Public Policy Associates

ONE PROGRAM, THREE AUDIENCES

Reducing Administrative Burden through Tailored Program Handbooks

Rebecca Frausel and Colleen Graber



Overview

Michigan's Child Development and Care (CDC) Scholarship Program helps low-income families pay for child care. The program benefits families by making child care more affordable, enabling parents to work, attend school, or participate in job training. Child care providers also benefit from the program by receiving a predictable source of payment.

ADMINISTRATIVE BURDEN

Families and providers sometimes encounter barriers that complicate program access. Like other benefits programs, confusing eligibility criteria, application processes, and documentation requirements can impose *learning* and *compliance* costs. Families and providers may also experience *psychological* costs such as stress, anxiety, stigma, and mistrust in connection with program monitoring, requirements, and penalties. Measuring these learning, compliance, and psychological costs constitute one framework for understanding administrative burden (Herd & Moynihan, 2018). Understanding the level of administrative burden for the program is important, as high burden or costs can reduce program access, limiting the program's ability to reach the families and providers it is designed to support.

PROGRAM HANDBOOKS

One of the key ways the CDC Scholarship Program communicates its rules and processes is through the CDC Scholarship Program Handbook, which is updated quarterly (in January, April, July, and

October of each year). A program's communications, such as handbooks, can play a central role in reducing administrative burden. For instance, presenting rules in simple, clear language using an easy-to-navigate structure can limit the amount of time and effort required of participants when learning about the program. Outlining what steps are required, when, and for whom, with guidance on how to complete the steps correctly, can reduce compliance costs. Explaining the purpose of the rules and emphasizing a goal of access and assistance, as well as using language that communicates transparency, respect, and trust, helps to lower psychological costs.

56%

Providers who "always" or "sometimes" directed families with questions about the Program to the Parent Handbook

49%

Providers who reported they consulted the handbook for program updates

Source: 2026 Provider Survey (fielded January–March 2026 to a random sample of providers; 466 responses)

The CDC Scholarship Program made two key changes to its Program Handbook in October 2024. First, the organization of the handbook was improved, such that sections on related topics were grouped together thematically into chapters. Second, and most significantly, content was separated by program-participant audience, leading to three handbooks: one for parents, one for licensed child care providers, and one for license-exempt providers. This restructuring effort allowed readers to focus only on the rules and responsibilities that matter for their role and helped them more easily locate answers to their questions. The Handbook revisions were made by program staff with the help of an advisory group.

In this brief, the research team reports on a comparison of the (single volume) Program Handbook published in January 2024 with the three audience-specific Program Handbooks published in January 2025.[1] The central question going into the analysis was whether breaking out the handbooks by audience supported the reduction of administrative burden.

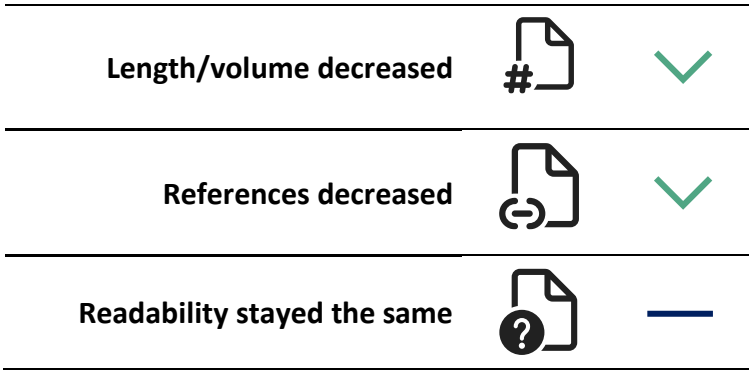
Project Overview: Public Policy Associates and the Michigan Department of Lifelong Education, Advancement, and Potential (MiLEAP) are partnering for a multi-year study of the CDC Scholarship Program's payment rates and structures. The mixed-methods study includes administrative data and review of program documentation, as well as insights from providers, families, and eligibility specialists. Two advisory groups (of parents/providers and state administrators) provide additional perspectives to the research team. The analyses aim to understand differences in outcomes and how administrative burden affects program participation and families' access to child care.

[1] The research team based the comparison on the January 2025 Program Handbooks to allow one quarter for the state agency to adjust to initial feedback from users.

Results

In the past, program participants communicated frustrations with the clarity of program information and some showed a lack of awareness of evolving policies (Graber, et al., 2025). Splitting the Program Handbook into three versions led to more complexity for program administrators, but the analysis found that the documents' complexity remained the same or decreased, depending on the measure, compared to the single-volume version. Tables 4 and 5 in the Technical Appendix present the full results.

Figure 1. Change in Handbook Complexity with Three Versions



LENGTH/VOLUME

Program handbooks targeted to a specific audience are shorter.

On the first measure of complexity—length—the January 2025 handbooks are shorter than the January 2024 handbook. When targeted to a specific audience, they required less content than the general handbook, as might be expected (see Figure 1). The shortest handbook is the January 2025 Parents Handbook (214 sentences), which is a third of the length of the January 2024 handbook (650 sentences). The January 2025 Licensed Providers Handbook and License-Exempt Providers Handbook are similar in length (415 and 406 sentences, respectively).

Methods

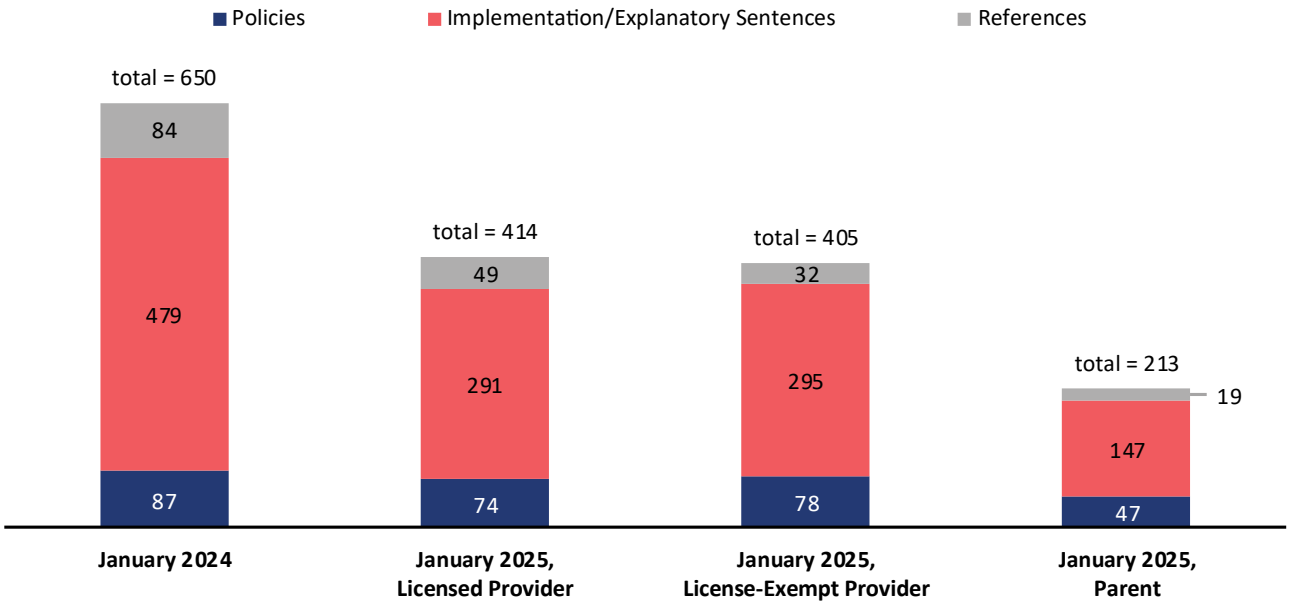
Public Policy Associates compared the CDC Scholarship Program Handbooks on several metrics of complexity: length/volume (e.g., total number of sentences), references to external materials, and readability (e.g., Flesch-Kincaid reading grade level). These measures were adapted from Lucio and Mora-Sanguinetti (2022). Documents that are exceedingly long, require readers to access other materials for full comprehension, or contain long sentences with hard-to-pronounce or uncommon words, can all increase learning and compliance costs while imposing stress and uncertainty.

To support these analyses, each sentence from the Program Handbooks was extracted and coded as either a policy, an implementation/explanatory detail, or a reference (using the approach described in Frausel and Worthington, 2024). Policy sentences state core program rules or regulations. Implementation/explanatory-detail sentences provide illustrative examples and details about the policy. References are sentences that direct the reader to other documents or information (e.g., website, other document, other section in the handbook). The Program Handbooks from January 2024 and January 2025, both overall and by chapter, were compared. See the Technical Appendix for additional details about the methodology used.

The number of policies declined moderately in the provider-specific handbooks.

As shown in Figure 1, the number of policies in the Licensed Provider Handbook and the License-Exempt Provider Handbook is only moderately lower than the number of policies in the general Program Handbook (74 and 78 respectively, compared to 87 policies). This suggests the core rules of the program generally remained stable between the handbooks, and the level of information for both types of providers is similar. Fewer policies are communicated in the Parent Handbook (47 policies).

Figure 1. Number of Sentences by Type in the Four Program Handbooks



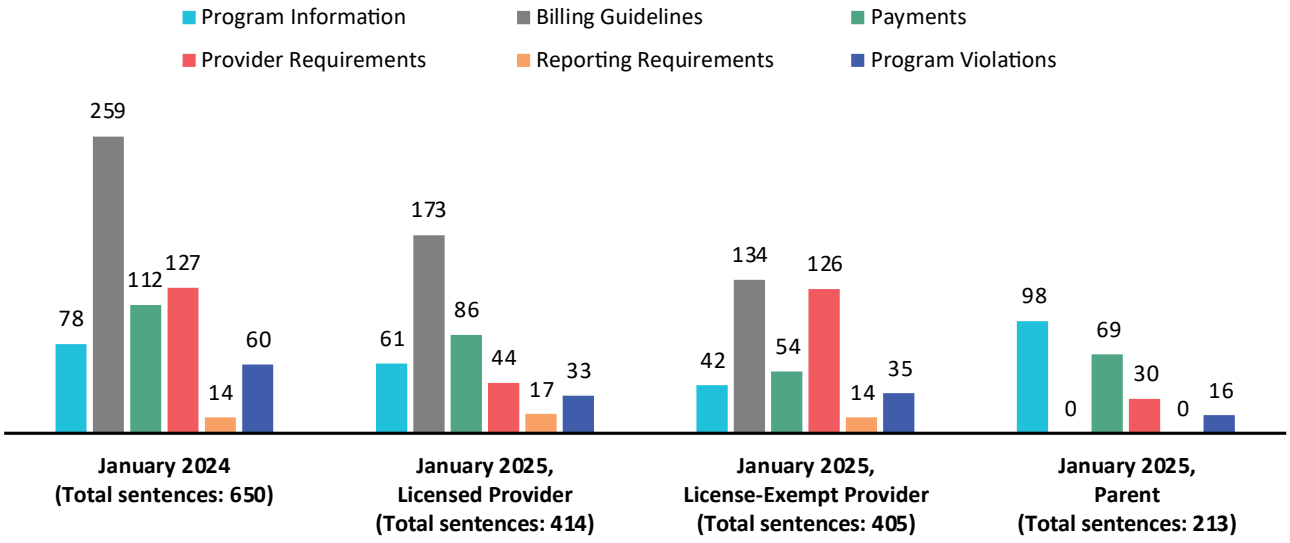
The chapters on billing remain the longest across handbook versions, suggesting this content is the most complicated.

Along with length, the number of topics covered by each new handbook varied. In the general Program Handbook as well as the Licensed Provider Handbook and License-Exempt Provider Handbook, Billing Guidelines emerged as the longest chapter (see Figure 2). In Michigan, these provider types bill in different ways, with licensed providers billing by children's program enrollment hours and license-exempt providers billing by children's attendance. Before the handbooks were split, both strategies were described, and providers had to identify which billing rules applied to them, increasing their compliance costs.

In the License-Exempt Provider Handbook, the section on Provider Guidelines is significantly longer (126 sentences) than the same section in the Licensed Provider Handbook (44 sentences). The License-Exempt Provider Handbook describes application steps, differences in rules between related and unrelated LEPs, orientation training requirements, and payment tiers. This handbook must include more details than are necessary for the licensed providers, who are approved through a separate state licensing process.

The Billing Guidelines chapter was not present in the Parent Handbook. In that version, the longest chapter is the Program Information chapter, which gives an overview of the program; lays out the authorization, review, and redetermination processes; and describes the business relationship between parents and providers.

Figure 2. Number of Sentences by Chapter in the Four Program Handbooks



REFERENCES TO EXTERNAL MATERIALS

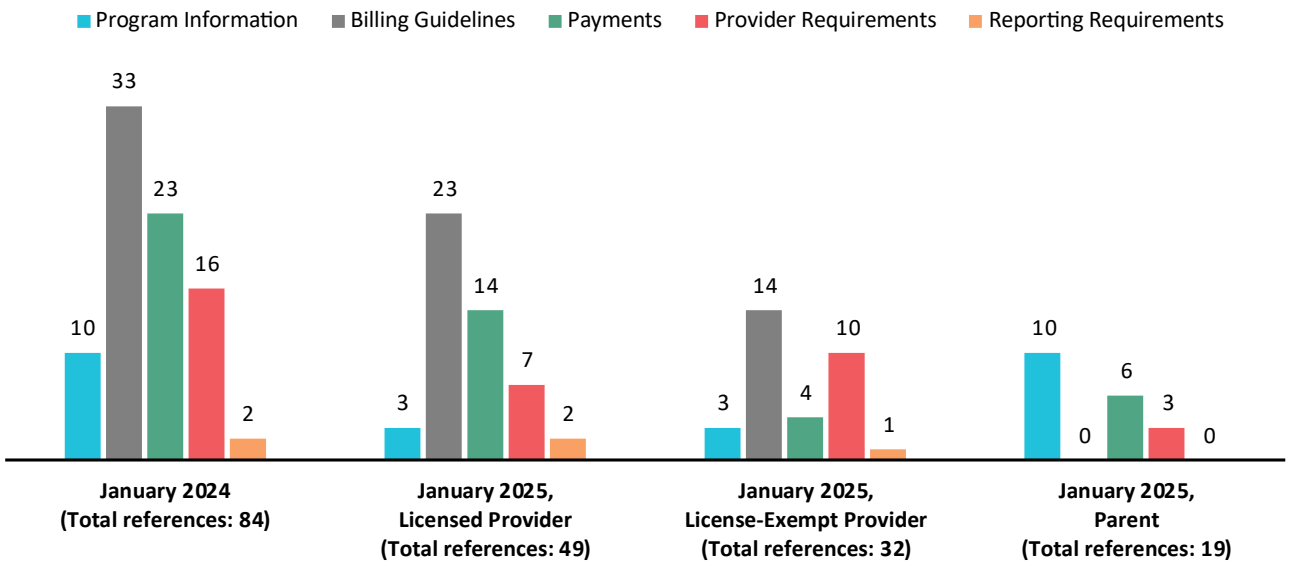
Audience-specific handbooks lowered the number of external references for each audience.

Although the number of references stayed about the same between the handbooks from January 2024 and January 2025 (Figure 1), separate handbooks for licensed and license-exempt providers reduced the number of references they saw. References dropped by 40% for licensed providers and 60% for license-exempt providers.

References were concentrated in the Billing Guidelines chapters.

As with the overall chapter length, the chapters on Billing Guidelines have the largest number of references (Figure 3). Many are references to I-Billing, the online billing system for providers. Parents, who do not handle billing, see more references in their Program Information chapter. The references there include links to an online eligibility calculator and to MiBridges, Michigan's public benefits website. Notable is the lack of references in the chapters on Program Violations; the handbooks appear to be the primary source of guidance on that topic.

Figure 3. Number of References by Chapter in the Four Program Handbooks



READABILITY

The reading grade level of the handbooks exceeded guidelines for the public.

Flesch-Kincaid reading grade levels predict what education level a person needs to understand text, which correspond to the U.S. grade levels of education. The January 2024 handbooks and January 2025 handbooks for providers were similar in terms of reading grade level, each scoring midway between 9th and 10th grade. However, the reading level of the January 2025 Parent Handbook rated between 10th and 11th grade. All handbooks exceed commonly recommended plain-language standards for government communications, which typically aim for materials written at or below an 8th-grade reading level, the lower end of the estimated average reading level of the U.S. population (EPA, 2025). The program staff acknowledged this difference is not ideal, but pointed to regulatory and legal concerns that affected wording decisions.

TABLE 1. READING GRADE LEVEL OF EACH PROGRAM HANDBOOK

9.6	**9.5**	**9.4**	**10.5**
January 2024, All Participants	January 2025, Licensed Provider	January 2025, License-Exempt Provider	January 2025, Parent

Handbook chapters varied greatly in readability, with reading levels higher for chapters on program requirements and violations.

External factors were also apparent when examining the handbooks at the chapter level. Chapter-to-chapter Flesch-Kincaid reading grade level showed large variations. The chapters on Billing Guidelines, despite being the longest, consistently the lowest on reading grade level (see Table 2). By contrast, shorter yet highly technical chapters on topics such as Reporting Requirements and Provider Requirements had higher reading grade levels.

Chapters such as Billing Guidelines primarily provide procedural, how-to oriented guidance (e.g., billing for care provided after midnight), which lends itself to concrete language and step-by-step instructions. By contrast, chapters covering reporting and provider requirements, compliance, and violations are often derived from internal policy and legal documents and must adhere closely to regulatory language. These chapters may include legally precise terminology and semantic distinctions that are difficult to simplify without altering meaning.

TABLE 2. READING GRADE LEVEL AND LENGTH BY CHAPTER ACROSS HANDBOOKS

		CHAPTER LENGTH	
		SHORT (<60 SENTENCES)	**LONG (>= 60 SENTENCES)**
READING GRADE LEVEL	**EARLY HIGH SCHOOL (<10.4 GRADE LEVEL)**	Program Violations (LEPs, Providers) Payments (LEPs)	Program Violations (General) Program Information (Providers) Billing Guidelines (All Versions)
	LATE HIGH SCHOOL OR ABOVE (>/=10.4 GRADE LEVEL)	Program Violations (Parents) Program Information (LEPs) Provider Requirements (Parents, Providers) Reporting Requirements (All Versions)	Payments (Parents, Providers, General) Program Information (General, Parents) Provider Requirements (General, LEPs)

Discussion

CONCLUSIONS

Michigan's shift from a single, general-audience handbook to three audience-specific handbooks was a meaningful step towards reducing administrative burden in the CDC Scholarship Program. Across multiple measures of complexity, the 2025 handbooks were shorter, contained fewer references to external materials, and presented information in targeted ways that better aligned with the responsibilities of the program participants.

Shorter handbooks and fewer references resulted from removing information that was irrelevant to a given audience. This eliminated the need for readers to decipher which rules applied to them and to consult other sources to fully understand the program requirements, tasks that can impose significant learning costs.

While this was a gain for participants, there are opportunities to continue to simplify the handbooks. A shorter handbook is not necessarily an easier-to-read handbook. The handbooks remain at the 9th–11th-grade reading level. In particular, the legal language contained in the handbooks, such as that drawn from regulatory documents, can be difficult for the average person to comprehend. Notably, the shortest handbook was for parents but had the highest reading grade level. At the chapter level, those addressing reporting requirements, provider requirements, and program violations—which have serious consequences for participants—had higher reading grade levels, despite being shorter.

This reflects a key tension underscoring handbook design: ensuring legal accuracy and consistency while also minimizing learning, compliance, and psychological costs for families and providers through clear communication.

RECOMMENDATIONS

Based on the results of the handbook analysis, the research team recommends:

- Revisit the chapters about reporting requirements, provider requirements, and program violations. For these, consider presenting plain-language descriptions and illustrative examples alongside legal language. Writing with plain language involves using direct verbs and active voice, for example (Digital.gov, n.d.; NAEYC, n.d.).
- Aim to move towards an 8th-grade reading level across all handbooks, starting with the Parent Handbook. Shortening sentence length, reducing sentence complexity, and choosing vocabulary carefully are ways to reduce the reading level.
- Define handbook principles to guide future revisions of the handbooks and incorporate the principles into drafting and review processes.
- Seek out and respond to feedback from providers and families with future handbook revisions.

This study is supported by the Administration for Children and Families (ACF) of the United States Department of Health and Human Services (HHS) as part of a financial assistance award (Award #: 90YE0359) totaling $1,150,786 with 100 percent funded by ACF/HHS. The contents are those of the author(s) and do not necessarily represent the official views of, nor an endorsement by, ACF/HHS, or the U.S. Government. For more information, please visit the ACF website, Administrative and National Policy Requirements.

References

Digital.gov. (n.d.). Plain language guide series. U.S. General Services Administration. https://digital.gov/guides/plain-language

Environmental Protection Agency (2025). *Readability for developing and pretesting concepts, messages, materials, and activities.* Choose Fish and Shellfish Wisely. https://www.epa.gov/choose-fish-and-shellfish-wisely/readability-developing-and-pretesting-concepts-messages-materials

Frausel, R. & Worthington, V. (2024). *The impact of policy changes on program handbook complexity: Results from Michigan's Child Development and Care Program.* Public Policy Associates. https://publicpolicy.com/wp-content/uploads/2024/06/AdminDocComplexityCoding_IssueBrief_061424-1.pdf

Graber, C., Zuschlag, D., Frausel, R., Burris, I., & Van Vliet, C. (2025). *When program communications add burden: How participants respond to communications in Michigan's Child Development and Care Scholarship Program.* Public Policy Associates. https://publicpolicy.com/wp-content/uploads/2026/04/High-res_PPA_When-Comms-Become-Burden.pdf

Herd, P., & Moynihan, D. P. (2018). *Administrative burden: Policymaking by other means*. Russell Sage Foundation.

Lucio, J., & Mora-Sanguinetti, J. S. (2022). Drafting "better regulation": The economic cost of regulatory complexity. *Journal of Policy Modeling, 44*(1), 163-183. https://doi.org/10.1016/j.jpolmod.2021.10.003

Plain language tips. (n.d.) National Association for the Education of Young Children. https://www.naeyc.org/sites/default/files/globally-shared/downloads/PDFs/resources/pubs/Plain%20Language%20Tips.pdf

Technical Appendix

ADMINISTRATIVE DOCUMENT CODING

Sentences from the January 2024 (general) and January 2025 (audience-specific) handbooks were extracted from the PDF documents and placed onto separate rows in Excel. Tables were not included for coding. Items in bulleted lists were treated as separate sentences. Headers/section descriptions were included with the next full sentence if they were incomplete statements on their own.

For each handbook, the coders used an established coding protocol to independently code each sentence as a policy, implementation/explanatory detail, or reference. When identical sentences appeared in different handbooks, the research team coded the sentences in the same way. An independent auditor also trained on the coding scheme reviewed the coding for consistency and accuracy. The coders agreed on 81% of the sentence codes for the four handbooks examined in this analysis. Disagreements were reconciled by the auditor, who also converted the sentence-level codes into quantitative data for analysis.

The handbooks contained 25-39 topic sections with 1-48 sentences per section. In the January 2025 handbooks, sections were further organized into 4-6 chapters: Program Information, Provider Requirements, Payments, Program Violations, Billing Guidelines and Instructions, and Reporting Guidelines. (The latter two chapters do not apply to parents, so they do not appear in the January 2025 Parent Handbook). The chapters serve as the primary basis of analysis, so that similar content can be compared over time and by audience. Although the January 2024 Program Handbook did not have the chapter organization, many of the same sections appeared, so the research team organized these sections into chapters that aligned with the January 2025 handbooks. See Table 3 for further details.

READING GRADE LEVEL AND EASE

The researchers calculated Flesch-Kincaid Reading Grade Level and Reading Ease scores. The reading ease score is reported on a scale from 0 to 100, with higher numbers corresponding to greater ease. Text from the handbooks and chapters was entered onto an online calculator (https://goodcalculators.com/flesch-kincaid-calculator/) that used the following formulas:

Flesch-Kincaid Grade Level = 0.39 × (Total Words / Total Sentences) + 11.8 × (Total Syllables / Total Words) − 15.59

Flesch Reading Ease Score = 206.835 − 1.015 × (Total Words / Total Sentences) − 84.6 × (Total Syllables / Total Words)

TABLE 3. SECTIONS AND LENGTH IN SENTENCES IN EACH HANDBOOK CHAPTER

CHAPTER	GENERAL, JANUARY 2024	LICENSED PROVIDER, JANUARY 2025	LICENSE-EXEMPT PROVIDER, JANUARY 2025	PARENT, JANUARY 2025
Program Information	Introduction (16) Authorization (13) Redetermination (5) Provider Relationship (29) Program Application (15)	General Information (1) Authorization (20) Review/Redetermination (3) Parent-Provider Relationship (14) CDC Scholarship (3) Starting & Ending Care for a Scholarship Child (20)	General Information (1) Authorization (19) Review/Redetermination (3) Parent-Provider Relationship (16) Scholarship Application (3)	General Information (3) Authorization (13) Review/Redetermination (5) Parent-Provider Relationship (22) Scholarship Application (19) Changing Providers (12) CDC Scholarship (13) Foster Care (11)
	78 sentences	**61 sentences**	**42 sentences**	**98 sentences**
Provider Requirements	Background Checks (7) Provider Training (62) Eligible Providers (42) Enrolling as a LEP (16)	Background Checks (4) Annual Ongoing Training (11) Eligible Providers (13) Initial Health and Safety Training (16)	Background Checks (9) Annual Ongoing Training (9) Eligible Providers (14) Enrolling to be a LEP (22) Health and Safety Visit (9) Training Levels and Annual Ongoing Training (4) Orientation Training (13) Level 2 Training (23) License Exempt - Related (10) Training Topics (13)	Background Checks and Training for Providers (4) Eligible Providers (8) Health and Safety Visit (10) Other License Exempt Providers (5) Parent Requirements (3)
	127 sentences	**44 sentences**	**126 sentences**	**30 sentences**
Billing Guidelines and Instructions	Attendance Billing (23) Attendance Records (16) Billing Help (19) Bi-Weekly Hour Limits (9) Enrollment Billing (45) I-Billing FAQ (58) I-Billing Step-by-Step Instructions (48) PINs (26) Provider Billing (7) Provider Duties (8)	Attendance and Enrollment Records (4) Bi-Weekly Hour Limits (3) Enrollment Agreement (11) Example of Enrollment Billing (15) How Licensed Providers Begin Billing for Children (10) I-Billing for Providers (33) FAQ for Billing Providers (35) PINS (25) Provider Duties (6) Rules for Enrollment Billing (25) Time and Attendance Records (6)	Bi-Weekly Hour Limits (3) Examples of Attendance Billing (7) FAQ for Billing (31) I-Billing: Step by Step Instructions for Providers (27) PINS (24) Provider Duties (7) Required Records - Attendance and Billing (15) Rules for Attendance Billing (20)	*(not applicable)*
	259 sentences	**173 sentences**	**134 sentences**	

CHAPTER	GENERAL, JANUARY 2024	LICENSED PROVIDER, JANUARY 2025	LICENSE-EXEMPT PROVIDER, JANUARY 2025	PARENT, JANUARY 2025
Payments	Family Contribution (14) Rates and Payments (14) Direct Deposit (5) Excess Subsidy Payments (10) IRS Reporting (9) Overpayments (27) Payment Delays (4) Payments (13) Provider Bi-Weekly Rates (1) Questions about Billing, Payment, or PINS (2) Sigma VSS (13)	Family Contribution (8) Rates and Payments (2) Block Payments (1) Child Care Fees (5) Direct Deposit (4) Excess Scholarship Payments (11) IRS Reporting (2) Overpayments (24) Payment Delays (5) Payments (7) Sigma VSS (14) Training Levels for Providers (3)	Family Contribution (7) Rates and Payments (2) Hourly Rate (1) IRS Reporting (6) Overpayments (24) Payment Delays (5) Payments (9)	Family Contribution (12) Rates and Payments (1) Child Care Fees for Licensed Providers (6) IRS Reporting (3) License Exempt Hourly Rate (3) Overpayments (26) Part-Time & Full-Time Reimbursement Rates for Licensed Providers (1) Payment Delays (5) Payments (12)
	112 sentences	**86 sentences**	**54 sentences**	**69 sentences**
Program Violations	Program Violations (46) Welfare Fraud (14)	Program Violations (18) Disqualifications (6) Intentional Program Violations (9)	Program Violations (9) Disqualifications (6) Intentional Program Violations (9) Examples of Provider Errors (11)	Program Violations (16)
	60 sentences	**33 sentences**	**35 sentences**	**16 sentences**
Reporting Requirements	Centralized Intake (3) Reporting Changes (7) Reporting Injuries (4)	Centralized Intake for Abuse and Neglect (3) Reporting Changes (5) Reporting Serious Injury in Child Care (9)	Centralized Intake for Abuse and Neglect (3) Reporting Changes (6) Reporting Serious Injury in Child Care (5)	*(not applicable)*
	14 sentences	**17 sentences**	**14 sentences**	
Handbook Total	**650 sentences**	**414 sentences**	**405 sentences**	**213 sentences**

Notes: In the January 2025 Parent Handbook, the "Provider Requirements" chapter was titled, "Parent/Provider Requirements," and the "Payments" chapter was titled, "Billing Requirements and Payment Guidelines." Some section names have been edited for space and clarity. Across all four handbooks, the "Resources" section (including payment schedules, glossaries, forms, and other resources) was excluded from analysis.

RESULTS TABLES

TABLE 4. VOLUME/LENGTH AND REFERENCES METRICS BY HANDBOOK CHAPTER

		NUMBER OF:					
HANDBOOK	CHAPTER	LETTERS	WORDS	SENTENCES	POLICIES	IMP/EXP	EXTERNAL REFERENCES
January 2024	Billing Guidelines	19,630	4,110	259	24	202	33
	Payments	9,417	1,772	112	22	67	23
	Program Information	5,967	1,163	78	10	58	10
	Program Violations	3,790	727	60	10	50	0
	Prov. Requirements	10,931	2,057	127	17	94	16
	Rep. Requirements	1,303	240	14	4	8	2
	Overall Handbook	**51,038**	**10,069**	**650**	**87**	**479**	**84**
January 2025, Licensed Provider	Billing Guidelines	13,125	2,782	173	24	126	23
	Payments	6,940	1,343	86	20	52	14
	Program Information	4,958	1,010	61	14	44	3
	Program Violations	2,070	390	33	7	26	0
	Prov. Requirements	3,425	594	44	6	31	7
	Rep. Requirements	1,347	253	17	3	12	2
	Overall Handbook	**31,865**	**6,372**	**414**	**74**	**291**	**49**
January 2025, License-Exempt Provider	Billing Guidelines	9,959	2,169	134	20	100	14
	Payments	3,831	742	54	16	34	4
	Program Information	3,563	731	42	10	29	3
	Program Violations	2,157	410	35	7	28	0
	Prov. Requirements	9,335	1,737	126	22	94	10
	Rep. Requirements	1,416	266	14	3	10	1
	Overall Handbook	**30,261**	**6,055**	**405**	**78**	**295**	**32**
January 2025, Parent	Payments	5,241	1,021	69	18	45	6
	Program Information	7,890	1,525	98	19	69	10
	Program Violations	1,392	262	16	4	12	0
	Prov. Requirements	2,166	388	30	6	21	3
	Overall Handbook	**16,689**	**3,196**	**213**	**47**	**147**	**19**

Notes: Imp/Exp = Implementation/Explanatory details. Prov. Requirements = Provider Requirements. Rep. Requirements = Reporting Requirements.

TABLE 5. READABILITY METRICS BY HANDBOOK CHAPTER

HANDBOOK	CHAPTER	LETTERS PER WORD	WORDS PER SENTENCE	LEGIBILITY INDEX	IMP/EXP PER POLICY	FLESCH-KINCAID GRADE LEVEL	FLESCH-KINCAID READING EASE
January 2024	Billing Guidelines	4.78	15.87	69	8.42	8.6	63.0
	Payments	5.31	15.82	65	3.05	11	46.1
	Program Information	5.13	14.91	62	5.80	10.6	47.1
	Program Violations	5.21	12.12	63	5.00	9.3	50.4
	Prov. Requirements	5.31	16.20	60	5.53	11.1	45.9
	Rep. Requirements	5.43	17.14	66	2.00	11.5	44.8
	Overall Handbook	**5.07**	**15.49**	**64**	**5.51**	**9.6**	**55.0**
January 2025, Licensed Provider	Billing Guidelines	4.72	16.08	79	5.25	8.7	62.8
	Payments	5.17	15.62	73	2.60	10.8	46.6
	Program Information	4.91	16.56	66	3.14	9.9	54.2
	Program Violations	5.31	11.82	64	3.71	9.2	50.7
	Prov. Requirements	5.77	13.50	57	5.17	11.2	40.0
	Rep. Requirements	5.32	14.88	65	4.00	10.5	47.4
	Overall Handbook	**5.00**	**15.39**	**71**	**3.93**	**9.5**	**55.2**
January 2025, License-Exempt Provider	Billing Guidelines	4.59	16.19	71	5.00	8.9	62.4
	Payments	5.16	13.74	68	2.13	10.1	48.3
	Program Information	4.87	17.40	71	2.90	10.4	53.0
	Program Violations	5.26	11.71	64	4.00	9.2	50.8
	Prov. Requirements	5.37	13.79	60	4.27	11.2	40.0
	Rep. Requirements	5.32	19.00	64	3.33	13.3	34.6
	Overall Handbook	**5.00**	**14.95**	**66**	**3.78**	**9.4**	**55.5**
January 2025, Parent	Payments	5.13	14.80	72	2.50	10.5	47.4
	Program Information	5.17	15.56	63	3.63	10.7	46.7
	Program Violations	5.31	16.38	59	3.00	12.2	37.6
	Prov. Requirements	5.58	12.93	72	3.50	10.8	41.3
	Overall Handbook	**5.22**	**15.00**	**67**	**3.13**	**10.5**	**47.3**

Notes: The Imp/Exp per Policy column reports the number of implementation/explanatory sentences per policy sentence. The Legibility Index was originally developed by Lucio and Mora-Sanguinetti (2022), where a score from 0 to 100 is calculated using the number of words and average word length in policy sentences. Higher legibility index scores are associated with better readability, while lower scores are associated with worse readability. See Frausel and Worthington (2024) for additional details.