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The World Bank

GLOBAL PROGRAM REVIEW

THE PROVENTION CONSORTIUM

June 28, 2006

Sector, Thematic, and Global Evaluation Division
Independent Evaluation Group

Abbreviations and Acronyms

ACR	Administrative Cost Recovery
ADB	Asian Development Bank
ADPC	Asian Disaster Preparedness Center, Thailand
ADRC	Asian Disaster Reduction Center, Japan
AIDB	Inter-American Development Bank
AIDMI	All India Disaster Mitigation Institute (before DMI)
ALNAP	Active Learning Network for Accountability and Performance, U.K.
AURAN	African Urban Risk Analysis Network
BB	Bank Budget
CABEI	Central American Bank for Economic Integration
CAF	Corporatión Andina de Fomento (Andian Development Corporation)
CAS	Country Assistance Strategy
CAS	Country Assistance Strategy
CBO	Community-based Organization
CCISB	Chamber if Commerce and Industry for Small Businesses
CDB	Caribbean Development Bank
CRA	Community Risk Assessment
CSR	Corporate Social Responsibility
CRED	Center of Research on the Epidemiology of Disasters, Université Catholique de Louvain in Brussels, Belgium
DFID	Department for International Development, U.K.
DGF	Development Grant Facility
DiMP	Disaster Mitigation for Sustainable Livelihoods Programme at the University of Cape Town, South Africa
DMC	Disaster Management Center of the University of Wisconsin, U.S.A.
DMF	Disaster Management Facility at the World Bank (later HMU and HRM team)
DMI	Disaster Mitigation Institute of India, later AIDMI
DML	Climate, Energy and Environmental Technology Division, Netherland Ministry of Foreign Affairs
DRR	Disaster Risk Reduction
EM-DAT	Emergency Disasters Data Base at the CRED, Université Catholique de Louvain in Brussels, Belgium
ESCAP	Economic and social development in Asia and the Pacific
FAO	Food and Agriculture Organization of the United Nations
GFDRR	Global Facility for Disaster Reduction and Recovery
FY	Fiscal Year
GFMC	Global Fire Monitoring Center, Freiburg University, Germany
GPR	Global Program Review
GRID	UNEP/GRID-Arendal, Norway
GTZ	German cooperation enterprise for sustainable development
HRM	Hazard Risk Management Team at the World Bank (before HMU and DMF)

HMU	Hazard Management Unit at the World Bank (before DMF, later HRM team)
IADB	Inter-American Development Bank
IBLF	International Business Leaders Forum
ICM	Implementation Completion Memorandum
ICVA	International Council of Voluntary Agencies
IEG	Independent Evaluation Group (before OED)
IFC	International Finance Corporation
IFIs	International Financial Institutions
IFRC	International Federation of Red Cross and Red Crescent Societies
IIASA	International Institute for Applied Systems Analysis in Laxenburg, Austria
IIED	International Institute for Environment and Development, U.K.
INFVP	Infrastructure Vice Presidency, the World Bank
IRDA	Insurance Regulatory and Development Authority of India
IRI	International Research Institute for Climate Prediction of Columbia University
LA RED	Network for Social Studies on Disaster Prevention in Latin America
LFA	Logical Framework Approach
LIC	Life Insurance Company of India
MFI	Micro Finance Institution
MoU	Memorandum of Understanding
NGI	Norwegian Geotechnical Institute
NGO	Non-governmental Organization
NOAA	National Oceanic and Atmospheric Administration
OAS	Organization of American States
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OECS	Organization of Eastern Caribbean States
OED	Operations Evaluation Department (now IEG-WB)
OIL	Oriental Insurance Company of India
PAHO	Pan-American Health Organization
PATS	Partnership Approval and Tracking System
PC	Presiding Council
PRSP	Poverty Reduction Strategy Paper
PSIVP	Private Sector Development Vice Presidency, the World Bank
SC	Steering Committee
SCIEM	Sasol Center for Innovative Environmental Management of South Africa's University of Witwatersrand
SDC	Swiss Agency for Development and Cooperation
SIDA	Swedish International Development Cooperation Agency
SIFs	Social Investment Funds
ToR	Terms of Reference

TUD	Transport and Urban Department, the World Bank
UN/GIST	UN Inter-agency Geographic Information Support Team
UN/ISDR	United Nations International Strategy for Disaster Reduction
UNAM/ CENAPRED	Instituto de Geofisica, Universidad Nacional Autonoma de Mexico / Centro Nacional de Prevención de Desastres
UNCDF	UN Capital Development Fund
UNCHR	The UN Refugee Agency
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNICEF	The United Nations Children's Fund
USAID	United States Agency for International Development
UW-DMC	University of Wisconsin Disaster Management Center
VCA	Vulnerability and capacity assessment
WB	The World Bank
WBG	World Bank Group
WEF	World Economic Forum, Switzerland
WFP	United Nations World Food Program
WSSD	World Summit on Sustainable Development
ECLAC	Economic Commission for Latin America and the Caribbean

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Program at a Glance: The ProVention Consortium

Established	February 2000
Objectives	The overall goal of ProVention is to help developing countries reduce the risk and social, economic and environmental impact of natural and technological disasters on the poor in order to reduce poverty and build sustainable economies. This is achieved through: 1) Forging linkages, partnerships and closer interaction between members of the Consortium; 2) Advocating for disaster risk management amongst leaders and senior policy makers in international organisations, national governments and the private sector; 3) Developing and demonstrating innovative approaches to the practice of disaster risk identification; risk reduction; and risk transfer/risk sharing; 4) Sharing knowledge and information about best practices, tools and resources for disaster risk management.
Activities	1) Generation and dissemination of information and knowledge about disaster risk management; 2) Advocacy comprising proactive interaction with policymakers and decisionmakers concerning disaster risk reduction; 3) Capacity building and training.
WBG contributions	From BB, FY99-02: US$900,000 (mostly staff time) From IFC, FY99-01: US$125,000 (mostly staff time) From DGF, FY01-03: US$1.01 million
Other donor contributions	FY99-06: $7.13 million
Location	February 2000 – February 2003: World Bank, Washington, D.C., USA March 2003 – present: IFRC, Geneva, Switzerland

Original Governance and Management, 2000–2005	**Presiding Council (PC):** The PC provides general guidance and support for the Consortium. It includes fifteen high level representatives from international organizations, bilateral donor organizations, financial institutions, and research institutes. The PC was established by the World Bank at launch of ProVention, but never formally convened as a Council. Members of the PC are now recognized as voluntary patrons of ProVention. **Steering Committee (SC)**: The SC provides oversight for the Consortium's activities and approves its annual workplans, financial plans and evaluation efforts. During ProVention's first phase (2000-2002), the SC was chaired first by Norway and then by IFRC and included eighteen representatives. During its second phase (2003-present), the SC was chaired by IFRC and included sixteen representatives. **Secretariat**: The Secretariat is responsible for carrying out the administrative functions of the partnership and implementing its workplans.
Revised Governance and Management, 2005 to present	**Presiding Council:** Voluntary patrons and high level advocates **ProVention Forum:** Consortium dialogue, trends analysis, generation of new ideas and initiatives **Advisory Committee**: Strategic advice, direction, and workplan approval, and oversight of the Secretariat (main governance body) **Secretariat**: Workplan management and ProVention administration **Host Organization**: The International Federation of Red Cross and Red Crescent Societies (IFRC), is responsible for management oversight of the Secretariat and administers ProVention's funds.
Latest Program-level Evaluation	Tony Beck, Consultant, and Ian Christoplos, Consultant, February 2005

Glossary

Consortium	An association or a combination, as of businesses, financial institutions, or investors, for the purpose of engaging in a joint venture. A cooperative arrangement among groups or institutions
Disaster risk management	The systematic process of using administrative decisions, organization, operational skills and capacities to implement policies, strategies and coping capacities of the society and communities to lessen the impacts of hazards.
Disaster risk reduction (disaster reduction)	The conceptual framework of elements considered with the possibilities to minimize vulnerabilities and disaster risks throughout a society, to avoid (prevention) or to limit (mitigation and preparedness) the adverse impacts of hazards.
Hazard	A potentially damaging physical event, phenomenon or human activity that may cause the loss of life or injury, property damage, social and economic disruption or environmental degradation.
Mitigation	Structural and non-structural measures undertaken to limit the adverse impact of natural hazards, environmental degradation and technological hazards.
Network	An interconnected group of people; an organization; specifically a group of people having certain connections which may be exploited to gain information, especially for professional purposes.
Preparedness	Activities and measures taken in advance to ensure effective response to the impact of hazards, including the issuance of timely and effective early warnings and the temporary evacuation of people and property from threatened locations.
Partner, partnership	This Global Program Review uses the term “partner” and “partnership” broadly to include organizations and individuals that are involved in collaborating with ProVention on the issue of risk reduction. This usage goes beyond the narrower concept of formal membership in the governing body of the program.
Prevention	Activities to provide avoidance of the adverse impact of hazards and means to minimize related environmental disasters.
Recovery	Decisions and actions taken after a disaster with a view to restoring or improving the pre-disaster living conditions of the stricken community, while encouraging and facilitating necessary adjustments to reduce disaster risk.
Relief / response	The provision of assistance or intervention during or immediately after a disaster to meet the needs of those people affected. It is generally immediate and short-term.
Resilience / resilient	The capacity of a system, community or society potentially exposed to hazards to adapt, by resisting or changing in order to reach and maintain an acceptable level of functioning and structure.
Risk	The probability of harmful consequences, or expected losses (deaths, injuries, property, livelihoods, economic activity disrupted or environment damaged) resulting from interactions between natural or human-induced hazards and vulnerable conditions.

Source: Adapted from UN International Strategy for Disaster Reduction, On-Line Dictionary: http://www.thefreedictionary.com/Consortium and Oxford English Dictionary.

Preface

The ProVention Consortium was created in February 2000 as a partnership between the World Bank, other International Financial Institutions (IFIs), bilateral donor organizations, the insurance sector, the academic community, and civil society. At the time, the UN Decade for Natural Disaster Reduction had just ended, and the founding partners perceived a need to take the UN effort one step further and better integrate disaster risk management into the development agenda. Designed as a think-tank (1) to commission research and (2) to disseminate risk reduction tools, the ProVention Secretariat was to rotate from one partner organization to another. Thus, after three years at the Bank, the Secretariat was transferred to the International Federation of the Red Cross and Red Crescent Societies (IFRC) in Geneva.

ProVention was funded by the short-term window of the Development Grant Facility (DGF), five bilateral donors, and seven ProVention partners. The World Bank and IFC also contributed staff time to ProVention. In FY 2005, one year after the end of the DGF funding cycle, ProVention commissioned the independent consultants Tony Beck and Ian Christoplos to conduct an external evaluation of ProVention's activities from 2000-2005.

This Global Program Review (GPR) assesses the independence and quality of the external evaluation. It also provides an independent opinion on the relevance, efficacy, and efficiency of ProVention, while assessing the Bank's performance as a ProVention partner.

The review follows the World Bank's Independent Evaluation Group's (IEG's) Guidelines for GPRs (Annex A). It is based on the following: the external evaluation, a 2003 DFID evaluation, a desk review of program documentation, information on ProVention activities as reported by the ProVention Secretariat and interviews with staff from both the Washington and the Geneva-based Secretariats. In addition, interviews were held with twelve members of the ProVention Steering Committee (SC) and donor agencies. Silke Heuser (consultant) prepared the GPR under the supervision of Ron Parker (task manager). Ronald Parker conducted stakeholder interviews during a mission to London and Geneva from March 1-8, 2006. Other interviews were conducted in the Bank and elsewhere in Washington, D.C. Finally, a questionnaire was sent to the Hazard Risk Management Thematic Group in the World Bank, which consists of more than a hundred Bank staff in various organizational units.

IEG gratefully acknowledges all those who made time for interviews and provided documents and information, in particular the ProVention donor agencies, governance members, management, and administrative staff. The list of people consulted can be found in Annex B.

Copies of the draft GPR were sent to the Geneva-based ProVention Secretariat and to relevant Bank staff for their review and comments. A number of their observations have been incorporated into the GPR, as appropriate. The formal response received from the Geneva-based Secretariat is appended in Annex K.

Summary

Objectives. The ProVention Consortium was created in February 2000 as a formal partnership between the World Bank, other International Financial Institutions (IFIs), bilateral donor organizations, the insurance sector, the academic community, and civil society. At the time, the UN Decade for Natural Disaster Reduction had just ended, and the founding partners perceived a need to take the UN effort one step further and better integrate disaster risk management into the development agenda. Designed as a think-tank (1) to commission research and (2) to disseminate risk reduction tools, the ProVention Secretariat was to rotate from one partner organization to another.[1] Thus, after three years at the Bank, the Secretariat was transferred to the International Federation of the Red Cross and Red Crescent Societies (IFRC) in Geneva.

The overall goal of ProVention is to reduce the social, economic and environmental impacts of natural disasters on vulnerable populations in developing countries in order to alleviate poverty and contribute to sustainable development. This is achieved by:

(a) Forging partnerships: bringing together key actors and sectors involved in disaster risk management;
(b) Promoting policy: advocating for greater attention and commitment to disaster risk management by leaders and decision-makers;
(c) Improving practice: developing and promoting innovative approaches and applications for risk reduction; and
(d) Sharing knowledge: disseminating information from ProVention partners and projects about good practices, tools and resources for disaster risk management.

Activities. While located at the World Bank in Washington, DC, from February 2000 to February 2003, the ProVention Secretariat implemented four types of activities: applied research studies, pilot and demonstration projects, education and training activities, and workshops and conferences. These activities fell into the following four thematic priority topics: (1) risk identification, (2) risk reduction, (3) risk sharing, and (4) knowledge sharing. A detailed list of the 12 activities supported, their regional focus, the partners involved, and the outputs and outcomes is provided in Annex D. After relocating to the IFRC in Geneva in March 2003, the ProVention Secretariat developed a performance measurement framework and implemented 17 activities organized according to five thematic priorities: (1) mainstreaming risk reduction, (2) risk analysis and application, (3) reducing risks in recovery, (4) risk transfer and private sector investment, and (5) expanding risk research and learning. The progress of these activities against their stated objectives and indicators is assessed in Annex I.

Funding. The activities of the Washington-based Secretariat and the Secretariat's transfer to Geneva were funded by the short-term window of the Development Grant Facility

1. During ProVention's first Steering Committee (SC) meeting in February 2000, SC members developed the idea to rotate ProVention from one organization to another every two to three years. However, because of the high transaction costs, it was decided in September 2005 to have ProVention stay at the IFRC for at least five years (up to December 2008). In 2007, ProVention's governance body will have to decide whether to move ProVention to yet another organization, to keep it within IFRC, or to make it an independent legal entity.

(DGF), which provided US$1.01 million. Additional contributions of about one million on average per year came from the U.K. and Norway among others. In FY2005, financial support from the World Bank ended, and the Geneva-based Secretariat was able to attract additional funding from Switzerland and Canada.

The external evaluation. A program-level evaluation of ProVention was prepared from November through December 2004 by two external consultants. The external evaluation, a DGF requirement, was generally positive. It concluded that DGF and other donor funds had been well spent and that ProVention was "likely to be increasingly used as a channel for joint projects by SC institutions and others working in risk reduction." The evaluation, however, did raise concerns with ProVention's governance and purpose. It suggested greater transparency in selecting activities and recommended that ProVention reduce the number of its activities and spend more time on networking.

The external evaluation was commissioned by the Geneva-based ProVention Secretariat and supervised by both the World Bank task manager and IFRC program manager. The present IEG review finds that the independence of the evaluation was compromised at three levels – with regard to its organizational independence, its behavioral independence, and its failure to avoid conflicts of interests. The quality of the external evaluation was also compromised by a number of factors: (1) the lack of sufficient time and resources allocated for the external evaluation, (2) the neglect of the existing performance measurement framework, and (3) the failure to provide or use existing quantitative data to assess ProVention's performance. Notwithstanding the weaknesses of the evaluation, ProVention's response in terms of implementing the evaluation's recommendations has been impressive.

Relevance. The present Global Program Review found that the issues addressed by ProVention are highly relevant. There was a research gap prior to the establishment of ProVention, and no development agency, including the Bank, had been willing to fill this gap by itself. ProVention was able to generate knowledge and tools to reduce disaster risk at the national and community levels. It has also identified research and advocacy gaps, and generated useful knowledge to fill these gaps at the global level. By commissioning the Natural Disasters Hotspots study (*Natural Disaster Hotspots: A Global Risk Analysis*), ProVention created an index to identify risk levels of developing countries. This index should enable developing countries and donors to take a proactive approach to natural disasters and incorporate disaster risk when planning investment projects. The way in which ProVention has been able to influence Bank thinking and practice with regard to both lending and non-lending services shows that ProVention has not only been relevant and consistent with the Bank's development objectives, but also in some respects effective in identifying knowledge gaps and advancing the agenda of disaster risk reduction within the Bank.

Efficacy. The external evaluation discussed the achievement of each of ProVention's four objectives, including ratings by respondents. It did not, however, use the Secretariat's existing performance measurement framework. The present IEG review complements the external evaluation by rating the progress of the Geneva-based Secretariat's activities against the objectives and indicators in the performance measurement framework that was developed in 2003 (Annex I). The present IEG review finds that ProVention was largely effective in achieving the outputs described by the indicators of ProVention's performance measurement

framework. It has also made progress against its stated objectives, though it is still too early to assess the achievement of final outcomes for the activities undertaken under the Geneva-based Secretariat.

Efficiency. The efficiency of ProVention is assessed according to two criteria: the quality of governance of ProVention itself, and the cost-effectiveness of ProVention activities. ProVention's governance structure has been one of ProVention's main weaknesses. At its inception, ProVention established a governance structure consisting of a Presiding Council (PC), a Steering Committee (SC), and a Secretariat. ProVention has been repeatedly criticized for this weak and informal governance structure. While an informal governance structure may facilitate an active, innovative and results-oriented response to ProVention's clients, strategic direction and oversight exercised by the SC have been weak. In response to this criticism, the Geneva-based Secretariat commissioned a governance review in 2005, which recommended the following: the PC should be maintained consisting of "patrons" that provide legitimacy to ProVention; the SC should act as a forum to discuss topics related to reducing the impact of disasters in developing countries; and an Advisory Committee should be created as the main governing body to provide funding guidance and advice on major strategic, policy and organizational decisions. The Secretariat would solicit expert technical advice from independent project reviewers to ensure high-quality technical appraisal of ProVention activities and accountability in funding decisions. This new governance structure was adopted in September 2005 (see Annex C). While it resolves some of the issues addressed by the external evaluation, this Global Program Review finds that the new Advisory Committee has relatively little accountability for ProVention's performance compared to its influence on what ProVention does. This lack of accountability could be addressed by preparing a written charter that clearly establishes the responsibilities and accountabilities of the Advisory Committee.

The external evaluation highlighted that ProVention needed to expand and diversify its donor base. Since then, ProVention has done well but still needs to invest more efforts. DGF funding ended in FY03, and so far only Canada and Sweden have committed to supporting ProVention in addition to its long-time supporters ─ the United Kingdom, Norway, and Switzerland. Both the United Kingdom and the Norwegian government have committed to fund ProVention for at least three more years. Program partners have expressed in no uncertain terms the need for the Bank to stay engaged with the Consortium and to contribute to its budget. In its response to an earlier draft of this report, Bank management reaffirmed its continuing engagement in ProVention (also see footnote 25).

Right from ProVention's inception, it was planned to have the ProVention Secretariat rotate so that different organizations could contribute to its development. In addition, relocation outside the Bank was one of the DGF funding guidelines.[2] The transfer of the ProVention Secretariat to Geneva was seen as a new opportunity for closer cooperation with the IFRC, the Geneva-based UN agencies such as UNDP's Bureau for Crisis Prevention and

2. The DGF guidelines specify the following: Sponsors of programs with in-house secretariats should try to seek partners' agreement to move such a secretariat outside of the Bank once the Bank's role in its start up has been accomplished, generally within two to three years.
http://intranet.worldbank.org/WBSITE/INTRANET/UNITS/INTCFP/INTGPP/INTDGF/0,,contentMDK:20588640~menuPK:64161695~pagePK:64161743~piPK:64160993~theSitePK:457686,00.html

Recovery, and the United Nations International Strategy for Disaster Reduction (UN/ISDR), as well as with European civil society organizations. This review finds that transferring the Secretariat has enormous opportunity costs,[3] and slowed down implementation of activities by about two year, because it took time to recruit new staff and for them to become familiar with thematic priorities, ongoing activities, and partner organizations − a problem that could have been mitigated to some extent by a short period of staff secondment.

Bank performance as a partner. The review finds that the role of the World Bank as founder and initial host of ProVention was crucial. For several of ProVention's members, participation in the Consortium was seen as an entry point to tap into the Bank's knowledge and project expertise. The Washington-based Secretariat managed to raise funds and in-kind contributions from a variety of donors.

The Bank and the UN/ISDR are currently planning a new facility – called the Global Facility for Disaster Reduction and Recovery (GFDRR) – to address hazard risk management. The new facility is intended to build on the work of ProVention, which made a substantive contribution to improving global awareness and knowledge of hazards. Moving from knowledge to practice is an immediate priority. The GFDRR is intended to provide technical assistance to assist the 86 high risk countries in mainstreaming hazard risk management in development strategies and investment grants for immediate recovery. Thus, three years after the ProVention Secretariat relocated from the Bank to IFRC, the Bank is planning to create a similar institution, which this time is intended not only to generate knowledge, but also to provide technical assistance. This demonstrates the difficulty of retaining the interest of Bank staff in those global programs which leave the Bank and which no longer provide trust funds to support their ongoing work, whether knowledge generation or technical assistance.[4]

Lessons. The ProVention Consortium is a relevant and innovative program. Its record in bringing about change at the global and country level in a relatively short amount of time has been impressive. ProVention was largely successful in achieving its objectives of networking, advocating, implementing activities, and disseminating research findings and best practices.

ProVention's experiences provide the following lessons:

- Global programs are able to pool financial resources and bring together existing experts in the field to fill research gaps when no development agency, including the Bank, is willing to fill this gap by itself. By bringing together partners from a variety of sectors external to the Bank, ProVention was able to determine gaps in the field of

3. In its comments on a previous draft of this GPR, the Geneva-based Secretariat pointed out that the costs of the transfer should also be weighed against the opportunities and benefits. The shift to IFRC has brought a more community-oriented focus to the ProVention agenda through the global Red Cross network and brought in new partners from civil society.

4. The ProVention Secretariat supports this new and important initiative and the critical role it will play in providing technical assistance to high-risk countries. It believes that the knowledge, resources and partners available within ProVention could be of great benefit to the work of the GFDRR. It also hopes that the activities of the GFDRR might feed into ProVention and benefit the wider Consortium.

disaster risk management, generate fresh ideas, and catalyze new cooperation and funding, all of which benefited the Bank's work with developing countries. Through its multi-stakeholder research in areas where no work was being done within the field, ProVention complemented the Bank's work rather than substituting for it.

- When a global program moves beyond the generation and dissemination of knowledge about development, the establishment of a regular monitoring framework is important to shorten the feedback loop and facilitate on-the-ground lesson learning for mid-term corrections. ProVention started out as a program focusing on research. When it moved into technical assistance, pilot projects, and policy reform, it recognized the need for such a monitoring framework. The establishment of this framework should also provide an important basis for periodic program-level evaluations of the program as a whole.

- New global programs should pay a great deal of attention to governance issues in their start-up phase. The informal governance structure which ProVention established at the outset, although key for ProVention's results-oriented interventions, has been one of its weakest features, at least with respect to the strategic direction and oversight exercised by the SC.

- The relocation of a global program's Secretariat from one partner organization to another has enormous opportunity costs. Although relocation has increased the community-oriented focus of ProVention as well as the participation of European civil society organizations, it was expensive and slowed down implementation of activities by about two years. Rather than birthing a global program at the Bank and spinning it off to other organizations, the major sponsors and partners should decide at the outset where a global program is best located and should plan to keep it there for the indefinite future.

1. Program Objectives, Design, and Costs

PROVENTION'S OBJECTIVES

1. The ProVention Consortium (ProVention, hereafter) owes its existence to the World Bank Disaster Management Facility (DMF), which was established at the World Bank in 1998 as a focal point for disaster reconstruction and prevention.[1] It was in the context of the DMF's work that ProVention was created in February 2000.[2] Other partners were brought on board that already had a working relationship with the DMF. The goal for establishing ProVention was to help developing countries build sustainable and successful economies and to reduce the human suffering that often results from natural disasters. But it also helped the DMF to further its risk reduction agenda to organize meetings and activities with global partners on this topic at the headquarters complex.

2. The ProVention Consortium is a global coalition of representatives from governments, international organizations, academic institutions, the private sector, and civil society. Its original objectives when the Secretariat was located at the World Bank in Washington, DC were:

(a) To promote a culture of safety through education and training among leaders and citizens of developing countries;
(b) To support public policy that can reduce the risk of natural and technological disasters within developing countries;
(c) To support pilot projects and to disseminate information about "best practices" that have been proven to mitigate the scope and frequency of disasters;
(d) To develop governments' ability to minimize disasters and to respond effectively when they occur; and

1. Between fiscal years 1999 and 2005 the Disaster Management Facility, later the Hazard Management Unit (HMU), assisted Bank task managers in helping countries develop a more strategic and rapid response to natural and technological disasters. The status of this unit changed in 2005. For budgetary reasons, Bank management adopted a distributed, decentralized approach to hazard risk management, rather than retain a specialized central unit. The current Hazard Risk Management Team of the Urban Unit (consisting of the same people as the HMU and DMF) has taken on some of the DMF functions while it serves as the anchor for the Hazard Risk Management Thematic Group, which consists of more than a hundred Bank staff in the various organizational units with a particular interest in hazard risk management. The Hazard Risk Management Team is currently applying for new funding from the Development Grant Facility (DGF) in order to create a Global Facility for Disaster Reduction and Recovery (GFDRR) at the World Bank. Adapted from IEG (2006): Hazards of Nature, Risks to Development, p. 18.

2. The 2003 DFID evaluation describes ProVention's creation the following way: "The impetus behind its creation stemmed from work undertaken by the WB in 1998. At the invitation of the Government of Mexico, the DMF was requested to help assess the Government's capacity to manage natural disaster risk. A case study was conducted in collaboration with the International Finance Corporation (IFC), the academic community and representatives of the private reinsurance sector. This successful experience led the WB (and DMF) to realize that to effectively address the many aspects of disaster risk reduction a broad-based partnership [would be] required. In addition, there was recognition that a process or mechanism was required whereby outside expertise might be fed into the WB's decision-making processes and reflected in its outputs" (DFID 2003, p. 9f.).

(e) To forge links between public and private sectors, between the scientific community and policy makers, between donors and victims so that all stake holders work together to strengthen the economy, reduce pain and suffering, and protect the common good (DGF, FY2001, Application Form).

3. The ProVention Secretariat was relocated from the World Bank to the International Federation of the Red Cross and Red Crescent Societies (IFRC) in Geneva in March 2003. Just before the transfer of the Secretariat, in February 2003, DFID completed a first evaluation of ProVention. A second evaluation was commissioned by the Geneva-based Secretariat in 2004. The second evaluation, hereafter referred to as the external evaluation was conducted by Tony Beck, a consultant with experience in disaster risk management. Conducting the external evaluation was a requirement of the Development Grant Facility (DGF), which provided 20 percent of the program's funding from FY01-03.

4. In response to the two evaluations, ProVention's original objectives were revised twice in order to give stronger focus and direction to the program and to better measure results. The current statement of ProVention's objectives reads as follows:

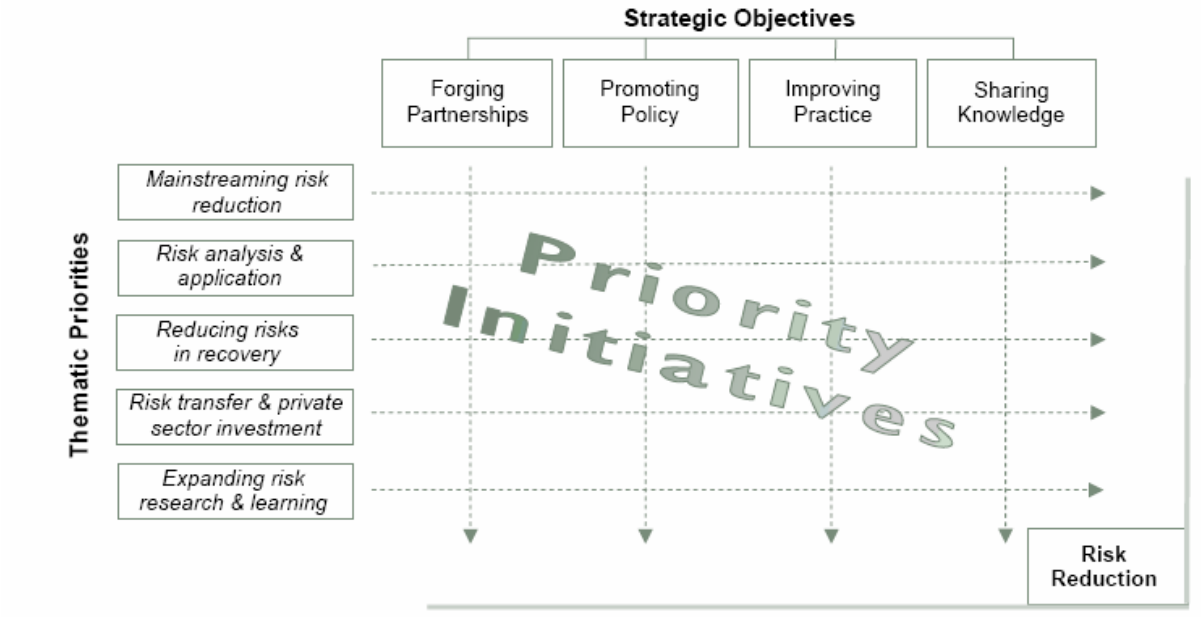
> The overall goal of ProVention is to reduce the social, economic and environmental impacts of natural disasters on vulnerable populations in developing countries in order to alleviate poverty and contribute to sustainable development. This is achieved through
> (a) Forging partnerships: forging linkages and partnerships among key actors and sectors involved in disaster risk management;
> (b) Promoting policy: advocating for greater policy attention and commitment to be given to disaster risk management by leaders and decision-makers;
> (c) Improving practice: developing and promoting innovative approaches and applications for reducing risk; and
> (d) Sharing knowledge: sharing knowledge and information from ProVention partners and projects about good practices, tools and resources for disaster risk management.

ACTIVITIES ORGANIZED IN PERFORMANCE MEASUREMENT FRAMEWORK

5. Under the Washington-based Secretariat, ProVention supported four types of activities: applied research studies, pilot and demonstration projects, education and training activities, and workshops and conferences. These activities fell into the following four thematic priority topics: (1) risk identification, (2) risk reduction, (3) risk sharing, and (4) knowledge sharing. A detailed list of the 12 activities, their regional focus, the partners involved, and outputs and outcomes is provided in Annex D.

6. After relocating to the IFRC in Geneva in March 2003, the ProVention Secretariat developed a performance measurement framework. The Geneva-based Secretariat has implemented 17 activities, organized into five thematic priorities: (1) mainstreaming risk reduction, (2) risk analysis and application, (3) reducing risks in recovery, (4) risk transfer and private sector investment, and (5) expanding risk research, and learning (Figure 1).

Figure 1: Performance measurement framework developed by the Geneva-based Secretariat



Source: Workplan 2003-2006, Revised Version, July 2004

SOURCES AND USES OF FUNDS

7. ProVention's sources of funding are shown in Figure 2 and Annex F, Table 1. Total funds for the period FY99-FY06 amounted to US$9.1 million. Under the Washington-based Secretariat, ProVention received US$5.3 million. This includes the DGF grant, as well as contributions from five donor governments: United Kingdom, Norway, Switzerland, the Netherlands, and France, the bulk of the funds coming from the UK and Norway. Other organizations such as the Wharton School, the Aon Group, IIASA, the Global Development Gateway, Swiss Re, UNEP, and UNDP contributed between US$20,000 and US$80,000 (some in-kind, namely staff time) mainly in FY01.

8. When the Secretariat relocated to Geneva in 2003, US$1.0 million (including funds from the DGF, Norway, and the United Kingdom) was transferred to the Geneva-based ProVention Secretariat in five installments, the last installment being transferred in July 2004. Between February 2003 and April 2006, the Geneva-based Secretariat received an additional US$3.8 million. The Bank continued to administer funds for already-initiated activities. Once all the Secretariat's funding was transferred to the IFRC, there was a projected shortfall in resources over the intermediate term. This was why the external

evaluation recommended that ProVention needed to broaden its donor base and perhaps even establish fixed quotas for contributions from organizations that joined the Consortium.[3]

9. According to the DGF guidelines, DGF funding should leverage contributions from other donors and not exceed 15 percent of total funding per year. However, where grant programs belong to new areas of activities (such as disaster risk management in the case of ProVention), the target for the Bank grant not to exceed 15 percent of total expected funding will be pursued after allowing for an initial start-up phase (maximum 3 years).[4] As shown in figure 2, DGF funding amounted to 18 percent of total funding in FY01, to 12 percent of total funding in FY02, and to 100 percent of total funding in FY03, not including funds transferred from the Washington-based Secretariat. Since FY01 was the start-up year for ProVention, ProVention complied with the guidelines except in FY03.

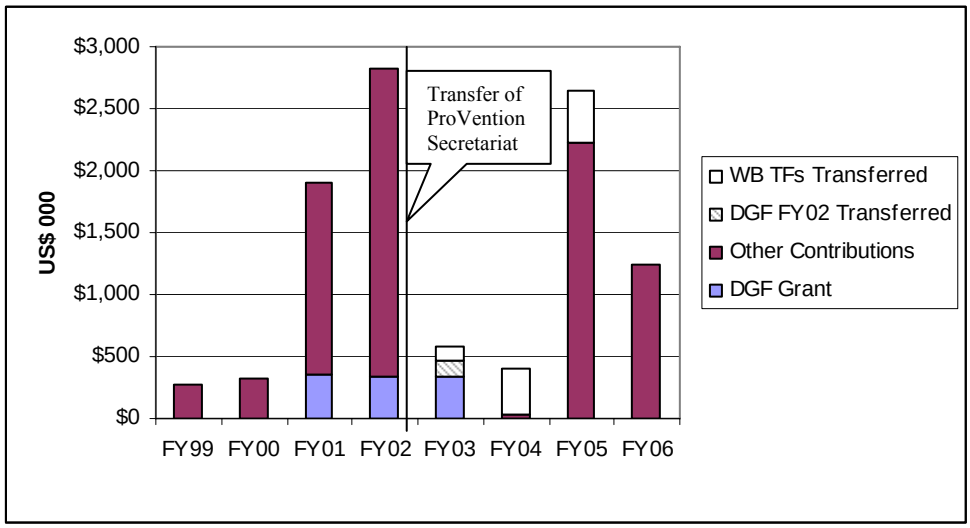
10. The way in which funds were allocated to support the 12 activities under the Washington-based Secretariat and the 17 activities under the Geneva-based Secretariat are shown in Annex F, Tables 4 and 5. While four of the activities started by the Washington-based Secretariat were transferred to the Geneva-based Secretariat, others stayed at the Bank until their completion. The transfer of full responsibility without full control of the budget caused tensions between the World Bank and the Geneva-based Secretariat and made it difficult for IFRC to approach willing European donors for replenishment because not all their initial allocation had been spent. This is another opportunity cost of relocating the Secretariat.

11. The Washington-based Secretariat spent US$551,500 of the US$1,014,500 DGF grant for administrative purposes and activity management (staff time, travel, and publishing) in FY01 to 03 (Annex F, Table 2). In April 2003 the Washington-based Secretariat transferred the remaining DGF grant of US$463,000 to the Geneva-based Secretariat for the start-up phase (Annex F, Table 3). In April 2004, the Geneva-based Secretariat was audited by PriceWaterhouseCoopers for the period January 1, 2002 to December 31, 2003. The audit found that the Geneva-based Secretariat gave a "true and fair view of revenue collected and expenses paid."

3. For instance, the May 2005 Review of the *ProVention Consortium Governance Structures and Institutional Arrangements* noted that a number of global programs specify minimum annual contributions to be entitled to sit on the governing body, such as the Humanitarian Response (SCHR), the Humanitarian Accountability Project International (HAP-I), and the Global Road Safety Project (GRSP), among others. Other programs which have minimum contributions are the Public-Private Infrastructure Advisory Facility (PPIAF) and the Cities Alliance.

4. Retrieved on 06/05/06 from: http://web.worldbank.org/WBSITE/EXTERNAL/PROJECTS/EXTFININSTRUMENTS/EXTTRUSTFUNDSANDGRANTS/EXTDGF/0,,contentMDK:20225973~menuPK:64161795~pagePK:64161825~piPK:64161011~theSitePK:458461,00.html

Figure 2: Sources of Funds, ProVention Secretariat FY1999-FY2006



Source: DGF PATS, and IFRC Financial Overview 2002-2006
Note: US$131,000 of the DGF funds received in FY02 was transferred to the Geneva-based Secretariat. In addition, US$110,000 and US$86,473 from Norway and US$281,000 and US$430,000 from the United Kingdom was also transferred to the Geneva-based Secretariat.

GOVERNANCE STRUCTURE

12. At its inception, ProVention established a governance structure consisting of a Presiding Council (PC), a Steering Committee (SC), and a Secretariat. The PC consisted of fifteen "patrons" who provided "legitimacy and institutional credibility," (Hailey and Davey, 2005, p. 13), but who were not involved in ProVention's governance and management (Annex G). The members of the PC convened only at the launch of ProVention.

13. The SC was intended to be the governing body of ProVention. It consisted of a shifting number of representatives from international and bilateral donor agencies, international financial institutions (IFIs), and at times from the insurance sector, academia, and civil society. The fluctuating number of participants depended on the agenda to be discussed in the SC – a sign of the flexible and informal governance structure of ProVention (see also para. 57 below). The SC has convened once a year (with the exception of FY02) to discuss and endorse the workplan, decide which activities to fund, and to provide general guidance. The Secretariat is responsible for carrying out the administrative functions of ProVention and implementing its workplans.

14. ProVention was repeatedly criticized for its weak governance structure. Therefore, the Secretariat commissioned a governance review in 2005. The governance review recommended reactivating the PC; replacing the SC by a forum to discuss the impact of disasters in developing countries; and creating an Advisory Committee as the main governing body. This new governance structure was adopted in September 2005 (Annex C).

2. The External Evaluation of ProVention

15. An external evaluation of ProVention was conducted as required by the DGF.[5] The evaluation was a part of the completion process of the grant of US$1.01 million which the DGF made to the ProVention Consortium for the fiscal years 2001 to 2003. The evaluation covered the period from ProVention's inception in 2000 through late 2004, and was prepared from November to December 2004 by two consultants, Tony Beck and Ian Christoplos. The final report was issued in February 2005.

16. The terms of reference (ToR) for the external evaluation called for an assessment of ProVention's success in meeting its stated objectives during the three years of the DGF grant. The evaluation was to report on outputs, outcomes and impacts with regard to the use of the DGF grant. The ToR focused the evaluation on the global level and on partner performance of ProVention's SC members. The evaluation was also to consider the broader results of the entirety of ProVention activities, and not just those financed with DGF funds. A key question to be addressed throughout the evaluation was: "Does the ProVention Consortium add value to the global efforts to reduce the impacts of disasters in developing countries over and above what would be accomplished without ProVention?" In addition, the external evaluation was to provide lessons learned and recommendations that could help improve the future quality and impact of ProVention's work. The evaluation instruments included interviews with staff members of the founding organization (World Bank), current host organization (IFRC), SC, Secretariat (past and present), donors, key partners and stakeholders; and a desk review of relevant documents and outputs to date. At US$17,700, the budgetary allocation for the evaluation was surprisingly small for a program that had disbursed more than US$5 million during the evaluation time period.[6]

EVALUATION FINDINGS AND RECOMMENDATIONS

17. The findings of the external evaluation were generally positive. The consultants concluded that the DGF and other donor funds had been well used and that ProVention was "likely to be increasingly used as a channel for joint projects by SC institutions and others working in risk reduction." Among its specific findings were:

- ProVention's activities were seen as relevant and innovative, particularly those on the economic impact of disasters, and on micro-insurance. ProVention's work with

5. The DGF requires programs seeking DGF funding of $300,000 or more to incorporate a plan in its grant application for an independent evaluation (i.e. undertaken by evaluators who are not associated with the program) to be conducted every 3-5 years. Part of the DGF grant may be applied towards the cost of this evaluation. Retrieved on April 20, 2006 from: http://web.worldbank.org/WBSITE/EXTERNAL/PROJECTS/EXTFININSTRUMENTS/EXTTRUSTFUNDSANDGRANTS/EXTDGF/0,,contentMDK:20589009~menuPK:64161799~pagePK:64161825~piPK:64161011~theSitePK:458461,00.html.

6. According to the DGF evaluation guidelines, Independent Evaluation: Principles, Guidelines and Good Practice: "Evaluations of newer programs that do not require extensive field investigation may typically cost between $75,000 and $150,000. Older programs may have more development impacts to demonstrate and would be more costly to evaluate." Retrieved on 06/05/06 from: http://siteresources.worldbank.org/INTDGF/Resources/Evaluation&LearningNote.pdf.

insurance companies was commended as a link between the private sector, IFIs, and risk managers in developing countries.

- ProVention has been effective in establishing a positive working relationship between the World Bank and IFRC,[7] the World Bank and other IFIs for policy dialogue, as well as the private sector and the international development community to promote risk reduction at the global level.

- ProVention has only partially achieved its advocacy objective. At the Bank it successfully advocated for including disaster risk management in nine national Poverty Reduction Strategy Papers and a number of World Bank Country Assistance Strategies. It also supported bilateral donor policy reforms for natural disaster response.

- ProVention has been particularly successful in implementing individual activities of high quality, though the selection process of these activities could be made more transparent.
- ProVention needed to improve the dissemination of its research products and toolkits – the program's fourth objective. The evaluation report cited several institutional factors that were limiting ProVention's effectiveness in this regard.

18. The present IEG review confirms these findings of the external evaluation with no significant exceptions. In addition to interviewing relevant stakeholders, IEG reviewed several of ProVention's research products, including the Natural Disaster Hotspots study (see References). This Global Program Review was also informed by the recent IEG evaluation *Hazards of Nature, Risks to Development*.

INDEPENDENCE AND QUALITY OF THE EXTERNAL EVALUATION

Independence

19. The present IEG review comes to the conclusion that the criterion of independence was violated at three levels – with regard to the evaluation's organizational independence, its behavioral independence, and its failure to avoid conflicts of interests (see Annex A, Table 1). This conclusion is spelled out in greater detail in Annex J.

20. Organizational independence. The external evaluation was commissioned by the Geneva-based Secretariat – not by the Presiding Council or the Steering Committee.[8],[9] The Secretariat also provided technical and administrative support to the team. The World Bank

7. Prior to ProVention, the World Bank and IFRC did not interact in any way at all.

8. According to the terms of reference for the external evaluation, the evaluation was commissioned by the ProVention Consortium Secretariat at the International Federation of Red Cross & Red Crescent Societies (IFRC), Geneva, Switzerland.

9. According to the Geneva-based Secretariat, ProVention was informed by the World Bank's Disaster Management Facility that an evaluation should be carried out as part of the completion of the DGF grant. The DGF did not insist that it be commissioned by the Steering Committee.

global program task manager prepared the shortlist, approved the selection of consultants, and participated in the briefing of the evaluation team. It is normal and good practice for the global program task manager to be involved in the selection process. The problem in this case, however, was that the task manager was also the previous program manager, whose work was being evaluated.

21. Behavioral independence. The Geneva-based Secretariat was in a position to influence the results of the external evaluation to a significant degree since it provided a large amount of input and managed the evaluation. After completion, the evaluation was circulated in draft form to the Secretariat and SC members, and changes were made where considered appropriate by the evaluator. While it is good practice for organizations being evaluated to have the opportunity to review the findings and correct factual errors, it was problematic in this case, because the consultants were reporting to the Secretariat, not the SC.

22. Failure to avoid conflicts of interests. The lead consultant for the evaluation had extensive expertise in the analysis and working of alliances, networks and partnerships, knowledge of program management/administration, and some experience with disaster risk management, but he was not sufficiently at "arm's length" from the program.[10] While he has not been involved in any of the Geneva-based ProVention work, he was chosen on the recommendations of the World Bank's Disaster Management Facility, where the former Secretariat had been located, and whose work was being assessed. He was selected by default from a short list of three when the other two candidates declined due to scheduling conflicts, and he had earlier been involved as a consultant to the "Learning Lessons from Disaster Recovery" activity, which had been managed by the Washington-based Secretariat. In order to mitigate this conflict, a second consultant was commissioned to carry out an independent desk review of the "Learning Lessons from Disaster Recovery" activity. However, this review finds that the lead consultant cannot be considered sufficiently free of conflicts of interest to provide an independent assessment of the work of the Washington-based Secretariat ─ which formed an important part of the external evaluation.

Quality

23. The quality of the external evaluation was also compromised by a number of factors: (1) the lack of sufficient time and resources allocated for the external evaluation, (2) the neglect of the existing performance measurement framework, and (3) the failure to provide or use existing quantitative data to assess ProVention's performance.

24. Lack of sufficient time and resources allocated for the external evaluation. The ToR directs the external evaluation to use stakeholder views as a primary source of information, especially with respect to the performance of the SC. However, due to the timing of the evaluation (November-December 2004), the author did not have a chance to participate in the SC meetings (February 2004 and April 2005). In addition, the external evaluation did not take opinions of the beneficiaries on-the-ground into account. This omission was the fault of

10. The DGF Guidelines in place at that time (2003) stipulated that "evaluators should be selected on the basis of their expertise in the field, the diverse points of view they bring to a team and their objectivity [and] to avoid conflict of interest, evaluators should have an "arm's-length" relationship with the program: They should have had no substantive prior involvement in its establishment or operation."

the ToR and the small amount of money allocated to the evaluation rather than the evaluators. No survey was conducted and no on-the-ground verification was undertaken other than the face-to-face and phone interviews with ProVention members.

25. The neglect of the existing performance measurement framework. In its DGF grant application, ProVention organized its activities according to a comprehensive risk management strategy. However, the Bank's disclosure policy did not allow sharing grant proposals prior to April 1, 2005.[11] This is why neither the DFID evaluation team, nor the Geneva-based Secretariat, nor the consultant responsible for the external evaluation was able to see the original framework in the grant proposal. To this review this seems excessively bureaucratic since a great deal of confusion could have been prevented had the DGF grant proposal documents been shared.[12] Thus, during the relocation phase of ProVention, a performance measurement framework had to be developed from scratch, which was done with the assistance from DFID.

26. DFID had completed a thorough analysis of ProVention's 2001-2002 Workplan in February 2003, which led to the development of the new performance measurement framework for the Geneva-based Secretariat in September 2003, and which was included in the July 2004 version of ProVention's Strategic Workplan (2003-2006). Thus the time elapsed between the development of this performance measurement framework (in September 2003) and the evaluation was only a little more than a year. In the external evaluation, the authors criticized and decided not to use this performance measurement framework. But instead of developing indicators to evaluate with, the consultants limited themselves to criticizing those available.

27. The ToR instructed the consultants to pay special attention to indicators. The external evaluation's suggestion – to hire a results-based management specialist for half a day in order to work with the SC members to develop of a performance measurement framework – is certainly valid. But the utility of the external evaluation was nonetheless compromised by not using or building upon the existing performance measurement framework to systematically assess progress and achievements against ProVention's stated objectives and indicators.

28. The failure to provide or use existing quantitative data to assess ProVention's performance. Instead, the consultants interviewed key stakeholders using a checklist of five questions. A qualitative rating scale (good-satisfactory-unsatisfactory-poor) was used to assess the achievement of each of ProVention's four main objectives. Similarly, the report did not provide any quantitative data, with regard to ProVention's financing, on the sources and uses of funds. Thus, the credibility of the external evaluation was hampered by a lack of quantitative data, not withstanding the utility of its findings. Since the DFID evaluation had already been completed, and this also focused largely on the Washington-based activities, the

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11. Documents related to grant programs funded by the Development Grant Facility (DGF) were disclosable after April 1, 2005. Retrieved on April 15, 2006 from: http://intranet.worldbank.org/WBSITE/INTRANET/KIOSK/0,,contentMDK:20396771~menuPK:34897~pagePK:37626~piPK:37631~theSitePK:3664,00.html. DGF Grant Letters of Agreement and Evaluation Reports can only be disclosed if all the parties relating to the grant give their consent. Retrieved on April 15, 2006 from: http://freedominfo.org/ifti/20030700f.htm.

12. Other global programs have avoided this problem by preparing a written charter.

external evaluation provided little value added. By selecting the "Lessons Learned from Disaster Recovery" activity for an in-depth review, which had already received a cursory review by the DFID evaluation, the evaluation missed the chance to provide a broader overview by assessing the quality of the ProVention-financed work with ECLAC, CRED, or Columbia University ─ all being ProVention's partner organizations engaged in ongoing work.

29. The external evaluation's methodology was based almost entirely on qualitative data drawn from interviews and desk studies. Interviews were conducted with 14 of ProVention's shifting number of SC members, and with 13 of ProVention's staff, DGF staff, donors, staff in institutions working on ProVention projects, and other key informants. A list with the names of the informants was provided; however, no selection criteria were discussed. The author conducted face-to-face interviews in Geneva, Washington and London, and contacted the rest of the interviewees by phone. In addition, the second consultant conducted an eleven page long review consisting of five country case studies plus one synthesis study. He also conducted six interviews with the researchers, one ProVention member, and the ProVention Secretariat manager.

EFFECTIVE RESPONSE TO THE EVALUATION'S RECOMMENDATIONS

30. Notwithstanding the deficiencies cited above, ProVention's response to the external evaluation's recommendations has been impressive. Out of eight recommendations, six have been fully accepted, and one largely so (see Table 1). The one area of disagreement between the external evaluation and the present IEG review is the recommendation of the external evaluation that ProVention give up its advocacy role. The evaluation questioned the usefulness of this advocacy role, noting that most "SC members are mid-level managers who do not have regular access to senior policy makers." The current Head of the ProVention Secretariat, has acknowledged that a key ongoing challenge to the work of the Consortium, and the wider disaster reduction community, concerns the persistent lack of political will to invest in mitigation and prevention and has admitted that a lack of commitment at the highest levels in developing country governments is a major roadblock. However, rather than accept the evaluation's recommendation that ProVention give up its advocacy work, staff believe that there is an urgent need to influence senior policymakers and to continue efforts to push the issue of disaster risk reduction up the policy agenda. This point of view was supported by the May 2005 Governance Review, which recommended involving the PC in order to leverage support and increase policy commitment for disaster risk reduction. In addition, interviews conducted by IEG also revealed that the donor partners especially value ProVention's advocacy role.

31. ProVention's response to evaluation recommendations is an example of its responsiveness to a wide range of different partners and donors. Time and again this responsiveness, and especially the Head's sensitivity and people-management skills, were highlighted in IEG's interviews with SC members.

Table 1: Assessment of ProVention's Progress since the External Evaluation

Recommendation (2005)	IEG Assessment of Progress (2006)
Review of ProVention objectives/outputs and performance measurement framework (including whether to continue with an advocacy focus), drawing on current research on networks. (Part of the Strategic Planning session recommended in this report should focus on revision of the performance measurement framework by SC members, facilitated by a results based management specialist. This would take half a day, and would help clarify ProVention's overall objectives and how its various projects can contribute to these.)	*Recommendation largely implemented:* During the SC meeting in April 2005, a Strategic Planning session was facilitated by the independent management consultant as recommended by the external evaluation. The consultant asked SC members whether ProVention's main role was in "agenda-setting," "knowledge creation," or being a "portal/forum." In response, SC members selected the "agenda setting" role as primary purpose of ProVention. During the meeting, ProVention's overall objectives and outputs were discussed, though not at the level necessary to work out details of a performance measurement framework (SC Report April 2005 and Annual Report, 2005).
Review of activity selection and development of a set of guidelines for activity selection and funding	*Recommendation accepted and implementation started:* The MoU between the World Bank and IFRC for the hosting of the ProVention Secretariat for the years 2005-2008 stipulates a transparent selection process for ProVention projects. The MoU states: "In reviewing proposed activities for ProVention funding and inclusion in the ProVention work program the Secretariat will solicit expert technical advice from independent project reviewers to ensure high quality technical appraisal of ProVention project activities and accountability in project funding decisions" (MoU dated September 2, 2005).
ProVention should focus increasingly on networking and dissemination of activities and should be less directly involved in implementation of activities, but should rather be involved as a catalyst for project activities	*Recommendation not accepted and this review concludes that it should not be*: Tension exists within the SC between a focus on networking activities on the one hand and a focus on activity implementation on the other. However, as staff rightly observed, ProVention members will not come together for no purpose. There need to be new products and developments to discuss. Therefore, ProVention will continue with activity implementation.
Activities in future should be implemented mainly by southern institutions	*Recommendation implemented to the extent that many current activities have a southern focus:* Ongoing activities implemented by southern institutions are the AURAN activity (para. 43 below), the Sudan activity for reducing flood risk in Africa, as well as projects in Latin American and South Asia. The work program in 2005 has included additional activities focused on strengthening the capacities of southern research institutions on a broader global basis and on enhanced south-south learning through both the Applied Grants Program and the development of a network of community risk assessment practitioners.
Dissemination should become a primary focus of ProVention.	*Recommendation accepted and implementation started:* A new position of Knowledge Sharing Officer was created in the Secretariat and an additional budget line for dissemination activities has been included in each activity with guidelines on dissemination strategies. The Secretariat has commissioned a paper on improving the website.

Recommendation (2005)	IEG Assessment of Progress (2006)
ProVention should develop a mechanism for measuring the impact of its products. A user survey of users of the website would be a useful start.	*Recommendation accepted and implementation started:* ProVention has acquired software to track the number of website users per month. It has commissioned individual project reviews and self-evaluations for Sudan, India micro-insurance, and the Applied Grants Program. ProVention also developed a Monitoring and Evaluation Handbook to measure impact of ProVention products and other global disaster reduction programs.
ProVention should initiate discussion with UN/ISDR and UNDP concerning the development of a joint website on disaster risk reduction.	*Recommendation accepted and implementation started:* The Prevention web idea is strongly supported by ProVention. Through regular meetings with UN/ISDR and UNDP, the Secretariat has contributed significantly to the development of this idea and awaits its launch in 2006-07.
Mechanisms should be developed to ensure regular feedback from the SC on Secretariat performance.	*Recommendation accepted and implementation started:* A feedback mechanism for Secretariat performance at the annual meetings of the new governance body has been established.

Source: IEG

3. Relevance, Efficacy, and Efficiency of ProVention

32. The sections below apply IEG's standard evaluation criteria to the performance of ProVention.

RELEVANCE: PROVENTION HAS HELPED PUT RISK MANAGEMENT ONTO THE INTERNATIONAL AGENDA

33. The present IEG review finds that the issues being addressed by ProVention are highly relevant. There is a strong international consensus that more global action is required to mitigate the effects of natural disasters in developing countries. There was a research gap prior to the establishment of ProVention, which no development agency, including the Bank, had been willing to fill by itself. ProVention was able to generate knowledge and tools to reduce risk at the national and community levels. It also continuously identifies research and advocacy gaps, and generates useful knowledge to fill these gaps at the global level.

International Consensus that Global Action Is Required

34. The objectives and activities of ProVention reflect a growing international consensus that global action is required to mitigate and prevent losses from natural disasters. Historically, natural disasters have been perceived as unforeseeable acts of nature, and met with ad hoc responses from the development community once these occurred. Although disasters happen throughout the world, losses to disasters in developing countries are generally much higher than in developed countries. In order to prevent some of the losses, the Caribbean was one of the first regions in the developing world to be proactive. Already in the 1980s, Caribbean countries had started to push for prevention and mitigation rather than wait until the damage occurred. Subsequently, the UN declared the 1990s as a Decade for Natural Disaster Reduction[13] and in 2000 included disaster risk reduction (under the seventh Millennium Development Goal of protecting our common environment) in the Millennium Development agenda.[14] The UN effort was reinforced by the 2005 World Conference on Disaster Reduction in Kobe, Japan, which developed the Hyogo Framework for Action 2005-2015, which represents an attempt to build nations' resilience to disasters.[15]

35. ProVention's activities are also contributing to the growing international consensus. It played a major role at the Kobe Conference and brought together the World Bank, Inter-American Development Bank, Asian Development Bank, Caribbean Development Bank,

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13. See UN/ISDR, International decade for natural disaster reduction (IDNDR). Retrieved on 04/10/06 from: http://www.fire.uni-freiburg.de/programmes/un/idndr/idndr.html

14. The UN Millennium Summit gathered in New York in September 2000. A total of 189 world leaders met and adopted the UN Millennium Declaration (A/RES/55/2). Under "Protecting our common environment [the declaration] adopts in all our environmental action a new ethic of conservation and stewardship and, as first steps, resolves...to intensify cooperation to reduce the number and effects of natural and man-made disasters" [paragraph 23]. Retrieved on 04/10/06 from http://www.unisdr.org/eng/mdgs-drr/link-mdg-drr.htm.

15. Hyogo Framework for Action 2005-2015: UN/ISDR International Strategy for Disaster Reduction International Strategy for Disaster Reduction. Retrieved on 04/10/06 from: http://www.unisdr.org/wcdr/intergover/official-doc/L-docs/Hyogo-framework-for-action-english.pdf.

African Development Bank, and Council of Europe Development Bank for a workshop on integrating risk reduction into development financing. Although the Asian tsunami in December 2004 and several major disasters in 2005 has increased global awareness of disasters, the international system for disaster risk reduction is still relatively weak, which highlights the importance of ProVention continuing with its mission.

Consistency with the Bank's development objectives

36. ProVention, which was just an idea in 2000, has since developed into a major player for introducing natural hazard risk management into development policy, planning and financing. ProVention has influenced the World Bank to explore financing mechanisms, like micro-insurance, catastrophe bonds, and contingency funds in Dominica, Morocco, Tunisia, countries belonging to the Organization of Eastern Caribbean States (OECS), Turkey, India, Colombia, and Vietnam. ProVention also pushed the Bank and borrowing countries to include natural disaster risk into nine PRSPs.[16] The DMF and ProVention have been successful addressing environmental degradation that leads to disasters by including mitigation in regular World Bank projects. Between 2000 and 2004 alone, the Bank included mitigation measures in 140 projects, while between 1990 and 1994 it had included mitigation measures in only 94 projects. In addition, ProVention influenced DFID and SIDA while they were updating their policies on natural disaster risk management. By commissioning the Natural Disasters Hotspots study, ProVention has created an index to identify risk levels of developing countries. This index should enable developing countries and donors to take a proactive approach to natural disasters and include disaster risk when planning projects. The way in which ProVention has been able to influence Bank lending shows that ProVention was not only relevant and consistent with the Bank's development objectives, but that in some respects it identified knowledge gaps and advanced the agenda of disaster risk reduction within the Bank and the development community.

Subsidiarity: Who Does What?

37. When the Secretariat was at the World Bank it had an influence beyond what the number (12) of activities would lead one to expect. ProVention demonstrated the need to bring together partners from a great variety of sectors external to the Bank in order to determine knowledge gaps in the field of disaster risk management, generate fresh ideas, and catalyze new cooperation and funding, all of which benefited the Bank's work with developing countries. Through its multi-stakeholder research, ProVention complemented the Bank's work rather than substituting for it and this advanced disaster mitigation investments worldwide.

38. A potential area for overlap of ProVention activities with World Bank activities was the Bank's ESW work. However, rather than duplicating research efforts, ProVention contributed to the Bank's knowledge base and raised the Bank's profile among risk reduction

16. According to the Hazard Risk Management Team, those PRSPs are: Cambodia (2003), Ghana (2003), Honduras (2001), Malawi (2002), Mongolia (2003), Mozambique (2001), Nicaragua (2001), Tajikistan (2002), and Vietnam (2002).

experts. Negative effects arose rather for ProVention. SC members expressed concerns with seeing ProVention's work, such as the hotspots study, published under the Bank's name.

EFFICACY: PROVENTION IS MEETING ITS PARTNERS' NEEDS

39. This evaluation rates the progress of the Geneva-based Secretariat's activities against objectives and indicators as presented in the July 2004 version of the revised 2003-2006 Workplan (in Annex I). A summary of outputs and outcomes by activity for the whole period of ProVention is also presented in Annex D. Progress under the Washington-based Secretariat, as evaluated by DFID 2003, is presented in Annex H as supplementary information.

40. ProVention was largely effective in producing outputs (Annex I). Although disaster awareness has risen remarkably during the last few years, the relative contribution of ProVention among all the various players in disaster risk management is hard to disentangle. In addition, little has been done to demonstrate its outcomes because the means to do so is only now being developed in response to a recommendation of the external evaluation (see Table 1 above). Progress made against its stated objectives is explained more fully in the following paragraphs, though it is still too early to say very much about the final outcomes of the activities undertaken under the Geneva-based Secretariat.

Forging Partnerships

41. ProVention was effective in forging linkages between IFIs, the private sector, governments, donors, academia, and civil society groups. Under the Washington-based Secretariat, ProVention commissioned research and organized conferences in order to create partnerships for risk reduction at the global level. The Geneva-based Secretariat was able to reach out to country and community-level activities, especially in Africa, South Asia, and Latin America (Box 1).

42. The intensive private sector involvement in its work is one of the great achievements of ProVention. In forging this partnership, IFC and the World Bank were of paramount importance. Examples of successful cooperation include actually incorporating catastrophic risk management in the privatization of infrastructure, new mechanisms to transfer and finance risk, and the development of market mechanisms for the very poor to manage disaster risk through microfinance and micro insurance. Micro-insurance schemes have been developed for Mexico, Turkey, India, OECS countries, Romania, Bulgaria, Colombia, and Vietnam, but they have not yet been tested by a disaster. However, what has been accomplished to date is quite modest. The 2006 IEG evaluation *Hazards of Nature, Risks to Development* found that more pilot efforts, and especially research on the lessons to be learned from them, are needed before risk-transfer mechanisms will begin to have a significant impact on the lives of the poor.

Box 1: Community-based Activities Link ProVention Partners

ProVention's engagement with the insurance sector to make insurance work for the very poor led the Geneva-based ProVention Secretariat to partner in a pilot with the All India Disaster Mitigation Institute (AIDMI). An NGO that partners with Oriental Insurance Company of India (OIC) and Life Insurance Company of India (LIC), the AIDMI provides disaster insurance against 14 hazards. For an annual (and hugely subsidized by whom?) premium of US$3.12 (135 Indian Rupees), slum dwellers receive US$2,200 (95,000 Indian Rupees) when a natural disaster occurs. In addition, property insurance, livelihood protection in the form of wage replacement, and accident-related life insurance are offered. As of September 2005, 2,000 policies had been sold. This micro insurance scheme (called Afat Vimo, or "disaster insurance" in Gujarati) was made possible through the Indian government's regulation of the insurance sector. In 2000, the Insurance Regulatory and Development Authority of India (IRDA) introduced a quota "that requires insurers to sell a percentage of their insurance policies to low-income clients." However, because the Afat Vima insurance scheme has been designed to lift disaster victims out of poverty, and it is not economically viable in any sense at all, the AIDMI experiences difficulties in finding private sector insurance companies interested in supporting this low premium and high-volume customer scheme. And the present IEG Review suggests that when prices come near to a sustainable, full actuarial cost level, the client base will be lost.

Source: Adapted from Aysan 2005, p. 10f.

43. Another of the Geneva-based ProVention Secretariat's activities is the African Urban Risk Analysis Network (AURAN). Funded by ProVention and coordinated by the International Institute for Environment and Development[17] (IIED), AURAN forges South-South collaboration among six African universities. AURAN has supported the following activities:

- A survey in order to develop a disaster risk reduction strategy for Greater Accra (Ghana)
- Seismic vulnerability mapping of buildings in Algiers (Algeria)
- Awareness-raising events and household surveys on local perceptions of flood risk in Saint Louis (Senegal)
- Case studies on health risks in three settlements in Dar es Salaam (Tanzania)
- A database to track fire incidents in informal settlements in Cape Town (South Africa), and
- Strategies to avoid traffic accidents in Nairobi (Kenya).

Cooperation among researchers has been established and two workshops have been organized, one in Nairobi in January 2003 on "Disasters, Urban Development and Risk Accumulation in Africa" and the second in Lusaka (Zambia) in May 2004 on "Strategies for Disaster Risk Reduction in Urban Areas of Africa."

44. For these later activities, partnerships with civil society organizations and NGOs were especially important. As one ProVention member interviewed by IEG noted, regional people in the field are drawing on ProVention's work.

17. IIED is an "international policy research institute and non governmental body working for more sustainable and equitable global development." Retrieved on 04/18/06 from: http://www.iied.org/aboutiied/index.html.

Raising Awareness and Advocating Policy Change

45. The Washington-based ProVention Secretariat commissioned and managed a groundbreaking study. This study is likely to change policies in international organization, among bilateral donors and developing countries. *The Natural Disaster Hotspots: A Global Risk Analysis,* involved twelve ProVention partners. The study presented a set of data on the risks of mortality and economic losses associated with six major natural disaster types and determined the prevalence of natural disasters using a common geospatial unit of reference in all countries. In addition, the report ranked countries in terms of highest risk potential in order to influence risk mitigation investments. This has changed the global perception of disasters as random and unpredictable events and made hazard risk more predictable. The Natural Disaster Hotspots study has been selected as a noteworthy partnership highlighting collaborative work among multiple stakeholders (i.e., academia, an international consortium (ProVention), and the World Bank). Panelists recognized the study for influencing risk mitigation investments and better informing the Bank and other donors on how to manage future emergency lending.[18]

46. Most ProVention members interviewed by IEG stated that ProVention's conference in October 2004 on insurance, and a presentation made at the 2004 Davos World Economic Forum were likely to influence policy relative to mitigating natural hazard risks in development agencies and in highly vulnerable countries, even though it will certainly take time to cause a world-wide paradigm shift. In addition, two meetings organized by ProVention illustrate its role as a convener, one during the 2005 World Conference on Disaster Reduction in Japan, and one during the 2006 ProVention Forum in Bangkok, where ProVention brought together the World Bank, the Inter-American Development Bank (IADB), the Caribbean Development Bank (CDB), the Asian Development Bank (ADB), and bilateral donor agencies to revise their natural disaster policies. By creating the right incentives in their policies, IFIs and bilateral donors are able to influence practice at the country level. ProVention influences policy discussions (and subsequent revisions) within each organization, by creating opportunities for exchange of ideas, discussions on harmonization, and critical review. Influencing policy is easiest for those who have access to the highest levels of political decision-making. Except in venues like Davos, ProVention staff rarely have this kind of access to senior policymakers. In addition to the above-listed activities, the Geneva-based Secretariat has participated in eighteen conferences (see Annex E for a detailed description) by making presentations, supporting the participation of representatives from developing countries, and by organizing workshops during the event.

47. This review finds that ProVention, given its short lifespan, has been highly effective in advocating for policy change through its ground-breaking research (especially the Hotspots study) and innovative conferences with insurance companies.

18. In 2006, the Natural Disaster Hotspots study received the World Bank's Independent Evaluation Group's (IEG's) Good Practice Award. The Awards are given to operations (including projects, programs, other initiatives, and evaluative documents) that exemplify strong Bank performance in design, implementation, and monitoring and evaluation and contribute to positive development outcomes. The winners are selected by an IEG Panel containing a broad spectrum of evaluation expertise.

Improving Practice

48. ProVention was less effective in producing and delivering cross-country lessons of relevance to client countries. The Washington-based Secretariat focused more on the global level than on the community level. What it did with respect to delivering cross-country lessons, was for example the five-country study "Learning Lessons from Disaster Recovery."

49. ProVention commissioned five case studies on natural disaster recovery in Mozambique, Honduras, Bangladesh, Turkey, and India. The objective was to assess the degree to which risks to future disasters were reduced in the recovery process. The studies did not evaluate single agencies and their projects, but analyzed the whole recovery effort after a major disaster. Special attention was paid to the transition between relief and development. One of the major findings was that recovery processes must withstand the pressure to spend funds quickly and take enough time to integrate risk reduction into the development agenda (Beck 2005, p. 40).

50. While the various country studies are of high quality, publication was delayed so that the studies lost their immediate relevance to the people engaged in the activity (a point also raised in the external evaluation). Quicker feedback and cross-country lesson learning would have informed practitioners still involved in reconstruction rather than becoming available after the fact. In addition, two of five studies were not even published in time to inform emergency operations responding to the tsunami, so that a second opportunity for bringing the lessons from recovery to those groups that needed them the most was missed. However, immediately following the Pakistan earthquake, ProVention produced a synthesis of key lessons learned in post-earthquake recovery to support operational decision-makers and reconstruction planners in Pakistan. The Bank's task teams, for example, specifically requested short précis of the findings rather than full publications, as the urgency did not allow them the time to read full documents. The lessons learned were also translated into Urdu for wider dissemination.

Sharing Knowledge

51. The ProVention website is an important tool to connect the diverse ProVention partners with each other and to make ProVention's work public. In 2002 alone, the Washington-based Secretariat recorded over 200,000 hits. In 2005, the Geneva-based Secretariat recorded more than one million hits. The majority of visitors in 2002 originated from the United States, followed closely by the United Kingdom, Australia, Argentina, Mexico, Switzerland, Canada, Peru, Japan, Turkey, Thailand, and South Africa.

52. Another important way to share knowledge was training provided over a period of two years to over 800 people in 25 events organized by the Washington-based Secretariat. In addition, the Washington-based Secretariat – in collaboration with the Disaster Management Center (DMC) of the University of Wisconsin, the Disaster Management Center of the University of Cranfield, and the Asian Disaster Preparedness Center (ADPC) – awarded 65 scholarships of $5,000 each to students and young professionals from 27 countries working on innovations in the field of risk reduction. In 2005, the Geneva-based Secretariat − in collaboration with the University of Wisconsin, the University of Cape Town and the Asian

Disaster Preparedness Center − launched a second round of grants for 52 projects in 34 countries.

53. ProVention has given greater priority to dissemination during the last year: it now spends more of its budget for knowledge sharing and dissemination. ProVention has hired additional staff for dissemination and redesigned its website. The new website was launched in April 2006.

54. When ProVention was transferred to Geneva, the management and control of the website initially stayed with the World Bank. In practice this meant that all changes had to be approved by the Bank. Delays in keeping the ProVention website up to date were frequent but understandably not the fault of the Secretariat.[19] This issue was resolved with the MoU of September 2, 2005 and the transfer of the domain rights to IFRC. Other global programs could learn from ProVention and settle website issues early on in the negotiation process with key stakeholders. If and when the ProVention Secretariat was to rotate to another organization, the turnover of the website would be a critical early action.

EFFICIENCY: LEAN GOVERNANCE STRUCTURE ENHANCES FLEXIBILITY BUT AT A COST IN TERMS OF ACCOUNTABILITY

55. The efficiency of ProVention is assessed according to two criteria: the quality of governance of ProVention itself, and the cost-effectiveness of ProVention activities.

56. **Governance:** ProVention's governance structure has been the most glaring weakness noted by most observers.[20] The DFID evaluation concurred that ProVention has been hampered by a weak governance structure. ProVention's governance structure has been criticized for the following reasons:

- Lack of clear roles and responsibilities. The PC, consisting of high-level decision makers, only met for ProVention's inauguration. Its failure to meet again significantly constrained its utility thereafter.

- Lack of accountability. The SC consisted initially of a small group of individuals who knew each other. Once ProVention became more visible through participation in international events, large institutions became interested in collaborating, which increased its impact but made it difficult for the SC to provide guidance to the Secretariat since those representing larger organizations had a large number of superiors to consult before they could make a decision as a representative (of a UN organization, for example).

- Lack of transparency. Since ProVention's initial work program reflected initiatives that SC members wanted to implement, the project selection process was neither formalized nor transparent.

19. Bank management disagrees with this and says that they promptly posted updates whenever they received these from the Geneva-based Secretariat.

20. This point was stressed in the external evaluation, as well as by the DFID evaluation.

- Lack of fairness. Potential conflict of interests existed with SC members deciding which programs to fund, including their own. No mechanism/window was set up through which outsiders could apply for funding. Another issue raised by both earlier evaluations was that the very small pool of disaster knowledgeable organizations and staff created the potential for a conflict of interest. Partner organizations eligible and most likely to be selected for ProVention funding were the ones who also decided which projects to support.

57. The main problem for ProVention was a lack of strategic direction and oversight exercised by the SC. SC members themselves saw the lack of clear roles and responsibilities both as a blessing and a challenge: while the flexible structure facilitated the free exchange of ideas, the informality of membership and participation arrangements led to high turnover of participants and a lack of accountability by the SC for ProVention's activities.

58. One problem that existed in 2000 and which still seems to exist is the concept of who is a partner. ProVention initially took the "big tent" approach and included anybody with a genuine interest in the topic, whether they were contributing financially to the program or not. In this case, what entitled some non-contributors to sit on the SC, but not other non-contributors, was a willingness to participate in joint project implementation. The effect of such a loose ownership was that the SC was not really accountable for the activities of ProVention or its Secretariat, and that accountability reverted by default to the Bank during the first phase and to IFRC during the second phase. The present IEG review finds that this problem has not yet been resolved by the revised governance structure.

59. It is important for collective action organizations to establish boundaries in terms of who can be members, along with rules to cross this boundary. ProVention has not yet accomplished this. Rather, the Secretariat ran it as a Bank program to begin with, and then as an IFRC program, with the SC and now the Forum acting as a discussion group. The failure to address the partnership/membership issue has probably also had a negative impact on fund-raising. A number of global programs specify minimum annual contributions to be entitled to sit on the governing body.

60. Another problem that seems not to have been effectively addressed is the "two masters" problem, in which the program manager reports both to the governing body and to the line management of the organization in which the program is housed. The OED 2004 study on global programs describes this arrangement, which has both benefits and costs, as follows: "The managers of in-house programs that do not have independent governance structures report both to the program's governing body and to their managers within the housing organization – a classic 'two masters' problem" (p. 58). To realize the benefits of being housed in an existing partner organization, while minimizing the costs, ProVention needs to specify more precisely for what functions the Secretariat is accountable to the governing body and for what functions to the hosting organization.

61. The evaluation findings on ProVention's weak governance structure led the Secretariat to commission a governance review in 2005. The governance review recommended the following:

- The PC should be maintained consisting of "patrons" that provide legitimacy to ProVention;

- The SC should act as a forum to discuss topics relating to reducing the impact of disasters in developing countries; and

- An Advisory Committee should be created as the main governing body to provide funding guidance and advice on major strategic, policy and organizational decisions. In this role the input of the Advisory Committee would be strictly advisory to the Secretariat and the hosting partner who undertake the legal management and governance responsibilities necessary to execute and implement ProVention activities in line with the principles of the Consortium.[21]

- The Secretariat should solicit expert technical advice from independent project reviewers to ensure high-quality technical appraisal of ProVention activities and accountability in funding decisions.

62. This new governance structure was adopted in September 2005 (Annex C). While it resolves some of the issues addressed by the external evaluation (see Table 1 above), this Global Program Review finds that the new Advisory Committee has relatively little accountability for ProVention's performance compared to its influence on what ProVention does. This lack of accountability ─ and the two masters issue ─ could be addressed by preparing a written charter, which that clearly establishes the responsibilities and accountabilities of the Advisory Committee. Another issue that also needs to be addressed is the fact that developing and middle income country stakeholders are still underrepresented in the governance of ProVention. There have been exceptions: Mexico had initially provided the platform for cooperation on insurance and thus had a formative influence on the evolving concept which is ProVention. The Secretariat does not yet have any staff from a developing country. ProVention has made progress, however, with respect to implementation. Five activities are being implemented by southern institutions under the Geneva-based Secretariat.

63. DGF funding ended in FY03 and the last World Bank funding ended in July 2004 with the transfer of assets to IFRC. Canada, a new member, has committed to supporting ProVention, joining its long-time supporters the United Kingdom, Norway, and Switzerland. Both the United Kingdom and the Norwegian government have committed to fund ProVention for at least three more years.

64. **Cost-effectiveness:** Despite ProVention's limited human and financial resources, it undertook a wide range of activities. Interviews conducted for this review suggested that there was general agreement that ProVention's work has been of a high quality, and has

21. ProVention is still in the process of selecting members for the Advisory Committee. According to the September 2005 MoU, the Advisory Committee is composed of a minimum of five and maximum of seven members representing various stakeholders in the ProVention Consortium. Membership of the Advisory Committee shall include a representative of the hosting organization (the International Federation), a representation of the founding organization (the World Bank), two representatives of ProVention implementing partners, and up to three representatives of the Consortium donors. The appointment of the other members is made through annual nomination by ProVention Consortium partners during the steering group sessions at the ProVention Forum (Annex C).

contributed to new thinking in disaster risk reduction. As a lean organization, it has facilitated flexible interaction with diverse organizations and is seen as a platform where controversial ideas could be discussed to reform policies in more bureaucratic organizations. Compared to other global programs, ProVention's resources were relatively modest: US$9.1 million over the fiscal years 1999-2006. As envisioned in the DGF grant proposals for FY01 and FY02, partner organizations are all contributing to ProVention through sharing of data (insurance companies), staff (IFC, USAID, and others), information, ideas, and resources (donors). In this respect, ProVention operates in a cost-effective manner.

65. Asked about ProVention's effectiveness today, members responded that ProVention is effective because of its light, un-bureaucratic touch. ProVention was especially praised for its chameleon-like ability to provide a platform and necessary support to a great variety of organizations, changing its outlook according to the organization's needs. Compared to Geneva-based UN organizations working on risk-reduction, ProVention is less bureaucratic and better able to respond to the needs of NGOs and private sector organizations because only a few donor governments are involved. As the external evaluation stated, the other two Geneva-based organizations, UNDP's Bureau for Crisis Prevention and Recovery and the UN's International Strategy for Disaster Reduction (UN/ISDR) are subject to formal UN requirements and the direction of Member States. ProVention members perceived the three organizations complementing each other rather than duplicating each other's work. According to one member, ProVention contributes to better cooperation among Geneva-based entities rather than competing with the other two players.

66. ProVention SC members interviewed were full of praise for the ProVention Secretariat. They described the relocation from Washington to Geneva as a transfer from strength to strength, but also expressed concerns about the high opportunity costs. World Bank staff instrumental in creating ProVention was recognized for their vision and expertise. The current Head has been praised for his highly effective leadership and his connections with humanitarian agencies, but concern has been voiced as to what will happen if he decides to move on, since a large measure of the success attained at both the Bank and IFRC has been due to two effective leaders.

4. Bank Performance as a Partner

67. The review finds that the role of the World Bank as founder and initial host of ProVention was critical. For several of ProVention's members, participation in the Consortium was seen as an entry point to tap into the Bank's knowledge and project expertise. The Washington-based Secretariat raised funds and in-kind contributions from a number of donors. Program partners express in no uncertain terms the need for the Bank to stay engaged with the Consortium and contribute financially to its budget.

68. The Bank was less effective in providing strategic direction and oversight of ProVention after the Secretariat moved to Geneva. This may be due to ProVention's weak governance structure in the beginning and the fact that ProVention had little support from Bank management once the Consortium left Washington. One example where the World Bank missed an opportunity to provide oversight of the new Secretariat was to ensure that the external evaluation was managed by a body other than the Secretariat. An additional complicating fact was that following the transfer of the Secretariat to IFRC, the Bank went through a period of organizational restructuring with respect to its disaster risk management activities. The DMF was dissolved and the Hazard Management Unit was created which was soon restructured to become the Hazard Management Team. This restructuring and apparent downscaling inevitably affected the amount of time and attention the Bank could give to ProVention in Geneva when resources were limited in Washington.

69. In order to assess the perception of ProVention among Bank staff, IEG sent a questionnaire to the Hazard Risk Management Thematic Group, which consists of more than 100 World Bank staff in various organizational units with a particular interest in hazard risk management. Five questions were asked concerning ProVention (see Box 2).

Box 2: Questions Sent to the Hazard Risk Management Thematic Group:

The questions sent to the Hazard Risk Management Thematic Group were the following:

- comments on the utility of the Consortium and/or the quality of its products and services
- questions Bank staff would like to see addressed by the evaluation
- suggested contacts
- observations on the effectiveness of Bank participation in ProVention and/or the nature of its role, and
- anything else staff would wish to contribute

70. According to the limited feedback IEG received from Bank staff,[22] staff felt less informed about and less helped by ProVention's activities once ProVention left Washington.[23] One Bank staff member responded to a survey conducted by IEG in stating: "We haven't heard much from ProVention since it was split off and moved to Geneva. It seems to me that we had more contact with ProVention in the past in part because it was

22. Although IEG sent the questionnaire to more than 100 World Bank staff, only three staff members responded. Because of the small number of responses, IEG did not tabulate them.

23. Bank staff, e-mail sent 02/23/2006.

Washington based, but also because it had trust fund monies available." On the other hand, the move to Europe brought many European organizations into ProVention activities, some of which would never have chosen to become involved while ProVention was Washington-based (Annex G).

71. Right from ProVention's inception, it was planned to have the ProVention Secretariat rotate so that different organizations could contribute to its development. In addition, relocation away from the Bank was one of the DGF funding guidelines, which state the following: "Sponsors of programs with in-house secretariats should try to seek partners' agreement to move such a secretariat outside of the Bank once the Bank's role in its start up has been accomplished, generally within two to three years."[24] The relocation of ProVention to Geneva was seen as a new opportunity for closer cooperation with the IFRC, the Geneva-based UN agencies such as UNDP and UN/ISDR, as well as with European civil society organizations. This review finds that transferring the Secretariat from agency to agency has enormous opportunity costs, as finding new staff slows down the implementation of activities by about two years while they are becoming familiar with the theme, the ongoing activities, and the partner organizations. The review also questions how effective a global organization can be should it wind up housed in a regionally focused institution, such as the Pan-American Health Organization (PAHO) for example, which expressed interest in housing ProVention. Given the opportunity costs of relocating, another option would be for ProVention to stay within IFRC.

72. One obvious lesson is that the transfer of the Secretariat from the Bank to Geneva can and should have been managed more smoothly. Had the Bank transferred ProVention funds at the same time as the Secretariat's management responsibilities, a series of problems, including especially in the area of fundraising, could have been avoided. This should be kept in mind should further transfers of ProVention's Secretariat be undertaken.

73. The Bank and the United Nations International Strategy for Disaster Reduction (UN/ISDR) are currently planning a new facility – called the Global Facility for Disaster Reduction and Recovery (GFDRR) – to address hazard risk management. The new facility is intended to build on the work of ProVention, which made a substantive contribution in improving global awareness and knowledge of hazards. Moving from knowledge to practice is an immediate priority. The GFDRR is intended to provide technical assistance to assist the 86 high risk countries in mainstreaming hazard risk management in development strategies. Thus, three years after the ProVention Secretariat relocated from the Bank to IFRC, the Bank is planning to create a similar institution, which this time is intended not only to generate knowledge, but also to provide technical assistance.[25] This demonstrates the difficulty of retaining the interest of Bank staff in those global programs which leave the Bank and which

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24. Retrieved on April 25, from: http://intranet.worldbank.org/WBSITE/INTRANET/UNITS/INTCFP/INTGPP/INTDGF/0,,contentMDK:20588640~menuPK:64161695~pagePK:64161743~piPK:64160993~theSitePK:457686,00.html

25. In a recent meeting of the ProVention Secretariat and the Transport and Urban Department (TUD) in Washington, Bank management confirmed that the Bank will continue to stay actively engaged with ProVention in order to benefit from its functions as a think tank, mechanism for tool development, and global forum for policy discussion and development, and that the GFDRR will provide the support needed, particularly at the country level.

no longer provide trust funds to support their ongoing work, whether knowledge generation or technical assistance.

74. Stakeholders interviewed in Europe generally were of the opinion that ProVention's future depends on what happens with the UN organizations, particularly ISDR. Interviewees in Washington were more concerned that the proposed new World Bank facility for disaster reduction might duplicate ProVention's work and make it irrelevant. Thus, notwithstanding several large donations from European bilaterals, ProVention's long-term sustainability seemingly will also depend on outside decisions.

5. Lessons

75. The ProVention Consortium is a relevant and innovative program. Its record in raising awareness, and in generating and disseminating knowledge about mitigating natural disasters in a relatively short amount of time has been impressive. ProVention was largely successful in achieving its objectives of networking, advocating, implementing demonstration projects, and disseminating research findings and best practices.

ProVention's experiences provide the following lessons:

- Global programs are able to pool financial resources and bring together existing experts in the field to fill research gaps when no development agency, including the Bank, is willing to fill this gap by itself. By bringing together partners from a variety of sectors external to the Bank, ProVention was able to determine gaps in the field of disaster risk management, generate fresh ideas, and catalyze new cooperation and funding, all of which benefited the Bank's work with developing countries. Through its multi-stakeholder research in areas where no work was being done within the field, ProVention complemented the Bank's work rather than substituting for it.

- When a global program moves beyond the generation and dissemination of knowledge about development, the establishment of a regular monitoring framework is important to shorten the feedback loop and facilitate on-the-ground lesson learning for mid-term corrections. ProVention started out as a program focusing on research. When it moved into technical assistance, pilot projects, and policy reform, it recognized the need for such a monitoring framework. The establishment of this framework should also provide an important basis for periodic program-level evaluations of the program as a whole.

- New global programs should pay a great deal of attention to governance issues in their start-up phase. The informal governance structure which ProVention established at the outset, although key for ProVention's results-oriented interventions, has been one of its weakest features, at least with respect to the strategic direction and oversight exercised by the SC.

- The relocation of a global program's Secretariat from one partner organization to another has enormous opportunity costs. Although relocation has increased the community-oriented focus of ProVention as well as the participation of European civil society organizations, it was expensive and slowed down implementation of activities by about two years. Rather than birthing a global program at the Bank and spinning it off to other organizations, the major sponsors and partners should decide at the outset where a global program is best located and should plan to keep it there for the indefinite future.

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Annex A. Evaluation Framework for Global Program Reviews

Note: This evaluation framework is a general framework that has been designed to cover the wide range of global programs in which the Bank is involved, encompassing both large and small programs and both investment programs and technical assistance programs, etc. It is not expected that every global program review will address every question in the following tables in detail. These are based upon OED's standard evaluation criteria of relevance, efficacy, efficiency, and Bank performance, appropriately adapted for global programs by drawing upon the Bank's selectivity and oversight criteria for global programs.

1. Assessing the Independence and Quality of the Global Program Evaluation

1.	**Evaluation process.** To what extent was the global program evaluation independent of the management of the program, according to the following criteria: [1] • Organizational independence, • Behavioral independence, • Protection from external influence, and • Avoidance of conflicts of interest Factors to take into account in answering these questions include: • Who commissioned and managed the evaluation? • To whom did the evaluators report, and how was the evaluation reviewed and distributed? • How much did the evaluation cost?
2.	**Evaluation instruments.** To what extent did the evaluation utilize the following instruments: • Desk and document review • Literature review • Consultations, and with whom • Surveys, and of whom • Site visits • Impact studies
3.	**Evaluation approach and scope.** To what extent did the evaluation utilize a results-based framework? To what extent did the evaluation address: • Global relevance of the objectives and activities of the program • Achievement of outputs, outcomes and impacts in relation to the objectives and indicators • Governance, management, and financing • Partner performance
4.	**Monitoring framework**. To what extent was the quality of the evaluation hindered by an inadequate monitoring framework for the program: • Clear and coherent program objectives and strategies that give focus and direction to the program, that are measurable, and that provide a basis for evaluating the performance of the program • The use of a results-based management framework with a structured set of (quantitative or qualitative) output, outcome, and impact indicators • Systematic and regular processes for data collection and management?

1. For more information on these criteria, see OED Reach, "Independence of OED," February 24, 2003, which can be downloaded at http://www.worldbank.org/oed/intro/. See also World Bank Development Grant Facility, "Independent Evaluation: Principles, Guidelines and Good Practice," November 2003, which can be downloaded at http://siteresources.worldbank.org/INTDGF/Resources/Evaluation&LearningNote.pdf.

5. Evaluation feedback. To what extent have the findings of the evaluation been reflected in:

- The strategic focus of the program
- The organization, management, and financing of the program

2. Assessing the Performance of the Program

Relevance: The overarching global relevance of the program

1. International consensus that global action is required.

To what extent does the program reflect an international consensus:

- Concerning the main global challenges and concerns in the sector
- That global collective action is required to address these challenges and concerns?

What is the origin of the program:

- Is it formally responsible for implementing an international convention
- Did it arise out of an international conference
- Is it facilitating the implementation of formal standards and approaches
- Did donor partners collectively agree to establish the program
- Did the World Bank seek other partners after initially founding the program?

To what extent is the voice of developing and transition countries reflected in the program's consensus?

2. Consistency with the Bank's development objectives. To what extent is the program coherent with the Bank's mission, global public goods priorities, and sectoral and country assistance strategies?

3. Subsidiarity.

To what extent do the activities of the programs complement, substitute for, or compete with regular Bank instruments?

To what extent should the activities of the program be carried out by the global program rather than, as the preferred option, implemented through the Bank's country operations.

Do the benefits of collective action relative to the transactions costs of the global partnership exceed the net benefits from the Bank's using its normal instruments.

Efficacy: Outcomes, impacts, and their sustainability

4. Strategic focus.

What are the principal objectives and strategies of the program?

To what extent is the program providing:

- Global and regional public goods
- Supporting international advocacy to improve policies at the national level
- Producing and delivering cross-country lessons of relevance to client countries
- Mobilizing substantial incremental resources?

5. Linkages to country-level activities. To what extent has the program established effective linkages with country-level activities, taking into account that:

- The desired nature of these linkages will vary according to the objectives, design, and implementation of each program.
- Adding value on the ground in client countries is generally a joint product of both global and county-level activities

6. Value added. To what extent is the program adding value to:

- What developing and transition countries are doing in the sector in accordance with their own priorities?
- What the Bank and other partners are doing in the sector to achieve sustainable development and poverty alleviation?

7. Risk to development outcome. What is the risk, at the time of evaluation, that development outcomes (or expected outcomes) will not be maintained (or realized)?

Efficiency: Organization, management, and financing of the program

8. Governance and management. To what extent does the governance and management of the program exhibit:

- Clear roles and responsibilities – of the officers and bodies that govern and manage the program and of the mechanisms to modify and amend the governance and management of the program in a dynamic context.
- Transparency – the program provides both shareholders and stakeholders with the information they need in an open and transparent manner (such as decision-making responsibilities, accountabilities and processes, accounting, audit, and material non-financial issues).
- Fairness – the program does not favor some immediate clients over others (such as Bank staff, participating agencies or program secretariats, specific countries or their agencies, municipal agencies, local authorities, private service providers, NGOs, and community organizations).
- Clear accountability – of the program for the exercise of power over resources to the program's stakeholders, including international organizations, donors, developing countries, the private sector, and NGOs?

9. Partnerships and participation. To what extent do developing and transition country partners, clients, and beneficiaries participate and exercise effective voice in the various aspects of the program:

- Design
- Governance
- Implementation
- Monitoring and evaluation?

10. Financing.

To what extent is the program succeeding in raising financial resources commensurate with its objectives? And from what sources – the Bank, bilateral donors, foundations, etc.?

To what extent has the program succeeded in diversifying its funding beyond a small number of donors?

To what extent are the sources of funding for the program affecting, positively or negatively:

- The strategic focus of the program
- The governance and management of the program
- The sustainability of the program and the development outcomes of the program?

11. Legitimacy and efficiency.

To what extent is the authorizing environment for the program effectively derived from those with a legitimate interest in the program (including donors, developing and transition countries, clients, and other stakeholders), taking into account their relative importance.

To what extent has the program achieved, or is expected to achieve:

- Benefits more cost-effectively than providing the same service on a country-by-country basis
- Benefits more cost-effectively than if the individual contributors to the program acted alone?

To what extent are the overhead costs of governing and managing the program reasonable and appropriate in relation to the objectives and activities of the program?

3. Assessing the Bank's Performance as a Partner in the Program.

1.	**Comparative advantage at the global level**. To what extent is the Bank playing up to its comparative advantages at the global level – its global mandate and reach and convening power? To what extent is the Bank's presence as a partner in the program catalyzing other resources and partners for the program?
2.	**Comparative advantage at the country level.** To what extent is the Bank contributing multi-sector capacity, analytical expertise, country-level knowledge to the program? To what extent has the Bank's country operations established linkages to the global program, where appropriate, to enhance the effectiveness of both?
3.	**Oversight**. To what extent is the Bank exercising effective and independent oversight of its involvement in the program, as appropriate, whether the program is housed in the Bank or externally managed? To what extent is the Bank's oversight independent of the management of the program? To what extent does the Bank's representative on the governing body have a clear terms of reference?
4.	**Risks and risk management**. To what extent have the risks associated with the program been identified and are being effectively managed? For example, OED identified the following risks in its global review: • Bank bears a disproportionate share of responsibility for governing and managing in-house programs • Confusion at the country level between global program activities, Bank activities, and Borrower activities • Representation of NGOs and the commercial private sector on program governing bodies • Unclear role and application of Bank's safeguards • Trust-funded consultants and secondees representing the Bank on some program governing bodies.
5.	**Disengagement strategy**. To what extent is the Bank engaged at the appropriate level in relation to the Bank's new strategic framework? • Watching brief • Research and knowledge exchange • Policy or advocacy network • Operational platform? To what extent is the Bank facilitating an effective, flexible, and transparent disengagement strategy for the program, in relation to the Bank's objectives for its involvement in the program: • The program declares "mission accomplished" and closes, • The program continues and the Bank withdraws from all aspects of its participation, or • The program continues and the Bank remains engaged, but the degree of the Bank's engagement in some or all aspects (such as financing) declines over time?

Annex B. List of Persons Interviewed

Person	Position	Date of Interview
The World Bank		
Margaret Arnold	Sr Program Officer	April 12, 2006 (Washington, D.C.)
Alcira Kreimer	(former) Manager	April 23, 2006 (Washington, D.C.)
Department for International Development (DFID)		
Nigel Adams	Deputy Team Manager, Disaster Response and Risk Reduction Team, Conflict, Humanitarian and Security Department	March 1, 2006 (London, U.K.)
United Nations Development Programme (UNDP)		
Fenella Frost	Global Disaster Reduction Mainstreaming Programme Coordinator, Disaster Reduction and Recovery Unit, Bureau for Crisis Prevention and Recovery, (UNDP/BCPR/DRU)	March 2, 2006 (Geneva, Switzerland)
ProVention Consortium Secretariat		
David Peppiatt	Head	March 2, 2006 (Geneva, Switzerland)
Bruno Haghebaert	Senior Officer	March 2, 2006 (Geneva, Switzerland)
Ian O'Donnell	Senior Officer	March 2, 2006 (Geneva, Switzerland)
Maya Schaerer	Officer	March 2, 2006 (Geneva, Switzerland)
Swedish International Development Cooperation Agency (SIDA)		
Johan Schaar	(former) Head of Unit, Humanitarian Assistance and Conflict	March 3, 2006 (Geneva, Switzerland)
Royal Ministry of Foreign Affairs of Norway		
Fredrik Arthur	Deputy Director-General, Section for Humanitarian Assistance	March 3, 2006 (Geneva, Switzerland)
United Nation's International Strategy for Disaster Reduction (UN/ISDR)		
Salvano Briceño	Director of the UN/ISDR Secretariat	March 3, 2006 (Geneva, Switzerland)
Steering Committee for Humanitarian Response		
Eva von Oelreich	Executive Secretary	March 3, 2006 (Geneva, Switzerland)
International Federation of the Red Cross and Red Crescent Societies (IFRC)		
Richard Blewitt	Director, Movement Cooperation Division	March 3, 2006 (Geneva, Switzerland)
Hisham Khogali	Acting Head of Disaster Preparedness Department	March 3, 2006 (Geneva, Switzerland)
Swiss Agency for Development and Cooperation (SDC)		
Franklin Thévenaz	Head of Division / Multilateral Affairs and Special Assignments	March 6, 2006 (Geneva, Switzerland)
Anne Hassberger	SDC	March 6, 2006 (Geneva, Switzerland)

Person	Position	Date of Interview
The Inter-American Development Bank		
Caroline Clark	Senior Specialist	March 28, 2006 (Washington, D.C.)
Fritz Institute – Partners for Effective Relief		
Anisya Thomas	Capacity Building	March 29, 2006 (Washington, D.C.)

Annex C. Memorandum of Understanding Between IFRC and the World Bank

ProVention Consortium Secretariat for the years 2005 - 2008

This Framework Agreement (the Agreement), is dated as of September 2, 2005, by the INTERNATIONAL FEDERATION OF RED CROSS AND RED CRESCENT SOCIETIES, an international humanitarian organization, headquartered in Geneva, Switzerland (the "International Federation") and the INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT (the "World Bank"), (hereinafter collectively referred to as the "Parties");

WITNESSETH:

Whereas, the ProVention Consortium ("ProVention") is a consortium of international organizations, governments, the private sector, civil society organizations and academic institutions who collaborate in a global effort to reduce the impacts of disasters in developing countries; and

Whereas, the World Bank has served as founding organization of ProVention and hosted the ProVention Secretariat (the "Secretariat") for the years 2000-2002 before the transfer of the Secretariat to the International Federation in March 2003; and

Whereas, the International Federation has hosted the Secretariat since March 2003 under the terms of an Agreement with the World Bank dated March 10, 2003, (the "Hosting Agreement") which expired on March 31, 2005; and

Whereas, the Parties now wish to continue the arrangements in the Hosting Agreement and outline their vision of the "governance structure" of ProVention and their respective obligations in regards to the administration, governance and management of ProVention;

NOW, Therefore the Parties agree as follows:

1. General Principles

1.1 The International Federation agrees to continue to undertake the management of the Secretariat for the term of this Agreement.

1.2 The World Bank agrees to the extension of the hosting arrangements at the International Federation for the term of this Agreement.

1.3 The Parties agree to collaborate on guiding the strategic direction and future development of ProVention, including the strengthening of governance and organizational structures.

2. Goal and Objectives of ProVention

2.1 The overall goal of ProVention is to reduce the social, economic and environmental impacts of natural disasters on vulnerable populations in developing countries in order to alleviate poverty and contribute to sustainable development. This is achieved through (a) forging linkages and partnerships among key actors involved in disaster risk management; (b) advocating among leaders and decision makers for increased policy attention and commitment to be given to disaster risk management; (c) developing and promoting innovative approaches to reducing risk; and (d) sharing knowledge and information about good practices, tools and resources for disaster risk management.

2.2 ProVention functions as a consortium of organizations who share a common interest in reducing the impacts of disasters in developing countries. Working through partnership and collaborative action, ProVention links key actors and pools resources so that efforts and benefits are shared. It is based on the core principles of partnership and mutual benefit.

2.3 ProVention partners benefit from their participation in a number of ways:

(a) partners become part of a community of interest in reducing disaster risk in developing countries, with the consequent social, economic and environmental benefits;
(b) partners gain access to a wider communication network by virtue of the Consortium's multi-sectoral nature, with resulting increase in knowledge, information and resources;
(c) partners can receive direct financial support and resources for disaster reduction activities.

3. ProVention Governance Structure and Management

3.1 The Parties agree to submit a shared vision of the future governance structure of ProVention, building on the proposed structure outlined in Annex 1, to the Steering Committee on February 2, 2006 for adoption by the ProVention members.

3.2 The Secretariat will be managed by the International Federation in a manner consistent with its policies, procedures, and the Fundamental Principles of the Red Cross and Red Crescent Movement. As a "managed project" the International Federation will assume responsibility for agreed Secretariat activities in accordance with this Agreement. In managing the Secretariat, the International Federation will be guided and advised by the ProVention steering and advisory bodies.

4. The ProVention Secretariat

4.1 The Secretariat is responsible for the day to day management, administration and co-ordination of ProVention activities and serves as the contact hub for all partners of the Consortium. The main functions and tasks of the Secretariat involve:

(a) Coordinating and managing the work program of project activities, including project planning, monitoring, evaluation and reporting;

(b) Administering ProVention project agreements and funding with implementing partners;
(c) Disseminating the outputs and results of ProVention activities and sharing knowledge and information on good practice, tools and resources for disaster risk management;
(d) Representing ProVention interests in the international community;
(e) Serving as the contact hub for Consortium partners and facilitating the development of new partnerships and cross-sector linkages;
(f) Supporting ProVention advocacy efforts aimed at promoting disaster risk management amongst leaders and policy decision makers;
(g) Strengthening the governance and management structures of ProVention;
(h) Fundraising for the ProVention work program and Secretariat.

4.2 The International Federation will continue to house and manage the Secretariat at its headquarters in Geneva. The Secretariat is currently composed of five persons including, a Head, two Senior Officers, an Officer, and an Assistant ("Secretariat Staff"). Any further capacity will be agreed by the International Federation. The International Federation will provide a Line Manager to supervise the Head. The performance of the Secretariat will be reviewed by the Line Manager in consultation with the Advisory Committee.

4.3 The International Federation will provide sufficient office space and facilities to accommodate the Secretariat staff and also provide meeting rooms on a space available basis. Additional requests for office accommodation and other supporting facilities have to be agreed with the Line Manager.

4.4 The International Federation will be responsible for the recruitment and employment of any agreed additional staff. All recruitment and hiring will be carried out in accordance with International Federation staff regulations and procedures, including remuneration, benefits, leave, and authorizations.

4.5 ProVention Staff will be accountable to the International Federation as its employees, including following all applicable Federation rules and regulations; adhering to the Code of Conduct and Staff Regulations as set forth in the relevant employment contracts.

4.6 ProVention Staff will be responsible for carrying out the functions and objectives of the ProVention Secretariat, as described in paragraph 4.1 of this Agreement and as further developed by the Line Manager in consultation with the Management Advisory Committee.

5. ProVention Consortium Name

5.1 For the purposes of this Agreement, the Parties agree that the Secretariat has the right to use the ProVention Consortium name and logo for agreed upon ProVention Consortium activities in conformity with the principles, goals and objectives of ProVention.

5.2 To protect the ProVention trade name and image it has been further agreed that the International Federation will register the ProVention name and logo with WIPO under Article 6ter of the Paris Convention, and any other registrar deemed prudent by the International Federation, after consultation with the World Bank. Upon registration of the name and logo, the International Federation will grant the World Bank an irrevocable, royalty-free right to use the ProVention name and logo. The ProVention Secretariat shall then be responsible for granting, on a case by case basis, permission to use the ProVention name and logo in regards to specific ProVention projects.

6. ProVention Consortium Website

6.1 The World Bank will transfer the ownership of the www.proventionconsortium.org domain name and copyright of the content of the ProVention Consortium Website to the International Federation for the term of this Agreement, and for the purpose of facilitating the performance of Secretariat functions by the International Federation. The Website will be maintained by the ProVention Secretariat for the term of this Agreement and the ProVention Secretariat agrees to consult with the World Bank regarding significant changes to the format and appearance of the Website. The Secretariat will remain solely responsible for the integrity and quality for the ProVention Consortium Website.

7. ProVention Consortium Funding

7.1 ProVention shall be funded as a project of the International Federation. Current donors include Canadian International Development Agency, Norwegian Ministry of Foreign Affairs, Swedish International Development Agency, Swiss Agency for Development and Cooperation and UK Government Department for International Development. Additional donors will be sought as required.

7.2 Financial administration shall be performed by the International Federation who will maintain separate records and ledger accounts in respect of all funds paid directly to ProVention.

7.3 The general funds of the International Federation shall not be responsible for funding ProVention activities or the Secretariat. All costs, including a set hosting fee, for the Project shall be paid out of funds generated for ProVention by the ProVention Secretariat. Unless otherwise indicated, ProVention shall, in accordance with specific financial arrangements, fully reimburse the International Federation for all costs incurred, including all Secretariat related costs.

8. Implementation

8.1 The individuals with overall responsibility for implementation of this Framework Agreement are:

For the World Bank: Maryvonne Plessis-Fraissard
Director, Transport and Urban Department
World Bank
1818 H St NW
Washington D.C. 20433
Tel: (202) 473- 4314
Fax: (202) 522-3227
Email: Mplessisfraissar@worldbank.org

For the International Federation:
Ibrahim Osman
Director, Policy & Relations
International Federation of Red Cross and Red Crescent Societies
17 chemin des Crêts, Petit-Saconnex
Case postale 372
CH-1211 Genève 19
Tel: +41 22 730 XXX
Fax: +41 22 733 03 95
Email: ibrahim.osman@ifrc.org

9. Term

9.1 This Agreement shall remain in force from the date of signature until 31 December 2008, unless modified or terminated by the Parties in writing.

9.2 One year prior to the expiration of this agreement, a review of the hosting agreement shall be carried out and the Parties shall discuss arrangements for the future management of the ProVention Secretariat.

10. Expiration and Termination

10.1 This Agreement may be terminated by either party upon four months' prior written notice to the other party. Either Party may immediately terminate this Agreement if a) a material breach has not been rectified following 10 working days after the breaching party has received notification of such breach; b) its name or emblem has been brought into dispute or disrepute by the activities carried out under this Agreement.

10.2 Within a reasonable time prior to termination by either Party, the terminating Party agrees to provide the other Party with the reasons for seeking termination and to undertake good faith efforts to attempt to resolve the causes prior to termination.

10.3 In the event that this Agreement is terminated either Party may request that its name and emblem be removed from the ProVention Consortium website and that the other party cease to refer to it as a partner in the ProVention Consortium.

10.4 Upon termination or expiration of this Agreement, the parties agree to cooperate to facilitate the next hosting agreement, including a possible extension or transfer to another host organization, and minimize disruption to the activities of ProVention.

11. Dispute Settlement

11.1 Any disputes between the parties arising out of or relating to this Agreement that is not settled by negotiation or mediation within 60 days may, at the request of one of the Parties, be settled by arbitration in accordance with the rules set out by the United National Commission on International Trade Law as at present in force, subject to such modification as the Parties may agree in writing. The appointing authority shall be the Secretary-General of the Permanent Court of Arbitration in The Hague, The Netherlands.

12. Final Provisions

12.1 This Agreement may be modified in writing by the Parties at any time.

12.2 Nothing contained in this Agreement is intended as or shall be deemed a waiver, express or implied, of any immunity of the Parties or of any privilege, exemption or other immunity enjoyed by the Parties.

12.3 Nothing in this Agreement is intended to, or shall be construed as creating a joint venture, an agency relationship or a legal partnership between the World Bank, the International Federation, and other ProVention Consortium partners. Each Party remains solely liable for the acts or omissions of their employees or agents under this Agreement, and shall indemnify and hold harmless the other for any costs or claims incurred from such acts or omissions.

12.4 This Agreement shall come into full force and effect upon signature by both parties on the respective dates set forth below.

In witness whereof, the parties hereto execute this Framework Agreement.

For the International Bank for Reconstruction and Development:	For the International Federation of Red Cross and Red Crescent Societies:
_____	_____
Maryvonne Plessis-Fraissard	Markku Niskala
Acting Vice-President, Infrastructure	Secretary General

ANNEX I

1. Governance Structures of ProVention

Based on an external governance review conducted in 2005, a revised ProVention governance structure is proposed, outlined below, to help improve the impact of ProVention's work and ensure greater accountability, participation and ownership among Consortium partners. It is hoped that this revised structure will enable increased opportunities for a wider set of partner organizations to participate in ProVention and provide improved mechanisms for guiding the strategic direction of ProVention and multi-stakeholder participation in the work program of activities.

1.1 ProVention Forum

1.1.1 The ProVention Forum (the "Forum") is the premier Consortium venue for ProVention partners and other risk reduction leaders to dialogue and explore the range of interconnected topics related to reducing the impacts of disasters in developing countries. The Forum meets once per year and encourages active participation and interaction among ProVention partners and across sectors from international organizations, governments, academia, the private sector and civil society. Through the Forum, ProVention seeks to create a rich, insightful setting for identifying critical gaps in disaster risk management, anticipating new trends, generating cutting-edge ideas and innovations in order to help drive the global risk reduction agenda.

1.1.2 All partners of the ProVention Consortium are also invited to participate in steering group sessions which will be scheduled concurrently with the annual Forum meeting to address matters of specific ProVention business. The Forum steering group sessions provide ProVention partners with an opportunity to contribute advice, ideas and input towards ProVention's work program of activities. Participants in the steering group sessions are also invited to nominate representative members for the ProVention Advisory Committee.

1.2 Advisory Committee

1.2.1 The Advisory Committee is responsible for providing ongoing guidance and advice on major strategic, policy and organizational decisions. Its responsibilities include, but are not limited to, giving strategic advice and direction to the Secretariat, overseeing the implementation of the workplan and approving the annual budget. In this role the input of the Advisory Committee is strictly advisory to the Secretariat and the hosting partner who undertake the legal management and governance responsibilities necessary to execute and implement ProVention activities in line with the principles of the Consortium.

1.2.2 The Advisory Committee is composed of a minimum of five (5) and maximum of seven (7) members representing various stakeholders in the ProVention Consortium. Membership of the Advisory Committee shall include a representative of the hosting organization (the International Federation), a representation of the founding organization (the World Bank), two (2) representatives of ProVention partners and up to three (3)

representatives of the Consortium. The appointment of the other members is made through annual nomination by ProVention Consortium partners during the steering group sessions at the ProVention Forum.

1.2.3 The Advisory Committee appoints a Chairman from among its members for a term of three (3) years. All members of the Advisory Committee are expected to serve for a term of three (3) years.

1.2.4 The Advisory Committee meets a minimum of two (2) times a year. The Chairman and Secretariat determine the dates and location of its ordinary meetings. Additional meetings are arranged by means of telephone or electronic communications. The Advisory Committee will set the conditions for travel assistance, accommodation and meeting costs with the budget of ProVention.

1.3 The ProVention Secretariat

1.3.1 The Secretariat is responsible for the day to day management, administration and co-ordination of ProVention activities and serves as the contact hub for all partners of the Consortium. The main functions and tasks of the Secretariat involve:

(a) Coordinating and managing the work program of project activities, including project planning, monitoring, evaluation and reporting;
(b) Administering ProVention project agreements and funding with implementing partners;
(c) Disseminating the outputs and results of ProVention activities;
(d) Sharing knowledge and information from ProVention partners and projects on good practice, tools and resources for disaster risk management;
(e) Serving as the contact hub for Consortium partners and facilitating the development of new partnerships and cross-sector linkages;
(f) Supporting ProVention advocacy efforts aimed at promoting disaster risk management amongst leaders and policy decision makers;
(g) Strengthening the governance and management structures of ProVention;
(h) Fundraising for the ProVention work program and Secretariat.

1.3.2 In reviewing proposed activities for ProVention funding and inclusion in the ProVention work program the Secretariat will solicit expert technical advice from independent project reviewers to ensure high quality technical appraisal of ProVention project activities and accountability in project funding decisions.

1.3.3 In executing these activities the Secretariat is supported by one of the ProVention partners in the role of hosting organization. Currently (2005-08), the hosting role is provided by the International Federation and the Secretariat functions as a fully managed project of the International Federation where consequently liability, fiduciary and financial responsibility are vested with the International Federation.

1.4 Presiding Council

1.4.1 The Presiding Council serves as voluntary patrons of ProVention, but with no formal governance duties, and is responsible for promoting the goals of ProVention among international leaders and senior policy decision makers. Council Members are invited to serve on a three year term in their capacity as individual advocates for disaster reduction and not as representatives of their organizations.

1.4.2 Members of the Presiding Council will also be invited to participate in the ProVention Forum and other key ProVention activities where they can help to leverage support and increase policy commitment to disaster risk reduction.

1.5 Membership

1.5.1 The ProVention Forum as well as a variety of work program activities provide opportunities for all Consortium partners to participate actively in ProVention. Through new "communities of practice" and the broad emphasis on knowledge sharing in all of its activities, ProVention encourages greater involvement both from existing members and from new partners who are interested in participating in the Consortium.

Annex D. ProVention Activities, 2000-2005

ProVention Work Program of Activities 2000-2003, When Located at the World Bank

Activity	*Thematic Area*	*Regional Focus*	*Start*	*End*	*Implementing Organizations/ Consultants*	*Final products/ Outputs*	*Outcomes*
Methodology and Standards for Damage and Needs Assessments	Risk Identification	Method used in Turkey, India, Mozambique, Grenada, Sri Lanka, Maldives, Indonesia, and Pakistan; Training workshops in the USA, Ecuador, Thailand, Panama, and Trinidad and Tobago.	2000	(completed, 2003)	16 partner organizations: ECLAC, WB, Asian Development Bank (ADB), IADB, CENAPRED, UNDP, the Central American Bank for Economic Integration (CABEI), the Corporacion Andina de Fomento (CAF), PAHO, USAID, OCHA, WFP, FAO, UNICEF, UNCHR, and the UN Inter-agency Geographic Information Support Team (GIST).	Handbook for Estimating the Socio-Economic and Environmental Effects of Disasters, UN/ECLAC, 2003 in English and Spanish; Pilot training modules have taken place at the World Bank in May 2002 and in Quito, Ecuador in July 2002 (organized by the Pan-American Health Organization (PAHO). The Asian Disaster Preparedness Center (ADPC) has also collaborated by co-organizing with the World Bank a workshop in Bangkok in August 2002 to disseminate the ECLAC methodology in that region. Training on use of the manual was also incorporated into learning events for urban managers organized by the DMF and the World Bank Institute in Panama in March 2003, and in Turkey in May 2003. The Panama event included about 30 city managers from various Latin American countries, and the Turkey event included approximately 45 participants from Armenia, Georgia, Hungary, Poland, Russia, and Turkey.	The ECLAC methodology has been used for damage and needs assessments after disasters in Turkey, Mozambique, Belize, Grenada, Central America, Gujarat, Sri Lanka, Indonesia, Maldives, and Pakistan.
Identification and Analysis of Global Disaster Risks Hotspots	Risk Identification	Global	2000	(completed, 2005)	13 partner organizations: Coordinated by the WB. Hazard and socio-economic data sources included the Global Seismic Hazard Assessment Program, WMO, the Munich and Swiss Reinsurance Companies, FAO, the Center of Research on the Epidemiology of Disasters (CRED), and UNDP. The project team included staff from Columbia University, the World Bank, United Nations Environment Program (UNEP), the UN Office for the Coordination of Humanitarian Affairs,	Natural Disaster Hotspots: A Global Risk Analysis. By Maxx Dilley, Robert S. Chen, Uwe Deichmann, Arthur L. Lerner-Lam, Margaret Arnold. The World Bank, 2005.	The Natural Disaster Hotspots study presented a set of data on the risks of mortality and economic losses associated with six major natural disaster types and determined the prevalence of natural disasters using a common geospatial unit of reference in all countries. In addition, the report ranked countries in terms of highest risk potential, in order to influence risk mitigation investments. A recent evaluation of the Bank's lending for natural disasters suggested, and the Bank's management and Board accepted to incorporate natural disaster risk in Country Assistance Strategies (CASs) and Poverty Reduction Strategy Papers (PRSPs) for countries classified at high and medium risk by the hotspots study.

Activity	*Thematic Area*	*Regional Focus*	*Start*	*End*	*Implementing Organizations/ Consultants*	*Final products/ Outputs*	*Outcomes*
					Middlesex University, the Norwegian Geotechnical Institute (NGI), the World Food Program, and the National Center for Atmospheric Research, and Atmospheric and Environmental Research, Inc.		
Improved Database for the Social and Economic Analysis of Disaster Impacts	Risk Identification	Global	2000	(completed, 2002)	6 partner organizations: Munich Reinsurance, Swiss Reinsurance, CRED, Lloyd's of London, UNDP, coordinated by the World Bank	The Quality and Accuracy of Disaster Data: A Comparative Analyses of Three Global Data Sets- October, 2002; (CRED's EM-DAT database, Munich Re's NatCat; and Swiss Re's Sigma database).	The report on accuracy of disaster data states that none of the three databases has adequate data on the socio-economic impacts of disasters. Improved data quality in this area is essential to justifying and promoting investments in disaster prevention and preparedness. Since CRED's database is accessible by the public and aimed at the development community, follow-up has focused on improving the quality and utility of EM-DAT. The number of natural disasters logged in EM-DAT has increased, and sources are verified for completeness of information. In addition, four new data fields have been added to EM-DAT following recommendations from the Technical Assistance Group (in which ProVention participated).
Critical Infrastructure, Disaster Vulnerability and the Role of the Private Sector	Risk Identification	Dominica, Bangladesh, and Malawi	2000	(completed)	3 partner organizations: Consultants Benson & Clay. The World Bank, IIASA, PAHO	3 publication: *Dominica: Natural Disasters and Economic Development in a Small Island State.* Disaster Risk Management Working Paper Series No. 2; *Bangladesh: Disasters and Public Finance.* Disaster Risk Management Working Paper Series No. 6; *Malawi and Southern Africa: Climatic Variability and Economic Performance.* Disaster Risk Management Working Paper Series No. 7; Guidelines for Vulnerability Reduction in the Design of New Health Facilities (PAHO, 2003); 3 conferences 1 seminar: Reducing Socio-Economic Vulnerability; IIASA, in Laxenburg, Austria from August 1–4, 2001. Third Earthquakes and Megacities Workshop, in Shanghai, China from October 21-November 2, 2002. 30 research papers were commissioned and presented at the December 4-6,	Originally designed to focus on the issue of privatization and its impact on the vulnerability of critical infrastructure to disasters, based on feedback from ProVention members, the scope of this activity was broadened to include the exploration of several key issues related to protecting investments in critical infrastructure from disaster impacts.

Activity	*Thematic Area*	*Regional Focus*	*Start*	*End*	*Implementing Organizations/ Consultants*	*Final products/ Outputs*	*Outcomes*
						2002 Conference on "The Future of Disaster Risk: Building Safer Cities" in Washington, D.C. Seminar on "Hospitals in Disasters: Handle with Care" (El Salvador - July 8 – 10, 2003).	
International Evaluation of Recovery Efforts for Massive Natural Disasters	Risk Reduction	Case studies were undertaken in Bangladesh (floods 1998), Honduras (Hurricane Mitch 1998), Turkey (earthquakes of 1999), Mozambique (floods 2000 and 2001), and India (Gujarat earthquake 2001).	2000	(Studies completed, three of five studies published)	Consultants Tony Beck, John Telford, and Peter Wiles	5 publications: *Learning Lessons from Disaster Recovery: The Case of Mozambique.* By Peter Wiles, Kerry Selvester, Lourdes Fidalgo - World Bank, 2005. *Learning Lessons from Disaster Recovery: The Case of Bangladesh.* By Tony Beck - World Bank, 2005. *Learning Lessons from Disaster Recovery: The Case of Honduras* (PDF 660 kB) - June, 2004. World Bank (2003b) *Turkey: Lessons Learned From Recovery Efforts*. Unpublished working paper. World Bank (2003a) *Gujarat, India: Lessons Learned From Recovery Efforts*. Unpublished working paper. Washington, D.C.: Ad Hoc Advisory Committee Meeting, 21–23 July 2003, World Bank. Some cases involved desk reviews (Bangladesh, Turkey, and India), while others included field visits (Honduras and Mozambique). The cases for Honduras, India, and Mozambique also included community surveys to better capture the impact on and perspectives of the communities affected by the disaster events. 3 meetings: A brainstorming session for the recovery studies in January 2002 among ProVention members led to the formation of an ad-hoc advisory committee. Study findings were discussed in two subsequent meetings of the ad-hoc advisory committee in December 2002 and July 2003.	Five case studies as well as one synthesis study were planned as meta-evaluations of recovery processes. The case studies on Mozambique, Honduras, and Bangladesh were published as of March 2006. The studies did not evaluate single projects, but analyzed the whole recovery effort. Special attention was paid to the gap between relief and development. One of the major findings was that recovery processes must withstand the pressure to spend funds quickly and take enough time to integrate risk reduction into the development agenda. According to Ian Christoplos, the studies found that recovery efforts missed the "window of opportunity […] to mainstream risk reduction in the development agenda." Christoplos found that while the studies provide a starting point for closing the knowledge gap of the relief to development continuum, more time and resources need to be committed in order to do extensive field work, including interviews with policy makers in the respective countries.

Activity	*Thematic Area*	*Regional Focus*	*Start*	*End*	*Implementing Organizations/ Consultants*	*Final products/ Outputs*	*Outcomes*
Workshop on Strengthening Community Resilience to Natural Disasters in Sub-Saharan Africa	Risk Reduction	South Africa	Workshop in August 2002	(completed)	5 partner organizations: WB, WFP, UNEP, Habitat, and the African Development Bank	2 events: Both events were organized at the Sasol Center for Innovative Environmental Management (SCIEM) of South Africa's University of Witwatersrand. The first was a four-day course held from August 12-16, 2002 on emergency response aimed at local government officials, NGOs and the emergency managers in Africa. This event was followed by a two-day workshop aimed at taking stock of the various disaster training activities in Africa and identifying opportunities to align efforts and promote cooperation. This special session on disaster management training in Africa was included in the program for the International Conference on Environmental Management in South Africa which was carried out in parallel with the World Summit on Sustainable Development (WSSD) that took place in Johannesburg during the same period. Report of proceedings completed.	35 participants from 13 countries agreed on an action plan to be implemented during the next 5 years, including the development of regional training programs during 2003 and once a year thereafter to target local government officials, senior NGO staff, and Municipal and District Disaster Managers' cooperation.
Reduced Vulnerability to Climate Variability	Risk Reduction	Global	2001	(completed)	6 partner organizations: Coordination was provided by the World Meteorological Organization, a ProVention member. Other partners were the International Research Institute (IRI) for Climate Prediction of Columbia University, and the National Oceanic and Atmospheric Administration (NOAA); additional partners were the Netherlands Red Cross, the Netherlands Ministry of Foreign Affairs, and the Climate, Energy and Environmental Technology Division (DML).	The World Meteorological Organization undertook extensive review of Global Outreach Forums. 3 Conferences: Teleconference in March 2002 with the World Bank, the IRI, and the NOAA to advance the development of an on-line toolbox that would support the exchange of knowledge between regions and provide a portal into regional climate forecasting. El Niño Preparedness Conference in the spring of 2002. The Netherlands Red Cross, the Netherlands Ministry of Foreign Affairs, and the Climate, Energy and Environmental Technology Division (DML), organized a conference on climate change adaptation in the Hague from 26-29 June, 2002. ProVention support facilitated the participation of developing country representatives.	Global Outreach Forums have resulted in a) the establishment of several new organizations which aim to increase information available at national/regional level, e.g. North Africa and Central American Forums and a centre for El Nino in Ecuador, b) products under development to provide sector specific information. ProVention also part funded and participated in El Nino Preparedness International Conference in Spring 2002.

Activity	*Thematic Area*	*Regional Focus*	*Start*	*End*	*Implementing Organizations/ Consultants*	*Final products/ Outputs*	*Outcomes*
Innovations in Managing Catastrophic Risks: How Can they Help the Poor?	Risk Sharing/ transfer	Mexico, OECS countries, Gujarat/India, Romania, and Turkey; Bangladesh, Pakistan, India, and Sri Lanka	Conference from January 8-10, 2001	(completed)	2 partner organizations: WB and Wharton School of the University of Pennsylvania	Two-day international conference held in January 2001. Proceedings and papers from workshop published on ProVention Consortium website. Mission undertaken in February 2002 to Bangladesh, India, Pakistan, and Sri Lanka. Draft report on India ready.	Insurance-based World Bank projects implemented in Mexico, OECS countries, Gujarat/India, Romania, and Turkey. Initiatives are also under preparation for Bulgaria, Colombia, three additional Indian states, and Vietnam; • Analyses underway in South Asia, East Asia and Europe & Central Asia regions.
Study and Evaluation of Microfinance/ Micro insurance for Disaster Risk Management	Risk Sharing/ transfer	Global	Workshop in February 2000	(completed)	3 partner organizations: WB, UNDP, and UNCDF	Initial brainstorming to establish framework for activity conducted in February 2000. Consultations held with UN Capital Development Fund (UNCDF) and UNDP for inputs on activity design and in-country partners. 2002 report 'Microfinance and Disaster management: Experiences and Lessons Learned.' The report is based on interviews with experts/practitioners.	Identification and documentation of results of microfinance based disaster reduction options included in the 2002 report. UNCDF, drafted operational guidelines for MFI operations in disaster situations, based on the ProVention report. Case studies to be developed by IFRC.
Targeted Support for Disaster Recovery: the Role of Social Investment Fund	Risk Sharing/ transfer	Global	2001	(completed, 2002)	The World Bank, Renos Vakis	Paper produced by independent consultant Renos Vakis (2002): Complementing Natural Disasters Management: The Role of Social Protection; finalized and published on ProVention site. Includes case studies. Based on the above paper, the activity is being redirected to include a broader approach of community based mechanisms.	
Knowledge and Learning Program	Knowledge Sharing	Global	2000	(ongoing)	6 partner organizations: Secretariat-led activity for ProVention members and the general public. ProVention partners including UNDP and the Asian Disaster Preparedness Center, World Bank Institute, Swiss RE, Munich RE, Lloyd's of London, UNDP and others.	Continuous updating of ProVention webpage. Awareness raising and dissemination of knowledge to the global disaster community; capacity building in developing countries through distance learning, and through a systematic training program including training of trainers and monitoring results.	Website: Over 200,000 website hits in 2002 alone, with an upwards trend in monthly hits. The majority of visitors originate from the United States, followed closely by the United Kingdom, Australia, Argentina, Mexico, Switzerland, Canada, Peru, Japan, Turkey, Thailand, and South Africa. While file download figures vary from month to month, downloads most often include Working Paper Series files. For example, from February - May 2003, the seven publications in the series averaged over 2,400 downloads per month. Other popular files that were downloaded on average 100 times or more per month throughout 2003 include the UNDP's Disaster Management Training guide on Disaster Mitigation, as well as several of the commissioned

Activity	*Thematic Area*	*Regional Focus*	*Start*	*End*	*Implementing Organizations/ Consultants*	*Final products/ Outputs*	*Outcomes*
							papers from the ProVention Consortium's December 2002 conference, "The Future of Disaster Risk: Building Safer Cities." Training: over 800 people attended 25 events in 2 years
Disaster Reduction Scholarships	Knowledge Sharing	Global	2000	(First phase completed)	7 partner organizations: Implemented by ProVention Consortium partners providing education and training programs, such as the Asian Disaster Preparedness Center, the University of Geneva, the Disaster Management Center of the University of Wisconsin, Cranfield University, UNAM/CENAPRED, and UNDP. Coordinated by the World Bank	Launched at Dec. 4-6 conference 2002; 65 awards of $5,000 each have been granted to students and young professionals from 27 countries.	The first round of studies has been completed and a second round has been launched. A number of young researchers presented their findings at a World Bank conference and at the World Conference for Disaster Reduction in Kobe, Japan, the latter event being organized by the Washington-based Secretariat.

IFRC ProVention Work Program of Activities 2003-2006

Activity	*Thematic Area*	*Regional Focus*	*Start*	*End*	*Implementing Organizations*	*Final products / Outputs*	*Outcomes*
Measuring mitigation: tools for mainstreaming risk	Mainstreaming risk reduction	global	2003	2007	1 partner organizations: Charlotte Benson, John Twigg, Benfield Hazard Research Centre	Measuring Mitigation report, synthesis report, policy brief, set of guidance notes	(program in progress)
Mega cities: mainstreaming disaster risk management	Mainstreaming risk reduction	India, Philippines, Nepal, Ecuador	2005	2006	Earthquake Mega cities Initiative	Guidance notes to integrate risk reduction into urban master planning	(program in progress)
Global Risk Information Program	Risk analysis & application	global	2005	2006 (Preparatory phase) (Follow-up activities planned)	14 partner organizations: UNDP, World Bank, IADB, Columbia University, CRED, OCHA Relief Web, ADRC, LA RED, Munich Re, ECLAC, ESCAP, Norwegian Geotechnical Institute, UNEP-GRID, etc.		(program in progress, building on the results of the Natural Hazards Hotspots Project supported by ProVention)
Tools for community risk assessment & action planning	Risk analysis & application	global	2004	2006 (follow-up activities under consideration)	3 partner organizations: Ben Wisner of the Oberlin College, OH and the Disaster Mitigation for Sustainable Livelihoods Programme (DiMP) at the University of Cape Town	On-line community risk assessment (CRA) toolkit on disaster risk assessment, food security, and livelihood security assessment at the community level. Collection of 24 risk assessment methods and 35 case studies from Latin America, Asia, Africa, and Small Island Developing States. Community Risk Assessment	(planned workshop and surveys)

Activity	*Thematic Area*	*Regional Focus*	*Start*	*End*	*Implementing Organizations*	*Final products / Outputs*	*Outcomes*
						Workshop on Social Vulnerability in Geneva in May 2004 with 25 CRA researchers and practitioners. Workshop in Cape Town in June 2005 with 45 CRA practitioners from Africa, Asia, Europe, Pacific, the Caribbean and the Americas.	
Community based vulnerability and capacity assessment in Central America	Risk analysis & application	Belize, Guatemala, Honduras, Costa Rica	2004	2006 (follow-up activities under consideration)	5 partner organizations: IFRC & 4 Red Cross Societies, OAS, PAHO and CRID	Vulnerability and capacity assessment (VCA) cd-rom; 6 manuals produced; VCAs in 16 pilot communities.	- VCA assessment activities conducted in pilot communities in each of the 4 target countries - core resources completed to allow scaling up by Red Cross of the program starting in 2006
Climate risk and disaster reduction	Risk analysis & application	global	2005	2005	2 partner organizations: Red Cross / Red Crescent Climate Centre	Climate change conference	(objectives oriented toward networking and capacity-building)
African Urban Risk Analysis Network	Risk analysis & application	South Africa, Tanzania, Algeria, Ghana, Senegal and Kenya	2004	2005 (extension under consider-ation)	8 partner organizations: IIED, UNDP and 6 AURAN partner organizations	Initiation of disaster risk reduction initiatives in the six cities; 2 workshops	- network established among risk reduction researchers and practitioners in target cities - base research conducted in all six cities on local risk profiles, public awareness activities initiated in Senegal. These activities provide the groundwork laid for further follow-up activities through extended support to AURAN project or in relation to other ProVention and UNDP programs.
Reducing flood risk in Africa	Risk analysis & application	Sudan	2003	2006	3 partner organizations: IFRC, Sudanese Red Crescent, UNEP and Khartoum University	regional trainings in Sudan, private sector study	- preparedness outreach activities conducted by Sudanese Red Crescent branches in 4 target states, including more than 9,000 home visits, 900 community awareness sessions, and 50 school "Friends of ProVention* groups established - completion of preliminary private sector partnering study. - Groundwork laid for follow-up through ProVention CSR programme and with additional support from UNEP

Activity	*Thematic Area*	*Regional Focus*	*Start*	*End*	*Implementing Organizations*	*Final products / Outputs*	*Outcomes*
							(evaluation report completed Dec. 2005)
Reducing risks in recovery	Reducing Risks in recovery	South Asia - tsunami region / Pakistan	2005	(in development)	2 partner organizations: ALNAP, IFRC	lessons learned for Pakistan	- evaluation of WB lesson learned by Ian C. - lessons papers for South Asia earthquake distributed widely in Pakistan through UN cluster groups, Red Cross network, and ALNAP network
Micro-insurance pilot scheme	Risk transfer & private sector investment	India	2003	2006	5 partner organizations: AIDMI, IIASA, Chamber if Commerce and Industry for Small Businesses (CCISB), Oriental Insurance Company (OIL), and Life Insurance Corporation of India	pilot testing of models of micro-finance and micro-insurance, workshops and publications of research	- provision of micro-insurance service to 2000 individuals and small businesses in Gujarat, India and extension to an additional 2000 individuals and small businesses in tsunami-affected area in India. (evaluation report by Yasemin Aysan in 2005)
CSR and risk reduction	Risk transfer & private sector investment	global	2005	2006	3 partner organizations: Maplecroft, WEF, IBLF	draft paper on CSR & DRR	(program in progress)
Applied research grants for disaster risk reduction	Expanding risk research & learning	global	2005 (2nd round)	2007	3 partner organizations: UW-DMC, DiMP, ADPC	53 grantees implementing DRR research projects	(planned evaluation 2006)
ProVention Forum	Knowledge sharing	global	2005	(ongoing)	ProVention Secretariat & partners	ProVention Forums in Washington DC (April 05) and Bangkok (Feb 06)	(objectives oriented toward policy dialogue, networking and capacity-building)
ProVention knowledge sharing activities	Knowledge sharing	global	2003	(ongoing)	ProVention Secretariat & partners	WCDR and international conferences, dissemination of resources, Newsletter, Annual Report, new website.	(website evaluation by John Twigg in 2004)

Annex E. IFRC ProVention Conferences and Workshops

Conference	What happened?
Bridgetown, Barbados Measuring Mitigation Advisory Group Workshop, Caribbean Development Bank, June 2006	The Tools for Mainstreaming Disaster Risk Reduction project is supported by an advisory group drawn from donor and operational agencies. A first advisory group meeting took place in Geneva, Switzerland in March 2004 and a second meeting was held in Bridgetown, Barbados in June 2006. During the meeting all guidance notes were revised and discussions took place on how to effectively disseminate the guidance notes and develop links with other mainstreaming initiatives.
Cape Town, South Africa AURAN workshop, June 2006	The African Urban Risk Analysis Network (AURAN) Cape Town workshop (7-9 March 2006) brought together urban risk researchers from African institutions, as well as other partners such as local/provincial government, the International Federation of Red Cross & Red Crescent Societies, and Northern academics.
Bangkok, Thailand ProVention Forum 2006, February 2006	In February 2006, ProVention hosted its second annual ProVention Forum in Bangkok, Thailand. The 2006 Forum, which attracted over 100 participants, addressed the central theme of 'Incentives for Reducing Risk' and examined a range of inter-related topics concerning risk, vulnerability and natural disasters.
Bonn, Germany Making insurance work for the poor, October 2005	The ProVention Secretariat participated in this conference.
The Hague, Netherlands 2nd International Conference on Climate Change and Disaster Risk Reduction, June 2005	The conference brought together 150 development and humanitarian practitioners, disaster risk reduction experts, climate change scientists, financial specialists, and policymakers from more than 35 countries to exchange knowledge and experience from the overlapping fields of disaster risk reduction and climate change adaptation.
Cape Town, South Africa Community Risk Assessment (CRA) workshop, June 2005	ProVention brought together leading academic researchers and NGO practitioners to provide feedback and insights regarding recent work to develop tools and applications for assessing community level risk and vulnerability.
Washington DC, USA & Geneva, Switzerland Hotpots Launch, March & June 2005	The Global Disaster Risk Hotspots report was launched at the Norwegian Geotechnical Institute in Oslo in September 2004, and later in New York, Washington DC and Geneva. The IFRC-based ProVention Secretariat participated in the Washington launch and organized a launch event at the United Nations in Geneva.
Washington DC, ProVention/OAS Forum 2005, April 2005	The ProVention/OAS Forum, held in April 2005, addressed the central theme of 'Development as a Natural Hazard Risk Management Tool' and examined how development processes can be used to reduce the risk and vulnerability of lesser developed countries to natural hazard events with a specific focus on the Americas.
Kobe, Japan World Conference on Disaster Reduction, January 2005	Workshop with IFIs as presenters on integrating risk reduction into development financing, launch of ‘Measuring Mitigation’ scoping study, ‘Applied Research Grants’ side event. The Secretariat published a CD-rom containing publications from the past four years in preparation for the conference and distributed over 700 copies at the World Conference ProVention booth in Japan. ProVention also supported the IFRC in leading a session entitled Supporting Community Resilience is the Key to Reducing Disaster Impact and sponsored a

	range of developing country NGO participants.
Zurich, Switzerland Solidarity and Opportunity: The Potential of Insurance for Disaster Risk Management in Developing Countries, October 2004	Contributing participants included Swiss Re, Munich Re, Partner Re, Interpolis Re, Milli Re, Risk Management Solutions, International Business Leaders Forum (IBLF), World Bank, UNCDF, IIASA, GTZ, AIDMI and Opportunity International. Over 80 participants from 17 countries contributed through presentations of case studies, innovations, research and plenary debate on three main themes: micro-insurance for low income households and local businesses; innovative solutions for risk transfer; partnerships linking the private and public sectors and global and local stakeholders.
Oslo, Norway International workshop on the hotspots project, October 2004	Release of the preliminary findings of the *Global Disaster Risk Hotspots* project.
Algiers, Algeria 6th PanAfrican Conference of the Red Cross and Red Crescent societies of Africa, September 2004	ProVention supported southern NGOs and academia participation at the 6th PanAfrican Conference of the Red Cross and Red Crescent societies of Africa in Algiers in September 2004.
Stockholm, Sweden Sida Seminar on Natural Hazard Risk Management, September 2004	ProVention contributed to a seminar on Natural Hazard Risk Management organized by Sida in September 2004
Washington DC, USA Applied Research Grants Symposium, July 2004	A selection of ProVention grantees were invited to present their research findings at the 'Global Symposium for Hazard Risk Reduction', in July 2004 at the World Bank headquarters in Washington, DC.
Lusaka, Zambia African Urban Risk Analysis Workshop, May 2004	Workshop 'Strategies for Disaster Risk Reduction in Urban Areas of Africa' took place in Lusaka (Zambia), 5-7 May 2004
Geneva, Switzerland Vulnerability and Capacity Assessment Workshop, May 2004	An International Workshop on 'Social Vulnerability and Capacity Analysis' was held in Geneva at the IFRC on May 25-26, 2004. The workshop brought together some 26 leading academics and practitioners from different organizations and countries, with representation from Central and Latin America, Southern Africa, South and South-East Asia, who contributed to the initiative through presentation of case studies, research and workshop discussion groups. Participants highlighted key elements of good practice in VCA but also identified a wide range of technical, social, conceptual and developmental gaps that await closure.
Laxenburg, Austria Workshop on Financial Management of Disaster Risks, April 2004	The International Institute for Applied Systems Analysis (IIASA) organized a ProVention Conference in April aimed at ministries of finance, planning and other high-level policymakers from five of the world's most disaster-prone developing countries - Colombia, India, Mexico, the Philippines and Turkey. This pilot event focused specifically on financial strategies of governments for improving the response of the public and private sectors to natural disasters.
Geneva, Switzerland IFRC International Conference, December 2003	The 28th International Conference of the Red Cross and Red Crescent Movement took place in Geneva from 2-6 December, 2003, involving over 1500 representatives of the Red Cross/Red Crescent and some 190 Member States party to the Geneva Conventions. ProVention was invited to contribute to sessions relating to disaster reduction and given the opportunity to make a statement as well as participate in the conference workshops.

Annex F. Financial Overview

Table 1 – Sources of Funds, ProVention Secretariat FY99-06[1]

	Washington-based Secretariat				Geneva-based Secretariat				
	FY99	FY00	FY01	FY02	FY03	FY04	FY05	FY06	Total
World Bank Group	**225**	**300**	**700**	**482.5**	**332.5**				**2,040**
WB Admin. Budget	200	250	300	150					**900**
DGF			350	332.5[2]	332.5				**1,015**
IFC	25	50	50						**125**
Multi-Donor	**55**	**30**	**1,197.5**	**2,345**		**39**	**2,219**	**1,244**	**7,129**
United Kingdom			400	1,428.30[3]			884	884	**3,596**
Norway				666.7[4]			747		**1,414**
Switzerland			77.5			39	12		**129**
Netherlands			250	250					**500**
France			230						**230**
Canada							575	360	**935**
Wharton School			30						**30**
Aon Group	35								**35**
IIASA	20	30	30						**80**
Global Development Gateway			30						**30**
Swiss Re			50						**50**
UNEP			20						**20**
UNDP			80						**80**
Other Donors							0.5		**1**
Total Contributions	**280**	**330**	**1,897.5**	**2,827.5**	**332.5**	**39.0**	**2,218.5**	**1,244.0**	**9,169**

1. Source: DGF: Partnership Approval and Tracking System (PATS), FY03; Geneva-based Secretariat, Financial Overview, 2005.
2. US$131,000 of the DGF funds received in FY02 was transferred to the Geneva-based Secretariat (received on 04/30/2003).
3. US$281,000 and US$430,000 from the United Kingdom was transferred to the Geneva-based Secretariat (received on 09/02/2003 and 07/01/2004 respectively).
4. US$110,000 and US$86,473 from Norway was transferred to the Geneva-based Secretariat (received on 11/1/2002 and 03/02/2004 respectively).

Table 2: Washington-based Secretariat, Expenses from the DGF Grant in US$

Activity	FY2001	FY2002	Total
Salary Allocation/Staff Costs	136,377	114,055	**250,432**
Short Term Consultants	60,025	4,750	**64,775**
Travel Costs	51,412	19,729	**71,141**
Travel Subsistence	26,979	2,012	**28,991**
Honorarium & Royalty	47,580	20,000	**67,580**
Telephone/Local Transport	769	25	**794**
General Supplies/Printing/ Publishing	26,794		**26,794**
Staff Retreat		40,000	**40,000**
Total	**US$349,936**	**US$200,571**	**US$550,507**[1]

Source: World Bank Accounting System (SAP)

Table 3: Geneva-based Secretariat, Expenses from the DGF Grant in CHF

Activity	01/01/2002-12/31/2003	Amount in US$
Computers and Telecom	6,873	5,535
Transport and Vehicle Costs	750	604
Federation Payroll (Geneva)	406,132	327,079
Regional Deployed Staff	2,900	2,336
Travel	33,029	26,600
Information and Public Relation	6,829	5,500
Office Costs	548	441
Communications	3,688	2,970
Other Administrative Expenses	1,661	1,338
Program Support	57,152	46,027
Total	**CHF 519,563**	**US$418,430**[2]

Source: Audit Report by PriceWaterhouseCoopers

1. Actual expenditures for FY01 and FY02 were US$550,507 of the US$551,500 DGF grant spent under the WB Secretariat. The remainder of US$993 was spent in FY03.
2. The financial statement audited by PriceWaterhouseCoopers states that US$409,105 out of US$463,500 was spent from January 1, 2002 to December 31, 2003 under the Geneva-based Secretariat with a balance of US$54,070 to be spent by December 2004. The exchange rate as of December 31, 2003 was CHF 1 = US$0.80535.

Table 4 – Expenditures by Activity and Fiscal Year (Washington-based Secretariat) in US$

#	Activity Name	FY01[1]	FY02	FY03	FY04	Total Expenditures by Activity
1	Methodology and Standards for Damage and Needs Assessments		3,843	241,898	281,022	**526,763**
2	Identification and Analysis of Global Disaster Risks Hotspots		5,282	386,272	30,573	**422,126**
3	Improved Database for the Social and Economic Analysis of Disaster Impacts		5,393	14,415		**19,808**
4	Critical Infrastructure, Disaster Vulnerability and the Role of the Private Sector		56,117	232,478	716	**289,311**
5	International Evaluation of Recovery Efforts for Massive Natural Disasters	350,000	53,123	253,943	45,844	**352,910**
6	Workshop on Strengthening Community Resilience to Natural Disasters in Sub-Saharan Africa[2]	300,000		18,500	59,082	**77,582**
7	Reduced Vulnerability to Climate Variability		35,772	11,485		**47,257**
8	Innovations in Managing Catastrophic Risks: How Can they Help the Poor?	50,000	63,396	32,710	36,071	**132,177**
9	Study and Evaluation of Microfinance/ Micro insurance for Disaster Risk Management[2]		25,217	3,207	101,302	**129,726**
10	Targeted Support for Disaster Recovery: the Role of Social Investment Fund[2]				134,216	**134,216**
11	Knowledge and Learning Program[2]		20,375	50,488	901,263	**972,126**
12	Disaster Reduction Scholarships		5,939	490,000		**495,939**
			274,456	**1,735,396**	**1,590,089**	**3,599,941**
	Totals	**700,000**				**+ 700,000**
						4,299,941

Source: World Bank Accounting System (SAP)

1. For FY01 there is no breakdown by activity available. However, a breakdown by expenditure category for the US$350,000 DGF funds is presented in Table 2 above. In addition, US$250,000 in staff time was spent from the Bank's budget and US$50,000 in staff time from the IFC budget [$50,000 is unaccounted for].
2. Funds from activities 6, 9, 10 and 11 were transferred to the Geneva-based ProVention Secretariat for completion.

Table 5 – Expenditures by Activity and Calendar Year (Geneva-based Secretariat) in US$[1]

#	Activity Name	2003	2004	2005	Total Expenditures by Activity
1	Knowledge Sharing Activities	21,284	36,642	8,228	**66,154**
2	Measuring Mitigation: Tools for Mainstreaming Risk	20,965	77,314	35,462	**133,741**
3	Micro-insurance Scheme	71,667		119,854	**191,521**
4	Reducing Flood Risk in Africa	66,098	86,445	85,158	**237,701**
5	IFRC International Conference		16,697		**16,697**
6	WCDR - Kobe		9,391	20,937	**30,328**
7	Community-based Vulnerability and Capacity Assessment in Central America		83,412	135,533	**218,945**
8	CSR and Risk Reduction		69,970		**69,970**
9	African Urban Risk Analysis Network		215,083		**215,083**
10	Tools for Community Risk Assessment & Action Planning		24,370	155,266	**179,636**
11	Applied Research Grants for Disaster Risk Reduction			436,706	**436,706**
12	Hotspots		13,948		**13,948**
13	Climate Risk and Disaster Reduction			95,781	**95,781**
14	Micro Risk Transfer & Analysis			24,549	**24,549**
15	Megacities: Mainstreaming Disaster Risk Management			110,309	**110,309**
16	Global Risk Identification Program			185,800	**185,800**
17	Integrating Risk Reduction in Recovery			10,014	**10,014**
	Totals	**180,014**	**633,272**	**1,423,597**	**2,236,883**

Source: Geneva-based Secretariat

[1] The exchange rate used as of December 31, 2005 was CHF 1 = US$0.76016.

Annex G. Membership of the ProVention Consortium

Table 1: Original Membership and ProVention Partners

Presiding Council

Jan Egeland	Under-Secretary General, Office for the Coordination of Humanitarian Affairs, United Nations
Walter Fust	Director General, Swiss Agency for Development and Cooperation
Enrique Iglesias	President, Inter-American Development Bank
Hilde F. Johnson	Minister of Development and Cooperation, Ministry of Foreign Affairs, Norway
Omar Kabbaj	President, African Development Bank
Tsuneo Katayama	Director General, National Research Institute for Earth Science and Disaster Prevention, Japan
Maritta Koch-Weser	President, Earth 3000
Jong-Wook Lee	Director General, World Health Organization
Mark Malloch-Brown	Administrator, United Nations Development Programme
Markku Niskala	Secretary General, International Federation of Red Cross and Red Crescent Societies
Judith Rodin	President, University of Pennsylvania
Mirta Roses Periago	Director, Pan-American Health Organization
Amartya Sen	Professor, Trinity College, University of Cambridge
James Wolfensohn	President, World Bank
Muhammad Yunus	Managing Director, Grameen Bank

Steering Committee Members Representing their Organizations

Margaret Arnold	Manager, Hazard Management Unit, World Bank
Steve Bender	Chief, Division III, Unit for Sustainable Development & Environment, Organization of American States
Mihir Bhatt	Director, Disaster Mitigation Institute
Sálvano Briceño	Director, International Strategy for Disaster Reduction UN/ISDR Secretariat, United Nations
Harouna M. Diallo	Director, Technical Cooperation Department, World Meteorological Organization
Janine Ferretti	Environment Division Chief, Sustainable Development Department, Inter-American Development Bank
Toni Frisch	Delegate for Humanitarian Aid and Head of Swiss Humanitarian Aid Unit, Swiss Agency for Development and Cooperation
Fenella Frost	Disaster Reduction Adviser, Conflict and Humanitarian Affairs Department, Department for International Development (DFID)
Vasantt Jogoo	Principal Environmentalist, Environment and Sustainable Development Unit, African Development Bank
Andrew Maskrey	Chief, Bureau for Crisis Prevention & Recovery, Disaster Reduction & Recovery Programme

Stefan Micallef	Chief, Disaster Management Branch, Division of Environmental Policy Implementation, United Nations Environment Programme (UNEP)
Eva von Oelreich	Head, Disaster Preparedness and Response Department, International Federation of Red Cross and Red Crescent Societies
Jean-Luc Poncelet	Area Manager, Emergency Preparedness and Disaster Relief, PAHO/WHO
Lillian Wikstrom	Adviser, Section for Humanitarian Assistance, Ministry of Foreign Affairs, Norway
Aloysius Rego	Director Partnerships & Regional Cooperation, Asian Disaster Preparedness Center
Rolf S. Zelius	Chief Compliance Officer & Deputy Director General, Regional and Sustainable Development Department, Asian Development Bank

Partner Organizations Participating in Activity Implementation

African Development Bank
Asian Development Bank
Inter-American Development Bank
The World Bank
Caribbean Development Bank
Royal Ministry of Foreign Affairs, Norway
Organization of American States
Pan-American Health Organization
World Food Programme
United Nations Development Program
World Meteorological Organization
United Nations Office for the Coordination of Humanitarian Affairs
United Nations Environmental Programme
The World Conservation Union
Department for International Development (DFID), United Kingdom
Economic Commission for Latin America and the Caribbean
Earth3000
International Institute for Applied Systems Analysis
Earthquake Disaster Mitigation Research Center, Japan
National Research Institute for Earth Science and Disaster Prevention
Local Authorities Confronting Disasters and Emergencies, Israel
International Federation of Red Cross and Red Crescent Societies
Swiss Agency for Development and Cooperation
Asian Disaster Preparedness Center
Asian Disaster Reduction Center, Japan
Earthquakes and Megacities Initiative - EMI
International Strategy for Disaster Reduction
Global Fire Monitoring Center (GFMC)
Middle Eastern Technical University, Turkey
International Institute for Environment and Development
University of Kyoto, Japan
Wharton School, University of Pennsylvania
Natural Hazards Center at the University of Colorado
CESIR, Stanford University

Cenapred Mexico
Grameen Bank
Lloyd's
Voice
Disaster Mitigation Institute, India
Renaissance Re Insurances
Swiss Re, Global Reinsurer
World Institute for Disaster Risk Management
Centre for Research on the Epidemiology of Disasters (CRED)
The Earth Institute at Columbia University
Munich Re Group
Munich Re Foundation
University of Wisconsin Disaster Management Center

Table 2: Current Partners Participating in the ProVention Forum and in Activity Implementation

International financial institutions
- African Development Bank
- Asian Development Bank
- Caribbean Development Bank
- Council of Europe Development Bank
- Inter-American Development Bank
- The World Bank

Donor governments
- Canadian International Development Agency
- Department for International Development, United Kingdom
- Royal Ministry of Foreign Affairs, Norway
- Swedish International Development Agency
- Swiss Agency for Development and Cooperation

Private sector
- Interpolis Re
- Munich Re and Munich Re Foundation
- Swiss Re
- World Economic Forum Disaster

Universities and research centers
- Asian Disaster Preparedness Center
- Asian Disaster Reduction Center
- Benfield Hazard Research Centre
- Centre for Research on the Epidemiology of Disasters
- Columbia University – Center for Hazards and Risk Research
- Cranfield University
- Disaster Mitigation for Sustainable Livelihoods Programme – University of Cape Town
- Earthquake Disaster Mitigation Research Center
- Facultad Latinoamericana de Ciencias Sociales (FLACSO, Costa Rica)
- Global Fire Monitoring Center

- International Institute for Applied Systems Analysis
- International Institute for Environment and Development
- King's College London
- Maplecroft/Warwick Business School
- Norwegian Geotechnical Institute
- Pacific Disaster Center
- University of Kyoto, Japan
- University of Wisconsin Disaster Management Center
- Wharton School, University of Pennsylvania

NGOs
- ActionAid International
- All India Disaster Mitigation Institute
- Catholic Relief Services (Madagascar)
- Centre for Disaster Preparedness (Philippines)
- Earth 3000
- ENDA Tiers Monde (Senegal)
- GeoHazards International
- International Council of Voluntary Agencies (ICVA)
- NGO Voice
- Novafrica (South Africa)
- Tearfund

International and regional organizations
- Economic Commission for Latin America and the Caribbean
- International Federation of Red Cross and Red Crescent Societies
- Organization of American States
- Pan American Health Organization
- United Nations Development Programme
- United Nations Environment Programme
- United Nations International Strategy for Disaster Reduction
- United Nations Office for the Coordination of Humanitarian Affairs
- United Nations Habitat
- World Meteorological Organization

Networks
- African Urban Risk Analysis Network
- ALNAP
- Earthquakes and Megacities Initiative
- La RED
- The World Conservation Union

Annex H. Performance Measurement Framework from DFID Evaluation

Scores: objectives are likely to be achieved:

fully achieved = 1 largely achieved = 2 partially achieved = 3
achieved to a very limited extent = 4 too early/unable to judge = x

Goal/Activity	Indicator	Progress	Score	Comments
Goal 1: Risk Identification: *More complete understanding of the full economic, financial, and social impacts of disasters on a country in order to demonstrate the importance of including risk reduction measures in any development strategy, particularly those designed to alleviate poverty.*	Increased % of WB disaster management investment devoted to pre-disaster risk reduction versus post-disaster relief and recovery over long-term average (2 year target: 25%, up from 20%)	Achieved: Ratio of mitigation to reconstruction funding increased from average of 17.3% over 1980-99 to at least 69% for projects approved FY 2000-2002. In addition, PRSPs for Mozambique, Malawi and Honduras, all approved in last 2 years, incorporate risk management and natural disaster concerns.	**1**	Work is continuing to mainstream disaster risk management into all WB development operations, including PRSPs, PRSCs and CAS'. NB: Indicator relates to WB investment only. As a result there is a mismatch between the score at Goal level and scores for some of the underlying Activities, which cover the work of other agencies.
Activity 1: Methodology and Standards for Needs Assessment: *improved and standardized methods and practices for conducting, and using, the results of disaster damage and needs assessment, to promote more rapid and effective restoration of livelihoods and economically important infrastructure*	Use of expanded damage and needs methodology by major international agencies. 3 by year 1; 6 by year 2	Achieved: Applied by WB in Turkey, India and Mozambique. Asian Development Bank (ADB) also used the methodology in India (jointly with WB). Also used by the IADB. CENAPRED, UNDP, the Central American Bank for Economic Integration (CABEI); and the Corporacion Andina de Fomento (CAF) in joint evaluations with ECLAC. Also used by PAHO, in collaboration with ECLAC for the health sector. Most of these international agencies started using the new methodology during the last 2 years. Joint evaluations with ECLAC verified by Ricardo Zapata (contact:: rzaoata@un.orq.mx)	**1**	
Activity 2: Identification and Analysis of Global Disaster Risk Hotspots: *global-scale prioritization of international risk identification and disaster reduction efforts through identification of geographic areas of high disaster risk potential.*	Quantitative identification of geographic areas of high global disaster risk potential by end of year 2	Delayed: All global analysis data obtained or under development. MoU with Columbia signed in August 2002. Planning Workshop held Nov. 2002. Revised completion date is now March 2004	**3**	Delay primarily due to protracted negotiations between the WB and Columbia University in agreeing the MoU. MoU now agreed.
	Scientifically validated explanation of sources of risk for each major natural disaster for each identified area, verified through peer review process by end of year 2	Delayed: Scientific analysis workplan to be finalized in Jan. 2003. Initial global analysis results expected by March 2003. Agreements for case studies are being finalized and these will incorporate a peer review process. Revised completion date is now March 2004	**3**	-ditto-

Goal/Activity	Indicator	Progress	Score	Comments
Activity 3: Improved Database for the Social and Economic Analysis of Disaster Impacts: *public availability of the highest possible quality global database of social and economic impacts of disasters and to improve future data quality through systematic reporting of standardized disaster damage assessments data.*	Increased number of natural disasters are logged in publicly accessible international databases and jointly verified by a public/private panel of international disaster database experts (target: all major disasters, up from 50 a year)	Achieved: A cross-database comparison of the three global databases was conducted with ProVention partners. This exercise verified the validity of EMDAT, which is the only publicly available database, and made recommendations for improving data quality. The number of natural disasters logged in the EMDAT has increased (from about 400/ year) to about 700 in 2001. All major disasters that fall within the EMDAT criteria are entered systematically and verified for source and completeness of information. Information verified by Debi Sapir (saDir@epid.ucl.ac.be)	**1**	ProVention partners involved included those from the private sector and NGO community: CRED (EMDAT), Swiss Re (Sigma) and Munich Re (NatCat). NB: original target underestimated number of disasters already logged on EMDAT
	Increased number of data elements reported and recorded per disaster based on authoritative sources and standardized methods or arriving at their values (5 new fields by year 1; 25% of all disasters reported have values, 50% by end year 2)	Partially achieved: Four new data fields have been added to EMDAT following recommendations from the 2001 TAG group (with participation by ProVention). 100% of all Asia disasters reported (at least 50% of all disasters), now have values (achieved through collaboration with FAO). Other continents remain to be completed.	**3**	Completion of data for other continents depends on whether further funding is accessed. Discussions also underway to develop more complete economic data.
Activity 4: Critical Infrastructure, Disaster Vulnerability, and the role of the private sector: *the development of methodologies to integrate potential catastrophe losses in cost-benefit analysis for critical infrastructure projects and to incorporate catastrophe risk management in the privatization process of infrastructure.*	Cost benefit analysis (CBA)method developed and tested	Achieved: analysis presented at conference in December 2002	**1**	ProVention Sec" suggest shift to broadening project scope, resulting in new indicators (see below)
	CBA method independently applied (5 additional cases by end year 2)	Delayed: due to shift in project scope (see comments).	**4**	
Revised Activity 4: as above	**Revised Activity 4 indicators** - based on commissioned research, identification of and broad stakeholder agreement on priorities for protecting critical infrastructure and vulnerability (by December 2002)	**Revised Progress** Achieved: Research presented and priorities agreed at December 2002 conference.	**R'vised Score** **1**	
	- new priorities addressed in 3 W. Bank/ country strategies (PRSPs, CAS', or projects)	Largely achieved: Activities informed by this initiative include a project under preparation for seismic risk in Istanbul to strengthening lifelines and critical	**2**	

Goal/Activity	Indicator	Progress	Score	Comments
	by end project.	infrastructure; a project in Vietnam that will address institutional strengthening, structural and non-structural mitigation measures, contingency funding mechanisms and community-based mitigation programs; the Cambodia PRSP, completed in Dec. 2002 which discusses the creation of a national disaster management strategy; and the Ethiopia CAS, which is currently under preparation, and will incorporate safety net provisions and community-level disaster management initiatives. Cambodia, Malawi and Mozambique PRSPs incorporate new priorities.		
Goal 2: Risk Reduction: Avoiding hazards and reducing vulnerability *To address the need for scientific and technical knowledge and how to overcome the socio-economic, institutional and political barriers to the adoption of effective risk reduction strategies and measures in developing countries.*	Increased application of risk reduction strategies through reduction of risks to transferable events (two year target: 11 documented cases applied risk reduction by partner organizations)	Largely achieved: 16 partners from a range of sectors (private/public/NGO) and geographic regions applied approaches or tools gained through their participation in ProVention. Documentation exists for 7 of the cases (WB project documents, case assessment reports etc). Remainder is in draft.	**2**	There is a mismatch between the score at Goal level and some of the subsequent activity level scores. This is because of the absence of a logical framework. Thus, achievement of the Goal indicator is not dependant on the achievement of the activity targets.
Activity 5: International evaluation of recovery efforts for massive natural disasters: *the identification of lessons for ongoing and future efforts of the international community in providing assistance for post disaster reconstruction.*	Post disaster reconstruction lessons identified and published by end year 2 Documented independent applications of identified lessons (2 year target: 5)	Largely achieved: First draft presented to ad hoc advisory committee Dec 2002. Final draft to be completed by March 2003. Publication by end June 2003. Partially achieved: AIDMI applying study methodology to recovery efforts for other disaster events at the local level. Discussion underway regarding the potential for incorporating lessons within training programs of ProVention partners.	**2** **4**	Further progress is dependant on above draft
Activity 6: Workshop on strengthening community resilience to natural disasters in sub-Saharan Africa: *strengthened resilience to natural disasters in sub-Saharan Africa at the community level*	Plans for implementation by participants of major new community level initiatives in Africa to reduce vulnerability to natural hazards. 3 by end year 2	Largely/Partially achieved: workshop held in August 2002 to take stock of disaster mgt training activities of training institutes, to align efforts and increase cooperation. Report of proceedings completed. Workshop held in August 2002 to take stock of disaster management training activities of training institutes, to align efforts and increase cooperation. 35 participants from 13 countries agreed on an action plan to be implemented during the next 5 years, including the development of regional training programs during 2003 and once a year thereafter to target local govt officials, senior NGO staff,	**4**	Delay in resources from funding partner resulted in shift in scope of activity to increase the focus at the NGO level. Next step is to review results of the August 2002 workshops and, based on these, discuss with IFRC further application of capacity building activities for sub-Saharan Africa.

Goal/Activity	Indicator	Progress	Score	Comments
		and Municipal and District Disaster Managers.		
Activity 7: Reduced vulnerability to climate variability: *direct communication with end users of climate early warnings, and lower costs forecast production and dissemination in regions affected by climate extremes.*	Increased direct communication of advance seasonal climate forecast information directly to the public at the national level (additional 70 countries by end year 2)	Largely achieved: Extensive review of Global Outreach Forums undertaken and subsequent international meeting held to review findings. This has resulted in a) the establishment of several new organizations which aim to increase information available at national/regional level, e.g. North Africa and Central American Forums and a centre for El Nino in Ecuador, b) products under development to provide sector specific information. ProVention also part funded and participated in El Nino Preparedness international conference in Spring 2002. Link to both events at: http://iri.columbia.edu/ outreach/meeting/ENSOWS2002	**2**	Initiative still ongoing in order to reach target of 70 countries. However, it is clear that funds (limited amounts) have been effectively used to encourage action by national and regional agencies (existing and new) to enhance communication of climate forecast information.
	Reduced costs of producing seasonal climate outlook guidance (down from $50K forecast to average of $20K by end year 2)	Delayed: Discussions held in March 2002, with several ProVention partners regarding the development of an on-line toolbox that would support the exchange of knowledge between regions and provide a portal into regional climate forecasting. Revised completion date is now March 2004. Progress verified by Max Dilley of IRI.	**4**	Funding is already in place and initiative is still valid. However, technology takes time to introduce in some regions and occasional resistance to initiative from regions has slowed progress.
Goal 3: Risk sharing/Transfer *To protect development investments and advance disaster risk awareness.*	Greater number of Effective approaches to risk transfer developed, tested and applied (11 cases by end year 2)	Largely/Partially achieved: Risk transfer promotion projects underway, for the first time in developing countries, in Mexico, OECS (Dominica, Grenada, St. Kitts and Nevis, St. Lucia, St. Vincent), Turkey, Iran, Romania, and India (Gujarat). Initiatives under preparation in Bulgaria, Columbia and three other states in India. All WB projects and verified by Rodney Lester (rlester@ worldbank.org).	**3**	Indicator is unrealistic for 2 year timeframe; still too early to judge 'effectiveness' of the model and these projects.
Activity 8: Innovations in managing catastrophic risk: *analysis of traditional and non-traditional risk transfer and sharing mechanisms and their relevance to reducing the vulnerability of the poor to hazards.*	Development, implementation and documentation of results of innovative risk transfer mechanisms (3 cases by end year 2).	Largely achieved: insurance based projects initiated in Mexico, OECS countries and Gujarat. These are the first risk transfer projects of their kind for the WB.	**2**	NB: Same projects as used to verify Goal. Too early to document results.
Activity 9: Study and evaluation of microfinance and micro insurance for disaster risk management: *development of options in the area of microfinance and micro insurance to help the very poor manage their*	Identification, application and documentation of results of microfinance based disaster reduction options (3 cases by end year 2)	Partially achieved: identification and documentation of results of microfinance based disaster reduction options included in the 2002 report 'Microfinance and Disaster management: Experiences and Lessons Learned.' The report is based on	**3**	Delayed involvement by project partner resulted in a delay in developing the relevant case studies. In the meantime, UNCDF, another partner in the activity, is in the process of drafting operational guidelines for

Goal/Activity	Indicator	Progress	Score	Comments
assets more effectively and reduce their disaster risk.		interviews with experts/practitioners.		MFI operations in disaster situations, based on the ProVention report. Case studies to be developed by IFRC.
Activity 10: Targeted support for disaster recovery: the role of social investment funds: *identification of good practises for the use of social investment funds and related social protection mechanisms to help the poor recover from disasters.*	Good practices in the use of social investment funds (SIFs) identified, verified, published Documented independent applications of practices applied (5 by end yr 2)	Achieved: Paper produced by independent consultant entitled: Role of SIF's in Disaster Risk Management, finalized and published on ProVention site. Includes case studies. Delayed: primarily due to death of consultant commissioned to undertake work. ..Revised completion date is March 2004	**1** **4**	Based on the above paper, the activity is being redirected to include a broader approach of community based mechanisms. (Under discussion with IFRC). Linked to activity 6, but with broader geographical coverage.
Goal 4: Knowledge sharing: disseminating information and building capacity *To increase access to information that can help communities reduce their vulnerability to disasters, and to build developing countries' capacity to manage disaster risk more effectively.*	ProVention Consortium has in place appropriate mechanisms for regular and effective dissemination of lessons learnt and member activities, to improve coordination	Partially achieved: Web site established and regularly updated; training delivered; learning events held regularly. Involves partner Govts, partner institutions, Bank colleagues, other donors, ProVention partners, and private sector	**3**	Despite achievements with the training programme and the Website, the absence of a comprehensive communications strategy that results in proactive information dissemination with primary and secondary stakeholders, has resulted in a lower score at the Goal level
Activity 11: Knowledge and learning programme: *to develop, consolidate and disseminate content on disaster risk management for the global community through the implementation of an integrated knowledge and learning programme. The proposed initiatives will build on programme activities of the Prevention Consortium and its partners.*	Disaster and risk management training material and seminar programmes identified, developed and communicated with appropriate constituencies (500 professionals trained by end yr 2; 200,000 website hits by end yr 2)	Achieved: Training: over 750 people attended conferences/training programmes in 2 years [taking into account minimal double counting], Website: data incomplete, but there were over 200,000 website hits in 2002 alone, with an upwards trend in monthly hits.	**1**	
Activity 12: *Disaster Reduction Scholarship: Support of innovative disaster risk management projects and promotion of competent professionals in developing countries dedicated to reducing disaster risk.*	Completed proposals evaluated by a selected jury and fellowships distributed (70 by endyr2)	On track: launched at Dec. 4-6conference; approximately 80 scholarships to be awarded by April 2003.	**2**	Deadline for applications is end February 2003. ProVention Secretariat confident that will meet April deadline. Applicants must be citizens of developing countries, and are encouraged to apply for scholarships for non US Universities.

Annex I. Performance Measurement Framework (2003-2006)

This framework provides an outline of ProVention's goals, outputs, and measurable indicators, for the full project term (2003-2006). The framework was developed through a joint planning process by the incoming IFRC-hosted Secretariat and outgoing WB-hosted Secretariat with additional support and input from DFID. In March 2005, IEG rated progress against ProVention's stated objectives and indicators.

	MEASURABLE INDICATORS	PROGRESS	RATINGS
SUPER GOAL To reduce poverty and build sustainable economies in developing countries.			
GOAL To support developing countries reduce the risk and social, economic and environmental impact of natural and technological disasters.	Reduction in future disaster loss and damage in ProVention project areas by project end.		
OUTPUTS 1. ProVention forges cross-sectoral linkages, partnerships and closer interaction on disaster risk management between members of the Consortium.	1.1 80% of ProVention activities involve partnerships between Consortium members by project end. 1.2 At least two projects involve specific collaboration with private sector by project end. 1.3 At least two projects focused on increased participation of civil society organizations in ProVention by project end. 1.4 At project end, ProVention members perceive there to be enhanced sharing of knowledge, exchange of resources and dissemination of information on disaster risk management between ProVention stakeholders.	1.1 Under the Geneva-based Secretariat, 71% of activities involve partnerships between Consortium members 1.2 Three projects involve collaboration with the private sector. 1.3 Red Cross societies are participating in two projects in Sudan and Latin America, AIDMI is involved in one project in India. 1.4 A new website has been launched facilitating dissemination. Internet users were located mainly in the US and Latin America. A stronger focus on dissemination in the South may be desirable. The ProVention Forum has been started for information sharing with two meetings already held. According to interviews, ProVention members were satisfied with the flexibility with which ProVention attends to different needs.	Largely achieved
2. Disaster risk management policy is improved and promoted amongst key policy	2.1 Disaster risk management integrated into a minimum of 2 country strategy papers (e.g. CAS) of 3	2.1 PRSPs include disaster risk management for Cambodia (2003), Ghana (2003), Mongolia (2003), Nicaragua (2001), Tajikistan (2002),	

	MEASURABLE INDICATORS	PROGRESS	RATINGS
decision makers	multilateral agencies, and 3 new developing country PRSPs or development plans, by project end.	and Vietnam (2002). 25 CASs approved after 2003 discuss natural disaster risk management. Two policy papers have been produced in cooperation with DFID and SIDA. However, inclusion of disaster risk management in Country Assistance Plans (DFID) varies; no numbers were provided.	
	2.2 Spending of development banks on disaster risk management increased by project end.	2.2 Between 2000 and 2004 alone, the World Bank included mitigation measures in 140 projects. Between 1990 and 1994 it had included mitigation measure in only 94 projects.	
	2.3 By project end, the profile of disaster risk management is increased in >70% of ProVention member organizations in terms of policy attention and resource allocation	2.3 World Bank management is reviewing its policy for emergency lending. ProVention collaborated with DFID and SIDA to review their natural disaster policies. In addition, it raised the profile of disaster risk management in IFRC.	
	2.4 Relevant practitioners and selected vulnerable communities in project countries are aware of ProVention and its work.	2.4 Regional networks are aware of ProVention through ProVention activities and ProVention's contributions to the 2005 World Conference on Disaster Reduction in Japan.	
	2.5 Disaster reduction agenda is better integrated into policies and programmes of IFRC and national societies	2.5 ProVention contributed to IFRC's annual appeals, the 2004 World Disasters Report, and the 2003 International Red Cross Conference.	
3. ProVention develops innovative approaches to the practice of disaster risk identification/ analysis, risk reduction and risk sharing/transfer.	3.1 New, innovative approaches designed and tested to improve risk identification and analysis, risk reduction and risk sharing/transfer in target countries. 6 by project end	3.1 AURAN activity in progress in South Africa, Tanzania, Algeria, Ghana, Senegal, and Kenya.	Partially achieved
	3.2 4 sets of tools and methodologies adopted and applied by 6 project stakeholders by project end.	3.2 Four sets of tools and methodologies have been developed; adoption and application only partially documented.	
	3.3 Minimum of 2 initiatives implemented in sub Saharan Africa by project end.	3.3 Two activities are in progress in Africa (AURAN and reducing flood risk in Sudan)	
4. ProVention shares knowledge and information about best practices, tools and resources for disaster risk management and communicates effectively with its various stakeholders	4.1 Website transferred to IFRC hosted secretariat by end 2003.	4.1 Website transferred to Geneva-based Secretariat.	Largely achieved
	4.2 Website regularly updated.	4.2 Website updated and relaunched in April 2006.	
	4.3 Develop electronic newsletter (e-zine)	4.3 'ProVention News', a biannual e-zine, is reaching over 400 recipients at present.	

	MEASURABLE INDICATORS	PROGRESS	RATINGS
	4.4 Develop promotional materials, such as flyers, project fact sheets and standard presentation	4.4 Promotional materials were developed. Updates needed.	
	4.5 Share project outputs, agreed good practice, resources and tools in disaster risk management with ProVention members and other stakeholders	4.5 Bi-annual newsletter has been distributed. ProVention briefing pack developed.	
5. The Consortium has a broad membership, supported by an effective Presiding Council, Steering Committee and Secretariat.	5.1 ProVention governance and membership include representatives of all stakeholder groups, by end first year of project.	5.1 The current governance structure has been reviewed and was adopted by the SC.	Largely achieved
	5.2 Membership is broadened to include 3 new civil society organizations and 2 new private sector actors engaged in project activities by project end.	5.2 Eleven NGOs partner with ProVention. Interpolis Re and World Economic Forum Disaster Resource Network have become engaged in ProVention.	
	5.3 Selected members of Presiding Council are engaged in one ProVention advocacy initiative by project end.	5.3 Letters written in order to engage members of the PC. However, PC members are not yet active.	
	5.4 Steering Committee meets twice per annum to approve and monitor ProVention's work.	5.4 The Steering Committee has met only once a year. However, two additional meetings were organized for the ProVention Forum, one in April 2005 and one in February 2006.	
	5.5 Strategic plan approved by Steering Committee by August 2003.	5.5 Steering Committee approved strategic plan in September 2003	
	5.6 Secretariat coordinates project activities efficiently, provides timely reports to donors and Steering Committee, prepares draft strategic plans for Steering Committee approval, fund raises successfully for implementing the workplan, and communicates regularly with membership during project period.	5.6 ProVention members praised the Secretariat for its coordination, its timely reports, and successful fundraising initiatives; however, more could be done to broaden ProVention's donor base.	
	5.7 At project end >60% of steering committee members and > 30% of Presiding Council members are aware of ProVention activities	5.7 IEG did not survey Steering Committee members and Presiding Council members systematically to find out how aware they are of ProVention's activities.	

Annex J. Assessing the Independence and Quality of the External Evaluation

Independence. In assessing the independence of ProVention's external evaluation, the Global Program Review comes to the conclusion that the criterion of independence was compromised at three levels: first with regard to the evaluation's organizational independence, second with regard to its behavioral independence, and third with regard to avoidance of conflicts of interests (see Annex A, Table 1). This analysis is spelled out in greater detail below.

Organizational independence. The 2003 DGF learning and evaluation note, which was sent to the ProVention Secretariat in December 2003, almost a year before the evaluation started,[1] states that DGF evaluations be overseen by the program's governing body and conducted with the assistance of program management. Evaluators should report to the governing body, not to management. It was the understanding of the ProVention Secretariat, however, that the Secretariat should commission the evaluation. In cases where the governing body is not yet well established, the 2004 OED review on the Bank's involvement in global programs suggests having the first generation of evaluations managed by the founders, co-sponsors, lead donors, and financiers until a governing body is well established (OED, 2005, p. 40). Thus, IEG recommends that for future external evaluations, more organizational independence be sought.

Behavioral independence. The Geneva-based Secretariat was in a position of influence since it provided a large amount of input and managed the evaluation. The World Bank global program task manager and IFRC program manager oversaw and approved the selection and briefing of the evaluation team, but independence does not seem to have been a priority. After completion, the report was circulated in draft form to the Secretariat and SC members, and changes were made where considered appropriate by the evaluator. Even though the evaluator reserved the right to make changes only where considered appropriate, negotiating the content of the draft report before it was presented to the Secretariat should have been avoided.

Avoidance of conflicts of interests. The ToR also called for a desk review with a detailed assessment of a representative sample of past completed and present ongoing workplan activities. However, no criteria were provided for selecting the above mentioned activity "Learning Lessons from Disaster Recovery" for review, on which the external evaluation's primary author himself had worked as a consultant. Though he subcontracted this review to another consultant, a conflict of interest cannot be excluded, since the primary author had the overall responsibility for the evaluation.

The fact that the external evaluation was managed and supervised by the entity being evaluated, and that conflicts of interest were not completely excluded, combined with the

1. See e-mail from Jonathan Agwe dated 12/18/03.

generally positive findings of the evaluation, created the appearance that the evaluation was less than fully independent.

Annex K. Response of the ProVention Consortium to IEGs Global Program Review

The ProVention Consortium Secretariat welcomes IEG's Review of the Global Program and considers this report a significant contribution to the discourse and ongoing learning concerning the development of the ProVention program and partnership. The main findings and recommendations of the Review are duly noted and largely consistent with other recent external evaluations and reviews carried out of ProVention. Since its launch in 2000, ProVention has been evaluated or reviewed on five occasions, four of which have been external donor reviews or evaluations and one an internal governance review.

The IEG review is an important addition and particularly valuable since it examines the evolution of ProVention as a global program; critically reviews the transfer of the Secretariat from the World Bank to IFRC; assesses the efficiency of the governance and management structures; evaluates the process and outcome of a previous external evaluation; and analyses ProVention's relevance and progress. The Review also raises important issues concerning the future role of the World Bank in ProVention, particularly in light of the recent Bank initiative to establish a Global Facility for Disaster Reduction and Recovery. The Secretariat has responded in brief below to each of these aspects of the Global Program Review and will seek to address the Review recommendations in a systemic process of follow up and as part of the Strategic Work Plan 2007-09.

It should be noted, however, that the following response is given by the Secretariat, composed of a small team of five in Geneva, and at the time of writing the Review had not been circulated by IEG among the wider ProVention Consortium for comment. In fact, unfortunately, the wider Consortium has had very limited involvement in this Review with relatively few ProVention partners interviewed in the process. Hence, the Secretariat believes that the views of key stakeholders have been missed in the Review and that this response cannot be considered a response of the entire ProVention Consortium but is limited to the comments of the Secretariat.

ProVention's relevance and progress

The IEG Review reiterates the findings of other recent reviews in its conclusion that ProVention remains a relevant global program and continues to be effective in identifying knowledge gaps and advancing the agenda of disaster risk reduction. This pays tribute to the vision of the World Bank to create such an innovative global program and the support of the past and present host organizations, the World Bank and IFRC, to provide an institutional home and management oversight of the Secretariat. As the global concern for reducing natural hazard risk increases, with demand for policy reform, innovative solutions, collaborative initiatives and knowledge sharing across organizations and sectors, it is clear that ProVention will continue to play a key role in the international disaster reduction system. Both the founding organization (World Bank) and current host organization (IFRC), therefore, share an important responsibility and opportunity to shape the future direction of ProVention. However, as suggested in the Review, it is somewhat unclear as to the level of current commitment and interest within the World Bank to remain a lead partner in the Consortium and influence its progress.

Evolution of ProVention and transfer of the Secretariat from World Bank to IFRC

The Review provides a valuable historical account of the genesis of ProVention and, in particular, issues concerning the transfer of the ProVention Secretariat. The report highlights a number of salient lessons that should inform the evolution of similar global programs or indeed should a future transfer of the Secretariat take place.

The Review questions the concept of a rotating Secretariat due to the considerable opportunity costs experienced in transferring the Secretariat from the World Bank to IFRC. Indeed, the Secretariat recognizes the considerable administrative costs in rotation and would, hence, recommend in the

future that either a Secretariat term should be a minimum of five years or, as the Review recommends, a more permanent institutional base be established for Secretariats at the outset of such global programs. It is surprising, however, that the Review recognizes few of the positive benefits of the transfer that have been highlighted in other evaluations and reviews of ProVention. These include a greater emphasis on community-oriented activities with increased participation of civil society organizations due to the comparative advantage of IFRC and its strong links with local Red Cross, NGOs and communities. It is evident that the shift to IFRC has enabled other Consortium partners to play a more active role in ProVention and inject new perspectives to the agenda.

The Review considers that two years were lost as a result of the transfer. The Secretariat does not support this view and, in fact, a donor review carried out by DFID (2004) highlighted the benefits of the transfer period which forced a time of critical review and strategic planning and resulted in a number of important outputs, including the production of a performance measurement framework, advocacy and communications strategy and multi-stakeholder consultation on priorities for the next phase of the ProVention work programme. Thus, while the transition period is seen as a reduction in project activities and funding disbursements it was equally marked by an intense period of strategic planning (Strategic Work Plan 2003-06), partner consultations and development of a new phase of ProVention activities. It is our view that global programs like ProVention benefit from such a 3 year cycle of planning, project design, implementation, review and evaluation.

An interesting and important point to note concerning the evolution of ProVention, and one which may not have been foreseen at its launch in 2000, has been the creation of a constantly growing network as opposed to a restricted Consortium. The creation of a global coalition like ProVention follows the growing trend to create global networks, in part in response to the inability of nation states and intergovernmental organizations to effectively address issues of global concern in a context of increasing globalization. Networks are increasingly key to organizing logic and finding solutions in the 21st century. It is believed that only when a wide variety of actors, each with unique skills and responsibilities are jointly involved in problem solving that global problems can be effectively addressed. ProVention has evolved, almost organically, into a multi-stakeholder network, often providing a network of networks around topics or areas of practice (e.g. network of IFIs, network of CRA practitioners, etc). The membership issue, as pointed out in the Review, therefore remains very pertinent and particularly challenging for the Secretariat as an ever-increasing number of organizations wish to be involved in and a part of ProVention.

Governance and management structures

The Review re-examines ProVention's governance structures and provides further independent analysis of the findings and recommendations set out in the 2005 Governance Review of ProVention. The Review concludes that the subject of governance has remained one of ProVention's weakest aspects since its creation in 2000. The Secretariat takes note of the specific recommendations offered in the Review concerning the strengthening of governance structures and will incorporate these in the ongoing governance reform process in the follow up to the 2005 Governance Review.

It is interesting to note that the Review considers that the informality of ProVention's governance is a particularly weak feature and, yet, paradoxically the informal nature of ProVention is also seen by many as one of its strengths. The recent Governance Review, for example, highlighted ProVention's strengths as 'flexible, light, informal and not overly bureaucratic'. This has presented a constant challenge, and at times dilemma, for the Secretariat as to whether to push for a more formal governance structure or improve accountability and transparency within more informal, light structures. ProVention stakeholders, in particular the donors, have predominantly preferred the informal model which have enabled a lighter and more flexible approach to governance. It must be said, however, that the Secretariat remains uncomfortable at the level of decision making entrusted to the Secretariat and that they should be leading the process of governance reform rather than the founding and host organization or Advisory Committee.

External evaluation of ProVention

A key objective of the IEG Review was to evaluate the external evaluation carried out of ProVention in 2005, with a view to validate the evaluation findings, review the evaluation process and assess the outcome. The Review is particularly critical of the external evaluation and questions the independence and quality of the evaluation, although generally supports the evaluation findings and recommendations.

The Secretariat believes that the external evaluation process could have been vastly improved had better guidance and clarity been given by the donor (World Bank) to the Secretariat with regard to the expectations and scope concerning this particular external evaluation of DGF funds. For example, there was at no point direct contact with DGF and all correspondence was made via the Hazard Management Unit. The Terms of Reference for the evaluation were sent to DGF but no comments were made. The original DGF project proposal for ProVention was never made available to the IFRC Secretariat or the evaluation consultant. The draft evaluation report was sent to DGF and the Hazard Management Unit but no comments were made. Thus, concerns such as the scope of the evaluation and time and resources allocated to the evaluation could have been addressed at the outset if there had been more direct involvement of DGF and the evaluation office of the World Bank.

It should also be noted that the external evaluation was expected to cover the total period of the DGF grant and the entirety of ProVention activities. This presented a particular challenge for the IFRC Secretariat since (a) the first two years of the DGF grant were managed and executed by the World Bank's DMF of which the IFRC Secretariat had limited institutional knowledge or access; and (b) less than a year earlier a major independent evaluation of ProVention had been carried out by DFID and hence there seemed limited value in repeating the entire exercise.

The role of the World Bank in ProVention and implications of the Global Facility for Disaster Reduction and Recovery

Surprisingly, the Review pays relatively little attention to the present and future role of the World Bank in ProVention. The Secretariat considers the role of the World Bank in ProVention as critical, not just as the founding organization but as one of the most key international organizations able to influence a paradigm shift in international development from reactive, ex-post response to disasters to proactive, ex-ante management of risk. The World Bank remains a lead partner in many ProVention initiatives and for a number of partners in the Consortium a key added value of ProVention is the opportunity to engage with the World Bank, either as a project partner or in policy dialogue. The Secretariat, therefore, greatly values the contribution of the World Bank to the ProVention endeavor and believes that the Bank continues to benefit through sharing the efforts and results of a consortium approach, pooling resources and forging linkages with different and diverse partners. It is a concern to the Secretariat that this viewpoint is not supported by more evidence in the Review.

The launch of the Global Facility for Disaster Reduction and Recovery is an extremely important development for the global disaster reduction agenda. ProVention welcomes this initiative by the World Bank and hopes to promote the work of the Facility and also contribute knowledge, policy analysis; tools and resources which might help increase the effectiveness and impact of the Facility. The Review suggests that GFDRR might be seen as a threat to ProVention or at least possibly leaves the Bank's role in ProVention as redundant. The Secretariat, however, believes that if well constructed and coordinated the GFDRR should complement and harmonize efforts with other global initiatives, such as ISDR and ProVention. Moreover, there is arguably a case for continued Bank involvement in specific ProVention activities that are not possible through the GFDRR and will not duplicate the work of the Facility. The GFDRR can learn much from the ProVention experience, both good and bad, as a global multi-stakeholder program. However, ProVention's involvement in the development of the GFDRR has so far been very limited and it is unclear as to how the future relationship will pan out although we hope opportunities for coordination and collaboration will not be missed.