

Introduction to Fiscal Mapping for Home Visiting



A range of funding sources and financing mechanisms are available to support prenatal to five services for families and their young children. These sources are the products of different legislation, are guided by different rules, and require different contracting and administrative approaches to dispersing the funds. Many are also not resourced at a capacity to meet the service needs of all eligible children and families.

For agencies operating Maternal Infant and Early Childhood Home Visiting (MIECHV)-funded home visiting services, being able to leverage these additional funding sources is critical. Braiding funding across multiple sources allows MIECHV programs to draw down matching grant funds, reach more families, and enhance the quality of services provided. In addition, estimates of current service capacity indicate that home visiting serves only 19 percent of families who would most benefit from the service.¹ To grow, these agencies need to understand and maximize the funding sources available to them.

Fiscal mapping offers MIECHV awardees a framework for identifying and documenting current and potential sources of funding for their home visiting programs. It can help awardees leverage and maximize available funds by showing which funding sources are underused, compare funding levels across sources, and understand characteristics of current and potential funding streams such as the target population of a funding source or eligible billing entities. Awardees can use this information to align funding to program type, set a course for leveraging potential funding sources, and secure funding to meet funder matching requirements.

¹ HRSA analysis based on the 2024 U.S. Census Bureau's *Current Population Survey Public Use Sample*.

Overview of Fiscal Mapping

Fiscal mapping is a process for identifying and cataloging information about current and/or potential funding sources for a given service or activity. The outcome of this process is a visual “map” that presents all of the funding sources available to an awardee within a specific time frame (e.g., one to two fiscal or calendar years). For each identified funding source, the map presents the same information. This includes the following:

- Source of the funds (federal, state, territory, Tribal, private, or other)
- Administration of the funding (organization that is responsible)
- Amount (current and/or potential)
- Services or goals covered
- Population served
- Reach or capacity (current and/or potential)
- Entities currently funded by the source, if applicable, or that could be funded

A fiscal map provides a factual account of funding that is available at a particular time, how this funding is currently being used, how much funding is coming into a particular region, and whether—when compared across time frames—funding levels have changed over time.²

Benefits of Fiscal Mapping

Fiscal maps have many demonstrated benefits.

- **They provide a clear snapshot of the current funding landscape.** MIECHV awardees are often tasked with thinking strategically about the long-term sustainability of their home visiting programs. To do this, they need a clear picture of their current funding landscape. Mapping brings this picture into focus. It offers awardees an easy way to see which services and organizations each funding source supports, which populations are being served by these sources, and for how long. Maps that include both current and *potential* funding sources also allow awardees to consider the mix of their current funding compared to the possibilities.
- **They can reveal non-MIECHV funding opportunities.** Additional fiscal support can help awardees meet current programmatic needs, enhance the quality of their programs, and support growth by revealing new sources of funding outside of MIECHV.

² There are a number of things that fiscal maps do *not* do. Fiscal maps do not provide information on service costs. Nor do they reveal whether existing funding is sufficient to cover service costs, or show how funding should grow. They should not be used to make projections.

- **They can be used to inform planning.** Fiscal mapping supports awardees in seeing not only what funding is currently being used but also what resources they may need in the future. For example, when coupled with projections of home visiting service growth, fiscal maps can be used to calculate the differences between current and needed investments in home visiting services and infrastructure. In cases where a funding stream may be changing, a fiscal map can also help awardees respond to the change. For example, it can reveal those sources of funding that are temporary or that may be decreasing, and it can allow awardees to prepare accordingly.
- **They can help awardees maximize new matching funds opportunities.** Since 2024, MIECHV awardees have had federal matching dollars available to them. To take full advantage of this opportunity, awardees must identify match-eligible non-federal funding sources for evidence-based home visiting. By presenting these available funding options, including those currently used for home visiting, fiscal maps can provide a starting place for exploring the eligibility of other non-federal funds to serve as a match source.
- **They can help awardees maximize the benefits of current funding.** Fiscal mapping can help awardees consider how they might braid funding sources (e.g., which sources are best suited to braiding based on the type of service for which they are designed). Because fiscal maps contain the same information for multiple sources, they make it easy to see where different streams overlap and might be braided.
- **They are a useful engagement tool.** Awardees can use fiscal maps to educate constituents—including policymakers, administering entities, and home visiting system leaders—about current and potential funding for home visiting. They also help to ensure that all constituents, policymakers, and home visiting system leaders have access to the same information when planning discussions take place.



Fiscal Mapping in Action

Agencies and organizations across the United States—including some MIECHV awardees—are using fiscal mapping in a variety of ways. Here are some examples:

- In California, a statewide community support organization created a fiscal map to educate home visiting program staff and system leaders about the current funding landscape. This was part of a home visiting “think tank” which ultimately created an evergreen policy agenda for home visiting in the state.³
- In Michigan, fiscal mapping was one part of a broader fiscal analysis of the state’s prenatal to five system. The mapping complemented yearly reporting on funding for home visiting. The additional analysis, which included cost modeling, allowed the state to project the funding needed to increase contract rates reflective of improved workforce compensation and better understand the amount of funding needed to cover the proposed increases.⁴
- In 2021, New Mexico’s MIECHV awardee created a multiyear finance plan that included mapping all federal, state, and private funding for all prenatal to five programs and the system infrastructure supporting services for this age period. Since then, they have continued their mapping process and included an updated map in their updated five-year finance plan. The map has helped the state see how they could layer Medicaid funding on top of their other funding sources.
- Informed by a survey of funding administrators and program staff, North Carolina’s statewide home visiting advisory body developed a fiscal map that they update regularly. The information in the fiscal map was used to educate private and public funders, home visiting programs and support entities, and local community leaders about the value of home visiting, types of services provided, and opportunities for collaboration.
- Washington State’s Home Visiting Service Account brings state, federal, and private dollars together to support the implementation of home visiting programming. A fiscal map of these different sources is key to this leveraged approach to multiple funding sources.⁵

3 Sturmfels, N., Leis, J., Morrison, C., Ruben, J., West, A., & Minkovitz, C. (2022). *State-level policy recommendations to support home visiting coordination within California’s early childhood system of care*. First 5 California. <https://www.jbassoc.com/wp-content/uploads/2022/07/HVC-State-Policy-White-Paper.pdf>

4 Capito, J., McCartney, A., & Workman, S. (2023). *A comprehensive fiscal analysis of the prenatal to five system in Michigan*. https://www.ecic4kids.org/wp-content/uploads/2023/07/23_MI_Report_FINAL_webv2.pdf

5 Home Visiting Service Account. Washington State Department of Children, Youth & Families. <https://dcyf.wa.gov/services/child-dev-support-providers/home-visiting/hvsa>

Developing a Fiscal Mapping Plan

As with all effective processes, fiscal mapping should begin with a well-developed plan that describes the purpose of the map, what it will include, and how it will be developed. This section presents key considerations for the fiscal mapping process, organized around three phases: engaging partners, internal planning, and doing the work. Though presented linearly, it is important to recognize that many aspects of these phases happen concurrently or get revisited over time. The order of these phases, and the activities they comprise, will also depend on the individual context of the fiscal map work being carried out.

Appendix A presents a fiscal mapping planning tool that awardees can use to support their mapping processes.

Phase One: Engaging Partners

Creating a comprehensive map requires the involvement of a broad array of partners to help define its goals and purpose, generate the data that will be included, and ensure that key funding sources aren't overlooked.

To determine which partners to engage, and how best to engage them, consider the following:

- **What different partners can contribute:** Different partners will contribute to the mapping process in different ways. For example, individuals with knowledge of home visiting funding and programming, or with experience working in the broader early childhood system, can offer valuable insight into the “right now” questions that a fiscal map needs to answer. Awardees may also consider engaging individuals with knowledge of maternal and child health resource allocation and financing; these partners may represent potential funding streams not currently being used by home visiting programs. Similarly, entities that administer funding can provide insight into potential funding opportunities and potential connections to other funding sources.
- **What engagement looks like:** Will partners be identifying the specific funding streams and amounts, or will they have a more advisory role—such as helping to define the level of information gathered or analyze the results once the fiscal map is completed? If they will be generating content, *how* will they be providing this information? In a one-time interview or discussion? Or will they be asked to join an ad hoc-style advisory body? (See the “Convening a Work Group” box, below.) When approaching potential partners, it is important to clearly define the expectations for engagement, including a clear time frame for participation. Engaging partners in the fiscal mapping process can also be beneficial in relationship building with potential future collaboration and partnership in mind—it can be a tool to help build awareness and buy-in about what resources are needed to support home visiting expansion.

- **How the map will be used:** Having candid discussions about use is a critical part of engaging partners. These discussions can allay partner concerns—for example, about why certain pieces of data may be requested. Clarity about how the map will be used can also incentivize participation for those partners eager to access the map's data—for example, to inform decisions about how to prioritize home visiting funding investments. In addition, conversations about use can lay the groundwork for future collaboration, address potential partner concerns, and communicate a commitment to transparency and open dialogue. Keep in mind that how the map will be used, including who will have access to the resource, is likely to evolve as the work progresses.
- **Outreach strategies:** One way to engage partners in the fiscal mapping process is through education and outreach—at the beginning of the mapping process, to introduce the initiative, and at key points throughout to share status updates. Consider holding outreach sessions at state or regional meetings; these events have the potential to reach large numbers of potential partners. Also consider more targeted outreach—for example, to key partners who have aligned goals but may not be familiar with home visiting and/or how funding sources might be braided for maximum impact. Consider how each of these partners will benefit from participation (i.e., what's in it for them), and include these benefits when reaching out. Potential benefits might include the opportunity to include information they believe is most relevant to the work, be part of synthesizing and advising how the fiscal map findings are presented, and have direct access to information included.



Convening a Work Group

Often, states and territories that engage in fiscal mapping form a technical or advisory work group to guide the initiative. These can be ad hoc or leverage existing decision-making bodies. Members typically include representatives of home visiting programs, as well as others with knowledge of or connections to potential funding streams. Groups meet regularly throughout the process to review data, inform mapping assumptions, and guide the mapping outputs.

Whether new or leveraged, it is important to define early on the role of the work group and expectations for participation. This includes being clear on who will be gathering information and how the map itself will be created; these tasks are best accomplished by a few individuals with clear responsibilities for the work. If it is not clear who is doing what, key tasks may be overlooked and partners may end up shouldering more or less responsibility than they signed on for.

Phase Two: Internal Planning

Fiscal mapping can be a time-intensive process. Planning for the process, including reviewing similar work that came before and decisions on the focus of this mapping process, can be a way to save time and make the process more manageable. Below are some key steps in the fiscal mapping process. Please note, however, that fiscal mapping is not a linear process; awardees are likely to return to “completed” steps again and again as new funding sources are identified and/or new partners join the process.

- **Draft clear goals.** While these are likely to evolve over time with input from partners, awardees should have a clear sense of why they are engaging in a mapping process at this time and what they hope the process will accomplish. Clear goals will ultimately inform the following:
 - » Who will lead the development process and how
 - » Who will be involved in the development process and what involvement looks like
 - » Who will use the map (i.e., intended audience) and for what purposes
 - » What the map will include, including types of data
 - » What period of time the map will cover (e.g., only current, current and future, designated time span)
 - » How the map will be accessed
- **Don't reinvent the wheel.** See if others in the state, territory, or region have already created a fiscal map. If yes—and it's a map that is specific to home visiting—then your work is half-done; the existing map may only need some minor updates. But even maps that aren't specific to home visiting may contain useful information—relevant sources, insights into how the map is being used and/or received by the field, and roadblocks the developers may have encountered along the way. Knowing what work has already been done will help your team clarify what your map should accomplish and may necessitate revising its mapping goals.
- **Define your scope.** Fiscal maps can include many different pieces of information. This information can be focused exclusively on the quantitative (numerical) information, or a combination of quantitative and qualitative (descriptive) information for additional context.
 - » A fiscal map that is exclusively *quantitative* will contain funding details such as source, amount, who administers the funding, and what services and program supports are funded. It should also include all relevant funding for both direct service and system/infrastructure activities, including federal, state, Tribal, territory, city, local, philanthropy, private payer funders, and in-kind funding (such as the donation of time, goods, or other resources instead of cash funding).
 - » A fiscal map that includes both quantitative and *qualitative* content will include the information presented above, as well as additional details such as who the funding reaches, eligibility (e.g., child, family, provider), related policies and regulations, payment mechanisms, qualifications of providers, and areas of alignment or conflict across funding streams.

Overall, including qualitative data provides a more comprehensive picture but also takes more time to accomplish. To prevent getting bogged down, awardees can consider taking a phased approach—populating the map first with quantitative data, then supplementing it with qualitative information. The quantitative “basics” may be enough for policymakers and elected officials, while the qualitative information may be more useful for partners who are responsible for day-to-day operations.

- **Define key tasks.** Given the detailed and technical nature of a fiscal map, take time to clearly define and assign all key tasks. Some of these tasks will include reaching out to constituents, gathering information, investigating funding sources, completing the mapping tables, analyzing the data, and disseminating the map.
- **Anticipate the amount of work involved.** This will help awardees determine whether they have adequate staffing capacity to complete the key tasks (see above) internally or whether it makes more sense to hire a consultant (see the “Hiring a Consultant” box, below). Awardees may choose to revisit their fiscal mapping goals or narrow its scope while assessing their capacity. Anticipating potential workload involves assessing factors such as the following:
 - » Number of funding sources to include
 - » Depth of content that will be covered for each funding stream
 - » Types of information (e.g., all quantitative, or a combination of quantitative and qualitative)
 - » How many fiscal years of information will be included
 - » (If a work group is guiding the process), how many partners will be included and how many points of contact they will have with the fiscal mapping process
- **Develop a staffing plan.** A clear staffing plan will increase the likelihood that staff are well matched to the task(s) they are assigned, and that all key tasks are completed within a reasonable amount of time. Clarity regarding who is doing what, and by when, will also help to reduce duplication of effort, limit frustration, and maximize efficiency. Keep in mind that building a fiscal map involves a significant amount of information gathering from many funding partners. These outreach calls can be very time-consuming, so be cognizant of the amount of work required by staff and be prepared to adjust workloads accordingly.
- **Decide when and how.** Fiscal mapping can be a stand-alone process. It can also be embedded into or aligned with the MIECHV needs assessment process. The benefit of aligning mapping with assessment is that it streamlines the information-gathering process. It also makes fiscal mapping an ongoing activity. The downside is that staff responsible for conducting needs assessment activities may not have the expertise to prepare a fiscal map. Whether the initial fiscal map is prepared as a stand-alone process or as a part of a needs assessment, it is recommended to also determine the frequency and approach to future updates.

- **Determine funding.** How awardees fund their mapping activities influences not only the scope of the process but also how they decide to involve partners. In states and territories where these grants flow through departments that do not fund MIECHV, accessing these grants requires awardees to work across systems, and in the process, build awareness of home visiting among potential partners. Finally, while the intent of this resource is limited to home visiting, broader fiscal mapping may be possible to better understand funding for the early childhood system.



Hiring a Consultant

Given the time involved in completing a fiscal map—and the nature of it being intensive for a short window of time—fiscal mapping is well suited to using an external contractor or support entity. An external contractor may be able to create the map more quickly than staff who are juggling other work priorities. If going the consultant route, make sure to hire a firm with experience in home visiting and early childhood public and private funding.

Suggested deliverables to include in an RFP for a fiscal mapping consultant can include the following, as appropriate for the scope of your mapping activities:

- **Comprehensive fiscal map** detailing all public and private funding streams that support home visiting in the state or territory
- **Annotated documentation of data sources** used to develop the fiscal map
- **Description of methodology and process** used to compile and analyze funding data, including any assumptions, tools, or frameworks applied
- **Summary of funding flow pathways**, listing the agencies that receive and administer the funds and who implements the program activities
- **Identification of funding gaps, overlaps, and opportunities** for better alignment or leveraging of existing funding
- **Considerations for future updating of the fiscal map**, including roles, frequency, and needed data
- **Presentation or briefing materials** for internal or external stakeholders summarizing key findings and implications
- **Technical assistance or training** for staff on how to use and update the fiscal map

Phase Three: Doing the Work

Understanding what's involved in fiscal mapping will help awardees develop a plan that is both realistic and efficient. At a very high level, mapping activities fall into four buckets: information gathering and investigation, data analysis, map design and production, and dissemination.

- **Information gathering and investigation:** This begins with a review of written materials—such as contracts, budgets, and fiscal reports—from a variety of funding streams, entities, types of programs, and existing fiscal maps. Some of this information may be available publicly through websites of the entities who administer the dollars. Private funding sources may have annual reports of their investments, which can be accessed online. This review is typically augmented by interviews and direct correspondence with representatives from the programs and funding streams. Information is collected using a common rubric tool that covers all the elements that the fiscal map has been designed to encompass.
- **Data analysis:** Data analysis begins with the development of a source table that contains all of the data collected during information gathering and investigation. This table is the foundation for the fiscal map. The table should be constructed to allow easy comparison across types of source (public, private), individual sources (federal, state, local, or other), administering entities, and programs/models funded. How long data analysis takes will depend on the number of funding streams included in the table, number of administering entities, and number of home visiting programs and models funded.
- **Map design and production:** The ultimate design of the map—that is, how the information is presented—should be dictated by use and audience. For example, if the purpose of the map is to present to an audience (such as community or program leaders) with different levels of current funding by source, then a relatively simple map that includes just this information, presented as a simple table or pie chart, would be most useful. If the purpose of the map is to help an audience such as state agency leads develop a more nuanced understanding of the funding landscape, then a more detailed map might be more useful. This map might include a comprehensive table accompanied by multiple pie charts (one for each source) or a series of bar charts that describe the funded service capacity of each home visiting model by funding source. Some awardees may also develop resources to accompany the main map, such as summary charts of high-level findings, funder-specific profiles, and fact sheets that describe how the map was created and can be used.
- **Dissemination:** The final component in planning is to determine how the map will be produced and shared. Awardees should consider whether the fiscal map will be shared publicly or limited to internal state agency staff. If it is to be shared publicly, then it is important to determine how (e.g., through presentations at public meetings or on a website). Partners can play an invaluable role in determining optimal dissemination approaches.

Conclusion

This brief introduction to fiscal mapping demonstrates what a useful tool a fiscal map can be. While the work of creating a fiscal map may be intensive when approached comprehensively, the initial investment of time and effort will allow for a lighter lift in future years as the resource is maintained. Awardees are tasked with identifying and maximizing funding for home visiting and providing leadership in sustaining the home visiting system. A fiscal map provides a tool to support awardees in these efforts.

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Appendix A: Fiscal Mapping Planning Tool

Awardees can use this tool to document their progress as they move through phases one (engaging partners) and two (internal planning) of the fiscal mapping process.

Phase One: Engaging Partners				
Potential Partner Name	Type of Partner*	Funding Stream/ Organization	Area(s) of Alignment†	Role in Fiscal Mapping Process‡
<i>Example: Sofia Morales, Massachusetts Department of Early Education and Care</i>	<i>Early childhood development</i>	<i>State general revenue</i>	<i>Shared goal of home visiting as a key referral source for early education and care programs</i>	<i>Primary contributor (identify funding streams/ amounts, analyzing data/ supporting dissemination)</i>

* Possible partners may include funding administrators, home visiting program leadership, maternal health program leadership, early childhood development/early care and education program leadership, child welfare representatives, etc.

† Identify the answer to “What’s in it for them?” for all your potential partners in order to bring them to the table and ensure they are engaged in the process.

‡ Possible roles include identifying funding streams, defining scope of the fiscal mapping process, analyzing results, and disseminating the fiscal map summary.

Phase Two: Internal Planning		
Internal Plan Components		Your Team's Response
Goals: <i>Why is your team engaging in a fiscal mapping process? What are you hoping to accomplish? How will you use the fiscal map?</i>		
Scope: <i>What types of data will your fiscal map include?</i>		
Funding: <i>Who/what will fund the fiscal mapping process?</i>		
Key tasks: <i>What key activities need to be completed in your fiscal mapping process?</i>	Staffing: <i>Who on your team is responsible for completing each key task?</i>	Timeline: <i>By when should each key task be completed?</i>
1. <i>Reach out to constituents to request information</i>	<i>Sofia Morales (with support from team, as needed)</i>	<i>By end of September 2025</i>
2.		
3.		
4.		
5.		
6.		