

State of Rhode Island and Providence Plantations

Technical Appendix



Fiscal Year 2019

Gina M. Raimondo, Governor

Appendix B

Internal Service Fund Accounts

Internal Service Fund Accounts

Internal Service Fund accounts are established to finance and account for the operations of certain state programs that provide services to other state agencies, institutions and other governmental units on a cost reimbursement basis. The purpose of such accounts is to ensure that the activities of the respective programs are managed in a businesslike manner. They are intended to promote efficient use of services by making agencies pay the full costs associated with providing the service and allocate the costs of central administrative functions across all fund types, particularly so that federal and other non-general revenue funded programs share in the costs.

Each Internal Service Fund develops its own billing structure, which is reviewed on an annual basis prior to the start of each fiscal year. In most cases, direct charges associated with a service being provided to a user agency are billed to that agency, along with an overhead charge for the administrative costs of operating the respective fund.

On the following pages are descriptions of each of the Internal Service Fund accounts requested as part of the FY 2018 Budget, with explanations of their purpose and the rationale for utilizing this structure for funding the respective program.

Department of Administration

Internal Service Fund: Health Insurance Fund

Description:

This Health Insurance Fund is used to account for the cost of health insurance coverage for employees and retirees. Historically, the state has accounted for employee health insurance costs in a series of clearing accounts related to payroll, i.e., state and employee (if any) contributions would be posted as additions to a clearing account and payments to health insurance companies would be posted as deductions. However, sometimes there wasn't a direct correlation between the "premiums" or claims paid to health insurance companies and rates assessed to state agencies (employer share) and/or employees and determining the financial position of the state relative to provision of this benefit was time-consuming. Also, any retroactive settlements with health insurance companies required the direct allocation of the settlement back to several thousand agency budget accounts.

Purpose:

This internal service was created to account for employee and retiree health insurance transactions because the state's financial position associated with providing this employee/retiree benefit will be more readily determinable due to the sometimes indirect correlation between the amount of "premiums" or claims paid to health insurance companies and rates assessed to state agencies (employer share) and/or employees. Also, any retroactive settlements with health insurance companies can be incorporated into a future rate charged to agency budget accounts and employees.

Efficacy:

This Internal Service Fund is used to account for the cost of health insurance coverage for employees and retirees. The current rationale for utilizing this methodology is to gain greater accounting efficiency by (1) avoiding the prior practice of allocating retroactive settlements among several thousand agency accounts and (2) being able to quickly determine the State's financial position associated with providing this benefit to employees and retirees.

Internal Service Fund Accounts

Internal Service Fund: Central Utilities

Description:

The Central Utilities Internal Service Fund is responsible for the administration and fiscal management of electricity and natural gas services provided to the state.

Purpose:

This Office of Energy Resources processes all monthly payments for over 2,055 electric accounts to the state's primary suppliers of electricity, Direct Energy and National Grid. The Office of Energy Resources processes monthly payments for over 137 natural gas accounts to the State's primary supplier of natural gas, Direct Energy. In addition, they process the delivery charges of electricity and natural gas to the State's primary distribution provider, National Grid. Expenditures are then billed to the respective agencies based upon the electricity usage determined by the meters assigned to that agency.

Efficacy:

Without this Internal Service Fund, each state agency would be independently responsible for paying electric bills for the meters assigned to that agency. This would require an internal distribution of costs to all applicable accounts within the agency, a service that is now provided by the central unit. The State has an arrangement with National Grid and Direct Energy where the centralization of electricity and natural gas provided cost avoidance of late charges due to the efficiencies of a central billing model.

Internal Service Fund: Automotive Fleet

Description:

The State Automotive Fleet Internal Service Fund provides for the administration and fiscal management of state-owned vehicles and operates several fuel depots throughout the state

Purpose:

This program oversees the procurement, maintenance and allocation of 2,900 vehicles, including heavy-duty vehicles, boats, trailers, and maintenance equipment. Agencies are billed biweekly for expenses including repairs, fuel, and a surcharge (per gallon) for the operation and maintenance of fuel depots. The administrative costs for the Office of State Fleet Operations (OSFO) are charged to agencies per vehicle on an annual basis. All agencies share these overhead costs in an equitable manner.

Efficacy:

Decentralization of automotive fleet functions would result in duplication of efforts, inconsistent policies and procedures between agencies, loss of control over new vehicle purchases, and the absence of a central comprehensive database, which would make it difficult to meet mandated federal reporting requirements on alternative fuel vehicles.

Internal Service Fund: State Fleet Replacement Revolving Loan Fund

Description:

The State Fleet Replacement Revolving Loan Fund provides loans to state agencies for the acquisition of vehicles and related equipment. These loans are paid back by the respective agencies over a period of three to seven years depending on the value of the equipment acquired. The Fund also grants a portion of its allotment to the Rhode Island Public Transit Authority

Purpose:

Internal Service Fund Accounts

This revolving loan fund replaces the use of debt issuances by the state to fund vehicle acquisitions. As funds are repaid annually, they are available to issue new loans.

Efficacy:

Use of a revolving loan fund enables the State to save on interest expense associated with the issuance of debt and also provides cost-saving opportunities when multiple vehicles are purchased.

Internal Service Fund: Surplus Property

Description:

This internal service fund oversees the acquisition and distribution of federal surplus property, as well as the storage and disposal of state surplus property.

Purpose:

Section 42-56.2-1 of the RI General Laws requires the appointment of a Federal Surplus Property Officer by the Director of Administration. This position is authorized to acquire from the federal government surplus property that may be of benefit to the state, local governments or non-profit educational or charitable institutions. This position oversees the Surplus Property Internal Service Fund. Although the Fund will acquire federal surplus property on behalf of state agencies or other eligible recipients, they do not bill for this service. The program is not currently generating revenues.

Efficacy:

The staff responsible for overseeing the surplus property program is funded with General Revenues and thus these costs are not allocated to user agencies. As stated above, the only billings made by this internal service fund are currently for space rental at a state warehouse. Without the existence of an internal service funds, these costs could be billed to the user agencies using an alternative accounting method or the costs to operate the warehouse could be fully funded with general revenues, thereby eliminating the need to bill any agency for storage.

Internal Service Fund: Central Mail

Description:

The Central Mail unit provides for inter-agency mail delivery and processing of United States mail for most state agencies.

Purpose:

Aggregation of mail functions constitutes a major source of cost savings and cost avoidance for government operations statewide. Costs are allocated to agencies via a billing system that applies the internal and external costs to agency budgets.

Efficacy:

This Internal Service Fund is used to allocate the cost of mail processing to various agencies. The current rationale for utilizing this methodology is to gain greater efficiency from the central management of mail processing services.

Internal Service Fund Accounts

Internal Service Fund: Telecommunications/Centrex

Description:

The Telecommunications Internal Service Fund supports all voice and data communications infrastructure throughout state government, as well as the public information operators. Voice services include planning, procurement, provision, installation and maintenance of all voice telephone devices, lines and extensions, billing and vendor liaison. Data services include planning, procurement, provision, installation, addressing, routing and maintenance of all WAN data lines and data connections, access to the Internet, security and filtering, billing, and vendor liaison throughout state government.

Purpose:

This Internal Service Fund, as with the Central Utilities Fund, processes all payments for voice communication services to the providers of these services (primarily Verizon). Agencies are then billed monthly for their usage, as well as an overhead charge allocated based upon the number of phone lines in each agency.

Efficacy:

This Internal Service Fund is used to allocate the cost of telephone services to the various agencies. The current rationale for utilizing this methodology is to gain efficiencies from central management of direct and indirect telecom costs. Without the existence of this fund, each agency would be responsible for receiving and paying invoices for telecommunication services provided to their agency.

Internal Service Fund: Assessed Fringe Benefit

Description:

The Assessed Fringe Benefit Internal Service Fund makes payments for various employee fringe benefits. The fund generates revenue by assessing a charge against the amount of salaries and wages paid to state employees.

Purpose:

The assessment charged by this fund pays for the following employee fringe benefits: services provided by the Donley Center; services of the Workers' Compensation Court and the Division of Workers' Compensation administrative costs related to workers' compensation activities; payments to Workers' Compensation providers; Workers' Compensation benefit payments to employees; Unemployment Compensation payments; and payments to employees for unused leave upon termination from state service.

Efficacy:

This fund was established in part to eliminate the fluctuations in agency budgets that result from workers' compensation claims, unemployment claims, and termination costs. The use of the statewide assessment also meets federal cost allocation requirements.

Internal Service Fund: Human Resources

Description:

The Division of Human Resources provides Human Resource services to Executive Branch departments in the State. The fund generates revenue by assessing a per FTE charge to each agency within the Executive Branch exclusive of Higher Education and the R.I. Department of Education who have their own Human Resource Departments.

Internal Service Fund Accounts

Purpose:

The Division of Human Resources is led by a Director of Human Resources whose office is responsible for the overall management of the quality of the State's Human Resources functions and services, including strategic planning, directing, developing and implementing a statewide program of personnel administration, payroll, recruitment, and employee/labor relations, site operations, and training and development.

Efficacy:

This Internal Service Fund is used to allocate the cost of Human Resources services to the various agencies in the Executive Branch. The current rationale for utilizing this methodology is to gain efficiencies from central management of human resource management while maximizing the non-general revenue recovery of services received by the benefiting funding source. Without the existence of this fund, each agency would be responsible for human resource functions, which could lead to inconsistent interpretation of contracts, employee and handbooks and discipline. To fund this service in the agencies would require additional resources to fill all the functions this centralized organization is responsible for.

Internal Service Fund: DCAMM-Facilities Management

Description:

The DCAMM-Facilities Management Internal Service Fund provides for the administration and facilities management oversight of state-owned properties.

Purpose:

The Office of Facilities Management & Maintenance (formerly Facilities Management) is responsible for the management of all active campuses and buildings and surplus property, and is led by the Associate Director of Facilities Management & Maintenance. The Office of OFMM has oversight for the following Property Management functions:

- Space Management: Expansion or modification of the State's portfolio
- Contracting: Extension, cancellation or execution of new/existing vendor contracts
- Deferred Maintenance Investments: Large projects focused on repair and replacement of deteriorating assets
- Capital Equipment replacement: Replacement of infrastructure and equipment as needed
- Leasing/New Construction: Execution of lease agreements on behalf of client state agencies.

Facilities Management & Maintenance is responsible for handling day to day operations at all state facilities where DCAMM has direct oversight including handling minor repairs (under \$2.5M), setting up and overseeing facility/campus security, ensuring appropriate ADA access at all facilities, responding to facility emergencies 24/7, managing traffic flows and wayfinding systems, maintaining an efficient and effective communication system with all building/facility/campus tenants, grounds keeping/landscaping, utilities management, snow removal, care/maintenance of artwork and historic artifacts, et al.

Efficacy:

This Internal Service Fund is used to allocate the cost of the Office of Facilities Management & Maintenance services to the various agencies in the Executive Branch. The current rationale for utilizing this methodology is to gain efficiencies from central management of Facilities Management & Maintenance, and demonstrate the total cost of a Department's operations including their "lease space" of operations. This allows for maximum reimbursement of allowable costs from non-general revenue sources.

Internal Service Fund Accounts

Internal Service Fund: Information Technology Fund

Description:

The Information Technology Internal Service Fund is created to bill for technology services provided throughout State Government including the Executive Branch, and Elected Officers for enterprise services including CIO management, operations, application development, RI FANS, and project management functions.

Purpose:

The responsibility of the Division of Information Technology is:

- Manage the implementation of all new and mission critical technology infrastructure projects and upgrades for state agencies. The office of information technology, under ETSS, shall manage and support all day-to-day operations of the state's technology infrastructure, telecommunications, and associated applications.
- Manage the office of digital excellence in order to ensure that large scale technology projects are delivered in a timely manner in accordance with accepted best industry practices.
- Coordinate efforts with the director of administration in order to plan, allocate and implement projects supported by the information technology investment fund.
- Supervise all intellectual property created as a result of work undertaken by employees of ETSS to ensure that ownership of this intellectual property remains with the state. Any patents applied for shall be in the name of the state.

Efficacy:

The current rationale for utilizing an internal service fund for information technology is to gain strategic efficiencies, identify opportunities to implement technology solutions across state agencies to prevent duplication of systems and effort, as well as effectively support these solutions in an efficient manner. In addition, billing agencies who receive the benefit of these services will allow for the maximization of non-general revenue cost recovery of services received by the benefiting funding source.

Department of Corrections

Internal Service Fund: Correctional Industries

Description:

Correctional Industries are the work programs in correctional facilities that provide real world work experience to inmates, teaching them transferable job skills and work ethic to help them prepare for post-release reentry and employment.

Purpose:

Correctional Industries employs over two hundred inmates who manufacture various products or provide services to state agencies, cities and towns and non-profit organizations. This is the only self-funded reentry support program in Corrections - no appropriated funds are required for its operation since it relies on revolving funds from the income generated by the sale of products and services produced through the program.

Internal Service Fund Accounts

Efficacy:

Because Correctional Industries' customer base not only includes state agencies, but also municipal and non-profit agencies, it is virtually impossible to have any mechanism other than an Internal Services Fund to allow for the continuation of this program.

Internal Service Fund: Corrections Warehouse / Central Distribution Center

Description:

The Central Distribution Center is responsible for the central purchase of food staples, janitorial items, and other supplies for warehousing and distribution/sale to state agencies and state school districts. The unit also administers the U.S. Department of Agriculture food distribution program.

Purpose:

This Internal Service Fund was created in order to provide for the most cost-effective procurement and delivery of goods to other state programs. The Fund also utilizes inmates working under the supervision of warehouse staff in order to increase the capacity to serve various customers and to provide work training experience for inmates.

Efficacy:

The current rationale for this Internal Service Fund is to improve efficiency by providing a centralized mechanism for the purchase and distribution of goods.

Secretary of State

Internal Service Fund: Record Center

Description:

The State Records Center stores and manages the nonpermanent records of state agencies and funds the Public Records Administration office. This program, a central storage facility for inactive state government records, serves all state agencies.

Purpose:

This Internal Service Fund ensures that state agencies pay only for actual records stored and services received. Most states and the federal government operate their programs through the same or similar means. A Master Price Agreement with a private records storage company governs overall records storage costs and services. Although the private vendor transports and stores the records, state agencies' service requests are channeled through the Public Records Administration office. On a monthly basis, the vendor provides the Public Records Administration Office with a master invoice for all charges to the state, and also individual agency accounts.

Efficacy:

The State Records Center could receive a direct appropriation of funds to cover the entire cost of record storage and other services for all agencies instead of each agency being allotted their own requested amount, but this method would not be as efficient as the current rotary account. A rotary account ensures that agencies pay for actual records stored and services received. A direct appropriation would be an estimate that would have to be revised at the end of the fiscal year.

Internal Service Fund Accounts

Department of Public Safety

Internal Service Fund: Capitol Police Rotary

Description:

The Capital Police Rotary account is for reimbursements from other departments within the state that the Capitol Police provides service for.

Purpose:

To supply security services to the Department of Human Services; Department of Children Youth & Families; Division of Motor Vehicles; Treasury; Operator Control on the Pastore Complex; and the Department of Transportation. Their mission is to protect property and ensure the safety of the employees with those buildings as well as protecting the public that enter these facilities daily to conduct business.

Efficacy:

This Internal Service Fund is used for the personnel funding for 13.0 capitol police officers in FY 2018.