

REPUBLIC OF BURUNDI

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
Burundi	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	6
2.3 Judiciary Branch	6
2.4 Local Government.....	7
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.....	9
4.4 Remuneration	9
4.5 Training.....	9
4.6 Gender.....	9
5. Ethics and Civil Service	10
5.1 Corruption	10
5.2 Ethics.....	11
6. e-Government	12
6.1 e-Government Readiness	12
6.2 e-Participation	13
7. Links	14
7.1 National sites	14
7.2 Miscellaneous sites.....	14



BURUNDI

[Click here](#) for detailed map



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

In November 1995, the presidents of Burundi, Rwanda, Uganda, and Zaire announced a regional initiative for a negotiated peace in Burundi facilitated by former Tanzanian President Julius Nyerere. In July 1996, former Burundian President Buyoya returned to power in a bloodless coup. He declared himself president of a transitional republic, even as he suspended the National Assembly and banned opposition groups. Widespread condemnation of the coup ensued, and regional countries imposed economic sanctions pending a return to a constitutional government. Buyoya agreed in 1996 to liberalize political parties. Nonetheless, fighting between the army and Hutu militias continued.

In June 1998, Buyoya promulgated a transitional constitution and announced a partnership between the government and the opposition-led National Assembly. After Julius Nyerere's death in October 1999, Nelson Mandela was appointed as Facilitator of the Arusha peace process. The peace process was revived, leading to the signing of the [Arusha Accords](#) in August 2000 by representatives of the principal Hutu (G-7) and Tutsi (G-10) political parties, the government, and the National Assembly. However, the FDD and FNL armed factions of the CNDD and Palipehutu G-7 parties refused to accept the Arusha Accords, and the armed rebellion continued. ([cont...](#))

Source: [U.S. Department of State \(Background Notes\)](#) - [Zimbabwe](#) (edited)

See also: [European Commission \(Development\)](#) - [Burundi](#)

Government type

Republic

Independence

1 July 1962 (from UN trusteeship under Belgian administration)

Constitution

13 March 1992 ([click here](#)); supplanted on 6 June 1998 by a Transitional Constitution which enlarged the National Assembly and created two vice presidents ([click here](#))

Legal system

Based on German and Belgian civil codes and customary law; has not accepted compulsory International Court of Justice jurisdiction

Administrative divisions

16 provinces

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

1. General Information

1.1 People	Burundi	Rwanda	Uganda	1
Population				a
Total estimated population (,000), 2003	6,825	8,387	25,827	
Female estimated population (,000), 2003	3,493	4,401	12,987	
Male estimated population (,000), 2003	3,332	3,986	12,840	
Sex ratio (males per 100 females), 2003	95	91	99	
Average annual rate of change of pop. (%), 2000-2005	3.1	2.16	3.24	
Youth and Elderly Population				b
Total population under age 15 (%), 2003	46	45	50	
Female population aged 60+ (%), 2003	5	4	4	
Male population aged 60+ (%), 2003	3	4	4	
Human Settlements				c
Urban population (%), 2001	91	94	15	
Rural population (%), 2001	9	6	85	
Urban average annual rate of change in pop. (%), '00-'05	6.38	4.18	5.69	
Rural average annual rate of change in pop/ (%), '00-'05	2.64	1.96	2.74	
Education				d
Total school life expectancy, 2000	4.9 ⁱ	..	..	1
Female school life expectancy, 2000	4.3 ⁱ	..	..	1
Male school life expectancy, 2000	5.5 ⁱ	..	..	1
Female estimated adult (15+) illiteracy rate (%), 2000	59.6 ⁱⁱ	39.6 ⁱⁱⁱ	43.2 ^{iv}	2
Male estimated adult (15+) illiteracy rate (%), 2000	43.9 ⁱⁱ	26.4 ⁱⁱⁱ	22.5 ^{iv}	2
Employment				e
Unemployment rate (15+) (%), 2000	..	..	..	1
Female adult (+15) economic activity rate (%), 2000	91 ^v	85 ^{vi}	..	2
Male adult (+15) economic activity rate (%), 2000	90 ^v	87 ^{vi}	..	2

Notes: ⁱ 1992; ⁱⁱ 1990; ⁱⁱⁱ 1997; ^{iv} 1991; ^v 1991, Excluding unemployed persons not previously employed; ^{vi} 1996

1.2 Economy	Burundi	Rwanda	Uganda	2
GDP				a
GDP total (millions US\$), 2002	719	1,736	5,866	
GDP per capita (US\$), 2002	102	213	251	
PPP GDP total (millions int. US\$), 2002	4,337 ¹	9,966	31,681 ¹	
PPP GDP per capita(int. US\$), 2002	613 ¹	1,221	1,354 ¹	
Sectors				b
Value added in agriculture (% of GDP), 2003	49.0	41.6	33.1	
Value added in industry (% of GDP), 2003	19.0	21.9	21.8	
Value added in services (% of GDP), 2003	32.0	36.5	45.1	
Miscellaneous				c
GDP implicit price deflator (annual % growth), 2003	9.4	4.6	10.1	
Private consumption (% of GDP), 2003	92.6	85.1	78.2	
Government consumption (% of GDP), 2003	7.6	13.8	15.2	

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	Burundi	Rwanda	Uganda	
Public expenditures				3
Education (% of GNP), 1985-1987	3.1	3.5	3.5 ¹	a
Education (% of GNP), 1995-1997	4	..	2.6	a
Health (% of GDP), 1990	1.1	1.7	..	
Health (% of GDP), 1998	0.6	2	1.9	
Military (% of GDP), 1990	3.4	3.7	2.5	b
Military (% of GDP), 2000	5.4	3	1.8	b
Total debt service (% of GDP), 1990	3.7	0.8	3.4	
Total debt service (% of GDP), 2000	3.1	2	2.6	

Notes: ¹ Data refer to a year or period other than that specified, Data refer to the ministry of education only

1.4 Public Sector Employment and Wages						
<i>Data from the latest year available</i>		Burundi 1991-1995	Burundi 1996-2000	Sub-Saharan Africa average ⁴ 1996-2000	Francophone Africa average ⁴ 1996-2000	Low income group average ⁴ 1996-2000
Employment						
Civilian Central Government ⁵	(,000)	8.0	9.9			
	(% pop.)	0.13	0.16	0.30	0.14	0.46
Sub-national Government ⁵	(,000)	..	..	
	(% pop.)	..	..	0.30	0.14	0.46
Education employees	(,000)	16.0	15.1			
	(% pop.)	0.26	0.23	0.62	0.31	0.91
Health employees	(,000)	4.0	4.0			
	(% pop.)	0.06	0.06	0.29	0.39	0.62
Police	(,000)	..	3.5			
	(% pop.)	..	0.05	0.07	0.05	0.30
Armed forces	(,000)	13.0	35.0			
	(% pop.)	0.21	0.52	0.26	0.19	0.33
SOE Employees	(,000)	7.0	..			
	(% pop.)	0.11	..	..	..	13.10
Total Public Employment	(,000)	..	..	
	(% pop.)	..	..	..	..	..
Wages						
Total Central gov't wage bill	(% of GDP)	3.9	6.0	6.1	5.3	5.4
Total Central gov't wage bill	(% of exp)	22.1	29.5	28.9	31.8	24.7
Average gov't wage	(,000 LCU)	372	457			
Real ave. gov't wage ('97 price)	(,000 LCU)	617	457			
Average gov't wage to per capita GDP ratio		9.2	8.7	4.8	6.2	4.4

Source: World Bank - Public Sector Employment and Wages

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

The evolution of the situation after the signature of the Arusha Agreement in August 2000 has been volatile (two coup attempts) and marked by repeated clashes between the army and the rebels and growing attacks on civilians on both sides.

Source: [European Commission \(Development\) - Burundi](#)

In November 2001, a 3-year transitional government⁶ was established under the leadership of Pierre Buyoya (representing the G-10) as transitional president and Domitien Ndayizeye (representing the G-7) as transitional vice president for an initial period of 18 months. In May 2003, Mr. Ndayizeye assumed the presidency for 18 months with Alphonse Marie Kadege as vice president.

Source: [U.S. Department of State \(Background Notes\) - Zimbabwe \(edited\)](#)

2.1 Legislative Branch

Bicameral, consists of a National Assembly or Assemblée Nationale (members are elected by popular vote to serve five-year terms) and a Senate (term length is undefined, the current senators will likely serve out the three-year transition period).⁷

women in parliament: ? out of 212 seats: (?%). 10 out of 53 seats (19%).⁸

The Transitional Constitution provides for a bicameral legislature. The National Assembly (Assemblée nationale) comprises members of major political parties which were signatory to the [Arusha Accord](#), as well as representatives of civil society – and includes those deputies who were elected in 1993 and served in the previous parliament. Following the [Pretoria Protocol](#), it also includes representatives of CNDDFDD (Nkurunziza).

According to the British Embassy Liaison Office in Bujumbura the National Assembly had a total of 212 deputies by April 2004.

Source: [Immigration and Nationality Directorate \(UK\) - Burundi Country Report \(4/2004\)](#)

The 53 senators of the transition period were appointed on January 25, 2002.

The constitutional provisions for the transition senate stipulate that senators are appointed by the President of the Republic, the Vice-President and the Bureau of the transition National Assembly. The number of senators - respecting ethnic and political parity - shall not exceed 54. The Senate comprises former Heads of State and three persons from the Twa people as well as two citizens from each province in order to represent the various ethnic groups.

The Senate approves the appointment of senior officials in the departments of Defence, Justice (judges of the Supreme Court, and the 7 members of the constitutional Court) and heads of the administration in provinces (governors).

Source: [Sénat \(Sénats du Monde\) - Burundi: The Senate \(edited\)](#)

Fact box:

elections: Last held 29 June 1993 (next was scheduled to be held in 1998, but was suspended by presidential decree in 1996; elections are planned to follow the completion of the three-year transitional government)

election results: Percent of vote by party - FRODEBU 71.04%, UPRONA 21.4%, other 7.56%; seats by party - FRODEBU 65, UPRONA 16, civilians 27, other parties 13

⁶ The transitional period is scheduled to end on 31 October 2004.

⁷ Source of fact boxes if nothing else stated: [The World Factbook - Burundi](#)

⁸ [Inter-Parliamentary Union - Women in National Parliaments](#)

Under the terms of Arusha Agreement, the transitional period is due to end with the indirect election of a new President, by a two-thirds majority of the National Assembly and the Senate. All subsequent presidential elections must be by direct ballot.

Source: [Immigration and Nationality Directorate \(UK\) - Burundi Country Report \(4/2004\)](#)

2.2 Executive Branch

cabinet: Council of Ministers appointed by president

elections: Current president assumed power on 30 April 2003 as part of the transitional government established by the 2000 Arusha Accord

Under the terms of the Transitional Constitution executive power is vested in the President, who is Head of State and Chief of Staff of the armed forces.

The President appoints a Council of Ministers in consultation with the Vice-President. Thus the transitional government installed on 1 November 2001 was a multi-party administration in which Tutsi and Hutu groups were both accorded representation.

Under the transitional arrangements the President would transfer office to the incumbent Vice-President after a period of 18 months i.e. for the second half of the three-year transitional period - accordingly, the presidency was transferred from Pierre Buyoya (a Tutsi) to former Vice-President Domitien Ndayizeye (a Hutu) on 30 April 2003.

Fact box:

chief of state & head of government: President Domitien NDAYIZEYE (since 30 April 2003); note - NDAYIZEYE, a Hutu, was sworn in as president for the second half of the three-year transitional government inaugurated on 1 November 2001; Vice President Alphonse KADEGE (since 30 April 2003); KADEGE is from the Tutsi minority

Prior to the ballot for the President with the end of the transitional period, it is required that the Burundian people will directly elect members of the National Assembly and new local councils. The election for a new National Assembly is to be on a system of proportional representation - based on the population of each province - and the use of party determined lists of candidates. According to the [Arusha Agreement](#), these lists must provide for ethnic and gender balance - of every three candidates on any political party's list, only two can be from the same ethnic group, and at least one in five must be a woman.

Source: [Immigration and Nationality Directorate \(UK\) - Burundi Country Report \(4/2004\)](#)

2.3 Judiciary Branch

Supreme Court or Cour Supreme; Constitutional Court; Courts of Appeal (there are three in separate locations); Tribunals of First Instance (17 at the province level and 123 small local tribunals).

The judicial authority of the Republic of Burundi is vested in the courts. The Constitution provides for a Supreme Court of Burundi. The judges of the Supreme Court shall be appointed by the President from a list of candidates nominated by the Judicial Service Commission and approved by the National Assembly and the Senate.

The other courts and tribunals recognized in the Republic of Burundi shall be the Court of Appeal, the High Courts, the Resident Magistrates' Courts and such other courts and tribunals as are provided for by law. The *Ubushingantahe* Council shall sit at the level of the *colline*.

The President of the Court of Appeal, the presidents of the High Courts, the public prosecutors and the state counsels shall be appointed by the President of the

Republic following nomination by the Judicial Service Commission and confirmation by the Senate.

A Judicial Service Commission with an ethnically balanced composition shall be established. It shall be made up of five members nominated by the Executive, three judges of the Supreme Court, two magistrates from the National Department of Public Prosecutions, two judges from the resident magistrates' courts and three members of the legal profession in private practice. The judges, magistrates and members of the legal profession shall be chosen by their peers. All members of the Commission shall be approved by the Senate.

Magistrates shall be appointed by decree of the President on the proposal of the Judicial Service Commission. The presidents of resident magistrates' courts shall be appointed in the same manner except that the nominees shall be proposed to the President after obtaining the approval of the Senate.

The Constitutional Court shall be the highest court for constitutional matters. Its jurisdictions shall be those set forth in the 1992 Constitution. The members of the Constitutional Court, seven in number, shall be appointed by the President of the Republic and confirmed by the Senate by a two-thirds majority. They shall have a term of office of six years non-renewable.

Source: Arusha Peace and Reconciliation Agreement for Burundi (28 August 2000) - The Judiciary

2.4 Local Government

According to the Arusha Accord, provinces shall be administered by civilian governors appointed by the President of the Republic and confirmed by the Senate.

Communes shall be decentralized administrative entities. They shall be the basis of economic and social development, and shall be divided into collines or zones and such other subdivisions as are provided for by law.

The law shall make provision for the circumstances under which a commune administrator may be dismissed or suspended, by the central authorities or by the Commune Council, for good cause including incompetence, corruption, gross misconduct or embezzlement.

Source: Arusha Peace and Reconciliation Agreement for Burundi (28 August 2000) - Local Government

3. The State and Civil Society

3.1 Ombudsperson

The Arusha Agreement provides for the establishment of an Ombudsperson. The Ombudsperson shall be appointed by the National Assembly by a three-quarters majority. The appointment shall be subject to confirmation by the Senate.

The Ombudsperson shall hear complaints and conduct inquiries relating to mismanagement and infringements of citizens' rights committed by members of the public administration and the judiciary, and shall make recommendations thereon to the appropriate authorities. She/he shall also mediate between the administration and citizens and between administrative departments, and shall act as an observer of the functioning of the public administration.

The Ombudsperson will report annually to the National Assembly and the Senate.

Source: [Arusha Peace and Reconciliation Agreement for Burundi \(28 August 2000\)](#) - [The Administration](#)

3.2 NGOs

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

3.3 Civil Society

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

4. Civil Service

4.1 Legal basis

Decree law no. 1/009 of 6 June 1998 concerning the statute of civil servants.⁹

Magistrates, personnel of the armed forces and the police, local level staff, public enterprises and certain staff employed contractually are excluded from the scope of the law. The right to strike is recognized [art. 29], and the prohibition of collective suspension of work by the civil servants is repealed (decree law no. 1/15 of 31 august 1981). The different grades in the civil service are displayed in the annex,

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

Decree no. 100/085, 100/86, 100/87 and 100/88 of 6 June 1998 implement the statute with regards to advancement, benefits and allowances, recruitment, and disciplinary matters.

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

4.2 Recruitment

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

4.3 Promotion

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

4.4 Remuneration

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

4.5 Training

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

4.6 Gender

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

⁹ [Click here](#) for *Décret-loi no 1/009 du 6 juin 1998 portant statut des fonctionnaires.*

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
..	Burundi	..	..	..	..	..	..
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.

A September 2002 amendment to a 1996 law on privatization was spurred by the creation of a dedicated ministry. One provision, preventing senior officials and their families from bidding for shares in public organizations, applies to members of the Inter-ministerial Privatization Committee (*Comité Interministériel de Privatisation*), experts in the department responsible for public organizations (*Service Chargé des Entreprises Publiques*), consultants, independent agents as well as any head of a public organization who has been convicted of fraudulent management of an organization under privatization. The prohibition applies for five years from the conviction.

In the second half of 2003 a parliamentary commission considered a bill on the creation of an audit court, with the national assembly due to examine the matter thereafter. The Arusha Peace and Reconciliation Agreement in Burundi provides for the creation of an audit court that would be 'responsible for examining and certifying the accounts of all public organizations. This court will present a report on the propriety of the state accounts to the national assembly. This report will establish whether funds have been used in accordance with established procedures, and in accordance with the budget approved by the above-mentioned assembly.' The court is also a requirement of the transitional constitution and the International Monetary Fund made its creation a condition for the release of the second instalment of credit to the government.

Inspectors point to regular corruption in the departments of taxation, customs, procurement, as well as in many state-owned companies. The presence of military personnel throughout the countryside has contributed to the increase in petty corruption. The president of the Governmental Action Observatory (OAG), an

umbrella association of 18 media and civil society organizations, states that 'corruption has spread, openly and publicly'.

Source: [Transparency International \(Global Corruption Report\) - Country Reports: Burundi \(2004\)](#)

5.2 Ethics

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

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.

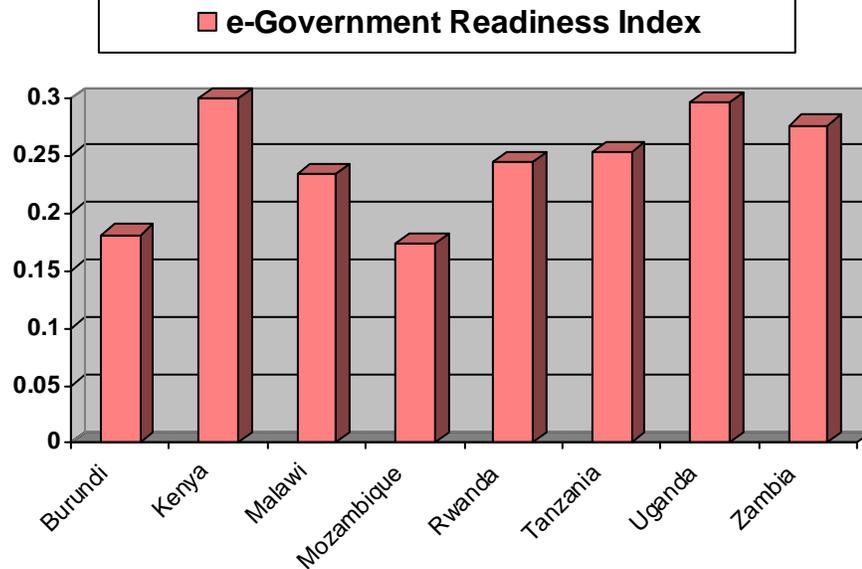
Telecommunications Infrastructure Index:

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.

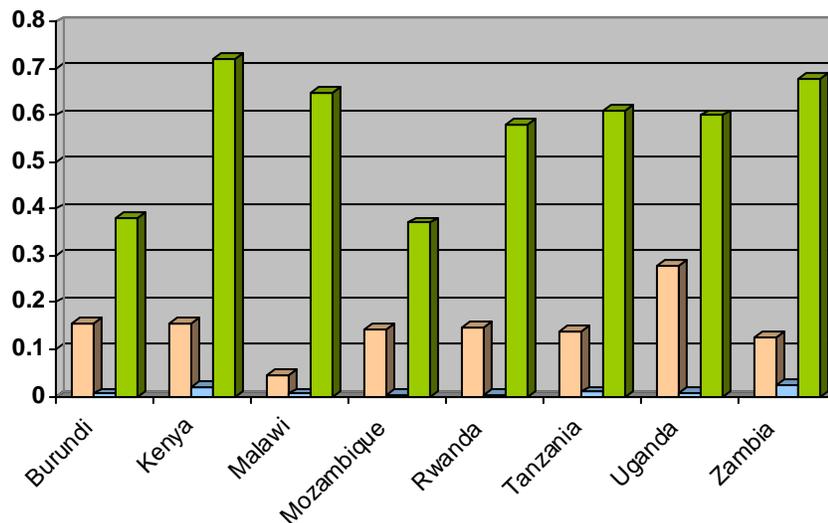
Human Capital Index:

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.



Source: HUnited Nations – World Public Sector Report 2003H

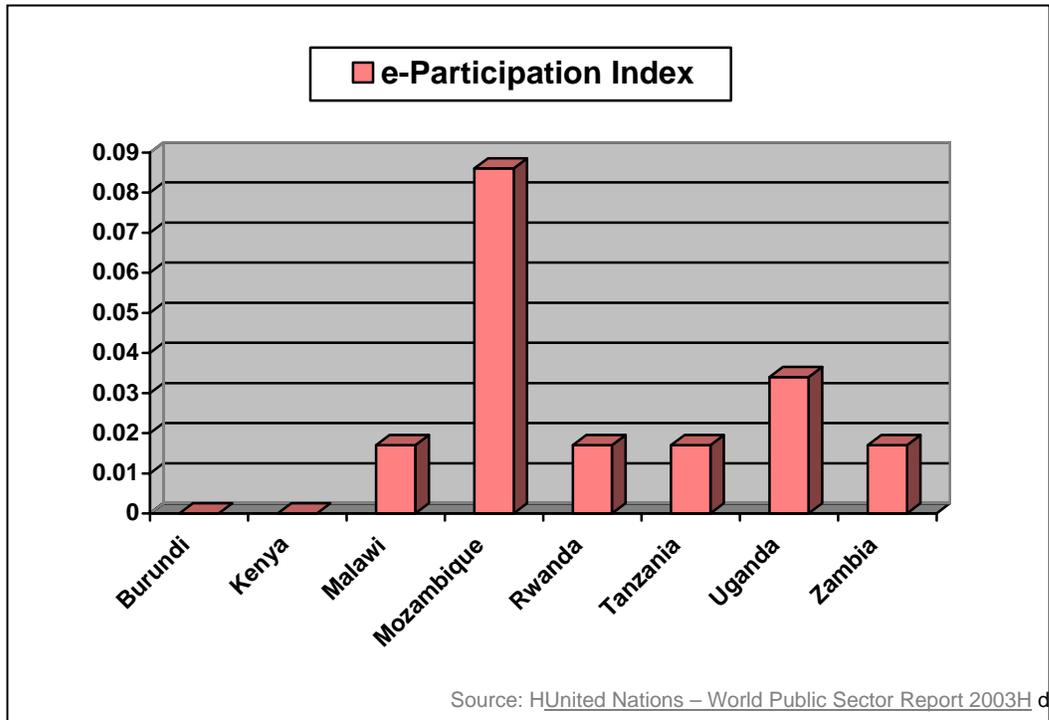
Web Measure Index **Telecom. Infrastructure Index** **Human Capital Index**



Source: HUnited Nations – World Public Sector Report 2003H

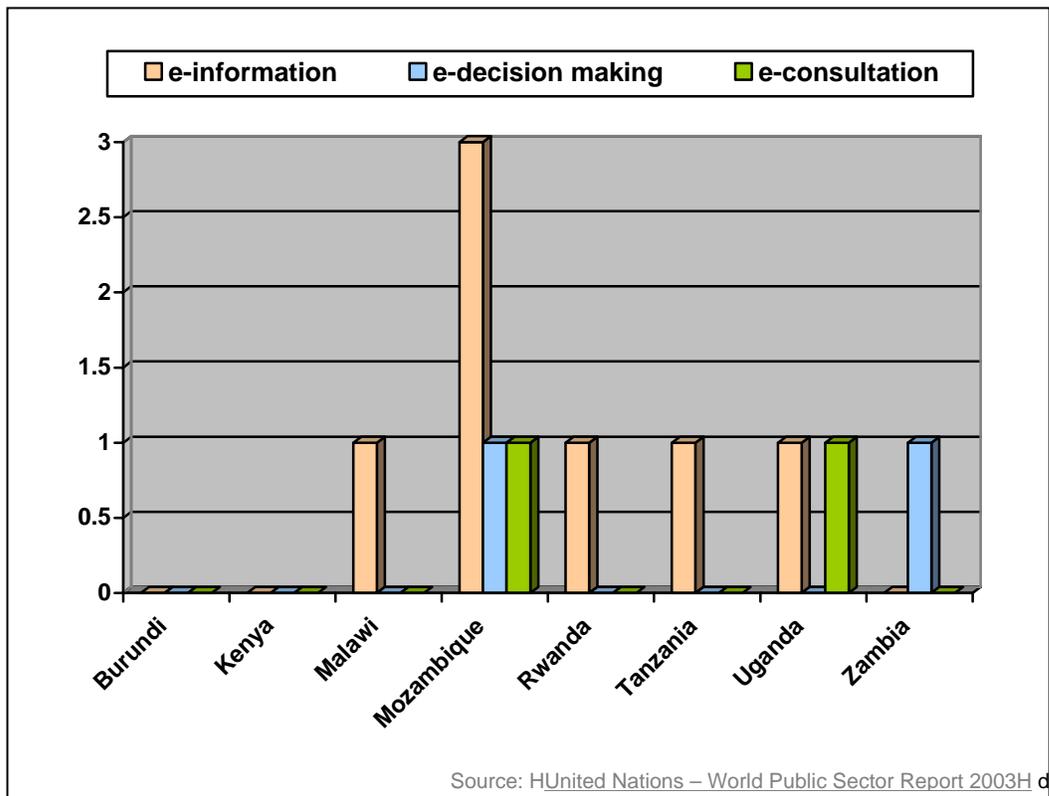
e-Participation Index:

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
Arusha Accord	http://www.usip.org/library/pa/burundi/pa_burundi_08282000_toc.html
Pretoria Agreement	http://www.usip.org/library/pa/burundi/burundi_10082003.html

7.2 Miscellaneous sites	
Institution	Topic
African Civil Services Observatory (OFPA)	http://www.ofpa.net
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.bi.undp.org/
United Nations Economic Commission for Africa (ECA)	http://www.uneca.org/
United Nations Operation in Burundi (UNOB)	http://www.un.org/Depts/dpko/missions/onub/
UNPAN	http://www.unpan.org/virtual_library-byregion.asp
World Bank (WB)	http://www.worldbank.org/bi