

CHAPTER 3 - BUDGET AND RESOURCES MANAGEMENT

1. OVERVIEW. In general, the Superfund budgeting process does not differ significantly from that of other appropriations. There are, however, three specific elements of budgeting and resources management which are unique to the Superfund program. The first is the use of the Superfund Comprehensive Accomplishments Plan as a tool for developing the budget; the second is the issuance of regional allowances on a site-specific basis, and the third is Congressionally-mandated ceilings on certain Superfund expenditures.

2. INTEGRATED SUPERFUND COMPREHENSIVE ACCOMPLISHMENTS PLAN (SCAP). The Integrated SCAP is the Superfund program's central planning mechanism. It compiles targets and accomplishments data for pre-remedial, remedial, removal and enforcement activities.

The primary purpose of the SCAP is to enable Headquarters and the regions to determine the number of activities to be funded by site and quarter and to estimate the costs by fiscal year of these activities. Information from the SCAP therefore serves as the basis for determining the regional allowances.

The remedial, removal and enforcement programs all have their own SCAP system. In order to integrate the information, each program transfers its data files to the Budget and Forecasting Section (BFS) within the Office of Program Management/Office of Emergency and Remedial Response. The BFS integrates the data from the remedial, removal and enforcement programs' SCAPs and generates several SCAP reports. These integrated SCAP reports provide the basis for developing the Superfund budget.

The data elements that are produced by the Integrated SCAP system are then incorporated into the Superfund workload models for the enforcement, remedial, and removal programs. These models produce the full-time equivalent factors used to determine annual personnel requirements for the program.

3. SITE ALLOWANCES. A portion of each region's Superfund allowance is issued on a site-specific basis. Site allowances are determined by the SCAP. These site allowances contribute to improved funds control in a number of ways in that they: (1) provide a fiscal management structure that ensures the Superfund program is executed according to Congressional and Agency plans, (2) separate the dollars into reasonable management units without the loss of flexibility afforded by the large site response program element, and (3) augment tracking and planning

activities conducted through the SCAP by imposing formal Agency funds control requirements on key activities.

a. POLICY. Each region receives two separate Superfund allowances: a Site Allowance and a Regular Superfund Allowance.

The Site Allowance is divided into three categories:

4. REMOVAL ACTIONS-EXTRAMURAL ONLY. This portion of the allowance provides funding for all removals and is not issued site-specifically.

(1) REMEDIAL DESIGN-EXTRAMURAL ONLY. This portion of the allowance is issued site-specifically, listing the funding provided for each design by site name, S/S ID number and dollar amount.

(2) REMEDIAL ACTION-EXTRAMURAL ONLY. This portion of the allowance is also issued site-specifically, listing the funding provided for each remedial action by site name, S/S ID number and dollar amount.

The Regular Superfund Allowance contains all of the remaining Superfund dollars for the region. This includes all intramural dollars and all other Superfund extramural funds (e.g., site inspections, remedial investigations and feasibility studies, community relations, management assistance, etc). This allowance is not issued site-specifically.

b. IDENTIFICATION OF THE SITE ALLOWANCE. The Site Allowance is referred to as the "Alpha" allowance since it includes an "A" in the Allowance Holder field. For example, Region 5's Regular Superfund Allowance is issued to Allowance Holder "05", while the Site Allowance is issued to Allowance Holder "5A". Region 10's Site Allowance is identified as "0A" (zero, A). In this way, the allowance and the account numbers established from it are uniquely identified as intended for site-specific purposes only. This allows obligating officials to ensure that funds issued for remedial design, remedial action and removal activities in the Alpha allowance are not used for other activities.

5. REPROGRAMMINGS. The initial quarterly Superfund Site Allowance is based on the program's SCAP. Any modifications to that initial plan should be submitted through both the SCAP adjustment/amendment process and through the standard change request process, thus revising the next allowance to be issued.

Change requests will be required to reprogram dollars among Superfund activities in the Site Allowance (even if the site remains the same), between sites under the same Superfund activity, and between any portion of the Site Allowance and the Regular Superfund Allowance. Each change request should equal a net change of zero dollars and should provide a detailed explanation as to why resources are being shifted among activities and/or sites. Requests for additional resources should be submitted directly to the Office of Solid Waste and Emergency Response (OSWER).

a. SUBMISSION OF CHANGE REQUESTS. Change requests from the regions should be submitted to the Budget Division with a copy to OSWER's Resource Management Staff. OSWER will review the change requests to ensure that they are consistent with the SCAP and will then forward the OSWER-approved copy of the request to the Budget Division for final approval. The regions will be notified of approvals as part of the normal change request and SCAP update process.

b. MONITORING COMPLIANCE. The Budget Division monitors obligations against the Site Allowance at least monthly. If an Allowance Holder exceeds the removal allocation or any one of the remedial design or remedial action site allocations, the Budget Division will notify the Allowance Holder and request resolution of the overcommitment/overobligation. If the Allowance Holder does not submit a change request, decommit or deobligate funds, or effect corrections in the Financial Management System as necessary, the Budget Division will initiate reprogramming from the Allowance Holder's Regular Superfund Allowance. Repeated violations of site or activity allocations may result in partial or total withdrawal of the Allowance Holder's Site Allowance. As is standard Agency policy, if an Allowance Holder exceeds either the Regular or Site Allowance, the Budget Division will withdraw obligational authority in accordance with existing procedures.

During the last quarter of the year, the Budget Division will work with the Allowance Holders and OSWER as necessary to ensure that all allowances and obligations are aligned prior to year-end closing.

6. ADMINISTRATIVE EXPENSE CEILING. The legal limitation set by Congress on the Superfund appropriation requires the Agency to stay within an administrative expense ceiling. Congressional intent is to limit the amount of overhead expenses charged to the Superfund appropriation to ensure that funding for the Superfund's primary function -- clean-up of hazardous waste sites -- is protected. These administrative expenses encompass

most intramural object classes, i.e., personnel compensation and benefits (PC&B), travel, transportation of things, rent, communications and utilities, printing, insurance, supplies and equipment, with the exception of other contractual services, land and structures, and ADP contract services.

a. IMPLICATIONS OF CEILING FOR BUDGET EXECUTION.
Agency policy is that the legally binding administrative expense ceiling placed on the Superfund appropriation will be centrally managed by the Office of the Comptroller through a distribution of specific ceilings to the individual Responsible Planning and Implementation Officers (RPIOs).

Since the RPIOs must stay within their total administrative expense ceiling, they should continually assess the impact of the ceiling on projected and actual expenses in the affected object classes. If actual usage indicates that adjustments are needed, they must request approval for an increased ceiling from the Budget Division before obligations exceed the RPIO's currently authorized ceiling.

b. OBJECT CLASSES SUBJECT TO CEILING. Exhibit 2550D-3-1 provides a list of the intramural categories/object classes which are subject to the administrative ceiling, and a crosswalk between the Resources Management Information System (RMIS) category and the Financial Management System (FMS) object class codes.

Site-specific travel, although exempt from the travel ceiling, is still subject to the total administration expense ceiling. --

INTRAMURAL OBJECT CLASSES SUBJECT/NOT SUBJECT TO THE
ADMINISTRATIVE EXPENSE CEILING CATEGORY/OBJECT CLASS

| | RMIS | FMS |
|-----------------------------------|------|---|
| ----- | ---- | ----- |
| Subject to the ceiling: | | |
| Personnel Compensation & Benefits | 41 | 11.00-11.82 12.00-12.48 13.00-13.02 |
| Travel | 42 | 21.00-21.98 |
| Transportation of Things | 43 | 22.00-22.97 |
| Rent | 44 | 23.00-23.98 |
| Printing | 45 | 24.00-24.97 |
| Supplies | 47 | 26.00-26.98 |
| Equipment | 48 | 31.00-31.97 |
| Insurance | 50 | 42.00-42.01 |