Cost Allocation Methodology (CAM)

In FY 2001 the Service implemented a cost allocation methodology based on the premise that each appropriation and program should pay its full share for administrative and fixed costs associated with the activities authorized for the appropriation.

This methodology was developed in direct response to the Wildlife and Sport Fish Restoration Programs Improvement Act of 2000 (P.L. 106-408) which requires that general operations costs and fixed operating costs charged to the Federal Aid programs be allocated based on actual costs incurred or a cost per FTE basis.

The general operations costs of the Service include the Office of the Director; three Assistant Directors (Business Management Operations; Budget, Planning, and Human Resources; and, External Affairs) and their operational divisions; and counterpart organizations in the Service's seven regional offices as well as the management of the California/Nevada Office. Fixed costs include space, telecommunications, unemployment compensation, the Departmental Working Capital Fund, and other elements which are centrally billed or managed.

CAM was developed to provide full disclosure of the Service's administrative costs and provides the basis to report all "Estimated overhead charges, deductions, reserves or holdbacks from programs, projects and activities to support governmentwide, departmental, agency, or bureau administrative functions or headquarters, regional, or central office operations...(Section 343, P.L. 108-108)." Pursuant to this directive, the General Operations Activities table summarizes the estimated administrative costs that the Service incurs in support of its programs. A support table with regional office direct charges is also provided at the end of this section.

In 2004, the Service assembled the interdisciplinary CAM I team to review the cost allocation methodology and to identify opportunities to improve the efficiency and accountability of administrative support functions. The team's final report was delivered to Congressional appropriations staff in September, 2004. The findings of the CAM I analysis resulted in several recommendations for improving the management of fixed costs, including a restructuring of reimbursable agreements to sufficiently cover the associated overhead costs and a move to user-pay space rather than paying space costs from a centrally billed account. As a result of these reforms, and consistent with discussions with the Subcommittees' instructions and the new directive to "modify its cost allocation methodology to ensure that costs are fairly assessed and cost containment is achieved to the maximum extent possible" (House Report 108-542, for the FY 2005 Appropriations Bill), Resource Management CAM for FY 2005 is limited to a total of $520,793 to be assessed for two projects: a Document Tracking System and the PMA (specifically: competitive sourcing, e-Gov, and ABC/M initiatives). At this time, no additional Resource Management CAM projects have been identified for FY 2006. Until further review, non-Resource Management CAM assessments will continue under the existing methodology.

The Service will continue the effort to reform and improve the CAM in 2005 through a new team comprised of the managers directly impacted by the CAM decisions. Assistant Directors and Service Managers who are responsible for the funding expenditures and functions, including ARDs for Budget and Administration, External Affairs, and Deputy Regional Directors, will analyze the data from the CAM I report and the Grant Thornton (CAM II) analysis of appropriate (workload-based) staffing levels for central and regional administrative offices. This group will consider the impact and implementation of the FY 2005 budget reductions and reprogrammings and make recommendations

for how best to move forward with the review and improvement of the Service's administrative functions.

In addition, the Service Director manages a deferred allocation fund which has been reduced in the FY 2006 budget request from one percent to one-half of one percent of the current year Resource Management appropriation, with the exception of the Endangered Species program, which is maintained at one percent. These funds are reserved for unanticipated requirements and are applied consistent with the original appropriation. The Director's deferred allocation is not a means to address administrative funds or Central Operations. All funds from the Director's deferred allocation are obligated at the end of each fiscal year.

The Service strictly adheres to the policy that Congressional earmarks and priorities must be funded in their entirety and may not be subjected to the deferred allocation or CAM.

Each component of the general operations budget is associated with a cost driver. Some components such as space and telecommunications can be directly traced to actual usage; others are based on FTEs.

Common Program Services/Direct Charges

Section 333 of the FY 2005 appropriations bill specifies that "Estimated overhead charges, deductions, reserves or holdbacks from programs, projects and activities to support government wide, departmental, agency or bureau administrative functions or headquarters, regional or central office operations shall be presented in annual budget justifications. Changes to such estimates shall be presented to the Committees on Appropriation for approval." In order to comply with this directive, each region has reported on common program services (shared costs) and direct charges. A summary of these charges appears at the end of this section.

In addition, the Service acquires services through the Department's Working Capital Fund. In FY 2004, the Service was directly billed $10,005. The Department estimates that direct billings in FY 2005 and FY 2006 will total $13,307 and $15,183. A more detailed discussion of the Departmental Working Capital Fund is included in the Departmental Management Congressional Justification.

DRAFT FY 2005 CAM: (Dollars in $000s)

Items	Total Charges	Resource Management	Non- Resource Management	Construct.	Land Acquis.	NWRF	Rec. Fee Demo	Wildland Fire Mgmt.	Mig. Bird Consvt.	Fed'l Hwys	Central Hazmat	NRDAR	CESC Fund	Federal Assistance		NAWCF	Land Owner Incent.	State Wildlife Grants
														Wildlife	Sportfish			
Cost Distribution by Actual Usage																		
FTS & National Telecommunications	22		22	7.7	4.5			1.7	2.9					2.6	1.0	1.7		
Worker's Compensation	5,125		230	6.4	57.4	0.3	5.2	108.1	9.3					1.4	41.3	0.1	-	
Subtotal, actual cost basis	**5,147**	-	**252**	**14**	**62.0**	**0.3**	**5.2**	**109.8**	**12.2**	-	-	-	-	**4.0**	**42.3**	**1.9**	-	-
Cost Distribution by FY 2003 FTE Usage																		
Unemployment Compensation	1,081		99	15.9	10.0	3.0	4.3	32.0	8.7	1.3	1.0	2.0	1.7	6.2	7.7	3.2	0.7	1.5
Working Capital Fund	14,187		1,301	208.3	131.0	39.0	56.9	420.2	113.9	16.4	13.1	26.7	22.0	81.6	101.4	41.9	9.6	19.2
Postage	742		68	10.9	6.8	2.0	3.0	22.0	6.0	0.9	0.7	1.4	1.2	4.3	5.3	2.2	0.5	1.0
Printing	472		43	6.9	4.4	1.3	1.9	14.0	3.8	0.5	0.4	0.9	0.7	2.7	3.4	1.4	0.3	0.6
IT Security	500		46	7.3	4.6	1.4	2.0	14.8	4.0	0.6	0.5	0.9	0.8	2.9	3.6	1.5	0.3	0.7
IT Certification and Accreditation	493		45	7.2	4.6	1.4	2.0	14.6	4.0	0.6	0.5	0.9	0.8	2.8	3.5	1.5	0.3	0.7
Asst. Secretary - FWF	1,404		129	20.6	13.0	3.9	5.6	41.6	11.3	1.6	1.3	2.6	2.2	8.1	10.0	4.1	1.0	1.9
President's Mgmt. Agenda	3,379	341	338	54.1	34.0	10.1	14.8	109.2	29.6	4.3	3.4	7.0	5.7	21.2	26.4	10.9	2.5	5.0
IDEAS Support	521		48	7.7	4.8	1.4	2.1	15.4	4.2	0.6	0.5	1.0	0.8	3.0	3.7	1.5	0.4	0.7
Washington Office Support	2,739		2,739	438.5	275.6	82.0	119.7	884.4	239.8	34.5	27.6	56.3	46.3	171.8	213.4	88.1	20.3	40.3
Regional Office Support	3,520		3,520	563.6	354.3	105.5	153.9	1,136.8	308.2	44.4	35.5	72.4	59.5	220.8	274.3	113.3	26.1	51.8
Memberships	110		10	1.6	1.0	0.3	0.4	3.3	0.9	0.1	0.1	0.2	0.2	0.6	0.8	0.3	0.1	0.1
Lit. Search	200		18	2.9	1.8	0.5	0.8	5.9	1.6	0.2	0.2	0.4	0.3	1.2	1.4	0.6	0.1	0.3
Document Tracking System	200	180	20	3.2	2.0	0.6	0.9	6.5	1.8	0.3	0.2	0.4	0.3	1.3	1.6	0.6	0.1	0.3
Subtotal, FTE cost basis	**29,548**	**521**	**8,425**	**1,348.9**	**847.9**	**252.4**	**368.4**	**2,720.8**	**737.7**	**106.2**	**84.9**	**173.2**	**142.5**	**528.4**	**656.6**	**271.1**	**62.4**	**124.1**
Space Cost			**3,730**	**605**	**649**	-	-	**473**	**413**	**25**	-	-	**37**	**679**	**440**	**270**	**66**	**73**
FY 2005 TOTAL, PLUS SPACE			**12,408**	**1,968**	**1,559**	**253**	**374**	**3,304**	**1,163**	**132**	**85**	**173**	**179**	**1,211**	**1,139**	**543**	**128**	**197**

DRAFT FY 2006 CAM:	(Dollars in $000s)																	
Items	Total Charges	Resource Management	Non- Resource Management	Construct.	Land Acquis.	NWRF	Rec. Fee Demo	Wildland Fire Mgmt.	Mig. Bird Consvt.	Fed'l Hwys	Central Hazmat	NRDAR	CESC Fund	Federal Assistance		NAWCF	Land Owner Incent.	State Wildlife Grants
														Wildlife	Sportfish			
Cost Distribution by Actual Usage																		
FTS & National Telecommunications	22		22	7.7	4.5			1.7	2.9					2.6	1.0	1.7		
Worker's Compensation	5,105		229	6.4	57.2	0.3	5.2	107.7	9.3					1.4	41.2	0.1		
Subtotal, actual cost basis	**5,127**	-	**251**	**14**	**61.7**	**0.3**	**5.2**	**109.4**	**12.2**	-	-	-	-	**4.0**	**42.2**	**1.9**	-	-
Cost Distribution by FY 2003 FTE Usage																		
Unemployment Compensation	1,488		136	21.9	13.7	4.1	6.0	44.1	11.9	1.7	1.4	2.8	2.3	8.6	10.6	4.4	1.0	2.0
Working Capital Fund	14,473		1,328	212.5	133.6	39.8	58.0	428.7	116.2	16.7	13.4	27.3	22.5	83.3	103.5	42.7	9.8	19.5
Postage	742		68	10.9	6.8	2.0	3.0	22.0	6.0	0.9	0.7	1.4	1.2	4.3	5.3	2.2	0.5	1.0
Printing	472		43	6.9	4.4	1.3	1.9	14.0	3.8	0.5	0.4	0.9	0.7	2.7	3.4	1.4	0.3	0.6
IT Security	500		46	7.3	4.6	1.4	2.0	14.8	4.0	0.6	0.5	0.9	0.8	2.9	3.6	1.5	0.3	0.7
IT Certification and Accreditation	926		85	13.6	8.5	2.5	3.7	27.4	7.4	1.1	0.9	1.7	1.4	5.3	6.6	2.7	0.6	1.3
Asst. Secretary - FWP	1,404		129	20.6	13.0	3.9	5.6	41.6	11.3	1.6	1.3	2.6	2.2	8.1	10.0	4.1	1.0	1.9
President's Mgmt. Agenda	3,379	341	338	54.1	34.0	10.1	14.8	109.2	29.6	4.3	3.4	7.0	5.7	21.2	26.4	10.9	2.5	5.0
IDEAS Support	521		48	7.7	4.8	1.4	2.1	15.4	4.2	0.6	0.5	1.0	0.8	3.0	3.7	1.5	0.4	0.7
Washington Office Support	2,810		2,810	449.9	282.8	84.2	122.9	907.5	246.0	35.4	28.3	57.8	47.5	176.3	219.0	90.4	20.8	41.4
Regional Office Support	3,592		3,592	575.1	361.5	107.6	157.1	1,160.0	314.5	45.3	36.2	73.8	60.8	225.3	279.9	115.6	26.6	52.9
Memberships	110		10	1.6	1.0	0.3	0.4	3.3	0.9	0.1	0.1	0.2	0.2	0.6	0.8	0.3	0.1	0.1
Lit. Search	200		18	2.9	1.8	0.5	0.8	5.9	1.6	0.2	0.2	0.4	0.3	1.2	1.4	0.6	0.1	0.3
Document Tracking System	200	180	20	3.2	2.0	0.6	0.9	6.5	1.8	0.3	0.2	0.4	0.3	1.3	1.6	0.6	0.1	0.3
Subtotal, FTE cost basis	**30,817**	**521**	**8,672**	**1,388.4**	**872.6**	**259.8**	**379.1**	**2,800.3**	**759.2**	**109.3**	**87.4**	**178.2**	**146.7**	**543.9**	**675.8**	**279.0**	**64.3**	**127.7**
Estimated Space Cost			**3,786**	**614**	**659**	-	-	**480**	**419**	**26**	-	-	**37**	**689**	**447**	**274**	**67**	**74**
FY 2006 TOTAL, PLUS SPACE			**12,709**	**2,017**	**1,593**	**260**	**384**	**3,390**	**1,190**	**135**	**87**	**178**	**184**	**1,237**	**1,165**	**555**	**131**	**202**

FY 2004 Obligations – Washington Office Summary – General Operations
(Dollars in thousands)

Washington Offices	1660*	1664**	CAM	Total
OFFICE OF THE DIRECTOR	2,053	377		2,430
Business Management and Operations				
Assistant Director	660	0		660
Financial Management	1,049	5,229		6,278
Contracting and Facilities Management	920	1,844		2,764
Information Technology Management	754	3,757		4,511
Safety and Health	250	0		250
Economics	466	500		966
Budget, Planning, and Human Resources				
Assistant Director	410	0		410
Budget	1,561	159		1,720
Human Resources	3,535	159		3,694
Policy and Directives Management	1,320	1,154		2,474
Planning and Evaluation	300	2,225		2,525
External Affairs				
Assistant Director	828	46		875
Public Affairs	1,837	43		1,880
Printing and Publishing	0	422		422
Media Services	0	50		50
Congressional and Legislative Affairs	688	43		731
Conservation Partnerships	431	43		474
Servicewide Operations Support		40,947	16,034	56,981
Total Washington Office General Operations	**17,062**	**56,999**	**16,034**	**90,095**

*1660 Central Office Operations
**1664 Servicewide Operations Support

COMMON PROGRAM SERVICES / DIRECT CHARGES SUMMARY: All Regions

Category/Item	FY 2005		Program contribution									
(Source: CAM Report, September 2004)	Dollars	FTE	End. Spec.	Refuges	Fisheries	Migr. Birds	Hab. Cons	Law Enfor.	Land Acq.	Construc.	Fed'l Aid	Other
Total Program FTE (FY 2005 target)			*1,184*	*3,075*	*810*	*219*	*638*	*478*	*93*	*150*	*59*	*1,208*
Facilities Management: Building infrastructure and security												
Building Security/Security ID cards	98,830	0	3,837	35,788	14,288	3,968	4,321	2,789	1,004	745	1,058	31,033
Space Management Consultant	10,000	0	4,135	2,406	666	0	0	0	0	0	0	2,793
Space Improvements	275,000	0	109,702	60,451	20,817	3,300	900	11,400	0	0	0	68,430
Parking	80,396	0	22,059	17,785	3,192	5,952	0	4,095	7,545	4,106	5,402	10,260
Regional Office Building Items	26,058	0	5,706	5,545	1,363	1,149	0	749	674	0	1,273	9,600
Other (specify) Wellness Room	80,871	0	17,248	23,343	3,885	6,085	2,300	4,828	8,499	7,142	3,613	3,928
Total	571,155	0	162,687	145,318	44,211	20,454	7,521	23,861	17,722	11,993	11,345	126,043
Office Support: Supplies and services shared by all programs												
Mailroom	145,993	0	53,392	43,982	20,613	2,135	1,571	5,834	1,878	1,572	2,519	12,499
Motorpool	78,560	0	20,388	21,549	5,944	2,971	2,325	0	620	2,480	1,550	20,733
Recycling	10,000	0	225	4,597	1,880	482	590	342	102	102	78	1,602
Copier lease/maintenance (RO)	33,608	0	775	15,832	6,475	1,659	2,032	1,177	350	350	267	4,691
Postage (RO)	289,400	0	39,441	103,336	49,172	19,091	11,308	21,155	3,707	1,638	6,359	34,193
Printing (RO)	3,000	0	78	1,587	649	166	204	118	35	35	27	101
Telephones (RO)	319,110	0	69,506	76,256	19,477	21,651	7,006	22,106	27,346	2,566	19,195	54,001
Telephones expansion (RO)	6,270	0	2,593	1,509	418	0	0	0	0	0	0	1,751
Supplies/Fedstrip/Materials/Paper	48,946	0	6,419	12,020	6,559	5,396	3,193	8,686	1,288	1,732	1,564	2,089
Warehouse supplies	60,000	0	1,553	31,741	12,980	3,326	4,075	2,360	702	702	536	2,025
Total	994,887	0	194,370	312,408	124,167	56,876	32,304	61,778	36,028	11,177	32,095	133,686
ITM Support: network, hardware, and software procurement and maintenance												
ESRI License Agreement	114,386	0	59,866	21,727	3,383	19,035	9,529	846	0	0	0	0
ITM Council Initiatives	200,000	0	80,383	62,794	33,163	1,485	0	7,174	1,362	0	1,544	12,096
LAN and IT costs	484,730	0	100,728	187,531	78,460	16,825	26,929	18,873	12,731	11,877	6,343	24,433
Microsoft Enterprise	509,745	0	123,976	183,467	61,830	46,483	21,856	35,412	5,957	4,559	3,026	23,179
WAN/Qwest	46,776	0	11,694	1,871	6,549	5,613	1,403	19,646	0	0	0	0
RO Network	50,000	0	14,000	2,500	7,500	5,500	1,500	19,000	0	0	0	0
ITM Staff	789,211	9	438,229	133,129	28,036	93,973	31,559	64,285	0	0	0	0
Total	2,194,848	9	828,876	593,019	218,921	188,914	92,776	165,235	20,050	16,436	10,913	59,708

COMMON PROGRAM SERVICES / DIRECT CHARGES SUMMARY: All Regions

Category/Item (Source: CAM Report, September 2004)	FY 2005 Dollars	FY 2005 FTE	Program contribution End. Spec.	Refuges	Fisheries	Migr. Birds	Hab. Cons	Law Enfor.	Land Acq.	Construc.	Fed'l Aid	Other
Employee Support Services: Specific services, support, and training opportunities available for employees												
Day Care (membership fee only)	510	0	112	109	27	22	0	15	13	0	25	188
Diversity Day	2,825	0	218	812	194	222	263	136	191	265	243	281
Employee Assistance Program	148,603	0	40,842	60,452	19,100	6,280	7,082	8,060	1,486	856	891	3,554
Federal Executive Board	15,000	0	5,007	7,554	1,640	324	0	475	0	0	0	0
Health Unit	95,135	0	25,927	19,787	10,344	6,475	1,263	17,585	803	0	1,516	11,434
Invest in People Initiatives	50,000	0	7,020	23,000	7,000	1,000	5,980	4,000	1,000	1,000	0	0
Labor Relations/Union costs	5,000	0	2,344	156	1,562	938	0	0	0	0	0	0
Length of Service/Retirement Pins	13,002	0	4,340	6,547	1,422	281	0	412	0	0	0	0
New Employee Orientation	56,476	0	21,510	20,424	6,747	591	0	1,403	146	0	166	5,488
Regional Resource Center	57,000	1	28,500	5,700	5,700	5,700	5,700	5,700	0	0	0	0
Training												
Floor Monitor, AED, Evac Chairs	10,917	0	889	3,309	790	904	1,071	553	779	1,082	990	550
Regional	14,000	0	2,213	6,291	3,609	50	643	0	464	0	70	660
Stepping Up/Advanced Leadership	98,000	0	40,944	21,822	8,228	12,507	4,400	8,597	136	0	154	1,210
Watercraft Safety	147,923	0	51,881	65,031	18,021	2,794	768	4,333	463	0	524	4,108
Admin Workshop	13,000	0	5,225	4,082	2,156	97	0	466	89	0	100	786
EEOC Supervisory Training												
Transit	11,164	0	2,445	2,376	584	492	0	321	289	0	545	4,113
Other (specify)												
Safety Supplies	17,500	0	453	9,258	3,786	970	1,188	688	205	205	156	591
Employee Appreciation	3,300	0	85	1,745	714	183	224	130	39	39	29	112
Total	767,355	1	240,623	263,104	92,734	39,831	29,658	53,037	6,284	3,447	5,410	33,227
Specific Initiatives												
ARLIS (shared DOI Library)	161,138	0	4,171	85,245	34,861	8,934	10,943	6,337	1,886	1,886	1,440	5,435
Aviation Management	10,869	0	2,407	5,435	1,026	1,926	0	76	0	0	0	0
Regional Conferences/Sponsorships	25,957	0	8,679	13,094	2,843	561	0	780	0	0	0	0
Southwest Strategy Initiative	50,000	0	17,000	26,000	5,500	1,500	0	0	0	0	0	0
Regional Science Advisor - SARD	140,145	1	40,175	40,175	19,620	40,175	0	0	0	0	0	0
Int. Assoc. FW Agency Conf.	3,500	0	875	875	875	875	0	0	0	0	0	0
Project Leaders Meeting/Admin Workshop	40,000	0	5,400	19,000	5,000	1,000	4,600	3,000	1,000	1,000	0	0
Associate RD	133,280	1	3,450	70,507	28,834	7,389	9,051	5,242	1,560	1,560	1,191	4,496
IA Liason	100,380	1	2,598	53,103	21,717	5,565	6,817	3,948	1,175	1,175	897	3,385
Human Resources expertise	300,000	3	44,000	160,000	26,000	4,000	45,000	19,000	0	0	0	0
Contracting expertise	300,000	3	45,000	161,000	26,000	5,000	45,000	20,000	0	0	0	0
Total	1,265,269	3	173,755	634,434	172,276	76,925	121,411	58,383	5,621	5,621	3,528	13,316
Grand Total	**5,793,514**	**13**	**1,600,311**	**1,948,282**	**652,308**	**383,000**	**283,670**	**362,294**	**85,704**	**48,674**	**63,291**	**365,980**

DRAFT FY 2005 CAM:

Resource Management

Dollars in (000's)

Programs	FY 2004*	FY 2005	FY 2006
Endangered Species	5,121,458	82,640	82,640
Fisheries	4,303,275	57,486	57,486
Habitat Conservation	3,906,412	40,792	40,792
Law Enforcement	2,477,813	29,701	29,701
Migratory Bird & State Programs	943,837	13,284	13,284
National Wildlife Refuge System	9,920,093	195,716	195,716
National Conservation Training Center	284,952	7,297	7,297
International Affairs	356,724	4,138	4,138
General Operations	2,840,270	89,739	89,739
Total	**30,154,834**	**520,793**	**520,793**

* The decrease from FY 2004 to FY 2005 is a result of the User Pay Space Reprogramming exercise, in which funding for space costs was moved from the centrally funded (CAM) account to each benefiting program. Each program will pay its own space costs, starting in FY 2005. This reprogramming was described earlier in the CAM narrative preceding these tables, as well as in the CAM Team report (September, 2004) previously submitted to Congressional Appropriations Committee staff.