

KINGDOM OF SWAZILAND

Public Administration Country Profile

Division for Public Administration and Development Management (DPADM)
Department of Economic and Social Affairs (DESA)
United Nations

July 2004

All papers, statistics and materials contained in the Country Profiles express entirely the opinion of the mentioned authors. They should not, unless otherwise mentioned, be attributed to the Secretariat of the United Nations.

The designations employed and the presentation of material on maps in the Country Profiles do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries.

Table of Contents	1
Country	2
1. General Information	3
1.1 People.....	3
1.2 Economy	3
1.3 Public Spending	4
1.4 Public Sector Employment and Wages.....	4
2. Legal Structure	5
2.1 Legislative Branch.....	5
2.2 Executive Branch	5
2.3 Judiciary Branch	6
2.4 Local Government.....	6
3. The State and Civil Society	8
3.1 Ombudsperson	8
3.2 NGOs	8
3.3 Civil Society	8
4. Civil Service	9
4.1 Legal basis.....	9
4.2 Recruitment	9
4.3 Promotion.....	10
4.4 Remuneration	10
4.5 Training.....	10
4.6 Gender	10
5. Ethics and Civil Service	11
5.1 Corruption	11
5.2 Ethics.....	11
6. e-Government	13
6.1 e-Government Readiness	13
6.2 e-Participation	14
7. Links	15
7.1 National sites	15
7.2 Miscellaneous sites.....	15



SWAZILAND

[Click here](#) for map of South East Africa



Source: [The World Factbook - Swaziland](#)

Swaziland regained her independence from British protection in 1968. The Constitutional Law Act, No. 50 of 1968 created a Westminster type Parliamentary System which incorporated Swaziland's traditional system of authority. The blending of the two systems has given a unique flavour of duality to the country's governance structures and processes.

In 1973 the 1968 Constitution was repealed by a King's Proclamation. The Decree provided for vesting all Executive, Legislative and Judicial powers in His Majesty the King. In effect, however, these powers were delegated and exercised by separate arms of government by provision of the 1973 and later Decrees. In 1978 by an Order in Council, Parliament was re-established based on the Tinkhundla (constituency) electoral system.

Source: [CAFRAD](#) – Questionnaire on National Public Administration
Not available online

Government type

Monarchy; independent
member of Commonwealth

Independence

6 September 1968 (from UK)

Constitution

Noneⁱ; constitution of 6 September 1968 was suspended 12 April 1973; a new constitution was promulgated 13 October 1978, but was not formally presented to the people; since then a few more outlines for a constitution have been compiled under the Constitutional Review Commission (CRC), but so far none have been accepted ([click here](#) for draft)

Legal system

Based on Roman-Dutch and English Common lawⁱⁱ in statutory courts and Swazi traditional law and custom in traditional courts; has not accepted compulsory International Court of Justice jurisdiction

Administrative divisions

4 districts; Hhohho, Lubombo, Manzini, Shiselweni

Source: [The World Factbook - Swaziland](#)

ⁱ A Constitution Drafting Committee was established in February, 2002 Vide Decree No. 1 of 2002 ([click here](#))

ⁱⁱ UNDP - Swaziland

1. General Information

1.1 People	Swaziland	Lesotho	South Africa	1
Population				a
Total estimated population (,000), 2003	1,078	1,801	45,026	
Female estimated population (,000), 2003	563	965	23,023	
Male estimated population (,000), 2003	515	836	22,003	
Sex ratio (males per 100 females), 2003	91	87	96	
Average annual rate of change of pop. (%), 2000-2005	0.8	0.14	0.59	
Youth and Elderly Population				b
Total population under age 15 (%), 2003	43	40	33	
Female population aged 60+ (%), 2003	5	7	7	
Male population aged 60+ (%), 2003	5	7	5	
Human Settlements				c
Urban population (%), 2001	27	29	58	
Rural population (%), 2001	73	71	42	
Urban average annual rate of change in pop. (%), '00-'05	2.17	3.38	2.09	
Rural average annual rate of change in pop/ (%), '00-'05	0.44	-0.38	-1.12	
Education				d
Total school life expectancy, 2000/2001	12.1 ⁱ	10.2	12.6	1
Female school life expectancy, 2000/2001	11.8 ⁱ	10.5	12.7	1
Male school life expectancy, 2000/2001	12.5 ⁱ	9.8	12.6	1
Female estimated adult (15+) illiteracy rate (%), 2000	21.4 ⁱⁱ	6.4	15.4	2
Male estimated adult (15+) illiteracy rate (%), 2000	19.2 ⁱⁱ	27.4	14	2
Employment				e
Unemployment rate (15+) (%), 1997	..	..	5.4 ⁱⁱⁱ	1
Female adult (+15) economic activity rate (%), xxxx	28 ^{iv}	..	50 ^v	2
Male adult (+15) economic activity rate (%), xxxx	64 ^{iv}	..	80 ^v	2

Notes: ⁱ 1999/2000; ⁱⁱ 1986; ⁱⁱⁱ Based on registered unemployment from employment office records; Whites, Coloured and Asians. Excluding Transkei, Bophuthatswana, Venda, Ciskei, Kwazulu, KaNgwane, Qwa Qwa, Gazankulu, Lebowa and KwaNdebele; ^{iv} 1986; ^v 1991, Age 20+ years

1.2 Economy	Swaziland	Lesotho	South Africa	2
GDP				a
GDP total (millions US\$), 2002	1,177	730	104,235	
GDP per capita (US\$), 2002	1,082	350	2,392	
PPP GDP total (millions int. US\$), 2002	4,900	4,742 ⁱ	441,573 ⁱ	
PPP GDP per capita(int. US\$), 2002	4,504	2,272 ⁱ	10,132 ⁱ	
Sectors				b
Value added in agriculture (% of GDP), 2003	11.3	15.7	3.8	
Value added in industry (% of GDP), 2003	47.8	42.1	31.0	
Value added in services (% of GDP), 2003	40.8	42.1	65.2	
Miscellaneous				c
GDP implicit price deflator (annual % growth), 2003	9.0	9.8	5.9	
Private consumption (% of GDP), 2003	65.7	84.6	67.3	
Government consumption (% of GDP), 2003	25.1	33.4	13.8	

Notes: ¹ Estimate is based on regression; other PPP figures are extrapolated from the latest International Comparison Programme benchmark estimates

¹ [United Nations Statistics Division](#):

^a [Statistics Division and Population Division of the UN Secretariat](#); ^b [Statistics Division and Population Division of the UN Secretariat](#); ^c [Population Division of the UN Secretariat](#); ^{d1} [UNESCO](#); ^{d2} [UNESCO](#); ^{e1} [ILO](#); ^{e2} [ILO/OECD](#)

² [World Bank - Data and Statistics](#):

^a [Quick Reference Tables](#); ^b [Data Profile Tables](#); ^c [Country at a Glance](#)

1.3 Public Spending	Swaziland	Lesotho	South Africa	
Public expenditures				3
Education (% of GNP), 1985-1987	5.6	4.1	6.1	a
Education (% of GNP), 1995-1997	5.7	8.4	7.6	a
Health (% of GDP), 1990	1.9	2.6	3.1	
Health (% of GDP), 1998	2.5	..	3.3	
Military (% of GDP), 1990	1.5	3.9	3.8	b
Military (% of GDP), 2000	1.6	3.1 ¹	1.5	b
Total debt service (% of GDP), 1990	5.6	3.8	..	
Total debt service (% of GDP), 2000	1.6	7.3	3.1	

Notes: ¹ 1999

1.4 Public Sector Employment and Wages						
<i>Data from the latest year available</i>		Swaziland 1991-1995	Swaziland 1996-2000	Sub-Saharan Africa average ⁴ 1996-2000	Non- Francophone Africa average ⁴ 1996-2000	Middle income group average ⁴ 1996-2000
Employment						
Civilian Central Government ⁵	(,000)	..	..	
	(% pop.)	..	..	0.30	0.38	0.59
Sub-national Government ⁵	(,000)	..	..	
	(% pop.)	..	..	0.30	0.38	0.59
Education employees	(,000)	..	..	
	(% pop.)	..	..	0.62	0.78	1.20
Health employees	(,000)	..	..	
	(% pop.)	..	..	0.29	0.20	0.70
Police	(,000)	..	..	
	(% pop.)	..	..	0.07	..	0.30
Armed forces	(,000)	..	..	
	(% pop.)	..	..	0.26	0.31	0.46
SOE Employees	(,000)	..	..	
	(% pop.)	..	..	..	..	3.61
Total Public Employment	(,000)	..	..	
	(% pop.)	..	..	..	..	6.05
Wages						
Total Central gov't wage bill	(% of GDP)	..	13.1	6.1	6.9	8.5
Total Central gov't wage bill	(% of exp)	..	..	28.9	26.4	21.6
Average gov't wage	(,000 LCU)	..	33.933			
Real ave. gov't wage ('97 price)	(,000 LCU)	..	31.387			
Average gov't wage to per capita GDP ratio		..	4.8	4.8	2.8	4.2

Source: World Bank - Public Sector Employment and Wages

[Click here](#) for "Trends in Personnel Expenditure" (Chapter 4 in *Public Sector Management Programme Document*)

³ UNDP - [Human Development Report 2002](#)

^a Data refer to total public expenditure on education, including current and capital expenditures.

^b As a result of a number of limitations in the data, comparisons of military expenditure data over time and across countries should be made with caution. For detailed notes on the data see SIPRI (2001).

⁴ Averages for regions and sub regions are only generated if data is available for at least 35% of the countries in that region or sub region.

⁵ Excluding education, health and police – if available (view [Country Sources](#) for further explanations).

2. Legal Structure

Swaziland is governed as a traditional monarchy, with the King wielding extensive executive, legislative and judicial powers vested in him by the 1973 Royal Proclamation under which the constitution was suspended and political parties banned. The supremacy of the 1973 Proclamation was reaffirmed in a Decree issued by King Mswati in July 2001.

Source: [European Commission \(Development\) - Country Strategy Paper & National Indicative Programme \(2001-2007\)](#)

2.1 Legislative Branch

Bicameral Parliament or Libandla, an advisory body, consists of the House of Assembly and the Senate.⁶
women in parliament: 9 out of 30 seats: (30%). 7 out of 65 seats (11%).⁷

The Establishment of Swaziland Parliament Order No. 1 of 1992 increased the number of members of parliament to sixty five (65). Fifty-five (55) members are directly elected from the fifty constituencies (Tinkhundla) and ten (10) members are appointed by the Head of State.

The Establishment of the Parliament of Swaziland Order No.1 of 1992 also increased the number of Senators to thirty (30). Ten (10) are elected by the House of Assembly and twenty (20) appointed by the King.

There are no specific provisions with regards a place given to women, young people, physical disabled etc., but the Establishment of Parliament Order No.1 of 1992 provides that those appointed by the Head of State in either Chamber includes, inter alia, Traditional leaders (Chiefs), Members of the Royal Family (both categories are not eligible to stand for general elections due to their social positions in Swazi Society) on a rotational basis and other special interests which may include women, young people and members of religious groups depending of their representation in either Chamber of Parliament.

The term of Office is five (5) years.

Source: [Swaziland Government - About Parliament](#)

Fact box:

elections: House of Assembly - last held 18 October 2003 (next to be held October 2008)
election results: House of Assembly - balloting is done on a nonparty basis; candidates for election are nominated by the local council of each constituency and for each constituency the three candidates with the most votes in the first round of voting are narrowed to a single winner by a second round

2.2 Executive Branch

cabinet: Cabinet recommended by the prime minister and confirmed by the monarch
elections: none; the monarch is hereditary; prime minister appointed by the monarch

The current constitutional arrangements as set out in the Establishment of Parliament Order of 1992 provide for executive authority to be vested in the King. He exercises his authority as both Head of State of the modern government as well as Ingwenyama, traditional leader and custodian of Swazi Law and

Fact box:

chief of state: King MSWATI III (since 25 April 1986)

⁶ Source of fact boxes if nothing else stated: [The World Factbook - Swaziland](#)

⁷ [Inter-Parliamentary Union - Women in National Parliaments](#)

Custom. The responsibilities of the Monarchy are shared by the King and Queen Mother (Indlovukazi).

The day-to-day management of government business is carried out by a Cabinet of Ministers headed by a Prime Minister, all of whom are appointed by the King. Senior civil servants are also appointed by the King.⁸

Fact box (cont.):
head of government:
Prime Minister
Absolom Themba
DLAMINI (since 14
November 2003)

Source: [CAFRAD](#) – Questionnaire on National Public Administration
Not available online

2.3 Judiciary Branch

High Court; Court of Appeal; judges for both courts are appointed by the monarch.

An independent Judiciary is headed by the Chief Justice. Courts operate at the subordinate, High Court and Appellate level. Traditional courts preside over matters appertaining Swazi Law and Custom as well as identified criminal and minor offences. This system of traditional courts also has an appellate division. Attempts to harmonise the two (2) legal systems follows the exercise of Codification of Swazi Law and Custom.

Source: [CAFRAD](#) – Questionnaire on National Public Administration
Not available online

2.4 Local Government

Swaziland is divided into four (4) geographical and administrative regions of Hhohho, Manzini, Lubombo and Shiselweni. Each region has a district administration responsible for coordinating the functions of Government at district level. The political head of a region is the Regional Administrator. The Administrative Head of the region is the Regional Secretary who facilitates coordination and provision of technical and social services to the people within the region. Several Ministries such as Education, Health, Agriculture, operate with district level personnel. District Administration falls within the portfolio of the Deputy Prime Minister who is responsible for Regional Development and Tinkhundla Administration.

According to the Urban Government Act of 1969, urban local authorities fall administratively within the portfolio of the Ministry of Housing and Urban Development. Municipal elections are held every three (3) years to constitute City Councils or Town Boards. These authorities operate as parastatals. They manage their own budgets, levy rates and provide infrastructure and basic social services within their jurisdiction. Budget subsidies are allocated from central government.

About 80% of the country's population resides in rural and semi-urban areas. The administration of these areas falls under the authority of Chiefs. These traditional authorities are the representatives of the King at local level. They allocate land for family use and have responsibility for the welfare of people living in the area as well as ensuring maintenance of law and order. The office of Chief is hereditary and non-salaried.

The administration of local authorities in the constituencies (Tinkhundla) consists of an elected Headman (indvuna) and Council (Bucopho) whose term of office coincides with Parliamentary elections. There appears to be some overlap and duplication

⁸ [European Commission \(Development\) - Country Strategy Paper & National Indicative Programme \(2001-2007\)](#)

between the roles and functions of Member of Parliament, Chief, Traditional Headman, Elected Headman, as well as local councils.

Source: [CAF RAD](#) – Questionnaire on National Public Administration
Not available online

3. The State and Civil Society

3.1 Ombudsperson

Source: Institution - Title

3.2 NGOs

The Non-governmental sector is highly active in Swaziland playing a complementary role in national development. The Government is responsible for overall development policy, provision of infrastructure and basic social services. NGOs are involved in delivery of services to grassroots communities targeting special interest groups.

The majority of NGOs are involved in Social Welfare activities addressing the needs of vulnerable groups such as the aged, youth, or people with disabilities. There are also numerous self-help income-generating associations assisting in the transition from subsistence to the formal business economy. Specialized NGOs deal with promotion of Education, Agriculture, Health or Environmental awareness skills. The advent of HIV/AIDS has seen the proliferation of NGOs for dealing with combating the effects of the epidemic.

Source: CAFRAD – Questionnaire on National Public Administration
Not available online

3.3 Civil Society

Source: Institution - Title

4. Civil Service

A Public Sector Management Programme (PSMP) was launched in June 1995 to address challenges in the short and medium term. In 1998, the Ministry of Public Service and Information revised and refocused the Programme.

Source: [Government of Swaziland - Public Sector Management Programme Document](#)

4.1 Legal basis

At the central level the operations of the civil service are governed and guided by the provisions of the Public Service Act/Civil Service Order No. 34 of 1963, the Civil Service Board (General Regulations Act [No. 34 of 1963](#))⁹, the Industrial Relations Act No. 1 of 2000, the Employment Act No. 5 of 1980, the Occupational Health and Safety Act No. 9 of 2001, the Pensions Order No. 13 of 1983 and the Swaziland Government General Order governing the Terms and Conditions of Service for civil servants.¹⁰

Source: [CAFRAD](#) – Questionnaire on National Public Administration
Not available online

4.2 Recruitment

The Civil Service Board¹¹ is responsible for the recruitment and appointment to, and promotion and discipline of persons in the civil service.¹²

Recruitment is generally guided by the provisions of the Public Service Act and the Employment Act.

How to enter the Civil Service:

- A vacant post exists;
- The vacant post is advertised (internally or public);
- Receive applications from prospective civil servants;
- Aptitude testing;
- Interviewing;
- Appointment on the basis of passing aptitude test, interviews and medical examination;
- Actual appointment approved by CSB

Categories:

- Probationary appointments - 2 years;
- Contract appointments - 2 or 3 years;

⁹ The Civil Service Board was originally a Public Service Commission whose autonomy had been enshrined in the 1968 Independence constitution. A 1973 Order in Council turned it into the Civil Service Board whose status is advisory. ([Political Commitment to Reform: Civil Service Reform in Swaziland - 2003](#))

¹⁰ See Chapter 5.2 for the Public Service Charter.

¹¹ The main objectives of the Civil Service Board include: 1) The recruitment and retention of the right number and quality of staff, and 2) Provision of equal opportunity and fair treatment in appointments, promotions, discipline, secondment and termination of the employment of civil servants.

¹² [Government of Swaziland - Civil Service Board \(CSB\)](#)

- Temporary appointments – unspecified;
- Extra clerical terms (casual) - 3 months or more;
- Daily rated terms – unspecified.

Source: [CAFRAD](#) – Questionnaire on National Public Administration
Not available online

4.3 Promotion

Promotions - a preserve of CSB based on:

- Merit;
- Satisfactory performance;
- Relevant experience;
- Seniority

CSB delegated some of its powers to "Internal Cadre Promotions Boards" who deliberate on a case and make its recommendations to CSB on the basis of a relevant Cadre Schemes of Service.

Source: [CAFRAD](#) – Questionnaire on National Public Administration
Not available online

4.4 Remuneration

Source: [Institution](#) - [Title](#)

4.5 Training

National, regional and private sector agencies offer training. The Swaziland Institute of Management and Public Administration ([SIMPA](#)) is the government's Civil Service College. This institution is responsible for the induction of new entrants into the Civil Service. Further training up to Middle Management is undertaken for the different cadres of Finance, Human Resource and Information Technology. Executive Development programmes are mounted for selected issues of Governance, Policy or Strategic Management. This institution is fully funded by the Government and mandated and managed through the Ministry of Public Service and Information.

Regional institutions operating in Swaziland include the Institute of Development Management (IDM) covering the three (3) countries of Botswana, Lesotho and Swaziland. Mananga Management Institute as well as International Development Centre for Africa (IDCA) draw clients from the Africa region to their local campuses. Civil Servants participate in regional training programmes such as those offered by the Eastern and Southern African Management Institute (ESAMI) as well as South African Universities. Distance learning Institutes such as Technikon SA and University of South Africa (UNISA) offer further opportunities for Civil Servants career development.

Source: [CAFRAD](#) – Questionnaire on National Public Administration
Not available online

4.6 Gender

Source: [Institution](#) - [Title](#)

5. Ethics and Civil Service

5.1 Corruption

2003 CPI Score relates to perceptions of the degree of corruption as seen by business people and country analysts and ranges between 10 (highly clean) and 0 (highly corrupt).

Corruption Perceptions Index							
Rank	Country	2003 CPI Score	Surveys Used	Standard Deviation	High-Low Range	Number Inst.	90 percent confidence range
1	Highly clean	9.7	8	0.3	9.2 - 10.0	4	9.5 - 9.9
..	Swaziland	..	..	..	..	..	..
133	Highly corrupt	1.3	8	0.7	0.3 - 2.2	6	0.9 - 1.7

Source: [Transparency International - Corruption Perceptions Index 2003](#)

Surveys Used: Refers to the number of surveys that were used to assess a country's performance. 17 surveys were used and at least 3 surveys were required for a country to be included in the CPI.

Standard Deviation: Indicates differences in the values of the sources. Values below 0.5 indicate agreement, values between 0.5 and c. 0.9 indicate some agreement, while values equal or larger than 1 indicate disagreement.

High-Low Range: Provides the highest and lowest values of the sources.

Number Institutions: Refers to the number of independent institutions that assessed a country's performance. Since some institutions provided more than one survey.

90 percent confidence range: Provides a range of possible values of the CPI score. With 5 percent probability the score is above this range and with another 5 percent it is below.

The Anti-Corruption Commission was established by the Prevention of Corruption Order (Order No. 19 of 1993) 1993 and was officially launched by the Prime Minister in February 1998.

Source: [Government of Swaziland - Anti-Corruption Commission](#)

Most of the strategies adopted by the Commission in fighting corruption were preventive in nature.

A strategy called 'Investigation Directorate' was set up to undertake investigation duties. Corruption detected and reports received are investigated and appropriate cases forwarded to the Director of Public Prosecutions (D.P.P.) for instituting legal proceedings.

Source: [Independent Commission Against Corruption \(ICAC\) - The Swaziland Perspective](#)

In his New Year Message Prime Minister Dlamini highlighted corruption as one of many problems Government faces. The Prime Minister mentioned that the activities of the Anti-Corruption Unit would be improved to enable it to deal with the syndrome effectively.

Source: [Government of Swaziland - New Year Message 2003](#)

5.2 Ethics

[Swaziland Public Service Charter \(click here\)](#)

Chapter 1: General provisions (preamble, purpose, scope and definitions, guiding principles with regard to integrity, political rights, equality of treatment, continuity of service, etc.); Chapter 2: Duties, obligations and privileges; Chapter 3: Code of

conduct (oath, standards of behaviour); Chapter 4: Improved service quality;
Chapter 5: Implementation

Source: [International Labour Organization \(NATLEX\)](#) - [Swaziland: Public and Civil Servants](#)

6. e-Government

e-Government Readiness Index:

The index refers to the generic capacity or aptitude of the public sector to use ICT for encapsulating in public services and deploying to the public, high quality information (explicit knowledge) and effective communication tools that support human development.

The index is comprised of three sub-indices: Web Measure Index, Telecommunications Infrastructure Index and Human Capital Index.

Web Measure Index:

A scale based on progressively sophisticated web services present. Coverage and sophistication of state-provided e-service and e-product availability correspond to a numerical classification.

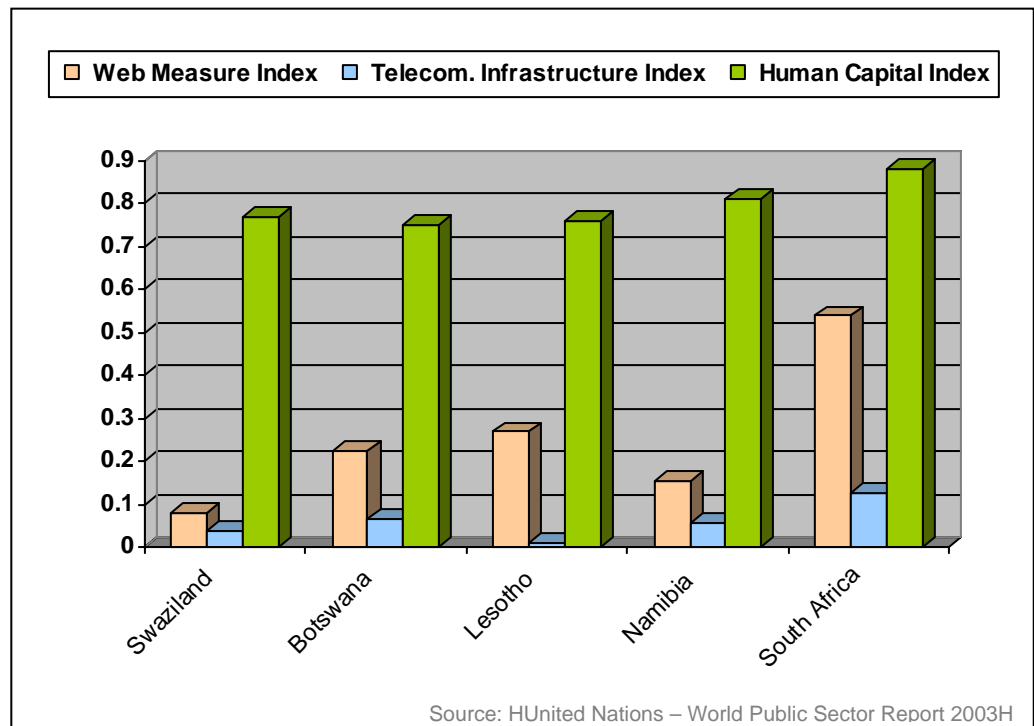
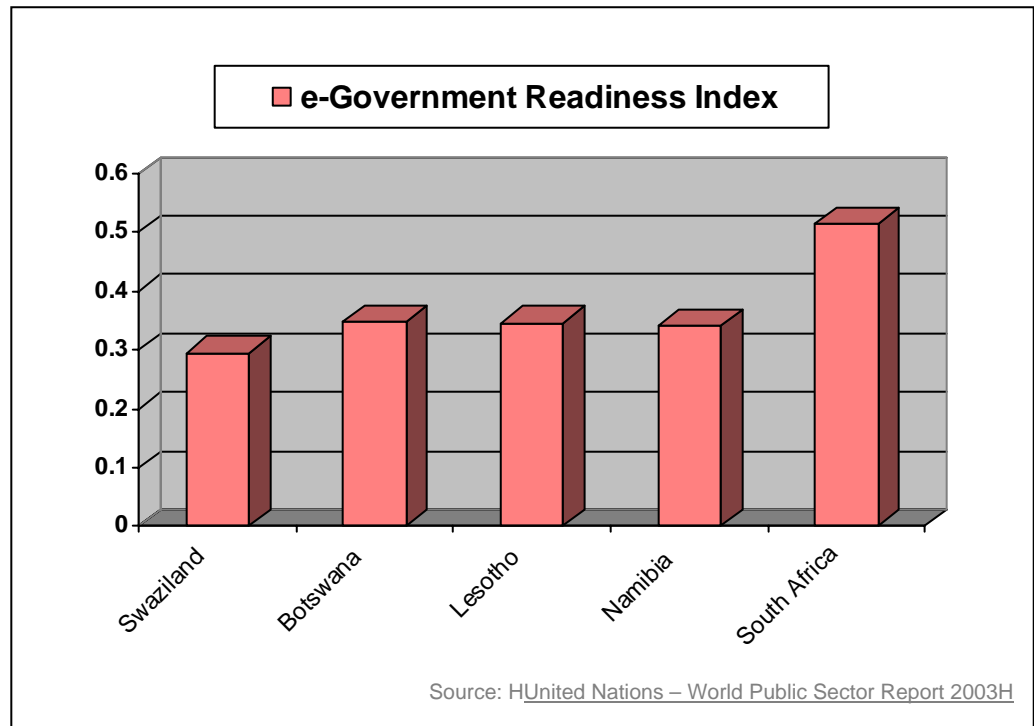
Telecommunications Infrastructure Index:

A composite, weighted average index of six primary indices, based on basic infrastructural indicators that define a country's ICT infrastructure capacity.

Primary indicators are: PC's, Internet users, online population and Mobile phones. Secondary indicators are TVs and telephone lines.

Human Capital Index:

A composite of the adult literacy rate and the combined primary, secondary and tertiary gross enrolment ratio, with two thirds of the weight given to adult literacy and one third to the gross enrolment ratio.



e-Participation Index:

Refers to the willingness, on the part of the government, to use ICT to provide high quality information (explicit knowledge) and effective communication tools for the specific purpose of empowering people for able participation in consultations and decision-making both in their capacity as consumers of public services and as citizens.

e-information:

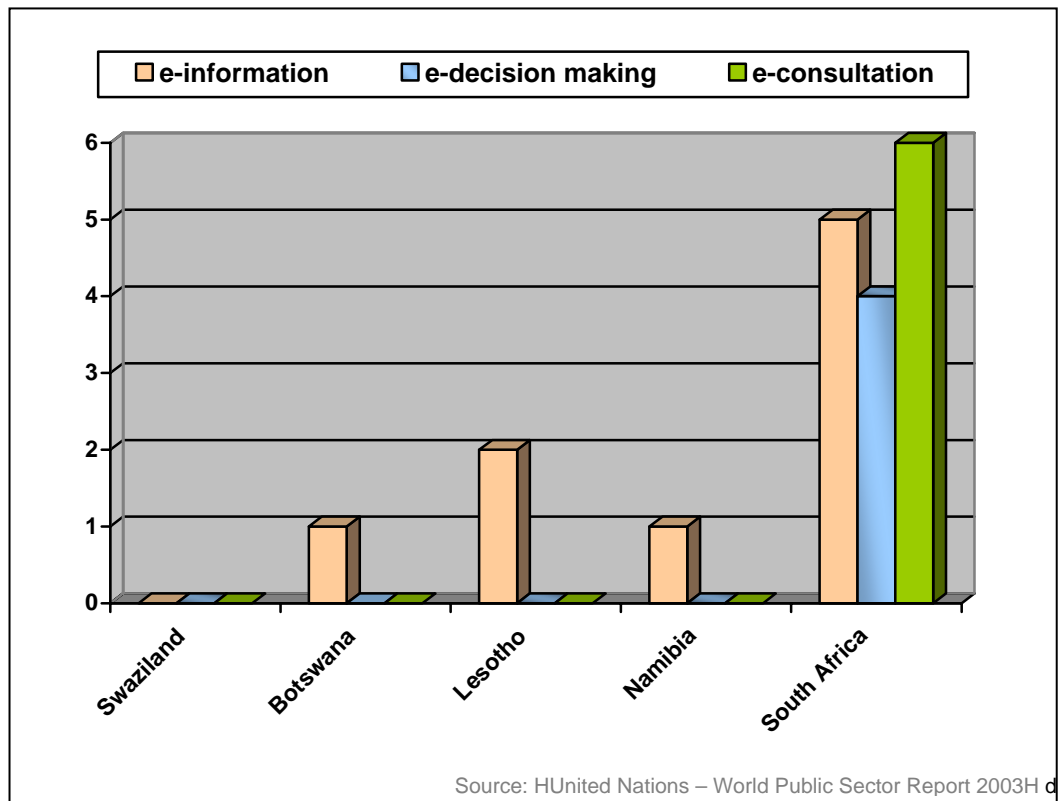
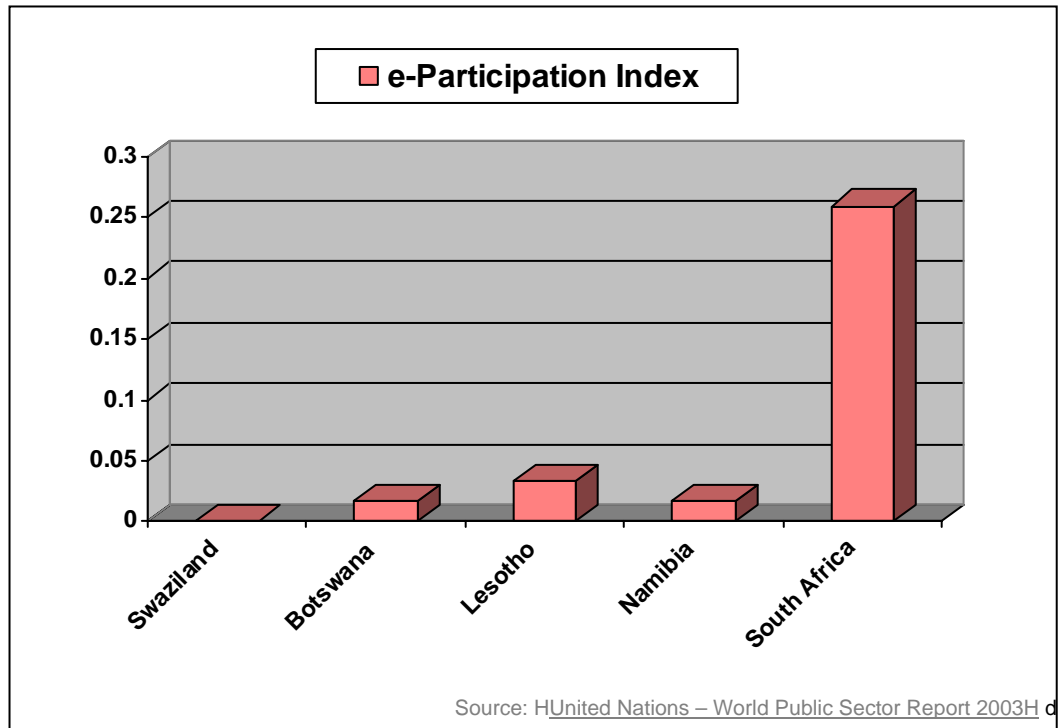
The government websites offer information on policies and programs, budgets, laws and regulations, and other briefs of key public interest. Tools for disseminating of information exist for timely access and use of public information, including web forums, e-mail lists, newsgroups and chat rooms.

e-decision making:

The government indicates that it will take citizens input into account in decision making and provides actual feedback on the outcome of specific issues.

e-consultation:

The government website explains e-consultation mechanisms and tools. It offers a choice of public policy topics online for discussion with real time and archived access to audios and videos of public meetings. The government encourages citizens to participate in discussions.



7. Links

7.1 National sites	
Authority	Topic
Swaziland's Internet Portal	http://www.swazi.com
Parliament	http://www.gov.sz/home.asp?pid=53
Government	http://www.gov.sz/

7.2 Miscellaneous sites	
Institution	Topic
African Development Bank (ADB)	http://www.afdb.org/
African Training and Research Centre in Administration for Development (CAFRAD)	http://www.cafrad.org/
African Union (AU)	http://www.africa-union.org/
European Union (EU)	http://europa.eu.int/comm/development/ACP_countries
International Labour Organization (ILO) - NATLEX	http://www.ilo.org/dyn/natlex/natlex_browse.home
New Partnership for Africa's Development (NEPAD)	http://www.nepad.org/
United Nations Development Programme (UNDP)	http://www.undp.org.sz/
United Nations Economic Commission for Africa (ECA)	http://www.uneca.org/
UNPAN	http://www.unpan.org/virtual_library-byregion.asp
World Bank (WB)	http://www.worldbank.org/sz