


MANAGEMENT DIRECTIVE

Commonwealth of Pennsylvania Governor's Office

Subject: State Employee Combined Appeal	Number: 530.23 Amended
Date: February 17, 2012	By Direction of:  Kelly Powell Logan, Secretary of Administration  Charles B. Zogby, Secretary of the Budget
Contact Agencies: Office of Administration, Office for Human Resources Management, Bureau of Employee Benefits and Services, 717.787.9872 Office of the Budget, Office of Comptroller Operations, Bureau of Planning and Management, 717.787.6496	

This directive establishes policy, responsibility, and procedures for the State Employee Combined Appeal (SECA). Marginal dots are excluded due to major changes. Issued as a companion to this directive is [Manual 530.21, State Employee Combined Appeal Procedures Manual](#).

- 1. PURPOSE.** To establish policy, responsibilities, and procedures for the organization and administration of SECA.
- 2. SCOPE.** This directive applies to all departments, boards, commissions, and councils (hereinafter referred to as "agencies") under the Governor's jurisdiction or serviced by the central payroll system. Independent agencies are encouraged to follow this directive to participate in SECA.
- 3. OBJECTIVES.** In accordance with [Executive Order 2001-2, State Employee Combined Appeal](#), SECA provides an annual workplace charitable giving campaign in which voluntary financial support for charities from employees may be achieved in a convenient, cost effective and publicly accountable manner intended to minimize impact on the workplace and administrative campaign costs.

4. DEFINITIONS.

- a. **Administrative Fee.** A percentage of the contribution amount, determined annually by the Office of Administration (OA), Office for Human Resources Management, Bureau of Employee Benefits and Services (BEBS) in consultation with the SECA Finance Committee, that is withheld for administrative expenses.
- b. **Agency SECA Coordinator.** A management-level employee selected by the agency head or designee to coordinate and to represent SECA on behalf of its agency.
- c. **Central Payroll System.** SAP Human Resources and Payroll module.
- d. **Chairperson.** The Governor or a cabinet-level official appointed by the Governor.
- e. **Chairperson Representative.** A management-level employee who will work on SECA during the year for which its agency head is the Chairperson for SECA. The Chairperson Representative will have worked as the Co-Chairperson Representative in the prior year's SECA campaign.
- f. **Co-Chairperson.** A cabinet-level official appointed by the Governor who will be the Chairperson in the following year's SECA campaign.
- g. **Co-Chairperson Representative.** A management-level employee who is selected by the Co-Chairperson to work on the SECA campaign.
- h. **Communications Committee.** An advisory committee, composed of management-level employees, to the Management Committee consisting of the Chairperson (or the Chairperson Representative), who will serve as chair of the committee, and members from:
 - (1) OA, Office of Communications and Legislative Affairs.
 - (2) OA, Office for Human Resources Management, Bureau of Employee Benefits and Services.
 - (3) A commonwealth agency nominated by the Secretary of Administration to assist with the committee.
- i. **Constituent Agency.** A participant of an umbrella organization that provides environmental services or provides people with benevolent, educational, philanthropic, or humane services in accordance with this directive.
- j. **Contribution Amount.** Biweekly payroll deduction withheld from an employee's pay or the amount of cash, checks, or money orders received.
- k. **Distribution Amount.** Amount distributed to an umbrella organization to disburse to its constituent agencies. The distribution amount equals the contribution amount minus the administrative fee.

- l. Finance Committee.** An advisory committee, composed of management-level employees, to the Management Committee consisting of members from:
- (1) OB, Office of Comptroller Operations (serves as chair of the committee).
 - (2) Department of Revenue.
 - (3) OA, Office for Human Resources Management, Bureau of Employee Benefits and Services.
- m. Information Technology(IT) Resources.** Commonwealth IT resources include, but are not limited to, the following: the commonwealth's computer systems, together with any electronic resource used for communications, which includes, but is not limited to laptops, individual desktop computers, wired or wireless telephones, cellular phones, pagers, beepers, personal data assistants and handheld devices, e.g. Blackberry devices, etc., and, further, includes use of the internet, electronic mail (email), instant messaging, texting, voice mail, facsimile, copiers, printers or other electronic messaging through commonwealth facilities, equipment or networks (collectively "IT resources").
- n. Loaned Labor Leader.** A commonwealth employee covered by the Pennsylvania Social Services Union (PSSU) or the American Federation of State, County and Municipal Employees (AFSCME) who is approved to work full time at a participating United Way office during the eight weeks of the SECA campaign.
- o. Local SECA Managers.** Personnel from participating United Way offices throughout the commonwealth that assist with the campaign, solicit, and collect funds from employees for the eight weeks of the campaign.
- p. Management Committee.** The entity responsible for advising on and recommending policy regarding the operation of SECA. The Management Committee will consist of:
- (1) Secretary of Administration (serves as chair of the committee).
 - (2) Deputy Secretary for Human Resources Management.
 - (3) Chairperson.
 - (4) Co-Chairperson.
 - (5) Finance Committee Chair.
- q. Master Application.** A SECA Application submitted by a constituent agency that functions as a single application to participate in SECA under all United Way organizations with which the constituent agency is affiliated.

- r. **Pennsylvania United Ways.** A term used to collectively refer to the Pennsylvania-based United Way organizations that participate in SECA. All Pennsylvania-based United Way organizations shall be considered a single whole in determining whether the Pennsylvania United Ways qualify as an umbrella organization; as such, the term “Pennsylvania United Ways” may be referenced as an umbrella organization in employee communications.
- s. **Resource Guide.** The list of participating umbrella organizations and constituent agencies.
- t. **State Employee Combined Appeal (SECA).** The commonwealth’s designated campaign for charitable giving by employees pursuant to [*Executive Order 2001-2 - State Employee Combined Appeal*](#).
- u. **Umbrella Organization.** An organization that represents its constituent agencies and is responsible for distributing employee contributions directly received from the commonwealth to its constituent agencies. These include the Pennsylvania United Ways and other umbrella organizations approved as such for the SECA campaign.
- v. **Undesignated Contribution.** A contribution that has not been designated to any specific umbrella or constituent agency.

5. POLICY.

- a. **Campaign Period.** The campaign solicitation period will begin and end on the dates specified by the Secretary of Administration and will occur over approximately an eight-week period within the months of September, October, and November. The campaign solicitation period will be uniform statewide.
- b. **Participating Organizations.**
 - (1) Participating umbrella organizations and constituent agencies must be registered with the Pennsylvania Department of State and in compliance with all applicable commonwealth and federal laws and regulations pertaining to charitable organizations.
 - (2) In order to participate in SECA, an umbrella organization shall submit an [application](#) to BEBS and, if approved by the Secretary of Administration, the umbrella organization’s acceptance shall be its agreement to participate in SECA and to comply with all SECA provisions and requirements as in this directive.
 - (3) Compliance with this directive is a requisite for participation in SECA.
 - (4) Participation in SECA shall not be construed as the commonwealth’s endorsement of a participating organization’s mission. The commonwealth does not accept responsibility for the participating organizations’ administrative or financial processes.
 - (5) Umbrella organizations must have at least 12 constituent agencies or distribute money to at least 12 agencies per year.

- (6) Umbrella organizations and constituent agencies shall refrain from using commonwealth provided information to solicit employees outside of the workplace and outside of the campaign. They will not engage in independent educational, promotional, or other activities among employees at the work sites of employees.
- (7) Participating umbrella organizations and their constituent agencies may not publicly disclose the names or amounts of individual contributions or solicitations without the express consent of the employee.
- (8) Although not all charitable organizations can participate in SECA, it does not suggest that those organizations are less important or less worthy of support. Employees are encouraged to contribute to charitable organizations of their choice. If the charities are not participating in SECA, employees may choose to give to them directly, outside of the campaign.
- (9) Businesses and private persons may not be solicited for donations of money, goods, or services in conjunction with SECA.

c. Financial.

- (1) Employee contributions must be in the form of payroll deduction, check, or money order. Cash donations will not be accepted. Contributions raised through an agency fundraiser must be converted to a money order or cashier's check prior to submission to SECA.
- (2) Umbrella organizations shall distribute money to constituent agencies within 30 days of receipt. Distribution will be in accordance with an accompanying report that details the employee contributions to be distributed to each of the constituent agencies. Under no circumstances can an umbrella organization withhold administrative fees from contributions designated to their constituents. The umbrella organization shall be responsible for distributing all funds to its constituent agencies.
- (3) Umbrella organizations and constituent agencies shall not provide financial incentives, prizes, or other rewards in order to increase or solicit employee participation.
- (4) An administrative fee percentage will be established each year; the fee will be withheld from contributions and deposited in an account from which only actual campaign expenses will be paid to umbrella organizations and the Commonwealth of Pennsylvania. A reasonable reserve will be established in this account from which subsequent campaign expenses will be paid. Any funds remaining in the account at the end of each year which exceed the reserve will be paid out to umbrella organizations as undesignated funds.

- (5) Undesignated contributions to SECA will be allocated to umbrella organizations annually in proportion to the amounts designated and paid to those organizations during that year's SECA campaign after payment of administrative expenses and calculation of the expense reserve as explained in [Manual 530.21, State Employee Combined Appeal Procedures Manual](#).
- (6) Employees transferred from one commonwealth agency to another will have their SECA pledge account transferred with them. For employees transferring between agencies that utilize the central payroll system, no action is required; the system will automatically transfer the SECA deductions to the gaining agency. For transfers between agencies that do not utilize the central payroll system, the gaining agency should take appropriate measures to continue the employee's payroll deduction.
- (7) Employees may cancel or reduce their pledges at any time for any reason upon written request via a revised pledge form submitted to the Department of Revenue.

d. Employee Solicitations.

- (1) SECA is the only charitable solicitation permitted in the commonwealth workplace, and all contributions to SECA must occur in accordance with this directive and [Manual 530.21, State Employee Combined Appeal Procedures Manual](#), except as set forth herein. The Secretary of Administration has the authority to approve workplace solicitation for charity outside of SECA if the intended solicitation meets each of the following criteria:
 - (a) The charity solicits for non-monetary donations.
 - (b) The solicitation does not occur during the SECA campaign.
 - (c) No IT resources are used in the solicitation.
 - (d) Publications, collection boxes/bins or other material depicting the charity name are not posted where the public could view them.
 - (e) The charity does not solicit employees personally by home telephone, United States mail or non-commonwealth email.
- (2) Employee donations through SECA are voluntary and no agency or constituent agency or umbrella organization shall infringe on an employee's right to decline to donate.
- (3) New employees are to be given the opportunity to make a SECA contribution.

- (4) An estimated budget of expenses is to be prepared by BEBS for review by the Secretary of Administration and the Finance Committee with approval by the SECA Coordinating Committee prior to the campaign. Such expenses may include personnel, accounting and auditing, and other expenses required to conduct the campaign and provide fiscal services. Expenses may occur at the state, regional, or local level. Such estimated budget of expenses may not exceed eight percent of the total dollars pledged for that fiscal year. In no case may the cost of applying to participate in SECA, or any activity related to compiling an application, by any umbrella organization, constituent, or member agency be included in the administrative costs to be reimbursed by SECA.

e. Campaign Expenses.

- (1) Costs associated with preparing the campaign solicitation material must be in line with the approved line item budget costs.
- (2) Expenses incurred by agency employees for SECA activities will be paid as follows:
 - (a) Each agency will be responsible for the cost of its kickoff event; such cost cannot be reimbursed from SECA funds. Expenses such as refreshments for any event will not be paid or reimbursed from either SECA or commonwealth funds. Goods and services must be procured in accordance with the [Manual 215.3, Procurement Handbook](#).
 - (b) Travel expenses and costs incurred by employees other than OA, Office of Human Resources Management, BEBS will be reimbursed by the employee's agency in accordance with [Management Directive 230.10, Commonwealth Travel Policy](#).
 - (c) Commonwealth employees attending SECA events in the role of a board member for one of the SECA umbrella organizations or one of their constituent agencies, in the role of labor representative to the campaign, or in some other private capacity, will not be reimbursed by the commonwealth for these events.
 - (d) The cost of purchasing agency recognition awards to be provided to employees working on SECA and any travel costs incurred by these employees to attend recognition awards ceremonies will be paid by the employee's agency, provided that these awards meet the guidelines in [Management Directive 505.23, Employee Recognition Program](#).
 - (e) Salary and wages of employees who have been loaned by their agency to work on SECA at the local United Way offices will be paid by the commonwealth. However, other expenses that these employees incur as a result of performing their SECA related duties will be reimbursed from the proceeds of the campaign through the expenses submitted by the local United Way. Reimbursement of travel expenses should conform to [Management Directive 230.10, Commonwealth Travel Policy](#).

6. RESPONSIBILITIES.

a. **Secretary of Administration** shall:

- (1) Issue all directives (i.e., Management Directives, Manuals, and other related policy) regarding SECA through the Directives Management System, in coordination with Office of the Budget (OB).
- (2) Designate from within OA administrators for SECA.

b. **Office of Administration, Office of Human Resources Management, Bureau of Employee Benefits and Services (BEBS)** shall administer SECA as designated by the Secretary of Administration, including, but not limited to:

- (1) Instructing and providing direction to local SECA managers to ensure local SECA managers operate in a manner consistent with SECA policy.
- (2) Preparing Agency SECA Coordinators for campaign solicitation, which includes:
 - (a) Annual training.
 - (b) Providing resources for solicitation.
 - (c) Facilitating discussions between Agency SECA Coordinators.
- (3) Reviewing cash flow into and out of the SECA restricted receipt account to ensure sufficient balance to cover campaign expenses and proper distribution of donations to umbrella organizations.
- (4) Screening applications from charities and recommending action to the Deputy Secretary for Human Resources Management on appeals from charities denied admission into SECA.
- (5) Determining the administrative fee for each campaign in coordination with the Finance Committee.
 - (a) The administrative fee assigned will be consistent with maximizing the amount of donations received by charities while also ensuring sufficient available funds for campaign operations.
 - (b) The amount of the administrative fee for a campaign year will be communicated to OA, Office for Information Technology, Bureau of Integrated Enterprise System (IES) in sufficient time for programming changes to be completed for the administrative fee to be automatically deducted before receiving donations for a campaign year.

- (c) The administrative fee general ledger (GL) account will maintain a sufficient reserve to ensure operations are not disrupted due to insufficient funds. The amount of the reserve will be determined by OA, Office of Human Resources Management, Bureau of Employee Benefits and Services and, upon completion of a plan year's campaigning expenses, any amount in excess of that reserve will be transferred to the undesignated contributions GL account before distribution of the undesignated funds to the charities.
- (6) Reviewing the audit report obtained by the OB, Office of Comptroller Operations, Bureau of Audits (BOA) and taking necessary action to resolve any problems or concerns discovered by the audit process.
 - (7) Obtaining information needed by the Department of Revenue in order to properly scan SECA pledge forms that contain either incorrect or missing information.
 - (8) Reviewing reports showing errors in processing pledge forms and taking corrective action in order to ensure the distribution of the donation in a manner that is consistent with the intent of the donor.
 - (9) Reviewing SECA expense reimbursement requests from local SECA managers and approving for payment only eligible expenses.
 - (10) Calculating the percentage to be used for distribution of undesignated funds to the umbrella organizations, which will be based upon the percentage of pledges designated and paid to each umbrella organization and its constituent organizations.
 - (11) Organizing an annual recognition program. Policies and procedures regarding this program will be developed yearly by the SECA Coordinating Committee and approved by the Secretary of Administration consistent with the policies set forth in [Management Directive 505.23, Employee Recognition Program](#).
- c. Office of Administration, Bureau of Integrated Enterprise System (IES)** shall establish and maintain an electronic system that will collect donations and distribute them to the umbrella organizations, which includes:
- (1) Sufficient accounting controls in order to ensure the ability of an independent auditor to review all needed documentation for an accurate and complete audit in accordance with generally accepted auditing standards in the United States.
 - (2) Interface communications with the payroll files of Independent Agencies (IA) that do not use the central payroll system, in order that:
 - (a) Total biweekly withholdings for payroll pledges made by employees in IA can be withheld from payroll systems external to the central payroll system.
 - (b) Amounts withheld from the payroll systems of IA can be transferred into the SECA restricted receipt account.

- (3) Correct distribution from the SECA restricted receipt account to the umbrella organizations.

Note: Adjusting Systems to New Policy or Changes in Law. IES will work with BEBS to implement systematic adjustments that may become necessary as a result of changes to policy, state and federal law, and state and federal regulations governing charitable donations.

Note: System Upgrades as Necessary. Consistent with the need to balance priorities involving programs outside of SECA, IES will, at the request of BEBS create systematic enhancements in usability and processing as may be beneficial to the efficient operations of the campaign and effective solicitation of employee donations.

d. Office of the Budget, Office of Comptroller Operations.

- (1) Bureau of Commonwealth Payroll Operations (BCPO) collects employee payroll donations from the central payroll system and from IA.
- (2) Bureau of Commonwealth Accounting (BCA):
 - (a) Ensures appropriate deposit of all check and money order donations into the designated restricted receipt account.
 - (b) Provides BEBS with SECA financial reports as mutually developed and agreed upon.
- (3) Bureau of Payable Services (BPS):
 - (a) Ensures payments are made to the umbrella organizations and to local United Way offices on a monthly basis.
 - (b) Maintains SAP vendor information for umbrella organizations participating in SECA.
- (4) BCA and BPS ensures that appropriate accounting and fiscal controls are implemented and maintained for all aspects of the collection of contributions and transmittal to umbrella organizations in accordance with generally accepted accounting principles and commonwealth regulations.
- (5) BOA, obtains an audit report of commonwealth records pertaining to each annual SECA campaign.

e. Office of the Budget, Office of Administrative Services.

- (1) Purchasing and Payment Division:
 - (a) Reviews and posts invoices to pay eligible campaign expenses throughout the SECA campaign year.
 - (b) Generates invoices for the payment of undesignated funds to umbrella organizations.

- (2) Budget and Fiscal Management Division processes expenditure adjustments to reimburse BEBS for SECA expenses.

f. Department of Revenue shall:

- (1) Receive and scan all SECA report envelopes, paper employee pledge forms, checks and money orders for all SECA fundraising activities, one-time employee donations and non-ESS employee SECA payroll deductions.
- (2) Deposit SECA contributions received into appropriate commonwealth bank account and initiate appropriate journal entries into SAP accounting system.
- (3) Transmit SECA pledge data and applicable accounting information to the commonwealth's SAP SECA System through mutual arrangement with BEBS

g. Chairperson shall:

- (1) Implement the policies and procedures in this directive as they apply to the conduct of the campaign.
- (2) Enlist the support and cooperation of the agency head of each agency in coordinating an effective campaign.
- (3) Promote the campaign and the participation of all willing employees.
- (4) Chair the Communications Committee and work cooperatively with the Communications and Management Committees in all phases of the campaign.
- (5) Provide other management support to aid in the operation of an efficient and successful campaign.

h. Chairperson Representative. The Chairperson Representative will assist the Chairperson with soliciting support from agency heads. The Chairperson Representative may represent the Chairperson on the Management Committee.

i. Co-Chairperson. The Co-Chairperson will assist the Chairperson and learn responsibilities of the campaign in order to assume the Chairperson role in the following year's campaign.

j. Co-Chairperson Representative. The Co-Chairperson Representative will assist the Chairperson Representative to learn the responsibilities of the campaign in order to assume the Chairperson Representative role in the following year's campaign. The Co-Chairperson Representative may represent the Co-Chairperson on the Management Committee.

k. Management Committee shall advise on all matters of campaign conduct and policy and approve the yearly budget, state and agency goals, and campaign theme.

I. Communications Committee shall report to the Management Committee and will review and provide recommendations on the following issues, including whether each shall be included in the campaign and in what form:

- (1) Campaign theme.
- (2) SECA video.
- (3) Campaign materials.
- (4) Employee communications.
- (5) Recognition program.
- (6) Thank you gifts.

m. Finance Committee shall report to the Management Committee and shall:

- (1) Prepare and recommend the proposed budget, including an allowable administrative fee for SECA expenses.
- (2) Prepare and recommend the proposed agency and statewide fundraising goals.
- (3) Conduct an annual review of financial processes and procedures to identify areas for improvement and recommend such improvement to the Management Committee.
- (4) Coordinate an annual audit in accordance with *Government Auditing Standards*.

n. Agency SECA Coordinator shall:

- (1) Coordinate SECA promotion and solicitation efforts throughout the agency in a manner that is compliant with this directive. Such solicitation will include the effective use of BEBS approved communication materials, such as sample text and SECA posters.
- (2) Attend annual training to learn SECA policy, campaign logistics, campaign methods, and other information necessary for carrying out these responsibilities.
- (3) Serve as first point of contact for BEBS for any issues or inquiries involving the Agency SECA Coordinator's agency.
- (4) Participate in Agency SECA Coordinator meetings and share ideas and resources with other coordinators.
- (5) Distribute weekly agency status reports to senior staff and, where appropriate, work with BEBS to respond to non-standard reporting needs.

- (6) Respond to inquiries from employees about SECA and coordinate with BEBS staff, as needed, to obtain information needed for response.
- (7) Assist employees with logistics and completion of forms.
- (8) Complete report envelopes in a manner consistent with BEBS direction and in accordance with [Manual 530.21, State Employee Combined Appeal Procedures Manual](#), assist with collection and mailing of pledge forms as needed, and answer non-technical questions about employee donations via ESS.
- (9) In agencies that operate over a wide geographic area, coordinate with field sites and local SECA managers in order to promote participation across the entire agency.
- (10) Submit pledge forms and envelopes directly to the Department of Revenue for proper monitoring, control, recording and depositing.

o. Loaned Labor Leader shall:

- (1) Assist the Agency SECA Coordinators with planning and implementing a successful campaign in the assigned state agency offices within a geographic area.
- (2) Attend annual training.
- (3) Promote SECA by presenting at agency SECA functions and individual solicitations.
- (4) Distribute campaign materials to agency worksites.

p. Umbrella Organizations shall ensure accurate and timely payment of designated contributions from commonwealth employees to the appropriate constituent agencies in accordance with [Manual 530.21, State Employee Combined Appeal Procedures Manual](#) and shall comply with all directives, manuals and other requirements of SECA.

q. Local SECA Managers. United Way offices within Pennsylvania may operate on behalf of SECA as local SECA managers and, in that capacity, solicit employees for donations to participating SECA organizations. Such solicitations may not favor one organization or charitable cause over any others. Local SECA managers shall:

- (1) Develop a cooperative plan for their local solicitation area.
- (2) Participate in the organization and management of commonwealth employee volunteers.
- (3) Maintain continuous follow-up with commonwealth employee volunteers in implementation of the plan.
- (4) Maintain campaign records essential to good organization, control, and progress reporting.

- (5) Ensure that local campaign management and solicitation areas do not overlap. One local SECA manager will be responsible for solicitation of all commonwealth employees in a solicitation area.
- (6) Local SECA managers shall not be responsible for handling and accounting of cash received from contributions.
- (7) Each local SECA manager shall develop a plan of operation in time sequence for the commonwealth employee campaigns in his or her state installations. Plans must include:

 - (a) Training of assigned loaned labor leaders, when assigned to the local SECA manager, including:

 - 1 Job description.
 - 2 Plan of organization.
 - 3 Time schedule.
 - 4 Information on SECA needs.
 - 5 Help in meeting campaign targets.
 - 6 Sales training.
 - (b) Goals and quotas in accordance with the statewide goal approved by the Secretary of Administration.
 - (c) Use of promotional materials provided by BEBS.
 - (e) Plan for solicitation of executive and management personnel.
 - (f) Cultivation of union support.
 - (g) A plan for informing employees about the campaign, including:

 - 1 Local rallies, kickoffs and employee meetings during the time of solicitation.
 - 2 Distribution of informational pieces.
 - 3 Speakers.
 - 4 Testimonials.
 - 5 Letters from executive officers and union leaders.
 - 6 Promotion of suggested giving standards by payroll deduction method.

7. PROCEDURES. Refer to [Manual 530.21, State Employee Combined Appeal Procedures Manual.](#)

This directive replaces, in its entirety, *Management Directive 530.23*, dated December 2, 2009.