



# Bureau of Budget & Management Research 2010 Citizen Centric Report

Published October 2011

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## Leadership

*I Maga' Lahen Guåhan*  
Governor of Guam  
Honorable Eddie B. Calvo

*I Segundu na Maga'lahen Guåhan*  
Lt Governor of Guam  
Honorable Ray Tenorio

*Director*  
John A. Rios, Acting

*Deputy Director*  
Stephen J. Guerrero

## Vision Statement

*The Bureau aspires to be a valuable resource financial organization by providing expertise and leadership in fiscal matters to all stakeholders.*

## Mission Statement

To provide guidelines on organizational methods, policy execution, financial management and technical assistance to the various agencies and departments. To improve the planning, programming and budgeting abilities of the government, through proper research and recommendations on all aspects of its operations. Ensure that all internal accounting and control systems are operated in accordance with policies, procedures, and laws. Provide advisory guidance to the Governor on policy development, program coordination, planning and budgeting matters.

## Strategic Goals / Objectives

Provide guidance and direction to all government agencies on programmatic and budgetary matters.

Provide the Governor and 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.

Implementation of Performance-Based Budgeting (PBB).



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## Budget Process

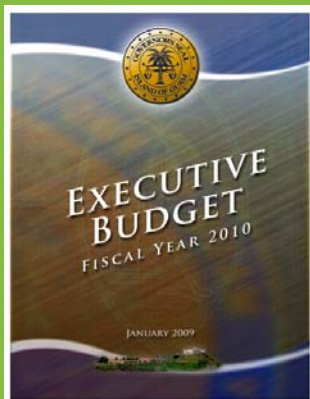
The Budget Process occurs in four (4) essential phases: formulation, adoption, execution, and audit.

During the **formulation phase** the economic forecast and the program and financial plans are prepared for the various departments. Economic data and statistics are utilized in developing projected revenues for the upcoming fiscal year.

The **adoption phase** is the process in which the Legislature considers the Governor's proposal and passes the overall revenue and spending plan under a General Appropriations Bill.

The **execution phase** involves the release of funds appropriated per the General Appropriations Act. This phase includes monitoring and assisting agencies in carrying out the approved budget in line with the established policies of the Governor.

The **audit phase** involves the evaluation of departments / agencies to identify areas in need of improving compliance procedures with applicable laws and regulations.





## What We Do?

**Annual Budget Cycle** - Under the auspices of the Fiscal Policy Team, BBMR provides direct assistance to the Governor for all budget and fiscal related matters to include the preparation of the Executive Budget Request.

- By the end of November, BBMR disseminates the *Executive Budget Call* for Executive Branch department/line agencies to prepare and submit annual funding requirements due no later than December 31
- As mandated, BBMR formulates and prepares the Governor's Executive Budget request for transmittal to the Legislature no later than January 31 (in the event of a change in Administration, April 8 pursuant to Title 5 GCA Ch 4)
- By the end of February, all departmental budgets are prepared in detail for transmittal to the Legislature in accordance with the Governor's Budget Request established ceiling levels
- Between the months of March and July, departmental budgets are thoroughly reviewed and budget hearings are conducted by the Legislature
- By August 31, the Legislature is mandated to pass the Fiscal Year General Appropriations Bill for transmittal to the Governor
- Pursuant to the Organic Act of Guam, the Governor has 10 days to act on the Budget Appropriation Bill for implementation at the beginning of fiscal year October 1



**Fiscal and Administrative Review** - In order to ensure the financial integrity of the Governor's operational budget plan, BBMR is tasked to review and recommend action through Governor's Executive Orders on the following departmental documents :

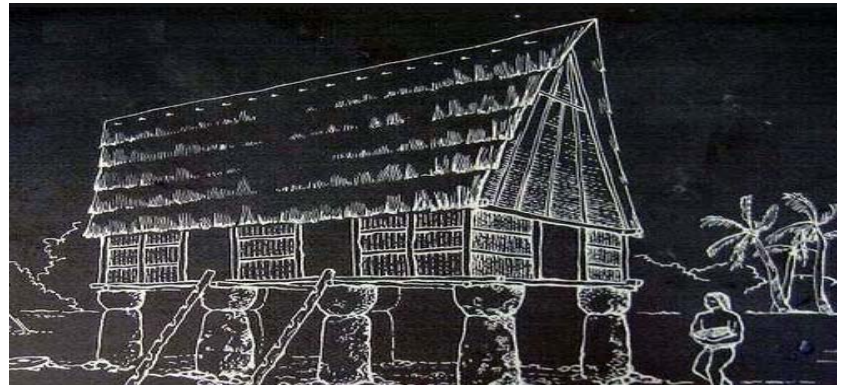
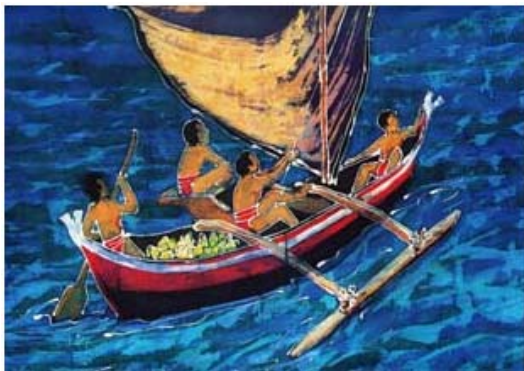
- Contracts / Work Requests / MOUs / MOAs
- GovGuam Personnel Actions
- Travel Authorizations
- Budget Allotments Schedules / Modification of Accounts / Establishment of Accounts
- Fiscal Notes / Legislative Review Committee comments
- Guam State Clearinghouse (Federal Grant Application Review)
- Special Projects (i.e., ARRA , DOI CIPs, etc.)
- Indirect Cost Negotiations



<b>Number of Documents Processed</b>					
Description	FY2009	% Total	FY2010	% Total	% Change Inc (Dec)
Guam State Clearinghouse	260	2%	238	1%	-8%
Contract / Work Request / MOA/MOU	742	4%	794	3%	7%
Allotment Schedules / Modifications / EOA's	2,889	16%	3,001	12%	4%
Personnel Action Request (GG1s)	3,673	21%	7,300	28%	99%
Travel Authorization Request	1,267	7%	1,387	5%	9%
Other Documents (i.e., fiscal notes, LRC, staffing patterns, OT plans, etc.)	8,840	50%	13,224	51%	50%
<b>Totals</b>	<b>17,671</b>	<b>100%</b>	<b>25,944</b>	<b>100%</b>	

<b>Expenditure Data (BBMR)</b>			
<b>Fund Source(s)</b>	<b>FY 2009 Expenditures + Encumbrances</b>	<b>FY 2010 Expenditures + Encumbrances</b>	<b>% change Inc (Dec)</b>
<b>General Fund</b>	\$1,351,272	\$1,278,091	-5%
<b>Federal Match</b>	0	0	0
<b>Special Fund<sup>1</sup></b>	0	129,125	100%
<b>Total</b>	<b>\$1,351,272</b>	<b>\$1,407,216</b>	

<sup>1</sup> Indirect Cost Fund

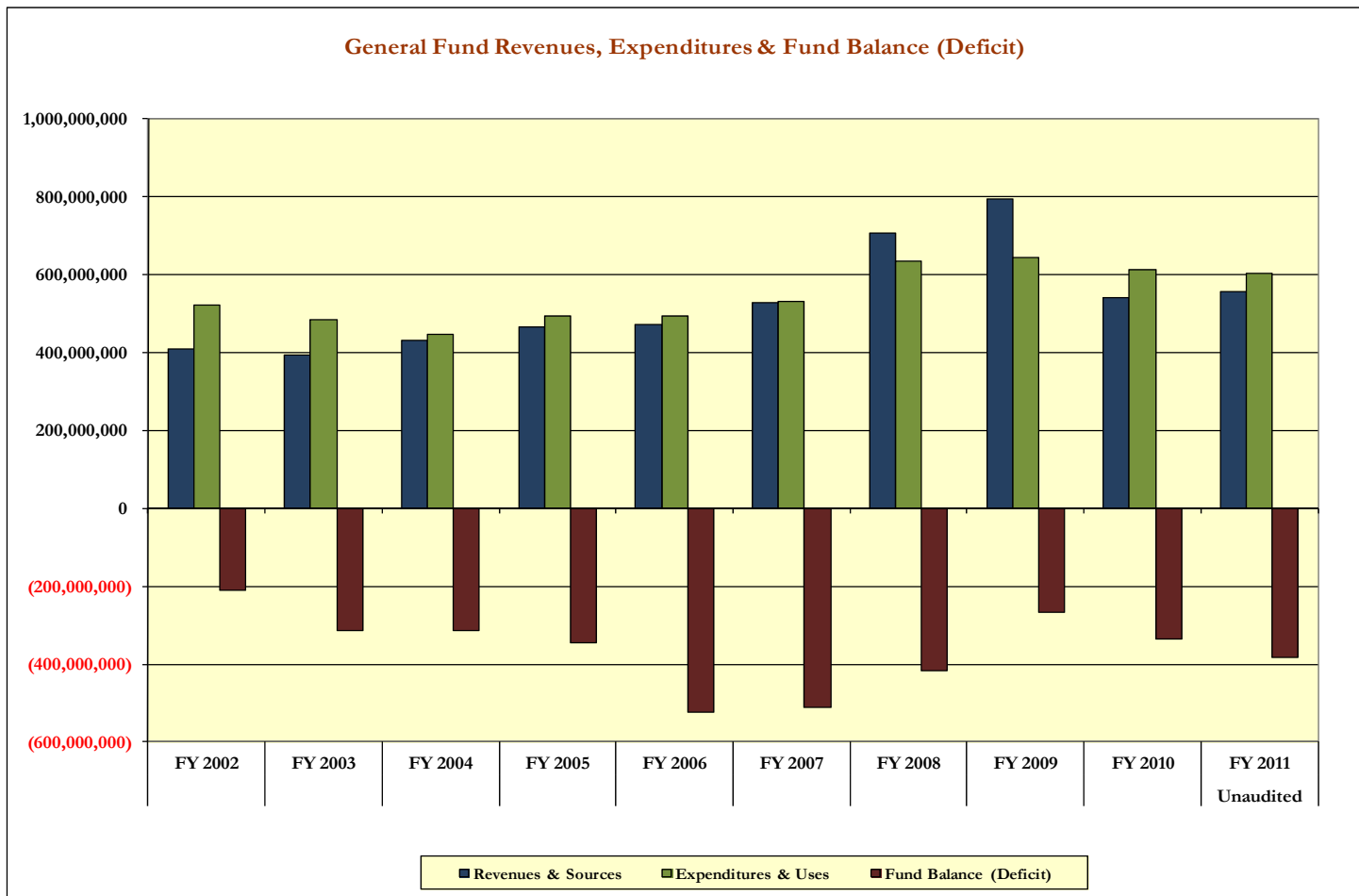


**Government of Guam  
Revenues, Expenditures and Fund Balance (Deficit)  
Fiscal Years 2001 - 2011**

	FN	FY 2001	FY 2002	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011 Unaudited
Revenues	1/	446,848,219	319,629,279	376,276,454	408,972,598	443,295,703	432,525,481	514,392,108	513,190,329	483,150,183	490,967,364	522,954,001
Transfers in		24,110,234	73,107,782	18,552,659	21,385,340	21,540,188	40,381,714	15,514,211	29,149,020	42,100,429	50,421,868	34,683,035
Other sources		4,591,706	5,826,100	0	0	0	0	0	0	0	0	0
Addition to long-term debt		0	10,000,000	0	0	0	0	0	165,735,000	271,070,000	0	0
Expenditures		335,639,115	313,004,360	342,550,414	272,798,820	311,200,792	312,583,833	344,532,234	454,173,611	524,510,895	499,897,836	485,627,545
Transfers out		169,268,266	184,660,153	141,169,672	175,023,355	184,027,587	182,417,559	188,566,899	101,440,906	112,049,662	112,558,888	116,895,417
Other uses		449,851	23,926,526	0	0	0	0	0	79,303,833	9,622,491		
Special items	4/ & 6/						153,580,231	0	(13,223,789)			
Overprovisioning for tax refunds	5/				17,993,424			17,154,697				
Current year surplus (deficit)		(29,807,073)	(113,027,878)	(88,890,973)	(17,464,237)	(30,392,488)	(175,674,428)	(3,192,814)	86,379,788	150,137,564	(71,067,492)	(44,885,926)
Beginning fund balance (deficit)	2 /, 3/, & 7/	(66,772,905)	(96,579,978)	(225,231,369)	(314,122,342)	(313,593,155)	(348,403,932)	(524,078,360)	(501,894,723)	(415,514,935)	(265,377,371)	(336,444,863)
Ending Fund balance (deficit)		(96,579,978)	(209,607,856)	(314,122,342)	(313,593,155)	(343,985,643)	(524,078,360)	(510,116,477)	(415,514,935)	(265,377,371)	(336,444,863)	(381,330,789)

**Footnotes:**

- 1/: Revenues in Fiscal Year 2003 is net of \$50 million earned income tax credit refunds.
- 2/: Beginning fund deficit for Fiscal Year 2001 was adjusted to reflect Government of Guam's adoption of GASB Statement No. 33, "Accounting and Financial Reporting for Nonexchange Transactions."
- 3/: Beginning fund deficit for Fiscal Year 2003 & 2006 was adjusted to reflect adjustments made on Year Ended September 30, 2003 & 2006 Audited Financial Statements.
- 4/: Special items include COLA Settlement of \$123,580,231.00, and EITC Settlement of \$30,000,000.00.
- 5/: FY 2007 include EITC Judgement of \$17,154,697.00.
- 6/: FY 2008 adjustment of medical bill accrual.
- 7/: Based on FY 2008 Audited financial statement. Subsequent to the issuance of the GovGuam's 2007 basic financial statements, which included the financials of the General Fund, GovGuam management determined that: (1) accounts payable were understated by \$3,013,008; and (2) certain governmental funds previously reported separately from the General Fund with combined fund balances of \$11,234,762 were, in fact, considered to be part of the General Fund. As a result of this determination, the opening fund deficit decreased from \$510,116,477 to \$501,894,723 (\$510,116,477 + \$3,013,008 - \$11,234,762).



**Performance-Based Budgeting**

Several initiatives in the implementation of Performance-Based Budgeting (PBB) were instituted in past years; however, the Government of Guam faced many obstacles in the successful execution of this budget approach. The adoption of Performance-Based Budgeting will relate government expenditures to results and fosters strategic planning and accountability. In light of past efforts, the Bureau continues to support and is prepared to serve as the lead agency in the implementation of PBB. Through collaboration by-and-between the executive and legislative branches of our government, the Bureau foresees improvements to essential government services by the effective implementation of PBB.

**Streamlining Government Functions and Operations**

The current financial condition of the Government of Guam warrants the necessity to immediately implement cost-saving measures. Planned consolidation of departments will address redundancies throughout government, reduce duplicated functions and services thereby reducing cost and provide efficient and quicker services to the people of Guam.

**Private-Public Partnerships / Outsourcing**

As a result of anticipated reorganization in the coming year, a reduction to current manpower levels may be necessary. Outsourcing services may be a cost effective approach to providing basic but critical services throughout the community.