

CONSOLIDATED FEDERAL FUNDS REPORT

(CFFR)

INTERNET

TECHNICAL DOCUMENTATION

**Please note that program and agency documents (xxprog.txt and xxagen.txt) intended to accompany this Technical Documentation are year-specific. While this document covers all years (1993-present), the program and agency documents each cover only a single year.

The Consolidated Federal Funds Report (CFFR) is a presentation of Federal Government expenditures or obligations in state, county, and subcounty areas of the United States. U.S. Outlying Areas and the District of Columbia are included. The data were obtained from information systems that exist in various Federal Government agencies. These data have been consolidated and tabulated in a standard format.

This documentation consists of the following materials:

Attachment 1	Abstract
Attachment 2	Filename Conventions
Attachment 3	Data File - ASCII Text Fixed Format (subcounty detail)
Attachment 4	Data File - Comma-delimited Format (subcounty detail)
Attachment 5	Program Identification File
Attachment 6	Federal Agency Code File
Attachment 7	Geographic Presentation and Coding in the CFFR
Attachment 8	Object Codes and Program Identification Codes

NOTE

Questions about the subject matter should be directed to Federal Programs Branch, Governments Division, Bureau of the Census, Washington, D.C. 20233-6800. Phone (301) 763-1565. Email: govs.cffr@census.gov

ATTACHMENT 1

ABSTRACT

TYPE OF FILE:

Summary statistics, unit of observation is each Federal government expenditure or obligation.

UNIVERSE DESCRIPTION:

The universe is Federal Government expenditures or obligations in state, county, and subcounty areas of the United States. U.S. Outlying Areas and the District of Columbia are included.

SUBJECT-MATTER DESCRIPTION:

Data were obtained from Federal government agencies. The CFFR covers Federal expenditures or obligations for the following categories: direct payments for retirement and disability, other direct payments, grants, procurement contracts, salaries and wages, direct loans, guaranteed or insured loans, and insurance. Dollar amounts reported represent either actual expenditures or obligations.

The Internet data release consists of these types of files:

CFFR Data Files give the FIPS geographic codes, state abbreviated name, county name, place name, population, congressional district code, program identification code, object/assistance type code, agency code, and amount in whole dollars. For each unique FIPS code, all programs are listed and for each program, all records with different object categories are listed.

CFFR Program Identification File contains program identification codes and their respective program titles.

CFFR Federal Agency File contains four-digit (FIPS-95) codes identifying specific agencies.

GEOGRAPHIC COVERAGE:

State, county and subcounty areas of the United States and U.S. Outlying Areas and the District of Columbia.

RELATED PRINTED REPORTS:

Federal Aid to States (1998-present)

Federal Expenditures by State (1981-1997)

Consolidated Federal Funds Report - State and County Areas (1998-present)

Consolidated Federal Funds Report - County Areas (1983-1997)

ATTACHMENT 2

FILENAME CONVENTIONS

The CFFR data take up approximately 45 megabytes of storage. The data are available as a single file and as individual files for each "state", as defined below. The individual files can be downloaded one at a time or as a single archive. All files have a common naming convention - **yycffxx.zip**. The "yy" is replaced by the last two digits of the desired year, "cff" stands for CFFR, and "xx" is replaced by either a two-character state postal abbreviation or some descriptive combination of characters. The filenames are all in lowercase characters.

yycffcom.zip contains a single zipped file of CFFR data. This archive expands into **yycffcom.txt**. See Attachment 3 for the record layout.

yycffind.zip contains the CFFR data in 60 subfiles, one for each U.S. state, one for the District of Columbia, five for outlying areas, and one for all records coded at "United States Undistributed." The subfiles created by the expansion of this archive will have the names **yycffal.txt** for Alabama data, **yycfftx.txt** for Texas data, etc. See Attachment 3 for the record layout.

The subfiles can be downloaded individually. When doing so, the names follow the convention **yycffxx.zip**. The file with U.S. Undistributed records has "us" for the state abbreviation. Federal monies that cannot be distributed geographically are coded to this "state." Each of these archives contains two files, with the names **yycffxx.txt** and **yycffxx.csv**. The record layouts are in Attachments 3 and 4, respectively. The **.csv** files should be easier to import into a spreadsheet or data base. The first line contains field names, fields are separated by commas, and character fields are delimited by quotes ("").

There also are two reference files; the program identification file and the agency file. The program identification file has the name **yyprog.txt**, and the agency file has a name **yyagen.txt**. The two files are used to cross reference all records in the data file.

yyprog.txt contains all program identification codes and names for the fiscal year. See Attachment 5 for the record layout.

yyagen.txt contains all agency codes and names for the fiscal year. See Attachment 6 for the record layout.

Please note, again, that the program and agency files are year-specific. For example 02agen.txt is intended to be used with FY 2002 data only.

DATA FILES

Data files contain detailed information at the lowest geographic level (State, County, and Place), by program identification, object, and agency code. State, county, and place names, along with population and congressional districts are listed. Amounts shown are in whole dollars. The file comes in two formats: ASCII text fixed length, and comma-delimited. The record layouts are in Attachments 3 and 4, respectively.

Please note that the population field is zero-filled. Prior to Fiscal Year 2002, place-level populations were listed in this space, but are no longer available.

Also note that congressional districts are listed consecutively. For example, in a geographic place that includes all or parts of the third, fourth, and fifth districts, the data will be represented as 030405.

ATTACHMENT 3

DATA FILE
ASCII Text Fixed Format (.DAT)

(Detailed at lowest geographic level)

CFFR DATA FILE RECORD LAYOUT:

<u>Data Element</u>	<u>Field Size</u>	<u>Record Positions</u>
FIPS Code	10	1-10
State Code	2	1-2
County Code	3	3-5
Place Code	5	6-10
STATE - State Postal Abbreviation	2	11-12
COUNTY - County Name	24	13-36
PLACE - Place Name	24	37-60
POP - Population (zero-filled)	9	61-69
CONG DIST - Congressional District	34	70-103
PROG - Program ID Code	6	104-109
OBJ - Object Type Code	2	110-111
AGENCY - Agency Code	4	112-115
SIGN - Funding Sign	1	116
AMOUNT - Funding Amount (zero-filled)	12	117-128

This file is sorted by FIPS Code (State/County/Place).

ATTACHMENT 4

DATA FILE
Comma-delimited Format (.CSV)

(Detailed at lowest geographic level)

CFFR DATA FILE RECORD LAYOUT:

<u>Data Element</u>		<u>Maximum Length</u>	<u>Data Type</u>
FIPSST	- FIPS State Code	2	Character
FIPSCO	- FIPS County Code	3	Character
FIPSPLAC	- FIPS Place Code	5	Character
STATE	- State Postal Abbreviation	2	Character
COUNTY	- County Name	24	Character
PLACE	- Place Name	24	Character
POP	- Population	9	Numeric
CONGDIST	- Congressional District	34	Character
PROG_ID	- Program ID Code	6	Character
OBJ_TYPE	- Object Type Code	2	Character
AGENCY	- Agency Code	4	Character
AMOUNT	- Funding Amount	13	Numeric

This file is sorted by FIPS Code (State/County/Place).

ATTACHMENT 5

PROGRAM IDENTIFICATION FILE

CFFR PROGRAM IDENTIFICATION FILE RECORD LAYOUT:

<u>Field</u>	<u>Data Element</u>	<u>Positions</u>
1	Program identification code	1-6
2	Program title	7-80
3	Reserve - blank space	81

The file is in ascending sort order by program identification number. Since alpha and numeric codes are used, alphabetic codes follow numeric codes.

ATTACHMENT 6

FEDERAL AGENCY CODE FILE

CFFR FEDERAL AGENCY CODE FILE RECORD LAYOUT:

<u>Field</u>	<u>Data Element</u>	<u>Positions</u>
1	Federal agency code (4-digit FIPS-95 Code)	1-4
2	Federal agency name	5-94
3	Reserve - blank space	95

The agency code is used to identify a specific federal agency. For instance, Code 12C2 represents Forest Service. Code 8900 designates the Department of Energy, etc.

The file is in ascending sort order by federal agency code. Since both alpha and numeric codes are used, alphabetic codes follow numeric codes.

ATTACHMENT 7

GEOGRAPHIC PRESENTATION AND CODING IN THE CFFR

Background

The Consolidated Federal Funds Report (CFFR) Program provides data by State (including territories), county, parish, or borough, congressional district or municipality. At the subcounty level, the CFFR refers to municipality as any subcounty unit of general local government. For this reason, the geographic basis for presentation in the Consolidated Federal Funds Report is the government classification system developed by the Bureau of the Census in its Census of Governments program.

The CFFR county area report contains data by State and county. The District of Columbia and the United States Outlying Areas of American Samoa, Guam, Micronesia, Marshall Islands, Northern Mariana Islands, Palau, Puerto Rico, and the U.S. Virgin Islands are included. In addition to county area, municipal governments which are independent of any organized county are included here as county equivalent areas. Appendix A in the report contains a listing of these municipalities.

Government Units

Please use the appropriate column in the following table to find the numbers of governments (of each level and type of government), as identified in the Census of Governments, conducted in 1992, 1997, and 2002.

Census Year	1992	1997	2002
U.S. Government	1	1	1
State governments	50	50	50
Local governments	84,955	87,453	87,525
County	3,043	3,043	3,034
Municipal	19,279	19,372	19,429
Township	16,656	16,629	16,504
School district	14,422	13,726	13,506
Special district	31,555	34,683	35,052
Total government units	85,006	87,504	87,576

Exact definitions of government units are available in Volume I, Number 1 of the Census of Governments, Government Organization. This documentation describes the structure and organization of State and local governments throughout the Nation.

The Consolidated Federal Funds Report presents data by State and county area, making use of government units to represent geographic areas. For States and outlying areas, government jurisdictions have fixed, stable boundaries which correspond to well-defined geographic areas. For county and subcounty government units, however, there can be significant differences between the concept of a government unit and a specified geographic area.

Where county governments exist they correspond to generally accepted geographic boundaries. However, many areas of the United States lack county government. Organized county governments are not found in Connecticut and Rhode Island, as well as in some outlying areas, and the District of Columbia. Numerous cities, such as Baltimore, MD (which is not located within a county government area), and San

Francisco, CA (which is a consolidated city/county government), also exist independently of any county government. See Appendix A of the CFFR Report for more information.

County equivalent areas are included in the Consolidated Federal Funds Report as if they were actual counties to ensure consistency in the geographic presentation of the data. A complete listing of these areas can be found in appendix A of the published report.

Subcounty units of general purpose local government consist of municipalities and townships. Municipal and township governments are not always easy to define in terms of geographic area. These subcounty jurisdictions can overlap, frequently annex land, consolidate to form new governments, and undertake other legal actions which affect their political condition and consequently their geographic boundaries.

It is important to note that the CFFR covers Federal Government payments to government units and other recipients located in the geographic areas over which these governments have jurisdiction. The Federal payments to the New York City area could represent monies allocated to the city government, a private company located in the city, or private citizen residing in the city. No attempt is made in the CFFR to provide information on the recipients of Federal money. The Census Bureau's Federal Assistance Award Data System and the General Service Administration's Federal Procurement Data System both contain information identifying the recipient of Federal Government financial transactions.

The CFFR data files present selected data for subcounty areas—the municipalities and townships. Many of these subcounty jurisdictions cross county boundaries. In the CFFR, such governments are assigned to only one county and are identified by a split flag. All financial data attributable to the municipality or township are shown in the principal county area to which the government is assigned. In some cases, this results in the sum of the subcounty governments' population exceeding the total county population. In most cases, the affect of this assignment on the statistical presentation of the data is negligible. However, users should be aware of this treatment, particularly if using data for one of these multicounty jurisdictions.

All government units identified in the Census of Governments are assigned a numeric code for processing purposes. This government unit (GU) code was essential for processing of CFFR data, since data submitted by other Federal agencies had to be converted to a GU code structure. This process is described in the following section "Methodology".

The geographic presentation is in accordance with the government unit numeric code. The order is alphabetical by State (with the District of Columbia treated as a State area), followed by the U.S. Outlying Areas. Within a State, county areas are generally listed alphabetically, but with some exception for the county equivalent areas.

At the subcounty level, the presentation within a county area is generally alphabetic, with all municipal governments listed first, followed by all township governments. There are frequent exceptions to the alphabetical sort order, however. Numeric code assignments again serve as the key, and these may not follow a purely alphabetic sequence.

The government structure of New York City deserves special mention. Classified for census purposes as a municipality, the city is actually comprised of five county areas (Bronx, Kings, New York, Queens and Richmond). None of these are presented separately in the CFFR. New York City is presented as a single county-equivalent area.

METHODOLOGY

Geographic coding of all data in the CFFR was based on the CFFR geographic reference file, developed for this survey. In summary, this file was developed by equating government unit codes representing general purpose governments to Federal Information Processing Codes (FIPS-55) geographic place codes. A file for this purpose was developed at the Census Bureau for bringing together all data elements required in the allocation formula of the General Revenue Sharing Program. This file is maintained by the Census Bureau, and updated continuously to account for new incorporations, mergers and annexations, and disincorporations of government units.

All general purpose government units were matched to an equivalent Federal Information Processing Standard (FIPS) state, county, and place code. This was accomplished originally by matching against the Geographic Identification Coding Scheme (GICS) file developed for the 1980 Census of Population, which contained both Census Bureau geographic and FIPS place codes for all incorporated jurisdictions. These codes have been updated and corrected annually by use of the FIPS file update tapes and change notices.

The FIPS 55 File (Coding for Named Populated Places, Primary County Divisions, and Other Locational Entities of the United States and Outlying Areas) also contains General Services Administration (GSA) location codes, which were added to the CFFR geographic file. GSA codes were needed because some Federal agencies submitting data to the FAADS reporting system used them for geographic identification.

An additional phase in creating the CFFR geographic reference file involved the creation of government unit codes to represent United States totals, and undistributed data at the United States, State, and county area levels. These designations were needed for three reasons:

1. To ensure that tabulation programs applied against the data file had records in which to put summed detail data.
2. To enable geocoding for data that were submitted in summary form, such as by State (data would be assigned to each appropriate State undistributed code). Government units were, in effect, proxies for geographic areas, and amounts reported to a State area could not have been legitimately assigned to a State government code (which were used essentially for totals).
3. To allow geographic records at all appropriate levels of geography (State, county, subcounty) for capturing unmatched data. A program amount reported at a FIPS place code not equating to a government unit could still get geocoded at the subcounty record for balance of county, for example.

There were seven variations of geographic coding used in the data originally submitted for CFFR:

- o State name or abbreviation (limited to noncomputerized submissions)
- o ZIP codes
- o Federal Information Processing Standard (FIPS) Codes
 - State, county, place
 - State, county
 - State, place
- o General Services Administration (GSA) Geographic Location Codes--State, county, place
- o Government unit codes

Data reported with these various types of geographic coding had to be converted to government unit codes. For State and county level reporting, the conversion process was straightforward. At the subcounty level, however, the conversion was much more complex. None of the geographic coding designations had a one-to-one correspondence with the government unit code scheme. Thus, specific guidelines had to be developed for geocoding data record that could not be matched to distinct government units.

These guidelines involved coding at the lowest level of geography, or assigning the data to an "undistributed" or "balance" designation within that level of geography. For example, if a data record for a Federal grant award contained a geographic code for an unincorporated place that was not defined as a government unit, the grant would be assigned to the summary level "balance of county" within the State and county contained in the original geographic code. The tables in the CFFR publication contain the geographic designations "State Undistributed" and "U.S. Undistributed." The "undistributed" identification is used when aggregated data are reported with no indication of the distribution throughout the indicated level of geography.

Some Federal agency data were submitted based upon recipient postal ZIP code and had to be recoded to the proper FIPS codes. There were two different procedures used to accomplish this task.

The general procedure for this coding was to match the ZIP code for each data record against a cross reference file specially created for the CFFR. This file contained ZIP codes within each State and county, and the total 1980 population residing therein.

The original file was developed from the ZIP code Equivalency File (MARF 5), 1980 Census of Population and Housing. From this file, total population for each unique combination of ZIP code, FIPS State code, and FIPS county code was tallied and the cross reference file created. This file was sorted by ZIP code (ascending order), and for every multiple ZIP code a percentage of total population in that State, county, and ZIP code was computed. This percentage (calculated to tenths of 1 percent) was then used to distribute all CFFR data submitted by ZIP code.

Several adjustments were made to this ZIP code cross reference file initially developed from MARF 5. ZIP codes for the U.S. Territories were added. ZIP codes were assigned to the territorial level (undistributed) only. Also, ZIP codes that have been revised since the 1980 Census were updated. ZIP codes for APO/FPO overseas deliveries were not assigned. Data records with such ZIP codes were treated as nondomestic payments and excluded from the CFFR.

The MARF 5 file covered primarily residential ZIP codes, since it was created in association with the 1980 Census of Population. Consequently, the ZIP codes that represented postal boxes and postmasters only, institutional buildings, Federal agencies, and so forth, were not included in the cross reference file created for CFFR. Any Federal funds reported for such ZIP codes were assigned to "U.S. undistributed."

Once assigned to a particular FIPS State and county, all data records originally submitted on the basis of ZIP codes were processed through the CFFR geographic reference file for compilation and publication purposes.

For the largest data source that contained information based upon ZIP code, a different geocoding procedure was used. The Census Bureau's Geography Division had developed a geocoding process that reads entire mailing (postal) addresses, and assigns them to standard Census Bureau state, county and place designations.

This Census geocoding system was used to geographically assign all data on disability and benefits payments to retired civilian Federal employees. The geographic assignment is based upon the entire postal address, assignment at the county level of geography is extremely precise. The problem of ZIP codes that cross county boundaries is eliminated.

CONGRESSIONAL DISTRICT REPORTING

The CFFR file contains references to congressional districts situated, in whole or part, within each county area. For those places that have multiple districts, all such districts are displayed.

The CFFR report and database present data at the state and county level only. They do not uniformly support the application of county-by-county federal spending data directly to congressional districts, many of which do not conform to county boundaries.

Several other aspects of congressional district coding should be noted:

- o For States with an at-large representative, the code "00" is reported.
- o For Outlying Areas with a nonvoting representative to Congress, the congressional district is reported as "98".
- o Outlying Areas with no representatives have "99" for a congressional district code.
- o Data records for urban county areas with more than one congressional district contain the congressional district code "90."

ATTACHMENT 8

**OBJECT CODES AND
PROGRAM IDENTIFICATION CODES**

All CFFR data on Federal Government expenditure are classified into broad object categories that correspond, in general, to the classification used in the Catalog of Federal Domestic Assistance (CFDA).

The object code assigned to each data record submitted for the CFFR consisted of two alphabetic characters used to designate the broad object category of Federal expenditure to which each data record belonged. Following is a listing of the object codes used and the expenditure category represented by each:

<u>Object Code Category</u>	
DR	Direct Payments for Individuals (Retirement and Disability only)
DO	Direct Payments for Individuals (Other than Retirement and Disability)
DX	Direct Payments Other than for Individuals
GG	Grants (Block, Grants, Formula Grants, Project Grants, and Cooperative Agreements)
PC	Procurement Contracts
SW	Salaries and Wages
DL	Direct Loans
GL	Guaranteed/Insured Loans
II	Insurance

Since much of the CFFR data were also available by program, all data were assigned a program identification code. Detailed program identification is available for most data on grants, direct payments, loans and insurance. Salaries and procurement data, on the other hand, were generally not available by Federal program. Instead, these object categories are broken down into subcategories for the Department of Defense and selected other agencies. Each subcategory is treated as if it were a separate Federal program.

The program identification code format was patterned after the Catalog of Federal Domestic Assistance (CFDA) program number. This is a six-character number, the first two characters of which identify the Federal department or agency that administers the program, followed by a decimal and three numeric characters. The CFDA program number was used as the program identification code for most data taken from the Federal Assistance Award Data System (FAADS). However, if a CFDA program number did not exist, a pseudo CFDA code was assigned. This pseudo code consists of two numeric characters (representing the agency prefix in the CFDA), followed by a decimal and three alphabetic characters.