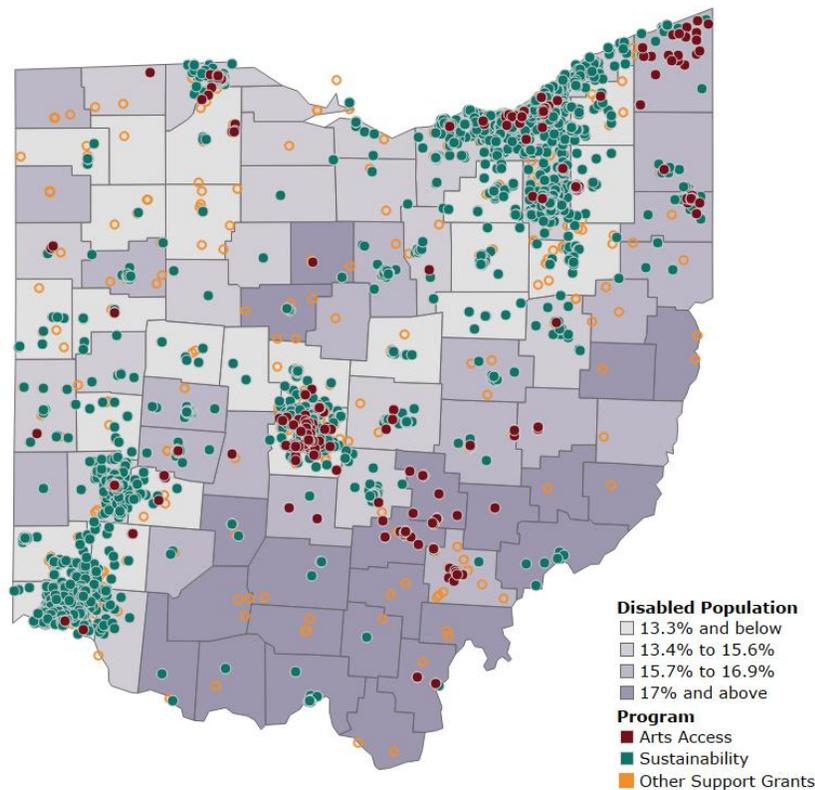
Table 26: Disability Rates by County, Number of Grants and Grant Activity Locations (GOS) (FY2020-2021)

Disability Quartile	GOS Grants	GOS Dollars	Population	GOS Activity Locations	Counties
13.3% and below	164 (40.1%)	\$4,873,024 (42.4%)	4,711,343 (42.1%)	1606 (36.0%)	22 (30.1%)
13.4% to 15.6%	174 (42.5%)	\$5,930,912 (51.6%)	4,477,403 (38.9%)	2430 (54.5%)	22 (30.1%)
15.7% to 16.9%	53 (13.0%)	\$554,600 (4.8%)	1,437,534 (12.5%)	338 (7.6%)	16 (21.9%)
17% and above	18 (4.4%)	\$140,685 (1.2%)	560,432 (4.9%)	85 (1.9%)	13 (17.8%)

Table 27: Disability Rates by County, Number of Grants and Grant Activity Locations (non-GOS Support Grants (FY2020)

Disability Quartile	Grants	Dollars	Population	Activities	Counties
13.3% and below	263 (41.1%)	\$1,360,144 (40.8%)	4,738,411 (40.6%)	896 (42.8%)	22 (27.2%)
13.4% to 15.6%	269 (42.0%)	\$1,462,166 (43.8%)	4,477,403 (38.3%)	918 (43.9%)	20 (24.7%)
15.7% to 16.9%	74 (11.6%)	\$369,696 (11.1%)	1,622,803 (13.9%)	170 (8.1%)	18 (22.2%)
17% and above	34 (5.3%)	\$142,826 (4.3%)	836,658 (7.2%)	109 (5.2%)	21 (25.9%)

Figure 11: GOS and Other (non-GOS) Support Awards, by County Disability Rate (FY2020-2021)



## Grantee Staff and Organization Analysis

The Ohio Arts Council collects some organizational demographic data for each grantee in both the Arts Access and the Sustainability grant categories. Data collected include counts of staff positions by race, disability and older adult status, all of which are pertinent to understanding the composition of the OAC's grantee pool and how it aligns with the state's general population. Observations include:

- **Staff of the OAC's GOS grantees represented a more racially diverse pool of individuals** than the population of the state of Ohio at large.
- **Staff of GOS grantees included fewer proportions of persons with disabilities and older adults** than Ohio's general population.
- **Arts Access grantee staff represented more Appalachians, Asians, persons with disabilities and older adults** than Sustainability grantee staff.

- **Recipients of OAC GOS awards employed a substantial number of people of color.** 9,700 staff and 4,900 contractors (not accounting for multiple selections of more than one race) were identified as people of color.
- **A quarter (25%) of all OAC GOS awards went to organizations that may have majority BIPOC (Black, Indigenous and/or people of color) staff.** This is roughly proportional to the 21.7% of Ohio's population that is comprised of BIPOC individuals. Reported BIPOC organizations tended to be smaller in size than other OAC grantees. They also tended to receive smaller grants than other OAC grantees.
- **Almost a third (32%) of OAC GOS grantees reported zero people of color on their boards of directors.** A total of 1,859 board members were reported as people of color.

Data on race, disability and age allow for multiple factor selection (since any one individual may identify with more than race or characteristic). For this reason, sums of race, disability and older adult status may exceed the total number of staff members reported by any given organization. Therefore, the percentages and figures presented below are representations of race, disability and older-adult status numbers reported, not a share of the organizations' overall compositions. In addition, the data set does not contain totals for the numbers of volunteers, contractors and board members. Therefore this analysis is unable to provide percentages for those organizational roles.

### Grantee Staff by Percent of Race Represented for Arts Access and Sustainability

The following tables summarize staffing by race, disability and older adult status. The Percent of Total calculation tallies each demographic category for all Arts Access grantees, all Sustainability grantees, and both GOS categories combined, divided by the total number of staff reported in each category. For example, in Table 28, under the Appalachian column, 16.7% of the total staff of Arts Access grantees represented Appalachians. 8.2% of the total staff of Sustainability grantees represented Appalachians.

As can be seen in the table, relative to Ohio's population breakdowns, OAC operating support grantees tended to employ a slightly more demographically diverse pool of individuals than the overall Ohio population. For instance, Asian Americans represented 2.3% of Ohio's general population and 3.9% of individuals employed by OAC Sustainability and Arts Access grantees, combined. Two exceptions are Black staff in Arts Access grantee organizations (6.6% of grantee staff versus 12% of Ohio's population) and Appalachian staff in Sustainability grants (8.2% of grantee staff versus 17% of Ohio's population).

In comparison to the overall population of Ohio, OAC GOS grantees employed fewer persons with disabilities and individuals over age 65. This holds true across both the Arts Access and Sustainability categories, with the exception of Arts Access grantee employment

of older adults (17% of Ohio's population versus 18.4% of Arts Access staff). The percentage of persons with disabilities working at grantee organizations was substantially lower for both grant categories. However, one likely reason for this discrepancy is the [definitions of populations with disabilities](#). The census includes individuals with hearing difficulty, vision difficulty, cognitive difficulty, ambulatory difficulty, self-care difficulty and independent living difficulty, regardless of age.

**Table 28: GOS Grantee Staff Race Represented by Percent of Total (FY2020)**

	American Indian/ Alaskan Native	Appalachian	Asian	Black/African American	Hispanic	Native Hawai'ian/ Pacific Islander	Persons with Disabilities	Older Adults
Arts Access	1.4%	16.7%	4.4%	6.6%	2.9%	0.3%	4.3%	18.4%
Sustainability	0.2%	8.2%	3.9%	11.1%	3.1%	0.1%	2.6%	13.3%
All	0.3%	8.7%	3.9%	10.8%	3.1%	0.2%	2.7%	13.6%
<b>Statewide</b>	0.1%	17.0%	2.3%	12.2%	3.9%	0.03%	14.0%	17.0%

Appalachian population percentages are drawn from The Appalachian Region: A Data Overview from the 2015-2019 American Community Survey, prepared for the Appalachian Regional Commission, June 2021.

Organizational data also allow the OAC to understand the presence of people of color serving on grantee boards or as volunteers or hired as contractors.

**Table 29: Percent of Grantees Reporting Persons of Color, by Organizational Role (FY2020)**

<b>Board</b>				
	<b>0 persons</b>	<b>1-2 persons</b>	<b>3-4 persons</b>	<b>5+ persons</b>
Arts Access	28%	22%	11%	39%
Sustainability	32%	31%	19%	19%
All	32%	30%	18%	19%

<b>Volunteers</b>				
	<b>0</b>	<b>1-2</b>	<b>3-4</b>	<b>5+</b>
Arts Access	18%	27%	0%	55%
Sustainability	37%	9%	8%	47%
All	36%	9%	8%	47%

<b>Contractors</b>				
	<b>0</b>	<b>1-2</b>	<b>3-4</b>	<b>5+</b>
Arts Access	83%	11%	0%	6%
Sustainability	59%	12%	5%	24%
All	60%	12%	4%	23%

**Table 30: Total Grantee Persons of Color (FY2020)**

	<b>Staff</b>	<b>Board</b>	<b>Volunteers</b>	<b>Contractors</b>
All	9,700	1,859	16,695	4,918
Arts Access	761	95	486	50
Sustainability	8,939	1,764	16,209	4,868

The OAC does not ask organizations to self-identify as BIPOC organizations (groups led by or primarily serving Black, Indigenous and/or People of Color communities), and it's not NASAA's place to superimpose a BIPOC label on any particular organization. However, given that this analysis focuses on equity, it seems incumbent upon NASAA to utilize all available data to attempt to offer some empirical perspective on the presence of BIPOC organizations in this data set.

Using the staff data from OAC grant files, NASAA created a subset of organizations present among FY2021 Arts Access or Sustainability grantees for which the numbers of Black/ African American, American Indian, Asian, Native Hawai'ian/Pacific Islander or Hispanic/ Latino individuals comprised 50% or more of the organization's total reported staff. These data should be considered only a rough approximation of BIPOC status, since staff data (as noted above) allow for multiple selections, no board size data are available to calculate board percentages, and NASAA is not able to distinguish information about executive leadership or mission. Nevertheless, this rudimentary clustering can provide a point of departure for understanding the presence of BIPOC organizations in the OAC's GOS grantee pool.

**91 organizations out of the OAC's 359 operating support awardees met these criteria. That group represented 25% of all OAC GOS grantees.** This is roughly proportional to the 21.7% of Ohio's total population that is comprised of BIPOC individuals. The following additional observations can be made about this subset of organizations:

- These 91 organizations included 73 Sustainability grantees (12% of all Sustainability awards in FY2021) and 18 Arts Access grantees (35% of all Arts Access awards in FY2021).
- The average Arts Access GOS grantee budget within this group was \$19,548. The average overall Arts Access grantee budget was \$25,415. On average, BIPOC Arts Access grantees had smaller budget sizes than overall GOS grantees.
- The average Arts Access award granted to a BIPOC organization was \$2,867, which was similar to the average Arts Access award in general.
- 64% of the BIPOC Arts Access awardees were located in rural places.
- The average Sustainability GOS grantee budget within this group was \$751,156. The average overall Sustainability grantee budget was \$1,937,553. On average, BIPOC Sustainability grantees had much smaller budgets than overall GOS grantees.

- The average Sustainability award granted to a BIPOC organization was \$18,663. This was almost half the size of an average Sustainability award (\$36,278).
- 31% of BIPOC Sustainability awardees in this group were rural organizations.

The following table shows race, disability and persons over 65 for various staff roles reported by grantees. Appalachian, Black/African American and older adults occupied artistic positions more frequently than artistic positions for other races and categories. Black/African Americans were most represented in education positions compared to other positions, and older adults maintained even distributions across job types.

**Table 31: Grantee Staff Race Percent of Totals, by Job Type (FY2020)**

	American Indian/Alaskan Native					Appalachian				
	Admin	Artistic	Education	Tech	Support	Admin	Artistic	Education	Tech	Support
<b>All</b>	0.2%	0.3%	0.2%	0.3%	0.4%	5.5%	11.0%	7.0%	14.1%	4.5%
<b>Arts Access</b>	0.6%	1.1%	0.4%	3.2%	4.0%	9.6%	18.0%	6.5%	27.9%	30.1%
<b>Sustainability</b>	0.2%	0.3%	0.2%	0.1%	0.2%	5.2%	10.5%	7.0%	13.2%	3.3%
	Asian					Black/African American				
	Admin	Artistic	Education	Tech	Support	Admin	Artistic	Education	Tech	Support
<b>All</b>	2.2%	4.7%	4.1%	3.8%	3.4%	5.0%	9.7%	24.6%	4.7%	12.8%
<b>Arts Access</b>	3.6%	5.0%	5.5%	2.6%	2.3%	3.6%	7.8%	7.1%	8.4%	3.7%
<b>Sustainability</b>	2.1%	4.6%	3.9%	3.9%	3.5%	5.1%	9.8%	27.1%	4.5%	13.3%
	Hispanic					Native Hawai'ian/Pacific Islander				
	Admin	Artistic	Education	Tech	Support	Admin	Artistic	Education	Tech	Support
<b>All</b>	1.5%	4.2%	2.5%	1.7%	2.4%	0.1%	0.1%	0.4%	0.2%	0.2%
<b>Arts Access</b>	2.1%	3.7%	2.7%	1.9%	1.7%	0.0%	0.1%	1.0%	0.0%	0.7%
<b>Sustainability</b>	1.5%	4.2%	2.5%	1.7%	2.5%	0.1%	0.1%	0.3%	0.2%	0.1%
	Persons with Disability					Older Adults				
	Admin	Artistic	Education	Tech	Support	Admin	Artistic	Education	Tech	Support
<b>All</b>	1.9%	3.5%	2.4%	1.9%	1.7%	9.9%	13.1%	12.8%	8.2%	19.8%
<b>Arts Access</b>	1.8%	5.5%	4.2%	1.3%	4.7%	9.9%	24.7%	12.2%	11.7%	18.1%
<b>Sustainability</b>	1.9%	3.3%	2.2%	1.9%	1.6%	9.9%	12.3%	12.9%	8.0%	19.9%

## Data Limitations and Opportunities

Another benefit of undertaking an equity analysis, apart from showing where gaps may exist, is that it provides an opportunity to show where data collection methods and current information collection processes may be strengthened.

The OAC collects information on the number of beneficiaries from Arts Access and Sustainability grantees through both applications and final reports. Beneficiary data

include a total number of individuals (including artists) who will benefit from the arts experience as well as breakdowns of youth, adults, older adults, people with disabilities, Appalachian population and people of color benefiting. Application and final report submissions ask grantees the number of intended beneficiaries and actual participants in each program.

However, several issues and challenges emerged with the beneficiary data supplied to NASAA by the OAC that prevented analysis of this information. The extent of these issues is unknown to NASAA (the data anomalies may be unique to the time period or data dumps requested for this project). But addressing them may offer opportunities to further improve the utility of the OAC's data for equity purposes.

- **Intended versus actual numbers:** In the applications, grantees are asked to estimate the populations that will benefit. In final reports, grantees are asked to measure the populations that benefited from their programs. A wide discrepancy existed between the two figures, with differences appearing quite inconsistent from organization to organization.
- **Beneficiary numbers:** Estimates of beneficiaries from applications and final report counts of actual beneficiaries both exceeded the population of Ohio. Grantees anticipated reaching 6.3 million individuals, a figure approximating 62% of the total population in the grantees' counties in 2020. This number could theoretically be plausible, since the beneficiary counts include residents, visitors and students. However, grantees also stated that they expected to serve 70 million youth, 9 million Appalachians and 9 million people with disabilities through their programs. By comparison, the entire state of Ohio is home to 2,593,988 youth under age 18, 1,992,679 Appalachians and 1,612,446 million individuals with disabilities. In the same year, grantees reported in their final reports that they ultimately served a total of 18,303,639 people. Even taking visitors and students into account, this number should be taken with a grain of salt since the 2020 American Community Survey population estimate for Ohio was 11,675,275.

Several reasons may exist for the large numbers. First, these numbers may represent double counting, meaning that one audience member may attend several events. Also, the data aggregates attendees across multiple organizations, so if one person attended events across several organizations, they show up multiple times in the data. Audience members may be coming from across state borders or may represent some virtual attendance. Grantee organizations also may lack the capacity or the technology to accurately count audiences for some kinds of events, especially free or outdoor events where ticket or seating counts are not available.

- **Beneficiary demographics:** No separate categorical data exist for Appalachians and people of color in the final report. In applications, a combined total for Appalachians and people of color is requested, not a breakdown. Race data exist only for target populations, and 95% of grantees reported that they are targeting "no single group." A variety of practical constraints make it understandably difficult for grantees to track details about who benefits from their programs, and numerous state arts agencies struggle with similar data collection challenges. The OAC may wish to review its data collection strategies and make its questions more consistent. Consulting with constituents might inform the agency about what alternative reporting questions would be feasible for grantees to answer that would also be informative to the OAC as a public agency.
- **Organizational demographics:** To fulfill NASAA's request for demographic data on staff, boards and volunteers, OAC staff worked with its database provider to provide access to those data fields for the first time. Now that those fields are available to the agency, it may enable the OAC to analyze or report on those data on a more regular basis. Collecting the total numbers of board members, volunteers and contractors would help understand the demographic composition of individuals fulfilling these important roles. (Without total numbers, percentages cannot be calculated.)

As the OAC reflects on the results of the Equity GAP Project and determines what information will be valuable to monitor in the future, there are other data that could provide more meaningful measures of equity. One example of this kind of data includes whether the applicant organization has a mission to serve a particular demographic or underserved group. Such information could be especially useful for identifying support for disability- or BIPOC-serving organizations, or those that serve older adults, veterans or refugee populations. Such information will be present for organizations that complete a DataArts profile in the future (from whence Sustainability grantee financial data is obtained), but Arts Access grantees are not asked any questions that pertain to this topic.

As a technical note, a few grant records for organizations above \$50,000 in budget size were present in the OAC's Arts Access data files, and similarly, some records for organizations below \$50,000 in budget size were present in the Sustainability data files. There are surely rationale for these anomalies, but NASAA is making a note of them here in case any records should need to be reclassified.

### Planning for Future Equity Monitoring

To inform the agency's grant-making policy and practices on an ongoing basis, NASAA recommends that the OAC consider these actions:

- 1. Identification of priorities and goals:** What are the agency's funding goals? What organizations or populations are currently or historically underserved? What data does the OAC need to collect from applicants or grantees in order to assess whether the agency's funds are equitably distributed? By identifying and aligning needed data with strategic goals, the OAC and its grantees can focus on collecting the most pertinent data (and discontinue the collection of less useful data).
- 2. Creation of benchmarks and knowing their limitations:** This project used census definitions and assessed Ohio's grant making relative to distribution of Ohio's population. (For example, NASAA used a federal government definition of poverty and benchmarked OAC grants against the rates of poverty rates of Ohio counties and census tracts.) Such benchmarking can be useful for measurement. However, hitting certain proportionality or percentage goals does not mean that "equity" has been achieved. The numbers only tell part of the story. Listening to constituents and communities around equity issues will always be imperative.
- 3. Creation of an equity reporting plan:** In the spirit of continual improvement, the OAC has the opportunity to institutionalize a regular practice of examining its grants data through an equity lens. Key questions include: What equity indicators should be reported for which grant programs? Who should read the results? Can reports be produced in house or would the OAC have to hire consultant services? Can the OAC put systems in place that would allow for systematic assessment on an annual or biennial basis?

Reflecting on the findings of the Equity GAP Project as a whole—and the detailed technical findings of the empirical analysis—can be an ongoing process, part of the Ohio Arts Council's long-standing commitment to public service through the arts.

## Conclusion

Ultimately, the function of this analysis is to catalyze OAC reflection on its grant-making policies and practices. With this report's statistical information—combined with related information surfaced through the Equity GAP Project's qualitative research strand—the OAC will be well equipped to consider what GOS grant strategies it wants to preserve and what strategies to modify, and ultimately how to communicate the reach and impact of its investments.

Several important caveats must accompany this report. The first is that it emphasizes operating support awards only. Patterns may appear very different if other grants (for the

OAC's various project support and individual artist awards) are analyzed. Also, this report considers data on grantees only. It does not consider applications, and cannot render an opinion on the composition of the applicant pool. Those dimensions of funding equity and accessibility are examined through a qualitative analysis prepared separately from this statistical report.

Despite these limitations, the data contained in this report raises questions of potential value to the OAC as it considers how to strengthen the equity of its grant making. Those questions include:

- **Is the balance of funding allocated to large versus small organizations optimal for Ohio?** Although the OAC's funding patterns do not deviate substantially from those seen in other states, the portion of funds concentrated among a small number of big-budget, predominantly urban arts organizations is notable. The proportion of funds available to large and small organizations is always a difficult balance, but it's a healthy debate to have for any state arts agency committed to examining its funding through an equity lens.
- **Are there additional organizations—especially organizations with missions to serve historically marginalized populations—that the OAC could be reaching?** It was beyond the scope of this analysis to examine data sources beyond the OAC (e.g., IRS data files, records from Foundation Center/Candid, culturally specific networks, disability organizations, state associations or other sources). Doing so in the future could help the agency determine what percentage of all nonprofit cultural organizations present in the state of Ohio are being reached through OAC grants. This would add dimension to the agency's assessment of how accessible its funding is, and could help the agency identify specific organizations to target for outreach.
- **What is the best way of serving regions or populations that the OAC is not currently reaching with GOS funds?** This report offers insights into populations and areas that are receiving fewer dollars from the OAC. This includes the 13 counties not reached by OAC grants, which tend to be poorer and have higher populations of individuals with disabilities. The OAC may consider further examination of why these counties are not being reached, how to build infrastructure and relationships in these communities, and how to best devote resources to these efforts. OAC staff, intimately familiar with Ohio arts organizations, are likely already aware of these needs. This report may serve as a call to action for securing or devoting more resources.
- **How does the OAC ultimately want to define and measure grant-making equity?** This report offers a useful baseline against which future grant making can

be measured, allowing the agency to articulate future grant-making objectives and track progress. For example, making guideline adjustments, altering grant-making practices and implementing a variety of process changes may incrementally influence the data surfaced in this report. However, the Arts Council may consider what data are the most important to measure in terms of Ohio's perspective and definitions of equity and how the Ohio Arts Council can make a meaningful difference. The data captured in this report are likely to continue to be useful metrics, but are there other types of data information that speak more directly to the Council's equity priorities?

The OAC is in good company as it considers these questions. General operating support is an area of considerable experimentation among state arts agencies. As of this writing in 2022, numerous state arts agencies are reconsidering their funding policies and grant guidelines with the goals of closing funding gaps, making grants more accessible and ensuring support for historically underserved populations. If the OAC wishes to examine strategies that other SAAs are adopting, NASAA can supply examples of guidelines being adopted in other states. NASAA also would recommend the following resources:

- [Deepening Relationships with Diverse Communities](#) This report offers guidance on how SAAs can cultivate deeper relationships with constituents that have not been engaged as frequently as others and move toward the goal of serving the public through more inclusive and equitable support for the arts.
- [Equity Choice Points](#) This resource can help surface a broad range of grant-making practices with equity implications. It illustrates factors that can hinder equitable funding for the arts, noting some origins and effects of problematic practices and offering important decision points where SAAs can exert influence.

Exploring these issues is an ongoing process for SAAs as part of their larger commitment to public service through the arts. This is true for the Ohio Arts Council, as well. In both its [Essentials Plan](#) and its [Diversity, Equity, and Inclusion Strategic Plan](#), the OAC has committed itself to "Develop all agency investments, communications, partnerships, and activities with diversity, equity, and inclusion at the forefront of decision-making and prioritization." By inviting this analysis and tackling provocative questions, the Ohio Arts Council is actively working toward that goal. The OAC should be commended for its desire to learn, for inviting and considering action recommendations, and for its ongoing commitment to serving all Ohio communities.