

VSF-DVS Joint Inter-agency Policy	DVS Subsidiary Fund Management	Effective: July 1, 2020
VSF-DVS Policy Number 14		Revised: Original

**VIRGINIA VETERANS SERVICES FOUNDATION
VIRGINIA DEPARTMENT OF VETERANS SERVICES
Veterans Services Fund Allocation and Expenditures
Policy and Procedures**

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J14.1 Purpose [From VSF-DVS Joint Policies 6, 7, and 8, first section.]

- A. The purpose of this policy is to establish operating procedures for *appropriating, allotting, allocating, and expending financial donations from the Veterans Services Fund (the Fund) through the Department of Veterans Services (DVS) Program Division Subsidiary Funds*. These *Subsidiary Funds* are ~~a subsidiary fund of the Veterans Services Fund, which is~~ administered by the Veterans Services Foundation (VSF) Board of Trustees (the Trustees) *through the VSF Executive Director in conjunction with the DVS Chief Financial Officer (CFO) and DVS Division Directors*.

- B. *This joint policy is the last in a series of four policies that cover the VSF pursuit of supporting veterans and their families through cycles of fundraising, controlling in-kind donations, Veterans Services Fund management, and Veterans Services Fund allocations and expenditures. This policy sets forth the requirements for sustaining the continuing cycle from budgeting, allocation of resources, and expenditures. Expenditures usually result in additional funding needs that are to be met through fundraising.*

- C. *This policy is to be used in conjunction with VSF-DVS Joint Policies J11 (Fundraising) covering solicitation and receipt of donor funds, J12 (Control of In-kind Donations) concerning non-financial donations, J13 (Veterans Services Fund Management) regarding recording, accounting, reporting donations, and generally managing financial donations made to the Fund.*

J14.2 Application [From VSF-DVS Joint Policies 6, 7, and 8, second section.]

The VSF Executive Director in conjunction with the DVS CFO and the DVS Division *Directors Administrators* are responsible for the application of this policy.

J14.3 Interpretation [From VSF-DVS Joint Policies 6, 7, and 8, third section.]

The VSF ~~Chair Trustees Chairman~~, in consultation with the DVS Commissioner, is responsible for the interpretation of this policy.

J14.4 Overview

- A. *The VSF charitable funding process begins with an assessment of the unmet needs of veterans and their families and available funds required to meet those needs. Those funds may be available from General and Non-general Funds and charitable donations set forth as Dedicated Special Revenue in the Appropriation Act. Shortfalls in General and most Non-general funds may be met with increased appropriations, if*

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available, and donor contributions that may be on hand or need to be raised. The primary document for meeting needs is the budget, which is a primary policy document showing how the state and its agencies will prioritize and achieve its biennial and annual objectives. The budget is a contract between citizens, including donors, and state agencies showing how resources are raised and allotted for veterans' services. Good budgeting supports the pillars of governance: integrity, openness, participation, accountability, and planning to achieve objectives. Appropriation requests are based on the VSF and DVS budgeting process; a joint responsibility of VSF and DVS as set forth in this joint policy.

- B. *To achieve unfunded and unmet veterans' needs*, VSF in conjunction with the DVS Divisions solicits and accepts donations to foster the aims of DVS programs and enhance operations beyond the scope of appropriated funds. In addition, donations can be solicited to support specific activities to foster community involvement and outreach. The allocation, and expenditure of donations shall be controlled by *the Uniform Prudent Management of Funds Act*, §64.2-1100 et seq., and the Donor's Bill of Rights *paragraph assuring that donors' gifts will be used for the purposes for which they were given* contained in ~~VSF-DVS Joint Policy #2 (Foundation Operations)~~ Appendix A.
- C. The VSF Board of Trustees serves a fiduciary responsibility to donors and a substantial source of funding to DVS to meet the needs of veterans not otherwise available for funding through the state budget or other sources. DVS serves as the VSF agent, in accordance with the Uniform Prudent Management of Funds Act, for the receipt, deposit, management, allocation, and expenditure of funds. *The expenditure and disbursement authority is subject to approval or disapproval by the VSF Executive Director and the board of trustees based on the Code of Virginia. §2.2-2718.C.* [From VSF Funding Guidelines approved December 19, 2019.]

J14.5 Policy

- A. One hundred percent of all contributions made to VSF shall be used to provide direct support to Virginia veterans *and their families* in crisis or in need of assistance. [From Virginia Veterans Services Foundation website Home page.]
- B. ~~It is the policy of~~ VSF and DVS *shall*, in coordination with the DVS Division Directors, ~~to~~ oversee and ensure that monies collected are properly ~~deposited, managed and~~ expended unless they are held for nonrecurring expenses or ~~contingencies~~ *emergencies*. [From Joint Policies 6, 7, 8, and 9 "Policy" sections.]
- C. VSF and DVS shall jointly participate in the internal operating budget development process to provide timely information for authorized DVS requests and expenditures. [From DVS-VSF MOU.]
- D. VSF shall advise DVS, as necessary, during the state *budget* development process to help ensure that the Appropriation Act reflects the appropriation *allotment* (spending authority) needed to support expenditure of donated funds in support of DVS programs and services. [From DVS-VSF MOU.]

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- E. DVS shall provide assistance to VSF in the development of budgetary documents. **[From DVS-VSF MOU.]**
- F. DVS shall provide financial management and accounting necessary to ensure compliance with disbursement requirements set forth by the State Department of Accounts, State Auditor of Public Accounts, and VSF-DVS Joint Policies in a manner that segregates VSF from DVS activities. **[From DVS-VSF MOU.]**
- G. VSF shall, as required, transfer funds to supplement funding for DVS programs and services. **[From DVS-VSF MOU.]**
- H. Donations shall only be used for program expenses *for direct services to veterans and their families* that are *not related to administrative or fundraising*. *For the VSF, these include emergency expenses associated with DVS programs' direct services.* **[From Joint Policies 6, 7, and 8.]** The Fund is not an auxiliary or reserve fund for DVS or VSF. **[From J14.6.E.]**
- I. ~~It is the policy of~~ VSF and DVS ~~to~~ *may* delegate expenditure authority to the DVS Division Directors. **[From J14.6.F below.]**
- J. To provide mutual DVS-VSF integrated controls, DVS shall provide to the VSF Executive Director for approval a monthly report, by the 20th day of the following month, containing a list of expenditures that ~~have been charged~~ *that are requested as reimbursements* to VSF funds. The VSF Executive Director, within seven business days of receipt, shall approve or disapprove such expenses. If disapproved, the expenses shall be moved to an alternate source of DVS funding. ~~The DVS Director of Finance shall notify the appropriate DVS Director that the expenditure has been disapproved by the VSF.~~ **[From DVS-VSF MOU with deletion from DVS draft of April 28, 2020.]**
- I. VSF and DVS shall ensure that subsidiary funds held for: (1) nonrecurring expenses shall not exceed the estimated cost of the nonrecurring expense; and (2) funds held for ~~contingency~~ *emergency* purposes shall not exceed the total of three year's expenditures unless an exemption has been approved by the VSF Board of Trustees with the concurrence of the DVS Commissioner. **[From Joint Policy 9.]**
- J. VSF and DVS shall strive to see that contingency funds that have not been used for over three years shall be transferred to the program sub-fund titled "Other Donations Restricted for use at _____ (the name of the program in question; e.g. cemeteries). If balances in the "Other Donations Restricted..." sub-fund continue to grow, then the Foundation may allocate such funds for use by other VSF or DVS programs – providing the funds were donated without a specific purpose designated. For those donations with a purpose designated, the contributions received will be used as specified by the donor. However, if the purpose of the donation has been met or no longer exists, the remaining funds may be used at the discretion of the VSF Board of Trustees to provide other

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support to Virginia’s veterans and their families. All DVS reallocations shall have the concurrence of the DVS Commissioner. [From Joint Policy 9 and the VVSF Website.]

J14.6 Procedures [Primarily from VSF-DVS Joint Policies 4, 6, 7, and 8, paragraphs A, and B; Joint Policy 4 as amended By VSF Policy F2 for paragraphs C through G; and paragraphs H, I, J, and K are from Joint Policy 9.]

- A. All donations will be deposited in the appropriate Subsidiary Fund *or Sub-fund* of the Veterans Services Fund and shall be managed in accordance with §§ 2.2-2715 et seq. Code of Virginia, applicable sections of the current Virginia Appropriation Act, and Commonwealth of Virginia regulations. *Descriptions of Subsidiary Funds and Sub-funds may be found in VSF-DVS Joint Policy J13 (Veterans Services Fund Management) paragraph J13.9.D.*
- B. Allocation of funds for DVS program subsidiary funds from the Fund may only be authorized by the majority vote of trustees present at a meeting in which there is a quorum.
- C. Sub-fund adjustments of amounts less than \$10,000 within subsidiary accounts in the annual budget may be made by the VSF Executive Director in accordance with funding levels established by the current edition of the Appropriations Act and Department of Planning and Budget adjustments to those funding levels. Amounts above \$10,000 shall be referred to the VSF Finance Committee Chair and the Board Chair for action as set forth in VSF Policy section F2.13.D. Any changes shall be subject to review and subsequent approval by the trustees at the next quarterly board meeting.
- D. Reallocation of sub-fund amounts of \$10,000 or more shall be forwarded to the Board Chair for action as follows. Depending on the circumstances, the Board Chair may consider it or refer it to the VSF Finance Committee Chair. Alternatively, the Board Chair could refer it to a meeting of the Executive Committee or defer it until the next board meeting. In any case, all changes shall be subject to review and subsequent approval by the trustees at the next quarterly board meeting.
- E. ~~The Fund shall be used solely for the purposes of carrying out the applicable provisions of §2.2-2715 et seq. Allocations and expenditures of donated restricted funds shall be in accordance with the provisions of § 64.2-1100 et seq. of the Code of Virginia. Expenditures and disbursements from the Fund shall be made by the State Treasurer on warrant issued by the Comptroller upon written authorization of the VSF Executive Director and approval of the Board. [Redundant with J14.4.C.] The Fund is not an auxiliary or reserve fund for DVS or VSF. [Moved to J14.5.H.]~~
- E. Expenditures for DVS activities approved by the trustees may be processed upon approval by the DVS **program division** director that has responsibility for the activity.
- F. DVS Division Directors shall submit an annual budget request through the DVS Commissioner to VSF. Anticipated donations are furnished by the VSF. This normally is submitted on an annual basis at the request of the VSF Executive Director or DVS

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CFO. Budget requests shall outline expected donations and expenditures for the upcoming fiscal year for each of the established *subsidiary and* sub-funds. ~~By approval of a budget for each DVS program, the Trustees delegate expenditure authority to the Fund Chairmen/Administrators or its Committees (the Committees) to facilitate expenditure of budgeted funds.~~ [Redundant, contained in J14.5 “Policy”, below.]

- G. Donors expect that their contributions will be used as they have specified in a prompt and timely manner by VSF and DVS programs and services. If donations are not so used, then VSF, DVS, and the Commonwealth can be exposed to criticism because they hold the public trust, which cannot be violated. [From Joint Policy 9.]
- H. Additionally, when there are excesses of donated funds, ~~a disconnect~~ *an inconsistency* is created between requested income and expenses that directly carries over to appropriated funds for DVS and its programs. This ~~disconnect~~ *inconsistency* can cause DVS general funding to be lost when general fund budget reductions occur. [From Joint Policy 9.]
- I. There are two possible exceptions to prompt and timely expenditure of subsidiary funds: (1) donations that are held for nonrecurring expenses such as construction, technology, and others that transcend one year’s operations; and (2) those funds held for contingency purposes because revenues in any one given year may not be sufficient to fund recurring annual expenses. [From Joint Policy 9.]

J14.7 Budgeting Considerations

- A. The appropriation, *allotment*, and allocation process includes approval of priorities, establishing measurement metrics, measuring program performance, and obtaining quantitative and qualitative results. These results are used to assess each program’s ability to meet specified objectives that contribute to established DVS and VSF goals as calculated by each programs’ to use resources effectively. The information developed is used to determine how resources will be allocated in the biennium budget process for distribution of donated revenue. This is called Performance Budgeting or Performance Based Budgeting and is described in greater detail in Appendix B. [From Joint Policy 4.12.]
- B. *The budget is the VSF central policy document which is supported by financial administration documents such as the current VSF-DVS Joint Policies. The VSF budget is a contract between VSF and DVS showing resources raised, on hand, and allocated for delivery of veterans programs and services. In the case of VSF, the budget is to provide supplemental funding for DVS programs and services. VSF funds are not to be used to supplant other general and non-general revenue accrued to DVS. VSF must have a comprehensive understanding of DVS general and non-general fund revenues and their uses for each DVS program, plus similar revenues devoted to other agencies that compliment DVS programs (e.g., homelessness abatement by the Department of Housing and Community Services). These are required so that VSF can design and implement a comprehensive, accurate, and reliable budget.*

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- C. *Budgets should be managed within clear, credible, and predictable limits for fiscal policy. A sound fiscal policy is one that avoids build-up of large, unsustainable debts or excess revenue and that uses favorable income flows to build up resilience and buffers against more difficult times. Sound fiscal policy is enhanced through clear and verifiable fiscal rules or policy objectives.*
- D. *The VSF-DVS budget should be closely aligned with the medium-term spending priorities. The annual financial goals set boundaries for the main categories of spending for the year. A mid-term expenditure analysis is an important tool to determine not only where VSF currently is, but whether it will meet its annual financial goals. The analysis should be grounded on realistic forecasts for baseline expenditures based on past experience, of which ample data exists both in VSF and DVS. The budget should be flexible to ensure that expenditure boundaries are respected. This is with the understanding that there may be a need to revisit or realign financial goals and priorities to take account of unforeseen developments. A regular process for reviewing existing expenditures exists in the Expenditure Guidelines (Section J14.10), but it must be supplemented by regular monthly analysis of expenditures made to ensure budgetary expectations and managed in line with assets available and anticipated.*
- E. *DVS and VSF budget documents and data must be open, transparent, (i.e., understandable) and widely distributed. This is required to keep on top of budget goals. Detailed monthly reports, including income and expense schedules, currently produced by DVS in conjunction with VSF should be available and widely distributed to promote timely and effective decision making, accountability, and oversight. More VSF and DVS participants need to be actively involved.*
- F. *Budgetary options should be realistically debatable by all participants. The process is detailed in Section J14.9. DVS Program leadership needs to be involved in discussions about budgetary policy options because they best know their priorities, funding requirements, difficult trade-offs, and goals to maximize the finite resources available.*
- G. *Budgets and their periodic updates should present a comprehensive, accurate, and reliable account of finances. They should account correctly and comprehensively all revenues and expenditures and the full financial costs and benefits of budget decisions. The benefits of budget decisions can be made available through periodic briefings by DVS program managers.*
- H. *Budget execution should be actively planned, managed, and continuously monitored. There should be some limited flexibility to reallocate funds throughout the year in the interests of effective management consistent with the broad purpose of the allocation, within the restrictions placed by donors.*
- I. *Performance evaluation and value for revenue should be integral to the budget process. VSF and DVS must understand not just what is being spent, but what is being accomplished on behalf of donors, veterans, and the Commonwealth. That is, what*

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veterans services are being delivered and under what standards of quality and levels of efficiency. This requires detailed reports on specific outcomes by the DVS Division Director and the VSF Board of Trustees. Performance Budgeting as required by DPB would meet this requirement.

- J. *Longer-term sustainability and other fiscal risks should be identified, assessed, and managed prudently. This promotes stability in providing resources.*
- K. *To maintain sustainability, avoid depletion of assets, and focus on immediate needs while planning for the future, a reserve fund is essential. The reserve fund contains the sum of funds on hand less the funds allocated for the current annual budget. The result is the amount of unallocated restricted funds from donors to support each designated DVS Program which are not part of the current annual Appropriations Act allocations, but available for expenditure on approval from DPB. For DVS divisions and programs, the reserve for subsidiary funds may be found in the subordinate accounts titled “Other Donations Restricted”. At least 100% of the annual budget must remain in the reserve account for contingency purposes. The remainder may be available for investment for endowment purposes. Should the funds available in the reserve account be less than the amount in the current budget, expenses for the following year will have to be reduced by a comparable amount.*
- L. *Budgeting must consider the types of funds available for use. VSF non-general dedicated special funds are divided into two broad categories; restricted and unrestricted.*
 - 1. *Restricted funds are further subdivided into: (a) funds for general purposes such as those donated to VSF for veterans services purposes; (b) funds for specific programs such as those for the Virginia Veterans Care Center; and (c) funds for specific projects such as those designated for indigent care, events for veterans, homeless relief, Virginia Values Veterans (V3) for veterans employment. Priorities for budgeting for veterans’ services are placed on these funds in inverse order.*
 - 2. *Unrestricted funds are divided into: (a) appropriated funds that were allotted to VSF for its operations and emergency support of veterans’ services; and (b) interest received on the Veterans Services Fund that may be used for the same purposes as specified in the appropriated funds category.*
- M. *The integrity and quality of budgetary forecasts, fiscal plans, and budgetary implementation are promoted through rigorous quality assurance and independent audits. Both the internal and external financial control systems should have a role in quality assurance for cost effectiveness and performance accountability. There is a need for structured, institutional processes to provide scrutiny of all aspects of the budgeting system as previously described. This should extend beyond audits performed by the Virginia Auditor of Public Accounts.*
- N. *Additional information on the process and its timing is at Appendix C.*

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J14.8 Appropriating, Allotting, and Allocating, and Expending Financial Donations

A. *Appropriations are the legal spending authority for state agencies to incur expenditures. These appropriations are regulated through the use of allotments within the Appropriation Act and related legislation. VSF and DVS shall not expend funds against any appropriation until they have received an allotment of funds from the appropriation and have sufficient cash prior to any expenditure. DVS divisions cannot expend funds against any VSF dedicated special revenue allotment until they have received an allocation of funds from the allotment by VSF. Administrative responsibility for managing the process of appropriating and allotting funds rests with the Department of Planning and Budget (DPB) and administrative responsibility for managing allocations and expenditures of VSF funds resides with VSF. Unexpended VSF and DVS operating balances of VSF non-general dedicated special revenue funds shall be reestablished in accordance with the Code of Virginia and the Appropriation Act. [Adapted from Department of Accounts Policy.]*

[From Joint Policy 4.12]

~~A. Funds must be allocated by the current edition of the Appropriations Act and the Department of Planning and Budget (DPB) before they can be expended. Expenditures may be approved from the Fund as outlined in the VSF Bylaws and applicable VSF and DVS policies on expenditures. The allocation procedure for annual and special allocations to supplement annual allocations follows. [Redundant.]~~

~~B. The appropriation, allotment, and allocation process includes approval of priorities, establishing measurement metrics, measuring program performance, and obtain quantitative and qualitative results. These results are used to assess each program's ability to meet specified objectives that contribute to established DVS and VSF goals as calculated by each programs' to use resources effectively. The information developed is used to determine how resources will be allocated in the biennium budget process for distribution of donated revenue. This is called Performance Budgeting or Performance Based Budgeting and is described in greater detail in Appendix B. [Moved to J14.7.]~~

B. The following procedures assume that donated funds are on hand to be spent. If funds are not available, they cannot be allocated or spent. The exception to the allocation process occurs when a new program is introduced and a fundraising goal is set in the Appropriations Act. There are no exceptions to spending funds that are not available.

C. The formal budgeting, *appropriation, allotment*, and allocation process, which cannot be abridged, follows:

1. DVS ~~Programs~~ *divisions* determine a need for funds during the current year for the next FY;
2. DVS *Commissioner* approve/modify/disapprove the need;

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3. VSF Trustees approve/modify/disapprove the need and recommend a fund **allocation appropriation;**
4. VSF Treasurer forwards the **funding appropriation** request to DPB for analysis and approval/modification/ disapproval;
5. Governor includes the **allocation requested appropriation** in the proposed annual budget for the next FY;
6. The General Assembly approves/modifies/disapproves the **allocation appropriation;**
7. The Governor approves/modifies/disapproves the **allocation appropriation;**
8. If approved by the General Assembly and Governor, the **allocation appropriation allotment** is placed in the annual Appropriations Act;
9. VSF makes the **allocated allotted** funds available to DVS *as an allocation by subsidiary fund* for expenditure after July 1 of the next FY;
10. VSF publishes expenditure policy and monitors expenditures on a monthly basis to ensure they are in accordance with the donor’s wishes and published policy.

D. Budget adjustments during the fiscal year are made through the following process: If ~~during the next FY~~ the DVS **Program division** needs additional funds, they forward that need *request with justification* to DVS as follows:

1. DVS **Commissioner** approves/modifies/disapproves the request;
2. VSF Trustees approve/modify/disapprove the need and recommend a fund reallocation;
3. VSF Treasurer forwards the funding request to DPB for analysis and approval/modification/disapproval, *if the allocation exceeds the funds allotted to VSF by the Appropriation Act;*
4. DPB approves/modifies/disapproves the request;
5. VSF makes the allocated funds available to DVS for expenditure before the end of the FY;
6. VSF monitors expenditures on a monthly basis to ensure they are in accordance with donor’s wishes and published policy.

E. Every **annual biennial and annual** budget **allocation appropriation request and or midyear increases to the annual allotment** ~~midyear allocation adjustment~~ must be approved by the VSF Trustees before DPB will take any action on the request.

~~F. If contingency funds are needed, VSF has about \$50,000 that can be spent on a reimbursable basis by DVS, if approved by the DVS Director of Finance and the VSF Executive Director. [No longer contained in the DVS-VSF MOU.]~~

~~G. The Fund shall be used solely for the purposes of carrying out the applicable provisions of §2.2-2715 et seq. Expenditures of donated restricted funds shall be in accordance with the provisions of §§ 64.2-1100 through 64.2-1108 of the Code of Virginia. Expenditures and disbursements from the Fund shall be made by the~~

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~~State Treasurer on warrants issued by the Comptroller upon written authorization Executive from the Director and approval of the Board. [Redundant.]~~

J14.9 Subsidiary Fund Committees Teams [From Policies 6, 7 and 8.]

Each DVS Division shall develop a **Committee Team** to direct and administer its Subsidiary Fund, including ~~the~~ budgeting, *allocation of funds, and of* expenditures, for the support of eligible recipients. Such direction and administration will be in accordance with this policy and the direction of the VSF Board of Trustees. *Teams shall headed by the DVS Division Director and include such Division personnel as required by the Division Director. The Teams shall include the DVS CFO and VSF Executive Director or their designated representatives for budget formulation.* [Details of each team’s composition by Division deleted.] The duties of the Team shall be as follows:

- A. Request input and recommendations from DVS, the Board of Veterans Services, the Joint Leadership Council of Veterans Service Organizations, and other interested veterans and veterans support groups regarding potential needs and activities for the coming fiscal year or as needs arise.
- B. Review recommendations to ensure they are within the scope of the intent of the DVS and the VSF. No later than mid-April, the **Committee Team** shall develop an annual working budget for the coming fiscal year. ~~The base budget allocation is contained in the current year Appropriations Act under “Dedicated Special Revenue”. This amount may be changed with sufficient justification if funds are available upon approval of the Department of Planning and Budget. This amount is apportioned in accordance with the past expenditures of each Department and the apportionment can be changed with prior approval of the Foundation.~~ [No longer applicable because the Appropriation Act allots a total sum to VSF for DVS expenditures and no longer divides it by subsidiary account.]
 - 1. *The requested budget shall be based on detailed reports containing specific outcomes provided to the DVS Division Director and the VSF Board of Trustees.*
 - 2. *The requested budget shall not exceed the cash balance available to each DVS division, but may be increased by an estimate of expected donations for the year by program and decreased by the requested cash balance budget.*
 - 3. *The estimate shall be made based on VSF projections of income for the year and revising as the year unfolds and income and expenditure balances are clearer.*

This procedure would allow DVS to submit its budget requests in a range from bare minimum supplemental support needed to a higher amount based on estimated successful fundraising goals and should provide better budgeting and accounting procedures. The goal is to maximize VSF’s fundraising capacity and resources to ensure that veterans’ needs, not otherwise supportable from other sources, are provided from private contributions.

- C. ~~Establish and maintain~~ Follow written criteria *provided in this Joint Policy* for Subsidiary *and Sub-fund* Fund expenditures, *subject to the approval of the DVS Commissioner and the VSF Executive Secretary. See Section J14.10.*

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- D. Through the DVS Commissioner, submit the budget to the *VSF Executive Director* for Trustees ~~for~~ review and approval.
- E. ~~Through the DVS Commissioner, S~~ submit ~~to the VSF Executive Director~~ for approval any requested changes to the approved budget prior to implementation ~~of any changes to the VSF Executive Director~~. Such changes must contain sufficient justification and funds must be available for the request ~~that must to~~ be approved by ~~the Department of Planning and Budget DPB~~. Such supplemental requests will be submitted through DVS Commissioner to the Foundation so that they can be considered at its next quarterly *Board* meeting.
- ~~F. Submit a quarterly report that summarizes allocated financial funding levels and services expenditures made from allocated funds to the Trustees for their information and review. Additional reports may be requested on a more frequent basis. [No longer applicable because DVS does this on a monthly basis per Joint Policy J13, Veterans Services Fund Management.]~~
- F. Retention of excess funds. **[From Joint Policy 9, section J9.6.]**
1. VSF and DVS activities shall justify their need to retain excess funds *exceeding three year's expenditures* by submitting an annual spending plan that details excess fund use.
 2. The spending plans will be due with the annual FY budget submissions.
 3. If a question exists regarding the propriety of a fund overage, it shall be referred to the VSF Executive Director and the DVS CFO for mutual resolution among VSF, DVS, and the program involved.
 4. In addition to the annual spending plan, other reports on expenditures may be requested as required by the DVS Commissioner, the VSF Trustees or others for review. Expenditure reports also shall include underfunded or unfunded needs, if any.
 5. Financial records shall be maintained according to the State Comptroller's guidance and shall be audited by the Auditor of Public Accounts.

J14.10 Expenditure Guidelines for Donated Funds [From VSF Funding Guidelines.]

- A. The following are the basic guidelines for funding from the ~~Virginia Veterans Services~~ Foundation with the exception of special circumstances that will require the approval of the Board of Trustees:
- All donations will honor donor restrictions as to purpose.
 - VSF will adopt a budget for each activity based on requests from DVS divisions or programs and enter into funding agreements with each respective division or program.

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- The Board will adopt the annual budget in advance of receiving donations restricted to each activity and it is anticipated that the adopted budget may be revised from time to time to reflect needed funding and available funds.
 - To fulfill the Board's reporting responsibility to the General Assembly and discharge its fiduciary duties to donors, recipients of funding from the Foundation are requested to continue the monthly accounting for all transactions for each activity fund.
 - All expenditures of donated funds will be attributed to the ~~Virginia Veterans Services~~ Foundation. In the case where major donors (\$10,000 and above) are involved, they also will be identified as a funding source.
 - Guidelines for expenditures will be incorporated into each allocation of funds and will include the following general guidelines:
 - All expenditures of Foundation funds are required by Virginia statute to be approved by the Executive Director of the Foundation.
 - Documentation shall be maintained on each expenditure in such a detail and manner to promote approval and support internal and APA audit requirements.
 - Foundation funds cannot by statute revert to the General Fund nor shall Foundation funds be used to supplant agency funds otherwise available from other sources.
- B. Care Centers – Sitter and Barfoot Veterans Care Center (SBVCC), Richmond; Virginia Veterans Care Center (VVCC), Roanoke:
- Indigent Resident Needs: Residents who do not have resources to pay for needed items;
 - Activities Fund: Resident outings, entertainment, mission enhancing events for the benefit of residents and Carnivals for the VVCC ;
 - Other Donations Restricted: Items needed for residents that are not included in the other named funds and are not covered by health care providers or other available funding sources.
 - Operation Holiday Spirit for VVCC: Items for the residents provided by the Holiday Giving program;
 - Unit Projects and Functions: Unit projects and unit special events for the residents;
 - Other Donations Restricted: Items needed for residents that are not included in the other named funds and are not covered by health care providers or other available funding sources.
- C. Cemeteries – Albert G. Horton, Jr. Memorial Veterans Cemetery, Suffolk; Southwest Veterans Cemetery, Dublin; Virginia Veterans Cemetery, Dublin:
- Grounds Beautification: Purchase flowers or trees that are not covered by other funding sources to beautify the cemetery grounds;
 - Other projects approved by the VSF Board of Trustees.
- D. Virginia Veteran and Family Support (VVFS)
- Resources to address the immediate needs of eligible veterans and their families
 - Resources for veterans and families to aid in recovery and to recognize, identify and address needs
 - Emergency financial assistance for behavioral health, rehabilitative health and housing
 - Workshops/Retreats for the benefit of Veterans and their families

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VVFS Homeless Program. The purpose of the fund is to preclude or end but not sustain homelessness among veterans and their families. The fund provides emergency financial assistance furnished by donors to veterans and their qualifying family members to fill gaps between the immediate need for shelter and the time that appropriate local, state, federal or charitable agencies require to be able to provide a sustainable solution.

- Eligible expenses include: deposits, rent, utility deposit, rental arrears/debts, utility arrears, bridge housing, emergency hotel payments, furnishings, other one time only expenses.
- Emergency financial assistance may be provided as a last resort after requests from other sources are exhausted. Approved requests will be limited to funding totaling \$1,500 over a two-year period for a veteran in need of emergency housing assistance. The VVFS Director may consider exceptions to this policy on a case-by-case basis. The VVFS Director in coordination with the VSF Executive Director shall consider exceptions that exceed \$3,000 to this policy. Cash advances of funds are not authorized.

E. Benefits

- Resources to raise awareness of eligibility and locations of Benefit offices;
- Direct services to assist veterans in meeting the criteria for approval of their claim submitted to the VA;
- Items for Benefits offices that support veterans.

F. Veteran Education, Transition and Employment (VETE)

Virginia Values Veterans (V3)

- Resources to raise awareness among the business community to recruit companies to participate in the V3 program.
- Workshops/Retreats for the benefit of transiting veterans and their families.
- Develop curriculum related to the transition of service member and the recruitment, hiring and retention of veterans.
- Resources to promote Education, Transition and Entrepreneurship opportunities for transiting veterans and their families.

Altria Grant and other grants

- Guidelines are specific to each grant

Women's Summit

- Resources for the event specific to the donor intent

Other Donations Restricted

- Resources needed to promote the mission of VETE when other funding is not available

G. Not covered in funding requests:

- Any expenditures eligible for funding from sources such as the state budget or other agency sources;

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- Paid staff positions;
- Fundraising events;
- Sponsorships;
- Endowments or capital campaigns;
- Postage, postal services;
- Office Supplies;
- Printing;
- Employee travel expenses and overnight accommodations;
- Employee events/parties;
- Guest speakers;
- Training of DVS employees;
- Equipment or items costing over \$5,000 will need approval of the Board of Trustees before purchase;
- Maintenance of facilities and grounds.

H. The *VSF Board of Trustees* understands that all expenses are not the same, and there may be exceptions to the above list. ~~All~~ *The DVS Commissioner and division directors* are encouraged to make a request to the Board in special circumstances. ~~If you would like to make a~~ *Consideration for requests may be discussed with please contact* the Foundation Executive Director. All requests for funding of special circumstances and equipment costs over \$5,000 that will require approval of the Board of Trustees shall be submitted in writing by the DVS Commissioner to the Foundation Executive Director not later than ten working days before a Board of Trustees meeting for consideration by the trustees Finance Committee and *the* Board.

J14.11 Procedures for Expending Donated Funds [From Policies 6, 7 and 8.]

A. Expenditure requests, regardless of the purpose, shall be submitted to the ~~Committee Chairman~~ *DVS Division Director*. ~~The Committee Chairman may refer the request to the Committee for consideration or take direct action.~~

B. The ~~Committee Chairman or the Committee Division Director~~ shall evaluate the request to ensure it meets the following criteria:

1. Funds are available for the purchase or expenditure, and the expense conforms to the intent of the designated donation, *the Expenditure Guidelines in Section J14.10*, and the approved budget. Deviations from the approved budget shall be approved by the Trustees.
2. The expense is reasonable and practical.
3. The expense is timely.
4. The expenditure does not conflict or overlap with other requests or expenditures.

C. After approval by the ~~Committee Chairman~~ *Division Director*, the purchase/expenditure will be made in accordance with Commonwealth of Virginia regulations. Purchases of goods and services that are received by the purchasing agency are controlled by the state procurement manual. Direct veterans assistance expenditures are considered benevolent gifts provided to veterans and their families.

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~~D. The DVS Division Director, based on Committee recommendations, may establish Memorandums of Understanding (MOUs) with regional consortia to allocate funds for outreach services, direct veterans services, and enabling services expenditures. [Regional Consortia disestablished.]~~

~~E. Allocations to Regional Consortia shall be based on the discretion of the DVS Division Director and will be part of the annual budget submissions to the Committee. Expenditures shall follow state procurement laws for everything except gifts. DVS Regional Consortia shall maintain records of expenditures in accordance with the state Auditor of Public Accounts standards and submit monthly reports to the Division Director. The Director shall submit quarterly reports of CSB expenditures to the Foundation. [Regional Consortia Disestablished.]~~

F. If a question exists regarding the propriety of a purchase or veterans direct assistance expenditure, it shall be referred to the VSF Executive Director and the DVS CFO.

G. In addition to the Funding Levels and Services Report, other reports on expenditures shall be submitted ~~quarterly~~ *monthly*, or as requested, to the DVS Commissioner, the trustees or others for review. Expenditure reports also shall include under funded or unfunded needs, if any.

H. Financial records shall be maintained according to the State Comptroller and shall be subject to audit by the Auditor of Public Account.

I. VSF and DVS activities shall justify their need to retain excess funds by submitting an annual spending plan that details excess fund use.

J. The spending plans will be due with the annual FY budget submissions.

K. If a question exists regarding the propriety of a fund overage, it shall be referred to the VSF Executive Director and the DVS CFO for mutual resolution among VSF, DVS, and the program involved.

J14.12 Reimbursement for DVS Expenditures

A. VSF has the authority to delegate certain functions to agents, such as DVS, but retains the duty to monitor how donor funds are expended as governed by *Code of Virginia § 64.2-1103.A. 3. And B.* Therefore, as an economy measure, VSF has delegated the management of funds and their expenditures for DVS programs to the DVS Finance Office as a VSF agent, but retains the duty to monitor accounting and fund transactions. In particular, expenditures are controlled by VSF through the VSF Funding Guidelines approved by the Board of Trustees and the Secretary of Veterans and Defense Affairs and monitored by the Foundation Executive Director.

B. VSF reimburses funds expended by DVS based upon a “Request for Reimbursement” for expenditures after they have been made. The Request for Reimbursement shall be

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provided by DVS accompanied by complete documentation needed to fully support the request.

- C. The Request for Reimbursement procedure requires DVS Division’s adherence to the Expenditure Guidelines contained in Section J14.10. In areas where no Expenditure Guidelines exist, DVS must inquire of VSF regarding the propriety of the expenditure before expending the funds or risk not being reimbursed. VVFS emergency situations can be accommodated by VSF transferring a onetime sum of cash as working capital to DVS, but DVS would still be at risk of not receiving specific reimbursement for any one or a part of a transfer request.

J14.13 Adoption and Amendment

- A. This policy may be adopted and amended by a majority vote of the VSF Board of Trustees after consultation with the Commissioner of Veterans Services. Notice regarding such actions shall be given to the Commissioner and Board members at least ten (10) days prior to the vote.
- B. Biennial review of this policy is the responsibility of the VSF Finance Committee in conjunction with the DSV Commissioner.
- C. *This policy replaces in total VSF/DVS Joint Policy J6, J7, J8, and J9 all last reviewed on 11/9/2016.*

J14.14 Policy Effective Date

The effective date of the policy, or policy revision, shall be July 1, 2020 or the date the VSF Trustees and the DVS Commissioner ratify the policy whichever is later.

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Appendix A

The Donor Bill of Rights

Philanthropy is based on voluntary action for the common good. It is a tradition of giving and sharing that is primary to the quality of life. To assure that philanthropy merits the respect and trust of the general public, and that donors and prospective donors can have full confidence in the not-for-profit organizations and causes they are asked to support, we declare that all donors have these rights:

- I. To be informed of the organization’s mission, of the way the organization intends to use donated resources, and of its capacity to use donations effectively for their intended purposes.

- II. To be informed of the identity of those serving on the organization’s governing board, and to expect the board to exercise prudent judgment in its stewardship responsibilities.

- III. To have access to the organization’s most recent financial statements.

- IV. To be assured their gifts will be used for the purposes for which they were given.

- V. To receive appropriate acknowledgement and recognition.

- VI. To be assured that information about their donation is handled with respect and with confidentiality to the extent provided by law.

- VII. To expect that all relationships with individuals representing organizations of interest to the donor will be professional in nature.

- VIII. To be informed whether those seeking donations are volunteers, employees of the organization or hired solicitors.

- IX. To have the opportunity for their names to be deleted from mailing lists that an organization may intend to share.

- X. To feel free to ask questions when making a donation and to receive prompt, truthful and forthright answers.

The Donor Bill of Rights was created by the Association of Fundraising Professionals (AFP), the Association for Healthcare Philanthropy (AHP), the Council for Advancement and Support of Education (CASE), and the Giving Institute: Leading Consultants to Non-Profits. It has been endorsed by numerous organizations. Association of Fundraising Professionals (AFP), all rights reserved. Reprinted with permission from the Association of Fundraising Professionals March 5, 2019.

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Performance Budgeting *Appendix E B* [Fm Joint Policy 4.]

The objective is to make the budget more effective by focusing on results of resources allocated to DVS programs that VSF supports. The basic principle of performance budgeting is accountability; measuring how well each respective project was implemented. Also by assessing how effectively the funds budgeted/allocated to the DVS project were used.

Performance based budgeting supports decision making by establishing a purpose, setting measurable objectives, and providing flexibility to achieve the desired outcome. Performance may be judged by a program's ability to certain objectives that contribute to established goals within the constraints of the resources (or inputs) allocated. By linking inputs to program outcomes and not process outputs, accountability can be measured. A resource allocation decision can be made by determining which projects achieve the greatest outcomes by focusing on results.

The VSF Performance Budgeting Initiative process would be as follows:

- 1) At the DVS Commissioner level, project funding requirements would be scrubbed/reviewed, prioritized and recommendations prepared for presentation to the VSF for fund allocation.
- 2) The DVS recommendations would include prioritization and performance measures that can be used by the VSF to measure the results or effectiveness of the use of the funds allocated from the VSF.
- 3) Before the third quarter VSF meeting of each fiscal year, DVS would provide a detailed review that would precede the development and subsequent approval by VSF for allocating funds to DVS for expenditure the next fiscal year.
- 4) This review would address both prioritization and performance. The DVS and or its supported activity would be asked to answer a few basic questions. These would include:
 - a. What is the activity that requires additional funding?
 - b. What and why is the current funding insufficient?
 - c. What is its priority in comparison to the other requirements submitted by the DVS?
 - d. In the event the program is currently receiving additional VSF funding, how has it performed, based on performance metrics approved by VSF?
 - e. Should a program not be on track to obligate the budgeted VSF funding, is there a shortfall in requirements, or a failure to execute the level of activity associated with the budget?
- 5) VSF Trustees validate the need and recommend a fund allocation annually at the May meeting.

The key to this initiative is approving priorities, establishing measurement metrics, and measuring program performance using both quantitative and qualitative methods. This approach will provide information to make better choices, better decisions and in turn provide greater value.

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**VIRGINIA VETERANS SERVICES FOUNDATION (VSF)
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Appendix C

Procedures for Requests for Funds

Introduction. The VSF biennial schedule by fiscal year for VSF operations and requesting funds for budgeting purposes is attached to this Appendix. The following procedures are provided for planning and may be used as the situation dictates for requesting funds for veterans services. The procedures are divided into requests for restricted funds and unrestricted funds.

Normal Budget Request Procedures for Restricted Funds.

Restricted funds are funds that have been donated for a particular purpose or program. They are placed in trust in the Veterans Services Fund. DVS provides requests to VSF through the annual budgeting process with updates through the year as the evolving situation requires. The initial budget approval process for both the biennium budget and adjustments for the following year takes about three months to complete in the spring of each year.

The process starts in about March with a request to DVS divisions for information about the requested allocations of funds for the current, the next year, or the next biennium. The request may be initiated either by the VSF Executive Director or the DVS CFO or by mutual agreement. The request must contain: (1) the prior year's budget, as adjusted; and (2) the base spending authority authorized by the current Appropriation Act. Written justification must accompany requests that exceed the base spending authority or are either urgent or unusual. DVS divisions may submit requests for expenditures they need or desire that exceed their spending authority or involve insufficient funds with written justification for the request.

The budget requests for the biennial or adjustments for the next year should be due to the DVS Commissioner by late April or early May so that the Commissioner's staff can review the requests and ask for additional information, if necessary. The budget requests must be received by VSF staff at least four weeks before the June Board of Trustees meeting for evaluation.

The budget requests are provided to the VSF Finance Committee Chair at least three weeks before the June Board meeting. The Chair may share them with the Finance Committee members for review prior to the Finance Committee meeting regarding the request's appropriateness, completeness, and funding availability from the restricted funds available. If additional information is needed, it is requested from DVDS through the VSF Executive Director. The budget request should be complete by the Finance Committee meeting for final consideration and a recommendation for approval by the Board of Trustees.

Should the DVS budget request require additional fundraising, the Finance Committee Chair shall share the request for funds with the VSF Development Committee Chair for

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consideration and recommendations. The review by the two committees may be abridged if no issues are foreseen by the committee chairs.

The Finance and Development Committee recommendations are presented to the Board of Trustees for approval. If there are differences between the two committees' recommendations, they must be resolved at the Board meeting or tabled until the next meeting.

Requests for updates/adjustments are handled with the same procedure on a quarterly basis each September, December, March, and June.

Special Budget Request Procedures for Unrestricted Funds.

Re request procedure follows the process and timelines as those set forth under "Normal Budget Request Procedures for Restricted Funds" without quarterly consideration of adjustments. Greater scrutiny is placed on the need for the funds, how the funds will be used, and the ability of the requestor to replace the funds. Regular reports are required regarding the use of funds and their replacement by the requestor.

Attachments:

VSF Biennial Fiscal Year Schedule, Even Numbered Fiscal Year

VSF Biennial Fiscal Year Schedule, Odd Numbered Fiscal Year

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VSF Biennial Fiscal Year (FY) Schedule*

Even Numbered FY

July 1 (Starts in odd numbered calendar year; e.g., July 1, 2019-June 30, 2020 for FY20)

Board Officers assume duties

First Quarter (August-September**) meeting first or second week of month (Location)

Receive APA audit report, if available

Consider and approve Goals and Objectives for current FY

Approve 4th Quarter prior FY Financial Statement and Annual Report to Governor and General Assembly

Board Chair appoint Committee Chairs/Assistant Chairs

Approve Non-general Fund allocations

Approve Legislative Initiatives, if required in August

Approve Committee Chair/Assistant Chair appointments

September

Board Chair to prepare Executive Director Annual Evaluation, due in October

Second Quarter (December) meeting first or second week of month (Location)

Approve 1st Quarter current FY Financial Statement

Approve current FY budget adjustments, if any

January, Wednesday second week Legislature convenes for 60 day session ending end of fourth week in March

During mid-March

Request Budget Adjustments for current FY due mid-April

Request Budget input/adjustments for next FY due mid-April

Third Quarter (March) meeting last week of month (Location)

Approve 2nd Quarter current FY Financial Statement

Approve current FY budget adjustments, if any

Approve review of VSF-DVS Policies, if needed

Confirm dates and locations of next FY Board meetings

Elect a nominating committee

April

Nominating Committee put out call for candidates for officers' positions

Fourth Quarter (June) meeting first or second week of the month (Location)

Review current FY Goals and Objectives as a baseline for next FY Goals and Objectives

Approve 3rd Quarter current FY Financial Statement

Approve budget adjustments, if any

Consider current biennial FY Budget adjustments (As will be required for the coming odd year GA Session)

Elect officers for next FY

*At all meetings, as appropriate, receive VVFS, V3, and other DVS activity updates.

**Depending on DPB Schedule for budget

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VSF Biennial Fiscal Year (FY) Schedule*

Odd Numbered FY

July 1 (Starts in even numbered calendar year; e.g., July 1, 2020-June 30, 2021 for FY21)

Board Officers assume duties

First Quarter (September**) meeting second week of month (Location)***

Receive APA audit report, if available

Consider and approve Goals and Objectives for current FY

Approve 4th Quarter prior FY Financial Statement and Annual Report to Governor and General Assembly

Approve review of VSF-DVS Policies, as required

Board Chair appoint Committee Chairs/Assistant Chairs

Approve next FY General and Non-general Funding Budget adjustments, if required

Approve Committee Chair/Assistant Chair appointments

Approve tentative meeting dates and locations

September

Board Chair to prepare Executive Director Annual Evaluation, due in October

Second Quarter (December) meeting second week of month (Location)***

Approve 1st Quarter current FY Financial Statement

Approve current FY Non-general Fund budget adjustments, if any

Approve review of VSF-DVS Policies, if needed

Approve Bylaws and MOU changes, if any

January, Wednesday second week Legislature convenes for 46 day session ending end of second week March

During mid-March

Request from DVS Budget Adjustments for current FY due mid-April

Request Budget from DVS input for next FY due mid-April

Request from DVS next biennial Non-general Fund budget requirements (i.e., in 2019 request for FY2021-22)

Third Quarter (March) meeting last week of the month (Location)***

Approve 2nd Quarter current FY Financial Statement

Approve current FY budget adjustments, if any

Approve review of VSF-DVS Policies, if needed

Elect a nominating committee

April

Nominating Committee put out call for candidates for officers' positions

Fourth Quarter (June) meeting second week of the month (Location)***

Review current FY Goals and Objectives as a baseline for next FY Goals and Objectives

Approve 3rd Quarter FY17 Financial Statement

Approve budget adjustments, if any

Consider and approve next Biennial Budget starting in next odd numbered FY (See above example)

Approve next FY schedule of dates and locations of Board meetings

Elect officers for next FY

*At all meetings, as appropriate, receive VVFS, V3, and other DVS activity updates.

**Depending on DPB Schedule for budget

***In odd numbered years review all VSF-DVS Policies, Bylaws, and MOU