

Dr. George Guess
Co-Director, Center for Democracy and Election Management
Scholar in Residence in Public Administration and Policy

George Guess is Co-Director, Center for Democracy and Election Management and Scholar in Residence in Public Administration and Policy at American University, Washington, D.C. From 2004-2007, he was Director of Research at the Open Society Institute's Local Government and Public Services Reform Initiative in Budapest, Hungary. In 2005-2006, he was also Acting Director of the Master's of Public Policy Program at Central European University. From 1993-2004, Dr. Guess was a senior public administration specialist at Development Alternatives, Inc. (DAI). He has worked for more than 20 years providing technical assistance and training to strengthen and reform central and local government systems. Dr. Guess served two years with the Fiscal Affairs Department of the International Monetary Fund, providing assistance on budget execution and control in the former Soviet Union and Eastern Europe. For the World Bank, he led and served on public expenditure review missions in the former Soviet Union, Africa and Central America. In 2003-2004, he was Team Leader of the Budget/Finance Team for the USAID-funded DAI local government strengthening project in Romania. During his career, he also designed and delivered public expenditure training courses for the IMF, World Bank and Joint Vienna Institutes. Dr. Guess was a tenured professor of public administration at Georgia State University in Atlanta. He was an OAS Fellow to Costa Rica and a Fulbright Professor twice—once to Uruguay and later in the Central American Research Program to Honduras, Belize and Costa Rica. His Ph.D is in Political Science from the University of California, Riverside, and he is the author or co-author of six books, including *The Politics of United States Foreign Aid* (St. Martins, 1987).

PROFESSIONAL EXPERIENCE

Director, Center for Democracy and Election Management and Professor, Department of Public Administration and Policy, American University, Washington, D.C. (January, 2008--). Responsible for program development in national, local and international election management in the areas of: training and education, research, and policy debate and advocacy. 2

Director of Research, Open Society Institute, Local Government and Public Services Reform Initiative, Budapest, Hungary (November 2004—August, 2007); Acting Director, Master’s of Public Policy Program, Central European University (2005-2006). Developed TOR and managed research projects of NGOs, think tanks and local governments in multiple countries of the Former Soviet Union and Central and Eastern Europe in the technical areas of: urban public transport; sub-national capital transfers, innovative training materials, local government information technology and rural public services; member of *Local Government Brief* editorial board; fiscal decentralization mission to the Moldovan MOF (January 2005); trainer in 1st International Public Management Summer Institute, Riga, Latvia (July, 2005); directed MPP program and taught “Comparative Public Budgeting” in Winter, 2006 and 2007; guest lecturer: Hertie School of Public Policy, Berlin, May 5, 2006; Editor, LGI Discussion Paper Series (October, 2006—July, 2007); team mentor to LGI Fellows 2005-2006 for: “financial management reform at the local level”; mission leader to Peru to work with rural municipal association (REMURPE) on development of revenue mobilization and financing project (November, 2006); developed Peru fiscal decentralization TOT and technical assistance project to be implemented in 2007-08 by LGI, REMURPE and Andrew Young School of Policy Studies at Georgia State University..

Development Alternatives, Inc. (DAI), Bethesda, Maryland

Senior Public Administration Specialist, Governance and Public Sector Management Group (December 1993-November, 2004) Served as Senior Public Administration Specialist directing corporate strategy in public sector management. As a home office staff member, he prepared technical proposals for new business, developed teams, wrote technical reports, and performed short-term operational field assistance consistent with workplans. The work was in public sector budgeting and management at both central and local government levels. As DAI staff for approximately 12 years, he completed the following selected assignments:

Team Leader, Public Budgeting and Finance Team, Governance Reform and Sustainable Partnerships (GRASP) Project, USAID, Romania (April 2004—November, 2004; Short-Term Technical Assistance as Public Budgeting Specialist: June, 2003-March, 2004). Performed fiscal review of Braila city finances; Designed Technical Assistance Package and delivered training module on “Capital Programming and Budgeting” to 25-30 officials each in Arad, Braila, Sibiu, Iasi, and Piatra Neamt. Assisted Iasi officials in development of Capital Improvements Program (CIP) and advised County Council on airport runway and cargo terminal project proposals to EC Phare. Developed course and taught GRASP staff pedagogical methods for training. Developed and delivered module on “Proposal-Writing and Project Management: delivered to 20 city/commune officials in Stana du Vale. Developed Technical Assistance Package for “Budgeting and Financial Management Systems” Managed completion of first 13 LGU Multi-Year Capital Improvement Plans/Budgets ever done in Romania.

Public Budgeting Specialist, Country Financial Accountability Assessment, World Bank, Armenia (January, April 2003). Participated in two-person missions to assess the fiduciary risk of public expenditure management and internal/ external control systems. Reviewed the operations and capabilities of the existing treasury reporting and budget accounting systems to measure cash and accrued expenditures and to prevent arrears. Assessed the capabilities of local governments and local treasury branches to report functional and economic transactions and to control overall expenditures. Reviewed the capacity of existing public financial management training institutions to provide state-of-the-art training to civil servants at the central and local levels.

Public Budgeting Specialist, Strengthening Access to Microfinance and Economic Liberalization, USAID, Ecuador (September, October 2002). Worked on developing a more transparent and comprehensive presentation of the national budget for public

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scrutiny and debate. Analyses included a review of the national budget law and recommendations for improvements in cash management, budget modifications, budget analysis and evaluation, and methods to reduce the national debt to improve fiscal policy performance. Analyzed the capacity of the Ministry of Economy and Finance to formulate, execute, and evaluate budgets in fiscal and programmatic terms. Worked with ministry staff to develop a plan to support the implementation of the new fiscal reform law, including decentralization. This included recommendations for the reorganization of departmental structure; capacity building; and accounting, reporting, and analytic information requirements for the short and medium term. The work also included development of a transition plan for the new (2003) government to monitor efforts at strengthening the ministry..

Public Budgeting Specialist, Support for Financial and Economic Reform Project, USAID, Ukraine (February 2002). Contributed technical and training materials for a manual, "Budget Execution for Local Government," in the areas of procurement, treasury management, sequestration/adjustment of expenditures, monitoring expenditures, variance analysis, debt management, framework for measurement of city fiscal condition, and budget compliance (internal audit/control systems). Also delivered a workshop on multi-year expenditure planning and budgeting to Ministry of Finance officials.

Public Budgeting Specialist, Poverty Reduction Project, Asian Development Bank, Kazakhstan (September-October 2001). In support of the Ministry of Economy's "2001 Concept of a Medium-Term Poverty Reduction Strategy," developed a pro-poverty budget for FY 2002 using Ministry of Finance data and comparative experiences from South Africa and Latin America. Conducted training in Karaganda oblast in the use of performance budgeting to allocate resources to such core programs as primary health, education, and rural roads. Prepared a paper on the legal and institutional constraints to pro-poverty budgeting with recommendations for short- and medium-term improvements.

Public Budgeting/Investment Budget Specialist, Fiscal Decentralization Project, Asian Development Bank, Pakistan (May-June, July-August 2001). Worked with the counterpart budget team in the National Reconstruction Bureau to identify major issues with both recurrent and development budget systems; develop an operational vision of the new performance-based system within a multiyear planning framework and a budget system that is based on citizen's community board project proposals and matching grants from the district development fund; and develop forms, draft rules and laws, procedures, manuals, and training modules relevant to implementation of the new budget system devolved to the devolved to the districts/tehsils and unions. Beginning in October 2001, served as International Team Leader in Bethesda, Maryland, with responsibility for the ADB for overall project performance.

Training Specialist, Project Inventory Systems Project (SISPRO), Inter-American Development Bank, Dominican Republic (December 1999; January, December, 2000). Presented a workshop on systems and models of training of trainers to the SISPRO Coordinating Group. This included methods of selecting participants, facilitators and evaluating modules and materials. The work also included a needs assessment of pilot ministries for training in both project analysis methodologies as well as training systems development.

Decentralization/Civil Service Reform Specialist, Fact-Finding Mission, Asian Development Bank, Pakistan (September 2000). Reviewed plans of National Reconstruction Bureau (NRB) and Ministry of Finance to implement devolution and civil service reforms. Developed terms of reference for technical assistance and training project in fiscal decentralization focused on district level governments.

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Public Budgeting Specialist, Public Expenditure Review, World Bank, Honduras (March, May 2000). Reviewed central government budget process identifying weaknesses in incentive structures and legal/regulatory procedures. Examined design and operation of Honduran integrated financial management system (SIAFI) in relation to impact on public expenditure management. Recommended changes in both public budgeting systems and SIAFI for improvements in the efficiency and effectiveness of expenditures, particularly those directed and poverty alleviation.

Lead Institutional Development Specialist, Institutional Development Project, Ministry of Labor and Social Policy, British Know-How Fund, Bulgaria (September 1999; July-August, October-November 2000; February, May 2001). Led team of experts in application of Institutional Review and Action Planning Methodology developed by Bannock Consulting Ltd. This required data gathering and interviews on the core functions and design of a three-year remedial project of technical assistance and training. Co-directed a workshop for ministry level staff on preliminary findings and wrote an action plan and logframe for the proposed project. After project awarded by DFID, returned in July-August 2000 to perform a review of the financial management system within the Ministry of Labor and Social Policy and to develop a work plan for training and technical assistance. Work in 2001 involved training and technical assistance to install a performance-based budgeting system that links the Ministry of Labor and Social Policy with the Ministry of Finance and with local social assistance offices in several pilot cities.

Trainer, Local Government Initiative Project, USAID, Bulgaria (March 1999). Helped develop materials for a three-day workshop on the implementation of Bulgaria's new municipal budgeting reform system (service-based budgeting), which is modeled on the system developed in Razgrad. The workshop included supervision of seven local trainers. Subjects in the workshop included the value of service-based budgeting to improved local governance, design and implementation problems with performance-based budgeting systems, accountable local decision making, customer service, performance management, request preparation, and methods of fiscal analysis.

Public Budgeting Specialist, Parliamentary Strengthening Project, USAID, Romania (February, June 1999). Provided technical assistance and training in comparative parliamentary budgeting practices to Chamber of Deputies and Senate supervisors and staff. Delivered two training courses with contributions from the local U.S. Treasury budget advisor focused on the potential impact on Romanian parliamentary budget analysis and oversight of comparative practices in: budget calendars, internal organization, allocation of government systems functions, budget coverage and classification systems, budget reform systems at the macroeconomic and micro-performance levels, and reporting and evaluation systems.

Lead Trainer, Local Government Initiative Project, USAID, Bulgaria (June-July 1998). Developed materials for a five-day budget management workshop, which was delivered to 15 participants from municipal governments; selected six trainers for training and later delivery of the workshop; and supervised trainers in second delivery of the workshop. Workshop topics included development of performance-based requests, linkage of expenditure planning and budgeting, managerial accounting, alternative service level budgeting, methods for determining relative shares and budget composition, budget preparation simulation, budget implementation and cash management, analysis of institutional performance affecting budgeting, and program auditing.

Public Budgeting Specialist, Budget Formulation and Internal Audit Project, World Bank, Nicaragua (June-July, September 1997; May 1998). For a project to strengthen the public budgeting and internal control functions and integrate them into a larger

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financial management information system (SIGFA), worked with the Ministries of Finance, Natural Resources, Education, Transport, and Health to install a performance-based budgeting system. Developed technical materials on measurement of program activities, calculation of costs by responsibility center, and assignment of responsibilities for preparation and monitoring of expenditure outputs. Provided technical assistance and training for ministry personnel in the use of the performance-based system.

Trainer, Course on Public Expenditure Management, World Bank/Joint Vienna Institute (March 1998). Instructed 40 students from the New Independent States in case method studies of unit costing, capital planning and budgeting, program evaluation, and performance-based multiyear budgeting.

Public Budgeting Specialist, Social Services Development and Finance Project, Asian Development Bank, Kyrgyz Republic (October-December 1997). For a project to improve the delivery of health and education services at the oblast and raion levels, analyzed the constraints of the budget processes for social services in Osh and Jalal-Abad oblasts. In addition, reviewed capital planning and budgeting systems to assess constraints to the analysis and review of new project proposals to reconstruct schools, clinics, and hospitals. Delivered training to oblast and raion officials in methods of budget systems reform.

Public Budgeting Specialist, Public Administration Program, USAID, Macedonia (1995-1996). In support of a program to improve the capacity of local governments to manage their current responsibilities and assume greater power as decentralization continues, assisted local governments in public budgeting and public service management. Advised municipal officials and provided them with interactive training exercises in budgeting. Developed technical materials on budget formulation, revenue forecasting, budget classification, expenditure reporting, current service planning, capital programming, and accounting systems for point cities. Reviewed budget procedures for city enterprises.

Public Budgeting Specialist, Public Administration Program, USAID, Albania (1995-1996). Supported government plans to decentralize fiscal authority and strengthen the capacity of local officials to manage expanded responsibilities. Improved local government budgeting skills essential to facilitating the decentralization and democratic reform process. Developed technical materials on budget formulation, revenue forecasting, budget classification, expenditure reporting, service planning, capital programming, and accounting systems. Planned delivery of public transit service, which involved estimate of pricing and fare structures, costing of services, and design and management of contracts. Prepared a report, "Delegating Intergovernmental Functions in a Federal System," for the State Secretary for Local Government. Reviewed budget procedures and made the case for fiscal decentralization, assignment of goods and services to benefit areas, and delegation of services to subnational governments.

Reviewer and Technical Backstop, Public Administration Program, USAID, Estonia (1995-1996). Assisted in strengthening local governments and their operational capacities and making them more self-reliant. Provided technical assistance and training in improving budget and financial administration, operations management, and the best principles and practices of public administration. Facilitated training in three cities on results-oriented budgeting systems. Drafted and submitted final report on the program to USAID.

Budget Specialist, International Monetary Fund, Costa Rica (March 1995). Served as budget specialist on a treasury management mission to Costa Rica. Reviewed budget process and analyzed constraints to budget formulation and implementation.

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Recommended linkages with accounting, cash management, and public credit components of integrated financial management system.

Public Investment Programming Specialist, Public Investment Expenditure Review Mission, World Bank, Honduras (December 1994). Analyzed problems in planning and financing of capital investments by Honduran central government. Reviewed institutional constraints within the Secretaria de Hacienda y Credito Publico to integrated financial management.

Instructor on Public Expenditure Management, World Bank, Economic Development Institute, Bulgaria (May 1994). Developed and presented a 10-day course on managing the public budget process for officials of the Ministry of Finance and Central Bank.

Mission Leader/ Public Budgeting Specialist, Budget Systems Reform Project Pre-appraisal Mission, World Bank, Nicaragua (April 1994). Led mission appraising public budgeting issues at the central government level and analyzing the fiscal transfer system.

Consultant, World Bank (December 1992-1993) Co-authored a technical paper on Latin American natural forestry management. Compared public expenditure reviews for Ghana over several years to narrow the issues to be treated by the World Bank; found that issues were not given consistent assistance over time. For Oman, developed the World Bank standard costs per unit and compared with real costs to determine the efficiency of the delivery of health, education, and road services. Selected assignments include:

Nepal: Served on a mission for civil service reform. Advised the government on public expenditure management and assisted its attempts to downsize the civil service. Public expenditure management involved linking the payroll with actual service and with the budget; **Ghana:** Served on a mission for public expenditure management. Technical assistance focused on reviewing budget procedures and developing a system of expenditure classification and codification distinguishing between the current and the capital budget. Findings helped set up the budgetary conditions for a structural adjustment loan from the World Bank; **Saudi Arabia:** Developed case materials on subsidies, public pricing, program analysis, and expenditure planning for an Economic Development Institute course for central and local government officials; **United Arab Emirates:** Developed and taught a one-week course on public expenditure management with the Arab Monetary Fund for central government officials from 15 countries. The course included budget structure analysis of salaries and wages, operation and maintenance, and measurement of disguised and undisguised subsidies.

Director, Central and Eastern European Programs (September-November 1992), **Mission Leader** (September-October 1992), **International City/County Management Association** Directed the Local Government and Housing Privatization Project. Led technical assistance mission to Poland to develop country and city strategies on the delivery of city services such as transit, sanitation, housing, and water. Analyzed intergovernmental constraints in setting costs and how these affected constituent behavior.

Consultant, International Monetary Fund (1989-1993)

Served on technical assistance missions for public expenditure management to Eastern Europe, Armenia, and Ecuador. Taught courses on public expenditure management at the IMF Institute in Washington, D.C. Analyzed Colombian budget law and evaluated the fiscal implications of a centralized budget law. Was Headquarters-Based Consultant from 1991 to 1992. Selected consulting assignments include:

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Armenia: (3 missions) Analyzed the relationship between the Ministries of Education and Health and the Ministry of Finance. Examined how they set standards and the relationship of standards to cost. Recommended the move from physical norms to budgetary norms determined by financial indicators; **Poland:** Examined the budget process in which expenditures and revenues were recorded through extrabudgetary funds and accounts. Made recommendations on the consolidation of budget funds into a general fund; **Bulgaria:** Reviewed the budget and cash flow management process. Recommended techniques to improve reporting, set cash limits, and make rational rather than across-the-board cutbacks; **Ecuador:** Worked with central government officials to streamline the process for budget releases from the Ministry of Finance to spending ministries, such as the Ministries of Transportation, Health, and Education; **Myanmar:** Taught courses on public expenditure management for the IMF Institute to Ministry of Finance and other ministry officials. Subjects included an analysis of the Wage and Salary Bill, disguised and undisguised subsidies, operation and management of the budget, debt service and its sustainability, and capital budgets.

Consultant, Inter-American Development Bank (July-October 1981)

Served on an institutional development for forestry mission to Brazil, Peru, Mexico, Honduras, and Chile. Fieldwork was later published as part of the monograph, *Forest-Based Development in Latin America* (IDB, 1983).

Social Science Analyst, USAID, Office of Rural Development and Development Administration Washington, D.C. (1980-1981)

As a social science analyst on an Intergovernmental Personnel Act (IPA) contract with the University of New Mexico, wrote project identification documents on forestry institution building in Ecuador and Honduras.

Acting Director/Visiting Professor, Department of Public Policy, Central European University, Budapest, Hungary (2005-2006) taught “Comparative Public Budgeting” (Winter, 2006 and 2007). Served on eleven MPP thesis committees (seven of which I chaired).

Adjunct Professor: Georgetown University, Graduate Public Policy Institute, Washington, D.C. (1994-2002; 2007-) “Comparative Government Budgeting” 1994-2000 and 2007; “International Public Management and Policy Implementation” in Spring 2002.

American University, Department of Public Administration and Policy, “Budget and Cost Analysis”, Fall, 2007.

Associate Professor, Georgia State University, Atlanta, Georgia (1985-1993) (Department of Public Administration, Andrew Young School of Policy Studies) Taught graduate courses in public budgeting, public financial management, administrative law, and introduction to public administration. Directed the Transportation Studies Program and supported it with two U.S. Department of Transportation (Urban Mass Transportation Administration) research grants and several contracts from the Metropolitan Atlanta Rapid Transit Authority. Tenured in 1988.

Assistant/Associate Professor, University of Miami, Coral Gables, Florida (1981-1985) Taught graduate courses in public budgeting, comparative public budgeting, Latin American politics, public financial management, governmental accounting, and energy and natural resource management. Also taught the Honors American Politics seminar for three years.

Assistant Professor, University of New Mexico, Albuquerque (1978-1981) Taught graduate courses in public budgeting, international development finance, public financial management, and environmental management.

Assistant Professor, Jackson State University, Jackson, Mississippi (1977-1978) Taught graduate courses in public budgeting, public financial management, comparative public administration, urban management, and environmental management. Received a Health, Education, and Welfare grant to strengthen environmental studies in 1978.

EDUCATION

Ph.D., Political Science, with concentrations in Comparative Politics, Latin American Politics, Public Policy, and Urban Politics, University of California, Riverside, 1977.

Master of Public Administration, University of Southern California, Los Angeles, 1971

B.A., Political Science, University of California, Berkeley, 1966

LANGUAGES

Proficient in Spanish, reads French, and studied German for one year (1989-1990) at the Goethe-Institut, Atlanta, Georgia

AWARDS

Jesse Burkhead Award for best 2006 article in *Public Budgeting and Finance* (with Christine Martell), October, 2007.

Fulbright Research Professor, Central American Republics Program, 1988 (Belize, Costa Rica and Honduras).

Fulbright Professor to Uruguay (taught public budgeting at the Universidad de la Republica), 1985
Organization of American States (OAS) Fellow to Costa Rica (researched and wrote dissertation for UCR), 1975-1977

PUBLICATIONS

Selected Books

Editor. *Fast Track: Municipal Financial Management in Central and Eastern Europe and the Former Soviet Union* (Budapest: Central European University Press/ Local Government and Public Service Reform Initiative of the Open Society Institute, 2007).

With Paul G. Farnham. *Cases in Public Policy Analysis, 2nd Edition* (Washington, DC: Georgetown University Press, 2000); First edition: New York: Longman, 1989.

Editor. *Public Policy and Transit System Management*. (Westport, CT: Greenwood Press, 1990).

Selected Articles

“Adjustments for Fiscal Decentralization Programs to Improve Service Results in Bulgaria and Romania” *Public Administration Review* 67(4) (July/August, 2007), pp.731-744.

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"Development of Local Government Debt Financing Markets: Application of a Market-Based Approach", *Public Budgeting and Finance*, Volume 26, #1:88-119, (Spring, 2006) co-author Christine Martell.

"Comparative Decentralization Lessons from Pakistan, Indonesia and the Philippines", *Public Administration Review*, Volume 65, #2: 217-231, (March/April) 2005.

"Planning, Budgeting and Health Care Performance in Ukraine", *International Journal of Public Administration*, 27 (10): 767-798 (2004), co-author: Stojgniew J. Sitko.

"Decentralization and Municipal Budgeting in Four Balkan States" *Journal of Public Budgeting, Accounting and Financial Management* 13(3): 397-436 (Fall, 2001).

"Transformation of Bureaucratic States in Eastern Europe: Public Expenditure Lessons From Latin America." *International Journal of Public Administration* 20(3): 621-643 (1997).

"Centralization of Expenditure Controls in Latin America." *Public Administration Quarterly* 16(3): 376-394 (1992).

"Comparative Financing Techniques for Purchasing Urban Rail Cars" *Municipal Finance Journal*, 13(2): 42-59 (1992).

Selected Reports

With Margarita Andrade Report, "Informe Sobre Requerimientos de Fortalecimiento Institucional del Ministerio de Economía y Finanzas, (Quito: DAI/USAID Proyecto SALTO), October, 2002.

With Joel Jutkowitz. "Evaluation of USAID Latin American Regional Financial Management Improvement Project II" Bethesda: DAI. February, 1999.

With Jorge Martinez-Vazquez and William Loehr. "Fiscal Decentralization: A Methodology for Case Studies." CAER II Discussion Paper #3. Cambridge, MA: Harvard Institute for International Development, May 1997.

With Jack Diamond and Ingrid Klering, "Armenia: Introducing a Treasury System." Washington, DC: International Monetary Fund, November 1993.

With Jack Diamond, John Bristow, and Roy Jeeves. "Bulgaria: Improving Public Expenditure Management." Washington, D.C.: International Monetary Fund, 9/92.

With G.A. Mackenzie, Bryan Timmons, and Alicia H. Munnell. "Armenia: Selected Issues in Expenditure Management, Taxation, and Social Expenditure." Washington, DC: International Monetary Fund, July 1992.

With Bill Allan. "Poland: Improving Public Expenditure Management." Washington, DC: International Monetary Fund, November 1991.

"Comparative Financing Techniques for Purchasing Urban Rail Cars." Washington, DC: USDOT/UMTA, September 1991.

With A. Premchand and Ernesto Perez. "Ecuador: Planteamientos Para Mejorar el Sistema de Presupuesto Gubernamental." Washington, DC: International Monetary Fund, April 1990.