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No. 1

HEADQUARTERS  
DEPARTMENT OF THE ARMY  
WASHINGTON, DC, 15 October 1976

**PERSONNEL—GENERAL**

**FUND-RAISING WITHIN THE DEPARTMENT OF THE ARMY**

*Effective 1 December 1976*

*This change updates appendix B in accordance with DOD Instruction 5035.5. AR 600-29, 1 March 1976, is changed as follows:*

1. New material is indicated by a star.
2. Remove old appendix B and insert new appendix B.
3. File this change sheet in front of publication for reference purposes.

1.2/7/76

The proponent agency of this regulation is The Adjutant General Center. Users are invited to send comments and suggested improvements on DA Form 2028 (Recommended Changes to Publications and Blank Forms) direct to HQDA (DAAG-TCP-C) WASH DC 20314.

By Order of the Secretary of the Army:

Official

PAUL T. SMITH  
Major General, United States Army  
The Adjutant General

BERNARD W. ROGERS  
General, United States Army  
Chief of Staff

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\*AR 600-29

ARMY REGULATION }  
No. 600-29

HEADQUARTERS  
DEPARTMENT OF THE ARMY  
WASHINGTON, DC, 1 March 1976

PERSONNEL—GENERAL

FUND-RAISING WITHIN THE DEPARTMENT OF THE ARMY

Effective 15 April 1976

*This revision updates the regulation in accordance with the revised DOD Directive 5035.1 and DOD Instruction 5035.5. Local limited supplementation of this regulation is permitted, but is not required. If supplements are issued, Army Staff agencies and major Army commands will furnish one copy of each to HQDA (DAAG-AMP) WASH DC 20314; other commands will furnish one copy of each supplement to the next higher headquarters.*

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Appendix B. Plan for DOD Overseas Combined Federal Campaign.	

1. **General.** Local and national health, welfare, and emergency relief organizations depend upon voluntary contributions to achieve their objectives. Department of the Army military and civilian personnel, as individual citizens and as members of the community in which they live, should assume their share of the responsibility for supporting these activities. Accordingly, each military member and civilian employee of the Army will be given the opportunity, through on-the-job solicitations, to contribute voluntarily to recognized health and welfare agencies under policies and procedures in this regulation.

2. **Purpose.** This regulation implements the policy and procedures of the US Civil Service Commission Manual on Fund-Raising Within the Federal Service for Voluntary Health and Welfare Agencies (app A).

3. **Policy.** a. The program and procedures in appendix A will be applied by all components of the Army to authorized fund-raising solicitations at Army installations and activities with-

out variation, except as provided in paragraph 4.

b. This regulation will serve as the basis for all fund-raising conducted within the military community.

c. Installation commanders in domestic areas where Combined Federal Campaigns (CFC) are held are authorized to apply for membership in the local United Way so that welfare activities, as determined by the commander, may share in the CFC funds. Admission requirements for affiliation are entirely subject to local United Way decisions. Installations located in nonfederated areas (locations within the domestic area in which there is no Community Chest or local chapter of United Way of America) may request the local Federal coordinating group to approve the participation of installation welfare agencies and to make arrangements for distribution of funds.

4. **Responsibility.** Heads of Army Staff Agencies and commanders of installations will—

a. Cooperate with and assist recognized vol-

\* This regulation supersedes AR 600-29, 24 August 1973, including all changes.

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untary health and welfare organizations, and other Federal agencies, as appropriate, in arranging and conducting authorized solicitations, as required to meet the provisions of appendix A and the needs of the local communities.

b. Assume the responsibilities and enforce the requirements for racial nondiscrimination (chap. 7, app A).

c. Assure that contributions to fund drives are made on a truly voluntary basis. The clear purpose of the Executive order and the Federal Fund-Raising Manual is to insure voluntary support on the part of military and civilian personnel in the recognized annual fund drives conducted in the United States and overseas. This is not to reduce in any way the obligation of heads of staff agencies and commanders to conduct informative, effective campaigns in support of recognized health and welfare organizations, or other organizations authorized to conduct fund campaigns at Army installations and activities.

d. Assure that each contributor is permitted to make his gift confidentially without fear of censure or criticism.

e. Assure that the listing of individual gifts of participants who have not chosen to use the confidential envelope procedure is applied only as a control for routine collection and forwarding of contributions. It will not be used to permit supervisory consideration of the amount of such gifts or in any supervisory discussion with a military member or civilian employee on such a matter.

f. Prohibit assignment of a dollar goal or quota for each of the ranks and grades of personnel participating in a fund drive.

g. Prohibit competition among units, harassment of contributors, or any practice that involves compulsion, coercion, or reprisal directed to the individual serviceman or civilian employee because of the size of his contribution or his failure to contribute. Commanders, officers, or supervisory personnel at the same or successive levels of command are prohibited from having repetitive discussions, meetings, orientations, or "counseling" of individuals or groups of individuals who have failed to contribute.

h. Assure that no records of noncontributors to the CFC are developed or maintained for any purpose whatsoever. The information contained in CFC records will not be retained beyond the length of time required to meet administrative requirements. Records or rosters, such as lists of contributors to the Combined Federal Campaign, will be destroyed once the requirements for each annual Combined Federal Campaign have been satisfied. The keypersons campaign report will be used for administrative and accountability purposes only. This information is confidential and will not be given to anyone other than the division chairperson or project officer. There will be no additional lists prepared from this information. Keypersons must destroy their copies of the campaign report immediately after they have turned in their final report and the campaign is completed. The division or project officers will destroy their copies of the keypersons campaign report after the auditors have completed their reports.

i. Assure that Civil Service Commission Form 804, when used to authorize payroll deductions, is acknowledged as a record which meets the Privacy Act criteria. The pledge form is subject to section 7 of the Privacy Act since it solicits social security numbers. The social security number is not needed on the form in all cases. It is required only when payroll deductions are authorized and the social security number is required for payroll identification purposes. Home addresses may not be required on the Civil Service Commission Form 804.

j. Follow the Federal fund-raising manual as hereby modified:

(1) *Desirability of 100 percent voluntary participation.* It is desired that each individual be afforded an opportunity to contribute through 100 percent solicitation. 100 percent voluntary participation should be encouraged. This fact may be appropriately stressed in campaign literature and at initial meetings or briefings where the fund drive is publicly addressed before a group. The appeal for contributions from each individual should be based upon the merits of the specific campaign, as well as the organizations and persons benefiting from donations. This appeal may also include comments regarding the responsibilities of the individual as a citizen to support worthwhile com-

munity activities and to assist others who may be less fortunate. However, the establishment of unit or installation percentage goals of participation, especially 100 percent, could be considered coercive and is prohibited. Contributions made under such an established goal may not be truly voluntary. The desirability of 100 percent participation in the fund drive will not be stressed at any time during the personal, face-to-face solicitation of contributions from individuals in such a manner that, either directly or indirectly, the individual is told or lead to believe that he is the only one, or one of a small number of persons, preventing the achievement of some goal or 100 percent participation. To solicit contributions in this manner is coercive (para II, item C, attachment A to chap. 6, app A).

(2) *Assignment of dollar goals.* The assignment of dollar goals at the activity or installation level and at appropriate subordinate organizational levels is authorized except when less than 10 persons are involved or when the majority of Federal agencies represented in a local community determine that such assignment is not required. When "Fair-Share Giving Guides" are included in campaign materials furnished by voluntary agencies, insure that such guides are not misrepresented or misinterpreted as individual assessments, quotas, or goals. Such individual assessments, quotas, or goals are prohibited (para I, item I, attachment A to chap 6, app A).

(3) *Dissemination of report data.* The dissemination of report information is limited to commanders and campaign officials. Data relative to subordinate units will not be circulated for information within a headquarters. The reports required by the Federal manual are a necessary management tool in the organization and operation of fund-raising campaigns. However, information in such reports is subject to use as the basis for coercive action. To prevent this misuse of information to the highest possible degree, reports forwarded from one headquarters to another will include only the consolidated total amount collected except as provided for in appendix B. Neither these reports nor other information provided will indicate the relative standings, amounts collected, or percent of participation of the individual subordi-

nate units of the reporting headquarters. All reports between commands and installations not necessary to support the requirements of the Federal fund-raising manual should be considered for elimination (para I, items F, P, and Q, attachment A to chap 6, app A).

(4) *Awards and rewards.* To preclude direct or indirect coercion, no awards or rewards initiated within the Army shall be made to individual solicitors for achievements in a fund drive. The individual achievements of solicitors will not be publicized. Awards to subordinate units or their commanders from higher headquarters, for goal accomplishment or percent of participation achieved, are prohibited. Comments on efficiency reports, plaques, passes, "training holidays," relief from guard duty or details, and all other incentives or rewards to those who contribute to fund drives are also prohibited. This does not preclude awards and rewards, such as letters of commendation, for exceptional performance in connection with the organization or administration of a campaign, as opposed to persons engaged in actual solicitation. This prohibition will also not preclude publicity that a fund-raising campaign will be, is being, or has been conducted, or regarding the consolidated total dollar contribution of the installation. Also, it is not the intent of this paragraph to preclude awards of any kind to persons or units by groups outside the Army. Higher headquarters may indorse such awards to designated units. (para I, items P, Q, and R, attachment A to chap 6, app A).

(5) *Publicity.* Publicity on unit progress or percentage of participation such as charts, bulletin boards, special reports, daily bulletin or other announcements, "thermometers," and other publicity indicating unit standings or comparative standards and achievements are prohibited. Such publicity can lead to competition and supervisory comparison, thus creating pressures which may result in coercion. At the installation level, the use of a "thermometer" is permitted, but its use must be limited to illustrating only how the entire installation is progressing toward the installation goal, if one has been established, or total installation contributions. Unit contributions will not be indicated separately (para I, items F and Q, attachment A to chap. 6, app A).

5. **Solicitation overseas.** *a.* A single combined Federal campaign will be conducted among US Army personnel located in all overseas commands, installations, and activities, except those in Alaska, Hawaii, Panama Canal Zone, and Puerto Rico, in accordance with appendix B, Plan for DOD Overseas Combined Federal Campaign.

*b.* Commanders and heads of installations and activities overseas will use accounting and reporting procedures for on-the-job contributions collected during solicitations consistent with the accounting and reporting provisions of appendix B.

*c.* Major overseas commanders will arrange for the distribution of educational material, operational forms, and envelopes for Federal campaigns furnished by the participating voluntary agencies to all Army activities within the geographical limits of their command except MAAG, missions, and attachés.

6. **Deferred payments of contributions.** Commanders and heads of Army installations in the 50 United States, the Panama Canal Zone, and Puerto Rico may, at their discretion and in accordance with the Federal fund-raising manual, provide for keyman collection of installment pledges in campaigns when the voluntary agencies involved provide for deferred payments of contributions. Payment through payroll deductions is not authorized except in a Combined Federal Campaign.

7. **Internal welfare solicitations.** Solicitations by private organizations of Army military and civilian personnel among their membership for organizational support or for benefit or welfare funds for their members are excepted from the Federal program by section 3 of EO 10927,

contained in appendix A. However, such solicitations will be conducted in accordance with the basic policies and procedures of the program and at times which do not conflict with the periods reserved for the campaigns of recognized national voluntary agencies. The number of separate solicitations for funds on any installation will be limited to an absolute minimum.

*a.* The Army Emergency Relief and Army Relief Society may solicit among its membership for the welfare and relief of its members in accordance with AR 930-4.

*b.* Local commanders may authorize on-post private organizations to conduct fund-raising campaigns for installation welfare and recreational activities, provided that—

(1) The ultimate beneficiary activities or organizations are private in nature (AR 230-1);

(2) These activities have as their objectives the conduct of welfare and recreational activities limited to the military community;

(3) These activities are free from the control and direction of any parent or affiliate organization concerning the disposition of funds and other assets; and

(4) Contributions are specifically designated and recipient beneficiary is identified.

*c.* Internal welfare solicitations may be supplemented by appropriate benefits conducted at the discretion of the installation commander. Commanders requested to authorize private organizations to conduct such benefits on-post will be guided by paragraph 3-3, AR 230-60 and paragraph 4-17b, AR 360-61.

8. **Communication with Headquarters, Department of the Army.** Communications concerning the Federal Fund-Raising Program should be addressed to HQDA (DAAG-AMP) WASH DC 20314.

APPENDIX A

MANUAL ON

# FUND-RAISING WITHIN THE FEDERAL SERVICE

FOR VOLUNTARY HEALTH  
AND WELFARE AGENCIES



COMBINED FEDERAL CAMPAIGN

## EXECUTIVE ORDER

10927

### ABOLISHING THE PRESIDENT'S COMMITTEE ON FUND-RAISING WITHIN THE FEDERAL SERVICE AND PROVIDING FOR THE CONDUCT OF FUND-RAISING ACTIVITIES

By virtue of the authority vested in me as President of the United States, it is ordered as follows:

Section 1. The President's Committee on Fund-Raising Within the Federal Service, established by Executive Order No. 10728 of September 8, 1957, is hereby abolished, and that order is hereby revoked.

Section 2. (a) The Chairman of the Civil Service Commission shall make arrangements for such national voluntary health and welfare agencies and such other national voluntary agencies as may be appropriate to solicit funds from Federal employees and members of the armed forces at their places of employment or duty stations.

(b) In making the arrangements required by subsection (a) of this section, the Chairman of the Civil Service Commission is authorized to consult with appropriate interested persons and organizations, the national voluntary agencies, and the executive departments and agencies concerned. Such arrangements shall (1) permit true voluntary giving and reserve to the individual the option of disclosing his gift or keeping it confidential; (2) designate specific periods during which solicitations may be conducted; and (3) provide for not more than three solicitations annually, except in cases of emergency or disaster appeals for which specific provision may be made by the Chairman of the Civil Service Commission.

Section 3. This order shall not apply to solicitations conducted by organizations composed of civilian employees or members of the armed forces among their own members for organizational support or for benefit or welfare funds for their members. Such solicitations shall be conducted under policies and procedures approved by the head of the department or agency concerned.

Section 4. All records and property of the President's Committee on Fund-Raising Within the Federal Service are hereby transferred to the Chairman of the Civil Service Commission.

Section 5. This order shall become effective forty-five days after its date.

JOHN F. KENNEDY

THE WHITE HOUSE  
March 18, 1961.

*Manual on*

# FUND-RAISING WITHIN THE FEDERAL SERVICE

*for Voluntary Health  
and Welfare Agencies*



Office of the Chairman  
United States Civil Service Commission

*February 1973*

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For sale by the Superintendent of Documents, U.S. Government Printing  
Office, Washington, D.C. 20402 - Price: 90 cents, domestic postpaid; 65 cents,  
GPO Bookstore - Stock No. 0600-00684

# **FEDERAL FUND-RAISING MANUAL**

**(Reprinted February 1973)**

## **PREFACE**

This manual is a reprint of the *Manual on Fund-Raising Within the Federal Service for Voluntary Health and Welfare Agencies* originally issued in May 1963.

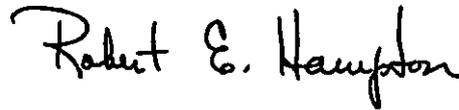
The first change to this reprint will be Change No. 1.

## FOREWORD

The voluntary health and welfare organizations in our society reflect the complex and dynamic vitality of American life, the traditional concern of the American people for the unfortunate, and the genius for voluntary service which has long been our pride and our strength. Government policy approves the solicitation of contributions from Federal personnel for the support of worthy voluntary organizations. These agencies complement and reinforce our tax-supported institutions in a manner that is vital to the community and to the Nation.

The fund-raising program described in this manual was established in response to a need for orderly and effective arrangements for solicitations by voluntary agencies in the Federal service. It includes special provisions to insure true voluntary giving by civilian employees and members of the armed forces to the organizations that they wish to support.

The worthwhile efforts of our voluntary agencies merit generous contributions from all Federal personnel. I urge the heads of executive departments and agencies to insure that their fund-raising campaigns receive full support in all offices and installations of the Government.

A handwritten signature in cursive script that reads "Robert E. Hampton".

ROBERT E. HAMPTON  
*Chairman*

## PLAN FOR THE MANUAL

### *A Loose-leaf Reference Publication*

This manual is the official medium of the Chairman of the U.S. Civil Service Commission for issuing policy, procedural and informational material of a reference nature about the fund-raising program in the Federal service. It is for the guidance of Federal officials and representatives of recognized voluntary health and welfare agencies.

To permit the manual to be kept current and complete, it is in loose-leaf form and revisions are issued as replacement pages. Revised pages and instructions for pen-and-ink changes are conveyed by a numbered series of transmittal sheets. The transmittal sheets describe the nature of the revision, and the replacement pages identify the specific changes in the text by a star at the beginning and at the end of revised material. The deletion of part of a paragraph is indicated by two consecutive stars; of an entire paragraph by a line of stars. Transmittal sheets should be filed in numerical order in the back of the book as a check on the receipt of all numbers issued.

There are no binders or tabs designed specifically for the manual. Manual material is punched to fit an ordinary three-ring binder.

### *Information for Coordinating Purposes*

A Fund-Raising Bulletin is issued by the Chairman of the Civil Service Commission each spring to announce the national voluntary agencies approved for solicitation privileges in the Federal service during the ensuing fiscal year.

A detailed guideline for effective campaigning on the job is incorporated in Chapter 6 in suitable form for reproduction and distribution to Federal campaign officials and keymen as needed in large establishments.

### *Procurement and Distribution Within the Federal Service*

Federal departments and agencies are expected to purchase the number of copies of the manual and manual revisions they need by requisition from the Government Printing Office. It should be distributed to all points within the agency that usually maintain administrative regulations. As a minimum, a copy of the manual should be available at all places of employment or major duty stations. It may be reproduced for incorporation in an agency's own administrative manual system.

### *Purchase by Voluntary Agencies*

Voluntary health and welfare agencies and other non-Federal organizations cannot use the official requisition procedure described above. However, the manual may be purchased on a subscription basis from the Superintendent of Documents, Government Printing Office, Washington, DC 20401. The subscription price covers the cost of the basic publication plus an indefinite number of revisions. Subscribers will be notified by the Government Printing Office when to renew their subscriptions.

### *Inquiries About the Program*

Technical questions or complaints about the application of provisions of the program in connection with campaigns held in a particular department or agency should be addressed to the Fund-Raising Program Coordinator of the agency. General inquiries about the program as it applies in more than one agency should be addressed to the appropriate Federal coordinating group, if there is one at the location involved, or to the Assistant to the Chairman, US Civil Service Commission, Washington, DC 20415.

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## GENERAL INFORMATION

**1.1 PURPOSE OF THE PROGRAM.** To establish policies and procedures governing the solicitation of Federal military and civilian personnel for contributions to private charitable and other humanitarian organizations.

**1.2 BACKGROUND.** It has long been Government policy to cooperate with and assist voluntary health and welfare agencies to solicit funds from Federal personnel in support of their worthy causes. Some years ago, however, the increasing number of fund drives began to create an administrative burden. Federal officials found themselves besieged by dozens of agencies seeking endorsements and the privilege of soliciting employees on the job. Employees were vexed, and frustrated at the multiplicity of appeals—as many as 10 to 20 a year in some departments. After extensive study of the situation, a uniform program was established in 1956 to limit the number of campaigns and insure true voluntary giving by Federal personnel. The program was monitored by the President's Committee on Fund Raising Within the Federal Service until the committee was abolished and its responsibilities assigned to the Chairman of the US Civil Service Commission by Executive Order 10927 of March 18, 1961.

**1.3 SCOPE.** The program governs all fund raising by private voluntary agencies among Federal employees and members of the armed forces at their places of employment or duty stations. Thus, it is applicable to the 5 million civilian and military personnel of all executive departments and agencies wherever stationed throughout the world. It does not apply to solicitations by organizations of Federal employees or members of the armed forces among their own members for organizational support or for benefit or welfare funds for their members. These solicitations are excepted from the uniform program by section 3 of Executive Order 10927 and are conducted under rules

approved by the head of the department or agency concerned.

**1.4 LEGAL AUTHORITY.** The policies and procedures prescribed in this manual are directed to the heads of all executive departments and agencies under the authority of Executive Order 10927.

### 1.5 SUMMARY DESCRIPTION OF THE PROGRAM

**.51 Eligibility of National Voluntary Agencies.** National voluntary agencies apply to the Chairman of the Civil Service Commission for on-the-job solicitation privileges in the Federal Government. He issues annually a list of agencies which have been found acceptable under prescribed standards as to program objective, administrative integrity, and financial responsibility.

**.52 Assigned Campaign Periods.** Federal fund-raising campaigns are assigned to fall, winter, or spring periods. In the United States, the fall period is allocated to Combined Federal Campaigns or to united funds, community chests, or other local federated groups; the winter period to national health agencies and international service agencies where there is no CFC; and the month of March to the American Red Cross, except in communities where it participates in a local united fund or combined Federal Company. A DoD Overseas Combined Federal Campaign is held during a 6-week period in the fall.

**.53 Joint Arrangements.** Recognized national voluntary agencies which have been assigned to the same period are required to coordinate solicitation arrangements at all locations where they run campaigns. Thus, for example, except where Combined Federal Campaigns are held, the winter period in the United States has

concurrent campaigns by a group of national health agencies and a group of international service agencies. Group campaigns are developed by the participating agencies under administrative arrangements which provide for individual agency identification, educational opportunities for each agency, and allocation of contributions in accordance with the specific designations by donors.

**.54 *Combined Federal Campaign.*** All campaigns must be consolidated into a single annual drive with payroll deductions at locations where there are 200 or more Federal personnel.

**.55 *Decentralized Operations.*** Voluntary agency representatives initiate campaigns in their assigned periods by direct contact with the heads of Federal offices and installations in local communities. Each Federal agency conducts a personal solicitation among its employees, using campaign materials, supplies and speakers furnished by the voluntary agencies.

**.56 *Voluntary Solicitation Methods.*** Employee solicitations are conducted during duty hours using methods which permit true voluntary

giving and reserve to the individual the option of disclosing his gift or keeping it confidential.

**.57 *Off-the-job Solicitation.*** Many worthy voluntary agencies do not participate in the on-the-job program because they do not wish to join in its coordinated arrangements or because they cannot meet the requirements for eligibility. Such agencies may, of course, solicit Federal employees at their homes, as they do other citizens of the community, or appeal to them through union, veteran, civil, professional or other private organizations to which they belong. In addition, limited arrangements may be made for off-the-job solicitation on military installations and at entrances to Federal buildings.

**1.6 GENERAL POLICY ON CIVIC ACTIVITY.** Federal personnel are encouraged to participate actively in the work of recognized voluntary agencies—as members of policy boards or committees, heads of local campaign units, or volunteer workers—to the extent consistent with agency policy and prudent use of official time. They are encouraged, also, to devote as much of their private time as possible to such volunteer work in the public interest.

## ORGANIZATION AND FUNCTIONAL RESPONSIBILITIES

### NATIONAL LEVEL

#### 2.1 DEVELOPMENT OF POLICY AND PROCEDURES

.11 Chairman of the Civil Service Commission. The Chairman is responsible under Presidential authority for establishing fund-raising policies and procedures in the executive branch. With the advice of interested organizations and the Federal departments and agencies, he makes all basic policy, procedural, and eligibility decisions for the program.

.12 Advisory Council. The Council is composed of four members appointed by the Chairman to assist and advise him in the development of policies, procedures, and eligibility requirements. Its membership is representative of the voluntary agencies which participate in the Federal program, as follows:

- a. The President of the American Red Cross.
- b. The President of the United Way of America, Inc.
- c. The President of a participating national health agency, as designated on a rotating basis.
- d. The President of a participating international agency, as designated on a rotating basis.

The Advisory Council meets at the call of the CSC Chairman.

.13 Policy Committee. Appointed by the Chairman, this group provides direct working participation by Federal agencies and employee organizations in the development of the program. It is composed of a selected number of Fund-Raising Program Coordinators from the executive departments and agencies and the presidents, or their personal representatives, of the largest employee organizations in the Federal service. It acts through general meetings and ad hoc working committees, as required.

.14 Eligibility Committee. The Eligibility Committee consists of a chairman and four members selected by the Chairman from the membership of the Policy Committee. It is responsible for recommending to the Chairman:

- a. Eligibility determinations on national voluntary agencies.
- b. Modification of eligibility standards and requirements as needed.
- c. Any other matters as requested by the Chairman.

#### 2.2 PROGRAM ADMINISTRATION

.21 Federal Agency Heads. The head of each executive department and agency is responsible for:

- a. Seeing that voluntary fund-raising within his department or agency is conducted in accordance with the policies and procedures prescribed by this manual.
- b. Designating a top-level representative as Fund-Raising Program Coordinator to work with the Chairman of the Civil Service Commission as necessary in the administration of the fund-raising program within his department or agency.
- c. Assuring full participation and cooperation of his installations in local fund-raising campaigns.

.22 Fund-Raising Program Coordinators. The responsibilities of agency Fund-Raising Program Coordinators are to:

- a. Cooperate with the Chairman of the Civil Service Commission and the representatives of national voluntary agencies in the development and operation of the program.
- b. Maintain direct liaison with the Office of the Chairman in the administration of the program.

- c. Publicize program requirements throughout the department or agency.
- d. Answer inquiries about the program from officials and employees of the department or agency and from external sources.
- e. Investigate and arrange for any necessary corrective action on complaints alleging violation of program requirements within offices or installations of the department or agency.

**2.3 PROGRAM COORDINATION.** The Office of the Chairman, Civil Service Commission, coordinates the administration of the fund-raising program by the departments and agencies and maintains liaison with national voluntary agencies.

#### LOCAL COMMUNITY LEVEL

**2.4 LOCAL VOLUNTARY AGENCY REPRESENTATIVES.** State and local representatives of the recognized voluntary agencies are furnished policy and procedural guidance on the Federal program by their national organizations. They are responsible for:

- a. Initiating local campaigns in the Federal establishment.
- b. Furnishing educational and other campaign materials, speakers, and operational forms and envelopes appropriate to the Federal program.

**2.5 LOCAL FEDERAL AGENCY HEADS.** The heads of local Federal offices and installations are furnished the instructions in this manual by direction from the heads of their departments and agencies. They are responsible for:

- a. Cooperating with State or local representatives of approved voluntary agencies and with the local Federal coordinating group, where one exists, in organizing local Federal campaigns.
- b. Undertaking official campaigns within their offices or installations and providing active and vigorous support with equal emphasis for each authorized campaign.
- c. Seeing that personal solicitations on the job are organized and conducted in ac-

cordance with the procedures in Chapter 6.

- d. Insuring that authorized campaigns are kept within reasonable administrative limits of official time and expense.
- e. The head of the local Federal installation having the largest number of civilian and military personnel is responsible for administering the nondiscrimination requirements of Chapter 7 in his local area if no local Federal coordinating group exists.

**2.6 LOCAL FEDERAL COORDINATING GROUPS.** In local areas where there are a number of Federal offices and installations some interagency coordination is necessary in order to achieve effective community-wide campaigns and to improve general understanding and compliance with the program. The responsibility for local coordination is assigned by the Chairman of the Civil Service Commission to existing organizations of Federal agency heads where possible and to special committees at other locations where coordination is needed.

**.61 Authorized Groups.** Coordinating responsibility is assigned to the following organizations:

- a. Federal Executive Boards. These boards exist in principal cities of the United States for the purpose of improving executive branch cooperation. They are composed of local Federal agency heads who have been designated by the heads of their departments and agencies under Presidential authority.
- b. Federal Executive Associations and Business Associations. These are self-organized associations of local Federal officials which exist at many points of Federal concentration for the purpose of general interagency cooperation.
- c. Fund-Raising Program Coordinating Committees. These committees are established in other communities as needed, under the authority of E.O. 10927. Leadership in organizing such a committee is the responsibility of the head of the local Federal installation having the largest number of civilian and military personnel.

The committees are composed of local Federal agency heads or their designated personal representatives and have self-determined organizational arrangements.

.62 Coordinating Responsibilities. Within the limits of the policies, procedures and arrangements made nationally, the fund-raising responsibilities of local Federal coordinating groups are to:

a. Facilitate local campaign arrangements.

To the extent needed or requested by voluntary agency representatives, the coordinating group (1) recommends high-level chairmen for the authorized Federal campaigns, (2) provides lists of Federal activities and their personnel strength, (3) cooperates on interagency briefing sessions and kick-off meetings, and (4) supports appropriate publicity measures needed to assure campaign success.

b. Improve understanding and compliance with program policies and procedures.

Each local Federal agency head receives fund-raising directives through his agency channels and can raise questions by the same means. However, the coordinating group serves as the central medium for resolving such questions locally to the extent possible without referral to the national level.

c. Interpret the program to community leaders.

The fund-raising program is responsive to the needs of a great many voluntary agencies, but it cannot accommodate to the desires and methods of all. The coordinating group (1) explains to community leaders the special arrangements and conditions of the Federal program and the considerations which entered into its development, and (2) publicizes appropriate information regarding the response of Federal military and civilian personnel to the approved campaigns.

d. Administer program requirements. The coordinating group is responsible for organizing a local Combined Federal Cam-

paign, where appropriate; administering the requirements for a policy and practice of racial nondiscrimination by voluntary agencies participating in local Federal campaigns; and acting upon any problems of apparent noncompliance by voluntary agencies with the policies and procedures of the Federal program.

e. Develop Understanding of Voluntary Agency Programs. It shall be an objective

of the Federal coordinating group to encourage Federal employees to be a part of the total community effort to support health and welfare services. Since coordinating groups (or the CFC Committee where one is established) may be responsible for making determinations regarding the division of campaign receipts among the voluntary groups participating in a Combined Federal Campaign, it would be valuable for members of the group to develop the broadest possible understanding of the programs of the voluntary groups participating in CFC and of the voluntary movement in general. They can do this by service on communitywide planning and allocations bodies or service as volunteers or on committees or boards of local, national, and international voluntary agencies. Such service is highly commended to all Federal employees and particularly to members of the Federal coordinating groups because of their particular responsibilities in connection with the fund-raising program.

f. Communicate with the Office of the Chairman of the Civil Service Commission. The

coordinating group refers unresolved local fund-raising questions or problems that are common to several agencies direct to the Office of the Chairman for decision. Single-agency problems are referred through customary agency channels. The Chairman of the Civil Service Commission communicates directly with the Chairman of the local coordinating group when information about the local fund-raising situation is needed.

## CAMPAIGN ARRANGEMENTS FOR VOLUNTARY AGENCIES (Excluding Combined Federal Campaigns)

**3.1 TYPES OF VOLUNTARY AGENCIES.** Voluntary agencies are private, self-governing organizations financed primarily by contributions from the public. Some are national in scope, with a national organization and state or local chapters or affiliates. Others are primarily local both in form of organization and extent of services. The Federal program involves solicitation arrangements for four broad categories of such agencies:

- a. Local health, welfare, or recreational service agencies, such as visiting nurse associations, homes and clinics for children and the aged, and neighborhood centers for youth recreation and guidance.
- b. National and international welfare, recreational services and emergency relief—the American National Red Cross.
- c. National health agencies providing research and public education on a national basis in addition to local services, such as the American Cancer Society and American Heart Association.
- d. National agencies have an international service function which involves health, welfare or freedom-building programs in foreign countries, such as CARE and Project HOPE.

**3.2 TYPES OF FUND-RAISING METHODS.** The methods used by voluntary agencies in public fund raising are usually characterized as federated or independent. A *federated* campaign typically is one conducted by a local community chest, or by a united fund when the local Red Cross chapter participates. In these cases local voluntary agencies join contractually into a single organization for fund-raising purposes. Usually they also admit local chapters or affiliates of some national agencies as participating members.

An *independent* campaign is one conducted

by a local or national voluntary agency through its own fund-raising organization. Some national agencies conduct only independent campaigns, as a matter of agency policy. Others campaign independently or participate in federation depending upon local circumstances and the admission policies of local federated groups.

**3.3 CONSIDERATIONS IN MAKING FEDERAL ARRANGEMENTS.** With the number of worthy voluntary agencies and their major differences in organization and fund-raising policy, coordinated arrangements are necessary in order to provide Federal employees an opportunity, within reasonable administrative expense, to contribute to the agencies of their choice. Basic arrangements are made nationally in view of the national scope of many of the voluntary agencies. Campaign operations are decentralized under provisions that accommodate to the varying situations in local communities. Both federated and independent fund-raising policies are supported since each responds to a legitimate purpose of the voluntary agencies involved. However, in order to keep the number of on-the-job solicitations to the practical minimum independent appeals must be grouped into joint campaigns of agencies having similar characteristics, e.g. the National Health Agencies and the International Service Agencies.

### 3.4 DEFINITIONS OF TERMS USED IN FEDERAL ARRANGEMENTS

.41 *Domestic Area.* The 50 United States, the Panama Canal Zone, and the Commonwealth of Puerto Rico.

.42 *Overseas Area.* All other points in the world where Federal employees or members of the armed forces are stationed.

.43 *Federated Community.* A location within

the domestic area where a federated fund-raising program is operated by national and local voluntary agencies through a community chest, united fund or other local federated group which is a member in good standing of, or is recognized by, the United Way of America, Inc. and which meets the nondiscrimination requirements prescribed in Chapter 7 and the requirements for the adoption and use of the Uniform Standards for Accounting and Financial Reporting.

Requirements for participation in Federal Fund-Raising Program.

To be eligible for participation in the Federal fund-raising program, the local federated group through its board and committee membership should be broadly representative of the social and economic characteristics of the community and be making bona fide efforts to meet community needs. Also, requirements for participation in a local federated group must be in writing and available to the public, must be reasonable, and must be applied fairly and uniformly to all local agencies requesting participation. Procedures must be provided by the federated group for at least one review of any decision denying participation requested by a local agency. The review must be conducted by a committee or group within the federated organization which did not participate in the original decision. A written statement of the reasons for denial must be provided the applicant agency. (Note: Where a local chapter or affiliate of a national agency which is precluded from independent participation in the Federal fund-raising program because the agency is supported primarily through united funds, is not approved for participation by a local united fund, such chapter or affiliate may request the Civil Service Commission to review the reasons for its non-approval. Before taking any action, the Civil Service Commission will ask for a report on the facts by the United Way of America.)

.44 Nonfederated Community. A location within the domestic area where there is no federated fund-raising program or where the federated program does not include any national voluntary agency of the types defined in paragraphs 3.45 and 3.46 or does not meet the

nondiscrimination requirements prescribed in Chapter 7 and the requirements for the adoption and use of the Uniform Standards for Accounting and Financial Reporting.

.45 Recognized National Voluntary Agency. An agency which has been declared eligible by the Chairman of the Civil Service Commission for participation in independent or joint campaigns in the Federal establishment.

.46 National Voluntary Agency "Supported Primarily through United Funds and Community Chests." An agency which generally solicits within the Federal establishment as a participating member of community chests, united funds or other local federated groups which are members in good standing of, or are recognized by, the United Way of America, Inc., for example, United Service Organizations, Inc. (USO). Such an agency is not recognized for participation in independent or joint campaigns except with respect to nonfederated communities and the overseas area.

### 3.5 POLICIES GOVERNING FEDERAL ARRANGEMENTS

.51 Campaign Arrangements Established Nationally. The basic campaign arrangements in this chapter have been established by the Chairman of the Civil Service Commission after consultation with representatives of national voluntary agencies, the executive departments and agencies, and Federal employee organizations. Commitments are made nationally in order to make it possible for the independent national voluntary agencies to develop and administer joint campaigns in the Federal establishment. Therefore, local Federal agency heads are not authorized to vary from the established arrangements except to the extent that local variations are expressly provided for.

.52 Number of Solicitations. Not more than three solicitations on the job will be made annually at any location, on behalf of voluntary health, welfare, or international service agencies, except in the case of an emergency or disaster appeal for which specific prior approval has been granted by the Chairman of the Civil Service Commission. At locations where the

Red Cross participates in a local federated campaign not more than two such solicitations will be made annually. Only one solicitation will be made at locations where there is a Combined Federal Campaign.

.53 No duplicate or Supplemental Campaigns. No voluntary agency may be permitted to solicit Federal personnel at place of employment or duty station more than once in any year except in the case of an approved emergency or disaster appeal.

.54 Responsible Conduct. Solicitation privileges may be withdrawn from a voluntary agency at any time by the Chairman of the Civil Service Commission, after due notice and opportunity for consultation, in the event it fails to adhere to the eligibility requirements, policies and procedures of the Federal program.

.55 Federated Campaigns.

.551 Authorization. A local community chest, united fund or other local federated group which is a member in good standing of, or is recognized by, the United Way of America, Inc., and which meets the nondiscrimination requirements prescribed in Chapter 7 and which beginning with the program year 1973 (fall campaign 1972) meets the accounting and financial reporting requirements spelled out in Sections 5.46g and 5.46k of Chapter 5 of this Manual is authorized on-the-job solicitation privileges in its local campaign area on behalf of any of its member agencies which also meets these requirements. Certification as to compliance with the nondiscrimination requirements must be made by the member agency. Certifications as to the accounting and financial reporting requirements on behalf of local united funds and each member agency will be considered if made by the United Way of America to the Office of the Chairman of the Civil Service Commission. This will eliminate the need for certification to local Federal officials. Unless local Federal officials are otherwise informed by the Office of the Chairman, they may assume that the local united fund and its member agencies are in compliance with this requirement. While it is expected that all funds and member agencies will conform to this requirement, special circumstances may require an

exception. Requests for exception should be directed by the United Way of America on behalf of the local fund or member agency of the fund to the Office of the Chairman, US Civil Service Commission.

If a member agency does not meet the accounting and financial reporting requirements, it shall not be permitted to solicit contributions from Federal personnel in the local area. Failure will not affect the right of the fund or other member agencies which meet such requirements to solicit. Failure of a member agency, however, to meet the nondiscrimination requirements may disqualify the fund from soliciting contributions (see Section 7.65). If the local united fund does not meet these requirements, or where the fund is disqualified from soliciting contributions, the local area becomes a nonfederated community for purposes of fund raising and solicitations will be coordinated in accordance with Section 3.561 of the Manual. (For additional information on nondiscrimination requirements, see chap. 7.)

.552 Other Agencies Excluded. In a federated community as defined a paragraph 3.43, local voluntary agencies and national voluntary agencies "supported primarily through united funds and community chests" are not authorized to solicit on the job except as participating members of the local fund or chest.

.553 Single Fund-Raising Agency. A local community chest, united fund or other local federated group will be considered and supported as a single agency in order to safeguard its contractual agreements with members as to the distribution of gifts.

.554 "Causes" Excluded. Solicitation for a health "cause," e.g. for "Mental Health," "Heart Disease," without identification of the specific voluntary agency for which the funds are sought, is not authorized. If "causes" are listed within the framework of a united fund or community chest all funds collected from Federal personnel must be allocated only to specific voluntary agencies in accordance with the contractual agreements of the fund or chest.

.555 Campaign Period. The fall of the year is reserved for community chest, united fund, and

other local federated campaigns, coordinated solicitations or combined campaigns in the Federal establishment.

.56 Coordinated Solicitations in Nonfederated Communities and Mixed Areas.

.561 Nonfederated Communities. In a nonfederated community as defined in paragraph 3.44, recognized national voluntary agencies and national voluntary agencies "supported primarily through united funds and community chests" are eligible to participate with purely local voluntary agencies in a coordinated solicitation during the fall of the year. Purely local voluntary agencies must have earned good will and acceptability within the overall geographic area covered by the campaign and must meet the nondiscrimination requirements set forth in Chapter 7 and the accounting and financial reporting requirements spelled out in Sections 5.46g and 5.46k of Chapter 5 of this Manual. In nonfederated areas voluntary agencies participating in fund raising within the Federal service will provide certifications to local Federal officials. Where there are special circumstances (e.g., lack of professional staff, small size of fund), the local Federal officials may request an exception from the Office of the Chairman, U.S. Civil Service Commission, on behalf of the agencies.

The eligibility of local agencies desiring to join in the solicitation will be determined by the local Federal coordinating group where one exists. The standards in Chapter 5 will be used as guidelines in determining eligibility. The local and national voluntary agencies that are eligible to participate in a coordinated solicitation will be responsible for developing an appropriate fund-raising organization to handle all phases of the campaign. Campaign arrangements in consonance with the Federal program will be worked out by the local Federal coordinating group with the local voluntary fund-raising organization.

.562 Mixed Areas. In an area where a Federal installation overlaps or is part of two or more federated or nonfederated communities, the Federal coordinating group is authorized to develop a coordinated solicitation best suited to the needs of the locality. Arrangements in con-

sonance with the Federal program will be worked out on a mutually agreeable basis with the representatives of the local and national voluntary agencies and federated groups in adjacent or nearby communities in which the Federal personnel reside.

.57 Independent Campaigns.

.571 American National Red Cross. The month of March is reserved for independent campaigns by the Red Cross at all locations where it is represented by a chapter:

- a. Which does not participate in a united fund or other federated or combined campaign.
- b. Which is organized to serve the community within which or nearby is located the Federal office or installation.

.572 Joint Campaigns of Other Recognized National Voluntary Agencies. Except for locations covered by a Combined Federal Campaign, joint campaigns are authorized under administrative arrangements developed by and mutually acceptable to the participating voluntary agencies, which must include the following conditions:

- a. Joint and Concurrent Operation. Recognized national health agencies will conduct one joint campaign and international service agencies another; the two groups will solicit concurrently in the same period at all authorized locations.
- b. Authorized Locations—Health Agencies. Each recognized national health agency may participate at those locations where it is represented by a state or local chapter or affiliate:
  - (1) Which does not participate in a local united fund or community chest campaign.
  - (2) Which is organized to serve the community within which or nearby is located the Federal office or installation.
  - (3) Which shares fully in the planning, work and expense of the local joint campaign.

Each voluntary agency's designated represent-

ative will annually certify in writing to the appropriate state coordinating committee of the Federal Service Campaign for the National Health Agencies a list of the locations in the state (counties) where its chapters or affiliates meet the required conditions.

- c. Authorized Locations—International Service Agencies. Each recognized international service agency may participate at those locations where an authorized representative shares fully in the planning, work and expense of the local joint campaign.
- d. Agency Identification. Each participating national agency will be specifically identified by name in the joint campaign material provided to potential givers.
- e. Educational Opportunity. Each participating national agency will be allowed to tell about its purpose and program in the campaign material provided to potential givers.
- f. Designation of Gifts. Each participating national agency will receive intact all gifts specifically designated to it by givers.
- g. Campaign Period. The joint campaigns will be conducted concurrently in one of the following periods:
  - (1) January 1 to February 15—in communities where the local Red Cross chapter conducts an independent campaign during March.
  - (2) Any continuous 6 weeks' period between January 1 and April 30—at all other locations in the domestic area. The exact period is locally determined by the joint campaign organizations.

#### .58 Overseas Campaign.

.581 DoD Overseas Combined Federal Campaign. A Combined Federal Campaign is authorized for all Department of Defense activities in the overseas area\* during a 6 weeks' period in the fall. The American National Red

\* Excludes Hawaii, the Panama Canal Zone, and the Commonwealth of Puerto Rico which are in the domestic area.

Cross, each national health agency recognized for campaigns in the domestic area (the Federal Service Campaign for the National Health Agencies), and each international service agency recognized for campaigns in the domestic area plus any national voluntary agency recognized for overseas campaigns only may participate in the DoD Overseas Combined Federal Campaign.

.582 Local Voluntary Agency Campaigns. The heads of overseas offices and installations may, in their discretion, permit the solicitation of their military and civilian personnel for purely local voluntary agencies. Such campaigns will be conducted in accordance with the basic policies and procedures of the Federal program and at times which do not conflict with the periods reserved for the DoD Overseas Combined Federal Campaign. The eligibility standards in Chapter 5 may be used as guidelines in determining the eligibility of local voluntary agencies. Federal leadership in organizing such campaigns will be assumed by the head of the overseas Federal establishment having the largest number of US personnel in the locality of the campaign.

.583 Optional Participation by Certain Civilian Agencies. Federal civilian departments and agencies which have traditionally considered their overseas personnel as members of the National Capital Area for fund-raising purposes may continue this practice.

3.6 OFF-THE-JOB SOLICITATION AT PLACES OF EMPLOYMENT. The program for on-the-job solicitation cannot accommodate to the various fund-raising policies and methods of all worthy voluntary agencies. However, in the discretion of the local Federal agency heads concerned, voluntary agencies which are not recognized for the on-the-job program may be authorized off-the-job solicitation privileges at places of employment under the conditions specified below. Since dual solicitation is not authorized, this privilege cannot be made available to any voluntary agency that is included, independently or as a member of a federated campaign, in the on-the-job program.

.61 Family Quarters on Military Installations. In the discretion of the local commander, worthy voluntary agencies may be permitted to

solicit at private residences or at similar on-post family public quarters in unrestricted areas of military installations. However, such solicitation may not be conducted by military or civilian personnel in their official capacity either during duty or nonduty hours, nor may such solicitation be conducted as an officially command-sponsored fund-raising project. This restriction is not intended to prohibit nor to discourage military and civilian personnel from otherwise participating as private citizens in voluntary agency activities during their off-duty hours.

*.62 Public Entrances of Federal Buildings and Installations.* Worthy voluntary agencies which engage in limited or specialized methods of

solicitation—for example, the use of “poppies” or other similar tokens by veterans organizations—may be permitted to solicit at entrances or in concourses or lobbies of Federal buildings and installations, provided that such locations are normally open to the general public. The heads of the Federal agencies occupying the building or installation may authorize this privilege in their discretion. The agreement with the local representatives of the voluntary agency will specify the authorized locations, the number of solicitors that may be used, and any other reasonable limitations considered necessary. Where appropriate, the occupant Federal agencies concerned will coordinate the granting of any such privilege with the building or installation manager.

## THE COMBINED FEDERAL CAMPAIGN

**4.1 PURPOSE.** The Combined Federal Campaign plan was established to meet employee wishes for a single campaign, reduce the expense to the Government involved in separate campaigns, permit payroll deductions for charitable contributions, and provide better support to voluntary health and welfare organizations. The arrangements for combined campaigns have been approved by the Chairman of the Civil Service Commission under the authority of Executive Order 10927, dated March 18, 1961, which governs fund raising within the Federal service.

In a Combined Federal Campaign the approved voluntary agencies campaign together at one time in the fall of the year rather than in separate campaigns in the fall and in the spring.

**4.2 AUTHORIZED CAMPAIGN ORGANIZATIONS.** Arrangements for each local CFC will be worked out through negotiations between the local Federal officials and representatives of the authorized campaign organizations. The four authorized campaign organizations are as follows:

- a. A local united fund, community chest, or other local federated group which is a member in good standing of, or is recognized by, the United Way of America. The number of member agencies in a fund or chest campaign varies from around 20 to over 200 depending upon the locality.
- b. The National Health Agencies. There are a number of health agencies recognized nationally but eligibility to solicit in a CFC is limited to those locations where the national agency has a State or local chapter or affiliate (a) which is organized to serve the local area (county), and (b) which is not a member agency of the local united fund or chest.
- c. The International Service Agencies. These are recognized international service

agencies which make up this campaign group at all locations. Since this program operations are all conducted overseas, fund-raising eligibility is not limited to the places where they have local chapters or committees, but where a local chapter participates in a united fund campaign it cannot participate in the ISA group.

- d. The American Red Cross. At locations where Red Cross does not raise funds in partnership with the local united fund or chest, its chapters constitute a fourth campaign group.

**4.3 RESPONSIBILITY OF LOCAL FEDERAL COORDINATING GROUPS.** Each Federal coordinating group is required to organize a Combined Federal Campaign in the local area for which it has fund-raising responsibility. Civilian employees and members of the Armed Forces in all Federal offices and installations in the local campaign area are included whenever a CFC is organized. The heads of executive departments and agencies will request their local officials to cooperate fully with the decisions of the Federal coordinating group on all aspects of CFC arrangements, in the interest of achieving a single, unified campaign for all Federal personnel in the local area.

At locations where there is no Federal coordinating group in being, the head of the local Federal installation having the largest number of personnel should initiate action to form a Fund-Raising Program Coordinating Committee<sup>1</sup> to work toward the establishment of CFC.

### 4.4 CFC PLAN

**4.1 CFC as Uniform Fund-Raising Method.** The Combined Federal Campaign is the uniform fund-raising method in all areas in the United States in which Federal employees are

<sup>1</sup> See Manual, sec. 2.61c.

located. Appropriate Federal officials are required to organize such campaigns in their local areas and all eligible voluntary agencies wishing to participate in fund raising within the Federal service must do so within the framework of a Combined Federal Campaign.

**.42 Requirement to Participate in CFC.**

a. Local United Funds or Community Chests. Since CFC is the uniform fund-raising method, a local united fund or community chest must participate in such campaign where it is held or forfeit its fund-raising privilege in the Federal establishment during the fiscal year.

b. National Voluntary Agencies. The recognized<sup>2</sup> national health agencies and international service agencies have agreed nationally to participate in CFC under the basic rules prescribed. Their local representatives will participate as full partners in the formulation of detailed arrangements for the local campaign and preparation of campaign materials. If there is disagreement on details which cannot be resolved on a timely basis by direct negotiations between the campaign organizations, such matters will be referred with the recommendations of each organization to the local Federal coordinating group for final decision.

In the event that any of the national voluntary agencies should choose not to participate in CFC under the final arrangements decided locally it may withdraw from the campaign, but it will not have fund-raising privileges in local Federal offices or installations during the fiscal year involved.

In the communities where the Red Cross is not a member of the local united fund, it will be regarded as a separate campaign organization and full partner in the combined campaign. Red Cross chapters have independent authority with respect to fund-raising policy, so re-

sponsibility for deciding on participation in CFC rests with the local chapter board of directors. As with the other national organizations, in the event local Red Cross chapters choose not to participate in CFC under the final arrangements decided locally they are not authorized to have a separate campaign in local Federal offices or installations during the fiscal year involved, except in the case of an emergency or disaster appeal for which specific prior approval has been granted by the Chairman of the Civil Service Commission. (See Manual, sec. 3.52.)

c. CFC in Nonfederated Areas. A nonfederated area is a location within the domestic area in which there is no community chest or united fund but rather separate voluntary agencies not combined in a fund, or in which, if there is a fund, it is not a member in good standing of or recognized by the United Way of America. CFC's are to be conducted in such areas. In such cases, the local Federal coordinating group is authorized to approve the participation of each local united fund-type agency and make arrangements for distribution of funds among such agencies. National Health Agencies (which provide a service in the local area) and International Service Agencies may participate in a Combined Federal Campaign in nonfederated areas.

**.43 Exceptions in Areas of Less than 200 Federal Employees.** Where there are 200 or less Federal employees in the local campaign area, it may not be practicable to hold a Combined Federal Campaign. Therefore, in such areas local Federal officials are not required to arrange for a Combined Federal Campaign. However, if they believe it would be desirable from the standpoint of the local community or the Federal Government and its employees to have such a campaign, they may arrange a Combined Federal Campaign regardless of the number of employees involved. Where a CFC is not conducted because of lack of sufficient Federal employees, the local united fund is authorized to solicit within the Federal establishment dur-

<sup>2</sup> An Eligibility Committee of Federal management and employee representatives annually screens applicants for fund-raising privileges, using comprehensive standards relating to program worth, administrative integrity, and financial responsibility.

ing the fall of the year and the National Health and International Service Agencies are authorized to conduct separate spring campaigns. Where the Red Cross is not a member of the local united fund and the area will not have a CFC, then the Red Cross may conduct an independent campaign during the month of March. However, unless CFC's are conducted, payroll deductions for charitable contributions are not authorized.

#### 4.5 ORGANIZING THE LOCAL CAMPAIGN.

Direction of the campaign shall be under the overall policy guidance of the Federal coordinating group and such other arrangements as necessary shall be made to assure the greatest possible success for the campaign. In most locations the local united fund organization will have the expertise and campaign knowhow which can be helpful in the conduct of the campaign, and with the cooperation of the other voluntary groups it would be desirable to make campaign arrangements accordingly. Where the voluntary groups participating in the campaign are unable to agree on campaign arrangements, the decision shall be made by the local coordinating group.

.51 CFC Committee. The local Federal coordinating group should designate a CFC Committee from among its principal members to give top policy leadership and direction to the planning, conduct, and evaluation of the combined campaign. Any of the authorities assigned to the group in this plan may be redelegated to the CFC Committee. Employee representatives should be appointed to the CFC Committee, where possible from among the principal employee organizations recognized in local Federal installations, so as to insure employee-participation in the planning and conduct of the campaign.

.52 Addition of Observers to CFC Committee. Under certain circumstances, as spelled out in this Chapter, the CFC Committee will be required to make a determination concerning division of campaign receipts among the groups. To aid the CFC Committee in this process, it should be augmented by the addition of Observers appointed by and representing the volun-

tary groups. Where the Red Cross is a part of the local united fund, the local fund shall be entitled to name two observers, and the National Health Agencies and International Service Agencies one each. Where the Red Cross is not in the local united fund, it is entitled to one observer and the united fund to one. The function of the observers will be to provide such input and advice to the CFC Committee as the committee deems necessary and appropriate. The observers shall not have a vote concerning the division of campaign receipts and shall absent themselves from any meeting of the CFC Committee where a final determination is to be made concerning the division of campaign receipts.

In making the determination regarding division of receipts, the local coordinating group (or CFC Committee) is free to request budget or program information which it deems necessary in making its decision. For the international agencies, only information on national budget and national program shall be requested and local budget and program information shall not be required.

.53 Action Steps by CFC Committee Chairman. The Chairman of the CFC Committee should initiate action promptly to organize and plan for the local combined campaign. Immediate action steps suggested are as follows:

- a. Meet with the principal representatives of the authorized campaign organizations in the local area, i.e., the local united fund or community chest, the national health agencies, the international service agencies and, in communities where it has a separate Federal campaign, the Red Cross. Attempt to enlist their cooperation in the combined campaign.
- b. Establish a local joint work group of Federal and voluntary agency representatives. Its purpose is to assemble necessary information and data, plan the detailed arrangements, identify and attempt to resolve any policy issues, and prepare the campaign materials. The work group should have a Federal chairman, other management and employee representatives as deemed advisable, and

a designated representative from each of the authorized campaign organizations.

- c. Insure that the joint work group's planning and materials preparation is scheduled and moves ahead rapidly and that detailed arrangements are approved and issues resolved on a timely basis by the Federal coordinating group.

.54 *Loaned Executive Program.* Where appropriate, one or more Loaned Executives may be used in a Combined Federal Campaign. The Loaned Executive Program was authorized by President Nixon in a memorandum to heads of departments and agencies dated March 3, 1971. A Loaned Executive is a Federal employee who is detailed from his agency on a full or part-time basis for a specific period of time to conduct or assist in the operation of a Combined Federal Campaign. While no grade level for a Loaned Executive is set, the individual selected should be capable of assuming a high degree of independent responsibility. The service of an executive in this capacity should be with the voluntary consent of the employee.

The purpose of the Loaned Executive in the Combined Federal Campaign is to function as a complement to such campaign leadership as may otherwise be provided to the CFC, although a Loaned Executive would not be precluded from personally assuming a leadership role. To carry out his responsibilities, the Executive would be detailed to the Federal coordinating group, such as a Federal Executive Board or Association, Federal Fund-Raising Program Coordinating Committee or CFC Committee, which is responsible for coordinating the campaign. The length of the assignment is up to the assigning agency and it is possible that during one campaign executives from several agencies may serve as Loaned Executives in succeeding periods of time so that no one executive need be away from his regular duties for a long period of time.

There are a number of advantages that will be afforded to employees who accept such assignments: It will help develop their leadership and other executive qualities and will help build their knowledge and understanding of the private voluntary health and welfare services. The Loaned Executive will have an opportunity

to work with different people within a community and gain experience in organizing and working with groups and committees with diverse makeups. He or she will gain experience in working effectively under a variety of different kinds of pressures and in adapting to different situations. Generally speaking, Loaned Executives will gain a new working experience not available within their own organizations and which should be helpful to them in carrying out their regular assignments on return to their agencies.

Who will serve as a Loaned Executive and the length of the detail are decisions for the employing agency. Executives may not be loaned or assigned to any specific voluntary organization, but only to the official Combined Federal Campaign group. While the Executive will work closely with the private voluntary organizations, an assignment to the staff of the private voluntary organizations is not contemplated by the Loaned Executive program. When on assignment to the CFC organization, the Executive should be placed on administrative leave. Federal employees have been granted administrative leave for purposes of participating in the direction and conduct of voluntary fund-raising programs in the Federal Government and the Loaned Executive program is an extension of this principle.

4.6 BASIC CFC GROUND RULES. The arrangements outlined in this part constitute basic ground rules for the Combined Federal Campaign. Certain local variations are specifically authorized in this chapter or where the voluntary groups unanimously agree to modification. Modification of the group rules in specific instances may be requested by Federal coordinating groups by writing the Office of the Chairman, Civil Service Commission; however, modifications will be granted only in most exceptional circumstances.

Within the basic ground rules established by the Chairman of the Civil Service Commission, the local Federal coordinating group is authorized to make final decisions on all matters on which the local representatives of the campaign organizations do not reach mutual agreement after a reasonable period of negotiation, such as the details in setting ratios for division of unde-

signed money, in drafting campaign materials, in relative publicity, etc. The local Federal coordinating group is expected to give thoughtful consideration to the equities involved and the recommendations of each campaign organization on the matters at issue and to render impartial decisions which will promote the purposes of the Combined Federal Campaign.

The local joint work group should proceed promptly to work out and recommend to the Federal coordinating group the detailed arrangements for the campaign, covering the items listed below.

- a. Campaign Name. The name will be the Combined Federal Campaign. The title should include the year for which contributions are solicited and identification of the locality, as for example: 1972 San Antonio Area Combined Federal Campaign.
- b. Campaign Period. This may be any period not in excess of six weeks between September 1 and November 30.
- c. Campaign Area. The exact geographic area to be covered by the combined campaign will be determined locally, taking into account past practice and the feasible scope for a single, coordinated campaign. Generally, this will be the area that has been used for a coordinated campaign on behalf of the local united fund or chest. At some locations, however, more than one united fund or chest may be involved in a single CFC. Because of economies possible in this arrangement, such action is encouraged where it will not impair fund raising. Local arrangements to this end are desirable. In any case, clear demarcation of the area to be covered in the campaign is necessary, since receipts may be distributed only to organizations which participate in the CFC. Where contributions are received designated to organizations not participating in the CFC, they should not be accepted but returned to the contributor.
- d. Past Contributions Data. In areas where the regular formula is used or where there will be a first-time CFC, each of the authorized campaign organizations

should report the total dollar receipts in the last 3 years from Federal military and civilian personnel in the campaign area established in c above. Compile a separate 3-year total for the united fund or chest, the national health agencies, the international service agencies and, if it has an independent local Federal campaign, the Red Cross. The ratio of these 3-year totals is the base for setting the ratio for division of undesignated funds or determining voluntary agency goals in the combined campaign.

For areas with established CFC's in which the alternative formula will be used, the Federal coordinating group should use CFC receipt records as called for in Method "B" described in Section 4.7B.

4.7 DIVISION OF RECEIPTS. There are two methods which may be used for the distribution of undesignated receipts from a CFC. (Designated receipts are always credited to the designated agency.) As appropriate, one of the methods outlined below must be used for undesignated funds, *except* where representatives of the participating groups unanimously agree on another method.

- a. Method "A" for distribution of undesignated funds. (This method is for use in areas which used it prior to the fall 1971 CFC. In such areas it may be continued and Federal officials may make the decision to continue its use even if there is disagreement among the voluntary groups as to the particular method to use in the area. It may not be used in any other circumstances except where representatives of the participating groups unanimously agree to do so.)

Undesignated funds are the dollars donated or pledged in the combined campaign that are not designated to particular beneficiary agencies. Under this method, designated funds are credited to the group to which the designated agency belongs. The percentage distribution of undesignated funds among the authorized campaign organizations will be predetermined on a basis which gives effect to the past giving experience by Federal

contributors in the local campaign area. A 3-year experience period is used so as to avoid severe fluctuations due to special factors affecting contributions in any one year.

The ratio of the total contributions received by each group in their local Federal campaigns during the latest 3-year period will be the basic ratio for division of undesignated funds. The local joint work group may recommend adjustments in this base as needed to accommodate to (1) inability to compile accurate data on past contributions in the local campaign area, (2) shifts of member agencies from one group to another, (3) a Red Cross emergency or disaster appeal, and (4) any other major circumstances which any of the groups believes should be considered in setting the final ratio. If the campaign organizations cannot agree on the final percentage ratio after a reasonable time for negotiation, the matters at issue will be referred with the recommendations of each organization to the Federal coordinating group for final decision.

- b. Method "B" for distribution of undesignated funds. (This is the recommended method for distribution of undesignated funds. It went into effect initially in the fall 1971 CFCs and may be used in any area which used this method in that campaign. If there is disagreement among the participating groups in such areas as to which method to use, the local Federal officials may make the decision to use this method. A variation of the method is used for first-time CFCs as explained below. Areas which have been using Method "A" in the past may change to Method "B" and in the event of disagreement among the participating groups as to which method to use, the decision may be made by the local Federal officials. It may also be used in any area regardless of previous method used where the representatives of the voluntary groups unanimously agree to do so.)

How the method works: A dollar amount as a base will be established for each group equal to its receipts from the pre-

vious year's CFC in the local area (before shrinkage and expenses). The dollar base for each group so established shall not be changed for a period of three years or until modified by instructions from the Chairman of the Civil Service Commission, except that the dollar base for each group shall be adjusted annually beginning in 1971 as determined by the Chairman of the Civil Service Commission in keeping with any change in the Consumers Price Index from the base month of March of the previous year.

For purposes of division of receipts, all designated funds will be credited toward the dollar base\* established for the appropriate group. Undesignated funds will then be added to each group's designated funds as necessary to achieve the group's dollar base. Any undesignated funds remaining after the dollar base of each group has been achieved shall be distributed among the groups in the discretion of the local Federal coordinating group giving consideration to new or additional requirements (including a Red Cross emergency or disaster campaign) in local, national or international functions as justified to the Federal coordinating group by the voluntary organizations. Justification of new or additional requirements as a basis for allocation of undesignated funds remaining after the dollar base of each group has been achieved and the allocation of such funds shall take place following the campaign as soon as final campaign results can be determined.

If insufficient funds are raised to meet the dollar base of each group, or if the distribution of funds is such that the dollar base of each group cannot be met, and after all designated money is credited to the dollar base of the appropriate group, the remaining undesignated funds

\* Dollar base means the dollar base for each group adjusted as determined by the Chairman of the Civil Service Commission in keeping with changes in the Consumers Price Index, except for first-time CFCs in which the dollar base for each group for the first CFC only will be determined by its average receipts over the most recent 3-year period.

shall be added to the designated funds of each group in such amounts so as to assure that each group achieves an equal percentage of its predetermined dollar base, except where a group exceeds that percentage on the basis of designated funds.

*Method "B" as applied to first-time CFC's.* For a first-time CFC, the dollar base for each group will be determined by its average gross receipts over the most recent 3-year period in Federal campaigns in the local area. After applying designated funds, all undesignated receipts will be used to fulfill the dollar base of each group. Any undesignated funds remaining after the dollar base of each group has been met will be distributed in accordance with the ratio derived from the most recent 3-year experience of the groups. The results of the campaign for the first CFC will establish the dollar base for each group for a subsequent 3-year period or until modified by instructions of the Chairman of the Civil Service Commission, except that the dollar base for each group shall be adjusted as determined by the Chairman of the Civil Service Commission annually in keeping with any change in the Consumers Price Index from the base month of March of the previous year. (For CFCs which began for the first time in the fall of 1971, the results of that campaign will determine the dollar base for each group for a subsequent 2-year period, unless this arrangement is modified earlier by instructions from the Chairman of the Civil Service Commission.)

**4.8 CONTRIBUTOR DESIGNATION.** The right to designate will be plainly stated in the contributor's leaflet, but designations will be neither encouraged nor discouraged by keymen solicitors or in campaign publicity materials and speeches.

The contributor's information leaflet will identify the participating campaign groups and list their member agencies with a brief statement describing each agency's program. The leaflet will tell the contributor how the funds

will be divided among the groups and of his right to designate gifts to individual agencies. Several lines will be provided on the pledge form where he may write in such designated gifts. Where the alternative formula for division of undesignated receipts is used, a minimum of five lines for designation purposes will be shown on the pledge card. Since this will increase the space necessary for designation purposes, the reverse side of the pledge card may be used; however, the five designation lines or boxes should appear on the pledge card itself. Separate designations slips should not be used, whichever formula is adopted for division of receipts.

Mention will be made in the contributor's leaflet and provision made on the pledge form for designation only to individual agencies, not to campaign groups. If the contributor should write in a group designation, however, such designation will be tabulated and allocated to the group in accordance with the contributor's instructions.

**4.9 DOLLAR GOALS.** A dollar goal for the overall combined campaign is recommended. Generally, it provides a focus for group spirit and unity of purpose that contributes materially to success. By apportioning the goal equitably among the Federal offices and installations, each agency shares responsibility in the team effort and has a mark to gauge its accomplishment.

The dollar goal should be set with the advice and consultation of the voluntary groups. In developing the proposed goal, the local work group should take into account past giving experience in local Federal campaigns, the needs and reasonable expectations of the voluntary agencies in the current campaign situation, and the probability of a substantial increase in the level of giving due to the single campaign and payroll payment plan. The objective should be to set a goal that is attainable and which can be exceeded in an enthusiastic and purposeful campaign.

Dollar goals are not required. An alternative approach, used successfully in some CFCs, is to rely on Fair Share Giving as the principal incentive. For example, the "goal" could be 75 percent participation at the fair-share level.

**4.10 FAIR-SHARE GUIDES AND VOLUNTARY GIVING.** Suggested fair-share giving guides for the individual contribution should be constructed locally. The guide may be shown in the contributor's leaflet or on the pledge form. It will be accompanied by a statement that the guide is provided because employees often ask for one but that the decision to give and the amount is up to each employee.<sup>3</sup> In this connection, Federal agencies are not authorized to furnish individual employee fair share guide based upon the employee's specific pay or grade; a guide in this form is comparable to an individual quota or assessment which is prohibited.<sup>3</sup> The contributor's leaflet or the pledge form must also include the express statement that the employee has the privilege of making his gift confidentially through the use of a sealed envelope which will be delivered without opening to the voluntary agencies.<sup>4</sup>

In the contributor's leaflet and other campaign publicity it will be desirable to emphasize the concept of the single annual campaign, referring to the fact that the contributor's pledge is to cover what he would have given in the three (or four) separate campaigns usually held and to point out that the privilege of extended payment through payroll withholding makes it possible for him to cover a full year's commitments at one time.

The suggested amounts of fair-share gifts should of course be structured in relation to the contributor's ability to give and the scale should be in reasonable relation to the campaign goal and the guides used in local private employment. The guide should show the amount of periodic payroll deduction suggested as appropriate for various pay levels. This may be combined with or supplemented by guides for cash giving or direct-payment pledges. These are usually represented in terms of percent of annual income, number of hours' pay, or in tabular form showing suggested size of gift in relation to various income levels.

**4.11 CENTRAL RECEIPT AND ACCOUNTING FOR CONTRIBUTIONS.** The authorized campaign organizations should arrange, by mutual agreement, for a central receipt and ac-

counting point in the local area for CFC contributions. This is essential in order to avoid the need for multiple pledge and report forms, which would greatly complicate on-the-job solicitation procedures, and to provide a central point for receipt of periodic remittances from Federal payroll offices during the ensuing year. Central receipt and accounting can be arranged as a joint operating activity of the campaign organizations; one of them can act as agent for all with a sharing of expenses; or they may be able to obtain volunteer services from a local bank.

The central accounting point will tabulate contributions according to the designations on pledge forms and in accordance with the agreed-upon ratio for division of undesignated funds, furnishing each campaign organization with appropriate detail regarding designations to member agencies. The final audited totals of designated and undesignated contributions to each campaign organization will constitute the ratio for distribution of receipts by the central accounting point. The campaign organizations will be responsible for distribution internally to member agencies in accordance with organization agreements.

The cost of central receipt and accounting (and other identifiable expenses such as for the printing of campaign and publicity materials) will be shared by the campaign organizations under any arrangement that is mutually acceptable to them. To avoid subsequent misunderstandings, they should reach a firm agreement in advance of the campaign specifying the nature of the expenses to be shared, the method of distribution and the time of billing. Generally, expenses should be shared among the organizations in the same ratio as their total receipts from the campaign based on final audited totals of designated and undesignated contributions. Central accounting and expense-sharing agreements are the responsibility of the campaign organizations, and the Government will not enter into their administration.

The use of voluntary payroll withholding is authorized for military and civilian personnel at CFC locations in addition to the usual methods of cash contribution and direct payment of pledges; however, it is discretionary in the local area whether to provide for direct payment of pledges. Keyman collection of installment

<sup>3</sup> See Manual, sec. 6.5.

<sup>4</sup> See Manual, sec. 6.6.

pledges is not authorized in view of the availability of the payroll payment system. Cash contributions must be permitted.

**4.12 CAMPAIGN AND PUBLICITY MATERIALS.** Campaign and publicity materials will be developed in the local area and will be printed and supplied by the campaign organizations. Although the types of materials needed are fairly standard in fund-raising campaigns, the variation from one location to another in size and composition of the campaign organizations and in the detailed policy and operating arrangements makes it impractical to produce materials nationally.

A single Contributor's Information Leaflet, a Pledge Form and a Payroll Withholding Authorization are to be distributed by keymen to each potential contributor. The Pledge Form and Payroll Withholding Authorization may be one form.

The objective should be to provide a simple and attractive package which has fund-raising appeal and essential working information. Treatment should focus on the *combined* campaign and homogeneous appeal without undue use of organization symbols or other distractions that compete for the contributor's attention. Extraneous instructions regarding the routing of forms, tallying contributions, etc. which are primarily for keymen should be avoided. The leaflet, the pledge and the payroll authorization may be combined into a single piece or two pieces, perforated or hinged for separation, if this is deemed desirable.

Generally, the layout and text of campaign and publicity materials are for local determination. Certain items are prescribed, as follows:

- a. Contributor's leaflet. This will be the only informational hand-out to individual contributors. It will describe the CFC arrangement and payroll deduction privilege, the participating campaign organizations, the provisions for designations and division of undesignated funds, etc. It will list each member agency of the campaign organizations with a brief statement of its program. While length may vary, a factual statement of about 25 words should be adequate for each agency.

Some sample text items regarding CFC are included in Attachment A for illustration.

- b. Pledge Form. This working form will go when completed to the central receipt and accounting point for the local campaign. Its format will include the appropriate number of lines for designation purposes.
- c. Payroll Withholding Authorization. This working form will go when completed to the contributor's payroll office. There are some 1,400 separate payroll offices serving Federal personnel. Many of the departments and agencies payroll on a national or area basis and will be receiving withholding authorizations from a number of local combined campaigns. Accordingly, the authorization must be in a standard format and bear adequate identification of the local campaign.

The name and mailing address of the local CFC central receipt and accounting point will be printed at the top of the form. The name should be the same as that for the campaign, including the year, as for example, 1972 San Antonio Area Combined Federal Campaign. The year is needed in order for the receipt point to distinguish between the last payroll remittances for one year and the first remittances for the next. The address may include "care of" identification if this is essential for mail delivery. The box headed "Identification No." will be used for contributor's social security number, except in the case of agencies which have a separate payroll identification numbering system and in the military services. There is no requirement to use this space. It should be used only when it aids in accounting or campaign management.

The standard format and text for payroll withholding authorizations is shown in Attachment B. If there are large Federal installations payrolling locally with ADP equipment they may prepare pre-punched cards with the standard text.

Other campaign materials which may be needed, depending upon the size of the operation and local custom include:

- a. Chairman's Guide. For use of campaign

chairmen in individual Federal installations.

- b. Keyman's Guide. Instructions for keymen about CFC arrangements, solicitation methods and forwarding procedures.
- c. Keyman's Report Envelope. With tally sheets (which may be printed on the envelope) on which the keyman will list the names of contributors or the number of confidential envelopes enclosed.
- d. Miscellaneous Campaign Items. Contributor's Receipt, "We Gave" Window Sticker, Posters, Progress Charts, Awards, etc.
- e. Publicity Items. News stories and fillers for the local press and house organs, all-employee letters, speeches for campaign leaders, division chairmen, etc.

4.13 PAYROLL WITHHOLDING. The following policies and procedures are authorized for payroll withholding operations in accordance with Civil Service Regulations, Part 550, Pay Administration. Explanatory notes are shown in parentheses.

- a. Applicability. Voluntary payroll allotments will be authorized by all departments and agencies for payment of charitable contributions to local Combined Federal Campaign organizations.
- b. Allottees. The allotment privilege will be made available to Federal personnel as follows:
  - (1) Employees whose net pay regularly is sufficient to cover the allotment. An employee serving under an appointment limited to 1 year or less may make an allotment to a Combined Federal Campaign when an appropriate officer of the employing agency determines the employee will continue his employment for a period sufficient to justify an allotment. (Includes part-time and substitute employees who are regularly employed.)
  - (2) Members of the Armed Forces, excluding those on only short-term assignment (less than 3 months). (The Department of Defense has modified its military pay allotment regulations

to authorize allotments for CFC charitable contributions by service members.)

- c. Authorization.
  - (1) Allotments will be wholly voluntary and will be based upon contributors' individual written authorizations.
  - (2) Authorization forms in standard format will be printed by the combined campaign organization at each location and will be distributed to employees along with other campaign materials at the same time charitable contributions are solicited.
  - (3) Completed authorization forms should be transmitted to the payroll offices as promptly as possible, preferably by December 15. However, if forms are received after that date they should be accepted and processed by payroll offices.
- d. Duration. Authorizations will be in the form of a term allotment for one full year—26, 24 or 12 pay periods depending upon allottee's pay schedule—starting with the first period beginning in January and ending with the last pay period which begins in December. (The standardization of beginning and ending dates, except for individual discontinuances, is intended to simplify payroll operations and minimize costs.) However, the fact that an employee or military member will not be on duty for the full year should not preclude acceptance of a payroll allotment if he has sufficient time in service remaining to make the allotment practicable (e.g., 3 months or more would be considered a reasonable period of time for which to accept an allotment).
- e. Amount.
  - (1) Allottees will make a single allotment of an equal amount to be deducted each pay period during the year.
  - (2) The minimum amount will be 50 cents biweekly or semimonthly, \$1.00 monthly, with no restriction on size of increment above the minimum.
  - (3) No change of amount will be authorized during the term of an allotment.

- (4) No deduction will be made for any period in which allotter's net pay after all legal and previously authorized deductions is insufficient to cover the allotment; no adjustment will be made in subsequent periods to make up for deductions missed

(These conditions are for the purpose of simplicity and economy in payroll operations. The 50-cent minimum is essential in order to keep administrative expense in reasonable relation to the amount of contribution.)

f. Remittance.

- (1) One check will be sent by the payroll office each pay period, in the gross amount of deductions made on the basis of current authorizations, to the combined campaign organization at each location for which the payroll office has received allotment authorizations.
- (2) The check will be accompanied by a statement identifying the agency and the number of employee deductions. There will be no listing of allotters included or allotter discontinuances.

g. Discontinuance.

- (1) Allotments will be discontinued automatically:
- (a) On expiration of the one-year withholding period;
- (b) On death, retirement, or separation of allotter from the Federal service.
- (2) Allotter may revoke his authorization at any time by request in writing to the payroll office. Discontinuance will be effective the first pay period beginning after receipt of written revocation in the payroll office.
- (3) A discontinued allotment will not be reinstated.

- h. Transfer. When an allotter moves to an organizational unit served by a different payroll office, whether in the same or a different department or agency, his allotment authorization will be transferred to the new payroll office, unless expressly

revoked by the individual. If there is a delay in receiving the transferred authorization in the new payroll office, allotter should be permitted to complete a new authorization for the remainder of the one-year withholding period, which will be considered as superseding and revoking his previous authorization.

- i. Accounting. Establishment of individual allotment accounts, deductions each pay period, and reconciliation of employee accounts will be in accordance with agency and General Accounting Office requirements.

(The simplified system provided in F. Remittance is intended to minimize paperwork and to eliminate the need for any accounting reconciliations between payroll office and campaign organizations. The payroll office accepts responsibility for the accuracy of remittances, as supported by current allotment authorizations and internal accounting and auditing requirements. The campaign organizations or their designated agents accept responsibility for the accuracy of distribution of remittances among the campaign groups, based upon employee pledges and arrangements for independent audit agreed upon by the participating campaign groups.)

4.14 ORIENTATION, TRAINING AND PUBLICITY ARRANGEMENTS. The Combined Federal Campaign involves so many new features that a formal plan should be developed by the local joint work group to cover the orientation of management and employee organization officials, training of keymen, and publicity to employees and servicemen.

It is expected that all Federal officials will assist campaign leaders by conducting an enthusiastic and purposeful solicitation in their installations in order to develop maximum group interest and response. In orientation programs, however, care should be taken to make clear that Manual policies and procedures are to be maintained intact as they apply to prohibition against individual employee quotas, assessments, or any other form of coercive action, and to the employee's right of privacy as to the

amount of his gift and his privilege to contribute through use of a confidential envelope. Contributions must be voluntary.

It is essential that keymen be trained effectively on CFC procedures and be equipped to answer any questions or problems the contributors may have in this respect as well as questions of a substantive nature regarding the programs of the voluntary agencies.

Employees and servicemen should be told the background and purpose of the combined campaign arrangements, including the use of installment payment through payroll withholding. Special stress should be placed on giving enough on a once-a-year basis to provide a fair amount of support for all authorized campaign organizations.

**4.15 NATIONAL COORDINATION AND REPORTING.** The Assistant to the Chairman, US Civil Service Commission, is responsible at the national level for advice to local Federal coordinating groups regarding CFC arrangements. Direct communication by mail and telephone is recommended.

Where new field coordinating groups are established, they should promptly notify the Assistant to the Chairman so they can be added to the mailing list for receipt of any supplementary information or instructions issued.

All chairmen of field coordinating groups are requested to furnish reports to the Assistant to the Chairman, as follows:

- a. Before July 1. A report that CFC is being undertaken locally next fall. Furnish information and data as follows:
  - (1) CFC campaign area.
  - (2) Estimated number of Federal personnel to be solicited, separate for civilian and military.
  - (3) Receipts in past 3 years by each campaign organization from Federal personnel in CFC area.
  - (4) Ratio for division of undesignated funds.
  - (5) Goals, if applicable.
- b. Before January 1. A report of campaign results, as follows: (A reporting format will be furnished CFC locations requesting any additional data required.)
  - (1) Basic data. Number solicited, Number contributors, Total Receipts, Per capita gift.
  - (2) Payroll deductions. Number authorizing, Total pledged.
  - (3) Designations. Summary totals, by campaign organization.
  - (4) Final distribution ratio for division of designated and undesignated receipts.
  - (5) Narrative summary evaluation of CFC arrangement based upon campaign experience.

ATTACHMENT A

SAMPLE TEXT ITEMS

**WHAT IS THE COMBINED FEDERAL CAMPAIGN?** It's a one-time solicitation for voluntary health and welfare agencies. The (name of local united fund) and the National Health Agencies and International Service Agencies (add American Red Cross where appropriate) which normally would solicit next spring are cooperating locally in a single campaign for Federal personnel. This will be the only fund-raising drive for voluntary agencies this year.

**HOW DID IT COME ABOUT?** Many employees have asked for a single charity drive. It can save a great amount of time and expense for the Government and the voluntary agencies. One drive makes it practicable, too, to have a payroll payment plan. The Combined Federal Campaign has the full endorsement of the heads of executive departments and agencies and the presidents of major employee organizations.

**WHY PAYROLL PAYMENT?** Employees and servicemen want to contribute their fair share. Payroll payment helps you to do this because you spread your gift in small installments over a full 12 months. What you give does not depend upon how much cash you have on hand at the time you are solicited. Remember, your one-time pledge covers all charitable contributions on the job this year.

The payroll payment plan is available to all civilian employees and to members of the Armed Forces who are assigned in this area. Its use is optional and voluntary with the contributor, under the ground rules which the Government has set to keep down payroll withholding costs:

1. Minimum allotment per payday is 50¢ if you are paid every two weeks or twice a month, or \$1 if paid monthly. Above these minimums, allotment may be in any amount.
2. Withholding in the amount authorized will be for a full year beginning with the first pay period in January. You may discontinue the allotment at an earlier date upon written request to the payroll office, but you cannot change the amount or begin payroll payment again in 19—.

**HOW ARE PLEDGES DIVIDED AMONG THE CAMPAIGN ORGANIZATIONS?** If Method "A" is used, the following description of the distribution of funds is appropriate: Contributions which are designated to a participating voluntary agency will be honored and credited to the appropriate group. A proportionate amount of the undesignated funds for each of the campaign organizations has been worked out on the basis of their past receipts from Federal personnel in this area, as shown below:

	<i>Percent</i>
(Name of local united fund) .....	_____
National Health Agencies .....	_____
International Service Agencies .....	_____

(Red Cross, if separate) -----  
 Total ----- 100

If Method "B" is used, the following description of the distribution of funds is appropriate: Each group has a dollar base determined by its past receipts in Federal campaigns in the area. Contributions which are designated to a participating voluntary agency will be honored and credited towards the dollar base of the appropriate group. Undesignated funds will then be used to fill out the dollar base of each group. Undesignated funds remaining after the dollar base of each group has been met will be distributed by local Federal officials to the groups based on new or additional requirements which the groups specify to Federal officials.

**SUGGESTED SCALE OF GIVING.** Everyone wants to help his fellowman, but the question is frequently asked "What's my share?" Of course, there's no single answer. The Guide below suggests what a fair share of the campaign goal would be for those at various income levels. It is not to be regarded as a quota or an assessment on any individual. The decision to give and the amount is up to you.

Be as generous as you can.

Make checks payable to "Combined Federal Campaign."

Contributions are tax deductible.

Contributors who use direct payment have the option of making a confidential gift through the use of a sealed envelope which will be delivered without opening to Combined Federal Campaign Headquarters.

*Fair share giving guide*

Annual income	Suggested annual contribution	Suggested biweekly allotment
Up to \$4,000 -----	(Suggested annual contribution is a matter for local determination. However, in arriving at it, the fact that the CFC combines the drives of three groups should be taken into consideration.)	
5,000 -----		
6,000 -----		
7,000 -----		
8,000 -----		
9,000 -----		
10,000 -----		
11,000 -----		
12,000 -----		
13,000 -----		
14,000 -----		
15,000 -----		
16,000 -----		
17,000 -----		
18,000 -----		
19,000 -----		
20,000 -----		
Over 20,000 -----	( <sup>2</sup> )	( <sup>2</sup> )

<sup>1</sup> Twice this if payday is monthly.

<sup>2</sup> 1% (or other figure determined locally).

ATTACHMENT B

1972 COMBINED FEDERAL CAMPAIGN—NATIONAL CAPITAL AREA  
P. O. BOX 1526, WASHINGTON, D. C. 20013

NAME (FIRST)	(INITIAL)	(LAST)	IDENTIFICATION NO.
HOME STREET ADDRESS			DEPT., BUREAU OR AGENCY
CITY	STATE	ZIP	LOCATION

TOTAL GIFT \$ \_\_\_\_\_

PAID BY:

PAYROLL DEDUCTION.....   
(COMPLETE AUTHORIZATION BELOW)

DIRECT BILLING.....   
(INITIAL HERE) \_\_\_\_\_

CASH.....\$ \_\_\_\_\_

FILL IN BLANK BOX OR CHECK BOX SHOWING THE AMOUNT OF YOUR DEDUCTION PER PAY PERIOD.

MINIMUM AMOUNT FOR USE OF PAYROLL WITHHOLDING IS 50¢ EACH PAY DAY IF PAID EVERY TWO WEEKS OR TWICE MONTHLY; \$100 IF PAID MONTHLY. THE AMOUNT INDICATED BY MILITARY PERSONNEL WILL BE THE MONTHLY AMOUNT TO BE DEDUCTED AS AN ALLOTMENT FROM PAY

\$   \$11.00  \$9.50  \$8.25  \$6.00  \$4.25  \$2.75  \$1.25

I HEREBY AUTHORIZE THE ABOVE NAMED AGENCY OR ANY OTHER AGENCY OF THE UNITED STATES GOVERNMENT BY WHICH I MAY BE EMPLOYED DURING 1972 TO DEDUCT THE AMOUNT SHOWN ABOVE FROM MY PAY EACH PAY PERIOD DURING CALENDAR YEAR 1972, STARTING WITH THE FIRST PERIOD BEGINNING IN JANUARY 1972 AND ENDING WITH THE LAST PAY PERIOD WHICH BEGINS IN DECEMBER, PROVIDED THAT THE AMOUNTS SO DEDUCTED SHALL BE REMITTED TO THE COMBINED FEDERAL CAMPAIGN SHOWN ABOVE. I UNDERSTAND THAT THIS AUTHORIZATION MAY BE REVOKED BY ME IN WRITING AT ANY TIME BEFORE IT EXPIRES

SIGNATURE



DATE \_\_\_\_\_

TO FEDERAL PAYROLL OFFICES  
If the contributor moves to the jurisdiction of another payroll office before 1973, this authorization should be forwarded

REPORTING NO. \_\_\_\_\_

FOR AGENCY USE ONLY

1 2 3

This is the payroll withholding authorization card and goes, when completed, to the contributor's payroll office.

1972 COMBINED FEDERAL CAMPAIGN

NAME (FIRST)	(INITIAL)	(LAST)	IDENTIFICATION NO.
HOME STREET ADDRESS			DEPT., BUREAU OR AGENCY
CITY	STATE	ZIP	LOCATION

TOTAL GIFT \$ \_\_\_\_\_

PAID BY:

PAYROLL DEDUCTION.....   
(COMPLETE AUTHORIZATION BELOW)

DIRECT BILLING.....   
(INITIAL HERE) \_\_\_\_\_

CASH.....\$ \_\_\_\_\_

AMOUNT OF DEDUCTION

\$   \$11.00  \$9.50  \$8.25  \$6.00  \$4.25  \$2.75  \$1.25

DATE \_\_\_\_\_

SIGNATURE \_\_\_\_\_

REPORTING NO. \_\_\_\_\_

FOR AGENCY USE ONLY

1 2 3

This pledge card goes, when completed, to the central receipt and accounting point. The back of the card provides space for designations to specific agencies if the contributor wishes to do so.

## CHAPTER 5

## ELIGIBILITY REQUIREMENTS FOR NATIONAL VOLUNTARY AGENCIES

5.1 **PURPOSE.** These eligibility requirements are established to insure that:

- a. Only responsible and worthy voluntary agencies are permitted to solicit on the job in Federal installations,
- b. The funds contributed by Federal personnel will be used effectively for the announced purposes of the soliciting agency, and
- c. All recognized national agencies have field organizations capable of participating equitably in the joint campaign arrangements required by the Federal program.

## 5.2 GENERAL REQUIREMENTS.

★.21 Type of Agency. Only nonprofit, tax-exempt charitable organizations, supported by voluntary contributions from the general public, providing direct services to persons in the fields of health and welfare services are eligible for approval. Where the provision of such services is by international agencies, such services must be consistent with the policies of the United States Government. Agencies which are supported primarily through united funds and community chests will not be recognized for participation in the Federal fund-raising program except with respect to non-federated communities and the overseas area. Such agencies may be eligible for participation in the overseas fund-raising program only if they provide a specific service to persons overseas and meet all other eligibility requirements. National agencies not receiving primary support from local united ways must meet all eligibility requirements in order to participate in the domestic and overseas campaigns.

.22 Integrity of Operations. Only agencies having a high degree of integrity and responsibility in the conduct of their affairs will be approved. Funds contributed to such organizations by Federal personnel must be used effectively for the announced purposes of the agency.

.23 Avoidance of Competition. To avoid solicitation competition, approval will not be granted to more than one national health agency within a single field which deals with physical handicap or disease, or if an international service agency, to more than one agency meeting a particular human need in the same geographic area, unless there is a demonstrated need for such additional service.

.24 National Scope. The agency must demonstrate that:

- a. It is organized on a national scale with a national association which is representative of its constituent parts and which, through its board of directors, exercises close supervision over the operations and fund-raising policy of any local chapters or affiliates.
- b. It has earned good will and acceptability throughout the United States, particularly in cities or communities within which or nearby are Federal offices or installations with large numbers of personnel.

Good will and acceptability will usually be shown by operating chapters providing service in all or most of the states, with contributor support from all or most parts of the nation. Good will and acceptability throughout the United States will also be demonstrated by other means, such as

the extent of support received from the public, the number and location of contributors, the national character of campaigning directed to the public, the reputation of the organization on a national basis, and the proportionate effect on total income of the organization's participation in the Federal program. In the case of international agencies, chapter or affiliate coverage in all or most states need not exist.

- c. It has enough fund-raising representatives at decentralized locations to be able to enter into full participation with a group of agencies in the conduct of local campaigns throughout the United States.
- d. If a national health agency, it has a well-defined national program involving research, education, and community services with sufficiently developed local chapter or affiliate coverage to implement its national program in cities or communities within which or nearby are Federal offices or installations with large numbers of personnel. While a national health agency may meet eligibility requirements, local chapters, in order to participate in the local fund-raising program, must provide a direct and meaningful service in the area (county) in which the campaign is being conducted (see Section 3.572b and Section 4.2b).
- e. If an international service agency, it has a well-defined program not duplicative of existing programs and which meets basic human needs in an overseas area.

.25 Type of Campaign. Approval will be granted only for fund-raising campaigns in support of current operations. Capital fund campaigns are not authorized. Agencies must observe the policy and procedural requirements for fund raising in the Federal service.

### 5.3 SPECIFIC REQUIREMENTS.

.31 Program. An active and necessary program providing direct services to persons, with particular regard to the welfare of the public and the persons served; evidence of consultation and cooperation with established agencies

in the same or related fields; and efficient operations.

.32 Volunteer Control. Direction of the organization by an active, voluntary board of directors which serves without compensation, holds regular meetings, and exercises effective administrative control.

.33 Finances. Adoption of the Standards of Accounting and Financial Reporting for Voluntary Health and Welfare Organizations and maintenance of a financial system which includes accounting procedures acceptable to an independent certified public accountant. Conduct of fiscal operations in accordance with a detailed annual budget, prepared and approved at the beginning of the year by the board of directors with prior authorization by the board of any significant variations from the approved budget.

.34 Administrative and Fund-Raising Expense. Administrative and fund-raising expenses which are reasonable. Expenditure for administration and fund raising not exceeding 25% of total support and revenue will be considered reasonable. Where administrative and fund-raising expense exceeds this percentage, the burden is on the voluntary organization to demonstrate the reasonableness of its fund-raising and administrative expenses under all the circumstances in its case.

.35 Fund-Raising Practice. Publicity and promotional activities based upon the actual program and operations of the agency and which is truthful and nondeceptive and which includes all material facts; protection afforded against unauthorized use of agency contributors' lists; no payment of commissions, kickbacks, finder fees, percentages, bonuses, or overrides for fund raising; no mailing of unordered tickets or merchandise with a request for money in return; and no general telephone solicitation of the public.

.36 Nondiscrimination. A policy and practice of nondiscrimination on the basis of race, religion, ethnic origin, or sex, applicable to persons served by the agency, to agency staff employment, and to membership on the agency's gov-

erning board, as prescribed in Chapter 7. Organizations which are organized along religious lines or which are organized to serve persons of a particular sex may nevertheless meet eligibility requirements if a bona fide purpose for organizing along religious lines or for service directed to persons of a particular sex can be shown.

.37 Annual Report. Preparation of annual report to the general public which includes a full description of the agency's activities and accomplishments and the names of chief administrative personnel.

.38 Financial Reports. Preparation of a consolidated annual financial report to the general public in accordance with the Standards of Accounting and Financial Reporting for Voluntary Health and Welfare Organizations and certification of such report by an independent certified public accountant.

.39 Independent Audit. Completion on an annual basis of an external audit by an independent certified public accountant.

.40 Source of Funds and Costs Report. Filing of special report with Chairman of the Civil Service Commission which discloses on a consolidated basis the agency's (including its chapters and affiliates) sources of funds, fund-raising expense, and use of net funds in its most recent fiscal year.

#### 5.4 Application Requirements.

.41 Exemptions. The American National Red Cross and local community chests or united funds which are members in good standing of, or are recognized by, the United Way of America are exempt from these application requirements except for the nondiscrimination requirements of paragraph 5.46i and the accounting and financial reporting requirements of paragraph 5.46g and 5.46k. In addition, the United Way of America as a national organization must conform in its financial reporting to the Standards of Accounting and Financial Reporting for Voluntary Health and Welfare Organizations. For purposes of this section, the American National Red Cross and its chapters are

recognized as operating an accounting and financial system in substantial compliance with the Uniform Standards of Accounting and Financial Reporting for Voluntary Health and Welfare Organizations and certification to this effect by local chapters is not required. Local Red Cross chapters are required to furnish nondiscrimination assurances, as required by Section 7.4 of Chapter 7.

.42 Annual Applications. To be considered for solicitation privileges in domestic or overseas campaigns in the Federal service, each national voluntary agency must file application annually. National voluntary agencies which have already been approved for fund-raising privileges in the Federal service are not required to submit the information requested in sections 5.46 a, b, c, e, and i, except where there has been a substantial or significant change in these items; for example, a change in purpose of the organization or a decline in chapter coverage or activity. They are required to furnish information asked for in Sections 5.46f, g, h, j, k, l, and m.

.43 Time and Place of Filing. Application is filed with the Office of the Chairman, U.S. Civil Service Commission, Washington, D.C. 20415 and must be postmarked on or before February 1. Applicants are urged to file as early as possible.

.44 Eligibility Decisions. Decisions as to eligibility are made by the Chairman, with the assistance of an eligibility committee of government officials and employee organization leaders, and are based upon the information filed with the agency's application and derived from other responsible sources.

.45 Notice of Decision. Applicants are notified of the decisions on their applications approximately one month after filing.

.46 Form and Content of Application. Applications shall be filed in the following form, with the information, documents and data specified:

- a. Corporate Names and Fiscal Year.
- b. Origin, Purpose and Structure of Organization. Furnish information to show

- agency meets the General Requirements stated in section 5.2. Applications limited to overseas campaign privileges only will be considered under modified requirements for paragraphs 5.24 c and d.
- c. Chapters, Affiliates or Representatives. Furnish a list of chapters, affiliates or representatives arranged in alphabetical order by state and, under the state, by cities with chapter, affiliate or representative by names and addresses.
  - d. National Scope (sec. 5.24). Demonstrate the good will and acceptability of the organization throughout the United States.
  - e. Program (sec. 5.31). Outline the program. List the names of other national voluntary agencies which offer similar services covering the whole or a part of the same field of activity and state past and current relationships with such agencies.
  - f. Volunteer Control (sec. 5.32). Describe board of directors' administrative activity in past year and list board members' names, addresses and businesses or professions.
  - g. Finances (sec. 5.33). Furnish certification by an independent certified public accountant of compliance with an acceptable financial system and adoption of the Uniform Standards.
  - h. Fund-Raising Practice (sec. 5.35). State compliance with all factors.
  - i. Nondiscrimination (sec. 5.36). Furnish written assurance of racial nondiscrimination as prescribed by Chapter 7. If applicant has filed satisfactory nondiscrimination assurance and has maintained such nondiscriminatory policy or practice without substantial change, further assurance is not required in applications for renewal of recognition.
  - j. Annual Report (sec 5.37). Furnish copy of latest annual report.
  - k. Financial Report (sec. 5.38). Furnish copy of latest financial report prepared in accordance with the Standards of Accounting and Financial Reporting for Voluntary Health and Welfare Organizations and certification by an independent certified public accountant that the report was prepared in conformity with the "Standards."
  - l. Independent Audit (sec. 5.39). Furnish copy of latest external audit by an independent certified public accountant.
  - m. Source of Funds and Costs Report (sec. 5.40). Furnish a special report with the Chairman of the Civil Service Commission consistent with the reporting requirements of the Standards referred to in section 5.38 which discloses the agency's sources of funds, expenditures by program service and supporting services, separately identifying fund-raising and other expenditures. The report must cover the most recent fiscal year and represent a consolidated statement of national and affiliate income and expenditures. The amount of contributions received from united funds or community chests, from Federal service campaigns, and the total from other sources must be separately identified and shown as a percent of total contributions. Report should be furnished in accordance with the format shown in the attachment to this Chapter.

5.5 PUBLIC ANNOUNCEMENT OF RECOGNIZED AGENCIES AND ASSIGNED PERIODS. The Chairman of the Civil Service Commission issues a bulletin in the spring of each year to announce the names of all voluntary agencies recognized for the ensuing fiscal year and to specify the periods assigned for their solicitations within the Federal service.

ATTACHMENT A

(Agency)

CONSOLIDATED SOURCE OF FUNDS AND COSTS REPORT  
(Including Chapters and Affiliates)

(For the year ending \_\_\_\_\_)  
(date)

Support from the Public:

Received Directly:

	Amount	Percent of income
Contributions.....	\$.....	.....
Special Events (less related expenses of \$ _____).....	.....	.....
<b>Subtotal</b> .....	.....	.....

Received Indirectly:

United Funds and/or Community Chests.....	.....	.....
Federal Service Campaigns.....	.....	.....
Other Contributions.....	.....	.....
<b>Subtotal</b> .....	.....	.....

Total Support from the Public.....

Miscellaneous Revenue:

Government Grants (including grants-in-kind).....	.....	.....
Service Fees, Literature Sales, etc.....	.....	.....
Gain from the Sale of Products.....	.....	.....
Memberships.....	.....	.....
Investment Income.....	.....	.....
Other income.....	.....	.....
<b>Total Miscellaneous Revenue</b> .....	.....	.....

**TOTAL SUPPORT AND REVENUE**.....

100

Expenditures:

Program Services:

	Amount	Percent of expenditure
(Category).....	.....	.....
<b>Subtotal</b> .....	.....	.....

Supporting Services:

Management and general.....	.....	.....
Fund Raising.....	.....	.....
<b>Subtotal</b> .....	.....	.....

**TOTAL EXPENDITURES**.....

100

EXCESS OF REVENUE OVER EXPENDITURES—\$\_. .....

## CHAPTER 6

## CAMPAIGN PRACTICES AND PROCEDURES

**6.1 PURPOSE OF AUTHORIZED CAMPAIGNS.** The program for fund raising within the Federal service is in recognition of the importance of voluntary agencies in our free society—agencies which complement and strengthen our tax-supported services in a manner which is vital to the well-being of the American people. Their voluntary services to human needs—in local communities and on the national and international scene—depend upon contributions of funds from the public. And the primary source is employed persons—those with jobs and regular income who recognize a social and civic responsibility to share in helping their fellow man. Solicitation of employees on the job is authorized in the Federal service, as in most other large organizations, in order to assist voluntary agencies in obtaining the funds to continue their worthy programs. Thus, the purpose of our approved campaigns is to familiarize Federal personnel with the human needs that are being met by voluntary programs and to encourage them to contribute a fair amount of the financial support required.

**6.2 TRUE VOLUNTARY GIVING.** True voluntary giving is the free response of an individual to an appeal which gives him full knowledge of the human needs at stake and encourages him to contribute generously in relation to his financial ability and his responsibility as a good citizen.

Before the present program was inaugurated, the lack of official guidelines for the conduct of campaigns had resulted in employee complaints—warranted or unwarranted—about coercion by management personnel to force contributions on an involuntary basis. The President's concern that this not occur forms the basis for the express injunction of Executive Order 10927 that fund-raising arrange-

ments "shall permit true voluntary giving and reserve to the individual the option of disclosing his gift or keeping it confidential." Any practice that involves compulsion, coercion, or reprisal directed to the individual serviceman or civilian employee because of the size of his contribution or his failure to contribute has no place in the Federal program. Coercive practices debase the spirit and purpose and violate the letter of the Executive Order.

It is incumbent upon the heads of Federal offices and installations to see that management and supervisory personnel and other campaign workers are expressly informed of the President's policy. Negative practices are no substitute for the organized, intensive encouragement of voluntary contributions which is contemplated by the Federal program.

Employees should be informed that if they believe that in violation of the President's policy they have been subjected to compulsion, coercion or reprisal in connection with a fund-raising appeal for voluntary agencies, they may file a complaint under the agency's grievance procedure, or at their option, they may file a complaint directly with the Civil Service Commission without going through the grievance procedure.

### 6.3 CAMPAIGN OBJECTIVES.

- a. To inform Government people of the essential role that voluntary agencies play in the community and the nation and their need for public support.
- b. To provide an opportunity for every individual to donate to specific worthy agencies for purposes with which he is familiar and which he wants to support.
- c. To seek 100 percent voluntary participa-

tion while preserving the individual's right to give or not to give.

- d. To stimulate generous giving in relation to the ability of the giver while preserving his right to give in a confidential manner if he chooses to do so.

#### 6.4 ORGANIZATION FOR SOLICITATION.

##### .41 Management and Employee Organization

Support. The importance of meeting human needs through our voluntary agencies and of assisting Federal personnel to discharge their social and civic responsibility without fear of coercion calls for solid understanding, backing and cooperation from all levels of management and from employee organizations. The head of each Federal installation is responsible for providing local leadership to each authorized campaign by:

- a. Cooperating with voluntary agency representatives and the heads of other Federal agencies in the communitywide effort.
- b. Advance planning and activation of an effective campaign organization on his own installation.
- c. Enlisting the participation and support of employee organization leaders where possible.
- d. Personal endorsement and follow up through messages to all employees and contacts with management and supervisory staff.

.42 Advance Planning and Organization. Advance planning and activation of the campaign organization requires:

- a. Selecting a campaign chairman or project officer, division chairmen and keymen who are able and enthusiastic.
- b. Briefing of management staff, campaign workers, and employee organization leaders on the policies of the Federal program and the educational material and administrative details involved in the campaign.
- c. Clear assignment of responsibilities for general publicity, kick-off rallies, indoctrination meetings, and person-to-person solicitation—and for effective supervision, follow up, and progress reporting at each echelon of the campaign organization.

These steps are primary and essential. A detailed guideline for effective campaigning is incorporated in the attachment to this chapter.

.43 Keyman Responsibilities. A keyman is selected for the personal solicitation of about 25 employees, more or less, depending upon the unit organization. He should be chosen for his leadership qualifications, compatibility with co-workers, and motivation toward successful performance. Since he is acting, in effect, as an agent of the recognized voluntary agencies in contacting potential contributors it is important that each keyman be given a thorough briefing on the program and purpose of the participating voluntary agencies, preferably by representatives of the fund-raising agencies themselves. The keyman's responsibilities are to:

- a. Personally contact each prospective contributor in the assigned group and give him the educational literature and contributor's cards or envelopes appropriate to the campaign.
- b. Explain the services performed by the voluntary agencies and answer any questions about them and the Federal fund-raising program.
- c. Urge a generous gift, with the goal of 100 percent voluntary participation in mind; where appropriate call attention to local fair-share giving guides and arrangements for pledges to be paid on the installment plan.
- d. Collect employee contributions, forward them and make reports in accordance with local arrangements for the particular campaign.

#### 6.5 DOLLAR GOALS, FAIR SHARE GUIDES AND INSTALLMENT PLEDGES

.51 Dollar Goals. In Combined Federal Campaign, in united fund and community chest campaigns, in coordinated solicitations in non-federated communities and mixed areas, and in Red Cross campaigns in the domestic area, the local Federal agency head may accept an equitable dollar goal representing his installation's share of the overall dollar goal for the community. When so accepted, the dollar goal for the

installation may be allocated in the form of subgoals to principal divisions of the installation. The assignment of a dollar goal to an individual potential contributor is absolutely prohibited. Dollar goals are not authorized in the National Health Agencies and International Service Agencies campaigns.

.52 Fair-Share Giving Guides. In campaigns which have dollar goals, campaign materials may include what the voluntary agencies consider one's fair share of responsibility toward the success of the campaign. These suggestions are developed by the soliciting agencies for the giver's guidance and education, and are permissible in the Federal program. However, *there shall be no requirement that individual employees meet such guides when making gifts*, and care should be taken to see that the fair-share guide is not misrepresented as an individual "assessment" or "quota."

.53 Installment Pledges. In campaigns which have dollar goals, the voluntary agencies may provide for deferred payment of contributions through installment pledges.

.531 Employer Collection. Federal agencies may make provision for keyman collection of installment pledges. Whether this will be done is in the discretion of each Federal department and agency. Discretionary authority may be redelegated to the heads of local installations. An agency undertaking to collect employee pledges may specify (a) the number and timing of periodic installments allowed to an individual contributor, and (b) the keyman collection system to be used. Payment through payroll deductions is not authorized except in a Combined Federal Campaign.

.532 Keyman Collection Systems. The systems used for collection of installment pledges are usually called Keyman A or Keyman B. Keyman A provides for notification of the employees when installments are due and for keyman follow-up and collection of installments. Keyman B provides only for collection stations where installments may be turned in by contributors; it does not involve notification of installments due or keyman follow-up. Under both systems, the follow-up of any delinquent

installment payments—and all servicing of confidential gift installment pledges—will be done directly by the voluntary agencies involved.

## 6.6 CONFIDENTIAL CONTRIBUTIONS.

.61 Policy. The privilege of each Federal contributor to disclose his gift or keep it confidential is mandatory in all campaigns. This right of privacy is safeguarded through the contributor's option to use a sealed envelope in making his donation whether by cash, check or pledge. He need not place his name on the envelope used and it will not be entered by any other person. No effort may be made by any Federal official or employee to determine the amount of a contribution submitted in a confidential manner.

### .62 Keyman Procedures.

.621 Solicitation. Each potential giver must be given full opportunity to exercise his option to disclose the amount of his gift or keep it confidential. No action which might be coercive or contrary to the principles of true voluntary giving is permitted.

.622 Collection and Recording. When a contributor makes his gift by sealed envelope, with or without his name on it, the keyman will preserve the confidentiality of the gift. He will only verify that the contributor's envelope bears the appropriate department or agency identification, and will write it on if necessary, in order to insure its safe transmittal and accountability. Where an individual receipt is called for by campaign procedures, he will furnish the contributor a receipt leaving blank the amount of the gift. The keyman will forward the sealed contributor envelopes in his Keyman Envelope. When sealed envelopes do not bear the contributor's name, the keyman will not list the name on his contributor's list or tally sheet but merely show the number of such anonymous contributions.

.623 Installment Pledges. The keyman will not handle the follow-up and collection of installments on pledges which have been made in a confidential manner.

**.63 Reports from Voluntary Agencies.** The feedback reports from voluntary agencies will show the total amount of contributions, including the total in sealed envelopes, for each keyman's contributors list. Voluntary agency reports will not show the amounts of individual contributions.

**6.7 GENERAL PRIVACY OF CONTRIBUTIONS.** The amounts of individual donations will not be made public or revealed to other personnel except in connection with the routine collection and forwarding of contributions and installment pledges from contributors who have chosen not to avail themselves of the confidential envelope procedure. To avoid any possibility of coercive persuasion aimed at the upgrading of an individual's gift, Federal officials or employees will not prepare or utilize for solicitation purposes lists of individuals revealing their previous gifts. Voluntary agencies will not publicize lists of Federal contributors showing the amounts of their donations.

**6.8 RAFFLES, LOTTERIES AND OTHER SPECIAL PROCEDURES PROHIBITED.**

The program for fund raising on the job has only one authorized procedure: personal solicitation of each potential contributor by designated keymen. Raffles, lotteries, carnivals, benefits and other special fund-raising procedures are contrary to Federal policy and are prohibited.

**6.9 CAMPAIGN MATERIALS.**

**.91 Furnished by Voluntary Agencies.** All educational material and operational forms for Federal campaigns must be furnished by the participating voluntary agencies.

**.92 Provisions for Confidential Giving.**

- a. The campaign literature and individual contributor's card must notify the contributor of his right and option to enclose his gift and pledge card in a sealed envelope. He may use any envelope for this purpose. The voluntary agencies are not required to furnish envelopes for individual contributors. If the required notice is not contained in the material furnished by the campaign organization,\* Federal agencies should provide this notice by preparing an insert to the materials or arranging for oral instructions by the keymen. The provision involved is an express requirement of E.O. 10927.
- b. In the National Health Agencies and International Service Agencies Campaigns, the voluntary agencies will provide an envelope for each potential giver which shall bear on it a request to the contributor to enclose his gift and seal the envelope.

**.93. Recording and Forwarding Contributions.**

The campaign literature should contain instructions to agency campaign chairmen and keymen on the procedures for recording and forwarding contributions. Contributors lists or tally sheets, keyman's envelopes, and campaign report envelopes should bear printed instructions for their use.

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\* This may occur through error or oversight, or in locations where so few Federal employees are involved that it is impractical for the campaign organization to provide a special notice.

## CAMPAIGN GUIDELINES FOR VOLUNTARY GIVING

The policies for fund-raising in the Federal service recognize the importance of voluntary agencies in our American way of life and the opportunity that is given employees to know about them and to give generously toward their support. At the same time, and as has been set forth in Executive Order 10927, these policies stress the importance of true voluntary giving and establish certain individual safeguards such as the option of disclosing one's gift or keeping it confidential by the use of a sealed envelope and the prohibition against assigning a special dollar goal or quota to an individual.

Any successful fund drive requires an enthusiastic campaign. But administrative and campaign officials, supervisors and keymen must be familiar with all of the provisions of the Federal program in order to know where to draw the line between proper and improper methods.

It is approved practice for management officials to call employees together, explain the need for and use of the funds being solicited and urge employees to give generously—as much as they can afford. Where there are dollar goals for the campaign, the distribution of a "fair-share" guide based on employee pay levels is also approved practice, and the guide generally is welcomed by employees as an indication of what amount might be a fair contribution. Difficulty arises if the suggested contributions outlined on fair-share guides are confused or interpreted as "quotas." Even though two are in the same salary bracket, it does not necessarily follow that they are either able or inclined to make the same contribution. Some give considerably more—others less.

There is no place in the Federal fund-raising program for force or coercion. Campaigns should and must be conducted through an intensive program of employee information about the needs for and use of the funds to be solicited and by a strong appeal for contributions based on the contributor's knowledge of the needs and his ability and willingness to give voluntarily. In the final analysis, each employee must be the sole judge of what he can

and will contribute and whether or not he wishes to keep the amount of his contribution confidential.

## PLEASE STUDY AND APPLY THE FOLLOWING SUGGESTIONS:

I. Agency or Installation Heads, Campaign Vice Chairmen, and Division Campaign chairmen

- A. Familiarize yourself personally with:
  1. the fundamentals of the Federal fund-raising program and its policies, and
  2. the approved campaigns and the work of the participating private agencies.
- B. Upon receipt of the President's Message, plus that from the head of your department or agency, see that they are in the hands of every employee well in advance of the solicitation for funds.
- C. Activate your agency's regular fund-raising organization right down to the last keyman. Carefully select project personnel and keymen who are interested, able and enthusiastic.
- D. Arrange training sessions for all campaign leaders before the beginning of the campaign so that they know the program needs of the agencies—the basic philosophy behind the Federal plan—the campaign mechanics.
- E. Put out a personal memorandum to all employees urging them to familiarize themselves with the private agencies and their programs and to contribute as generously as possible.
- F. Make use of all public information channels and materials available to you so that each individual giver will understand the work of each agency involved and for what purpose he is contributing. This should include informational bulletin board posters, house organs, showing of agency campaign films to all em-

- ployees. Use the Press Kit materials before and during drive. Work up special material based on eye-witness accounts of work of these agencies. Publish weekly progress reports.
- G. Have a kick-off rally for campaign workers at the department, bureau or installation level at least one week before the opening of the campaign. Use key speakers and audio-visual materials.
- H. Set a schedule of employee information meetings or rallies so that every employee is thoroughly briefed on the objectives, benefits, and needs of the private agencies in the campaign. Promote well-planned enthusiastic meetings within entire office divisions and units, using division heads, top supervisors and employee organizational leaders.
- I. In campaigns which have dollar goals, let everyone know what installation and division goals have been set and furnish them a "fair share" giver's guide for their information when appropriate.
- J. Issue fact sheets to all keymen regarding work of the agencies participating in the particular campaign so that they may explain the program and services of the benefiting agencies.
- K. Make it clear that the campaign is important official government business and not an informal duty to be shrugged off. Remember that this is a social and civil responsibility—human needs are at stake and can be met only if most people give generously.
- L. Encourage keymen to approach each employee individually and to make follow-up contact until the employee contributes or indicates that he does not wish to participate.
- M. Discourage contacts with individual givers by other than designated keymen. Management officials or supervisors should always talk to givers in groups and never put an individual "on the spot".
- N. Instruct campaign workers to avoid coercive pressure. If the keyman is interested and well-indoctrinated he can transmit this interest and enthusiasm to those he solicits. The same is true of campaign officials who brief the keyman.
- O. Start the campaign on time. Push it to an early conclusion. This will save staff time and lead to a better campaign.
- P. Ask for weekly or biweekly progress reports and have coordinators to assure that the campaign remains active throughout the full period, if necessary to complete solicitation.
- Q. Prepare a thermometer or other type chart for public display showing the progress of the campaign on a daily or weekly basis for each of the major campaign units.
- R. Report final results to employees and make sure senior officials write "thank-you" letters to all those helping them in the campaign. Outstanding performance merits official commendation in fund raising as it would in other official activities.
- S. Survey a sampling of employees for their evaluation of the conduct of the campaign. As needed, act on the suggestions in planning the next campaign.
- II. *Keymen*
- A. Plan solicitation carefully. Begin it at the strategic time for your unit—after an inspirational meeting—on a pay day. (Concentrating on pay days when collecting is sound if cash gifts are appropriate.) Allow plenty of time for callbacks to follow up on those who are missed on the first go-around.
- B. Contact everyone individually. Issue all appropriate educational and contributors' materials. Try to avoid more than one complete solicitation. The irritation caused by asking the same person a second or third time for his contribution can imply coercive pressure, can do harm to subsequent campaigns and should be avoided.
- C. Stress 100 percent participation. Nobody has to give but almost everyone will want to give. Make the campaign a family affair with joint responsibility extending to the smallest giver.

D. Urge a generous gift in keeping with the employees' ability to give. Encourage payroll deduction giving. It is easier for the employee and provides better support to the campaign. Let the em-

ployee know that his gift goes to meet the needs of many agencies. Let him know that only one appeal will be made for these agencies and that every gift counts.

## CHAPTER 7

## NONDISCRIMINATION REQUIREMENTS

**7.1 NONDISCRIMINATION STANDARD.** Voluntary agencies recognized for fund-raising privileges within the Federal service must operate without discrimination and must carry out affirmative programs to assure equal employment opportunity. This policy applies to persons served by the agencies, to the staffs of the agencies and to membership on their governing boards. Operating without discrimination means that:

- a. No person is excluded from service because of race, color, religion, sex, or national origin.
- b. There is no segregation of those served on the basis of race, color, religion, sex, or national origin.
- c. There is no discrimination on the basis of race, color, religion, sex, or national origin with regard to hiring, assignment, promotion or other conditions of staff employment.
- d. The agency has a written plan for and is undertaking positive action to achieve equal employment opportunity for all persons in the filling of its staff positions. The plan must include elements such as: contacts with appropriate organizations in the community, including minority group and women's organizations, regarding the agency's employment needs; recruitment advertisements in minority group news media where advertising in the general media is used to fill jobs; identifying the agency as an equal employment opportunity employer in recruitment advertisements; and the use for job referral purposes of only those employment agencies which do not discriminate on the basis of race, color, reli-

gion, sex, or national origin in making referrals.

- e. There is no discrimination on the basis of race, color, religion, sex, or national origin in membership on the agency's governing body.

**7.2 *Exemptions.*** Exceptions to the above requirements relating to religion or sex may be granted by the Civil Service Commission if a voluntary agency is organized for a bona fide purpose on a religious basis or if its purpose is reasonably related to service of persons of a particular sex.

**7.3 *Nondiscrimination on Basis of Handicap or Age.*** In addition, voluntary agencies are expected not to discriminate in employment, service, or membership on governing bodies on the basis of handicap or age, although reasonable limitations as to age for employment, service, or membership on a governing body may be made.

**7.4 *Voluntary Agencies Affected.*** Every national or local voluntary health or welfare agency which solicits contributions from Federal employees or members of the Armed Forces at place of employment or duty station must first provide satisfactory assurance that it follows a policy and practice of nondiscrimination. This requirement is applicable to:

- a. A local united fund, community chest or other federated fund-raising organization which is authorized solicitation privileges under the provisions of Manual section 3.55, and each participating member agency;
- b. Each member agency of a coordinated solicitation which is authorized sollicita-

tion privileges under the provisions of Manual section 3.56;

- c. The national office and each state or local chapter of a national voluntary agency which is authorized on-the-job solicitation privileges under the provisions of Manual section 3.57;
- d. Each national or local voluntary agency which is authorized solicitation privileges in the overseas area under the provisions of manual section 3.58; and
- e. Each voluntary agency which is authorized off-the-job solicitation privileges under the provisions of Manual section 3.6.

### 7.5 Assurance Required.

.51 Form of assurance. Assurance of nondiscrimination shall be in writing and shall consist of:

- a. A statement of policy by the agency's governing board (national or local board, as appropriate) covering the elements of nondiscrimination listed in the standard,
- b. A certification that the agency's practices in fact conform with the standard, and
- c. A certification that the national organization and each local chapter has prepared an affirmative action plan to assure equal employment opportunity.

Policy statements and certifications shall be sufficiently explicit to assure that the five elements of nondiscrimination listed in the standard are met. While no standard form or format is required, a sample form is shown at the end of this Chapter.

### .52 Filing procedure.

- a. National level. A national voluntary agency which is required by the provisions of Manual section 5.4 to file application annually for independent solicitation privileges shall file with the Office of the Chairman, Civil Service Commission, by February 1, satisfactory assurance with respect to the policy and practice of its national organization.
- b. Local level.

- (1) United Funds and Chests. A local united fund, community chest or other federated fund-raising organization shall advise its member agen-

cies (including the local Red Cross chapter where it raises funds in partnership with the local united fund or chest) of the nondiscrimination requirements and requirements on each agency for an affirmative action plan for equal employment opportunity and request each agency to furnish assurance of nondiscrimination as prescribed in .41 above. It shall receive such assurances and forward them in a group, with the policy statement and certification of the federated fund-raising organization itself, to the appropriate Federal official in its local campaign area.

- (2) American Red Cross. Where a local Red Cross chapter participates as an independent agency outside of the local united fund, such chapter must have an affirmative action plan and furnish the necessary nondiscrimination certification as prescribed in .41 above.
- (3) National Voluntary Agencies. Each local chapter or affiliate of a national voluntary agency\* approved for Federal fund-raising privileges shall provide satisfactory assurance of nondiscrimination to the appropriate local Federal officials. Failure to submit proper certification will bar the local chapter or affiliate from participation in the appropriate local campaign.

.53 Recipient of Assurances Filed Locally. Nondiscrimination assurances required to be filed at the local level shall be filed with the chairman of the appropriate local Federal coordinating group, or in the absence of such organization in the local area, with the head of the local Federal installation having the largest number of civilian and military personnel.

.54 Submission of Affirmative Action Plans. National or local voluntary agencies, including chapters or affiliates of approved national orga-

\* Where International Service Agencies do not have local chapters or affiliates providing a service in the area, no local certification is required. The certification of the national office to the Civil Service Commission is sufficient.

nizations, must have available for inspection the affirmative action plan specified in Section 7.1d. On request, these plans must be submitted to appropriate Federal officials who may review the plans and require amendments thereto. Appropriate Federal officials may also request information concerning employment patterns and board membership on the basis of race, ethnic origin, and sex.

*.55 When Further Assurance is Required.* A national or local voluntary agency or chapter or affiliate which has filed satisfactory nondiscrimination assurance and has maintained such nondiscriminatory policy or practice is not required to file further assurance to continue its eligibility for subsequent years unless such further assurance is expressly requested by the appropriate Federal official. This may be required at any time at the option of appropriate local Federal officials or by the Office of the Chairman, Civil Service Commission.

## 7.6 ADMINISTRATION BY THE FEDERAL GOVERNMENT

*.61 Responsibility for administration.* The responsibility for administration of the nondiscrimination requirements at the national level is assigned to the Office of the Chairman, Civil Service Commission.

At the local level, each local Federal coordinating group is authorized and responsible for administration of the nondiscrimination requirements in its local area. In the absence of such an organization in the local area (county), the authority and responsibility is assigned to the head of the local Federal installation having the largest number of civilian and military personnel. At their discretion, a local Federal coordinating group may redelegate to an appropriate committee, or the head of a designated local Federal installation may redelegate to a subordinate official, such of the authority assigned in this section as is deemed appropriate.

The heads of Federal offices and installations shall permit the solicitation of employees or military personnel on the job, or "off-the-job" as defined in Manual section 3.6, only on behalf of such voluntary agencies as have been determined by the responsible Federal coordinating group or official to be qualified under the non-

discrimination standard and related requirements.

*.62 Acceptance of Nondiscrimination Assurances.* The appropriate Federal official in each local area, as designated above, will review nondiscrimination assurances filed to determine that they meet the requirements. Such additions or amendments and recertifications as appear necessary to the Federal official may be required. The Federal official will notify the heads of all local Federal offices and installations of his finding with respect to the receipt of satisfactory nondiscrimination assurances from all voluntary agencies which are otherwise eligible to solicit contributions from Federal personnel in the local area. Assurance will be retained as official records in the custody of the office of the Federal official. The responsible local Federal official may request interpretation or advice from the Office of the Chairman, Civil Service Commission, as needed, and may require the submission of affirmative action plans for review.

*.63 Disqualifications.* If a required nondiscrimination assurance is not filed with the appropriate local Federal official, or is filed but is determined to be unsatisfactory, the voluntary agency concerned shall not be permitted to solicit contributions from Federal personnel in the local area until satisfactory assurance is received. Similar action may also be taken by Federal officials where affirmative action plans have not been prepared or are considered unsatisfactory. (See below for appropriate action where a federated organization or a member agency of a federated organization fails to submit a satisfactory nondiscrimination assurance).

In the event a voluntary agency files satisfactory assurance but information is received which raises a question whether the agency's practices in fact meet the standard for nondiscrimination in this Manual, the appropriate Federal official shall make such investigation as may be necessary and, after providing the agency an opportunity to present evidence of satisfactory compliance, shall make a determination whether Federal fund-raising privileges in the local area will be granted or withheld from the agency. If a member agency of a

federated organization is found not to be in compliance with the nondiscrimination requirements, local Federal officials must notify the Office of the Chairman for appropriate action as indicated in .65 below. If a question regarding nondiscrimination practices is raised with respect to a voluntary agency which furnished its assurance to the Civil Service Commission, the appropriate Federal official will forward the question and all available related information to the office of the Chairman, Civil Service Commission, for investigation.

*.64 Where Federated Organization Fails to Submit Required Assurance. If a local united fund, community chest or other federated organization does not itself file a satisfactory nondiscrimination assurance, or if the practice of the organization is found not to be in compliance with the nondiscrimination requirements, including the preparation of an acceptable affirmative action plan, the federated organization shall not be permitted to solicit contributions from Federal personnel in the local area. In such event the local area becomes a nonfederated community for purposes of Federal Fund raising. Member agencies of the federated organization which individually have met the nondiscrimination requirements will not be allowed to solicit independently. However, they may*

organize a coordinated solicitation in accordance with the provisions of Manual section 3.56.

*.65 Where Member Agency Included in a Federated Organization Fails to Submit Required Assurance. Where one or more member agencies in a federated organization fails to file satisfactory nondiscrimination assurance, or where the practice of an agency is not found to be in compliance with the nondiscrimination requirements, including the preparation of an acceptable affirmative action plan, the fund-raising privileges in the local area of such agencies shall be cancelled. If such agencies continue as member agencies of the local fund despite failure to comply with the nondiscrimination requirements, the fund-raising privileges of the federated organization may be cancelled by the Office of the Chairman, US Civil Service Commission, after notice to the federated group and to the United Way of America of intent to cancel unless corrective action is taken. *Appropriate local Federal officials have the responsibility to notify the Chairman if any agency of a local united fund, community chest, or other federated organization fails to file a satisfactory nondiscrimination certification as called for in .51 above or whose practice is found not to be in compliance with the nondiscrimination requirements.**

## SAMPLE CERTIFICATE\*

At a meeting of the governing board of \_\_\_\_\_ (name of agency) held on \_\_\_\_\_ (date) the board ( ) adopted a policy ( ) affirmed its policy of nondiscrimination as follows:

1. No person is excluded from service because of race, color, religion, sex, or national origin.
2. There is no segregation of persons served on the basis of race, color, religion, sex, or national origin.
3. There is no discrimination on the basis of race, color, religion, sex, or national origin with regard to hiring, assignment, promotion or other conditions of staff employment.
4. The agency has a written plan for positive action to achieve equal employment opportunity for all persons in the filling of its staff positions including elements such as contacts with various organizations in the community, including minority group organizations, regarding the agency's employment needs, recruitment advertisements in minority group news media where advertising in the general media is used to fill jobs, identifying the agency as an equal employment opportunity employer in recruitment advertisements, and the use for job referral purposes of only those employment agencies which do not discriminate on the basis of race, color, religion, sex, or national origin.
5. There is no discrimination on the basis of race, color, religion, sex, or national origin in membership on the agency's governing body.

I certify that the practices of this organization conform to the policy of nondiscrimination stated above.

\_\_\_\_\_  
(Date)

\_\_\_\_\_  
(President or other authorized official)

\* Certificate may be appropriately modified where exemption has been granted by the Civil Service Commission for agencies organized for bona fide purposes along religious lines or where service is restricted to members of a particular sex.



*Office of the Chairman • U.S. Civil Service Commission*

## **APPENDIX B**

**PLAN FOR DOD OVERSEA COMBINED FEDERAL CAMPAIGN**

PLAN FOR DoD COMBINED FEDERAL CAMPAIGN - OVERSEAS AREA

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Attachment - 1

Organization Chart - Overseas Combined Federal Campaign

PLAN FOR DoD COMBINED FEDERAL CAMPAIGN-OVERSEAS AREA

I. PURPOSE

- A. This plan for the DoD Combined Federal Campaign-Overseas Area in support of the voluntary health and welfare agencies has been developed to:
1. Meet contributor wishes for a single campaign;
  2. Reduce costs to the Government; and
  3. Provide greater financial resources for the use of the voluntary agencies in their vital programs, which are dependent on voluntary private gifts.
- B. The plan has been approved by the Chairman of the Civil Service Commission under the authority of Executive Order 10927 (reference (f)).

II. DoD CFC-OVERSEAS AREA ORGANIZATION

A. Federal Coordinating Committee

1. A National Policy Coordinating Committee has been established in Washington, D.C., to make final decisions on all matters of policy and planning on matters relating to the Combined Federal Campaign-Overseas Area (CFC-OA) for both the Government and the national headquarters of the voluntary campaign organizations.
  - a. The Committee shall provide uniformity and assist the overseas commanders by working out basic plans and operating arrangements such as setting ratios for division of undesignated money, drafting campaign and publicity material, etc.
  - b. The Committee's organization and the activities that are represented are indicated in attachment 1 to enclosure 1.
2. If, in the course of planning, there are matters on which the voluntary campaign organizations do not reach mutual agreement after a reasonable period of negotiations, a final decision will be made by the National Policy Coordinating Committee, CFC-OA. In exercising this authority the Committee will give consideration to the equities involved and the recommendations of each voluntary campaign organization on the matters at issue and render decisions which will promote the purpose of the DoD CFC-OA.

3. The campaign areas and organizations for the DoD CFC-OA will be as follows:
  - \* a. There will be four principal campaign areas; namely, Europe, Pacific, Southern and Atlantic. The Atlantic area will include those outposts in the North Atlantic which are not now included in the CONUS campaign, such as Thule and Sondastrom AFB, Greenland. A Command CFC Coordinating Committee will be established by the Unified Commander for each of the above Unified Command areas. Each Unified Commander will request his subordinate commanders and other local officials in his command to cooperate fully with the decisions of the Command CFC Coordinating Committee on all aspects of the CFC arrangements in the interest of achieving a single combined campaign. Commander-in-Chief, Atlantic (CINCLANT) will assume campaign responsibilities for Greenland.
  - b. All members of the Armed Forces and civilian employees assigned to organizations and units of the above DoD commands and activities which are located overseas (excluding Alaska, Hawaii, the Panama Canal Zone and Puerto Rico) shall be included in the DoD CFC-OA. Personnel in Alaska, Hawaii, Panama Canal Zone and Puerto Rico are included in the domestic campaign.
- \*4. The basic ground rules for the CFC set forth in sections IV. and V. of this plan may not be changed or modified by local decision. Requests to modify procedures will be addressed to the Chairman, National Policy Coordinating Committee, Office of the Deputy Assistant Secretary of Defense (Administration), Office of the Assistant Secretary of Defense (Comptroller), Washington, D.C. 20301.
- \*5. Questions related to the conduct of annual campaigns shall be addressed to the Department of Defense Fund-Raising Coordinator at the address listed below:

Director, Defense Telephone Service-Washington  
Room 1A 275, The Pentagon  
Washington, D.C. 20310  
Telephone: AC 202-695-2121

#### B. Participating Voluntary Agencies

1. The national representatives of the American National Red Cross, the recognized National Health Agencies, and the International Service Agencies, participate fully in the conduct of the CFC-Overseas Area and participate under the basic rules of the plan

as prescribed herein. Their overseas representatives participate as full partners in the formulation of detailed campaign agreements in each Unified Command area. If there is disagreement on details which are not spelled out in this plan, or in subsequently issued operating procedures and instructions, such matters shall be decided by the Command CFC Committee. Any information or advice needed on such matters may be obtained from the DoD Fund-Raising Coordinator.

2. In the event any individual agency or group of recognized national voluntary agencies choose not to participate in the CFC under the final arrangements decided upon, it may withdraw from the campaign; but it will not have fund-raising privileges at places of employment or duty in DoD installations or activities in the overseas area. This policy is in keeping with the agencies' agreement nationally to participate in the CFC under the basic ground rules prescribed in this plan.

### III. ORGANIZING THE CAMPAIGN

- A. Upon receipt of this plan, each Unified Commander shall establish a Command CFC Coordinating Committee to give leadership and direction to the planning and conduct of the campaign.
  1. The Committee shall be organized and have membership as indicated in attachment 1.
  2. Employee representatives shall be appointed to the Command Committee, including any recognized employee organizations wherever practicable, so as to assure employee participation in the planning and conduct of the campaign.
  3. The Unified Commander shall designate a representative to serve as the Chairman of the Command Committee who, in turn, shall initiate action promptly to organize and plan for the campaign.
  4. The Command Committee shall assemble necessary information and data, plan the detailed arrangements and identify and attempt to resolve any policy issues.
- B. The Unified Commander shall serve as the Campaign Chairman for his command area and shall ensure that the campaign is properly planned, scheduled and implemented each year on a timely basis by the Command CFC Committee.

#### IV. ESTABLISHING CAMPAIGN ARRANGEMENTS

- \* A. Campaign Name. The name will be the DoD Combined Federal Campaign. The title will include the campaign year during which the contributions are solicited, such as: 1977 DoD Combined Federal Campaign-Pacific. The Command CFC Coordinating Committee may localize the campaign name as they see fit.
- B. Campaign Period. The CFC-OA will be conducted during a 6-week period in September and October.
- C. Campaign Area. As indicated in II.A.3.
- D. Annual Campaign Announcement. Annually, well ahead of the campaign period, the Secretary of Defense will announce the forthcoming campaign by memorandum addressed to all major components of the Department of Defense which have overseas activities.
- E. Contributor Designations
  - \* 1. The contributors information leaflet will identify the participating voluntary campaign organizations and list their member agencies with a brief statement describing each agency's program. The leaflet will tell the contributor the method by which undesignated funds will be divided among the voluntary campaign organizations and of his right to designate gifts to individual voluntary agencies. Designation blocks will be provided on the contributors card so that contributors may designate their gifts.
  - 2. The right to designate will be plainly stated in the contributor's leaflet, but designations will be neither encouraged nor discouraged by keyman solicitors or in campaign publicity materials and speeches.
  - 3. The CFC-OA central depository and accounting point, the Virginia National Bank, Pentagon Concourse, Washington, D.C. 20301, will tabulate all contributor designations and allocate them to the appropriate voluntary agency groups for the specific voluntary agencies designated. These amounts will be separate from each voluntary agency's share of the undesignated funds.
- \* F. Distribution of Undesignated Funds
  - 1. Undesignated funds include contributions in cash and pledges by payroll allotment in the CFC that are not designated by the contributor for a specific voluntary agency. The method of distributing undesignated funds among the authorized voluntary campaign organizations will be as determined by representatives of the Voluntary Agencies and as approved by the National Policy Coordinating Committee.

2. If the voluntary campaign organizations cannot agree on the method of distribution after a reasonable time for negotiations, the government representatives of the National Policy Coordinating Committee will determine the distribution.

\* G. Campaign Goal. The goal is to encourage maximum voluntary participation through voluntary contributions by all DoD personnel. Dollar goals will not be established for commands and activities.

\* H. Suggested Giving Guides and Voluntary Giving

1. Suggested "fair share" giving guides for use by individual contributors appear on the contributor card in an effort to accomplish an enthusiastic and purposeful campaign. It will be accompanied by a statement that the guide is provided because contributors often ask "what they should give", but the decision to give and the amount to give remains solely the determination of each contributor.
2. The giving guide will show the amount of periodic payroll deduction suggested for various pay levels. This will be combined with guides for cash giving. The guide will also show suggested size of gift in relation to various income levels. However, there shall be no requirement that individual personnel meet such guides when making gifts and care should be taken to see that the suggested giving guide is not misrepresented as an individual assessment or quota.
3. The contributors leaflet will include the express statement that the individual has the privilege of making his gift confidentially through the use of a sealed envelope provided by him (the contributor) which will be delivered without opening to the financial institution in accordance with section 6.6 of the Federal Funding-Raising Manual (reference (b)).
4. The contributors leaflet and other campaign publicity will emphasize the concept of the single combined annual campaign, referring to the fact that the contributors pledge permits the privilege of extended payment through payroll allotment and makes it possible for him to cover a full year's commitment at one time.

I. Monetary Controls and Accounting

1. The Virginia National Bank, Pentagon Concourse, Washington, DC 20301, is the central depository and accounting agent for the campaign. Other selected financial institutions, such as U.S. military banking facilities and U.S. credit unions, are lending their services in overseas areas. The local participating financial institution will be instructed to transmit all deposits to the Virginia National Bank at the above address. Local withdrawals are not authorized.

2. The procedures to be followed at all military installations are as follows:
- a. The project officers or assistant project officers (hereinafter referred to collectively as "project officers") will open a demand account at a local U.S. financial institution, such as a bank or credit union. The account will be established in the name of the Combined Federal Campaign-Overseas Area, and the title will include the project officer's identification symbol as assigned by the command. Example: CFC-Overseas Area, P-1-A.
    - (1) The bank, credit union, or other financial institution will forward 90% of the deposits to the Virginia National Bank at the end of October and the balance at the end of December. This remittance will refer to the account title illustrated above.
    - (2) Contributors checks that have failed to clear after the second presentation will be forwarded to the Virginia National Bank at the time the funds are transferred. If any checks not honored are returned to the local bank after December 31, they shall be forwarded with an accompanying letter to the Virginia National Bank, which will make an immediate refund to the local financial institution.
  - b. The keyman has certain responsibilities. First, he assures that the contributors' card is fully and accurately completed. The keyman gives the contributor a signed receipt, which appears on the back of the front cover of the contributors card. The keyman will then deposit all checks and cash in the special CFC -OA account which has been opened by the project officer and will turn over any sealed confidential envelopes at the same time.
    - \* (1) In certain overseas areas it may be impractical for the keyman to personally make deposits in the project officers account. Where such conditions prevail, and when authorized by the Command CFC Committee, keymen may turn over the funds and contributor cards to the project officer for deposit and delivery to the servicing finance office.
    - \* (2) After completing his Keyman's Report Form, the keyman personally turns into the project officer his Keyman's Report Envelope with the enclosures. That is, the keyman keeps the third copy of the Report Form and puts the original and second copy of the Report Form, the financial instruction's deposit slips, which will also show the number of sealed envelopes received, and the contributors cards in the Keyman's Report Envelope.

- c. The project officer verifies the accuracy of the totals on the Keyman's Report Form before preparing his report. He checks to see if the keyman's number, if used, is on the deposit slips and to be sure the totals of the deposit slips agree with the report totals and the financial institution statements. He also checks the deposit slips against the number of confidential envelopes shown on the Keyman's Report Form and the total of payroll allotments against the total reported. The original copy of the Keyman's Report Form is retained by him as support for his records.
- d. The project officers' reports to Command will identify which keymen were unable to make their own financial institution deposits. He will deposit all checks, cash, and confidential envelopes in the local participating financial institution. Each keyman's proceeds will be subject to a separate deposit slip which identifies the keyman. A copy of the deposit slip will be forwarded promptly to the keyman for his records.
- \*e. In the event there is no federally recognized institutions available to the project officer, he will convert all cash to a treasury check, or postal money order, and forward all to the aforementioned Virginia National Bank. Postal money order fees may be purchased from contributions and the cost annotated on the keymans report.
- f. The financial institution will open any sealed envelopes that have previously been deposited by the keyman and will provide a deposit slip to the project officer for the total amount of the checks and cash. In the event that any Contributor's Cards are included in the confidential envelopes, the financial institution will give them back to the project officer for processing.
- g. The project officer promptly reviews the Contributors Cards received to determine which have been completed to serve as payroll allotment authorizations. The payroll allotment authorizations will be promptly forwarded to the appropriate finance or payroll office in accordance with section V. below.
- h. The project officer will prepare his report in accordance with the instructions on the Project Officers Report Form. Each report submission will be accompanied by the Virginia National Banks copy of all Contributors Cards received to that date.
- \*i. If a payroll allotment has been authorized, the first and second copies will be given to the local finance or payroll office. The project officers final report will be supported by the deposit slips from the financial institution and by his receipts from the finance office for payroll allotments. The total of these items will equal the total funds raised. The total amount of any checks returned to the financial institution after payment was refused will be shown as a reduction at the bottom of the final report.

- \*j. The Command will promptly forward the third copy of the Contributors Card received from the project officers to the Virginia National Bank at the Pentagon address. A command report will be prepared by consolidating the various project officers reports. The Command will be responsible for checking the final project officers reports against the total of the deposit slips and the allotment for receipts submitted. These receipts will be held for at least 1 year so as to be available for reconciliation and audit purposes.
  
- 3. The Virginia National Bank will tabulate contributions according to designations on the contributor cards and the method of distribution for division of undesignated funds, furnishing the National Voluntary Organizations' Accounting Agent with appropriate details regarding designations to member agencies. The final audited totals of designated and undesignated contributions to each voluntary campaign organization will constitute the ratio for distribution of receipts. The voluntary campaign organizations will be responsible for distribution internally to member agencies in accordance with their organization agreements.
  
- 4. The cost of receipt and accounting and other identifiable expenses such as for the printing of campaign and publicity materials will be shared by the voluntary campaign organizations under arrangements that are mutually acceptable to them. Accounting and expense-sharing agreements are the responsibility of the campaign organizations, and the Government will not enter into their administration unless agreement cannot be reached among the participating voluntary campaign organizations.

J. Campaign and Publicity Materials

\* 1. Campaign Materials

- a. The following materials will normally be provided for the campaign:
  - (1) Checklists for commanders, project officers and keymen
  - (2) Three-part Keymans Report Form
  - (3) Keymans Kit Envelope
  - (4) Contributors Information Leaflet
  - (5) Contributors Card with suggested giving guide, receipt, and payroll allotment authorization form

- . ) Project Officers Receipt Form for payroll authorizations
  - (7) Three-part Project Officers Report Form
  - (8) Poster
- b. In addition to the above materials, the local financial institutions will use their own deposit slips for cash contributions and confidential sealed envelopes, if any, brought to them by the keyman.
  - c. The solicitation materials have been prepared for a ratio of one keyman to 20 potential contributors. These materials will reach project officers through command channels. Additional supplies are available from the local representatives of the voluntary organizations or through command channels. All materials have been reviewed and approved by the Department of Defense.
  - d. Information materials about the three voluntary groups and their member agencies are made available to the project officers by the voluntary groups' representatives.

## 2. Publicity Materials

- a. The Department of Defense, through the Office of Information for the Armed Forces, has cleared all press, radio and television publicity materials furnished by the DoD for use in support of the campaign. Press publicity materials are distributed by the American Forces Press Service directly to all overseas Armed Forces newspapers receiving the service. Radio and television publicity materials are distributed by the American Forces Radio and Television Service, Los Angeles, directly to American Forces Radio and Television networks and outlets.
- b. The Press Kit will include a statement endorsing the campaign by an appropriate official, suggested press releases, as well as other suitable material. The Radio and Television Kits will include general campaign and agency spot announcements in script and recorded formats. Television slides will also be provided.
- c. Recipients of press, radio and television publicity materials are requested to notify the appropriate public affairs officer or project officer to inform him of receipt of materials and to coordinate their release.

V. PAYROLL ALLOTMENT AND AUTHORIZATION

- A. Payroll allotments for contributions to the Combined Federal Campaign-Overseas Area are authorized by the Department of Defense and the implementing regulations of the Military Services, as follows:

<u>Department</u>	<u>Military Personnel</u>	<u>Civilian Personnel</u>
DoD	DoD Directive 7330.1	DoD Directive 1418.4
Army	AR 37-104-3	AR 37-105
Navy	Paras 60601-60604, Navy and Marine Corps Military Pay Procedure	NAVCOMPT Manual, Vol 3, Para 033004-2B, 2C; Vol 4, paras 045050- 045058
Air Force	AFM 177-105	AFM 177-373 (Vol II)

- \* B. If a payroll allotment is authorized, the top two copies of the contributors card are separated by the project officer from the bank copy and taken to the appropriate finance or payroll office as promptly as possible, to assure timely processing. The project officer fills out the Receipt for Payroll, Authorization Form for these allotment cards, and obtains a signature acknowledging receipt of the forms. Since authorized deductions commence in January, the cards for military members should be received by the Service Finance Center no later than December 1 in order to be processed. If no allotment has been authorized, all copies of the Contributors Card are forwarded with the project officers report.

VI. ORIENTATION, TRAINING AND PUBLICITY ARRANGEMENTS

- A. The DoD Combined Federal Campaign-Overseas Area involves so many features that a formal plan should be developed by the Command CFC Coordinating Committee to cover the orientation of management and employees, training of keymen and publicity to employees and servicemen.
- B. It is expected that all overseas commanders will assist campaign leaders in the conduct of an enthusiastic and purposeful solicitation on their installations in order to develop maximum group interests and response. In orientation programs, however, care should be taken to make clear:
1. That the fund-raising manual policies and procedures are to be maintained intact as they apply to prohibition against

individual employee quotas, assessments, or any other form of coercive action, and

2. The employees right of privacy as to the amount of his gift and his privilege to contribute voluntarily either with or without the use of such a confidential sealed envelope furnished by the contributor.
- C. Since employees and servicemen may not be aware of the pledge and payroll allotment arrangements, it is essential that key-men be trained effectively on the procedures and be equipped to answer any questions or problems the contributors may have in this respect, as well as questions of a substantive nature regarding the programs of the participating voluntary agencies. Voluntary agency fact sheets are useful for this purpose.
- D. Employees and servicemen should be told the background and purpose of the combined campaign arrangements, including the availability of installment payment through a payroll allotment. Special stress should be placed on giving enough on a once-a-year basis to provide a fair amount of support for all authorized campaign organizations.

## VII. CAMPAIGN REPORTING

- A. A major function of the CFC is the timely reporting of campaign progress through the command channels.
- B. Campaign materials will have a blank space for a reporting number. This number will be referred to when any specific identification is required and will also be used in the financial procedures to identify the source of contributions and accountability. Reporting numbers should be assigned in blocks by each of the Unified Commands, as follows:

European Command	E-1 through the number of countries or local commands (if used)
Pacific Command	P-1 through the number of countries or local commands (if used)
Atlantic Command	A-1 through the number of countries or local commands (if used)
Southern Command	S-1 through the number of countries or local commands (if used)

(NOTE: Numbers designating countries or commands are optional)

- C. After the number designating a country or command, if used, a letter should be added for each project officer. The numbers

and letters referring to the countries and the project or assistant project officers are assigned by the Unified Command Chairman. For example: P-1-A would mean Pacific Command (P) - Korea(1)-Project Officer or Assistant for Headquarters, 8th U.S. Army(A).

- D. At the discretion of the project officer, numbers may be assigned to keymen, in which case those numbers can be added following the project officers letter. For example: P-1-A-180(for keymen).
- E. These identification numbers are necessary to maintain monetary control.

F. Status Summary

- 1. A campaign organization status summary will be provided by the project officers to the chairmen of their Unified Commands so that the latter can provide the DoD Fund Raising Coordinator a status summary 15 days after the beginning of the campaign. The project officers summary must include the name of the financial institution in which the account of the CFC will be established, the number of that account, and the approximate number of keymen who have been appointed and trained and who have received their campaign supplies. Other pertinent information or questions may be included.
- 2. The summaries submitted by the chairmen of the Unified Commands to the DoD Fund-Raising Coordinator will include the items above. Also included will be the report numbers, which reflect the various commands, countries, and project officers as described in section VII.C., above.

\* G. Campaign Reports

- 1. A report is required from the chairmen of the Unified Commands to the DoD Fund-Raising Coordinator by December 15. The following information is required:
  - a. Number of potential contributors
  - b. Number of actual contributors
  - c. Total amount of contributions(cash,payroll deductions,etc)
  - d. Other pertinent information as determined by the command chairman
- 2. The information requirement is assigned Reports Control Symbol DD-A(A)1392.

Attachment - 1  
Organization Chart-Overseas  
Combined Federal Campaign

COMBINED FEDERAL CAMPAIGN OVERSEAS AREA ORGANIZATION

NATIONAL POLICY COORDINATING COMMITTEE (WASHINGTON, DC)

Government Chairman OSD Representative One Representative and alternate from each of the Military Departments	One representative and alternate from the following Voluntary Agency Groups: 1. American National Red Cross 2. International Service Agencies 3. National Health Agencies
---------------------------------------------------------------------------------------------------------------------	------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

National Operations Coordinating Subcommittee (Washington, DC)

Government Chairman  
DoD Fund-Raising Coordinator  
One representative from each of the Voluntary Agency Groups:  
1. American National Red Cross  
2. International Service Agencies  
3. National Health Agencies

National Public Relations Coordinating Subcommittee (Washington, DC)

Government Chairman  
Representative of Asst Secretary of Defense (Public Affairs)  
One representative from each of the following Voluntary Agency Groups:  
1. American Red Cross  
2. International Service Agencies  
3. National Health Agencies

CAMPAIGN CHAIRMAN  
(Unified Commander)  
(One for each overseas Unified Command)

COMMAND CFC COORDINATING COMMITTEE  
Chairman (selected by Unified Commander)  
Representative from each Subordinate Command and Major Activity  
Representatives of Overseas Voluntary Agencies

Campaign Organization in Commands and other Activities

*S/S CRL, 15 Oct 76*

PLAN FOR DOD COMBINED FEDERAL CAMPAIGN -  
OVERSEAS AREA

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Attachment

Organization Chart - Overseas Combined Federal Campaign

PLAN FOR DoD COMBINED FEDERAL CAMPAIGN -  
OVERSEAS AREA

I. PURPOSE

- A. This plan for the DoD Combined Federal Campaign by voluntary health and welfare agencies in Department of Defense activities overseas has been developed in order to:
1. Meet employee wishes for a single campaign.
  2. Reduce costs to the Government, and
  3. Increase contributions to voluntary health and welfare activities.
- B. It has been approved by the Chairman of the Civil Service Commission under the authority of Executive Order 10927, dated March 18, 1961 (reference (d)), which governs fund-raising within the Federal Service.

II. BACKGROUND

Federal employees and members of the Armed Forces overseas contribute approximately \$3 $\frac{1}{2}$  million a year for health and welfare purposes in response to fund-raising appeals on the job. Their contributions go to three broad categories of voluntary agencies:

- A. The American National Red Cross.
- B. The National Health Agencies as authorized in the Fund-Raising Bulletin issued annually by the Chairman of the Civil Service Commission.
- C. The International Service Agencies as authorized in the Fund-Raising Bulletin issued annually by the Chairman of the Civil Service Commission.

III. DoD CFC OVERSEAS AREA ORGANIZATION

A. Federal Coordinating Committee

1. A National Policy Coordinating Committee has been established in Washington to make final decisions on all matters of policy and planning for both the Government and the national headquarters of the voluntary campaign organizations. This Committee shall provide uniformity and assist the overseas commanders by working out basic plans and operating arrangements such as setting ratios for division of undesignated money, drafting

campaign and publicity material, etc. The Committee's organization and membership is indicated in attachment 1.

2. If in the course of CFC planning there are matters on which the voluntary campaign organizations do not reach mutual agreement after a reasonable period of negotiation, final decision will be made by the National Policy Coordinating Committee. In exercising this authority, the Committee will give consideration to the equities involved and the recommendations of each voluntary campaign organization on the matters at issue and render decisions which will promote the purpose of the DoD Combined Federal Campaign Overseas Area.
3. The campaign areas and organization for the DoD Combined Federal Campaign Overseas Area will be as follows:
  - a. Unified Commands - there will be four principal campaign areas; namely, Europe, Pacific, Southern and Atlantic. The Atlantic area will include those outposts in the North Atlantic which are not now included in its CONUS campaign, such as Thule AFB, Greenland. A Command CFC Coordinating Committee will be established by the Unified Commander-in-Chief for each of the above unified command areas. Each Command CFC Coordinating Committee will organize a Combined Federal Campaign in the overseas area for which it has responsibility. Each Unified Commander-in-Chief shall request subordinate commanders and other local officials in his command to cooperate fully with the decisions of the Command CFC Coordinating Committee on all aspects of the CFC arrangements, in the interest of achieving a single, combined campaign.
  - b. All members of the Armed Forces and civilian employees assigned to organizations and units of the above DoD commands and activities which are located overseas (excluding Alaska, Hawaii, Panama Canal Zone and Puerto Rico) shall be included in the DoD Combined Federal Campaign Overseas Area. Personnel in Alaska, Hawaii, Panama Canal Zone and Puerto Rico are included in the domestic campaign.
4. The basic ground rules for the Combined Federal Campaign set forth in sections V. and VI. of this plan may not be changed or modified by local decision.

**B. Participating Voluntary Agencies**

1. The national representatives of the American National Red Cross, the recognized National Health Agencies and the International Service Agencies participate fully in the conduct of the Combined Federal Campaign Overseas Area and participate under the basic rules prescribed herein. Their overseas representatives participate as full partners in the formulation of detailed campaign agreements

in each Unified Command area. If there is disagreement on details which are not spelled out in this plan or subsequently issued operating procedures and instructions, such matters shall be decided by the Command CFC Committee. Any information or advice needed on such matters may be obtained from the DoD Fund-Raising Coordinator, Room 1A 275, The Pentagon, Washington, D.C. 20301.

2. In the event that any individual agency or group of recognized national voluntary agencies chooses not to participate in the CFC under the final arrangements decided upon, it may withdraw from the campaign, but it will not have fund-raising privileges at places of employment or duty in DoD installations or activities in the overseas areas. This policy is in keeping with the agencies' agreement nationally to participate in the CFC under the basic ground rules prescribed in this plan.

#### IV. ORGANIZING THE CAMPAIGN

- A. Upon receipt of this plan, each Unified Commander shall establish a Command CFC Coordinating Committee to give leadership and direction to the planning and conduct of the combined campaign. The Committee shall be organized and have membership as indicated in attachment 1. In addition, employee representatives shall be appointed to the Command Committee, including any recognized employee organizations wherever practicable, so as to ensure employee participation in the planning and conduct of the campaign. The Unified Commander shall designate a representative to serve as the chairman of the Command Committee who in turn shall initiate action promptly to organize and plan for the overseas combined campaign. The Command Committee shall assemble necessary information and data, plan the detailed arrangements, and identify and attempt to resolve any policy issues.
- B. The Unified Commander shall serve as the Campaign Chairman for his Command area and shall ensure that the campaign is properly planned, scheduled and implemented each year on a timely basis by the Command CFC Committee.

#### V. ESTABLISHING CAMPAIGN ARRANGEMENTS

##### A. Campaign Name

The name will be the DoD Combined Federal Campaign Overseas Area. The title will include the campaign year during which the contributions are solicited, such as: 1976 DoD Combined Federal Campaign Overseas Area.

B. Campaign Period

The Combined Federal Campaign Overseas Area will be conducted during a six-week period in September and October.

C. Campaign Area

As indicated in III.A.3., above.

D. Annual Campaign Announcement

Annually, well ahead of the campaign period, the Secretary of Defense will announce the forthcoming campaign by memorandum addressed to all major components of the Department of Defense which have overseas activities.

E. Contributor Designations

1. The contributor's information leaflet will identify the participating voluntary campaign organizations and list their member agencies with a brief statement describing each agency's program. The leaflet will tell the contributor the method by which undesignated funds will be divided among the voluntary campaign organizations and of his right to designate gifts to individual voluntary agencies. Several lines will be provided on the pledge form where he may write in such designated gifts.
2. The right to designate will be plainly stated in the contributor's leaflet, but designations will be neither encouraged nor discouraged by keymen solicitors or in campaign publicity materials and speeches.
3. The CFC accounting point, the Virginia National Bank, Pentagon Concourse, Washington, D.C. 20301, will tabulate all contributor designations and allocate them to the appropriate voluntary campaign organizations for the specific voluntary agencies designated. These amounts will be separate from each voluntary organization's share of undesignated funds allocated on the basis of distribution methods determined for those funds.

F. Distribution of Undesignated Funds

1. Undesignated funds include contributions in cash and pledges by payroll allotment in the combined campaign that are not designated for a specific voluntary agency. The method of distributing undesignated funds among the authorized voluntary campaign organizations will be determined by representatives of the voluntary campaign organizations on a mutually acceptable basis.

2. If the voluntary campaign organizations cannot agree on the method of distribution after a reasonable time for negotiations, the unresolved issue will be referred, together with the recommendations of each voluntary campaign organization, to the National Policy Coordinating Committee in Washington for final decision by the Government representatives.

G. Dollar Goals

Dollar goals will not be established for commands and activities in the DoD Combined Federal Campaign Area. The goal will be to encourage voluntary participation through voluntary contributions by all DoD personnel involved.

H. Suggested Giving Guides and Voluntary Giving

1. Suggested giving guides for the individual contributor will be constructed in an effort to accomplish an enthusiastic and purposeful campaign. The guide will be shown on the pledge form. It will be accompanied by a statement that the guide is provided because contributors often ask "what they should give", but the decision to give and the amount to give will remain solely the determination of each contributor.
2. The payroll-withholding guide will show the amount of periodic payroll deduction suggested for various pay levels. This will be combined with guides for cash giving. The guide will also show suggested size of gift in relation to various income levels. However, there shall be no requirement that individual personnel meet such guides when making gifts and care should be taken to see that the suggested giving guide is not misrepresented as an individual "assessment" or "quota".
3. The contributor's leaflet will include the express statement that the individual has the privilege of making his gift confidentially through the use of a sealed envelope provided by him ( the contributor) which will be delivered without opening to the financial institution in accordance with Section 6.6 of the Federal Fund-Raising Manual.
4. The contributor's leaflet and other campaign publicity will emphasize the concept of the single combined annual campaign, referring to the fact that the contributor's pledge permits the privilege of extended payment through payroll allotment and makes it possible for him to cover a full year's commitments at one time.

## I. Monetary Controls and Accounting

1. The Virginia National Bank, Pentagon Concourse, Washington, D.C. 20301, is the central depository and accounting agent for the campaign. Other selected financial institutions, such as U.S. military banking facilities and U.S. credit unions, are lending their services in overseas areas. The local participating financial institution will be instructed to transmit all deposits to the Virginia National Bank at the above address. Local withdrawals are not authorized.
2. The procedures to be followed at all military installations are as follows:
  - a. The project officers or assistant project officers (hereinafter referred to collectively as project officers) will open a demand account at a local U.S. financial institution, such as a bank or credit union. The account will be established in the name of the Combined Federal Campaign - Overseas Area, and the title will include the project officer's identification symbol as assigned by the command. Example: CFC - Overseas Area, P-1-A. The bank, credit union, or other financial institution will forward 90 per cent of the deposits to the Virginia National Bank at the end of October and the balance at the end of December. This remittance will refer to the account title illustrated above. Contributors' checks that have failed to clear after the second presentation will be forwarded to the Virginia National Bank at the time the funds are transferred. If any checks not honored are returned to the local bank after December 31, they shall be forwarded with an accompanying letter to the Virginia National Bank, which will make an immediate refund to the local financial institution.
  - b. The keyman has certain responsibilities. First, he assures that the Contributor's Card is fully and accurately completed. The keyman gives the contributor a signed receipt, which appears on the back of the front cover of the Contributor's Card. The keyman will then deposit all checks and cash in the special CFC account, which has been opened by the project officer and will turn over any sealed confidential envelopes at the same time. If it is not practical for the keyman to visit the financial institution, he may obtain a treasury check or money order and transmit it and all checks received to the financial institution. (NOTE: If these procedures are impossible to carry out, then the keyman may as a last resort submit the cash, checks, and confidential envelopes to his project officer.) After completing his Keyman's Report Form, the keyman personally turns in to the project officer his Keyman's Report Envelope

with the enclosures. That is, the keyman keeps his copy of the Report Form (second copy) and puts the original copy of the report, the financial institution's deposit slips, which will also show the number of the sealed envelopes received, and the contributor's cards in the Keyman's Report Envelope.

- c. The project officer verifies the accuracy of the totals on the Keyman's Report Form before preparing his report. He checks to see if the keyman's number, if used, is on the deposit slips and to be sure the totals of the deposit slips agree with the report totals and financial institution statements. He also checks the deposit slips against the number of confidential envelopes shown on the Keyman's Report Form and the total of payroll allotments against the total reported. The original copy of the Keyman's Report Form is retained by him as support for his records.
- d. The project officers' reports to Command will identify which keymen were not able to make their own financial institution deposits. He will deposit all checks, cash, and confidential envelopes in the local participating financial institution. Each keyman's proceeds will be subject to a separate deposit slip which identifies the keyman. A copy of the deposit slip will be forwarded promptly to the keyman for his records.
- e. In the event there is no federally recognized financial institution available to the project officer, he will convert all cash to a treasury check and forward all checks and money orders to the aforementioned Virginia National Bank.
- f. The financial institution will open any sealed envelopes that have previously been deposited by the keyman and will provide a deposit slip to the project officer for the total amount of the checks and cash. In the event that any Contributor's Cards are included in the confidential envelopes, the financial institution will give them to the project officer for processing.
- g. The project officer promptly reviews the Contributor's Cards received to determine which have been completed to serve as payroll allotment authorizations. The payroll allotment authorizations will be promptly forwarded to the appropriate finance or payroll office in accordance with section VI., below.
- h. The project officer will prepare his report in accordance with the instructions on the Project Officer's Report Form. Each report submission will be accompanied by the second copy of all Contributor's Cards received to that date.
- i. If a payroll allotment has been authorized, the first copy will have already been given to the local finance or payroll office. The project officer's final report will be supported by the deposit slips

from the financial institution and by his receipts from the finance office for payroll allotments. The total of these items will equal the total funds raised. The total amount of any checks returned to the financial institution after payment was refused will be shown as a reduction at the bottom of the final report.

- j. The Command will promptly forward the second copy of the Contributor's Cards received from project officers to the Virginia National Bank at the above Pentagon address. A command report will be prepared by consolidating the various project officers' reports. The Command will be responsible for checking the final project officers' reports against the totals of the deposit slips and allotment from receipts submitted. These receipts will be held for at least one year so as to be available for reconciliation and audit purposes.
3. The Virginia National Bank will tabulate contributions according to designations on the pledge forms and the method of distribution for division of undesignated funds, furnishing each voluntary campaign organization with appropriate detail regarding designations to member agencies. The final audited totals of designated and undesignated contributions to each voluntary campaign organization will constitute the ratio for distribution of receipts by the central accounting point. The voluntary campaign organizations will be responsible for distribution internally to member agencies in accordance with their organization agreements.
4. The cost of receipt and accounting and other identifiable expenses such as for the printing of campaign and publicity materials will be shared by the voluntary campaign organizations under arrangements that are mutually acceptable to them. Accounting and expense-sharing agreements are the responsibility of the campaign organizations, and the Government will not enter into their administration unless agreement cannot be reached among the participating voluntary campaign organizations.

#### J. Campaign and Publicity Materials

##### 1. Campaign Materials

- a. The following materials will normally be provided for the campaign:
  - (1) Guide for commanders, project officers, and keymen
  - (2) Two-part Keyman's Report Form
  - (3) Keyman's Report Envelope

- (4) Contributor's Information Leaflet
  - (5) Contributor's Card with Suggested Giving Guide, receipt, and Payroll Allotment Authorization Form
  - (6) Project Officer's Receipt Form for Payroll Authorizations
  - (7) Two-part Project Officer's Report Form
  - (8) Window Poster
- b. In addition to the above materials, the local financial institutions will use their own deposit slips for cash contributions and confidential sealed envelopes, if any, brought to them by the keymen.
  - c. The solicitation materials have been prepared for a ratio of one keyman to 20 potential contributors. These materials will reach project officers through Command channels. Additional supplies are available through the Command or from the local representatives of the voluntary organizations listed in subsection E. of this enclosure. All materials have been reviewed and approved by the Department of Defense.
  - d. Information materials about the three voluntary groups and their member agencies are made available to the project officers by the voluntary groups' representatives.

## 2. Publicity Materials

- a. The Department of Defense, through the Office of Information for the Armed Forces, has cleared all press, radio, and television publicity materials furnished by the Department for use in support of the campaign. Press publicity materials are distributed by the American Forces Press Service directly to all overseas Armed Forces newspapers receiving the service. Radio and television publicity materials are distributed by the American Forces Radio and Television Service, Los Angeles, directly to American Forces Radio and Television networks and outlets.
- b. The Press Kit will include a statement endorsing the campaign by an appropriate official, suggested press releases, as well as other suitable material. The Radio and Television Kits will include general campaign and agency spot announcements in script and recorded formats. Television slides will also be provided.
- c. Recipients of press, radio, and television publicity materials are requested to notify the appropriate public affairs officer or project officer to inform him of receipt of materials and to coordinate their release.

VI. PAYROLL ALLOTMENT AND AUTHORIZATION

- A. Payroll allotments for contributions to the Combined Federal Campaign - Overseas Area are authorized by the Department of Defense and the implementing regulations of the Military Services, as follows:

<u>Department</u>	<u>Military Personnel</u>	<u>Civilian Personnel</u>
DoD	DoD Directive 7330.1	DoD Directive 1418.4
Army	AR 37-104-3	AR 37-105
Navy	Paragraphs 60601-60604, Navy and Marine Corps Military Pay Procedure	NAVCOMPT Manual, Vol. 3, Paragraph 033004-2B, 2C; also Vol. 4, Paragraphs 045050-045058
Air Force	AFM 177-105	AFM 177-104

- B. If payroll allotment is authorized, the first of the two copies of the Contributor's Card is separated by the project officer from the other envelope enclosures and taken to the appropriate finance or payroll office as promptly as possible, to assure timely processing. The project officer fills out the Receipt for Payroll Authorizations Form for these allotment cards, and obtains a signature acknowledging receipt of the forms. Since authorized deductions commence in January, the cards for military members should be received by the Service Finance Center no later than December 1, in order to be processed. If no allotment has been authorized, both copies of the Contributor's Card are forwarded with the project officer's report.

VII. ORIENTATION, TRAINING AND PUBLICITY ARRANGEMENTS

- A. The DoD Combined Federal Campaign, Overseas Area, involves so many features that a formal plan should be developed by the Command CFC Coordinating Committee to cover the orientation of management and employees, training of keymen, and publicity to employees and servicemen.
- B. It is expected that all overseas commanders will assist campaign leaders in the conduct of an enthusiastic and purposeful solicitation in their installations in order to develop maximum group interest and response. In orientation programs, however, care should be taken to make clear that the Fund-Raising Manual policies and procedures are to be maintained intact as they apply to prohibition against individual employee quotas, assessments, or any other form of coercive action, and to the

employee's right of privacy as to the amount of his gift and his privilege to contribute voluntarily either with or without the use of a confidential sealed envelope furnished by the contributor. Since employees and servicemen may not be aware of the pledge and payroll allotment arrangements, it is essential that keymen be trained effectively on the procedures and be equipped to answer any questions or problems the contributors may have in this respect, as well as questions of a substantive nature regarding the programs of the participating voluntary agencies. Employees and servicemen should be told the background and purpose of the combined campaign arrangements, including the availability of installment payment through a payroll allotment. Special stress should be placed on giving enough on a once-a-year basis to provide a fair amount of support for all authorized campaign organizations.

#### VIII. CAMPAIGN REPORTING

- A. A major function of the CFC is the timely reporting of campaign progress through the command channels.
- B. Campaign materials will have a blank space for a reporting number. This number will be referred to when any specific identification is required and will also be used in the financial procedures to identify the source of contributions and accountability. Reporting numbers should be assigned in blocks by each of the Unified Commands, as follows:

European Command	E-1 through the number of countries or local commands (if used)
Pacific Command	P-1 through the number of countries or local commands (if used)
Atlantic Command	A-1 through the number of countries or local commands (if used)
Southern Command	S-1 through the number of countries or local commands (if used)

(Note: Numbers designating countries or commands are optional.)

- C. After the number designating a country or command, if used,

a letter should be added for each project officer. The numbers and letters referring to the countries and to the project or assistant project officers are assigned by the Unified Command chairman. For example: P-1-A would mean Pacific Command (P)-Korea (1)-project officer or assistant for Headquarters 8th U.S. Army (A).

D. At the discretion of the project officer, numbers may be assigned to keymen, in which case those numbers can be added following the project officer's letter. For example, P-1-A-180 (for keymen).

E. These identification numbers are necessary to maintain monetary control.

F. Status Summary

1. A campaign organization status summary will be provided by the project officers to the chairmen of their Unified Commands so that the latter can provide the Defense Fund Raising Coordinator a status summary 15 days after the beginning of the campaign. The project officer's summary must include the name of the financial institution in which the account of the Combined Federal Campaign will be established, the number of the account, and the approximate number of keymen who have been appointed and trained and who have received their campaign supplies. Other pertinent information or questions may be included.

2. The summaries submitted by the chairmen of the Unified Commands to the Defense Fund Raising Coordinator will include the items above. Also included will be the report numbers, which reflect the various commands, countries, and the project officers as described in Section C above.

G. Campaign Progress Reports

1. Two progress reports are required from the chairmen of the Unified Commands to the Defense Fund Raising Coordinator by the following dates:

a. Interim progress report ..... 15 November

b. Final report ..... 15 December.

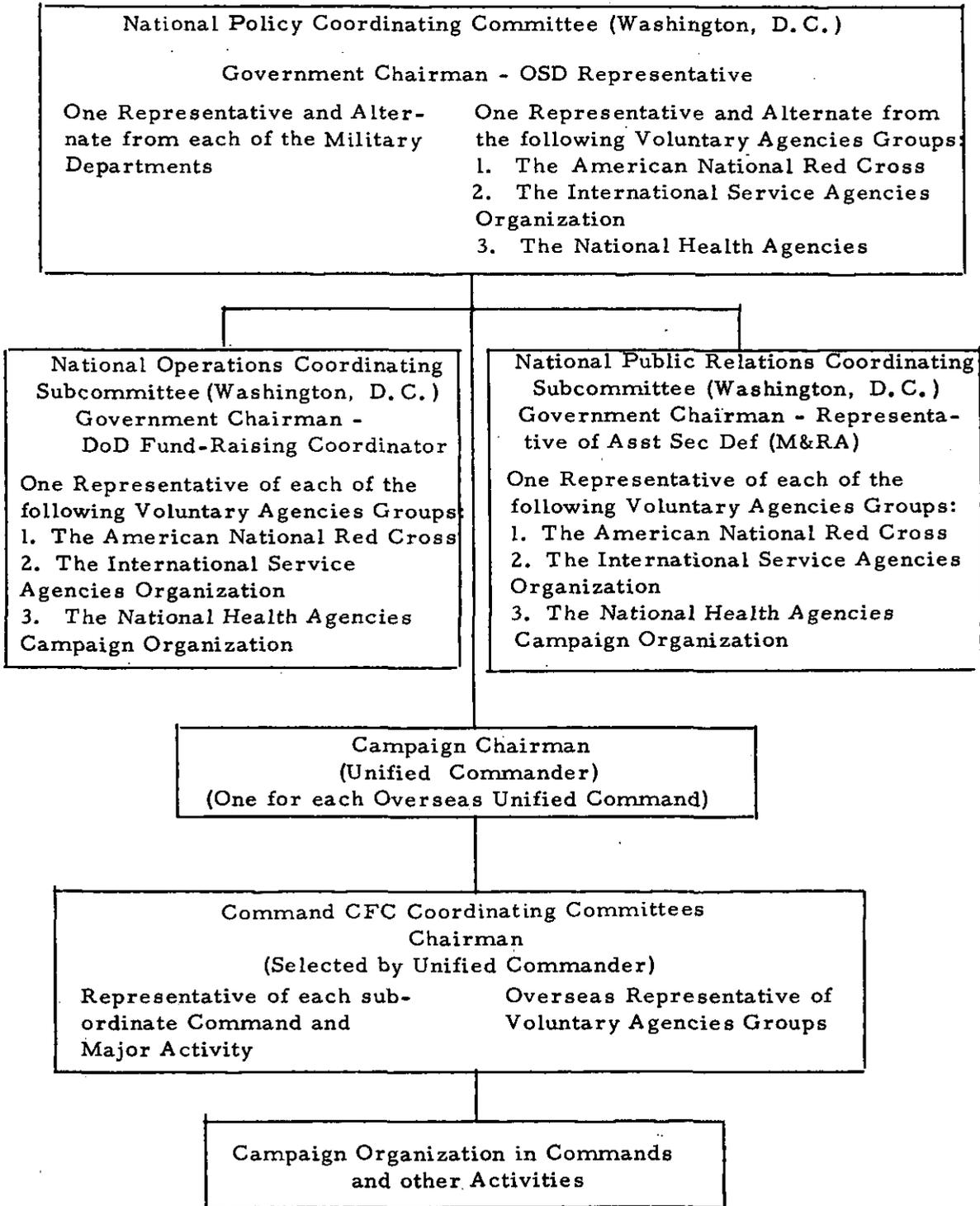
2. The following information is required for the two progress reports, which are cumulative:

a. Number of potential contributors

- b. Number of actual contributors
  - c. Total amount of contributions (cash, payroll deductions, etc.)
  - d. Other pertinent information as determined by the command chairman.
3. The information requirement assigned is Report Control Symbol DD-A(TWA)1392.

Attachment - 1  
Organization Chart - Overseas  
Combined Federal Campaign

COMBINED FEDERAL CAMPAIGN OVERSEAS AREA ORGANIZATION



The proponent agency of this regulation is the US Army Adjutant General Center. Users are invited to send comments and suggested improvements on DA Form 2028 (Recommended Changes to Publications and Blank Forms) direct to HQDA (DAAG-AMP) WASH DC 20314.

By Order of the Secretary of the Army:

FRED C. WEYAND  
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