

ADDING IT UP:

A Guide for Mapping Public Resources for Children, Youth and Families

Margaret Flynn-Khan, Thaddeus Ferber, Elizabeth Gaines, Karen Pittman

the
forum
FOR YOUTH INVESTMENT

 **The FINANCE PROJECT**

Prepared by The Forum for Youth Investment
and The Finance Project
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About the Forum for Youth Investment

The Forum for Youth Investment is a nonprofit, nonpartisan “action tank” dedicated to helping communities and the nation make sure all young people are Ready by 21[®] – ready for college, work and life. Informed by rigorous research and practical experience, the Forum forges innovative ideas, strategies and partnerships to strengthen solutions for young people and those who care about them. A trusted resource for policy makers, advocates, researchers and practitioners, the Forum provides youth and adult leaders with the information, connections and tools they need to create greater opportunities and outcomes for young people.

The Forum was founded in 1998 by Karen Pittman and Merita Irby, two of the country’s top leaders on youth issues and youth policy. The Forum’s 25-person staff is headquartered in Washington D.C. in the historic Cady-Lee House with a satellite office in Michigan and staff in Missouri, New Mexico and Virginia.

About the Finance Project

The Finance Project is an independent nonprofit research, consulting, technical assistance and training firm for public and private sector leaders nationwide. The Finance Project specializes in helping leaders plan and implement financing and sustainability strategies for initiatives that benefit children, families and communities. Founded in 1994 by a consortium of national foundations interested in ensuring the viability of promising initiatives, The Finance Project has developed an unparalleled experience and knowledge of financing strategies and sustainability planning. An important focus of The Finance Project’s work is helping leaders to address the policy and financing challenges inherent in developing cross-disciplinary, cross-program and cross-systems initiatives. Efforts to improve the well-being of children, families and communities are more likely to succeed when they bring health care, education, social services and economic development closer together. That means going beyond the narrow boundaries of academic and professional disciplines, program domains and agency structures. Finance Project staff have helped a wide variety of state and local policy makers and community leaders to understand the funding landscape and design policies and financing strategies that support more comprehensive and coordinated efforts. Seeing the opportunities and challenges from many points of view is at the core of The Finance Project’s approach. Finance Project staff help leaders gain access to the knowledge, tools and support they need to make smart investments, develop sound financing strategies and build solid partnerships.



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Acknowledgements and Background

The Forum for Youth Investment and The Finance Project gratefully acknowledge the support and guidance of the following leaders who have been at the forefront of creating Children, Youth and Families Resource Maps.¹ Their participation in an advisory group has paved the way for this report. They reviewed the report, gave feedback and shared their experiences and case studies. They are: Steve Heasley, Sid Gardner, Mark Friedman, Ken Bukowski, TJ Delahanty, Jo Ann Lawer, Kim Thomas and Tamsen Stevenson.

The authors would also like to thank Beth Gross, Janis Rodriguez and Virginia Ebbert of the Forum for Youth Investment for their time and energy in bringing this project to completion.

The staffs of the Forum and The Finance Project are delighted to have had the opportunity to work together on this guide, which builds on and updates the *Guide to Developing Children and Family Budgets* by Mark Friedman and Anna Danegger – originally published by The Finance Project in 1998 – by incorporating lessons learned from the work of individuals engaged in CYF mapping efforts throughout the country.

The Atlantic Philanthropies has funded this guide as a part of their larger commitment to supporting the Forum's Ready by 21[®] Challenge to the nation. Ready by 21 is a bold national initiative working with states and local communities to optimize resources and streamline strategies to ensure that every child is Ready by 21: Ready for college, work and life. The Ready by 21 Challenge seeks to mobilize the commitment of states and local communities to develop young people's potential to succeed.

This document is the second in a two-part guide to developing and using children, youth and families (CYF) resource maps. A CYF resource map is a data collection effort that summarizes spending on children, youth, families and/or communities in a given state, nation or locality. The first part of the guide, *A Rationale for Mapping Public Resources for Children, Youth and Families*, highlights how a children, youth and families resource map is different than its standard public accounting cousins. Unlike traditional budget documents, one of the core purposes of a CYF map is to shift the focus from reporting on spending by departments and agencies to a perspective that shows overall investments in children, youth and families. By cutting across bureaucratic boundaries, CYF maps can provide decision makers with a fresh and more meaningful vantage point for their work: One that allows them to understand not only spending on specific priorities, but the larger context in which those budget decisions occur.

CYF maps are created and used in many ways across the country, but the ones that are best suited for helping decision makers "take stock" of their efforts on behalf of children, youth and families share three common characteristics: 1) they focus on children and youth, rather than departments or agencies; 2) they capture both the broad view of overall investments and the specifics of spending on individual populations, issues and concerns; and 3) they help policy makers not only respond to current budget priorities but also track progress, and, in some cases, identify new areas for attention.

The Guide to Mapping Public Resources for Children, Youth and Families is designed to provide clear, practical advice on the steps required for planning and implementing a CYF map.

¹ Efforts to take stock of investments are referred to by many different terms, such as "children's budgets," "youth budgets" and "maps of investments." For purposes of this guide, we use the term Children, Youth and Families resource maps (CYF maps) to refer to data collection efforts summarizing spending on children, youth, families and/or communities in a given nation, state or locality.

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Planning for a CYF Resource Map

Before collecting data, a planning group needs to take time to carefully answer a set of questions which will fundamentally shape the project.

Why do you want a CYF map?

- Why do you want a CYF map in the first place?
- What questions do you want your CYF map to answer?

Who will be involved? In what roles?

- Who will provide leadership?
- Who will manage the effort?
- Who will have input and how?

When will the resource map be produced?

- How often will you update your map?
- When will you collect and release the data?

How will the map be produced?

- What costs will you incur?
- How will you generate resources to support the project?

What information will the CYF map include?

- What is your demographic target?
- What unit(s) of government will you focus on?
- What types of expenditures will you track? (Federal? State? Local? Private?)
- What is your target population or program area?
- What general rules will you follow regarding what is in and what is out?
- What education expenditures will you track?
- For what time frame will you collect data?

Which data analyses will be produced?

- Which map analyses will you include?

Planning for a CYF Resource Map

The first step in developing a Children, Youth and Families (CYF) resource map is laying out a plan that outlines why you want a CYF map, who will be involved, when the map will be produced, how it will be created, what information the CYF map will include, which data analyses will be produced and how you will use your CYF map once created. In order to be most effective, CYF maps should be positioned as part of larger research, policy and advocacy efforts. As you answer each of the questions below, consider possible connections to related efforts in your community or state.

Why Do You Want a CYF Map?

Depending on its design, a CYF map can fulfill a variety of different purposes:

- **Balancing a portfolio of investments:** Considering if the overall allocation of spending is in line with priorities.
- **Coordinating supports and services:** Helping program administrators understand where coordination is warranted to avoid creating a service system that is so fragmented that it becomes cumbersome for clients with multiple needs.
- **Maximizing funding opportunities:** Identifying federal matching grants that states and localities could claim.
- **Advocating for additional investments:** Making a compelling case for new investments based on inadequacies in the current levels of supports.

For more information on the above purposes, and examples of how state and community leaders have used CYF maps to achieve them, see *A Rationale for Mapping Public Resources for Children, Youth and Families*.

It is critical to begin work on a CYF map by clearly identifying why you want to create a CYF map, because your purpose will shape your data collection and analysis work.

² This suggestion for imagining the perfect CYF map in front of you is from Mark Friedman's *Guide to Developing and Using Family and Children's Budgets*, August 1998.

In many cases, leaders undertake development of a CYF map with multiple purposes in mind. To help clarify your purpose(s), begin by imagining that you have the CYF map of your dreams in front of you.²

- What information about investments in children and youth would the map contain? Identify specific charts, graphs and analyses that the map would contain, using examples from other maps presented throughout this report to help spur your thinking.
- How would you use the information (to balance investments, to coordinate, to maximize funding, to plan or advocate for new investments)?
- How would you present the information? A report? An interactive Web site? Multiple briefs? At a briefing or conference?
- How would you publicize the information and encourage key audiences to act on it?

A common mistake in developing children's resource maps is to first collect the data and then consider what to do with it. The danger is that you end up with data that do not provide the level of detail or units of analysis that are useful. Alternatively, you might end up collecting unnecessary data that are not particularly useful or relevant. To avoid both of these situations, take the time to read through some of the CYF maps that we provide links to in the appendix. Get a good understanding of what the possible analyses and uses

Connecting a CYF Map to Strategic Planning

In Oklahoma, legislation passed in 1982 created the Oklahoma Commission on Children and Youth (OCCY). OCCY is charged with facilitating joint planning and coordination among public and private agencies, and has the statutory responsibility for developing both the State Plan for Services to Children and Youth and the annual report on state and federal funding for Oklahoma children and youth programs.

For more information, visit www.okkids.org.

of CYF map data are before you begin data collection. Then facilitate the conversation outlined above and develop a concrete understanding of what key stakeholders want to get out of the map effort. A discussion of a variety of analyses you can include in a CYF map is included later in this guide.

As you identify the goals of your CYF map effort, remember to consider how the CYF map can build on and connect with other data collection efforts. What data do interagency coordination groups currently use to guide their decisions? What data are available to advocates? What data are available to help policy makers make budget decisions? Are available data used by these groups? Why or why not? What information would this map need to contain to be useful for these purposes? How would this map need to be positioned to increase the likelihood that it will be used responsibly? In some states and localities, leaders may have already thought through a similar set of questions about what data are available and how it should be used. For example, a Children's Cabinet may have asked a similar set of questions when they developed a children's report card (indicators of child well-being). In others, this may be the first time a group has come together to focus on such issues. In either case, carefully considering these issues will help to ensure that you develop a targeted and effective CYF mapping effort.

Who Will Be Involved? In What Roles?

Identifying and engaging the right group of people to work on your CYF map is perhaps the most important determinant of how successful your effort will be. First, consider who is involved in related efforts. Remember, CYF maps are often used for a range of purposes, from funding allocation, to coordination, to advocacy. Who are potential champions of a CYF map from each of those perspectives? What vehicles exist in your state or locality to support inter-agency and cross-program coordination, and who leads them? Who makes funding decisions? Who leads advocacy efforts? There are a number of ways different individuals can be involved in a CYF map. Consider who should be involved at three levels: who will provide leadership, who will manage the work, and who will have input.

Public/Private Collaboration on a CYF Map

Philadelphia Safe and Sound, a private nonprofit, takes the lead on developing Philadelphia's biannual children's budget. Philadelphia Safe and Sound was created in 1995 with a grant from the Robert Wood Johnson Foundation as part of the Urban Health Initiative. The Urban Health Initiative is a systems change initiative designed to improve children's health and safety statistics throughout several urban metropolitan areas. Philadelphia Safe and Sound works toward this goal through research, advocacy and best practice program development. They publish a children's report card as well as the biannual children's budget. They work in close collaboration with the city and a range of private partners in Philadelphia.

For more information, visit www.philasafesound.org

Who will provide leadership? The most successful CYF mapping efforts have the leadership of individuals who can help to ensure the buy-in and cooperation of agency managers and budget analysts. For a state CYF map, key leaders include the governor, legislators, and state agency commissioners. For a local effort, leaders include the mayor, council members, and city or county agency or department heads. If you are including private funds, key leaders include administrators from United Way, local foundations, and large nonprofit organizations. Advocacy organizations can help make sure the CYF map is used to drive policy change. Key leaders can help to make the case for why gathering information is important, put in place processes to ensure that the data are collected, and, perhaps most important, make sure that the information gathered is used to guide future decision making.

How you can engage leaders in your CYF map efforts varies depending on the locale. Coordinating entities, such as a Children's Cabinet, or Mayor's Office of Children, Youth and Families, are natural vehicles to provide leadership on CYF maps. In some states, legislators have drafted legislation requiring that

Tip

When identifying the lead organization and individuals who will coordinate and manage the CYF mapping effort, it is critical that you involve individuals with a substantive understanding of public finance and mapping processes, and the range of public funding streams and how they are administered in your community.

state agencies collect this information to inform decision making. In other communities, advocates have championed the call for a CYF map, sometimes jumpstarting a process by developing one themselves. If you are not able to engage government leaders in your effort initially, you may find that their interest in your work increases after you have collected data and published an initial CYF map.

Who will manage the work? In addition to leaders who can help to champion your mapping effort, you must identify a lead organization and individual(s) who will be responsible for coordinating, staffing, and managing the effort. There are a variety of organizations that can play this role. In some states and localities, the CYF map is institutionalized as part of the annual budget process and public agencies take the lead in coordinating and staffing the effort. In other places, private nonprofits, universities or quasi-public entities, such as children's commissions, take the lead.

Who will have input and how? Your mapping effort will be more successful if you solicit input and buy-in from a variety of individuals in the planning and development stage. A typical arrangement is to establish an advisory group that helps to set the parameters for the map, and provides guidance throughout the development and use of the map. These groups often include a mix of technical experts, community leaders, public agency officials and private funders. In some cases there is an existing convening group in the community that can be used as the vehicle for advising on the map. In other cases, a new advisory group is created.

Broad Stakeholder Involvement

In 2001–2002, the John W. Gardner Center assisted leaders from the Redwood City community in California to develop a CYF map. Two vehicles were used to engage stakeholders in this effort:

1. **Oversight Group.** An existing entity, the Operations Committee of the Redwood City 2020 collaborative, played an advisory role on the project. Redwood City 2020 is a community collaborative comprised of individuals holding high-level leadership positions in city, county, school, nonprofit and other community-based groups. The Operations Committee provided initial input on the focus and design of the youth map project and received reports throughout its development. It provided a vehicle for engaging individuals who were important for providing access to needed data and who had influence over policy.
2. **Working Group.** The working group consisted of individuals from private and public institutions who were actively involved in designing data collection and analysis efforts and supplying needed data. Oversight Group members helped to identify appropriate individuals to engage in this group.

For more information, visit http://gardnercenter.stanford.edu/our_partners/redwood.html

As you consider whom to engage in your effort, ask yourself if you have individuals who:

- Have knowledge of funding streams and the way they flow in your community
- Have control over the data on spending
- Are able to manipulate and help you understand spending numbers
- Are in touch with community needs and concerns and can help to put map numbers in context
- Have influence over how public and private resources are spent

- Have influence over public policy and regulation
- Are effective at packaging and presenting information

When Will the Resource Map Be Produced?

The “when” of the CYF map refers to both the big picture question of your long-term vision for the project as well as the specific timeline of how long your data collection, analyses, and presentation will take. Before you begin your mapping project, you should consider what your long-term vision for the project is, keeping in mind that CYF maps are much more powerful tools over time. Trend data enables you to develop analyses of how spending on supports for children, youth and families is changing over time relative to the overall growth or reduction of revenue. They also allow you to consider whether spending on certain categories of supports and services are seeing rapid growth or reduction. These data can be aligned with indicator and needs assessment data to determine whether and to what extent spending reflects community needs and priorities. When CYF mapping processes are institutionalized, they become an accepted part of the annual budget and policy making process that public and private sector leaders alike depend on to guide decisions.

How often will you update your map? As you begin the planning stages of your map, it is important to consider whether your vision is to institutionalize the mapping process or whether this will be a one-time or more occasional effort. If you want to institutionalize the effort, you will want to think about how you can align your data collection tools and processes with existing mapping processes and timelines. If you plan to update your map regularly, consider how often you will update the map based on the parameters, scope and purposes of your mapping effort. If you undertake an ambitious mapping effort that requires a lot of data collection and analysis, you may find that it is more feasible to update the map every two or three years, rather than annually.

In some cases, there may not be enough public-sector buy-in and support to institutionalize a CYF mapping effort. If you are planning on developing a one-time CYF map, think carefully about your purposes and whether the benefits that you will derive from having the data will justify the investment of resources to collect them. It may make sense to undertake a one-time CYF mapping effort if there is interest in developing a new initiative that will require new resources or change the way existing dollars are being invested. A CYF map can help leaders consider how new investments can build on existing ones. You can also use the information generated through a CYF mapping effort to jumpstart increased attention and efforts to coordinate existing programs or develop new investments where there are gaps in existing supports and services.

When will you collect and release the data? In addition to the big picture vision for your project, it is important to lay out a specific timeline for your planning, data collection, analysis, and presentation efforts. A common mistake that individuals make when developing CYF maps for the first time is to underestimate the complexity of the data collection and analysis task and the amount of time it takes to complete. Depending on the purposes and parameters of your map, it will likely take six to nine months to establish the parameters for your map, and collect and analyze the data. Once you establish the parameters and data collection strategy for your map (see Data Collection Tools, page 43), you should lay out a specific work plan with tasks, timelines and responsibilities clearly defined. When you are considering the timeline for your effort, make sure you consider the timeline for budget and legislative processes in your state or community. You want to collect data at a time when you will be able to get the most recent information possible, and release your findings at a time when they can influence policy making. You should also consider when agency budget staff will have the most time available to assist with collecting and understanding the data.

Who Should be Involved?

Instructions: Place check marks next to those who should lead the effort (setting the overall direction and oversight), who should manage the work (coordinating, staffing and implementing) and who should provide input (advisory groups, focus groups, etc.) It may be tempting to try to check as many boxes as possible. But it is important to be strategic. Think back to why you are building a resource map in the first place and prioritize accordingly.

Discussion Questions:

- Who is already involved in related efforts?
- What are the costs of involving the people above? Who will convene them? How much staffing will it take? How much will it slow down the project to reach consensus?
- What are the costs of not involving the people above? How might they become a barrier? How might they limit how much the map is used once completed?

	Professionals						Public	Departments				Branches	Other						
	Nonprofit Service Providers	Researchers	Media/Communications	Advocates/Organizers	Business Leaders	United Way	Philanthropists/Foundations	Youth	Families/Parents/Communities	Education	Health	Human Services	Employment/Labor	Juvenile Justice	Governor's/Mayor's Office	Legislative	Judiciary	Other	Other
Leadership																			
Management																			
Input																			

How Will the Resource Map Be Produced?

Another key consideration in planning for your mapping effort is how you will develop the resources you will need to support the process. Costs to consider include:

- **Staffing costs.** This will be the bulk of your cost. Figure in staffing time for managing the overall effort, coordinating and communicating with your advisory group, collecting and analyzing the data, and presenting and disseminating the data. The amount of staff you will need varies widely depending on the parameters and the stage of development of your map, as well as the level of cooperation you have from fiscal personnel in public and private agencies. Generally speaking, you can expect higher staffing needs in the first year of a CYF map effort, as you will be devising the structure and data collection and analyses processes for the first time. In subsequent years, you can build on existing processes. Likewise, if you are developing a CYF map from outside of government and do not have a high degree of cooperation from data personnel, you should allow for more staffing time, as staff will likely need to spend more time analyzing existing budget documents, making information requests and following up to get information from fiscal personnel.
- **Meeting costs.** You will need to consider space, food and logistical costs associated with convening an advisory group over the course of your mapping effort.
- **Software and systems costs.** You will need a basic spreadsheet software package, such as Excel, and a computer system on which to operate it. To the extent that you want to provide a lot of detailed information to the community on funding streams, you may also want to have a database program, such as ACCESS.
- **Data Presentation Costs.** This includes the costs of designing, printing, and disseminating a map document or documents; Web design and hosting costs if you want to make data available online;

and convening costs if you plan to convene policy makers and community members upon release of your data.

Generating Needed Resources. Resources to support development of a CYF map can come from a variety of sources. In most cases, some of the costs are covered through in-kind support from public or private entities. The entity selected as the lead organization may be able to provide space and food for meetings. Organizations often have the needed computer

Integrating a CYF Resource Map into Annual Planning

In 2004 and 2005, the City of Seattle Office of Policy and Management spearheaded a CYF map effort that is integrated with the annual budget and planning processes in city departments. The CYF map is published as part of the annual adopted city budget. The CYF mapping effort is one component of a results-oriented investment strategy for funding programs for children and youth. The key elements of the overall investment strategy are:

- Invest in best practices and tested effective programs whenever possible;
- Track the progress of children and youth toward improved academic achievement and health;
- Use the knowledge gained by measuring and monitoring to improve programs and make better decisions about how to invest in children and youth in the future;
- Coordinate mapping and planning for children and youth programs across city departments to allow city policy makers to make more strategic decisions, increase efficiencies and, ultimately, improve outcomes for children and youth; and
- Keep the public informed about how the city's children and youth are faring, and the effects of city-funded programs.

For more information, visit www.seattle.gov

systems and software and do not need to incur costs to purchase new computers or software, and many have Web and document design capacities that can be enlisted to help defray data presentation costs. The lead organization also frequently covers some of the staffing costs through in-kind donations of staff time. In addition, to the extent that you have the cooperation of fiscal personnel at public and private agencies, significant portions of data collection and analysis time will be covered through their response to data requests. It is unrealistic, however, to simply add the tasks involved with managing a CYF map project and collecting and analyzing the data to an individual's scope of work without shifting other work to allow time for development of the resource map.

Leveraging University Resources

When individuals in Madison County, Alabama developed a children's budget, the data collection effort was staffed by an individual pursuing a master's degree in accounting with an emphasis on public finance. She was paid for her time; however, the professor who supervised her work donated his time to the effort.

One community resource that can be enlisted to help with staffing needs is university staff and students. Students pursuing degrees in accounting, public administration, public policy, and social work are all potential candidates for work on a CYF map. If they are required to complete internships or are eligible for work study awards, you may be able to access their time and expertise at minimal cost. It is important to remember, however, that you will need to identify an individual with significant technical expertise to supervise their efforts.

Many CYF mapping efforts are supported by some combination of public and private funding. Local foundations and United Ways generally understand the importance of having good information on spending on programs for children, youth and families and may find the information of particular value to guide their own investment efforts. In addition, public or private

entities that play a coordinating and convening role in the community may be able to build the development of a CYF map into their ongoing scope of work and budget. Local or state intermediaries are natural entities to take the lead on CYF map efforts, and they may be able to identify potential supporters for the effort among their existing funders. Frequently, it is easier to secure funds for a larger research and policy effort, which includes CYF map data-collection paired with a plan to use the data to drive action. For example, a community or state may decide to support a Children's Cabinet and ask it to create both a Report Card of indicators of child well being and a CYF map. Raising funds for an integrated effort such as this will likely have long-term benefits for ensuring the CYF map is developed and used strategically.

What Information Will the CYF Map Include?

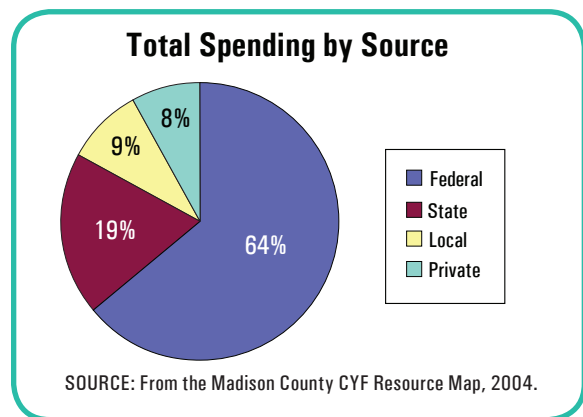
Now that you have identified whom you will involve, your timeframe, and the resources you will employ to support your mapping effort, you can move to creating the basic blueprint for what data you will collect. Developing a blueprint involves setting the basic parameters of your data collection efforts. Remember, the CYF map should not be developed in a vacuum. Far too often, states and communities end up with a number of reports and documents which collect and present information in different categories, using different terms and definitions. This frustrates attempts to use available data together to make decisions. As you walk through the questions below, consider how they have been answered for other data collection efforts, such as a children's report card. What would it take to align existing data collection efforts using one common template of categories and definitions?

What is the geographic target? Are you interested in capturing the level of investment in children, youth and families across your state, or in a particular county, city or neighborhood? When you are identifying your geographic target, keep in mind whether data are available for the unit you are interested in. For example, if your state does not have a strong county system of government, it may be very difficult to access or

estimate expenditure data at the county level.

What unit(s) of government will you focus on?

Some maps look only at spending administered by a single unit of government (state, county or city).



Others focus on a geographic area and try to get a handle on total investments in children and families in that geographic area (whether those funds are administered by county, school districts, city, state or federal agencies). Many statewide children’s maps focus only on capturing spending administered by state agencies. This is common because the primary purpose of a statewide mapping effort is often to understand and influence state spending, and because the bulk of statewide investments are administered by state agencies, so there is not too much risk of missing significant investments (local K–12 spending is one obvious exception). At the local level, whether you choose to focus on one unit of government or gather information on spending across city, county and school district maps will depend on the structure of your local government as well as the purpose of your mapping effort. How centralized is spending in your city and county governments? Are you most concerned with understanding and influencing one of these levels of government? What level of time and resources do you have? Developing a map that is focused on one unit of government is generally much easier than trying to bring together information from multiple levels of government.

Which types of expenditures will you track (federal, state, local and/or private)? Even if you narrow your

Funding at Multiple Levels

When individuals in Madison County decided to develop a children’s budget, they made the decision to try to get a handle on the total investments in children and youth in their county, regardless of which agency was administering those dollars. The reason for this decision was that spending was not centralized in any one unit of government. City governments played an important role in administering recreation dollars, regional offices of state agencies administered the bulk of social service spending, school districts administered K–12 and special education investments, and counties had an important role in the administration of health and mental health investments. Focusing on any one of these units of government in isolation would have provided a very limited picture of overall investments in the county. The chart to the left presents the overall investment in children and families in Madison County. It breaks out the funds into state, federal, local, and private sources. Local funds include county, school district and city investments. The total represents the total investment in children and families in Madison County, regardless of whether those funds are administered by state, county, city, school districts or private entities.

focus to a single unit of government, once you start collecting data on funds administered by, for example, state agencies, you will find that many of the dollars they are administering are not state funds. They likely include federal funds as well. The same is true of local governments, who are often administering dollars that actually originate at the federal and state levels. Thus, in addition to deciding whether you want to focus on dollars administered by a single unit of government, you need to decide whether you will include all dollars they administer or focus only on state or local dollars. Most commonly, map developers include all of the dollars administered by a state or local government, whether they originate there or not. Because states and localities have significant discretion in allocating many federal

funding sources, it is important to understand how policy makers set priorities and allocate these dollars.

The chart below from the West Virginia Children’s Budget provides an example of a map that focuses on tracking funds administered by one unit of government (state government), and includes all of the federal and state funds administered by state government in the analysis. This analysis illustrates the relative share of spending by the state and federal government for services within six core programmatic areas. It helps to illustrate that much of the state’s investment is concentrated in education, while the state is very much dependent on the federal government to support health care costs. Because

this map only includes funds administered by state government, local spending on education is not included in the education expenditure figure.

You also have to decide whether you want to try to get a handle on private investments (from United Way, foundations, individual donations, businesses and fundraisers) in your target community. Understanding the allocation of private funding is difficult because individual nonprofit agencies develop these funds independently and directly from a wide range of sources. In order to gather this data, you may have to rely on a survey of nonprofits, which can be challenging and time-consuming to administer because organizations tend

Summary of Federal and State Expenditures West Virginia FY 2001					
	<i>FY 2001 Federal</i>	<i>FY 2001 State</i>	<i>Total Federal and State</i>	<i>Percent Federal</i>	<i>Percent State</i>
<i>Early Child Care and Education</i>	\$122,517,529	\$41,574,281	\$164,091,810	74.7%	253.0%
<i>Public Education</i>	\$191,867,134	\$1,403,194,145	\$1,595,061,279	12.0%	88.0%
<i>Higher Education</i>	\$16,627,919	\$390,465,907	\$407,093,826	4.1%	95.9%
<i>Total Education</i>	<i>\$331,012,582</i>	<i>\$1,835,234,333</i>	<i>\$2,166,246,915</i>	<i>15.3%</i>	<i>84.7%</i>
<i>Total Health Care</i>	<i>\$631,004,933</i>	<i>\$241,013,412</i>	<i>\$872,018,345</i>	<i>72.4%</i>	<i>27.6%</i>
<i>Economic Assistance</i>	\$562,929,665	\$39,179,572	\$602,109,237	93.5%	6.5%
<i>Nutrition/Food</i>	\$291,457,761	\$2,494,570	\$293,952,331	99.2%	0.8%
<i>Housing</i>	\$14,443,559		\$14,443,559	100.0%	0.0%
<i>Employment and Training</i>	\$43,820,146	\$1,500,000	\$45,320,146	96.7%	3.3%
<i>Total Economic Support</i>	<i>\$912,651,131</i>	<i>\$43,174,142</i>	<i>\$955,825,273</i>	<i>95.5%</i>	<i>4.5%</i>
<i>Behavioral Health</i>	\$170,924,325	\$77,357,476	\$248,281,801	68.8%	31.25%
<i>Child Welfare</i>	\$54,824,262	\$78,310,928	\$133,135,190	41.2%	58.8%
<i>Youth Development</i>	\$5,458,621		\$5,458,621	100.0%	0.0%
<i>Public Safety</i>	\$16,515,495	\$19,561,093	\$36,076,588	45.8%	54.2%
<i>Total Safety and Family Stability</i>	<i>\$247,722,703</i>	<i>\$175,229,497</i>	<i>\$422,952,200</i>	<i>58.6%</i>	<i>41.4%</i>
<i>Total Economic Development</i>	<i>\$35,993,805</i>	<i>\$31,405,167</i>	<i>\$67,398,972</i>	<i>53.4%</i>	<i>46.6%</i>
<i>Total Community Capacity Building</i>	<i>\$10,735,787</i>	<i>\$1,979,295</i>	<i>\$12,715,082</i>	<i>84.4%</i>	<i>15.6%</i>
<i>Total Expenditures</i>	<i>\$2,169,120,941</i>	<i>\$2,328,035,846</i>	<i>\$4,497,156,787</i>	<i>48.2%</i>	<i>51.8%</i>

SOURCE: From the West Virginia CYF Resource Map, 2001.

Example of Parameters Defined in a Resource Map

The text below from the *Missouri Youth Development Policy Handbook* provides a good example of a CYF map that includes a simple, yet thorough definition of parameters. The author notes that the focus of the report is one unit of government (state); that both federal and state funds are included; that the focus is on youth programs, defined as including individuals ages 6–21; that regular K–12 education funds are not included; and that the time frame tracked is state fiscal year 2001.

What state programs and services are included in this report? In order to measure the opportunities for Missouri’s youth it was necessary to create guidelines for what would be included in our research. Our focus pinpoints the main “out-of-school time” youth development programs administered by the state departments. The various opportunities in the report generally impact the lives of youth between the ages of 6–21. All programs are federally and/or state funded and are part of the Missouri Fiscal Year 2001 state resource map.

SOURCE: The Missouri Youth Development Policy Handbook, 2002, p. 9

to be protective of fundraising information. In addition, surveys have limited reliability because they depend on agency leaders accurately reporting on the source of, and consistently categorizing the use of, dollars in their map. That said, trying to get a handle on private investments may be important if a primary purpose of your mapping effort is coordination of existing investments and if private sector entities are important stakeholders in developing the CYF map. One strategy for gathering information on private investments while avoiding the challenges of surveying individual nonprofit agencies is to only track spending information on private grants by generating information directly from private funders. The appendix provides some options for getting a handle on private funds, if capturing private investments is a priority for you.

What is your target population or program area?

Are you interested in examining spending on children and families broadly or do you want to focus on a specific population or program area?

- If you want to focus on children and families broadly, how do you define children and how do you define families? There are varying definitions of “children” and “families” for purposes of defining eligibility for different federal, state, and local programs. In the *Guide to Developing Children’s Budgets*, Friedman and Danegger provided the common sense advice to “allow multiple definitions to co-exist,” stating, “The simple rule of thumb is to count expenditures for children and families using the definition of the program in question. It is not necessary (and, in fact, it is not possible) to reconcile differing definitions across programs” (Friedman and Danegger, p. 13). As long as you are clear that you want to focus on programs targeted to children and families, you can use common sense to determine which programs are targeted to children and families, regardless of their specific definition of children and families.
- If you want to focus on a specific population, how do you define the population? For example, if you are interested in focusing your data collection on supports and services targeted to “youth” in your community, how do you define “youth”? Will you include programs targeted to young people through age 18? 21?
- If you want to focus on a specific program area, how do you define the program area? For example, in some states and localities, individuals interested in building the supply and quality of after-school programs have developed maps looking only at spending on after-school programs across the state. If you have a specific programmatic focus, such as after-school or early care and education, it is important to clearly define the program area and identify which program components and services are included and which are not. In the example of after-school, will you include mentoring programs?

Narrowing in on the Information You Need

This rule set envisions a three-step sorting process that identifies public-interest expenditures benefiting children and families with children.

Step 1: Separate “public interest” from other spending – Include spending of federal, state, local or private funds which serve interests relevant to the public life of the community as a whole. Exclude private, for profit spending and personal spending by individuals or families for their children.

Step 2: Separate services that benefit families and children from universal services – Does the public-interest spending in question constitute a universal service that benefits all citizens more or less equally? If yes, exclude such services. If the spending addresses children or families with children in some unique way, then include it.

Step 3: Identify the full amount or apportioned share that benefits families and children – For the remaining expenditures, include the full amount if the spending is fully attributable to families and children. For other expenditures, include an apportioned family and children’s share. Apportion on the basis of client/customer share or, where available, the proportion of expenditures devoted to children and families.

SOURCE: Excerpted from *A Guide to Developing and Using Family and Children’s Budgets* by Mark Friedman and Anna Danegger.

School sports teams and other activities? Occasional drop-in programs and more informal supports? Child care services provided to school-age children? In order to identify which programs are appropriate to include you need to establish a definition of what you mean by “after-school program” and then apply that definition to the variety of activities happening in your community.

What general rules will you follow regarding what is in and what is out? If the focus of your mapping

effort is to look broadly at investments in children, youth and families in your community, then you will need to establish a set of general decision rules regarding which types of program expenditures will be included and which will be excluded. A wide range of investments can be connected to children and families in some way. For example, museums in your community are a service to the community as a whole – should expenditures on museums be included in a CYF map? Expenditures on police and fire services are another investment targeted to the general public, which provide important supports for children and families – should they be included in a CYF map? Generally, a useful rule to follow is to include only those expenditures that are targeted to children or that are targeted to families with eligibility dependent on the presence of children in the family. Thus, general expenditures on a museum or police services would not be included in a CYF map; however, spending on specific educational programs targeted to children would be included. In the text box to the left is a basic rule set provided in the original *A Guide to Developing and Using Family and Children’s Budgets* that may be very useful to identifying what expenditures should be included in your resource map.

What education expenditures will you track?

Particularly if you are developing a CYF map at the local level, you will find that K–12 education expenditures tend to dwarf other investments in children, youth and families. Some individuals choose to leave K–12 expenditures out of their CYF map because they are more concerned with understanding and influencing the range of social service investments in the community. While expedient, such an approach skews findings – if you do not include K–12 education expenses, the size of your CYF map will be much smaller than the true overall investment in children, youth and families. A better solution is to include education expenses, but to give careful thought to how they are presented. First, it is advisable to distinguish between basic academic expenses (e.g., classroom expenses) and other social investments schools make (e.g., guidance counselors, school health centers). Careful analysis of a school’s resource map reveals significant investments in non-

What Information Do You Want?

Instructions: Please check the items that accurately reflect the desired parameters for your CYF mapping effort.

Geographic Target

We want to understand the amount and allocation of investments in children, youth and families in our:

- State County City Communities

Unit of Government

Within that geographic area, we are interested in tracking and understanding the investments administered by:

- State County City School
Government Government Government Districts

Types of Expenditures

We will include spending from the following sources in our data collection:

- Federal Funds State Funds County Funds School District
Funds Private Funds
(Foundations, United Ways,
Corporations, Individual Donations)

Note: Each unit of government (state, county, city, school districts) administers funds from a number of different sources. These include dollars that actually originate with that unit of government (for example state general funds administered by state governments) as well as pass-through dollars (for example federal funds administered by state governments). You need to not only be clear on which units of government you will focus on, but also whether you will track all of the funds they administer or only those funds that originate with that unit of government.

Target Population/Program Area

We want to include funding focused on the following target populations or program areas:

- Specific Ages Investments in Specific Program Areas
(Infants? Children? Children, Families and (e.g., After-School Programs,
Older Youth? Communities Broadly Early Care & Education Programs)

Tip

You may want to consider collecting more than one year's worth of data when you begin your mapping effort. Generally, when you are assembling CYF map data, it is almost as easy to collect multiple years of data as it is to collect one year. Beginning your mapping effort with data that looks at the most recent two or three fiscal years will support trend analysis in a shorter time frame than if you only collected just one year of data.

academic activities. Coding an entire school resource map as "academic" expenses would over-represent academic investments and under-represent other types of investments. Second, the basic academic expenses themselves will still be large, and often need to be broken down, perhaps in a separate section of the report.

For what time frame will you collect data? The final issue to consider in setting the parameters for your map is the time frame for which you will collect data. First, you will need to identify the fiscal year(s) for which you will collect data. When you get into data collection, you will find this is a challenge because of the varying fiscal years between federal, state and local governments (the federal government operates on an October to September fiscal year and most states and localities operate on a July to June fiscal year). It is generally too difficult and not worth the time and effort required to try to allocate expenditures to a uniform time period. A better alternative is to identify the most recent year for which data is available. Then collect and use the available data for that year even if you are aggregating and analyzing data from fiscal years with varying boundaries. Just be sure to note this fact in your presentation of the data.

Which Data Analyses Will Be Produced?

Considering which data analyses you want to produce before you begin data collection will help you to target your data collection efforts so that you generate compelling and useful information. Through data analysis you move from the mass of expenditure data

and program information that you could potentially collect to an understanding of what those numbers tell you about investments in children, youth and families. Data analysis can lead you to conclusions regarding levels of funding; sources of funding; comparisons of spending levels on different results and programmatic priorities; comparisons of spending on children and youth services versus other government spending; trends in spending on children, youth and families over time; and a variety of other issues. Which analyses are most appropriate for you to conduct will depend on the purpose of your mapping effort.

Like all aspects of CYF mapping efforts, the level of detail in your analyses will vary depending on your goals in developing the map and the amount of resources and expertise you have for data collection and analysis. Generally, developing more detailed and nuanced analyses requires that you devote more resources to collecting, disaggregating, estimating, and classifying data.

One factor to keep in mind as you decide which analyses you want to include in your CYF map is which analyses move beyond what is included in traditional public budget documents. Line items in public budget documents are typically organized according to major categories of spending within major programs within specific departments and agencies. While these budget documents serve their designated purpose of supporting decision making related to the staffing and operation of discrete public agencies, they do not provide the information decision makers need to assess the overall adequacy of their efforts – what are we spending; on what particular supports and services, populations, outcomes; and with what results. Agency budgets indicate what each agency is spending on particular programs, but not what they are spending on particular populations, program areas or results, either within or across agencies. In contrast, a child- and youth-centered resource map focuses on the questions "What are we spending on specific populations and programmatic areas and does this spending align with family and community needs and priorities?"

A government-centered resource map might ask how the

department of education is allocating its resources, and provide a detailed report on the K–12 education budget by the categories used by the education department. A child and youth-centered map might ask how much is spent on academic and vocational instruction for 15- to 21-year-olds, and what proportion of that spending is invested in high schools, alternative programs and colleges. The first question is focused on a specific system. The second question- is focused on a specific population and type of support, prompting a much more complex analysis that cuts across systems and requires the development of a shared set of spending categories.

The following pages contain examples of analyses that you can include in your map with guidance on the data you will need to collect, and challenges you may encounter in the process. The analyses described represent a sampling of some of the analyses most commonly included in CYF maps. There are, of course, many variations on the examples provided, as well as other possible analyses. The Friedman and Danegger *Guide to Children's Budgets* contains additional examples of these and other analyses. Reviewing CYF maps listed in the appendix will also provide you with ideas for possible analyses.

The last page of this section (page 30) presents the Forum for Youth Investment's Ready by 21 Framework, which is increasingly being used by cities and states as their child- and youth-centered framework for a wide range of analyses and actions. In addition to using this framework to organize and analyze CYF maps, this framework can also be used to organize and analyze data on child well-being, program inventories, public will and more.

Tip

You can track spending over time for all of the analyses we present in this section. Collecting data over time and presenting information on spending trends will always allow for more nuanced and informative CYF maps. If you intend to collect data over time, it is critical that you carefully document your data sources and methods of analysis so you can maintain consistency over time. If you do not collect data in a consistent manner from year to year, you will not be able to present trend data, even if you have multiple years of expenditure information.

Expenditures by Agency

Explanation: One of the most basic analyses included in CYF maps is analysis of expenditures on children, youth and families by state or local agency or department and/or program. Most commonly these analyses include overall spending by agency and/or a breakdown of the individual programs supporting children, youth and families within each agency.

Why Would You Want This? Collecting and sharing this information can help to shed light on the relative stake and power that different departments or agencies have in supporting services for children, youth and families. This listing of programs can also help agencies to identify potential overlap in services and opportunities for collaboration. The drawback of this level of analysis is that it generally does not provide a lot of new understanding beyond what is already known. This analysis sheds light on the relative size of agency budgets, but does not contribute to understanding cross-agency spending on specific program areas or results. Agency expenditures offer helpful overview information, but ideally your map will also include some of the other highlighted analyses that follow.

Considerations: Presenting analyses by agency is one of the easiest analyses to accomplish because it typically involves only the identification of which line items in the budget are directed toward supports and services for children, youth and families. If your state or locality has very little detail in their budgets that are made public, you will have to review more detailed agency maps from individual agencies and/or survey agency personnel regarding programs they administer.

Example: Oklahoma. The tables below show the total expenditures of each state cabinet toward children's services, and the expenditures on the specific programs administered by each department (the agriculture department in the example below).

Cabinet	Actual FY 2000	Actual FY 2001	Actual FY 2002	Budget FY 2003	Requested FY 2004
Department of Agriculture	\$130,515	\$154,194	\$189,055	\$105,850	\$122,500
Department of Central Services			\$600,000	\$650,000	\$650,000
Department of Commerce	\$54,381,704	\$54,596,603	\$75,494,788	\$74,787,778	\$74,787,852
Department of Education	\$2,121,539,847	\$2,160,318,119	\$2,164,992,832	\$2,219,835,531	\$2,228,947,246
Department of Energy	\$206,850	\$223,205	\$325,962	\$299,000	\$299,000
Department of Health & Human Services	\$1,772,609,797	\$1,846,687,341	\$2,045,512,552	\$2,304,492,179	\$1,942,012,998
Department of Human Resources	\$18,143,224	\$12,010,540	\$10,586,947	\$1,050,252	\$3,744
Department of Military Affairs	\$6,132,796	\$10,103,097	\$8,435,973	\$10,094,365	\$8,952,164
Department of Safety & Security	\$823,041	\$606,789	\$656,069	\$671,754	\$684,982
Department of Tourism & Recreation	\$991,721	\$894,528	\$1,093,655	\$1,163,444	\$1,170,444
Department of Veterans Affairs	\$0	\$0	\$0	\$10,000	\$10,000
Total	\$3,974,959,495	\$4,085,594,416	\$4,304,887,833	\$4,613,160,153	\$4,257,667,930

Cabinet	Agency	Program	Actual FY 2000	Actual FY 2001	Actual FY 2002	Budget FY 2003	Requested FY 2004
Department of Agriculture	Conservation Commission	Environmental Education Program	\$102,450	\$92,250	\$118,789	\$14,000	\$14,000
		Subtotal – Agency	\$102,450	\$92,250	\$118,789	\$14,000	\$14,000
	Department of Agriculture	Ag in the Classroom	\$25,000	\$50,000	\$53,983	\$59,350	\$75,000
		Project Learning Tree	\$3,065	\$11,944	\$16,283	\$32,500	\$33,500
		Subtotal – Agency	\$28,065	\$61,944	\$70,266	\$91,850	\$108,500
Total – Cabinet			\$130,515	\$154,194	\$189,055	\$105,850	\$122,500

SOURCE: *Children: Oklahoma's Investment in Tomorrow*, published by Oklahoma Commission on Children and Youth, 2003, p.4

Expenditures by Largest Programs

Explanation: Another simple analysis to present is to list those programs with the largest expenditures on children, youth and families, and the proportion of total spending they represent.

Why Would You Want This? This analysis is helpful to present if there are a small number of programs that make up a relatively large proportion of total spending on children, youth and families. This is the case in many CYF maps, depending on the focus of the map and decisions made regarding what is in and what is out. Typically, K–12 education expenditures, health program expenditures, and expenditures on income support and basic needs comprise large portions of the map. This analysis is quite helpful, drawing readers’ attention to the fact that while there may be a great quantity of different programs supporting children and families, the majority of resources tends to be invested within a handful of programs. As with analyses of expenditure by agency, the drawback of this level of analysis is that it generally does not provide a lot of new understanding beyond what is already known. However, this information can also be paired with child- and youth-centered analyses, such as highlighting the largest programs in each result area, presenting a particularly powerful perspective.

Considerations: The technical difficulty is analogous to that of “expenditures by agency,” and so we provide similar guidance. Presenting analyses of expenditures on the largest programs is generally easy to accomplish because it simply involves identifying which programs targeted to children, youth and families have the largest line items. One issue to keep in mind as you develop this analysis is that you need to be clear on the distinction between funding sources and programs. A large funding source, such as the welfare block grant Temporary Assistance to Needy Families (TANF) is likely supporting a wide variety of different programs in a given state or community. When you present this analysis, it is likely more useful to focus at the program level than at the funding source level.

Example: Contra Costa County. The example below excerpts the five largest programs from a larger table in the Contra Costa County children’s budget that includes the top 20 programs by gross expenditures. In this case, the expenditures of the 20 largest programs is more than four times that of the remaining 95 programs included in the map. Notice that in this map, programs are also classified according to the community outcome they are addressing.

Largest Programs			
<i>Rank</i>	<i>Department</i>	<i>Community Outcome</i>	<i>Gross Expenditures</i>
1. CalWORKS Welfare to Work	Employment & Human Services	Families Self-Sufficient	\$67,306,512
2. Hospital & Emergency Care	Health – Hospitals/Clinics	Children Ready for School	\$63,576,852
3. Section 8 Housing	Housing Authority	Families Self-Sufficient	\$53,134,210
4. CalWORKS Financial Support	Employment & Human Services	Families Self-Sufficient	\$39,275,412
5. Foster Care	Employment & Human Services	Families Safe	\$28,704,824
Gross Expenditures of Top 20 Programs			\$469,652,755
Gross Expenditures of Remaining 95 Programs			\$103,666,325

SOURCE: www.co.contra-costra.ca.us/depart/cao/reportcard/CFSB/GeneratedItems/t2.doc

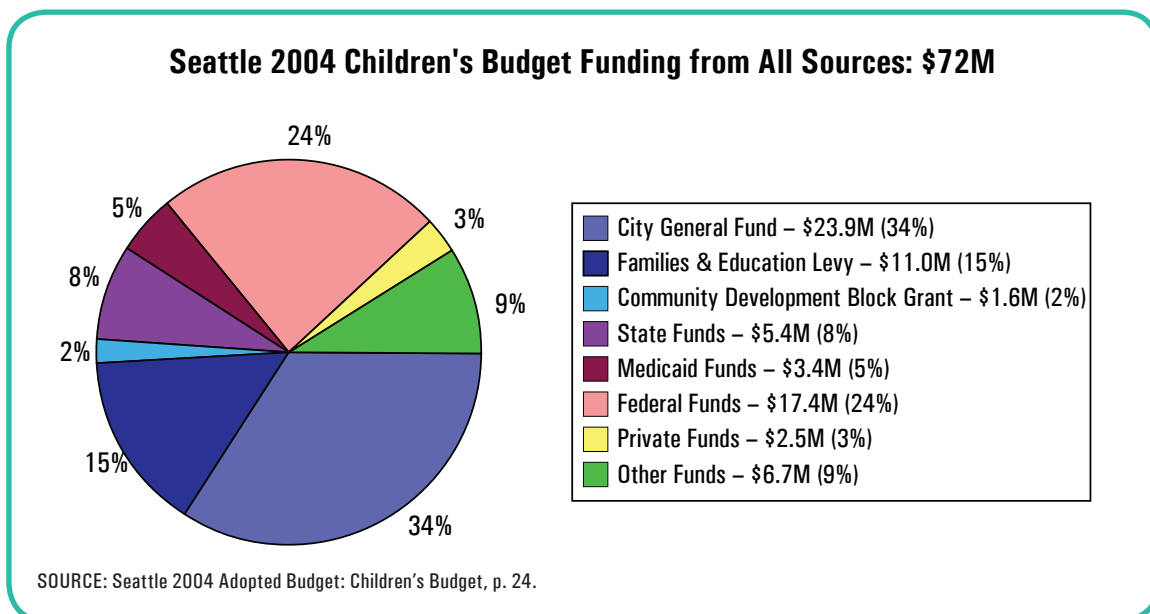
Funding Sources by Payer

Explanation: Most CYF maps include a breakdown of the source of funds for overall spending on children, youth and families. The most typical sources included are: federal, state general funds, city or county general funds (for local maps), private funds and other funds (which may include items such as special levies, trust funds, or publicly collected fees – although these may also be included as separate categories, depending on how large they are). Each state or locality will likely use slightly different categories depending on their particular revenue sources.

Why Would You Want This? These analyses can help policy makers and community leaders in a state or locality identify what proportion of investments in services are actually supported with state or local dollars as opposed to pass-through dollars from federal sources. Community members are often surprised to find that a small proportion of the total cost of the local service structure is actually supported with local dollars.

Considerations: The biggest challenge that you will likely encounter in classifying expenditures according to funding source is collecting accurate information on funding sources, particularly if you are surveying individuals. This is a larger challenge for those collecting data at the local level than at the state level. As funds move further from their source – for example from a federal agency to a state agency to a local agency – they are often renamed and/or combined with other funding sources to support particular programs. Depending on his or her level of experience, a local budget analyst filling out a survey may assume that dollars provided to them under a state program are state dollars, when they in fact may be a combination of federal and state dollars or exclusively federal dollars. For this reason, it is critical that those who are administering and analyzing surveys have a thorough understanding of the funding landscape in your locality. Completing a funding flow map, as described in Technical Resources and Information, will help you to identify the original source of funds.

Example: Seattle. In the example below, total expenditures in the children’s map are analyzed by city general funds, families and education levy, state, federal, private other funds. In this map, they also chose to break out Medicaid funds (a combination of federal and state dollars); and Community Development Block Grant funds (federal funds) separately, due to their size and the fact that the Community Development Block Grant, though a federal grant, is a source that the city has quite a bit of discretion over.



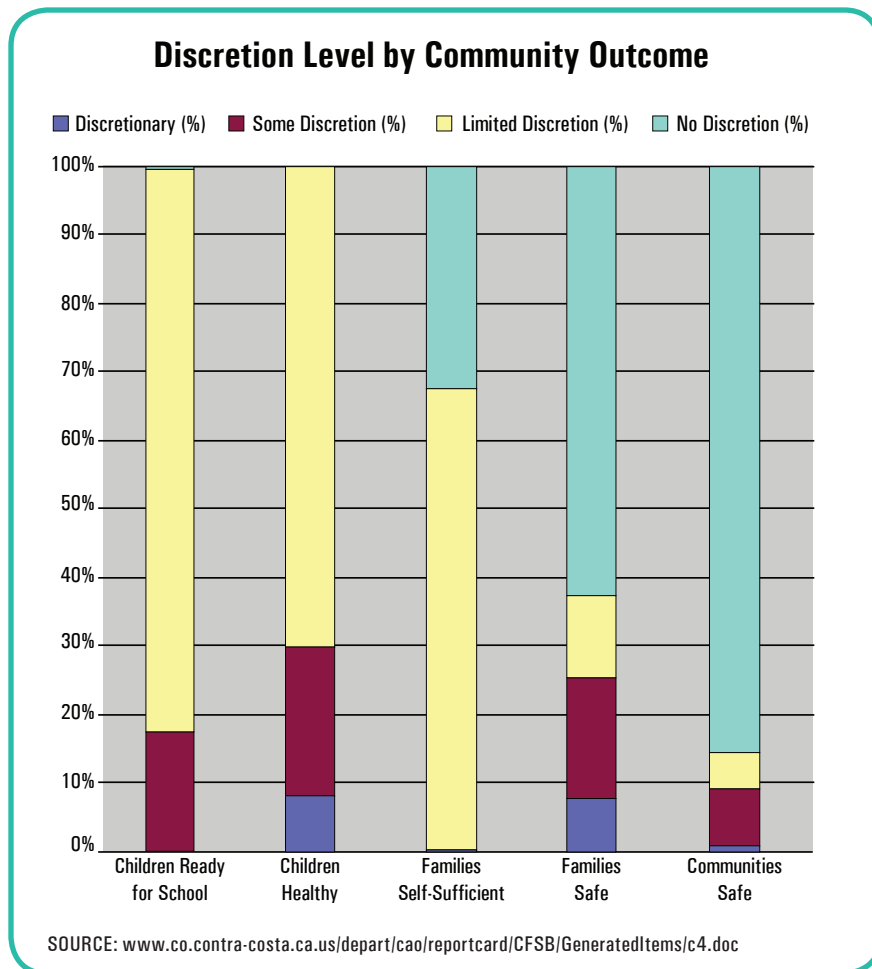
Discretion over Funding Sources

Explanation: Some mapping efforts have included more nuanced consideration of the level of discretion in specific programs. For example, the Contra Costa County budget classifies each program included in its map as: discretionary, limited discretion, some discretion, or no discretion.

Why Would You Want This? If one of the purposes of your mapping effort is to influence the allocation of expenditures toward community priorities, then you may want to include analysis of the level of discretion policy makers have over funding sources. At a very basic level, the analysis of payers described previously sheds some light on this issue because it enables you to disaggregate general fund expenditures, which state and local policy makers typically have more discretion over, from other types of expenditures. An explicit categorization of programs according to discretion level takes this analysis a step further. Those programs identified as discretionary are where state and local policy makers will have the most ability to reallocate toward priorities. This categorization of discretionary funds becomes even more compelling when combined with child- and youth-centered analyses of spending. The example below presents an analysis of the level of discretion Contra Costa policy makers have over spending related to each of their core community results.

Considerations: This type of classification is challenging because it requires those analyzing the data to make difficult judgment calls regarding distinctions among level of discretion. A less nuanced, though still useful effort to shed light on discretion is included the Solano County Children’s Budget, which identifies whether programs are mandated or not. Mandated programs refer to those in which either the level of services or the eligible population is mandated by legislation.

Example: Contra Costa County. Contra Costa County mapped out the amount of discretion they have over funds allocated to each of their results.



Expenditures by Function or Programmatic Focus

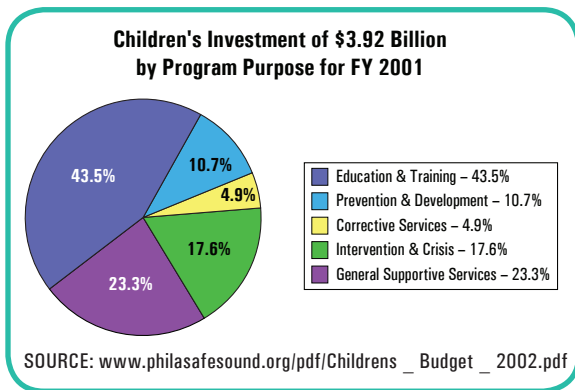
Explanation: Many children’s maps include a classification of expenditures according to their primary function or programmatic focus.

Why Would You Want This? The benefit of functional analyses is that you can begin to understand what the total spending is toward defined purposes or programmatic areas across a community – the core of a child- and youth-centered analysis.

This information is generally not available prior to the development of a CYF map and is an important value-added of the process. Functional analyses shed light on the priority a community is placing on different purposes or programmatic areas based on their spending decisions. When functional analyses are linked with needs assessment information or indicator data, they can help to illuminate whether spending is in line with community priorities and needs. When consistent functional analyses are included in CYF maps over time they become especially powerful, as you can begin to track whether the relative investments in different areas are changing to match needs and priorities.

Considerations: Functional analysis involves identifying and defining a set of meaningful functional areas and then reviewing program expenditures and classifying them according to their primary function. An important challenge of conducting functional analyses is that a single program may be directed toward multiple purposes or program areas. For example, if one were classifying an after-school tutoring and enrichment program based on the Philadelphia purpose areas from the chart below, one individual might classify the primary purpose of the program as educational and belonging in education and training, while another might consider it to be a prevention and development program. The simplest way to address this challenge is to agree with your advisory group on very clear definitions of your functional areas and try to ensure that they have as little overlap as possible. In some cases a single program may have discrete categories of activities directed toward different functional areas that can be disaggregated. However, you will more typically have to make a judgment call about which programs belong in which functional areas based on your functional definitions and the mission and activities of a program. In order to ensure consistency in the way that definitions are understood and applied, you should make sure that one person has the job of classifying programs into functional categories according to definitions, or at the very least, that a single person has responsibility for reviewing all of the classifications for consistency.

Example: The Philadelphia Children’s Budget, published by Philadelphia Safe and Sound, 2002. The example below, from the Philadelphia Children’s Budget, classifies programs into five purpose categories: education and training; prevention and development; corrective services; intervention; and crisis services and general supportive services.



Five Program Purposes

Education & Training. These services include basic education (K–12) and job training for youth. Education services include regular classroom instruction, special education and vocational education.

Prevention & Development Services. These services include targeted prevention programs, such as the immunization programs, teen pregnancy prevention or substance abuse prevention. They also include child and youth development services, such as early childhood education, child care and after-school programs. These services support the overall development of children and youth and are designed to produce healthy and accomplished lives.

Corrective Services. These services attempt to remediate negative behavior of children and youth. Examples include juvenile probation and residential placement of delinquent youth.

Intervention & Crisis Services. These services provide immediate intervention and related services in response to a crisis or a specific condition that must be addressed to avert more serious problems. These include child welfare services, homeless services and behavioral health services.

General Support Services. These services provide support services for children in families that are not economically self-sufficient. These include Temporary Assistance for Needy Families (TANF) grants, housing subsidies, general health care and food stamps.

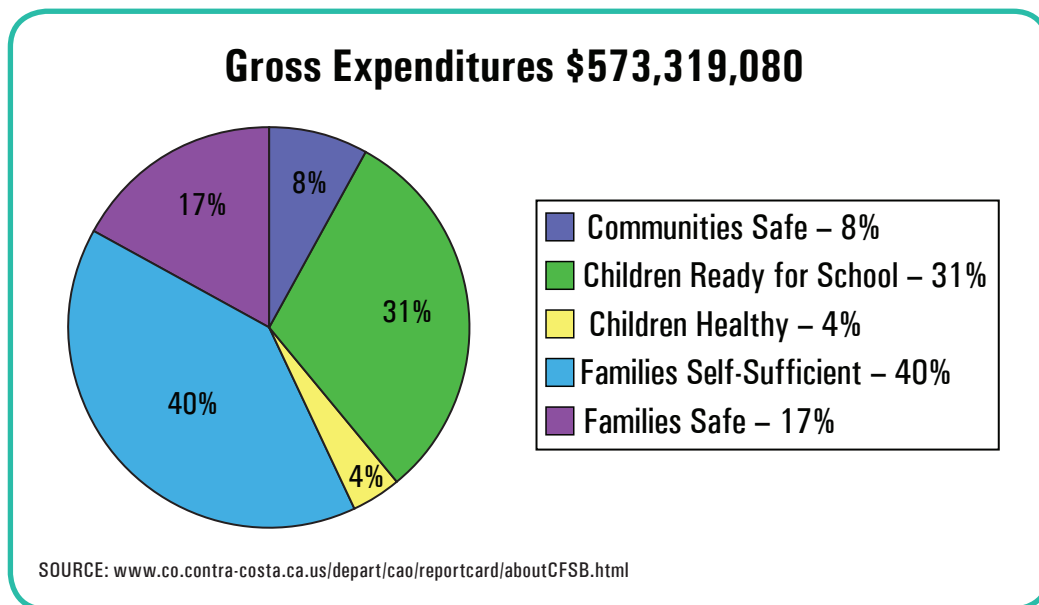
Expenditures by Result

Explanation: Another way of classifying the data you collect is according to results. Many communities and states have developed an overarching set of results or outcomes they seek to achieve. Whenever possible, it is advisable to analyze expenditures according to those results.

Why Would You Want This? The benefits of analysis by core results are similar to those of functional analyses. A CYF map analyzed according to results can be an important data tool in efforts to take a comprehensive and strategic approach to improving results across a community. The specific results that states or localities analyze may be results that are tracked in a state or local report card or results taken from other results frameworks (see Using the Ready by 21[®] Framework to Organize your Analysis, page 30, for one possible Framework).

Considerations: The challenges of classifying expenditures according to result are very similar to those discussed for functional analyses, but are heightened. Many programs are directed toward multiple results and classifying them according to a single result can be difficult. Similar to classifying expenditures according to functions, you can use the primary goal of programs as a means of classifying according to results. Where a program is clearly directed toward more than one result, you may need to assign portions of program expenditures to varying results. You may also find that using a multi-purpose category sparingly can help you classify those programs that are truly comprehensive or dedicated to achieving more than one result. Finally, keeping the number of results within which you are classifying expenditures to a small and discrete number will help you avoid challenges in categorizing according to results.

Example: Contra Costa County. In the example below from Contra Costa, the map is based on a set of “community outcomes” developed in 1997 by the Contra Costa Children and Families Policy Forum, and were adopted by the Board of Supervisors. This is a particularly powerful way to organize a report, linking it to outcomes that are embraced throughout the community. Contra Costa uses the same outcomes framework to organize other information they collect as well. For example, their Children’s Report Card contains information on indicators of community well-being in relation to the same five outcomes. This helps everyone stay focused on aligning their efforts toward the same overarching goals and provides all the necessary information to advance their work.



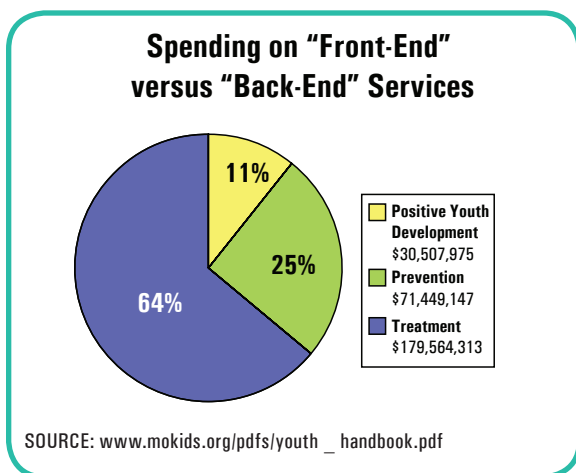
Spending on “Front-End” versus “Back-End” Services

Explanation: Another important analysis included in many CYF resource maps is comparison of funds spent on “front-end” services, such as prevention and development programs, compared to expenditures on “back-end” services, such as treatment and remediation.

Why Would You Want This? These analyses are often used to make the case for devoting more attention and resources to front-end services with the goal of reducing the amount of dollars that need to be spent on back-end services.

Considerations: Similar to functional and results analysis, some programs may be difficult to classify as either “front-end” or “back-end” services. For example, treatment programs may be built on principles of youth development and work to prevent future crime and recidivism. The way that individuals most commonly address these challenges is to classify programs based on their primary target population and purpose of service. Programs that are widely available to children and youth and whose primary purpose is to promote healthy outcomes are classified as development programs. Services that are targeted to at-risk populations or whose primary stated purpose is to prevent a negative outcome, such as drug use, are classified as prevention programs; and programs targeted to populations experiencing problems or crisis and aimed at addressing those issues are classified as treatment or remediation programs. Another strategy for addressing the challenge of classifying programs with multiple purposes is to include a multiple purpose category in your analysis. You can only use this category sparingly or it will render your overall analysis fairly useless, but it allows you a place to put programs that are truly targeted to multiple purposes and classifying them as one or the other would be an arbitrary decision. If you find that you are including a significant proportion of programs in your multiple purpose category, then you likely need to refine the purpose categories you are using so they allow for a meaningful classification of your data.

Example: Missouri. In the example from the state of Missouri below, expenditures were analyzed according to whether they were primarily directed toward positive youth development, prevention or treatment.



Using the Ready By 21® Framework to Analyze Front-End versus Back-End Expenditures

Ready By 21 outlines four core purposes that the range of supports and services for children and youth serve. These include:

- **Protecting** children and youth from harm;
- **Preventing** a range of negative outcomes, from drug abuse to youth violence;
- **Promoting** positive outcomes, such as academic success; and
- Ensuring that youth are not just fully prepared, but are fully **participating** in their world in positive ways through civic engagement.

CYF mapping efforts that are focused on analyzing youth expenditures could use the above categories to organize an analysis of back-end versus front-end services. The first three categories align with the categories often included in these analyses – intervention and remediation (protection); prevention (preventing); and child and youth development (promoting). The participation category asks for slightly more nuanced analysis of front-end services by looking separately at expenditures on services targeted toward youth leadership, civic engagement, and community service. While these expenditures are sometimes lumped together with positive development expenditures, some may find it useful to pay special attention to the participation category (for example, the Kentucky children’s map specifically looked for opportunities for young people to serve on boards and similar leadership roles).

For more information, visit www.forumfyi.org

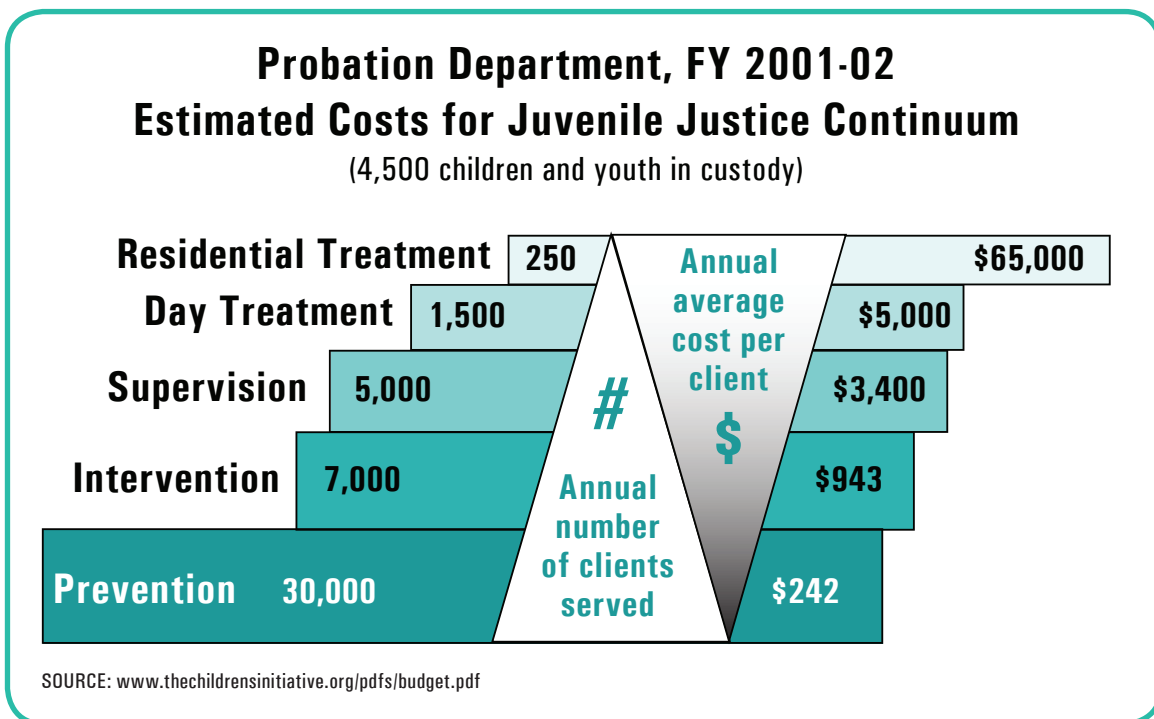
Unit Spending on “Front-End” versus “Back-End” Services

Explanation: Many maps that include discussion of the overall investment in front-end and back-end services also analyze the unit cost of front-end and back-end programs.

Why Would You Want This? These analyses are used to make the point that remediation programs are typically much more expensive than prevention and development programs, and that more investment in effective development and prevention services can potentially lead to cost-savings in remediation. This cost data, if paired with program evaluation data demonstrating that prevention programs are effective in reducing the number of youth who need remediation services, presents a compelling case for increased investments in prevention.

Considerations: Unit spending analysis can be difficult to assemble and even more difficult to compare across different types of interventions. At a basic level, unit spending analysis requires that you have the amount of overall spending on different programs or program areas, a definition of what a “unit” of service is, and a count of the number of units provided. When comparing unit costs for different types of interventions you should be careful that the cost numbers you are using are comparable. For example, if a program makes a one-time infrastructure investment that is included in their overall costs, it can seriously distort the calculation of a unit cost for that year. Finally, presentation of unit cost analysis will be most effective when presented in the context of background information on the interventions compared and information on how effective they are.

Example: San Diego County. The chart below from the County of San Diego CYF map does an excellent job of making the point that it is much more expensive to invest in intensive treatment programs than it is to support prevention efforts.



Context Analyses

Explanation: A final type of analysis that is important to consider including in your CYF resource map is analysis that helps to put the overall numbers you are presenting in context.

Why Would You Want This? We mentioned early in this paper that one danger of producing CYF maps is that the total amount of spending may appear large and be used to justify cuts. There are a number of possible ways to help individuals put your CYF map numbers in context. Context analysis helps individuals to: view expenditure information in relation to overall state or local expenditures; consider how trends in spending on children, youth and families compare to trends in overall spending or spending on other purposes; consider overall spending on specific programs in relation to the overall need for services; and consider and compare unit cost spending. A common comparison that is made in relation to unit cost spending is per pupil spending on education in different localities and states. An overall K–12 education expenditure number, which will generally appear very large on its own, may be perceived very differently if comparison of per pupil spending is added.

Considerations: The first challenge in presenting context information is identifying what context information will be most useful and illuminating for your map. In maps that are analyzing trends in spending over time, it is helpful to consider inflation and population growth (or decline). This is typically done with the Consumer Price Index and population totals from Census actual or estimated data. If spending is growing more slowly than the combined effects of population and inflation, then it is actually declining in real or “constant” dollars.¹ Another common challenge is identifying consistent comparison numbers for investments that you have analyzed. For example, you will find that there are a variety of methods for calculating per pupil spending in education or per recipient spending on Medicaid services. If you have generated an estimate for your state or locality that you wish to compare to other states or localities, be careful to check that you are using a comparable method of calculating spending before presenting comparisons.

Example: Solano County. The tables below provide an example of context analysis from the Solano County children’s budget that looks at the trend in the total spending on children in Solano County as a proportion of the total county resource map. You can see that spending on children decreased from 38 percent of total spending in 2000/01 to 30 percent in 2001/02 and 2002/03. Looking at the spending on children in relation to overall county spending illustrates that, although there was an increase in spending from January 2002 to February 2003, the percent of the total resource map dedicated to children’s services remained at 30 percent.

¹ See Friedman and Danegger for more information on this issue.

Budget 2000/01		
County (Actual)	Children’s Budget (Adopted)	Percent
\$461,132,246	\$173,268,806	38%

Budget 2001/02		
County (Actual)	Children’s Budget (Adopted)	Percent
\$533,543,661	\$162,481,198	30%

Budget 2002/03		
County (Actual)	Children’s Budget (Adopted)	Percent
\$587,207,821	\$178,043,079	30%

SOURCE: www.childnet.org/publications/pdf/2003BudgetEmbargoWeb.pdf

Using the Ready By 21[®] Framework to Organize Your Analysis

The Forum for Youth Investment’s Ready by 21 framework offers one potential way to organize an analysis of data by function and by result, in a manner consistent with other data collection efforts (this framework is often used to organize indicator data on child well-being, major initiatives underway, etc.). Oftentimes, the biggest challenge a community faces is not that it does not have enough information, data and reports, but that it has too many which were created in incompatible ways. For example, a school district collects academic achievement information broken down by type of school (elementary, junior, high) at the same time as a county collects health data broken down by age group (0–5; 6–10; 11–15). Infusing a consistent framework into the way information is collected and analyzed and the way decisions are made across the full range of systems and sectors is a major component of a Ready by 21 effort. The Ready By 21 Framework below is a tool to organize consistent data collection efforts across systems. This Framework also helps keep planners focused on the big picture, countering the common tendency to switch foci each year (e.g., a governor’s gangs initiative one year, an after-school campaign the next, a dropout summit the third). This framework keeps attention on the whole, encouraging planners to avoid tunnel vision – keep from losing ground in most areas while their attention is focused on one or two – and to link specific campaigns and initiatives into a more coherent and complete package and vision.

		Infants (0 – 5)	Children (6 – 12)	Youth (13 – 19)	Young Adults (20 – 24)	Families & Communities
Ready for College	Cognitive/Academic Development					
Ready for Work	Vocational Development					
Ready for Life	Physical Development					
	Social/Emotional Development					
	Civic & Cultural Development					

In the case of a CYF map data collection effort, the three categories in the first column are core result categories, within which more specific desired results can be articulated and indicator data collected as well as expenditure information related to those results. The categories in the second column: Cognitive/academic development; Vocational development; Physical development; Social/emotional development; and Civic and cultural development are functional categories around which you could organize expenditure analysis. You would just have to develop a clear definition of each of these functional categories in order to classify program expenditures within them. Finally, a third layer of analysis of expenditures could be added that looks at functional spending within the specific age groups listed. This would likely be the most difficult and ambitious level of analysis to perform because programs that serve individuals across these age spans may or may not have the data available to analyze expenditures in this manner. One of the goals of Ready By 21 is to influence the data systems collect so that information can be disaggregated by age group, as displayed. The families and communities category would include programs such as WIC or income support that are not targeted specifically to children, but support the family as a whole.

Using the Resource Map: How Will You Tell Your Story?

Through your data collection and analysis, you will develop an understanding of what story the numbers tell about investments in children, youth and families in your community. The final critical step you need to take in the CYF mapping process is to identify how you will tell that story. What are the most important conclusions and messages drawn from your data? What are the best vehicles for communicating those conclusions? What level of detail will you provide about your data and analysis? What combination of data, graphics and narrative will most clearly illustrate your findings? What is the right mix of data and commentary or recommendations to include in your findings? There is not one correct answer to these questions, as the appropriate answers will depend on your intended purpose and audience(s). Clarifying your message and tailoring your communication strategy to your intended audience(s) will determine whether your data is actually used to inform policy making, investments, and program development in the community. Remember that your CYF mapping effort is only as effective as the leaders it influences, the public it galvanizes and the action it inspires.

To ensure that you are successful in telling your map story, you should devise a thorough communications strategy. The scale of CYF map communication efforts vary considerably depending on the scope and focus of the map. Developing clear and specific answers to the following three questions will help you to determine the appropriate communication strategies for your effort and ensure that the data you collect is put to good use.

Tip

By engaging your advisory group in formulating your message, you will not only develop a richer and more nuanced story to tell, but you will set the stage for enlisting advisory group members as messengers. Let them deliver the message, both in their own spheres of influence and as a collective body.

What is your message? The first step is to review your data and analyses and identify the most compelling messages you want to communicate. No doubt you have

What Tools Will You Use to Disseminate Your Information?

Think of your target audiences and then determine which of these tools are most suited to reach that audience:

- *Produce a formal publication*
- *Create an online resource center*
- *Convene stakeholders to discuss findings*
- *Present at legislative hearing with written, verbal, power point testimony*
- *Produce short briefs on particular issues revealed in the mapping process*
- *Engage a journalist to highlight the findings*

collected a lot of information and developed a number of interesting analyses. Remember, however, that trying to present too much detailed information can overwhelm an audience and cloud your message. Bring your advisory group together to identify the most compelling and timely points that the data reveals. What can you uncover by analyzing funding for a particular issue that is receiving a lot of public attention? What can you learn by placing map information and social indicators side by side? What are trends over time with federal and state appropriations? Is there a fit or misfit between policy makers' articulated priorities and patterns of spending? Answers to questions like these should help you to develop a clear and consistent set of talking points to describe the findings/recommendations of your map. Lead with these points in all of your communication efforts. The full range of data can be shared in appendices or back sections of written reports for those who are interested.

One issue you should consider when identifying your core messages is whether you merely want to present questions and conclusions based on the data or whether you want to offer recommendations based on those findings. Some CYF maps include

Tip

In written reports, you will likely want to begin your presentation of data with the analyses that provide the best overview of total spending on children, youth and families. Common analyses used for overview purposes are pie charts showing total spending by agency; total spending by funding source; or total spending by function or programmatic area.

recommendations while others do not. Whether you decide to include recommendations will depend on the purpose of your map, the audiences you are targeting, and the stakeholders involved in its development. Some CYF maps include broad-ranging policy and funding recommendations aimed at improving coordination, encouraging new investments, or changing the way current expenditures are invested. Others include more modest recommendations that are focused on mapping and policy making processes.

Who are your target audiences? You will likely have multiple audiences for whom your CYF map is useful. For each of those audiences you may have a different way of presenting the information. If you are trying to affect policy, then state or local policy makers, the governor and agency heads may be the key audiences. If you are trying to demonstrate the need for greater private investment, getting the attention of foundation, business and other influential community leaders may be your goal. If you are trying to demonstrate a lack of coordination and need for more efficiencies, then community organizations, state and local agencies and commissions may be your target. If it is greater public awareness that you seek, then a strong message directed at the media could be helpful. Remember that for any target audience, the best way to ensure that they are receptive to your information is to engage key members of the audience as early in the process as possible.

For example, in Missouri, the youth budget research was conducted by an advocacy organization outside of state government. It was critical that they get the attention of decision makers inside of government. They did this by engaging key decision makers throughout the map development process. Leaders of the CYF mapping effort met with department secretaries to garner their input on the budget, they engaged legislators in helping to light a fire with those agencies that they had a hard time getting data from, and asked the Governor to write a forward to the report. When the report came out a range of policy makers were aware of it and interested to see the findings.

In Solano County, the children's budget was developed by an agency outside of county government, but with the buy-in of key decision makers in county government. According to the principal author of the Solano Children's Budget, "We were able to do this because throughout the process we maintained sound relationships. We had the support of the County Board of Supervisors, the County Administrative Office, and directors of the County Departments that serve children and families. Without the support and cooperation of these stakeholders, the project would not have succeeded as well as it did." For every edition of the Solano County Children's Budget, and the Solano County Children's Report Card, a member of the County Board of Supervisors wrote an introductory endorsement, and participated in a press conference where the documents were formally presented to the press and the public.

How will you communicate your message? Once you have clarified your message and identified your target audience(s), you can determine who the best messenger is, as well as what the appropriate communication vehicle is for each audience. You may have a variety of messengers and communication vehicles depending on who your target audiences are. For example, if you decide to release a written report, who will publish

WARNING

In one community, two important stakeholders for children, youth and families went on the radio together and had different messages, one saying that there was no need for new funding because coordination was the real problem and the other saying that funding is the top priority. Bringing your advisory group together to agree on key conclusions and messages to communicate will help you to avoid this type of challenge.

Missouri Youth Policy Recommendations

The following is an excerpt from the recommendations that Citizens for Missouri's Children (in consultation with youth, youth serving organizations, government agencies, private funders, and researchers) provided to policy makers in conjunction with the *Youth Development Policy Handbook*. As you can see by the recommendations, this CYF map was part of a broader effort to assess the state's youth programs and policies.

1. Design a strategic plan for youth development policy.
2. Incorporate youth in policy decision making.
3. Create a central entity responsible for youth development at the state level.
4. Incorporate an applied definition of youth development.
5. Inadequate involvement of youth in program planning and policy development.
6. Insufficient funding for youth programs and services.
7. Create a dedicated funding stream to support youth development activities.
8. Form public/private partnerships for youth development.
9. Increase inter-departmental collaboration.
10. Improve data collection and use.
11. Create and/or expand upon successful youth development programs.
12. Promote a positive youth development message.

SOURCE: Missouri's Youth Development Policy Handbook, Citizens for Missouri's Children.

and release it? The information may be perceived very differently depending on whether it comes from an elected official, a government agency, an advocacy agency or a university. Sometimes your ability to deliver an effective message will depend on your willingness to let others take credit for the work you have done. If policy makers and community leaders are communicating your message as if it is their own, you know you are succeeding in your efforts.

For example, in Kentucky the official release of CYF map data was presented to stakeholders at the Youth Policy Forum pre-conference of the 2005 Great Kids Summit. After the data was presented, state leaders, youth, and youth professionals discussed strategies for improving coordination, accountability, and opportunities for youth leadership in Kentucky's youth programs. A panel of state leaders spoke about each of these three areas identified through the CYF mapping process for improving youth development services in the state.

Tip

Consider whether one of your goals is to convince policy makers to adopt a CYF mapping process as an ongoing resource for decision making. If it is, then you must clearly communicate how a CYF mapping process can be institutionalized in your community. Have you put in place and documented a process to collect the data that policy makers can easily adapt?

From communication to action. The ultimate test of the success of your communication effort is whether the information you have developed is actually used as a basis for policy and investment decisions. The call to action will likely be answered if you communicate a sense of urgency regarding the negative outcomes that many children and youth face, as well as clear and practical recommendations for making improvements. Every community has gaps and disconnects in the system of supports and opportunities for children, youth and families, as well as examples of promising supports and services that are making a real difference. Identify

the shortfall(s) and highlight workable strategies for making improvements. Often it is the short-falls that get the attention of the media and policy makers. You can then use that attention to unite stakeholders around an action agenda for improved supports and services. The benefit of making recommendations in the context of a CYF map effort is that they are grounded in the reality of how to make most effective use of, and build on, existing investments. Leadership does not only originate from elected officials, so do not forget other potential leaders: Community members, youth, nonprofit agency leaders, advocates and business leaders. Present some simple steps that these stakeholders can take to learn more ways they can communicate needs in their community to the appropriate body, and ways that they can support coordination efforts locally. Though in most cases all of the information you will have presented is public information, access is often quite limited. A CYF map written for the layperson is an invaluable contribution to deciphering complicated and important systems of funding.

Those who work in the human services arena know that resources are often scarce. But in difficult financial times how do policy makers know which are the most critical investments to make? Often it is based on nonempirical information such as how much was received last year, what is the crisis du jour, or which interest group has the most resources and is best organized. A CYF map helps to identify the gaps and redundancies in existing investments and makes it easier to generate a clear message about needs and priorities. No one would ask their employer for a pay increase without knowing how much they were currently making. The same holds true here. It is hard to argue for increased supports for children and youth without any sense of the total amount currently invested.

A final consideration related to your communication strategy is how you can maintain momentum for the work. Consider who had their interest piqued by the first CYF resource map that could be useful to add into your advisory group. Think about ways to keep your advisory group engaged in the effort and thank and

acknowledge them for their contribution. Celebrate the accomplishment of creating a resource for policy makers, practitioners and the public to improve the lives of children, youth and families.

Tip

It will go a long way in relationship building if you provide an advance copy of your map to any relevant elected officials and agency heads, particularly if the map is produced from outside of government or if there are difficult issues addressed in the map.

Using a CYF Resource Map to Make Change

If you are a policy maker...

1. Hold a press conference to announce the CYF resource map results and share recommendations.
2. Draft legislation to address programmatic gaps and redundancies.
3. Hold a hearing to get firsthand knowledge of the needs and recommendations of the departments and agencies based on the information in the CYF map.
4. Create a Coordinating Body/Children's Cabinet/Joint committee on Youth and Families to produce and/or monitor the CYF map over time.
5. Revisit appropriations based on what was learned throughout the CYF mapping effort.
6. Address inadequacies and barriers in federal child and family policy that affect your state or county.
7. Create policy that requires an annual CYF map and names a lead agency to complete it.

If you are an advocate or program provider...

1. Share the results far and wide: With the media, the legislature, community groups, city councils, school boards, the governor's office, foundations, youth advocates, business leaders.
2. Convene providers or reach out to existing coalition of providers to draft recommendations to share with policy makers based on the findings of the CYF map.
3. Put a face on the issue. If it turns out that programs and services for children, youth and families are truly disorganized and hard to decipher, imagine the result that can have on an actual individual. Find that person who can tell that story.

If you are a community member or young person...

1. Use the resource map to become a well-informed advocate for better investments in children, youth and families.
2. Ask for a clear youth and community voice in the budget recommendation process.

Using a Resource Map to Create Action

The West Virginia Children and Families Funding Study is a functional analysis of state and federal funding streams initially requested by the governor's office in 1998. The information in the study has been used in several ways thus far:

1. To guide public education and policy discussion.

The administrator of the study presented the map information at day-long regional workshops. Trends in the data were discussed which naturally raised policy related issues. After each section of the analysis was presented, a key policy question was asked and small group discussions held. Key points of the discussion were then captured. The workshop slides and discussion are available at: www.prevnet.org/fundingstudy/workshops.htm

2. To highlight investments in prevention. The budget analysis has been used as a source of data on government spending on prevention programs and was integrated into a database to monitor trends in prevention efforts across state and federal programs.

3. To guide local coordination efforts. Local community organizations have used the reports to identify and involve agencies and programs involved in particular service systems in local planning for healthcare, or juvenile services, education, etc.

4. To understand the functional service systems and overall landscape of funding. The "funding maps" included in the initial report (2004) have helped the general public and policy makers in better understanding what the service systems look like, what programs contribute to a particular functional system, and what funding streams support it. The West Virginia "funding map" is a diagram that shows the flow of funds from federal and state agencies to local programs and services.

SOURCE: www.prevnet.org/fundingstudy

Building the Resource Map: Collecting the Data

Once the leaders of a CYF mapping process have developed a vision answering the basic “Who, What, When and How” questions, data experts will need to bring their vision to reality. This section takes you through three steps involved with building your map: Identifying appropriate data sources; gathering data; and analyzing the data.

Identifying Appropriate Data Sources

The first step in building your map is to generate a basic list of the public and private agencies from which you need to collect data. Which agencies are appropriate will depend on the parameters of your map. There are a couple of methods for identifying the agencies you will target for data collection, depending on who you have involved in your map effort and how knowledgeable you are about the way that dollars flow into your community. Review the following options and decide which makes the most sense for your advisory group, based on the focus of your mapping effort:

1. If you are focusing on one level of government (i.e., you are collecting data on expenditures administered only by one level of government – state, county, or city), print a list of all of the agencies (and ideally an organizational chart) in the level of government that you are focused on. Then identify the agencies that you think are the relevant ones to collect data from based on the parameters of your map. If you are looking broadly at investments in children and families, you may want to simply include all of the agencies, because unlikely agencies and departments often have investments targeted to children and families.
2. If the focus is on a geographic area, such as a city, and you want to capture expenditures administered by multiple levels of government, the task of identifying data sources is a little more complex. In this case, there may be some state agencies you need to collect data from as well as city agencies, county agencies, and school districts. Your advisory group can likely identify most of the major agencies that are critical to include through a simple brainstorm. However, another option to

With a Clear Plan in Place, You Can Collect and Analyze the Data *Identifying Appropriate Data Sources*

- If you are focusing on one level of government, identify the relevant agencies.
- If the focus is on a geographic area, develop a funding flow map.
- If you are including private expenditures, collect basic information from funders or more detailed information from grantees.

Gathering Data

- Option 1: Collect information from budgets and reports.
- Option 2: Survey public and private funders.
- Option 3: Use secondary data sources.

help to ensure that you are not missing important sources is to develop a funding flow map. A funding flow map is a tool for identifying how the major funding streams flow into your community. The table opposite provides a sample with ten of the largest federal programs that support children, youth and families, and a place for you to fill in major state and local programs. The left-hand column lists major funding sources supporting services for children and families and the columns to the right track the agencies that administer those funds. Some funds may originate at the federal level, then flow to a state agency, then to a local agency, and finally to a private community-based organization. Others originate at the local level. Each level of government that the dollars flow through is noted with as much specificity as possible. Generally, the funding agency closest to the community is where you want to begin data collection efforts, because staff at that level will have the most detailed information on what services the funds support.

One important reason to use a funding flow map is to help you avoid double counting expenditures. A mistake that is easy to make in the development of

Sample Funding Flow Map				
<i>Funding Source</i>	<i>Federal</i>	<i>State</i>	<i>County</i>	<i>City</i>
Major Federal Sources				
Medicaid (Title IX)	DHHS			
State Children’s Health Insurance Program (SCHIP)	DHHS			
Temporary Assistance to Needy Families (TANF)	DHHS			
Title IV-E	DHHS			
Title I	Education			
Community Development Block Grant (CDBG)	HUD			
Workforce Investment Act (WIA)	Labor			
Social Services Block Grant (SSBG)	DHHS			
Child Care and Development Fund (CCDF)	DHHS			
Head Start	DHHS			
Major State Sources				
Major Local Sources				

CYF maps is to simply gather spending information from all of the public and private agencies operating programs serving children, youth, and families in your community and then present the total as overall spending. Because many funding streams pass through multiple agencies before they are actually spent on programming, this method will likely lead to double counting. For example, if your state social services department administers funds for school health services that flow to the school district, gathering information from both agencies might lead you to double count the health services funds. Developing a funding map helps you to understand the overall landscape of how funds flow in your community, so you can avoid this mistake.

The Challenge Posed By Discretionary Grants

Even if you do a thorough job of identifying the appropriate public agencies from which you will collect data, this will not enable you to capture federal discretionary grants that flow directly from the federal government to nonprofit agencies in your community. Federal discretionary grants are grants that are typically administered competitively by federal agencies and flow directly from the federal government to public or private agencies. If you are focused on collecting information on a single unit of government (state or local), discretionary grants are not a problem, as you will only need to gather information on discretionary grants that your target unit of government receives. If, however, you are interested in understanding the total investment in a given locality, you may wish to gather information on discretionary grants that private nonprofits are receiving. You can accomplish this through a survey, in the same manner that you would gather information on private grants. Another and less resource-intensive option is to use secondary data sources. The census publishes two databases that can help you to get a handle on the amount of discretionary grants recipients in your state or county are receiving – the Consolidated Federal Funds Report and the Federal Assistance Award Data System. Descriptions of, and links to, both of these databases are included in the appendix.

In order to complete this type of funding map, you need to understand what the major relevant funding sources are for your mapping effort based on the parameters that you have set. At this stage, the goal is not to create an exhaustive list of every relevant funding source. Rather, the idea is to follow the flow of the major relevant funding sources, in order to target the agencies that will have comprehensive information on the range of funds supporting your areas of interest.

3. If you are including private expenditures, which data sources are appropriate will depend, in part, on the level of detail of information you want to collect. If you simply want to get a sense of the major private investments that are present in your community, you are likely better off using private funders as the source of information. Members of your advisory group can likely easily identify the major local funders, such as community foundations, United Way, family foundations, and corporate funders that are investing in your community. You can also conduct a Foundation Center search (www.fdncenter.org) to get a list of what the largest grants are in your community and who supports them. This will help you identify national as well as local foundations that may be making investments in your community.

If you want to gather more detailed information on private funding, including the funds that agencies generate through fee-for-service activities or fundraising, then you will likely need to collect information directly from nonprofit agencies in your community. The United Way may be a useful partner in identifying and reaching out to nonprofit organizations. The online service GuideStar is another resource that may be helpful. GuideStar (www.guidestar.org) is a searchable database through which you can generate a

list of nonprofit agencies in your community, and gather some information on their financial status. A GuideStar search can help you to narrow in on the nonprofits in your community with the largest budgets.

Gathering Data

Once you have identified the appropriate sources from which you need to collect data, you can decide what the best data collection strategy is for you. The table opposite outlines data collection strategies commonly employed in the development of CYF maps and considerations for deciding which strategies are most appropriate for you. There are three basic options: 1) Collecting information from funder budgets and reports; 2) Surveying funders and/or providers regarding their expenditures; and 3) Using secondary data sources. You may use one or some combination of all of these strategies, depending on the parameters of your map, the time and resources available to collect data, and the buy-in of various stakeholders.

Before you begin collecting expenditure data, it is important that you have a clear idea of the data analyses you would like to produce. In the previous section, we have outlined analyses commonly included in CYF maps. There are, of course, many possible variations on those analyses and countless other possibilities for data manipulation and analysis as well. Review the analyses included as well as examples from CYF map documents and identify those analyses which are the most compelling, given the priorities or your stakeholders. If you are developing a CYF map for the first time, you will likely want to focus on producing a small number of analyses that have real meaning and value to your stakeholders. Generally, as individuals produce maps for multiple years, they are able to refine and add additional analyses based on their experience collecting, analyzing and using the data.

Once you are clear on the analyses that you want to include in your map, you can determine what data you need to collect and develop your database. When you have a database developed, you should try entering a

Tip

An important distinction to keep in mind as you are identifying your analyses and collecting your data is the difference between funding sources and programs. A single funding source, such as Medicaid, or TANF, can support a number of different programs in the community. Most typically, the unit of analysis for the entries in a children's map database is programs. The funding source and expenditure amounts are data fields that you will include for each program. In some cases the program and funding source will be the same, while in other cases you may have multiple funding sources that support a single program, and/or a single funding source that supports multiple programs.

Tip

If you are administering a survey, once you have the survey developed, you will likely want to test the survey by asking one or two agency administrators to fill it out and provide feedback to you. You can review their responses to determine whether the survey is clear and will generate needed information.

few sample entries and generating desired charts and tables based on the data. This will help you to identify problems or gaps in the data prior to going through a lot of data collection and entry effort. If you are administering a survey, you will want to align the survey data points with the database. The more closely you align the survey with your database, the easier you will make your data entry task. If you take the time to carefully consider and identify the analyses you hope to develop through your map effort before you begin collecting data, you will make the overall data collection and analysis process much more efficient.

Developing a CYF resource map is not easy, and tends to be a developmental process. Remember the level of data collection and analysis you can produce will improve with each year of a mapping effort. Often, the first

Tip

If you are administering a survey, there are a number of methods you could employ for survey completion. You can send hard copy or electronic survey forms with instruction and ask individuals to complete and return to you. You can develop an online form that individuals fill out, or you could have staff directly administer the survey through phone conversations or in-person meetings. The final method is the most resource-intensive but will ensure more consistency in data collected and will lessen the time that is required to understand and clarify survey responses completed independently.

CYF map is used to develop a basic level of expenditure data, increase interest among key stakeholders and build support for a second CYF map to be developed, hopefully as part of an annual process. With time and experience, the quality of the data and analysis will improve.

Data Collection Strategies

<i>Strategy</i>	<i>Benefits</i>	<i>Drawbacks</i>	<i>Appropriate If...</i>
<i>Collecting Information from Funder Budgets and Reports</i>			
Gather and review budget documents of relevant state and local government agencies. Follow-up with conversations with budget analysts to better understand numbers or if you need more detail.	<p>It is generally relatively easy to access state or local agency budget documents.</p> <p>Is a good starting point for understanding the map context even if you plan to survey agencies.</p>	The level of detail provided in state and local agency budget documents varies considerably from place to place. In some places these documents provide little detail to help you make sense of investments in children, youth and families and are often hard to decipher.	<p>The budget documents in your state or locality are detailed enough that they provide needed data.</p> <p>You do not have the level of cooperation among state agencies or the resources that will allow you to survey budget personnel across agencies regarding their spending on children, youth and families.</p>
Gather and review reports published by private funders on their grant making. Follow-up with foundation personnel where more detail is needed.	Offers a relatively “quick and dirty” way to get a sense of what services private funders in your community are supporting.	<p>Will not provide information on private revenue other than grants.</p> <p>You will likely miss grants made by smaller funders who may not be supporting a significant number of programs in your community.</p>	Your main purpose in collecting information on private investments is to figure out who the major private investors are and how investments might be better coordinated.
<i>Surveying Funders and/or Providers Regarding Their Expenditures</i>			
<p>Developing a reporting form or survey regarding expenditures on children, youth and families that is filled out by budget personnel at public agencies; foundation staff, if you are including private agencies; and nonprofit agencies if you want to get a handle on the full range of private and discretionary funds they are developing.</p> <p>If CYF mapping process is institutionalized, this reporting can become integrated into annual budget processes for public agencies.</p>	If you have the cooperation of budget personnel, can allow you to collect a level of detail, and estimates of expenditures that are tailored to your interests and needs.	<p>Difficult to maintain controls over data reliability and validity as you are depending on a number of different individuals to interpret survey questions and appropriately manipulate and report data in response.</p> <p>Can require considerable follow-up to ensure responses.</p>	You have high-level leadership engaged in your effort who can put in place the processes across public and/or private agencies to ensure that you receive cooperation from budget personnel.
<i>Using Secondary Data Sources</i>			
Using databases or reports generated by national policy organizations or federal agencies on public and private expenditures (see page 50 for a list of secondary data sources and the information they provide).	Least resource-intensive as data is already collected and some analysis has already been completed.	Information on many funding sources is not available through secondary sources, particularly state and local spending.	<p>As a means of supplementing or filling in gaps in data collected through other strategies.</p> <p>If you want to supplement the information you have collected with state to state comparison analyses developed by national groups.</p>

Conclusion

It is too easy for policy makers, community advocates, and program administrators to become lost in the complexity and quantity of individual programs, funding streams, and agencies serving children, youth, and families. It can be difficult to maintain focus on the “forest” as well as the “trees,” and keep asking and answering the most important questions: What do community stakeholders want for themselves and their communities? How are children, youth, families and communities faring? What is working and what is not? How do we best build on the successes and strengths of individuals, families, programs, and organizations? How do we address and strengthen gaps and weaknesses in our systems of supports and services? These are the questions addressed through the core tasks of “taking aim” (developing a common vision and framework), “taking stock” (collecting information about the child and youth landscape), and “taking action” (using the vision and data to make changes in how young people are served). CYF resource maps are a critical tool to include in your “taking stock” toolbox. The real test of community priorities and public and political will is whether and where communities choose to invest their resources. CYF maps provide a method for understanding this issue in a comprehensive inter-agency way that goes beyond traditional budget documents. They are tools that can promote more coordinated, efficient and effective investments in children, families and communities.



Appendices



Data Collection Tools

In this section, we provide samples of tools used for data collection. The first example, “Solano County Data Table,” was used by leaders of the Solano County CYF map for their data collection effort to track 74 programs over a three-year period.

The second example, “Kentucky Youth Development Partnership Policy Assessment Project Survey,” was used with public as well as nonprofit agencies providing youth services statewide in Kentucky. The target of this CYF mapping effort was Youth Development programs, so some of the questions included on the survey are specific to this audience.

The last example, “San Francisco Children’s Services Allocation Plan – Instruction Memo and Spreadsheet,” was provided to city departments to track their children’s funding. The focus of this CYF mapping effort was services for children aged 0–17. The memo is a good example of the type of background information and specific instructions that you should include if you administer a survey. Because this survey was limited to city departments, some of the information requested is very specific to city mapping processes and information systems.

Example 1: Solano County Data Table

Leaders of the Solano County CYF mapping effort used the table below for their data collection effort for three years and were able to track 74 programs over that three-year period. The file was sent to the appropriate person in each county department who filled in the figures. Once compiled, these were checked with the County Administrator's Office for accuracy. These data provide the basis of a further analysis of trends and investments in programs for prevention, as contrasted with crisis intervention and treatment.

Program Description	Mandated Program?	Match Required?	Name of Funding Sources	Federal Funding Budgeted		State Funding Budgeted		Other Revenue Budgeted		County Including Realignment		Total Program Cost Budgeted	
				2002	2003	2002	2003	2002	2003	2002	2003	2002	2003
Adoptions Assistance	M2	C1	Fed Title IVE/State	\$1,548,942	\$1,676,776								
		F2	Realignment							\$242,182	\$263,264	\$1,713,961	\$1,940,040
Adoption Program	N			\$458,405	\$482,033	\$88,207	\$55,568					\$546,612	\$537,601
SED Assistance	M2	C1	State Funds			\$131,378	\$266,790						
		F2	Realignment							\$1,235,360	\$1,442,291	\$1,366,738	\$1,709,081
AFDC - Foster Care Placement	M2	C1	Fed Title IVE/State	\$3,450,630	\$4,486,429								
		F2	Realignment							\$3,380,070	\$4,231,855	\$6,820,700	\$8,716,284
Care of Court Wards	M2	C1	County							\$46,068	\$100,404	\$46,068	\$100,404
Child Welfare Services	M	F1	Fed Title IVE										
		C1	Fed Title IVB										
			Fed Title XIX										
Family Preservation Program (FPP) Probations	N	C1	State/County			\$6,781,434	\$6,565,836			\$1,088,006	\$1,833,125	\$7,869,440	\$8,398,961
		F3	State/County			\$269,563	\$269,563					\$289,874	\$289,874
Family Preservation Program (FPP) CWS	N	F1	Fed Title IVE				\$754,237						
		C1	Fed Title XIX							\$239,557	\$251,237	\$944,527	\$1,005,474
Promoting Safe & Stable Families (PSSF) formerly Family Preservation & Support Program (FPSP)	M1	F3	Fed Title IVB	\$83,236	\$99,437							\$83,236	\$99,437
Probation TANF (EA) Eligibility	M		County				\$17,18,503			\$50,000		\$50,000	\$1,718,503
Foster Care Eligibility	M2	F1	Fed Title IVE/State										
		C1	Realignment	\$573,782	\$535,961					\$97,784	\$84,449	\$671,566	\$620,410
Adoption Services	N	F1	Fed Title IVE/State	\$546,612	\$482,033						\$55,568	\$546,612	\$4,537,601
Foster Family Home (FFH) Licensing	N	F1	Fed Title IVE/State	\$289,709	\$253,912					\$17,701	\$59,548		
			Realignment									\$307,410	\$313,460
Independent Living Program (ILP) N	M2	F3	Fed Title IVE/State	\$402,526	\$408,071						\$307,674	\$402,526	\$715,745
D.A. Rainbow Children's Center	N	N	County/Other Revenue					\$40,000	\$40,000	\$174,969	\$182,631	\$214,969	\$222,631
D.A. Sexual Assault and Statutory Rape Units	N	N	State			\$176,661	\$150,000			\$19,535		\$196,226	\$193,034
			County								\$43,034	\$286,218	\$321,577
D.A. Victim Witness Services	N	N	State			\$286,218	\$286,218				\$35,359	\$286,218	\$321,577
D.A. Child Abduction Unit	M2	N	State			\$188,380	\$168,536					\$188,380	\$168,536
Total				\$7,353,842	\$8,424,652	\$7,921,871	\$10,235,251	\$40,000	\$40,000	\$6,621,543	\$8,890,439	\$22,645,063	\$27,590,342

Federal and state funds combined. Total Program Costs have been verified. In some cases, the detailed funding information for a given program could not be completely determined with the data received from the County. In these instances, the detail provided may not add up to the total program cost.

Example 2: Kentucky Youth Development Partnership Policy Assessment Project Survey

The following survey was used with public as well as nonprofit agencies providing youth services statewide in Kentucky. The target of this CYF mapping effort was Youth Development programs, so some of the questions included on the survey are specific to this audience.

1. What is the official Kentucky title of your program?

2. Please complete the following information about your program.

Cabinet _____

Department _____

Division _____

Branch _____

3. What is the target population for the service(s)/program(s) your agency provides? (Check all that apply)

8–12 years old

13–17 years old

18–24 years old

My program provides services to adults who serve youth in the target population listed above.

Other (specify) _____

4. What was the total budget for your service/program in fiscal year 2004?

\$ _____

5. How is your program's budget administered?

Direct service

Contract for services

Community grant

Other (specify) _____

6. What are the funding sources for your program? (Check all that apply and specify percentage)

Federal funding (percent _____)

Name of federal funding source _____

State funding (percent _____)

Local funding (percent _____)

Foundation

Endowment

Fee for service

Fundraising

Donations

Other (specify) _____

7. What outcome(s) is your program trying to achieve? (The term "outcomes" can often be confusing, we are also talking about long term goals or desired results for your program)

8. Does your organization have an advisory council?

- Yes
- No

8.1 If yes, are youth member of that council?

- Yes
- No

8.2 If youth are members, what percent serve on the advisory council?

Percent _____

9. Is there anyone else within your agency that provides services for youth?

- Yes
- No

9.1 If yes, please provide name and contact information.

10. Who is the media contact for your organization, if any?

11. Please provide your complete contact information.

Full name _____

Title _____

Address _____

Phone _____ Email _____

*Thank you for participating in the Kentucky Youth Development Policy Assessment.
You will be invited to attend a presentation of the results in December.*

Example 3: San Francisco Children's Services Allocation Plan – Instruction Memo and Spreadsheet

The memo and spreadsheet below were provided to city departments to track their children's funding. The focus of this CYF mapping effort was services for children aged 0–17. The memo is a good example of the type of background information and specific instructions that you should include if you administer a survey. Because this survey was limited to city departments, some of the information requested is very specific to city mapping processes and information systems.

MEMORANDUM

To: Fiscal/Budget Staff of Participating City Departments
 From: Budget and Fiscal Operations Manager, Controller's Office
 Director of Finance & Administration, DCYF
 Date: October 14, 2005
 Re: Request to Update Form 3B Budget Submission for Children's Services Allocation Plan by November 15, 2005.

Summary: Departments are requested to update children funding investment information for 2005–2006 previously provided on Budget Form 3b by November 15, 2005 in order to prepare data required by the Charter to develop the City's Children's Services Allocation Plan. An updated form and instructions are provided. ***An optional meeting on the new form and process will be held Friday, October 21 from 9 a.m.–10:30 a.m. in DCYF's Conference Room, Fox Plaza, 1390 Market Street, Suite 900.***

Purpose: The purpose of this effort is to accurately measure San Francisco's overall investment in children and youth 0–17 and their families including by type of service funded, source of funding, and City Department in a one-time snapshot in the current budget year to factor into the Children's Service Allocation Plan described in Section 16.108 of the Charter. Further, efforts this fall will be incorporated into the annual mapping process so that data is consistently gathered on an on-going basis.

Instructions: Please complete the revised Resource map Form 3b, using the following definitions and instructions. A sample, partially completed spreadsheet is provided to help demonstrate how to display programs that have split funding and/or service categories.

- **Program Name:** List the name used within your department to describe the program. If the Program has multiple Sources of Funding, please use separate rows for each Source of Funding. If a program's Source of Funding is a work order from another department, do not include it on your spreadsheet. Your spreadsheet should only reflect work orders for children's services where you are the requesting department.
- **Service Category:** Pick the one category, from those defined below, which most accurately reflects the activities provided to children and youth participating in the program.
 - *Academic Support/Literacy:* Programs and strategies employed to improve the literacy and /or academic performance of participating children and youth, including libraries.
 - *Child Care (ages 0–2):* Funding of direct child care services for children from birth through two years of age.
 - *Child Care (ages 3–5):* Funding of direct child care services for preschool age children.
 - *After-school and Child Care (ages 6–13):* Programs providing consistent out of school time activities and programming for school age children.
 - *Cultural Enrichment:* Programs and activities promoting the cultural enrichment of children including art, dance, music, creative expression.
 - *Employment:* Programs with a primary focus on preparing youth for employment through job readiness training, vocational/employment training, and/or work experience opportunities.
 - *Family Support:* Programs that are designed to strengthen families, helping parents to raise their children, become self-sufficient and take an active role in their communities. These programs may be providing respite or drop-in child care, parenting education, or family case management services.

- *Health–Behavioral*: Programs whose primary purpose is to provide case management, general counseling and mental health services to children, youth and families as well as crisis intervention.
- *Health–Primary Care*: Programs whose primary purpose is to provide primary health services.
- *Recreation*: Programs whose primary purpose is to provide recreation opportunities.
- *Shelter, Supportive Housing*: Programs whose primary purpose is to provide shelter or supportive housing, and related services to populations in need.
- *Sports and Physical Fitness*: Programs whose primary purpose is to provide athletics and/or improve the physical fitness of children.
- *Child Protection*: Any child protection activities not included in other categories.
- *Other Children, Youth and Family Activities*: Programs that do not fit in other categories. Please provide an explanation in the notes column.

- **FAMIS Program**: List the Program Code used in FAMIS for the source of program funding listed in each row.
- **Index Code**: List the index code for the program funding listed in each row. You may list multiple index codes on one row as long as they have the same Program Code and Source of Funding.
- **Total Program Budget**: List the total amount budgeted for the program.
- **Proportion Assumption**: List the proportional percentage you are using to determine how much of the Total Program Budget is related to children 0–17 years of age. If the amount listed under the Total Program Budget is all spent on children, type 100 into this field. Children 0–17 currently represent 14.5 percent of San Francisco’s population.
- **Total Program Budget 0–17**: This is automatically calculated by multiplying the Total Program Budget times the Proportion Assumption.
- **Source of Funds**: Indicate the source of funds used to support the programs.

Assistance Available: If you have any questions or need individual assistance, please contact Ken Bukowski at DCYF (kbukowski@dcyf.org or 202.934.4844). Please email Ken if you plan to attend the optional informational meeting to be held Friday, October 21 from 9 a.m.–10:30 a.m. in DCYF’s Conference Room, Fox Plaza, 1390 Market Street, Suite 900.

Deadline: Please submit materials electronically to Ken Bukowski of DCYF (kbukowski@dcyf.org) by November 15, 2005.

Thank you for your assistance.

Example 3, Continued: San Francisco Spreadsheet

Department Name _____

Program Name	Service Category	FAMIS Program	Index Code	Total Program Budget	Proportion Assumption	Program Budget (0-17)	Source of Funds									
							General Fund	Baseline - FAL	Children's Fund	Federal	State	Private	Other			
Totals				\$		\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$

1. The information shown above should be based on each department's budget submission for 2006-2007.
2. Requesting documents should show work order spending on their spreadsheet based on the source of funds.
3. Only DCYF should show program spending under the Children's Fund column.
4. Each department's total for Baseline-FAL should match the Baseline information tracked by the Controller's Office. Changes from what is currently shown as Baseline spending by the Controller's Office should be highlighted.
5. If a program has more than source funding, separate rows will be required for each funding source.

Column Explanations:

Program Name – List the name used within your department to describe the program

Service Category – Use the drop down menu to select the category that most closely matches the program based on the description provided for each category. Please contact DCYF if you are having difficulties categorizing a program.

FAMIS Program – List the Program Code used in FAMIS for the source of program funding listed in each row.

Index Code – List the index code for the program funding listed in each row. You may list multiple index codes on one row as long as they have the same Program Code and Source of Funding.

Total Program Budget – List the total amount budgeted for the program from their source of funding.

Proportion Assumption – List the proportional percentage you are using to decide how much of the Total Program Budget is related to children ages 0-17. If the amount listed under Total Program Budget is all spent on children, type 100 into this field.

Program Budget (0-17) – This is automatically calculated by multiplying the Total Program Budget times the Proportion Assumption.

Source of Funds Columns – Contact DCYF if you have questions about how particular program funding should be categorized. Please use a separate sheet of paper to provide the specific funding source for any funding listed in the Other column.

Secondary Data Sources

There are a number of national data sources and publications that provide information on federal and state funding and expenditures for children's services. Typically these publications analyze expenditures in a particular program area, such as education or child welfare. They can help state or local leaders who are interested in tracking investments in children's services to get a handle on the overall landscape of funding sources, determine the level of federal and state expenditures in specific program areas and make state-to-state comparisons of federal and state expenditures on services for families. These documents can offer helpful context and supplementary information to the data you collect in your state.

General Data Sources

United States Census

Office of Statistics, Government Division. Federal, State and Local Government Finances.

www.census.gov/govs/www

State Government Finances. Provides a comprehensive summary of annual survey findings for state governments. The tables and data files present the details of revenue by type, expenditure by object and function, indebtedness by term, and assets by purpose and type. www.census.gov/govs/www/state.html

Public Elementary-Secondary Education Finances.

Education finance data includes revenues, expenditure, debt, and assets (cash and security holdings) of elementary and secondary public school systems.

www.census.gov/govs/www/school.html

State and Local Government Finances. The statistics cover government financial activity in four broad categories of revenue, expenditure, debt, and assets.

www.census.gov/govs/www/estimate.html

Consolidated Federal Funds Report. The Consolidated Federal Funds Report (CFFR) covers all states, the District of Columbia, and U.S. Outlying Areas. These data cover Federal expenditures or obligations for the following categories: grants, salaries and wages,

procurement contracts, direct payments for individuals, other direct payments, direct loans, guaranteed or insured loans, and insurance. Dollar amounts reported represent either actual expenditures or obligations. The database can be searched by state, county, program and agency. www.census.gov/govs/www/cffr.html

Federal Assistance Award Data System. After the close of each quarter of the Federal fiscal year, the Federal Assistance Award Data System (FAADS) produces a file of standardized data records on all types of financial assistance awards made by Federal agencies to all types of recipients (including units of state and local government) during the indicated quarter. Each transaction record identifies, by the Catalog of Federal Domestic Assistance (CFDA) program code number and name, the type and amount of financial assistance, the type and location of the recipient and the geographic place of performance. Data is available at both the state and county levels and includes expenditure by function. www.census.gov/govs/www/faads.html

Office of Management and Budget

Issued by the Office of Management and Budget, the Budget of the United States Government is a collection of documents that contains the resource map message of the President, information about the President's map proposals for a given fiscal year, and other budgetary publications that have been issued throughout the fiscal year. Other related and supporting map publications, such as the Economic Report of the President, are included, which may vary from year to year.

www.gpoaccess.gov/usbudget

National Association of State Budget Officers

The National Association of State Budget Officers (NASBO) has served as the professional membership organization for state finance officers for over fifty years. NASBO makes a number of reports on state fiscal health and budgeting available to the public, including the semi-annual The Fiscal Survey of States, the annual State Expenditure Report, and the biennial Budget Processes in the States. Other reports present research and comparative analysis on topics such as capital budgeting. www.nasbo.org/publications.php

The Nelson A. Rockefeller Institute of Government Fiscal Studies Program

The Fiscal Studies Program produces reports on important developments in state finances – from tax collections to spending on education, health and welfare programs. www.rockinst.org/research/sl_finance/default.aspx?id=326&ekmense1=10_submenu_0_link_1

State Revenue Report. The program’s ongoing short reports include the State Revenue Report, a quarterly analysis of trends in state tax revenue. This report is published shortly after the end of each calendar quarter.

State Fiscal Briefs and News. The Fiscal Studies Program also publishes periodic analyses of trends in state and local government spending and taxes in the form of State Fiscal Briefs and News, which are released several times a year. Recent topics have included tax cut updates, overviews of education spending in state maps, and surveys of the economic assumptions underlying state maps.

Education

U.S. Department of Education

Grant Awards Database. The database contains information on U.S. Department of Education grant/cooperative-agreement awards since FY2002. There are four ways to search for grant awards:

1. Pick List Search – search award database according to priority data fields, such as zip code, CFDA number, state or program name;
2. Text Search – search for awards using a particular text string, such as zip code;
3. Date Search – search for awards within an award date range; and
4. Abstract Search – search the full text of the grant abstracts included in the database.

<http://wdcrocolp01.ed.gov/CFAPPS/grantaward/start.cfm>

Department of Education Budget Tables. The Department of Education provides budget tables that list FY 2001–2006 allocations for all programs in the department by Program and by State. The tables are available for download in PDF or Excel format. www.ed.gov/about/overview/budget/tables.html

Office of Special Education Programs, Data Analysis System. This web site provides public access to the most recent data about children with disabilities served under the Individuals with Disabilities Education Act (IDEA). The data are collected annually by the U.S. Department of Education, Office of Special Education Programs in accordance with Section 618 of IDEA. The data are provided in the form of tables produced for the Annual Reports to Congress. IDEA Part B funds services to children ages 3–21 and IDEA Part C funds services to children from birth–two years of age. www.ideadata.org

National Education Association

National Education Association (NEA) is the country’s largest professional association; with members working at every level of education. NEA publishes Rankings & Estimates (www.nea.org/edstats/images/05rankings.pdf) annually, a report that provides state-level data and analysis on trends in education policy and spending. www.nea.org/edstats/index.html

National Institute for Early Education Research

The National Institute for Early Education Research (NIEER) supports early childhood education initiatives by providing objective, nonpartisan information based on research. The “2004 State Preschool Yearbook” is the second in a series of annual reports profiling state-funded pre-kindergarten programs in the United States. This 2004 Yearbook describes state-funded pre-kindergarten in the 2002–2003 school year. The report can be downloaded or state by state data is available on an online interactive map. <http://nieer.org/yearbook/states>

Health

Center for Medicare and Medicaid Services

The Center for Medicare & Medicaid Services (CMS) is the federal agency responsible for administering the Medicare, Medicaid, State Children's Health Insurance Program (SCHIP) and other health-related programs. CMS offers researchers and other health care professionals a broad range of quantitative information on their programs, from estimates of future Medicare and Medicaid spending to enrollment, spending and claims data. <http://www.cms.hhs.gov/>

Kaiser Family Foundation

The Henry J. Kaiser Family Foundation is a nonprofit, private operating foundation focusing on the major healthcare issues facing the nation. The Foundation web site contains a wealth of data and analysis of Medicaid and SCHIP spending as well as state health policy and spending information.

- The Medicaid/SCHIP Spending & Budgets page provides analysis of Medicaid and SCHIP spending and policy, with particular attention to tracking variations and changes in state policy and spending. www.kff.org/medicaid/spending.cfm
- Kaiser's state health facts Web pages provide an interactive map with state by state data on health policy and spending, including state health costs and budgets. www.statehealthfacts.org

Workforce Development and Income Support

Administration for Children and Families Office of Family Assistance

This site contains TANF financial data from 1997 through 2004. The Office of Family Assistance also publishes an Annual Report on TANF to Congress (www.acf.hhs.gov/programs/ofa/annualreport5) that reports on the status of caseloads, work participation rates, State expenditures, and other State policies. www.acf.hhs.gov/programs/ofa/data

U.S. Department of Labor, Employment and Training Administration

This site provides an interactive map with state by state, Program Year 2002 WIA data, as well as a national summary of the data.

www.doleta.gov/usworkforce/documents/annualreports/annual_report_2002.cfm

Social Security Administration Office of Policy

The Office of Policy is responsible for analysis and research on policy initiatives for the Social Security Old-Age, Survivors, and Disability Insurance (OASDI) programs and the Supplemental Security Income program. The Office of Policy places a high priority on analysis that provides policy makers with the information they need to understand the broad impact and distributional effects of reform proposals. www.ssa.gov/policy/index.html

Child Welfare

The Urban Institute Center on Labor, Human Services, and Population

The child welfare research program at the Urban Institute has tracked and produced a number of reports addressing state spending on child welfare services, including, most recently, *The Cost of Protecting Vulnerable Children: How Child Welfare Funding Fared During the Recession* (www.urban.org/url.cfm?ID=411115). It documents the amount states spent on child welfare activities in state fiscal year (SFY) 2002, the funding sources they used, how funds were used, and how funding has shifted since federal welfare reform and passage of the Adoption and Safe Families Act.

Helpful Resources

The following documents provide advice on how to assemble, analyze, and use data on children's investments, as well as related issues, such as results-based accountability and general information on the landscape of funding sources supporting services for families, children, and communities.

Resources from The Finance Project

A Guide to Developing and Using Family and Children's Budgets, by Mark Friedman and Anna Danegger, August 1998. www.financeproject.org/Publications/guide.htm

Finding Funding: A Guide to Federal Sources for Workforce Development Initiatives, by Nanette Relave, June 2005. www.financeproject.org/Publications/workforcefunding.pdf

Financing Childhood Obesity Prevention Programs: Federal Funding Sources and Other Strategies, by Dionne Dobbins, September 2004. www.financeproject.org/Publications/obesityprevention.pdf

Financing Transitional Jobs Programs: A Strategic Guide to Federal Funding Programs, by David Kass, June 2004. www.financeproject.org/Publications/transitionaljobs.pdf

Guide to Federal Funding Sources for the Jim Casey Youth Opportunities Initiative and Other Youth Initiatives, by Aracelis Gray and Carol Cohen, January 2004. www.financeproject.org/publications/JCYOIFundingGuide.pdf

Catalog and Guide to Federal Funding Sources for Professional Development in Education, 2003 Update, by Casey Robinson, May 2003. www.financeproject.org/Publications/Federal%20Funding%20Guide%20Update%20FINAL.pdf

Finding Funding: A Guide to Federal Sources for Out-of-School Time and Community School Initiatives, Revised and Updated, by Heather Clapp Padgett, January 2003. www.financeproject.org/Publications/FundingGuide2003.pdf

Catalog and Guide to Federal Funding Sources for Professional Development in Education, by Carol Cohen and Anya Freiman, The Finance Project, June 2001. www.financeproject.org/Publications/federal%20funding%20guide.pdf

Federal Funding for Early Childhood Supports and Services: A Guide to Sources and Strategies, by Carol Cohen, Margaret Flynn & Hansine Fisher, June 2000. www.financeproject.org/Publications/fedfund.pdf

Resources from The Forum For Youth Investment

From Data to Action: Ways to Leverage a Child and Youth Budget, 2005.

Other Resources

Youth Budget Toolkit, John W. Gardner Center for Youth in Their Communities. <http://gardnercenter.stanford.edu/docs/Youth%20Budget%20toolkit.sit>

Trying Hard is Not Good Enough: How to Produce Measurable Improvements for Customers and Communities, by Mark Friedman, Trafford Press: September 2005. www.raguide.org/trying_not_good_enough.htm or www.trafford.com/05-1308

Results Accountability Guide, online resource centers that provides a number of tools and guidance for developing results-based accountability systems. www.raguide.org

Links to CYF Resource Map Documents

State Examples

Kentucky Youth Development Partnership
Policy Assessment Project
www.kychildnow.org/

Louisiana Governor's Children's Cabinet
Children's Budget Report
www.doa.louisiana.gov/OPB/pub/Childrens_Budget_FY04-05.pdf

Citizens for Missouri's Children
Missouri's Youth Development Policy Handbook
www.mokids.org/pdfs/youth_handbook.pdf

Children: Oklahoma's Investment in Tomorrow 2003
Oklahoma Commission on Children and Youth
www.okkids.org/documents/Childbudg03.pdf

West Virginia Children and Families Funding Study
Project www.prevnet.org/fundingstudy/index.htm

County Examples

Contra Costa County
Children and Family Services Budget
www.co.contra-costa.ca.us/depart/cao/reportcard/aboutCFSB.html

San Diego Children's Initiative
San Diego's Children's Budget
www.thechildrensinitiative.org/pdfs/budget.pdf

Solano County (CA) Children's Network
Children's Budget
http://www.childnet.org/ourresearch/children%27s_budget.htm

City Examples

Philadelphia Safe and Sound
The Children's Budget
http://www.philasafesound.org/publications/publist_childrensbudget.php

San Francisco Department of Children, Youth & Families
Children's Services Allocation Plan
<http://www.dcyf.org/workarea/linkit.aspx?LinkIdentifier=id&ItemID=1618>

Seattle Office of Policy & Management
Children's Budget www.ci.seattle.wa.us/financedepartment/04adoptedbudget/ChildrensBudget.pdf

Adding It Up: A Guide to Mapping Public Resources for Children, Youth and Families

This guide is a joint effort from the Forum for Youth Investment and the Finance Project designed to help decision makers and community leaders both learn the importance of a good children youth and families (CYF) resource map and lay out the process of creating or improving a CYF resource map of their own. In order to help busy leaders organize their time and the process of getting started, we have packaged the guide in three parts:

The Brochure. Offering the highlights of what a CYF map can do, and why a state or community might benefit from one, the brochure can help you make the case and spread the word about your efforts. A good tool for introducing decision makers to the idea of a CYF map, the brochure can also help those who already have CYF maps in the works think about how and if their efforts are meeting their needs.

Adding It Up: A Rationale for Mapping Public Resources for Children, Youth and Families. This introduction explains the why, how and what behind creating a CYF resource map. Setting the stage for what's involved in the process, this overview provides a good framework for understanding both the benefits and the challenges of getting the job done right.

Adding It Up: A Guide to Mapping Public Resources for Children, Youth and Families. The “meat and potatoes” of the guide, the handbook has been designed to clarify the process of creating and implementing an effective CYF resource map. With special attention paid to helping users avoid pitfalls and work from examples of others' experience, the guide combines tips, tools, worksheets and everything a planning team might need to kick off a CYF map development process or reconfigure an existing one for greater success.

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