



TECHNICAL OPERATIONS HANDBOOK

September 2007

**Prepared by
Jane Staveley**





Technical Operations Handbook

Prepared by:

Jane Staveley
The Jacob France Institute
University of Baltimore

Contact: Jane Staveley (jstaveley@ubalt.edu; 410/837-6552)

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CONTENTS

	<u>Page No.</u>
I. Overview	1
II. Participating in FEDES	2
III. Design of the Data Exchange System	3
Transmitting Data to the JFI	
Matched Data Returned from the Federal Agencies	
IV. Data Exchange Process	5
V. Using the Matched Data	6
Appendix A: Summary of FEDES Cycles	7
Appendix B: FEDES Schedules	8
FEDES: Quarterly Data Exchange Schedule for 2007	
FEDES: Quarterly Data Exchange Schedule for 2008	
Appendix C: FEDES Record Layouts	10
Record Layout for Data from States to the JFI	
Record Layouts for Matched Data Returned to States	
Office of Personnel Management (OPM)	
Department of Defense, Defense Manpower Data Center (DMDC)	
United States Postal Service (USPS)	
Appendix D: Coverage Statement, Office of Personnel Management - Central Personnel Data File	15



Technical Operations Handbook

I. Overview

The State of Maryland is under contract to the Department of Labor, Employment and Training Administration (DOL ETA) to pilot a federal employment data exchange system (FEDES) to assist states in meeting reporting requirements. Data sharing agreements have been negotiated between the Maryland Department of Labor, Licensing and Regulation (DLLR) and three federal agencies: the Office of Personnel Management (OPM); the Department of Defense, Defense Manpower Data Center (DMDC); and the United States Postal Service (USPS). In turn, the DLLR has negotiated data sharing agreements with 34 states and the District of Columbia.

The DLLR is responsible for the administrative management of the project and the Jacob France Institute at the University of Baltimore (JFI) is responsible for the technical operations. This report provides information on the technical operations of FEDES. The pilot began in the summer of 2004 with five states and one federal agency (OPM) participating. Since then, data exchanges have been conducted each quarter; the twelfth exchange was completed in August 2007 with three federal agencies, 26 states and the District of Columbia. A summary of the quarterly FEDES cycles is provided in Appendix A.

II. Participating in FEDES

In order to participate in FEDES, a state must have a signed data sharing agreement with the Maryland Department of Labor Licensing and Regulation.

Questions regarding the data sharing agreement should be addressed to:

Sarah Harlan
Assistant Attorney General
Maryland Department of Labor, Licensing and Regulation
500 North Calvert Street, Suite 406
Baltimore, Maryland 21202
Phone: (410) 230-6120
Fax: (410) 333-6503
E-mail: sharlan@dllr.state.md.us

Once the agreement has been fully executed, the state will be able to join in the next FEDES cycle. The annual schedules for each quarterly cycle are in Appendix B. The contact information for the state representative will be placed on the FEDES mailing list and the representative will receive all information pertaining to upcoming FEDES cycles. Approximately two weeks before the beginning of each cycle, an e-mail is sent out with detailed information relating to the submission of data for that cycle.

There is no charge to states for participating in FEDES.

Questions concerning the technical operation of FEDES should be addressed to:

Jane Staveley
Project Manager
The Jacob France Institute
University of Baltimore
1420 North Charles Street
Baltimore, MD 21201
Phone: (410) 837-6552
Fax: (410) 837-5814
E-mail: jstaveley@ubalt.edu

III. Design of the Data Exchange System

The FEDES is a comprehensive data exchange system structured to meet states' data needs for federal reporting as well as state level reporting and evaluation¹, capable of exchanging all available federal employment data. The system is user friendly, geared to meeting reporting deadlines, and necessary precautions are taken to protect the confidentiality of the data. The overall design is intended to support the quarterly exchange of data between all 50 states and three federal agencies (OPM, DMDC and USPS). The data the states wish to exchange with the federal agencies pass through a single portal in Maryland, the JFI, an agent of the Maryland DLLR. The data returned from the federal agencies pass through the same single portal back to the states. It is important to note that the FEDES is not a warehousing activity; it is a secure, and brief, pass-through sequence designed to achieve efficiency of data exchange. No data are retained by the JFI, unless temporary retention for pilot-phase diagnostic purposes has been authorized by a state.

Transmitting Data to the JFI

Method of transmittal: The preferred method of data transmittal to the JFI is for states to use secure file transfer protocol (SFTP) to send data to a secure box, where each state has their own password and their information cannot be accessed by any other state. SFTP is functionally similar to FTP, but it encrypts both commands and data, preventing passwords and sensitive information from being transmitted in the clear over the internet. The JFI will make available the software to support the SFTP process (Winscp371) and accompanying instructions. For states that do not have the capability to use SFTP, the data can be saved to a CD in a password protected file and sent by Federal Express to the JFI.

Data Format: The preferred data format is an ASCII file with fixed length and fixed fields.

Record Layout: A sample record layout is in Appendix C (page 10). For each record, in addition to the social security number, states need to add a two-character state id and a two-character program code. If there is no program code then code two blanks. There is also a one-character field which must be coded either "Y" or "N." The DMDC may only match records that are used for federal reporting purposes, so code "Y" for those records that meet an authorized DMDC use and "N" for those records that meet an authorized OPM and USPS use but do not meet an authorized DMDC use.

Matched Data Returned from the Federal Agencies

Time Period: Data returned by the federal agencies will cover the eight most recent quarters and are subject to a three month lag.

¹ Matched data returned from DMDC may only be used for federal reporting purposes.

Employees Covered: Data in the DOD active duty file are pulled from three sources at the DMDC: Active Duty Master Personnel File, Active Duty Transaction File, and Active Duty Pay File. These files cover all active duty personnel in the Army, Navy, Marine Corps, Air Force and Coast Guard as well as members of the National Guard and Reserve who are on active duty. Data from the civilian files at DMDC were discontinued beginning with the eighth cycle, because a comparison with the file received from OPM revealed that almost all personnel in the DOD civilian file were also included in the OPM file.

Data in the USPS file are from the Personnel Compensation and Payroll Records (PCPR) system at USPS and cover all postal service employees.

Data in the OPM file are from their Central Personnel Data File (see Appendix D for a statement on the coverage of this file).

Record Layouts: Each state will receive their matched data in separate files for each federal agency. Record layouts for the data returned from the twelfth cycle of the pilot are in Appendix C, pages 11-14.

There are two OPM files: the first contains the original data returned from OPM; the second contains the computed fields that may be used for WIA reporting purposes.

There is one DOD file containing both the original data from DMDC and the computed fields for WIA reporting.

There is one USPS file containing both the original data from USPS and the computed fields for WIA reporting.

A full explanation of the computed fields is in the [*Guide to New WIASRD-Compatible OPM, USPS and DOD Matched Record Data Fields*](#) .

IV. Data Exchange Process

The data exchange process for FEDES involves the following steps:

Step 1

- ❖ Each participating state extracts the data that need to be matched from a secure server. A file is prepared containing the Social Security Numbers, program code and state id of the records that need to be matched. Beginning with the twelfth cycle, we have added a single-character field to identify whether the record is to be used for federal reporting and thus qualify for matching by DMDC (see Appendix C, page 10, for the record layout).
- ❖ The data file is uploaded by SFTP to a directory on the JFI server. Each state is assigned a separate secure directory.
- ❖ The server will be open to receive data during the first week of each quarter. Specific instructions on the SFTP process will be provided to each participating state just prior to the first week of the quarter.
- ❖ States that are unable to use the SFTP process may save the data they wish to be matched to a CD in a password protected file, which can then be sent by Federal Express to the JFI.

Step 2

- ❖ The JFI downloads the state data files from the server during the second week of the quarter and bundles the data into one file. The file is zipped up, password protected, encrypted, and transferred electronically to DMDC and OPM via secure FTP. The zipped, password protected file is then saved to a CD or DVD and sent by Express Mail to USPS.

Step 3

- ❖ Each federal agency matches the JFI file with their personnel data files. The DMDC and OPM each transfers its file of matched data to the JFI by secure FTP. The USPS saves the matched data to a CD or DVD and sends the CD or DVD by Express Mail to the JFI.

Step 4

- ❖ The JFI unbundles the raw matched files and places each state's data in a separate secure directory on the JFI server. Any residual or derivative files are destroyed.

Step 5

- ❖ Each state downloads their data to a secure server via SFTP. States only receive the employment information that is matched from their original file. They do not receive any other information.

V. Using the Matched Data

Authorized uses of the data are specified in each state's data sharing agreement with DLLR. The matched data returned to participating states from all three federal agencies (DOD, OPM and USPS) may be used by these states for the following purposes:

“Satisfying, or contributing to, Federal performance measurement and consumer report activities required by the United States Office of Management and Budget (OMB) or federal law or regulation.”

This includes performance reporting required by federal agencies for, e.g., the Workforce Investment Act (WIA), the Wagner-Peyser Act, Veterans Employment and Training Service, the Trade Adjustment Assistance Reform Act (TAA), and the Carl D. Perkins Vocational and Technical Education Act of 1998 (Perkins III). These are the only authorized uses of matched data from DOD.

The matched data returned from OPM and USPS may also be used by participating states for:

“Satisfying, or contributing to, State performance measurement and reporting requirements authorized under state law or regulation.”

Any other uses of the data must be approved by the federal agency prior to the matching cycle.

An important use of the FEDES data is to provide information on federal employment for periodic performance reports submitted by the states to the federal government under the Workforce Investment Act. To assist states with these performance reports, the JFI has prepared additional data fields, including WIASRD-compatible wage calculations, which are added to the matched data returned from the federal agencies. These new calculated fields are explained in the [*Guide to New WIASRD-Compatible OPM, USPS and DOD Matched Record Data Fields*](#), May 2007, prepared by Jane Staveley and David Stevens, available on the JFI website at www.ubalt.edu/jfi.

Appendix A: Summary of FEDES Cycles

Cycle	Date	Federal Agencies	Participating States
1st	Summer 2004	OPM	Alaska, Kansas, Maryland, Texas, Washington.
2nd	Jan-Feb 2005	OPM, DOD, USPS	Alaska, District of Columbia, Georgia, Indiana, Kansas, Louisiana, Maryland, Montana, New Jersey, Texas, Vermont, Washington, West Virginia.
3rd	Apr-May 2005	OPM, DOD, USPS	Alaska, District of Columbia, Indiana, Kansas, Louisiana, Maryland, Montana, Nebraska, New Jersey, Ohio, South Dakota, Texas, Vermont, Virginia, Washington, West Virginia.
4th	Jul-Aug 2005	OPM, DOD, USPS	Alabama, Alaska, District of Columbia, Georgia, Idaho, Indiana, Kansas, Maine, Maryland, Montana, Nebraska, Ohio, South Carolina, South Dakota, Texas, Vermont, Virginia, Washington, West Virginia, Wisconsin.
5th	Oct-Nov 2005	OPM, DOD, USPS	Connecticut, District of Columbia, Georgia, Idaho, Indiana, Kansas, Maine, Maryland, Mississippi, Missouri, Montana, Nebraska, New Jersey, New York, South Carolina, Texas, Vermont, Virginia, Washington, West Virginia, Wisconsin.
6th	Jan-Feb 2006	OPM, DOD, USPS	Alaska, Connecticut, District of Columbia, Georgia, Idaho, Indiana, Kansas, Louisiana, Maine, Maryland, Mississippi, Missouri, Montana, Nebraska, New Jersey, Oklahoma, South Carolina, Texas, Vermont, Virginia, Washington, West Virginia, Wisconsin.
7th	Apr-May 2006	OPM, DOD, USPS	Alaska, Connecticut, District of Columbia, Idaho, Indiana, Kansas, Maine, Maryland, Mississippi, Missouri, Montana, Nebraska, New Jersey, New York, Ohio, Oklahoma, Oregon, South Carolina, South Dakota, Texas, Vermont, Virginia, Washington, Wisconsin.
8 th	Jul-Aug 2006	OPM, DOD, USPS	Alaska, Connecticut, District of Columbia, Idaho, Illinois, Indiana, Kansas, Maine, Maryland, Mississippi, Missouri, Montana, Nebraska, New Jersey, New York, Oklahoma, Oregon, South Carolina, Texas, Vermont, Virginia, Washington, Wisconsin.
9 th	Oct-Nov 2006	OPM, DOD	Alaska, Connecticut, District of Columbia, Idaho, Illinois, Indiana, Kansas, Maine, Maryland, Mississippi, Missouri, Montana, Nebraska, New York, Oklahoma, Oregon, South Carolina, Tennessee, Texas, Vermont, Virginia, Washington, Wisconsin.
10 th	Jan-Feb 2007	OPM, DOD, USPS	District of Columbia, Idaho, Illinois, Indiana, Kansas, Maine, Maryland, Mississippi, Missouri, Montana, Nebraska, New Jersey, New Mexico, New York, North Dakota, Oklahoma, Oregon, South Carolina, Tennessee, Texas, Utah, Vermont, Virginia, Washington, Wisconsin.
11 th	Apr-May 2007	OPM, DOD, USPS	Connecticut, District of Columbia, Hawaii, Idaho, Illinois, Indiana, Kansas, Maine, Maryland, Mississippi, Missouri, Montana, Nebraska, New Mexico, New York, North Dakota, Oklahoma, Oregon, South Carolina, South Dakota, Tennessee, Texas, Utah, Vermont, Virginia, Washington, Wisconsin.
12 th	Jul-Aug 2007	OPM, DOD, USPS	Connecticut, District of Columbia, Idaho, Illinois, Indiana, Kansas, Maine, Maryland, Mississippi, Missouri, Montana, Nebraska, New Jersey, New Mexico, New York, North Dakota, Ohio, Oklahoma, Oregon, South Carolina, Tennessee, Texas, Utah, Vermont, Virginia, Washington, Wisconsin.

Appendix B: FEDES Schedules

FEDES: Quarterly Data Exchange Schedule for 2007

Timeframe	States submit files to MD	MD submits merged state files to OPM, DOD & USPS	OPM, DOD & USPS return matched data files to MD	MD returns individual matched data files to each state	Calendar Quarters Returned
2007					
1st Quarter	January 2-5	January 11-12	January 25-26	February 5-9	2004:Q4 to 2006:Q3
2nd Quarter	April 2-6	April 12-13	April 26-27	May 7-11	2005:Q1 to 2006:Q4
3rd Quarter	July 2-6	July 12-13	July 26-27	August 6-10	2005:Q2 to 2007:Q1
4th Quarter	October 1-5	October 11-12	October 25-26	November 5-9	2005:Q3 to 2007:Q2

FEDES: Quarterly Data Exchange Schedule for 2008

Timeframe	States submit files to MD	MD submits merged state files to OPM, DOD & USPS	OPM, DOD & USPS return matched data files to MD	MD returns individual matched data files to each state	Calendar Quarters Returned
2008					
1st Quarter	December 31- January 4	January 10-11	January 24-25	February 4-8	2005:Q4 to 2007:Q3
2nd Quarter	March 31-April 4	April 10-11	April 24-25	May 5-9	2006:Q1 to 2007:Q4
3rd Quarter	June 30-July 4	July 10-11	July 24-25	August 4-8	2006:Q2 to 2008:Q1
4th Quarter	September 29-October 3	October 9-10	October 23-24	November 3-7	2006:Q3 to 2008:Q2

Appendix C: FEDES Record Layouts

1. Record Layout for Data from States to the JFI

ASCII Text File with fixed length and fixed fields

<u>Position</u>	<u>Variable Name</u>	<u>Description</u>
01-09	Social Security Number	9 digit code, right justified, zero filled, no hyphens
10-11	State id	2 character id
12-13	Program code	2 character, right justified
14	DMDC use	1 character

Example: **001234567****MD**02**Y**
 Bold – SSN
 Red – state id
 Blue – program code
 Green – DMDC use code

Notes: 1. Program code: If you don't have a program code, then just code two blanks.
 2. DMDC use code: Code "Y" for authorized DMDC use; code "N" for uses authorized by OPM and USPS but not DMDC.

2. Record Layouts for Matched Data Returned to States

(a) Office of Personnel Management (OPM)

Original File Returned from OPM

```
"/users/data6/OPM_JUL2007_return_round_12/opm_orignal_thru_mar_2007_&opm_stat
e..txt" ls=291;
put @001 ssn Z9.0
    @010 state_id          $2.
    @012 pgm_id           $2.
    @014 " "
    @015 agency_code      $4.
    @019 agency_name      $45.
    @064 subelement_name  $45.
    @109 Occupation_code  $4.
    @113 Occupation_name  $40.
    @153 pay_plan_code    $2.
    @155 pay_plan_name    $50.
    @205 grade_gs_only   $2.
    @207 adjusted_basic_pay $6.
    @213 basic_pay        $6.
    @219 total_pay        $6.
    @225 state_code       $2.
    @227 state_name       $20.
    @247 work_schedule_code $1.
    @248 work_schedule_name $20.
    @268 beginning_date   $8.
    @276 ending_date      $8.
    @284 quarter_yyyy_mm  $6.
    @290 beginning_reason  $1.
    @291 ending_reason    $1.;
```

OPM File Containing Computed Fields

```
infile
"/users/data6/OPM_JUL2007_return_round_12/opm_8_computed_qtrs_thru_mar_2007_.
txt" ls=140;
input
  @001 ssn 9.
  @010 state_id          $2.
  @012 pgm_id           $2.

  @015 wageYR2005Q2     8.
  @025 EmployedYR2005Q2 1.
  @026 match_typeYR2005Q2 1.
  @027 Emp_matchedYR2005Q2 1.

  @030 wageYR2005Q3     8.
  @040 EmployedYR2005Q3 1.
  @041 match_typeYR2005Q3 1.
  @042 Emp_matchedYR2005Q3 1.

  @045 wageYR2005Q4     8.
  @055 EmployedYR2005Q4 1.
  @056 match_typeYR2005Q4 1.
  @057 Emp_matchedYR2005Q4 1.

  @060 wageYR2006Q1     8.
  @070 EmployedYR2006Q1 1.
  @071 match_typeYR2006Q1 1.
  @072 Emp_matchedYR2006Q1 1.

  @075 wageYR2006Q2     8.
  @085 EmployedYR2006Q2 1.
  @086 match_typeYR2006Q2 1.
  @087 Emp_matchedYR2006Q2 1.

  @090 wageYR2006Q3     8.
  @100 EmployedYR2006Q3 1.
  @101 match_typeYR2006Q3 1.
  @102 Emp_matchedYR2006Q3 1.

  @105 wageYR2006Q4     8.
  @115 EmployedYR2006Q4 1.
  @116 match_typeYR2006Q4 1.
  @117 Emp_matchedYR2006Q4 1.

  @120 wageYR2007Q1     8.
  @130 EmployedYR2007Q1 1.
  @131 match_typeYR2007Q1 1.
  @132 Emp_matchedYR2007Q1 1.
  @135 eof $3.;;;;
```

(b) Department of Defense, Defense Manpower Data Center (DMDC)

Active Duty File Returned from DMDC and Computed Fields

```
"/users/data6/DOD_JUL_2007_ACT_rnd_12/YR05_07/dod_active_Jan_2005_thru_Mar_2007_ txt"
ls=335 pad missover;;
input
  @001 ssn 9.
  @012 pgm_id $2.
  @021 rank $3.
  @074 duty_occupation_code $50.
  @138 duty_loc_country $20.
  @178 tot_Fed_Service_years 2.
  @188 enlist_activeServbeg_date $8.
  @204 DateXpectedTermOfActive $8.
  @220 jan_dec_2005_wage $8.
  @228 jan_dec_2006_wage $8.
  @236 jan_mar_2007_wage $8.

  @244 wage_2005_qtr2 8.
  @252 employ_2005_qtr2 1.
  @253 match_type_2005_qtr2 1.
  @254 Emp_type_match_2005_qtr2 1.

  @255 wage_2005_qtr3 8.
  @263 employ_2005_qtr3 1.
  @264 match_type_2005_qtr3 1.
  @265 Emp_type_match_2005_qtr3 1.

  @266 wage_2005_qtr4 8.
  @274 employ_2005_qtr4 1.
  @275 match_type_2005_qtr4 1.
  @276 Emp_type_match_2005_qtr4 1.

  @277 wage_2006_qtr1 8.
  @285 employ_2006_qtr1 1.
  @286 match_type_2006_qtr1 1.
  @287 Emp_type_match_2006_qtr1 1.

  @288 wage_2006_qtr2 8.
  @296 employ_2006_qtr2 1.
  @297 match_type_2006_qtr2 1.
  @298 Emp_type_match_2006_qtr2 1.

  @299 wage_2006_qtr3 8.
  @307 employ_2006_qtr3 1.
  @308 match_type_2006_qtr3 1.
  @309 Emp_type_match_2006_qtr3 1.

  @310 wage_2006_qtr4 8.
  @318 employ_2006_qtr4 1.
  @319 match_type_2006_qtr4 1.
  @320 Emp_type_match_2006_qtr4 1.

  @321 wage_2007_qtr1 8.
  @329 employ_2007_qtr1 1.
  @330 match_type_2007_qtr1 1.
  @331 Emp_type_match_2007_qtr1 1.
  @332 eof_marker $3.;
```

(c) United States Postal Service (USPS)

File Returned from USPS and Computed Fields

```
infile "/users/data6/USPS_JULY_2007_return/USPS_July_2007_.txt" ls=210 pad  
missover;
```

```
input
```

```
@001 ssn 9. @10 state_id $char2.  
@012 pgm_cde $3. @015 work_city $20.  
@035 work_state $2. @037 work_zip_code $9.  
@046 grade_level $7. @053 job_title $19.  
@072 salary_for_year_05 8. @080 salary_rate_code_yr05 $1.  
@081 salary_for_year_06 8. @089 salary_rate_code_yr06 $1.  
@090 salary_for_year_07 8. @098 salary_rate_code_yr07 $1.  
@099 enter_duty_usps_date 8. @107 separation_date 8.  
@115 year_of_rec 4.  
  
@119 wage_2005_qtr2 8. @127 EmployedYR2005Q2 1.  
@128 match_typeYR2005Q2 1. @129 Emp_matchedYR2005Q2 1.  
  
@130 wage_2005_qtr3 8. @138 EmployedYR2005Q3 1.  
@139 match_typeYR2005Q3 1. @140 Emp_matchedYR2005Q3 1.  
  
@141 wage_2005_qtr4 8. @149 EmployedYR2005Q4 1.  
@150 match_typeYR2005Q4 1. @151 Emp_matchedYR2005Q4 1.  
  
@152 wage_2006_qtr1 8. @160 EmployedYR2006Q1 1.  
@161 match_typeYR2006Q1 1. @162 Emp_matchedYR2006Q1 1.  
  
@163 wage_2006_qtr2 8. @171 EmployedYR2006Q2 1.  
@172 match_typeYR2006Q2 1. @173 Emp_matchedYR2006Q2 1.  
  
@174 wage_2006_qtr3 8. @182 EmployedYR2006Q3 1.  
@183 match_typeYR2006Q3 1. @184 Emp_matchedYR2006Q3 1.  
  
@185 wage_2006_qtr4 8. @193 EmployedYR2006Q4 1.  
@194 match_typeYR2006Q4 1. @195 Emp_matchedYR2006Q4 1.  
  
@196 wage_2007_qtr1 8. @204 EmployedYR2007Q1 1.  
@205 match_typeYR2007Q1 1. @206 Emp_matchedYR2007Q1 1.  
@207 eof $1.;;
```

Appendix D: Coverage Statement

Office of Personnel Management – Central Personnel Data File

Coverage

1. CPDF coverage is limited to Federal civilian employees.
2. **Executive Branch** includes all agencies **except** the following:
 - Board of Governors of the Federal Reserve
 - Central Intelligence Agency
 - Defense Intelligence Agency
 - Federal Reserve System – Board of Governors
 - National Geospatial-Intelligence Agency
 - National Security Agency
 - Office of the Director of National Intelligence
 - Office of the Vice President
 - Postal Rate Commission
 - Tennessee Valley Authority
 - United States Postal Service
 - White House Office
3. Other **exclusions** include:
 - Non-U.S. citizens in foreign countries
 - Foreign Service employees at the Department of State (effective March 2006)
 - Nonappropriated fund personnel
 - Commissioned officers in the:
 - Department of Commerce
 - Department of Health and Human Services
 - Department of Homeland Security
 - Environmental Protection Agency

4. **Significant Changes**

- **Department of State**
 - Beginning with their March 2006 status submission and April 2006 dynamics submission, the State Department stopped providing information on employees in the Foreign Service.
- **The Federal Bureau of Investigations (FBI)**
 - Prior to FY2007, the FBI did not report any dynamics data and limited reporting of location information on status data to indicating whether the employee was inside or outside the DC area.
 - Beginning in FY2007, the FBI provides full submissions of status and dynamics data. However, under agreement with the FBI, CPDF reports and applications such as FedScope must continue to limit disclosure of location information to inside or outside the DC area.

5. **Legislative Branch** coverage is limited to:
 - Government Printing Office
 - U.S. Tax Court
 - Selected commissions
6. **Judicial Branch** is entirely excluded.
7. CPDF coverage has changed over time. Coverage in older files may differ slightly from coverage in more current files.
8. CPDF coverage can differ from that of other Office of Personnel Management (OPM) data sources.