Fiscal Mapping Coaching Framework

A guide for local leaders on how to conduct a fiscal map analysis

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Contents

Glossary of Terms

Fiscal Map: A fiscal map is an analysis of the funding landscape within a state or locality for a specific purpose (either age range or type of service). A fiscal map is not a traditional siloed view of a budget (i.e. how much each agency/department receives), rather it helps determine if a state or locality is investing in the populations and services necessary to best support their youth.

Scope: The scope determines what 'snapshot' of the funding landscape you are trying to capture with your fiscal map. This includes timeframe, levels of funding, age range and/or service categories.

> *Example: The scope of New Orleans fiscal map included all city funding that directly served and supported children and youth ages 0-18 in fiscal year 2019.*

Parameter: Parameters are to a fiscal map as variables are to a research project. They determine what kind of data you will be collecting and ways you will be analyzing the data to shape alignment recommendations.

> *Example: Amount of funding, Level where funding originates, Outcome area the funding supports, and Flexibility provisions of the funding stream are all parameters that can be included in a fiscal map*

Taxonomy: Taxonomy is the language you use to define the categories within your parameters. If your parameters are your 'variables', your taxonomy is the 'data dictionary' of those variables.

> *Example: Level of funding is defined as the source where funding originates, including local, state, federal, or private.*

“Packing List” for your Fiscal Map

Use the below checklist to make sure you and your team are ready to move through the fiscal mapping process. This “packing list” will help you make sure you have the proper infrastructure in place before you embark on your fiscal map journey.

Step 1: To undertake a successful fiscal map, communities will have the following in place:

- ☐ A cross-sector governing body with a smaller team interested in fiscal mapping
- ☐ A vision and mission that is driven by clear outcomes for your community
- ☐ A desire to align funds or generate funds in order to improve the above outcomes

Step 2: Research to gather before starting your fiscal map:

- ☐ A directory of cross-sector partners and stakeholders that are engaged in community work
- ☐ Knowledge on your community’s budget process, the state and federal budget process, and your community’s strategic plan for children and youth (e.g. what cycles they operate on)
- ☐ A set of shared outcomes for children and youth in your community
- ☐ The challenges your community faces in meeting the shared outcomes

Step 3: What are your goals for the fiscal map process?

- ☐ Understand the community’s current investments
- ☐ Align goals and resources across partners and agencies
- ☐ Coordinate supports and services
- ☐ Maximize funding opportunities
- ☐ Identify new areas of attention (gaps in funds), efficiency (overlap of funds), and innovation (potential ways to generate new funds)
- ☐ Improve cross-sector collaboration in seeking and using resources

Step 4: Who are the target audiences for your fiscal map?

- ☐ Policy makers
- ☐ Members of the community
- ☐ Service providers and community-based organizations
- ☐ Private funders
- ☐ Business community

The Do's & Don'ts of Fiscal Mapping

Here is a compilation of our learned tips for the fiscal map process. Use this as a reference guide to help you set proper expectations and to use best practices.

DO'S	DON'TS
Getting Started	
Pick a scope that is specific enough to be doable, but broad enough to be interesting. You can always broaden and improve upon the data in future years.	**Don't get stuck setting the perfect scope.** This can take precious time away from the data collection part of fiscal mapping. Commit to a scope and then move on.
Figure out who your budget stakeholders are and engage them early. Pitch your idea to the key agency leaders and answer their questions early in the process. **It is imperative to get buy-in from those you need data from.**	**Don't get too far down the process without socializing the project to those who control the budgets.** It is important to learn the terms that are most commonly used to describe the funding streams in your locality to get everyone speaking the same language.
Be transparent about your goals, purpose and what you are asking for so people aren't surprised by any requests that arise. People can get nervous when discussing budgets, but they get excited about how to better use the money that is available.	**Don't ignore the political and social history of your locality while setting your goals and purpose of the fiscal map**. Be mindful of where funds traditionally have or have not gone, and how stakeholders have been affected by the budget.
Have an intention to collaborate. **Fiscal mapping can be used as a mechanism for aligning agencies and departments that don't normally collaborate.** The map is a broad picture of the whole funding landscape, not just individual pieces.	Don't create division amongst the departments, agencies, and stakeholders involved. **The intention of the fiscal map is to maximize funds for the benefit of all child-serving groups in your locality, NOT to 'rob Peter to pay Paul'.**
Methodology	
Set a realistic timeline. Allow for ample time for data collection and feedback from stakeholders (especially if you are using participatory methods for data collection such as interviews).	**Don't have unrealistic expectations** such as: - *Fiscal mapping will uncover a large pool of untapped money.* It's more about how we can better use the dollars available and what are the current gaps in investments that we need to fill. - *Fiscal mapping will be a quick process*. Most likely you will be depending on others for data collection so will be at

	will of their availability.
Keep your big picture in mind. When conducting your fiscal map, always keep in mind your scope and goals for the project. Try to limit the number of parameters or funding characteristics that you choose to collect data on.	**Don't include all possible parameters**. More parameters (variables) means more detail, but also more data collection time and more complex analysis. Keep the map within your area of expertise and capacity, and only use parameters that meet your current goals/desired outcome.
Think of fiscal mapping as an art. Interpreting budget language is tricky, not always clear, and not always consistent across levels (federal, state, local). For example, federal and state budget years are not always aligned and the language in the budget requirements may not be how funds are always used. **Keep a detailed footnotes page to explain your methodology and interpretation of the funding streams.**	**Don't think of fiscal mapping as a science.** Even though we refer to this as a sort of 'research project', expect some level of interpretation since not all funding streams are alike. Explain this and your methodology to your stakeholders, and trace your work with footnotes to show where you have had to 'bend' the rules.
Map appropriated (or budgeted) amounts. The appropriated amount of a funding stream will be clearly defined in budget or grant language, and will be available for the year ahead. This makes mapping appropriate amount of funding much easier and more relevant.	**Don't map expenditures**. It will be difficult to track down the actual amount spent from each funding stream. Since this information will need to come from many sources, it also will not be as accurate. Also, you can only access this information after the fiscal year as passed, so your data will be outdated.
Data Collection	
Train your team. Make sure that everyone who will be helping with data collection understands what data is being collected, including the parameters, their definitions and why they are in the fiscal map. It is important to have everyone on the same page and using the same language.	Don't assume that your data informants know what all that you need. **When possible, have a semi-populated data collection tool for your data informants to verify and complete.** Walk them through the data collection tool and definitions of parameters page to explain exactly what data you are looking to collect.
Set protocols for data collection, interviewing and transcribing data into your data collection tool. Even if you are not working with a team, this is a good practice to ensure the validity of your research. Also, deciding upon these protocols early in the process will save you time when actively collection data.	Don't just use one type of informant. **Interview budget holders who really understand the budget as well as providers who understand the impacts of the budget.** Each will have different perspectives on how the funds work and to what end, which will make your fiscal map more robust.
Start from the most original source as possible for budget information to make sure that you are getting	**Don't expect non-budget holders to sleuth the budget!** Use fund recipients to confirm bigger picture funding,

accurate data on funds that multiple providers may use. It is important to have a general understanding of budget jargon and the budget landscape in your locality before starting data collection (e.g. understanding the difference between a funding program – to be included in the map – and a service program – not to be included unless it has it's own funding source).	outcomes, barriers, etc. but not the funding stream data itself. They may not know where the funding originates, or may not want to share that information since they fought to secure it. Use your connections to contact budget holders for the fiscal data.
Data Analysis	
Treat a fiscal map like a research project. Start with the overarching research questions and goals you set at the beginning. **What calculations or analysis will you need to perform to reach your goals?**	**Don't do a fiscal map for the sake of doing a fiscal map!** Have goals and perform analysis that necessitate action. For example, use your fiscal map to answer questions about how budget holders could work in better alignment with each other to maximize funding, or to build the case for generating new funds to fill any gaps.
Make the final product of the fiscal map user-friendly, eye-catching and, if possible, publicly available. Keep the data collection tool for internal uses, but also create a one-pager, online report, or infographics that highlight the takeaways of your analysis. These documents will help you make the case for alignment or generating of new funding.	Don't overthink your analysis. **A simple analysis can be very prolific**, so don't do more than you need to. Often it is useful to put the children's budget analysis in the context of a larger budget. For example, you might make a graphic that shows the percentage of your locality's total budget that is devoted to children and youth services and supports.

Defining the Goals, Scope & Parameters of your Fiscal Map

This worksheet is meant to help you narrow your focus for your fiscal map, from the big picture and goals (scope) to the specific data points you will be collecting and analyzing (your parameters and taxonomy).

What is a "parameter"? Parameters are to a fiscal map as variables are to a research project. They determine what data you will be collecting on each funding stream and ways you will be analyzing the data to shape recommendations.

What is "taxonomy"? Taxonomy is the language you use to define the categories within your parameters. If your parameters are your 'variables', your taxonomy is the 'data dictionary' of those variables.

1. **State your goals for the fiscal map**. You want to keep your desired outcomes in mind while setting your scope and parameters.

2. **Set the scope.** The scope is the 'big-picture' of your fiscal map. What snapshot of the funding landscape are you trying to capture?

Part of Funding Landscape	Your Scope
Demographics: In what population are you interested in analyzing investments in? Ex. Birth – 5; school-age K-12; Opportunity youth; cradle to career Birth – 24.	
Time & Place: What time (fiscal year) and location (city, county, state) do you want to capture? Ex. Louisa County, VA; FY20	
Focus: Are you interested in a specific programmatic or investment area focus, or are you wanting to see the total amount of funding available for the above age group? Ex. Funding available for: early learning and care, out of school time, workforce development	
Administration: What source(s) of funding are you	

interested in mapping? Options include city, county/municipal, state, federal, and/or private.	

3. **Choose your parameters.** Below is a table with the possible parameters by scope area that you can choose for your fiscal map. *Remember: The number of parameters dictates how much data you will be collecting about each funding stream. Be mindful of which/how many you select. If you are doing a hyper-focused fiscal map or a fiscal map to support generation of new revenue, you will need less parameters.* Feel free to change the wording/choose taxonomy that fits your goal or commonly used language in your locality.

Scope Area	Parameters and taxonomy
Demographics	☐Age Range: Age of intended recipient of funding Prenatal Birth – 2 years 3 – 4 years 5 – 12 years 13 – 17 years 18 – 24 years
	☐Eligible Populations: Special populations for which the use of funds are designated. ELL Foster Youth Gender-based Homeless Status Income-based Juvenile Justice Migrant Native Americans Pregnant Teens Preschool Infants & Toddlers Rural Special Needs Opportunity Youth Other

Focus	☐ Outcome area: This parameter helps you visualize what outcomes your locality is investing in. This helps create a 'child-centered' view of the budget compared to a departmental or siloed view. Safe Supported Educated Employable Healthy Connected **For this parameter you want to encourage your budget holder to choose the ONE best fit. Even though that is not 100% accurate as funding streams can impact multiple outcomes, it is the 'art' of fiscal mapping and will help achieve some sort of analyzable data. If needed, you can allocate a % of funds across multiple outcome areas – which should be inputted as separate line items in the data collection too. See the sample data collection tool for more detail.*
	☐ Level of Intervention: Levels of intervention, or 'tiers', is another way to determine where investments are being made. Basic Services Positive Youth Development Intervention Prevention
	☐ Eligible Services: Services for which funds may be used. See below for an addendum of a list of 50+ service types that you can choose from. Narrow the sample you include in your map based on what is congruent with your scope and other parameters.
	☐Service Setting: Location of where services are typically provided. Home School Non-profit Faith-Based Organization

	Individual Provider/Office Out of Home/Residential Placement Community-Based
Administration – *These parameters are helpful for understanding the technical aspects of the funding streams. This data is most beneficial for internal purposes/tracking.*	☐Funding Level: Level at which the funding stream originated. Choose the taxonomy to fit the scope of your map. Federal State City County Private
	☐Original Granting Agency: Agency that oversees the administration of the funding stream *No parameter choices - this is a fill in the cell parameter.*
	☐ Budget Item Number: Original reference number by which the item is identified. *No parameter choices - this is a fill in the cell parameter.*
	☐ Terminal Grantee(s): The terminal grantee(s) that receives the funding and distributes it locally. *No parameter choices - this is a fill in the cell parameter.*
	☐ Typical Local Recipient Entity(ies) eligible for receiving funds. Businesses Child Care Programs Community-based Organizations/Non-profits Government Specific Agency Direct to Schools Direct to Eligible Families Medical Institutions Cultural Institutions Higher education institution Other
Flexibility – *If a goal of your fiscal*	☐ Provisions for Coordination: Is there presence of language to indicate the funding stream advises applicants to partner with other agencies/entities to

map is to better align funding streams to maximize their effectiveness, you may want to include some of these parameters.	achieve program goals? If so, provide language. Yes/No
	☐ Matching Requirement: Does the applicant or receiving entity need to match a proportion or the whole allocation of funds? Yes/No

Eligible Services List:

Below is a list of 50+ service types that you can choose from to include for your 'Eligible Services' parameter, broken down by category:

Enrichment services:
Out of School Time programs
Recreational activities
Mentoring
Service learning and volunteering
Arts and cultural programs
Leadership development

Family & community services:
Community development
Family strengthening
Financial assistance
Home visiting
Child abuse and neglect prevention
Foster care services
Kinship care services
Adoption services
Independent living supports
Case management and care coordination

Career Readiness services:
Youth Workforce development
Apprenticeship
Work study
Summer Jobs

Education services:
ECE slots
ECE quality
ECE workforce development
Early learning literacy
Pre-K
K-12
Higher education
Tutoring
GED and re-engagement services
Truancy prevention
College access and success programs
Special education

Social infrastructure strengthening:
Provider recruitment and professional development
Provider outreach, training, evaluation and technical assistance
Community engagement
Equity investments
Data and technology systems
Intermediary infrastructure
Sector stabilization (COVID relief)
Strategic finance planning

Physical, mental & behavioral health services:
Prenatal health services
Early childhood intervention services
Behavioral health services
In-patient medical care
Emergency medical care
General health care
School-based health services
Nutrition support
Family planning and sexual health
Substance use and abuse prevention
Residential treatment
Insurance

Housing services:
Homeless youth services

Housing
Street outreach services

Juvenile justice related services:

Community based juvenile justice services
Violence prevention
Legal support
Detention

Example Definitions & Directions Page for Budget Holders

This is an example definitions and directions page that you can share with budget holders as you request data from them. The main purpose of this document is to provide budget holders with definitions of and additional information on the parameters that you are asking them to complete in the data collection tool. It is very helpful to send this word document along with the data collection tool. **Please adapt this template to include the parameters and taxonomy that you have selected in the Defining the Scope, Parameters and Taxonomy worksheet. Anything highlighted and in italics needs to be adapted to fit your specific project.**

Definition of Parameters (Columns) for *name of the fiscal map*

What is a 'fiscal map'?

A fiscal map is an analysis of the funding landscape within a state or locality for a specific purpose (either age range or type of service). A fiscal map is not a traditional siloed view of a budget (i.e. how much each agency/department receives), rather it helps determine if a state or locality is investing in the populations and services necessary to best support their youth.

Goal of the project:

Insert text here

Definition of parameters & Directions for how to fill them out in the tool:

Funding Stream Name:
Please identify the **names of each of the funding streams your organization receives or administers to provide direct services, supports, or programming for *scope of fiscal map*** in separate rows on the data collection tool (the attached spreadsheet).

Program Description:
Please provide a brief description of the funding stream and what services, supports and/or programming it provides.

FY Appropriation Amount:
Please provide the ***FY__*** appropriation for the funding stream. We understand that some fiscal year calendars may not align.

Age Range:
Age group of intended recipients of funding. We understand this each funding stream will not fit in to the age categories we have provided (see below). **Please choose the age category that best fits the funding stream. If the funding stream touches multiple age categories, please include more info in the Column K 'Additional Notes'.**

- *List age range categories here*

Funding Level:
Level at which funding originated: ***local, state, federal and/or private***. *Indicate if the fiscal map is NOT including a certain level.*

Granting Agency:
Please indicate the agency that oversees and administers the funding stream.

Budget Item Number:
Please indicate the **budget item number for the funding stream that is consistent with information that is publicly available.** This will allow the public to trace the funding streams in the fiscal map to publicly available data, and help internal staff replicate the fiscal map in future years.

Outcome Category:
The outcome category gives a high-level description of what child/youth-focused outcome the funding stream supports. **We ask that you choose the one outcome category that best describes the funding stream.**

However, we know this is not always possible as sometimes one large funding stream can support many aspects of a child's life. If this is the case, please determine the percentage of the total appropriation that goes towards each outcome category in separate rows in the data collection tool.

For example (picture these as rows in the data collection tool):

Funding Stream name	*FY20 Appropriation*	*Outcome Category*	*Additional Notes*
TANF – Health and Wellbeing Appropriation	$(40% of total appropriation)	Health and Wellbeing	TANF is not a funding stream that goes only towards one outcome category. We determined the percentage of funds across outcome categories based on estimates from previous year's grant reporting.
TANF – Economic Stability Appropriation	$(60% of total appropriation)	Economic Stability	See above.

Below are definitions of each of the outcome categories:

- ***List your outcome categories, their definitions and an example. Examples below:***
    - ***Economic Stability:*** *Services and supports that promote sustainable careers and workforce development opportunities (i.e. skills/workforce training, internships, financial literacy programs)*
    - ***Health and Wellbeing:*** *Services and supports that promote physical and/or mental health (i.e. STD prevention, counseling, case management, or specialized programs)*

Levels of Intervention:
This parameters describes **what tier of intervention the funding stream most greatly supports**. Again, **please choose the single tier that best fits the funding stream**. Below are definitions of the tiers:

- ***List your level of intervention categories, their definitions and an example. Examples below:***
  - **Prevention:** Programs and/or services focused on risk prevention and promotion of healthy development (offered universally or before a “need” or “problem” is identified) (ex. Mentorship programs targeted at at-risk youth)
  - **Intervention**: Programs and/or services designed to provide targeted interventions to reduce or reverse harmful behaviors, provide rehabilitation, or offer supportive services to address developmental risk factors (ex. In-patient mental and behavioral health services)

Eligible Services:
This column is to be used to **describe all of the possible services for which funds can be used**. Below is a list of the following service types that you can choose from to include for this parameter. If you would like to include multiple eligible services to describe a funding stream, please indicate that in the “Additional Notes” column.

- ***List your level of eligible service categories, their definitions and an example. Example below***
  - **Child Care**
  - **Pre-K**
  - **Home visiting**
  - **Nutrition support (e.g. WIC)**
  - **Provider support**
  - **Housing assistance**

Data Collection Guide

This is a guide to various techniques for data collection and data sources that you should access while trying to complete your data collection tool.

DATA COLLECTION TECHNIQUES: We recommend using both of the below techniques in order to gather your data.

Budget Research: We recommend that you always do your own budget sleuthing. Sometimes this will be your primary mode of data collection, but at least it is a way to pre-populate the tool before sending it to stakeholders.

Pros:

- You have a concrete source to reference
- All local, state and federal budgets are public information and therefore some level of detail is accessible online

Cons:

- Budget language is difficult to interpret. If available, use someone on your team who is well versed in the budgets to complete this task.
- The level of detail available online doesn't provide all you need to do meaningful analysis

Interviews: Ultimately, there will only be so much information that you will be able to gather yourself and you will want to reach out to budget holders and other stakeholders in your locality and/or state. In order to get fiscal data and administrative data, interview budget holders or ask those that you interview to have the tool completed by one of their financial officers. If you are seeking to learn more about how the dollars are utilized programmatically, interview some providers and/or residents in your area.

TIPS:

* We recommend sending the following materials before each interview: 1. The Definitions & Directions Page; 2.The data collection tool (pre-populated with any known funding streams this contact may receive/administer); 3. Any other materials that provide context to the project.

* During the interview, give the contact a timeframe of when you need the data back, and let them know you will send them the final data collection tool to review. You may need to schedule follow-up calls if folks have questions about the tool, or you have questions about the data they inputted.

* Keep all contact's data collection tools separate, then combined into a 'master' or final data collection tool once complete

Pros:

- You can learn the context behind the dollars (ex. learn about barriers, risks of funds expiring, how funds have already been aligned, etc.)
- Interviewing helps stakeholders get 'bought-in' to your project

Cons:

- Scheduling and conducting interviews is very time consuming
- Sometimes people will mistakenly give you inaccurate information, so it is not bad to cross reference data when available

DATA SOURCES Below are a list of recommended sources to use during data collection. When starting data collection, move from the top (federal sources) ⍰ down (local sources and informants). Start with a broad identification of funding streams that fit your scope and parameters and move towards more granular data collection.

Federal Budget Sources: These resources can help you identify which federal streams impact your area:

- Map My Community:
  - Use this to determine what relevant federal funding lands in your area
- JFF Federal Fiscal Mapping Tool:
  - Even though the funding data in this tool is now out of date, this is a great way to start gathering a list of federal streams to further investigate.
- Federal Agency Budgets:
  - These can be found online and will show recent grantees of federal grants
- SAM.gov:
  - This is a search engine for federal grants by CDFA number or keyword that gives information on eligibility, uses for funds, and information on applying for assistance.
  - This does NOT give information on specific grantees.
- www.USAspending.gov:
  - Describes how federal grants are distributed at the local level including who specifically received those funds (

State Budget Sources:

- State Budget
  - Combing through your state budget can be a good way to familiarize yourself with how your budget is crafted and presented. It can also be a good starting point to determine what specific agencies you should interview for data. All budget documents are public and can be found online.
- State Agency Budgets
  - Agency budgets and award announcements are sometimes publicly available and may have more detailed information than the full state budget

Local Budget Sources:

- City and/or County Budgets
  - Similar to the state budget, it is good to get acquainted to the local budget documents. Some local budgets are very specific and may be a direct way to collect data, other times they are more vague but can give you leads on who to interview.
- Map My Community from Youth.Gov
  - Sometimes federal grants go straight to community based organizations and not through the city/county/state government. You can use this tool to look within a mile radius of a zip code of where these funds may land.

Private Funding Sources:

- If you are including private funding in your fiscal map, it can be best to go to your state/local funders collaborative or have someone well versed in the philanthropy in your area to be on your leadership team.
- Guidestar.org
  - This is a search engine of which non-profits are in your area and what they fund

Sample Timeline:

Your timeline will really depend on how detailed your fiscal map will be. In short, the larger the scope and the more parameters you are including, the longer it will take to collect all of the data. Additionally, your timeline will change based on how you want to present your analysis. You may need to factor in additional time for review and formatting of your final document.

Sample timeline for an early childhood-focused fiscal map

Goal:

- Understand investments that flow through the city for early childhood services and supports
- Create an online dashboard to be used for budget planning and advocacy. Update it yearly

Scope:

- City funds as well as federal and state dollars that flow through the city's budget (and are administered by city agencies)
- Dollars that support ages 0-5
- FY21

Parameters:

- Funding stream name and description
- Appropriation amount
- Administering agency
- Fund recipient
- Outcome category
- Age group
- Eligible services

	January	February	March	April	May	June
Scope & Parameter Setting						
Data Collection						
Data Analysis & Creation of Dashboard						
Roll-out of final product						

Additional Resources:

Children’s Funding Project interactive ‘map of fiscal maps’ and chart

- See our map and chart for examples of fiscal maps from all over the country.

First Focus on Children: Children’s Budget 2020

- This federal level ‘fiscal map’ can be used before data collection as a resource to determine what federal streams you may want to research to see if your locality utilizes and after analysis to get an idea of what streams you are currently not leveraging.

Kid’s Share 2020: Report on Federal Expenditures on Children through 2019 and Future Projections

- Kids Share is a great report on how we are investing federally on children and youth. You can use this to make the case for needed state and local-level investments.