

Federal Funding for Rural America: The Role of the Decennial Census

Counting for Dollars 2020: Report #3

Introduction

The **Counting for Dollars Project** aims to understand:

- the extent to which federal spending programs will rely on data from the 2020 Census to distribute funds to states, localities, and households across the nation and
- the impact of the accuracy of the 2020 Census on the equitable geographic distribution of these funds.¹

The Project's first report, "Initial Analysis: 16 Large Census-guided Financial Assistance Programs," describes the state-by-state distribution of \$590 billion in Fiscal Year (FY) 2015 spending from 16 large federal financial assistance programs. The second report, "Estimating Fiscal Costs of a Census Undercount to States," measures state fiscal impacts of an undercount for U.S. Department of Health and Human Services programs (the largest being Medicaid) reliant on the Federal Medical Assistance Percentage (FMAP). In FY2015, FMAP-determined reimbursements to and payments from state governments totaled \$286.1 billion.

To date, the Project has identified more than 320 census-guided federal spending programs.

These programs distributed over \$880 billion in FY2016. In the future, the Project will publish a comprehensive program list and the state-by-state distributions for over 50 large programs.

Among the full set of census-guided programs, 55 (one in six) are targeted to rural communities. For FY2016, spending across these programs totaled \$30.7 billion.

While Rural America receives funding from many census-guided programs that serve rural and urban communities (such as Medicaid and Title I grants to local education agencies), this report focuses on those census-guided programs created for the sole benefit of rural communities.

The report begins by describing four types of federal domestic financial assistance targeted to rural areas, census-derived datasets important to rural areas, and the ways these are used to distribute funds. The report then identifies 55 census-guided rural programs and shows distributions by state for six large ones.

Census-guided Rural Assistance Programs

Federal rural assistance programs use census-derived data to distribute funds through grants, direct loans, loan guarantees and insurance, and direct payments to households.

Grants are transfers of funds that recipients are legally committed to use for certain purposes in the public interest. There are three grant types:

- o **Formula grants** provide funds to states or local governments according to allocation formulas defined by law or the granting agency for ongoing activities not related to a single project. For instance, the Cooperative Extension Service (CFDA 10.500) of the U.S. Department of Agriculture (USDA) allocates a portion of its funds to each state based on that state's share of U.S. rural population and farm population.
- o **Project grants** distribute funds for uses related to a specific project. While formulas may be used to allocate project grants, funds must be used only for the intended project. The USDA's Water and Waste Disposal Systems for Rural Communities (10.760), for example, provides grants for water and waste projects serving financially needy rural communities.
- o **Cooperative agreements** work the same way as project grants except that the funding agency is more heavily involved in the administration of the project. USDA's Rural Business Opportunity Grant Program (10.773) promotes sustainable economic development in rural communities with exceptional needs.

Direct loans are federal dollars provided to a business or individual recipient for a specific period of time, with the expectation of repayment to the federal government. An example of a direct loan is the USDA's Very Low to Moderate Income Housing Loans Program (10.410), which makes loans to low- and moderate-income families.

Guaranteed/insured loans are those in which the federal government agrees to protect a lender against part or all of any defaults by a borrower. An example is USDA's Section 538 Rural Rental Housing Guaranteed Loans (10.438).

Direct payments to households provide federal funds directly to individuals for the purpose of encouraging or subsidizing certain activities. An example is USDA's Rural Rental Assistance Payments Program (10.427).

Census-derived Datasets Important to Rural Areas

The Decennial Census is carried out only once a decade and collects data on a small number of demographic characteristics. Congress recognizes that decennial numbers, on their own, cannot guide the fair, equitable distribution of federal financial assistance. As a result, Congress has authorized a series of more current and descriptive datasets derived from the Decennial Census.

The Counting for Dollars Project identifies 52 census-derived datasets used by the federal government to geographically distribute financial assistance. These datasets are depicted schematically in the Appendix and will be described in detail in a forthcoming Project report, "Census-derived Datasets Used to Distribute Federal Funds."

For federal rural assistance programs, the three key foundational census-derived datasets are Urban-Rural Classification, Population Estimates, and the American Community Survey (ACS).

Urban-Rural Classification uses Decennial Census data on population density to designate every census tract in the U.S. as urban or rural. To be labeled "urban," a census tract's population density must be at least 1,000 persons per square mile (ppsm). In the year ending in "2" after each Census, the Census Bureau delineates two types of urban areas—**urbanized areas** (UAs) that contain 50,000 or more people and **urban clusters** (UCs) with a population of at least 2,500 and less than 50,000. By definition, any census tract that is not in a UA or UC is "rural."² Each rural area, then, has less than 1,000 ppsm.

In March 2012, the Census Bureau published the 2010 Census-based Urban-Rural Classification, identifying 486 UAs and 3,087 UCs nationwide. Collectively, these urban areas included 80.7 percent of the population and 3.0 percent of the land.³ Census Bureau maps of the nation's urban areas and of states by percent rural population are shown on page 4.

Based on the Census Bureau's Urban-Rural Classification, the White House Office of Management

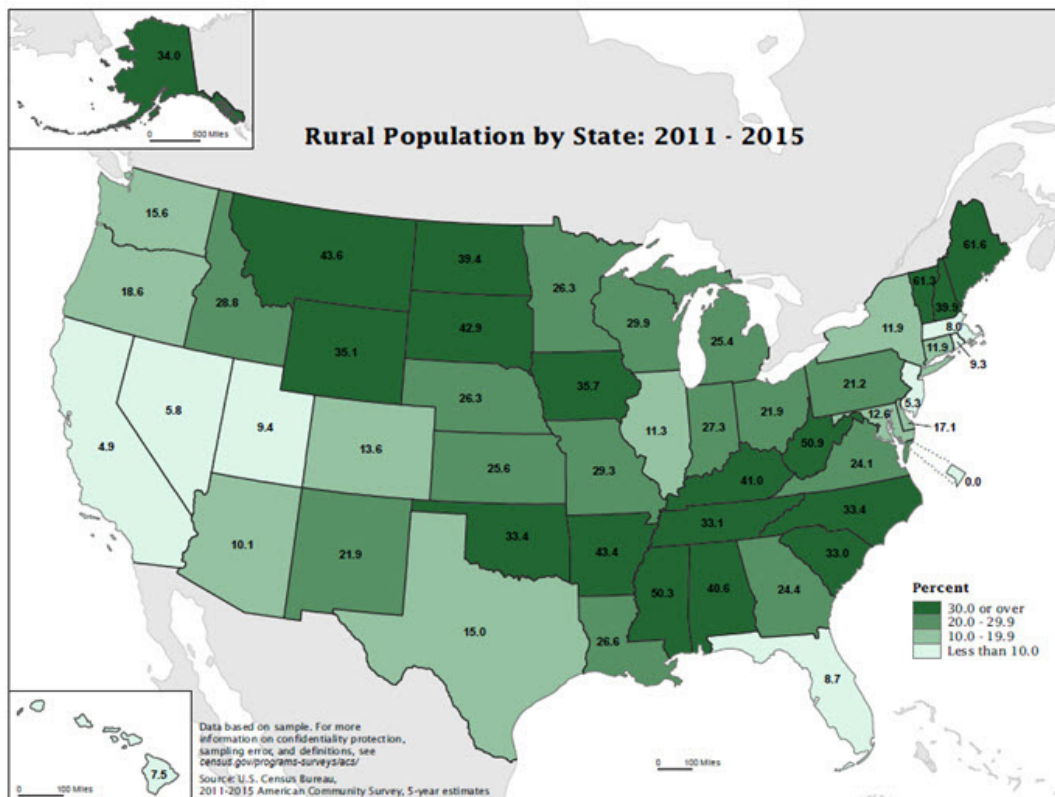
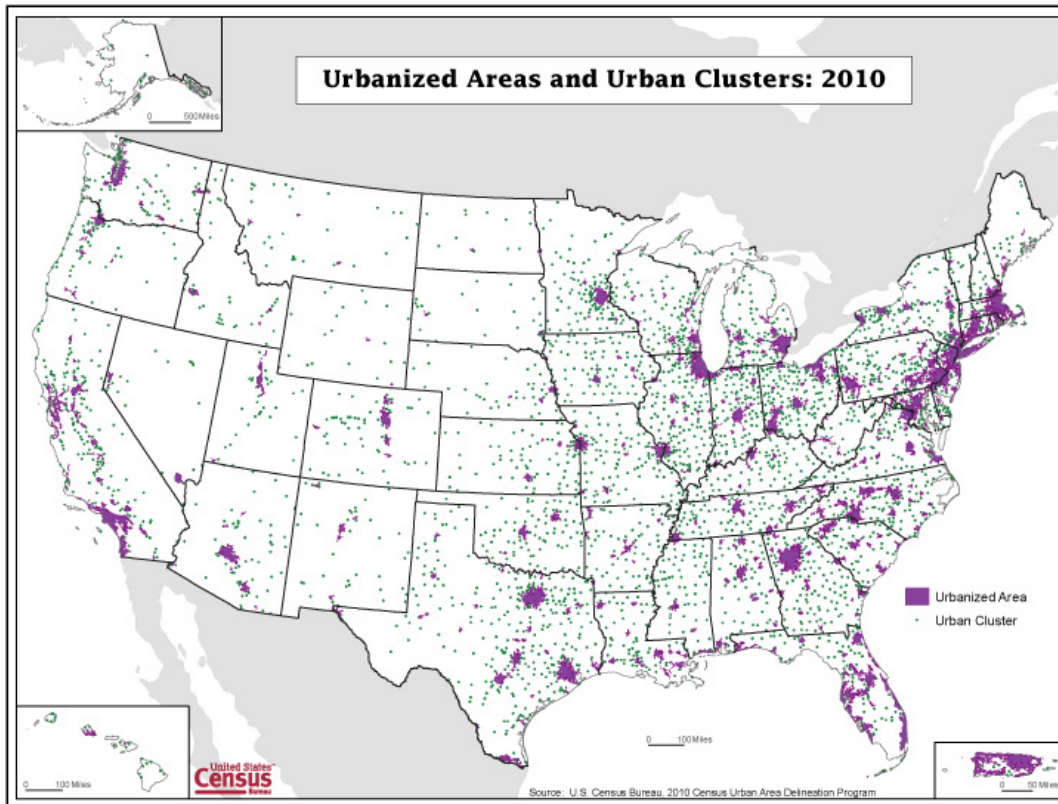
and Budget (OMB) delineates **Core-based Statistical Areas** (CBSAs). There are two types of CBSAs. **Metropolitan areas** have a Census-designated UA as their core. **Micropolitan areas** are based around a UC. Each CBSA contains one or more central counties (the ones containing the UA or UC) plus any outlying counties economically integrated with the central counties, as measured by commuting flows.⁴ When the CBSA framework is used, "rural" means "non-core," that is, any county not in a CBSA.

Currently, there are 383 metropolitan areas and 550 micropolitan areas, collectively comprised of 1,825 counties and covering 94.3 percent of the U.S. population. Non-core areas include 1,317 counties and 5.7 percent of the population. The population and area deemed "rural" in the CBSA framework are considerably smaller than those in the Census Urban-Rural Classification.

A 2017 map of CBSAs is shown below. OMB updates its list of CBSAs every odd-numbered year based on the latest annual Population Estimates and ACS.

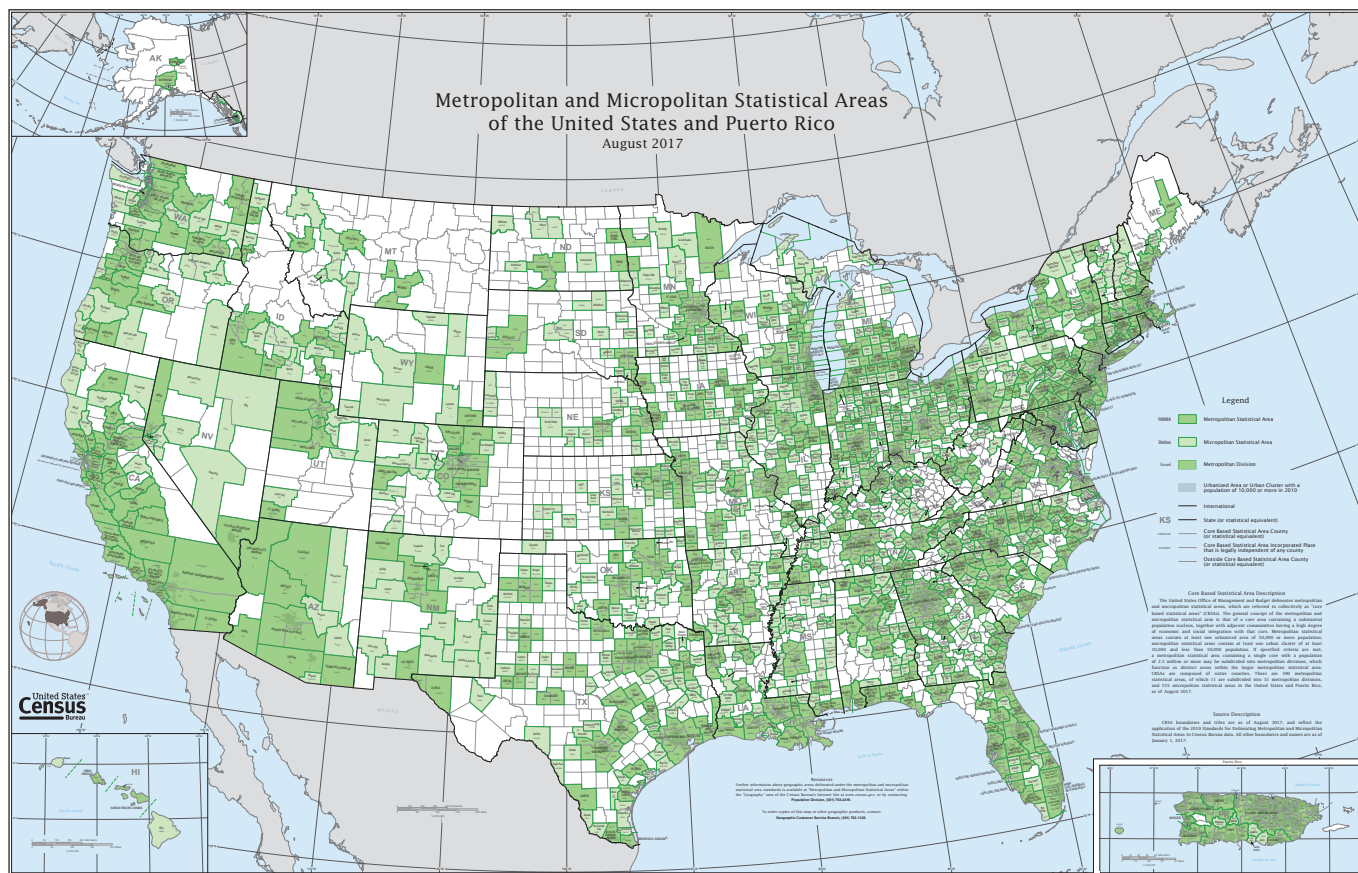
Five additional geographic classifications used to distribute federal funding are based on the Urban-Rural Classification or the CBSA framework. They do so by identifying differences among rural areas in terms of "degree of rurality," as measured by factors such as population size, inter-county commuting flows, and distance from or adjacency to an urban area.

One classification, Rural-Urban Commuting Areas, is based on the Census Urban-Rural Classification and operates at the census tract level. Three county-based classifications—Rural-Urban Continuum Codes, Urban Influenced Codes, and NCHS Urban-Rural Classification—use the CBSA framework. A fifth classification, Frontier and Remote Areas, is organized by ZIP code. Each of these classifications is developed by the Economic Research Service (ERS) of USDA, with the exception of the NCHS Urban-Rural Classification, which is created by the National Center for Health Statistics.⁵ Maps representing these classification schemes are provided in the Appendix.



The Census Bureau constructs annual **Population Estimates** by augmenting decennial population and housing numbers with more recent data from vital statistics and tax records and the ACS. More specifically, it annually updates Population Estimates by taking the previous year's totals and adding births,

subtracting deaths, and estimating net domestic and international migration.⁶ The annual time series of estimates begins with the most recent decennial census data. Data are available for the nation, states, metropolitan and micropolitan areas, counties, cities, and towns.





All variables in Population Estimates are on the Decennial Census questionnaire. Population Estimates are used by federal assistance programs that distribute funds on the basis of state and community population size and share. Congress requires that federal funding be allocated on the basis of the most recent Population Estimates, except when the use of decennial data is specifically called for.⁷ Population Estimates are the basis for CBSA delineation, provide the denominator in the calculation of Per Capita Income, and serve as the population controls for the ACS, Current Population Survey (CPS), and the Consumer Expenditure Survey (on which the Consumer Price Index is based).

Persons residing in a geographic area and not counted in the Decennial Census are missed for the entire decade (ten annual iterations of Population Estimates).⁸

The **American Community Survey** (ACS) is a household survey that provides annually updated socioeconomic and demographic characteristics for every neighborhood in the nation. The origins of the ACS can be traced to Rep. James Madison's proposal to add questions to the 1790 Census over and above those needed for congressional apportionment, so that members of Congress would be informed about their constituents' characteristics. While such questions were asked of every household for 140 years, between 1960 and 2000 most of them were placed on a "long form" sent to a representative sample of households.

Following the 1990 Census, Congress encouraged the Census Bureau to develop an alternative to the long form to streamline the Decennial Census, produce more timely data, and contain costs. The Census Bureau created the ACS in response. Since 2005, the ACS asks "long form"-type questions of a small sample of households each month and annually publishes updated datasets down to the neighborhood level.

The Decennial Census plays several key roles in the design and analysis of the ACS (see Appendix table on p. 15). An accurate Decennial Census enables an ACS that reliably estimates the percent distribution of a wide variety of socioeconomic characteristics (such as educational attainment) and number of people with a particular characteristic (such as being in poverty or having a professional degree) in rural communities.

Two key variables derived from the ACS to distribute federal funds to rural areas are Area Median Income (AMI) and the poverty rate. ACS data on housing costs are used to measure the housing component of the Consumer Price Index. ACS data on intercounty commuting guide the delineation of CBSAs and related classifications by degree of rurality, as well as the calculation of Personal Income and Per Capita Income by place of residence. And ACS data on international in-migration are used in generating annual Population Estimates.

Uses of Census-derived Datasets to Distribute Federal Rural Assistance

Census-derived data are used in four ways to guide the geographic distribution of federal rural assistance.

The large majority of rural assistance programs use census-related data to define **eligibility criteria**. Typically, eligibility for a rural assistance program requires location in an area classified as rural or with a particular degree of rurality. The definition of “rural” is specified for each program and can differ from one to another. For example, for certain USDA assistance programs, “rural” is defined as “any area other than a city, town, or unincorporated area that has a population of greater than 20,000 inhabitants.”

Some rural programs define beneficiary eligibility in terms of income levels, often in relation to a community’s AMI. For instance, to receive a loan from USDA’s Very Low to Moderate Income Housing Loan Program (10.410), applicants must have very low-, low- or moderate incomes, defined in relation to AMI.

Several rural assistance programs use census-derived data in **formulas that geographically allocate funds** among eligible recipients. For instance, USDA’s Very Low to Moderate Income Housing Loans Program (10.410) allocates direct loans among states based on share of rural population, share of rural occupied substandard housing units, share of rural households with incomes of between 50 and 80 percent of AMI, and other census-related factors.

A few rural assistance programs make funding decisions on the basis of **selection preferences**, using census-related data to score project applications. For instance, USDA’s Rural Community Facilities Loans and Grants Program (10.766) gives preference to small communities with low AMI.⁹

One program relies on census-derived data used to determine **interest rates** for loans. USDA’s Water and Waste Disposal Systems for Rural Communities (10.760) sets interest rates on the basis of community AMI.

55 Census-Guided Rural Assistance Programs

The Catalog of Federal Domestic Assistance (CFDA) identifies 55 programs targeted to rural communities. In FY2016, these programs distributed \$30.7 billion. The first table below shows summary data by department. USDA accounts for more than two-thirds of the programs and close to 95 percent of the funds.

The second table below indicates that the large majority of census-guided rural assistance programs provide grants (42 of 55) and rely on census-derived data to determine eligibility (47 of 55).

Rural Financial Assistance Programs by Federal Department, FY2016			
Department	# Programs	FY2016 Expenditures	% Total Expenditures
Agriculture	38	\$29,060,803,252	94.5%
Interior	4	\$751,633,279	2.4%
Transportation	1	\$619,956,000	2.0%
Education	1	\$175,840,000	0.6%
Health and Human Services	7	\$102,655,675	0.3%
Justice	1	\$24,231,823	0.1%
Housing and Urban Development	1	\$5,000,000	0.0%
Veterans Affairs	2	\$3,418,092	0.0%
Total	55	\$30,743,538,121	100.0%

Characteristics of 55 Census-guided Rural Financial Assistance Programs							
Type of Federal Financial Assistance				Census-derived Datasets Used to Determine:			
Grants	Direct Loans	Loan Guarantees	Direct Payments	Eligibility	Allocation Formulas	Selection Preferences	Interest Rates
42	13	11	3	47	14	5	1

The individual programs are listed in the Appendix (p. 16) in rank order by spending, with additional information on type of assistance and uses of census-derived datasets.

The largest rural assistance program by far is USDA's Very Low to Moderate Income Housing Loan Program

(10.410), which provided \$16.9 billion in FY2016, slightly more than the other 54 programs combined. This program relies on census-derived data in three ways. Given its relatively large size, it is worth exploring this reliance in some detail.

First, this loan program's definition of "rural" relies on data from Urban-Rural Classification and Population Estimates (see box below).

Second, the program allocates funds to each state based on a series of formulas that rely on census-derived data. For example, subsidized rural housing loans are allocated based on a state's percent share of the nation's:

- rural occupied substandard units (25 percent)
- rural population (10 percent)
- rural population in places of less than 2,500 population (15 percent)
- rural households between 50 and 80 percent of AMI (30 percent)
- rural households below 50 percent of AMI (weight of 20 percent)

Other allocation formulas in this program use additional criteria such as a state's percent share of U.S. rural renter households paying more than 35

percent of income for rent and a state's percent share of U.S. rural population 62 years and older.¹⁰

These various allocation formulas rely on Urban-Rural Classification, Population Estimates, and the ACS.

Third, the program restricts eligibility to very low to moderate income families, defined in terms of percent of the community's AMI, as determined by ACS data.

Each of the other 54 rural assistance programs rely on census-derived data in its own unique way, primarily as directed by Congress.

The final Appendix table identifies the FY2016 distribution by state of \$25.4 billion in spending for six large rural programs. The rural share of each state's population and land area, according to the 2010 Census, also is displayed.¹¹

DEFINITION OF "RURAL" FOR USDA VERY LOW TO MODERATE INCOME HOUSING LOAN PROGRAM

A rural area is:

(a) Open country or any town, village, city, or place, including the immediate adjacent densely settled area, which is not part of or associated with an urban area and which:

- (1) Has a population not in excess of 2,500 inhabitants; or
- (2) Has a population in excess of 2,500 but not in excess of 10,000 if it is rural in character; or
- (3) Has a population in excess of 10,000 but not in excess of 20,000, and
 - (i) Is not contained within a Metropolitan Statistical Area; and

- (ii) Has a serious lack of mortgage credit for lower and moderate-income families as determined by the Secretary of Agriculture and the Secretary of Housing and Urban Development.

(b) Any area classified as "rural" or a "rural area" prior to October 1, 1990, and determined not to be "rural" or a "rural area" as a result of data received from or after the 1990, 2000, or 2010 decennial census, and any area deemed to be a "rural area" at any time during the period beginning January 1, 2000, and ending December 31, 2010, shall continue to be so classified until the receipt of data from the decennial census in the year 2020, if such area has a population in excess of 10,000 but not in excess of 35,000, is rural in character, and has a serious lack of mortgage credit for lower and moderate-income families.

Source: 7 CFR 3350.10

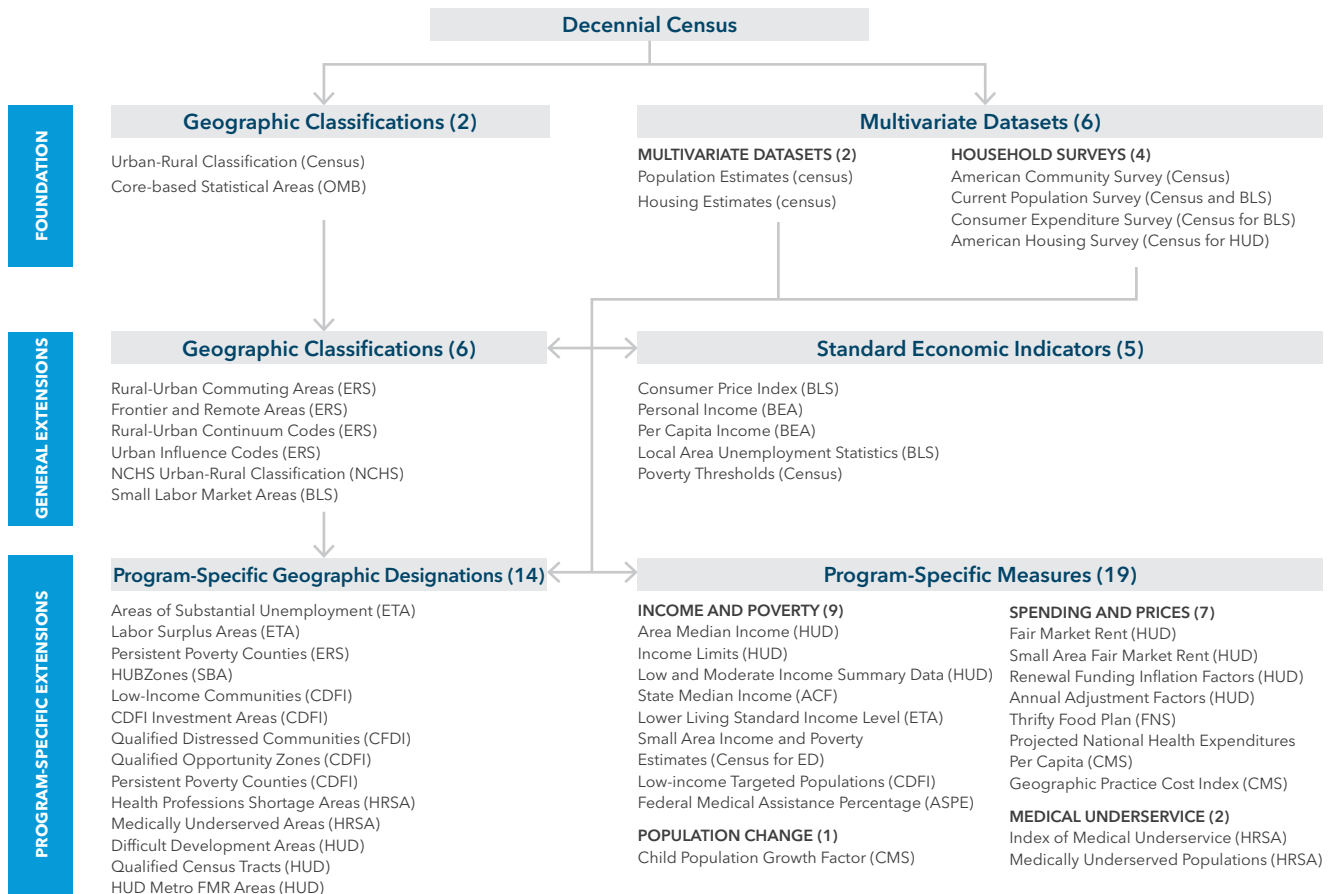
Conclusion

This brief describes the extent and nature of the reliance of federal rural assistance programs on data derived from the Decennial Census. It finds that 55 programs targeted to rural areas distributed \$30.7 billion in FY2016, largely on the foundation of three census-derived datasets—Urban-Rural Classification, Population Estimates, and the American Community Survey—used to set eligibility criteria and allocation formulas.

As the example of the USDA housing loan program makes clear, the fair, equitable distribution of federal rural assistance depends on the accuracy of the Decennial Census and the capacity of the federal statistical system to transform those numbers—through use of administrative records and household surveys—into ones that are more current and descriptive. It is in the interest of the communities of Rural America to ensure they are fully counted in the 2020 Census.

Appendix

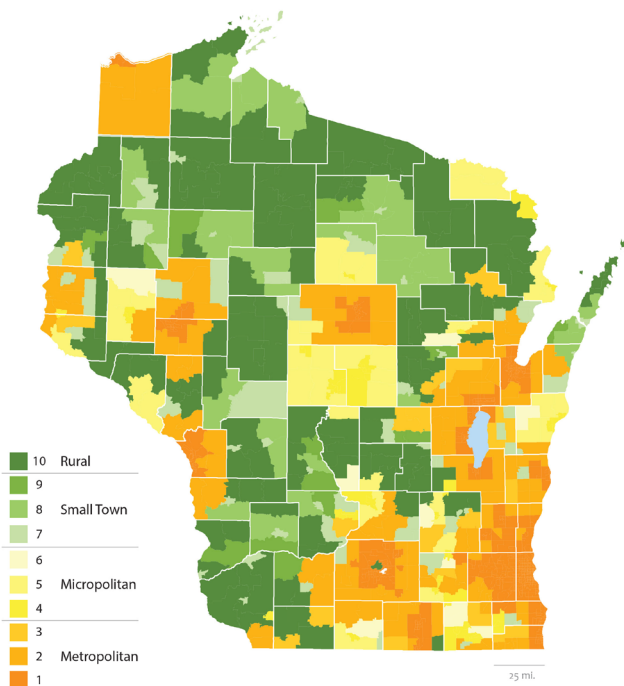
CENSUS-DERIVED DATASETS FOR DISTRIBUTING FEDERAL FUNDS



Agencies Responsible for Census-Derived Datasets

ACF	Administration for Children and Families, Department of Health and Human Services (HHS)	ERS	Economic Research Service, Department of Agriculture (USDA)
ASPE	Asst. Secretary for Policy and Evaluation, HHS	ETA	Employment and Training Administration, DOL
BEA	Bureau of Economic Analysis, Department of Commerce	FNS	Food and Nutrition Service, USDA
BLS	Bureau of Labor Statistics, Department of Labor (DOL)	HRSA	Health Resources and Services Administration, HHS
CDFI	Community Development Financial Institutions Fund, Department of Treasury	HUD	Department of Housing and Urban Development
Census	Census Bureau, Department of Commerce	NCHS	National Center for Health Statistics, HHS
CMS	Center for Medicare and Medicaid Services, HHS	OMB	Office of Management and Budget, White House
		SBA	Small Business Administration

Rural-Urban Commuting Areas *A census tract-level classification system*

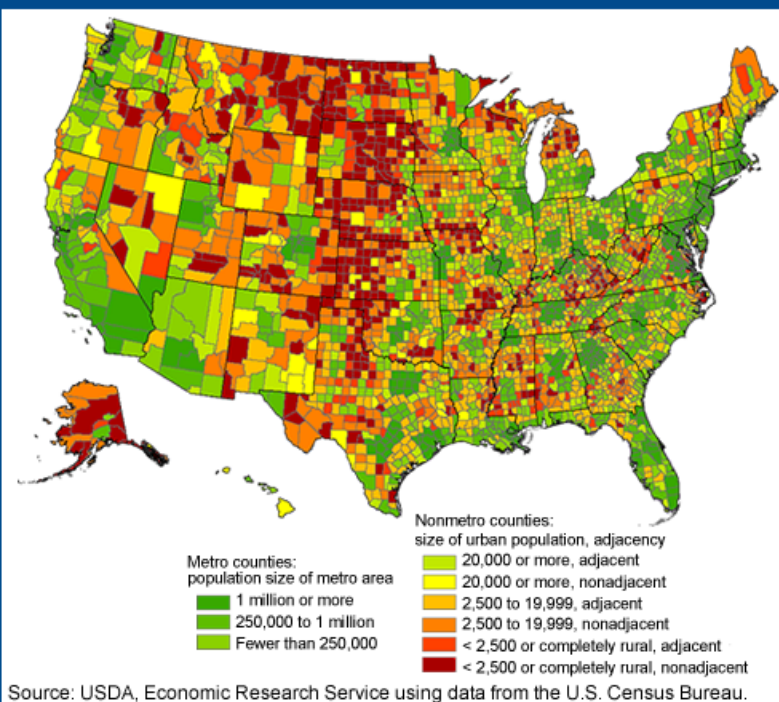


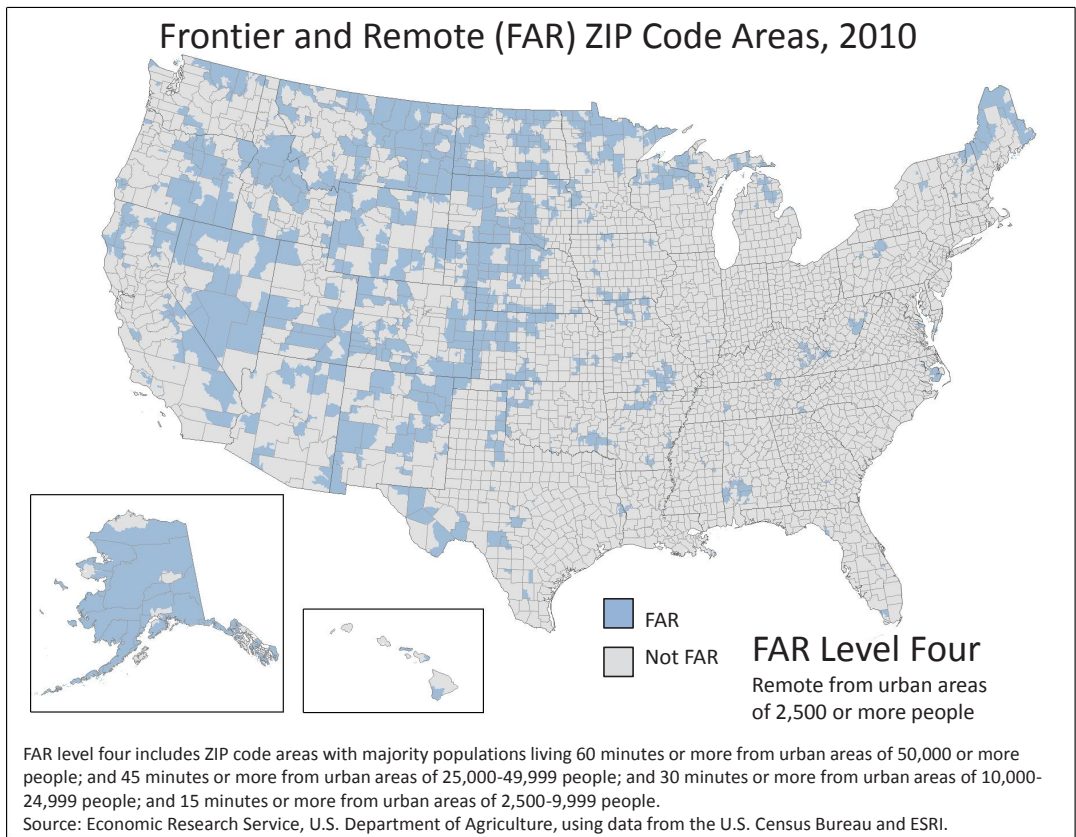
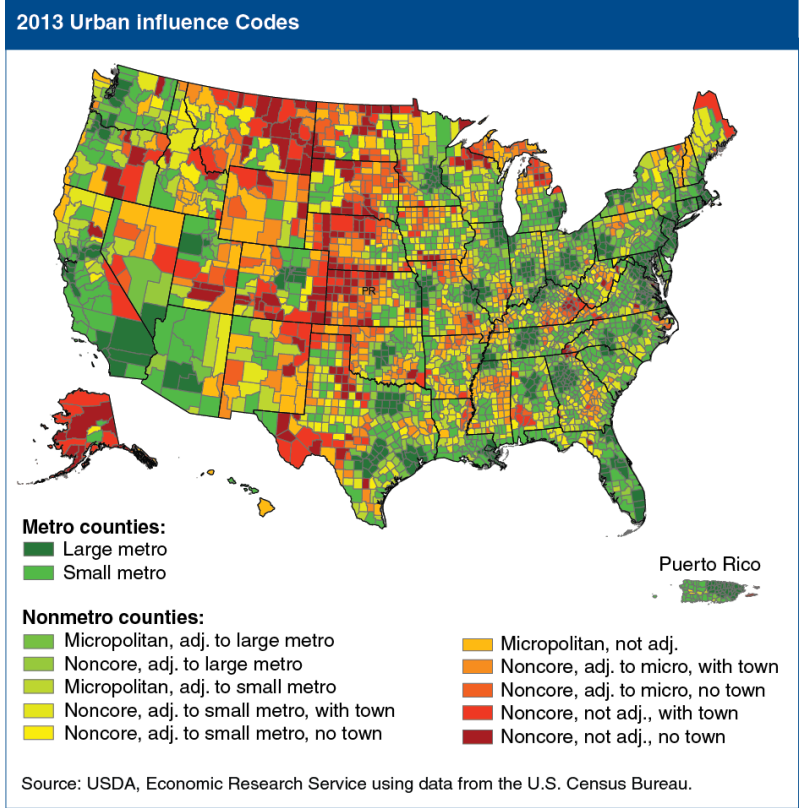
To see more rural-urban classification systems in Wisconsin, visit www.worh.org/library/wisconsin-divided-six-ways.

May 2018

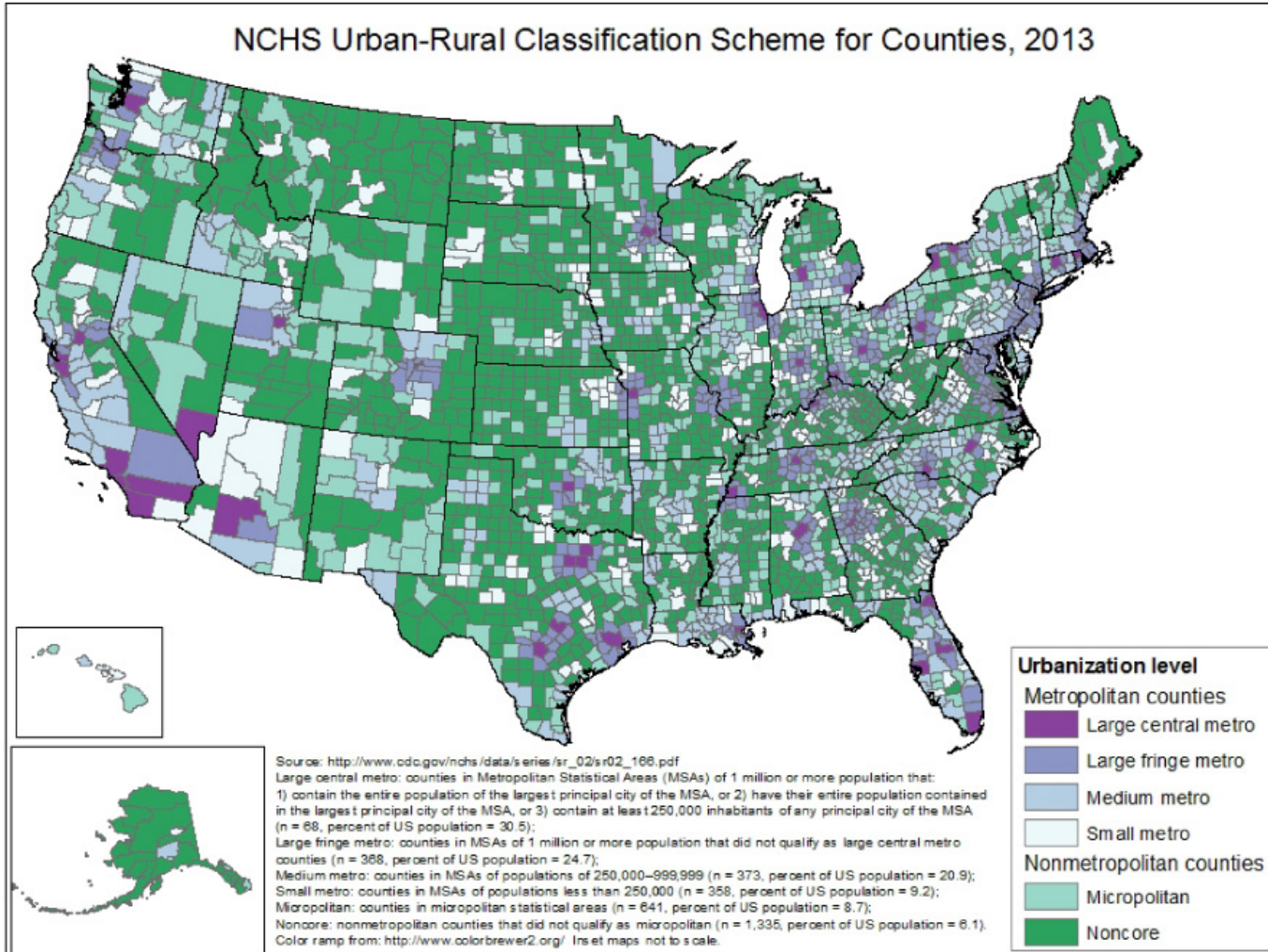


2013 Rural-Urban Continuum Codes





NCHS Urban-Rural Classification Scheme for Counties, 2013



The Roles of the Decennial Census in Household Survey Implementation and Analysis

Sampling Frame	The Census Bureau's Master Address File (MAF), the underpinning of the Decennial Census operation, provides the frame from which a survey sample is drawn.
Sample Design	The Decennial Census guides sample design in two ways. One is by delineating the primary sampling units from which samples are to be drawn and the sampling rates by which they are drawn. The second is to guide sample stratification, that is, the size of subsamples by characteristics such as race or educational attainment.
Imputation	Nonresponses to individual questions are filled in by imputing, or "borrowing," answers from other households with similar characteristics.
Weighting	In preparing survey results, the weight of each household's response is determined in relation to the estimated overall number of households and the estimated number of residents of similar age, sex, race, and Hispanic origin, as derived from the Decennial Census through annual population and housing estimates.
Variance	To understand the reliability of any survey result, the survey sponsors need to produce estimates of variance, or sampling error, which also is based annual population and housing estimates.

Source: Census Bureau, "American Community Survey: Design and Methodology," January 2014

Census-guided Federal Domestic Financial Assistance Programs for Rural America

Program	CFDA #	Dept.	Purpose	FY2016 Funding	Type of Federal Financial Assistance				Census-derived Datasets Used to Determine:			
					Grants	Direct Loans	Loan Guarantee	Direct Payments	Eligibility	Allocation Formulas	Selection Preference	Interest Rates
Very Low to Moderate Income Housing Loans	10.410	USDA	Assist very low, low-income, and moderate-income households to obtain modest, decent, safe, and sanitary housing for use as a permanent residence in	\$16,904,961,354		X	X		X	X		
Rural Electrification Loans and Loan Guarantees	10.850	USDA	Assure that people in eligible rural areas have access to electric services comparable in reliability and quality to the rest of the Nation	\$3,822,683,759		X	X		X			
Rural Community Facilities Loans and Grants	10.766	USDA	Construct, enlarge, extend, or otherwise improve community facilities providing essential services to rural residents	\$2,428,333,880	X	X	X		X		X	
Water and Waste Disposal Systems for Rural Communities	10.760	USDA	Provide basic human amenities, alleviate health hazards and promote the orderly growth of the rural areas of the nation by meeting the need for new and improved rural water and waste disposal facilities	\$1,588,387,462	X	X	X		X	X		X
Rural Rental Assistance Payments	10.427	USDA	Reduce the tenant contribution paid by low-income families occupying eligible units	\$1,333,976,699				X	X			
Business and Industry Loans	10.768	USDA	Assist public/private/cooperative organizations (profit or nonprofit), Indian tribes or individuals in rural areas to obtain quality loans for the purpose of improving, developing or financing business, industry, and employment and improving the economic and environmental climate in rural communities	\$1,270,124,000			X		X		X	
Wildlife Restoration and Basic Hunter Education	15.611	DOI	Restore, conserve, manage, and enhance wild birds and mammals and their habitat	\$687,008,019	X					X		
Formula Grants for Rural Areas	20.509	DOT	Improve, initiate, or continue public transportation service in nonurbanized areas (rural and small areas under 50,000 in population) and to provide technical assistance for rural transportation providers	\$619,956,000	X				X	X		
Cooperative Extension Service	10.500	USDA	Identify and solve farm, home, and community problems through the practical application of research findings of USDA and the land-grant colleges and Universities	\$458,779,037	X					X		
Payments to Agricultural Experiment Stations Under the Hatch Act	10.203	USDA	Support agricultural research at State Agricultural Experiment Stations	\$228,687,214	X					X		
Section 538 Rural Rental Housing Guaranteed Loans	10.438	USDA	Increase the supply of affordable multifamily housing in rural areas through partnerships between Rural Development and major lending sources, as well as State and local housing finance agencies and bond insurers	\$186,935,103			X		X			
Rural Education	84.358	ED	Provide financial assistance to rural districts to carry out activities to help improve the quality of teaching and learning in their schools	\$175,840,000	X				X			
Rural Energy for America Program	10.868	USDA	Promote energy efficiency improvements and renewable energy systems development	\$159,000,000	X		X		X			
Emergency Watershed Protection Program	10.923	USDA	Assist sponsors, landowners, and operators in implementing emergency recovery measures for runoff retardation and erosion prevention to relieve imminent hazards to life and property created by a natural disaster that causes a sudden impairment of a watershed	\$98,779,000	X					X		
Rural Telephone Loans and Loan Guarantees	10.851	USDA	Assure that people in eligible rural areas have access to telecommunications services comparable in reliability and quality to the rest of the nation	\$98,239,000		X	X		X			
Rural Development Multi-Family Housing Revitalization Demonstration Program	10.447	USDA	Preserve and revitalize existing rural rental housing and farm labor housing projects and provide safe and affordable housing for very low- and low-income residents	\$67,000,000	X				X			
State Wildlife Grants	15.634	DOI	Development and implementation of projects for the benefit of fish and wildlife and their habitats	\$61,571,000	X					X		
Water and Waste Disposal Loans and Grants	10.770	USDA	Provide water and waste disposal facilities and services to low income rural communities whose residents face significant health risks	\$57,999,661	X				X			
Very Low-Income Housing Repair Loans and Grants	10.417	USDA	Help very low-income owner-occupants in rural areas repair their properties	\$48,066,414	X	X			X			

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Rural Economic Development Loans and Grants	10.854	USDA	Promote rural economic development and job creation projects	\$45,000,000	X	X	X		X			
Rural Health Care Services Outreach, Rural Health Network Development and Small Health Care Provider Quality Improvement Program	93.912	HHS	Expand access to, coordinate, restrain the cost of, and improve the quality of essential health services, including preventive and emergency services, through the development of integrated health care delivery systems or networks in rural areas and frontier regions	\$38,160,810	X				X			
Rural Rental Housing Loans	10.415	USDA	Provide economically designed and constructed rental and cooperative housing and related facilities suited for low-income rural residents	\$33,000,000		X			X			
Farm Labor Housing Loans and Grants	10.405	USDA	Provide decent, safe, and sanitary low-rent housing and related facilities for low-income domestic farm laborers	\$27,000,000	X	X	X		X			
State Rural Hospital Flexibility Program	93.241	HHS	Help States work with rural communities and hospitals to develop and implement a rural health plan, designate critical access hospitals (CAHs), develop integrated networks of care, improve emergency medical services, provide support for quality improvement	\$24,559,822	X				X			
Rural Domestic Violence, Dating Violence, Sexual Assault, and Stalking Assistance Program	16.589	DOJ	Identify, assess, and appropriately respond to child, youth, and adult victims of domestic violence, sexual assault, dating violence, and stalking in rural communities	\$24,231,823	X				X	X		
Rural Business Development Grant	10.351	USDA	Promote sustainable economic development and facilitate the development of small and emerging private business, industry, and related employment for improving the economy in rural communities	\$24,000,000	X				X	X		
Rural Business Opportunity Grants	10.773	USDA	Promote sustainable economic development in rural communities with exceptional needs	\$24,000,000	X				X		X	
Rural Self-Help Housing Technical Assistance	10.420	USDA	Provide Self-Help Technical Assistance Grants to provide financial assistance to qualified nonprofit organizations and public bodies that will aid needy very low and low-income individuals and their families to build homes in rural areas by the self-help method	\$22,148,496	X				X			
Technical Assistance and Training Grants – Water and Waste Disposal in Rural Areas	10.761	USDA	Identify and evaluate solutions to water and waste disposal problems in rural areas	\$20,118,511	X				X			
Rural Broadband Access Loans and Loan Guarantees	10.886	USDA	Assure that people in eligible rural communities have access to broadband service comparable in reliability and quality to the rest of the nation	\$19,439,000		X	X		X			
Intermediary Relending Program	10.767	USDA	Finance business facilities and community development in rural areas	\$17,638,486		X			X		X	
Rural Development Multi-Family Housing Rural Housing Voucher Demonstration Program	10.448	USDA	Provide rental housing assistance vouchers to tenants in properties that prepay their Rural Development mortgage	\$17,530,138				X	X			
Small Rural Hospital Improvement Grant	93.301	HHS	Help hospitals: (1) pay for costs related to quality improvement and 2) offset costs related to the health information technology	\$14,757,796	X				X			
Emergency Community Water Assistance Grants	10.763	USDA	Help rural residents who have experienced a significant decline in quantity or quality of water to obtain adequate quantities of water that meet the standards of the Safe Drinking Water Act	\$13,498,782	X				X	X		
Rural Microentrepreneur Assistance Program	10.870	USDA	Provide rural microentrepreneurs with the skills necessary to establish new rural microenterprises and to provide continuing technical and financial assistance related to the successful operation of rural microenterprises	\$9,000,000		X			X			

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					Grants	Direct Loans	Loan Guarantee	Direct Payments	Eligibility	Allocation Formulas	Selection Preference	Interest Rates
Grants to States for Operation of State Offices of Rural Health	93.913	HHS	Improve health care in rural areas through the establishment of State Offices of Rural Health (SORH)	\$8,500,000	X					X		
Telehealth Programs	93.211	HHS	Demonstrate how telehealth networks improve healthcare services in rural communities	\$8,427,160	X				X			
Assistance to High Energy Cost Rural Communities	10.859	USDA	Provide assistance to rural communities with extremely high energy cost	\$6,394,692	X				X			
Rural Health Research	93.155	HHS	Support the operation of rural health research centers	\$6,150,087	X				X			
Rural Cooperative Development Grants	10.771	USDA	Improve economic conditions in rural areas through cooperative development	\$6,000,000	X				X			
Rural Housing Site Loans and Self-Help Housing Land Development Loans	10.411	USDA	Assist public or private nonprofit organizations interested in providing sites for housing; to acquire and develop land in rural areas to be subdivided as adequate building sites and sold on a cost development basis to families eligible for low and very low-income loans, cooperatives, and broadly based nonprofit rural rental housing applicants	\$5,232,700		X			X			
Rural Capacity Building for Community Development and Affordable Housing Grants	14.265	HUD	Carry out community development and affordable housing activities that benefit low- and moderate-income families and persons in rural areas	\$5,000,000	X				X			
Solid Waste Management Grants	10.762	USDA	Reduce or eliminate pollution of water resources and improve planning and management of solid waste disposal facilities in rural areas	\$4,284,791	X				X	X		
Rural Community Development Initiative	10.446	USDA	Develop the capacity and ability of private, nonprofit community-based housing and community development organizations and low income rural communities to improve housing, community and economic development projects, and community facilities	\$4,000,000	X				X			
Rural Housing Preservation Grants	10.433	USDA	Assist very low- and low-income rural residents' individual homeowners, rental property owners (single/multi-unit) or by providing the consumer cooperative housing projects (co-ops) the necessary assistance to repair or rehabilitate their dwellings	\$3,800,000	X				X			
Secure Rural Schools and Community Self-Determination	15.234	DOI	Restore stability and predictability to the annual payments made to States and counties containing National Forest System lands and lands managed by the Bureau of Land Management for use by the counties for the benefit of public schools, roads, and other purposes	\$2,868,160	X				X			
Veterans Transportation Program	64.035	VA	Assist veterans in highly rural areas through innovative transportation services to travel to Department of Veterans Affairs Medical Centers	\$2,418,092	X				X			
Development and Coordination of Rural Health Services	93.223	HHS	Build and sustain rural health infrastructure by providing technical assistance to rural communities, provide guidance and best practices on rural health networks, and improve quality of rural health care	\$2,100,000	X				X			
Schools and Roads - Grants to States	10.665	USDA	Share receipts from the National Forests and supplemental mandatory appropriations with states in which the National Forests are situated	\$2,059,485	X					X		
Farm and Ranch Lands Protection Program	10.913	USDA	Provide funding to eligible entities to purchase conservation easements to limit conversion to non-agricultural uses of farm and ranch lands that contain prime, unique, or important soils; that contain historical and archaeological resources; or that support the policy of a state or local farmland protection program	\$2,057,000				X			X	
Household Water Well System Grant Program	10.862	USDA	Finance the construction, refurbishing and servicing of individually-owned household water well systems in rural areas for individuals with low or moderate income	\$1,192,081	X				X			
Grant Program to Establish a Fund for Financing Water and Wastewater Projects	10.864	USDA	Make small, short term loans for pre-development or small capital water or waste disposal projects	\$1,000,000	X				X			

Census-guided Federal Domestic Financial Assistance Programs for Rural America

Program	CFDA #	Dept.	Purpose	FY2016 Funding	Type of Federal Financial Assistance				Census-derived Datasets Used to Determine:			
					Grants	Direct Loans	Loan Guarantee	Direct Payments	Eligibility	Allocation Formulas	Selection Preference	Interest Rates
Grants for the Rural Veterans Coordination Pilot	64.038	VA	Aide veterans and their families transitioning from military service to civilian life in rural areas	\$1,000,000	X				X			
Rural Child Poverty Nutrition Center	10.549	USDA	Establish grants and cooperative agreements to identify, develop and undertake projects to meet Food and Nutrition Service (FNS) program needs and the food, nutrition, and health needs of program eligible participants	\$456,507	X				X			
BLM Rural Fire Assistance	15.242	DOI	Implement the National Fire Plan by increasing firefighter safety and enhancing the knowledge and fire protection capability of rural fire departments	\$186,100	X				X			

Total

\$30,743,538,121

Expenditures of Six Rural Assistance Programs, by State, FY2016

States	% Rural			Very Low to Moderate Income Housing Loans (10.410)	Rural Electrification Loans & Loan Guarantees (10.850)	Water and Waste Disposal Systems for Rural Communities (10.760)	Rural Rental Assistance Payments (10.427)	Business and Industry Loans (10.768)	Cooperative Extension Service (10.500)	Six-Program Total
	Population	Rank	Land Area							
Alabama	41.0%	9	95.6%	\$435,108,296	\$111,161,000	\$23,568,371	\$36,851,627	\$18,597,000	\$17,919,631	\$643,205,925
Alaska	34.0%	14	100.0%	\$112,014,712	\$16,462,000	\$37,246,303	\$6,793,849	\$19,430,000	\$2,052,057	\$193,998,921
Arizona	10.2%	42	98.1%	\$234,385,031	\$39,135,000	\$5,810,000	\$18,328,754	\$25,695,000	\$4,008,024	\$327,361,809
Arkansas	43.8%	6	97.9%	\$384,157,930	\$21,692,000	\$31,542,488	\$26,379,177	\$2,499,000	\$12,286,135	\$478,556,730
California	5.1%	50	94.7%	\$512,261,295	\$23,826,000	\$9,305,900	\$108,032,705	\$35,379,000	\$10,269,362	\$699,074,262
Colorado	13.9%	37	98.5%	\$243,896,069	\$395,866,000	\$4,713,000	\$15,606,894	\$37,691,000	\$4,627,804	\$702,400,767
Connecticut	12.0%	40	62.3%	\$108,242,639	\$0	\$20,962,000	\$8,724,349	\$2,224,000	\$2,955,944	\$143,108,932
Delaware	16.7%	34	79.1%	\$131,474,188	\$0	\$10,125,000	\$8,061,135	\$1,856,000	\$5,396,564	\$156,912,887
District of Columbia	0.0%	51	0.0%	\$0	\$0	\$0	\$0	\$0	\$1,330,170	\$1,330,170
Florida	8.8%	45	86.2%	\$608,013,181	\$89,004,000	\$28,117,320	\$67,680,847	\$102,991,000	\$11,380,343	\$907,186,691
Georgia	24.9%	28	91.7%	\$548,932,461	\$740,469,000	\$45,239,000	\$37,076,211	\$47,457,000	\$16,766,228	\$1,435,939,900
Hawaii	8.1%	46	93.9%	\$182,283,030	\$0	\$16,022,232	\$10,974,656	\$6,486,000	\$1,782,215	\$217,548,133
Idaho	29.4%	21	99.4%	\$171,424,210	\$0	\$25,803,107	\$19,218,044	\$40,138,000	\$3,632,748	\$260,216,109
Illinois	11.5%	41	92.9%	\$309,755,034	\$0	\$73,132,300	\$29,827,867	\$432,000	\$12,157,605	\$425,304,806
Indiana	27.6%	22	93.0%	\$572,929,900	\$20,732,000	\$85,042,100	\$22,801,371	\$10,498,000	\$12,108,563	\$724,111,934
Iowa	36.0%	12	98.3%	\$213,545,990	\$80,225,000	\$48,122,000	\$27,775,283	\$46,278,000	\$10,634,540	\$426,580,813
Kansas	25.8%	26	98.8%	\$124,715,928	\$53,818,000	\$14,919,000	\$13,273,592	\$14,997,000	\$9,829,440	\$231,552,960
Kentucky	41.6%	8	96.4%	\$466,716,929	\$334,815,000	\$40,714,000	\$26,275,377	\$18,064,000	\$15,907,820	\$902,493,126
Louisiana	26.8%	24	95.4%	\$616,987,026	\$0	\$34,811,664	\$46,649,945	\$68,627,000	\$10,864,490	\$777,940,125
Maine	61.3%	1	98.8%	\$266,728,827	\$0	\$29,119,000	\$39,012,468	\$4,880,000	\$3,304,179	\$343,044,474
Maryland	12.8%	38	79.4%	\$444,985,128	\$0	\$14,431,000	\$18,789,398	\$430,000	\$6,295,082	\$484,930,608
Massachusetts	8.0%	47	61.7%	\$163,310,984	\$0	\$11,900,863	\$12,584,769	\$0	\$3,829,442	\$191,626,058
Michigan	25.4%	27	93.6%	\$667,887,608	\$47,652,000	\$64,744,000	\$36,440,499	\$31,965,000	\$13,449,830	\$862,138,937
Minnesota	26.7%	25	97.9%	\$475,752,332	\$78,631,000	\$46,764,884	\$22,747,230	\$27,483,000	\$13,627,154	\$665,005,600
Mississippi	50.7%	4	97.6%	\$363,885,442	\$138,676,000	\$46,818,559	\$52,413,632	\$12,248,000	\$13,165,497	\$627,207,130
Missouri	29.6%	20	97.0%	\$586,342,341	\$83,277,759	\$49,054,710	\$26,658,886	\$46,533,000	\$16,919,473	\$808,786,169
Montana	44.1%	5	99.8%	\$164,810,948	\$15,606,000	\$47,063,800	\$8,409,590	\$10,500,000	\$5,173,200	\$251,563,538
Nebraska	26.9%	23	99.3%	\$99,395,630	\$0	\$13,545,100	\$8,413,614	\$31,223,000	\$6,783,433	\$159,360,777
Nevada	5.8%	48	99.3%	\$115,519,804	\$0	\$20,567,589	\$10,766,261	\$27,990,000	\$1,856,403	\$176,700,057
New Hampshire	39.7%	11	92.8%	\$130,616,190	\$0	\$10,186,418	\$14,488,592	\$5,000,000	\$2,146,012	\$162,437,212
New Jersey	5.3%	49	60.3%	\$120,154,190	\$0	\$17,202,000	\$12,184,584	\$0	\$4,048,850	\$153,589,624
New Mexico	22.6%	30	99.3%	\$46,350,437	\$0	\$1,942,000	\$18,504,354	\$14,123,000	\$3,357,238	\$84,277,029
New York	12.1%	39	91.3%	\$214,100,490	\$0	\$27,407,230	\$32,075,984	\$18,613,000	\$14,463,963	\$306,660,667
North Carolina	33.9%	15	90.5%	\$887,731,855	\$277,600,000	\$52,014,800	\$87,950,922	\$41,927,000	\$22,579,619	\$1,369,804,196

Expenditures of Six Rural Assistance Programs, by State, FY2016

States	% Rural			Very Low to Moderate Income Housing Loans (10.410)	Rural Electrification Loans & Loan Guarantees (10.850)	Water and Waste Disposal Systems for Rural Communities (10.760)	Rural Rental Assistance Payments (10.427)	Business and Industry Loans (10.768)	Cooperative Extension Service (10.500)	Six-Program Total
	Population	Rank	Land Area							
North Dakota	40.1%	10	99.7%	\$50,109,952	\$65,975,000	\$15,339,320	\$6,937,457	\$18,088,000	\$4,829,855	\$161,279,584
Ohio	22.1%	31	89.2%	\$516,562,039	\$53,600,000	\$53,029,500	\$30,971,857	\$44,707,000	\$18,566,953	\$717,437,349
Oklahoma	33.8%	16	98.1%	\$248,818,239	\$41,207,000	\$36,202,125	\$22,317,611	\$29,400,000	\$11,182,915	\$389,127,890
Oregon	19.0%	33	98.9%	\$376,461,086	\$0	\$16,551,707	\$28,022,225	\$86,287,000	\$4,795,544	\$512,117,562
Pennsylvania	21.3%	32	89.5%	\$610,322,282	\$18,000,000	\$54,938,900	\$33,889,200	\$26,410,000	\$17,167,885	\$760,728,267
Rhode Island	9.3%	44	61.3%	\$23,004,324	\$0	\$8,089,000	\$3,569,557	\$0	\$1,701,595	\$36,364,476
South Carolina	33.7%	17	92.1%	\$506,496,548	\$302,421,000	\$73,616,300	\$38,247,800	\$47,279,000	\$7,577,008	\$975,637,656
South Dakota	43.4%	7	99.7%	\$160,044,687	\$95,109,000	\$16,340,000	\$16,441,467	\$50,897,000	\$4,783,752	\$343,615,906
Tennessee	33.6%	18	93.0%	\$824,129,062	\$17,000,000	\$35,351,979	\$33,291,146	\$20,642,000	\$16,701,163	\$947,115,350
Texas	15.3%	36	96.7%	\$649,059,465	\$90,480,000	\$83,940,100	\$59,375,232	\$48,356,000	\$26,246,745	\$957,457,542
Utah	9.4%	43	98.9%	\$371,351,996	\$0	\$9,048,346	\$9,137,509	\$23,741,000	\$3,143,707	\$416,422,558
Vermont	61.1%	2	98.3%	\$75,986,637	\$0	\$18,557,004	\$11,110,509	\$12,000,000	\$2,399,454	\$120,053,604
Virginia	24.6%	29	93.3%	\$587,360,809	\$445,462,000	\$50,954,000	\$32,692,454	\$46,492,000	\$13,597,841	\$1,176,559,104
Washington	16.0%	35	96.4%	\$446,692,303	\$30,782,000	\$15,081,100	\$35,857,764	\$20,180,000	\$6,812,636	\$555,405,803
West Virginia	51.3%	3	97.3%	\$229,696,497	\$0	\$29,892,248	\$16,840,276	\$6,340,000	\$9,191,218	\$291,960,239
Wisconsin	29.9%	19	96.5%	\$329,658,598	\$94,000,000	\$57,199,095	\$17,410,595	\$16,942,000	\$10,947,369	\$526,157,657
Wyoming	35.2%	13	99.8%	\$174,790,775	\$0	\$6,299,000	\$6,091,574	\$109,000	\$2,224,339	\$189,514,688
Totals				\$16,904,961,354	\$3,822,683,759	\$1,588,387,462	\$1,333,976,699	\$1,270,124,000	\$458,779,037	\$25,378,912,310

Sources: USASpending.gov, USDA, OMB

- 1 Project website: <https://gwipp.gwu.edu/counting-dollars-2020-role-decennial-census-geographic-distribution-federal-funds>
- 2 The Census Bureau issued proposed criteria for defining urban areas in the Federal Register on August 24, 2010 and published its final criteria ("Urban Area Criteria for the 2010 Census") on August 24, 2011. See <https://www.federalregister.gov/documents/2011/08/24/2011-21647/urban-area-criteria-for-the-2010-census>.
- 3 U.S. Census Bureau, "2010 Census Urban and Rural Classification and Urban Area Criteria" at <https://www.census.gov/geo/reference/ua/urban-rural-2010.html>. The Census Bureau announced the publication of data based on its classification in a press release on March 26, 2012 in "Growth in Urban Population Outpaces Rest of Nation, Census Bureau Reports" (https://www.census.gov/newsroom/releases/archives/2010_census/cb12-50.html).
- 4 An adjacent outlying county is part of the CBSA if at least 25 percent of its workers commute to the central county or counties or if at least 25 percent of its jobs are filled by workers from the central county or counties. The ACS is the source of the commuting data.
- 5 See ERS Rural Classifications at <https://www.ers.usda.gov/topics/rural-economy-population/rural-classifications/> and the NCHS Urban-Rural Classification Scheme for Counties at https://www.cdc.gov/nchs/data_access/urban_rural.htm.
- 6 Detailed information on the Census Bureau's Population and Housing Unit Estimates, including methodology, is available at <https://www.census.gov/programs-surveys/popest.html>.
- 7 13 USC 183
- 8 The Census Bureau prepares Population Estimates as of July 1 for each calendar year, including the decennial year. As a result, the Census Bureau publishes two sets of population statistics for the decennial year - the decennial census as of April 1 and Population Estimates as of July 1.
- 9 For the purposes of the program, very low-income is defined as below 50 percent of AMI; low-income is between 50 and 80 percent of AMI; moderate income is below 115 percent of AMI.
- 10 7 CFR 1940
- 11 This table also is available in a two-page handout at <https://censusproject.files.wordpress.com/2018/09/gwururalamericasept2018.pdf>.