



BUREAU OF BUDGET & MANAGEMENT RESEARCH

OFFICE OF THE GOVERNOR
Post Office Box 2950, Hagåtña Guam 96932



LOURDES A. LEON GUERRERO
GOVERNOR

LESTER L. CARLSON, JR.
DIRECTOR

JOSHUA F. TENORIO
LIEUTENANT GOVERNOR

APR 03 2025

Benjamin J.F. Cruz
Public Auditor
Office of Public Accountability
Suite 401, DNA Building
238 Archbishop Flores Street
Hagåtña, Guam 96910

Håfa Adai Public Auditor Cruz,

Buenas yan Håfa Adai! Pursuant to Title 1 Guam Code Annotated, Chapter 19, §1922(a), transmitted herewith is the Bureau's Citizen Centric Report for Fiscal Year 2023. A copy of this report has also been uploaded onto our website at bbmr.guam.gov as mandated.

Senseramente

LESTER L. CARLSON, JR.

Attachment(s)



1. ABOUT US

2. PERFORMANCE

3. FINANCIALS

CHALLENGES/ 4. FUTURE OUTLOOK

ABOUT THE BUREAU

The Bureau of Budget and Management Research (BBMR) functions as one of the staff offices of the Governor, with a staff complement of 13 professionals. With the passage of P.L. 12-115, BBMR provides technical and support services in fiscal planning, directing, and coordinating program planning and evaluation activities. These activities are conducted to ensure that effective planning and management methods are used by departments and agencies of the Government of Guam.



VISION

The BBMR aims to provide guidelines on organizational methods, policy, execution, financial management, and technical assistance to the various agencies and departments within the Government of Guam. The Bureau of Budget and Management Research uses extensive research and planning methodologies for all aspects of GovGuam's operations to ensure all budgetary and control systems are in accordance with all local and federal policies, laws, mandates, and procedures.



STRATEGIC GOALS

- Provide guidance and direction to all government agencies on programmatic and budgetary matters
- Provide the Governor and the Legislature with information and support to effectuate and facilitate policy deliberations and decisions
- Implement the Governor's programmatic and fiscal policies
- Review and implement legislative mandates affecting budgetary and fiscal policies government-wide
- Conduct ongoing review and evaluation of financial and operational controls of the Government



MISSION

The BBMR is responsible for developing, implementing, monitoring, and managing the Executive Branch budget for all line agencies of the Government of Guam, as well as providing advisory guidance to the Governor on policy development, program coordination, fiscal impact, planning and budgeting matters.

STAFF COMPOSITION

	FY2021	FY2022	FY2023
DIRECTOR	1	1	1
B&M ANALYST SUPERVISORS	3	3	3
B&M ANALYSTS	8	8	9
ADMINISTRATION	3	3	4

LEADERSHIP

HONORABLE
LOURDES A. LEON GUERRERO
I MAGA'HÅGAN GUÅHAN
 GOVERNOR OF GUAM

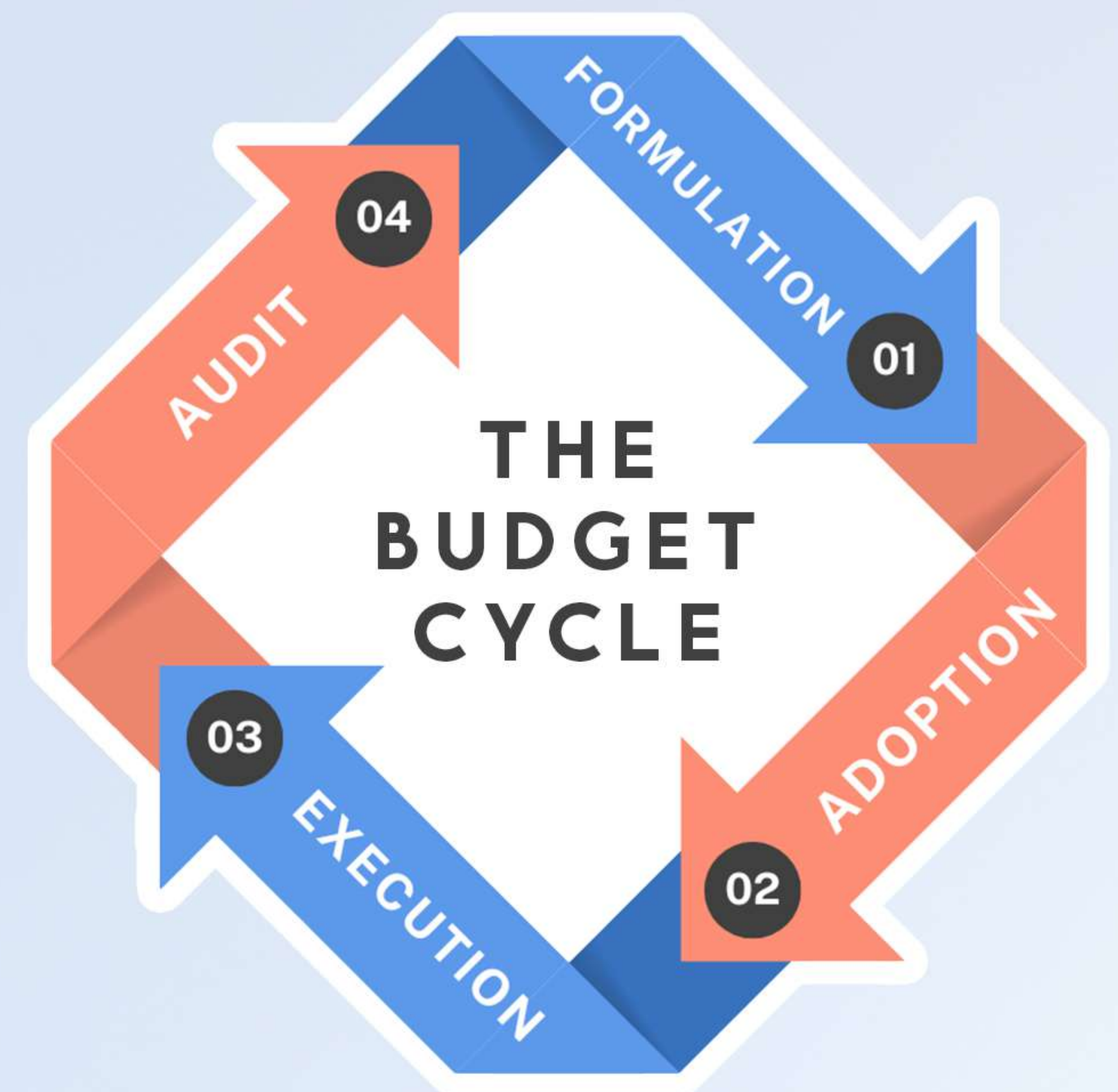
HONORABLE
JOSHUA F. TENORIO
I SIGUNDO MAGA'LÅHEN GUÅHAN
 LT. GOVERNOR OF GUAM

LESTER L. CARLSON, JR.
 DIREKTOT
 DIRECTOR

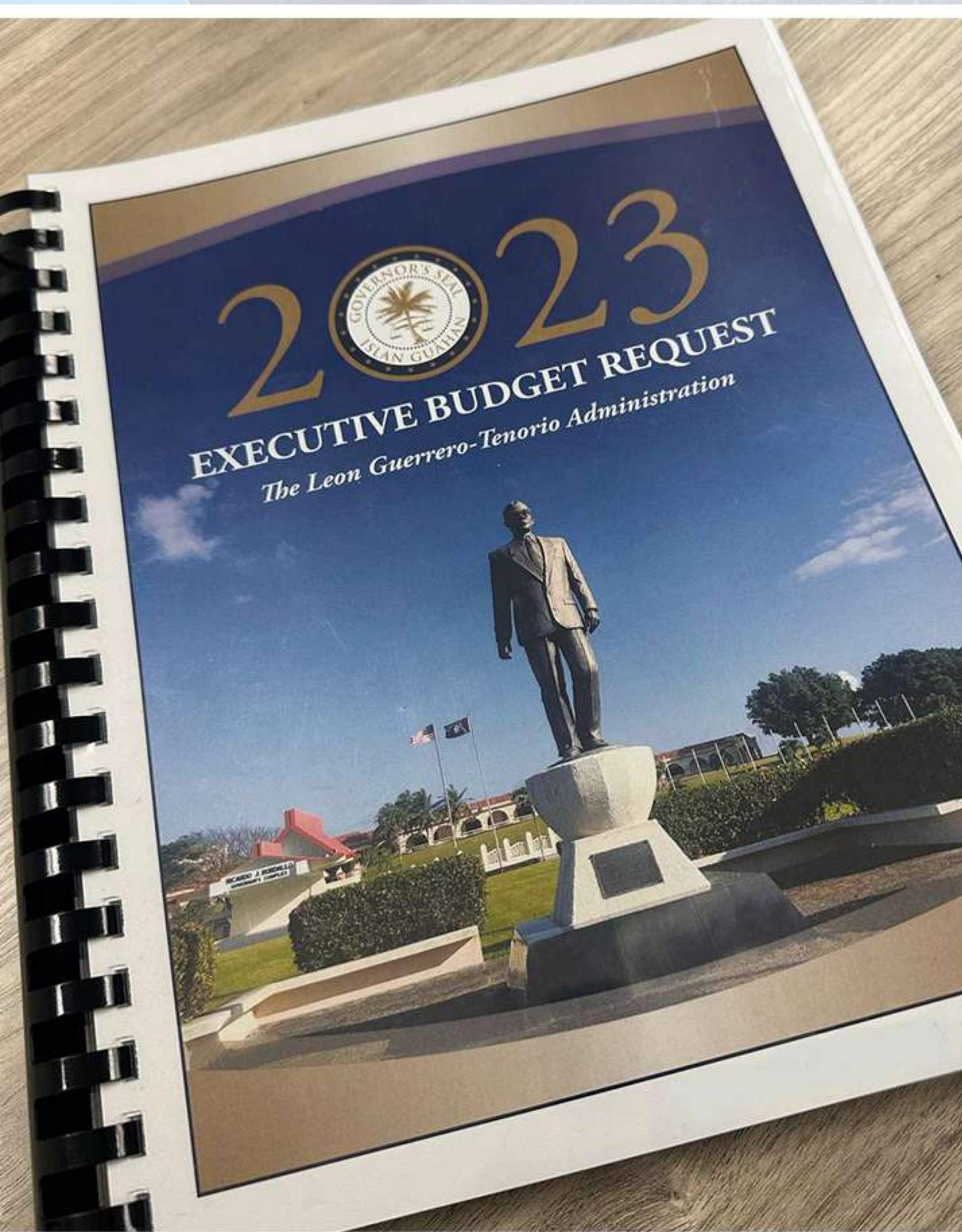
Every fiscal year, the Government of Guam operates using revenues appropriated through that fiscal year's Budget Act. The Budget Act is what authorizes the entire government to spend money from the General Fund and several different Special Revenue Funds. But where does this process start?

The Budget Call is a memorandum that the BBMR sends out between the months of November and December to initiate what is called the "Budget Process." It is through the Budget Call that several actions are set in motion. After this document is disseminated, departments have until the end of December to submit their "Wish List" budgets.

The BBMR reviews each "Wish List" budget and then creates a Budget Ceiling. The Budget Ceiling is determined using revenue projections produced by the BBMR. From this revenue estimate, the Governor divides it out to determine departmental Budget Ceilings. These are used to compile the Governor's Executive Budget Request. The Governor's Executive Budget Request is then submitted to the Legislature by January 31 of each fiscal year.



DIGGING A BIT DEEPER



While at its base, the Budget Call is a "call for budgets;" it is also a way to standardize the format and the methodology of budgets across all line agencies. How is this done? Well, apart from standard budget forms (e.g., budget digests and staffing patterns), the Budget Call also contains guidelines, both general and fiscal-year-specific, for departments to follow while preparing their budgets.

Some examples are as follows:

- All personnel service costs, utilities, and fixed costs must be fully covered as a priority.
- Personnel service costs should be for currently filled positions and recruitments in progress.
- Budgeting overtime must be justified.
- All anticipated travel must be justified.
- All budget submissions should be presented at maintenance levels, exercising budgetary and fiscal discipline while maintaining critical service needs.

The final guideline listed might raise the question, "But if departments submit 'Wish Lists,' why then is it stated that budgets should be at the maintenance level?" The key to this guideline is the phrase "critical service needs." This is the opportunity for a department to show what the requirements are to run at maximum efficiency. If what a department currently has is not enough, then the "Wish List" is a way to get the conversation started on what is "enough."

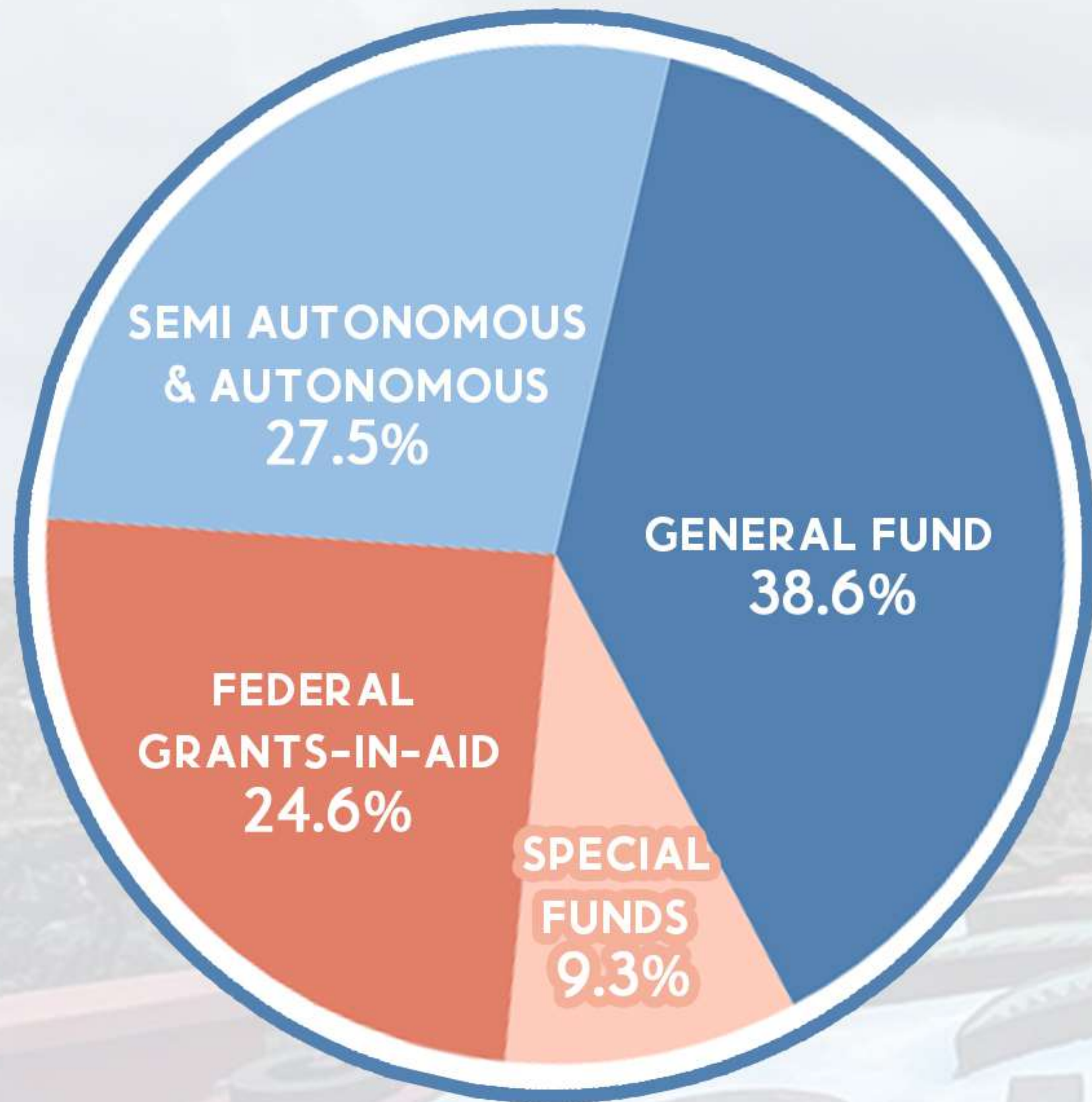
SO ARE WE DONE NOW?

Not quite. Once January 31st has passed and the Governor's Executive Budget Request has been submitted to the Legislature, the work continues. After all, the Governor's Executive Budget Request is a high-level budget request that presents revenue projections, presents line agency programs, estimates federal funding, and proposes Budget Ceilings for each department.

Hold on, but the department sent in their "Wish List." What more do they need? Remember the Budget Ceilings earlier? All "Wish Lists" are then reworked into departmental budgets in line with the Governor's Budget Ceilings. These departmental budgets are due to the Legislature by mid-March.

Then, the Legislature has until August 31st to pass a proposed Budget Act, which the Governor has 10 days to review before the bill passes into law. Only after these steps are completed will we have the final product of a Government of Guam budget. It is this Budget Act that the BBMR and the departments use as a guide for ensuring that all operational, personnel, and service requirements are met throughout the fiscal year while still complying with the law.

FY 2023 GOVGUAM OPERATING REVENUES



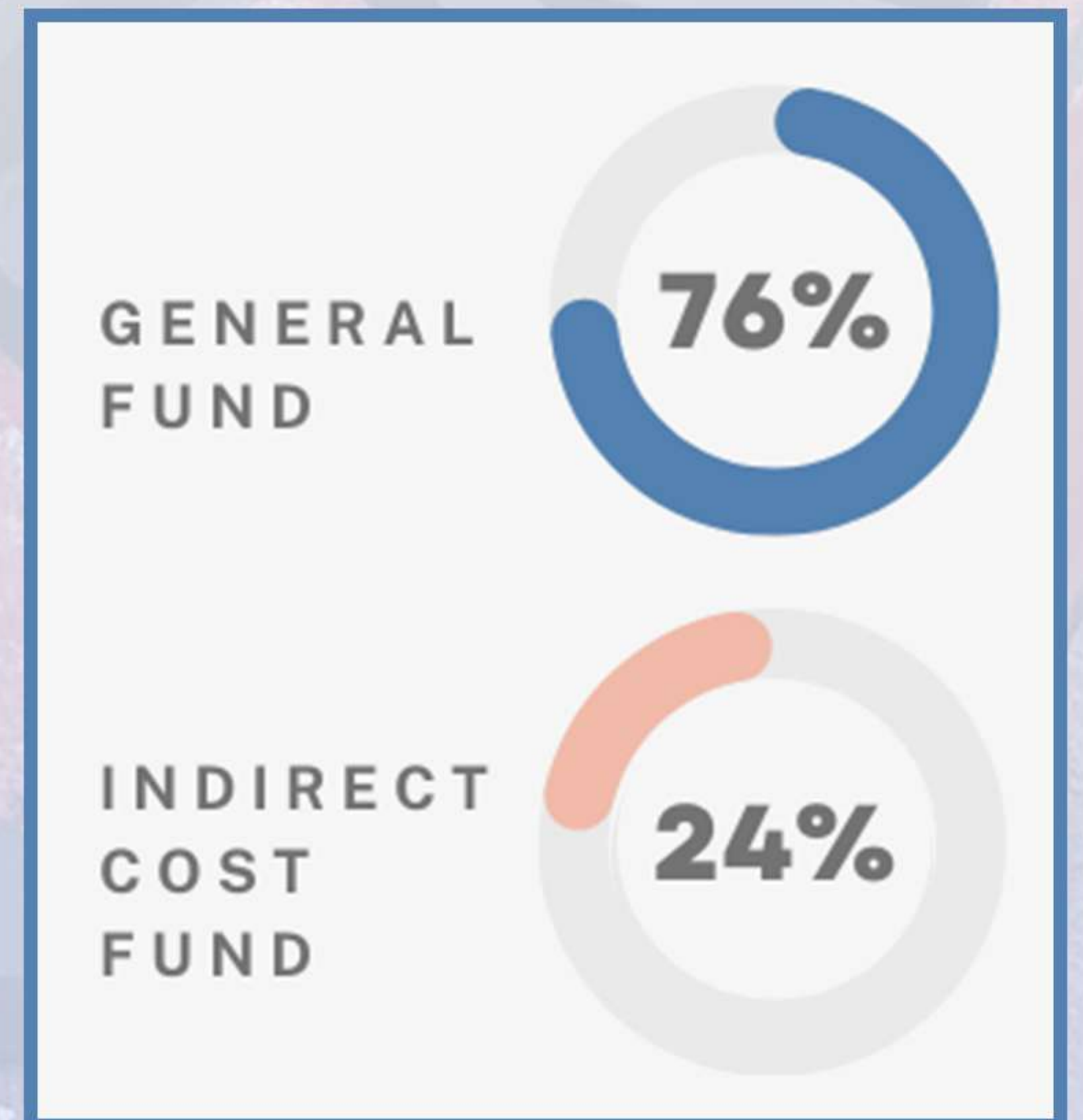
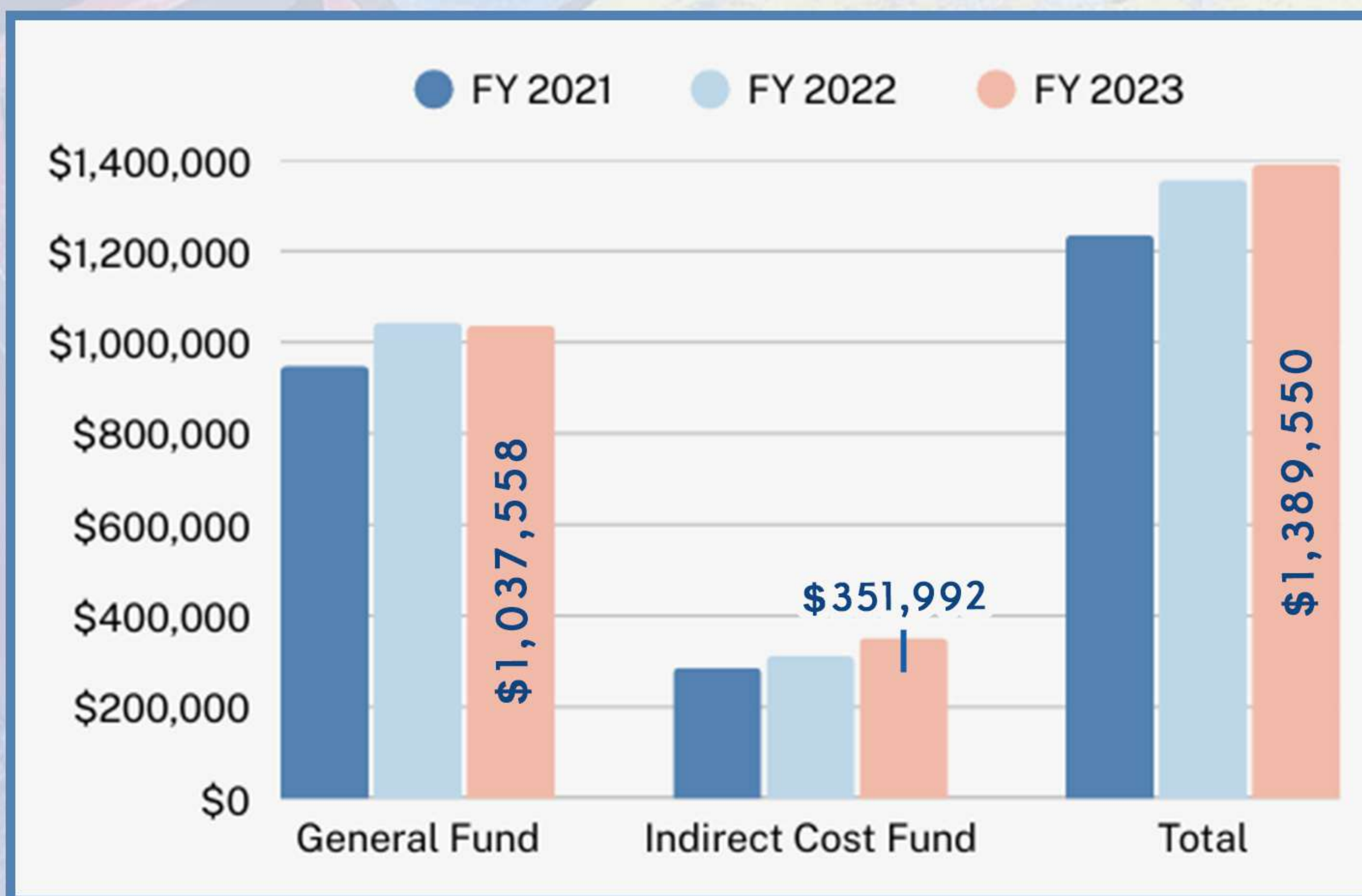
INCREASED PERFORMANCE IN 2023 ↑

15% MORE DOCUMENTS PROCESSED

44% MORE FISCAL NOTES COMPLETED

WORKLOAD INDICATOR	FY 2021	FY 2022	FY 2023
1. Coordinate the preparation of the program and financial plan of the Executive Branch and submission of such plans to the Legislature	1	1	1
2. Fiscal Policy Committee Meetings	52	52	52
3. Cabinet Meetings	24	24	24
4. Review of Legislation and provide comments on proposals (FN, LRC)	202	142	204
5. Review of departmental requests such as Contracts, GG1's, Travel Authorizations, Modifications, etc.	8,864	11,231	12,942
6. Indirect Cost Negotiation	1	1	1
7. Annual CIP Requests to DOI	1	1	1

FY 2021 - 2023 BBMR EXPENDITURES + ENCUMBRANCES



AN INDEPENDENT AUDIT OF THE GOVERNMENT OF GUAM WIDE FINANCIAL STATEMENTS FOR FISCAL YEAR 2023 WAS CONDUCTED RESULTING IN AN UNMODIFIED AUDIT OPINION. THE AUDITED FINANCIAL REPORT CAN BE FOUND AT WWW.OPAGUAM.ORG.

WHAT'S IN STORE FOR US?

The BBMR continues to improve its delivery of services in terms of providing quicker publication times of website content and its efforts to provide staff training in website maintenance and troubleshooting. The goal is to achieve government transparency and improve the public's trust in the Administration.

With the COVID-19 pandemic policies and measures continuing into FY2023, the Bureau has continued the requirement of all government departments/agencies to submit all incoming documents electronically for processing, thereby reducing public contact, the BBMR intends to continue this protocol.

Federal government expenditures continue to represent the largest single source of funds flowing to Guam, largely due to the COVID-19 pandemic. The BBMR continues to work collaboratively with the Department of Administration (DOA) and recipient departments on managing direct aid from the federal government under the Coronavirus Aid, Relief, and Economic Security (CARES) Act, the Coronavirus Response and Relief Supplemental Appropriations (CRRSA) Act, and the American Rescue Plan (ARP) Act. This includes the allocation of \$117M under the CARES Coronavirus Relief Fund Program and an additional \$553M under the ARP Coronavirus State Fiscal Recovery Fund.

The BBMR continues to face the challenge of rebuilding its cadre of Analysts due to attrition, primarily through the retirement of senior personnel and supervisors. The BBMR also faces another struggle in the retention and departure of its professional staff to local Autonomous agencies and the Federal government due to higher salaries offered at these entities. However, the DOA conducted the General Pay Plan (GPP) study and recommended to *I Maga'hågan Guåhan* that the pay structure for the GPP be adjusted by 22% to help bring the pay structure and associated salaries closer to alignment with market data, and to help address the Internal Equity disparity with autonomous agencies. *I Maga'hågan Guåhan* approved the pay plan on January 31, 2023, covering the largest number of positions and the most employees throughout the government.

Since FY2020, the BBMR has experienced problems in the retrieval of reliable data from the current Financial Management Information System (FMIS) and looks forward to the implementation of a new Financial Management Information System throughout the government of Guam. The DOA has awarded a contract to Maryland-based vendor Performa Software USA Inc. and will begin the training of employees government-wide. This new FMIS will greatly improve the budget and accounting of government funds and provide reliable data and financial reports.



Preparation of the Governor's
FY2024 Executive Budget Request



BBMR
Annual Christmas Party



BBMR attendees at the
2023 AGA Guam Chapter
Professional Development Conference

WE WANT TO HEAR FROM YOU!

What are your thoughts on this report?
Would you like to see other information included?
Please let us know by contacting our office at (671) 475-9107.
Visit our website at <http://www.bbmr.guam.gov>.



Fwd: FY2023 Citizen Centric Report

1 message

Benjamin Cruz <bjcruz@guamopa.com> Fri, Apr 4, 2025 at 9:09 AM
To: Vincent Duenas <vduenas@guamopa.com>, Jerrick Hernandez <jhernandez@guamopa.com>, Thyrza Bagana <tbagana@guamopa.com>, Joy Esperanza <jesperanza@guamopa.com>, Maryann Manglona <mmanglona@guamopa.com>, Frederick Jones <fjones@guamopa.com>, Thomas Eladio Battung <tbattung@guamopa.com>, Mariella Cruz <mcruz@guamopa.com>, Ren Jalandoni <rjalandoni@guamopa.com>, Selina Onedera-Salas <sonederasalas@guamopa.com>, Kayleen Concepcion <kconcepcion@guamopa.com>, Thomas Quichocho <tquichocho@guamopa.com>, Melissa Ngiralmu <mngiralmu@guamopa.com>, Leonanie Leon Guerrero <lleonguerrero@guamopa.com>

Benjamin J. F. Cruz

Public Auditor

Office of Public Accountability – Guam

www.opaguam.org

Tel. (671) 475-0390 ext. 209

Fax (671) 472-7951

This e-mail transmission and accompanying attachment(s) may contain confidential or privileged information. If you are not the intended recipient of this e-mail, please inform the sender and delete it and any other electronic or hard copies immediately. Please do not distribute or disclose the contents to anyone. Thank you.

----- Forwarded message -----

From: **Analyn Reyes** <analyn.eustaquio@bbmr.guam.gov>

Date: Thu, Apr 3, 2025 at 5:37 PM

Subject: FY2023 Citizen Centric Report

To: BJ Cruz <bjcruz@guamopa.com>

Cc: Lester Carlson <lester.carlson@bbmr.guam.gov>, BBMR Administrative Staff <admin@bbmr.guam.gov>

Håfa Adai! Public Auditor Cruz,

As a precautionary measure, attached is the electronic submission of the bureau's Citizen Centric Report for FY2023.

Please kindly acknowledge receipt of this email.

Si Yu'os Ma'åse!

Analyn C. Reyes

Administrative Assistant

Bureau of Budget & Management Research

P.O. Box 2950

Hagatna, Guam 96932

(Work) (671) 475-9429 / (Fax) (671) 472-2825

 **FY2023 Citizen Centric Report - OPA.pdf**
15284K