

EMERGENCY MARKET MAPPING ANALYSIS

An exploration of EMMA's diagnostic processes and its impact on Humanitarian response-logic.

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This paper forms a part of the work done for my MSc in Humanitarian Program Management at Liverpool School of Tropical Medicine. It explores practitioner's experiences of using the EMMA toolkit and analyses its strengths and weaknesses. Recommendations based on research done in Haiti aim to improve EMMA, aid-delivery and early economic recovery.

Key outcomes include:

- ▶ The need for greater inter-agency follow up post the initial assessment.
- ▶ Better indicators to define transitions between supply and demand driven responses.
- ▶ A change in organisations' mandates to help those less vulnerable but more able to get markets operating again.
- ▶ The need to modify the Household Economy Assessment for urban and emergency contexts.
- ▶ Data-basing EMMA to improve inter-agency collaboration between actors.
- ▶ The potential for more visual mapping methods to improve emergency responses.

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Section 1 Introduction to the Research

Context

As part of my MSc in Humanitarian Programme Management at Liverpool School of Tropical Medicine, I spent two and a half months in Port au Prince (PaP) Haiti, conducting research into the application of the EMMA (Emergency Market Mapping Analysis) toolkit. Supported and guided by the International Rescue Committee (IRC), I spent part of my time identifying and contacting key actors who used EMMA and the rest of the time devising a questionnaire and gathering feedback. My intention was to explore and evaluate user understanding of the EMMA toolkit. The research looks at how practitioners perceive its strengths and weaknesses in order to gauge where EMMA sits within practice.

'The rationale for EMMA is that better understanding of the key market-systems in any given situation could enable humanitarian agencies to consider a broader range of responses. These responses might include cash-based interventions, local procurement and other innovative forms of support to market actors (e.g. traders) that enable programmes to make better use of existing markets system capabilities. This could lead to more efficient use of humanitarian resources, as well as encouraging recovery and reducing dependency on outside assistance'(<http://fex.enonline.net/35/emergency.aspx>)

Explaining the EMMA toolkit

EMMA, a 10-step good practice handbook, is designed to help emergency personnel become more 'market-literate' about the impact of a disaster on market-systems. Its Market, Gap and Response Strands offer an early means of understanding:

- 1) How affected populations engage and make use of markets as part of their livelihoods before and after the emergency?
- 2) How markets systems have been damaged and their capacity to supply priority goods/services?
- 3) The appropriateness of cash-based initiatives and the market's ability to support local or increased demand.
- 4) Where best to focus efforts in getting the infrastructure and actors operating again, in order to meet the affected population's needs?

Like other market or value-chain approaches, EMMA provides a systemic perspective on the impact of a disaster. Through identifying bottlenecks, mapping the movement of a commodity or service from production/importation to the end user (market or consumer), practitioners can better understand the driving forces, different functions and inputs required in a 'working' market-system. Doing so should help them to make better use of existing market capacity in meeting emergency needs. (For more information on the EMMA toolkit see <http://fex.enonline.net/35/emergency.aspx>).

EMMA in the Context of Haiti's Earthquake

On January 12th, 2010 more than 220,000 people lost their lives when a 7.3 magnitude earthquake struck Haiti, approximately 17km from the capital city Port-au-Prince. This left more than 3 million people in Port au Prince, Jackmeal and Petiti Goave homeless and in urgent need of assistance. *'The IOM estimated that 692,000 had been displaced in Port au Prince (PaP), many of whom were living in spontaneous urban camps (Save The Children)'* The earthquake completely destroyed approximately 105,000 and damaged 208,000 homes; it destroyed 1,500 schools and rendered 50 hospitals non-functional. *The UN estimated that approximately 38% of all buildings in greater Port au Prince had been damaged or destroyed - amounting to approximately \$7.9 billion in damage'* (Mercy Corps EMMA Rice-Report, 2010:4).

A week after the earthquake an inter-agency EMMA team was formed, comprising of 19 members from 11 organisations. These included: The International Rescue Committee (Lead), American Red Cross, Haitian Red Cross, International Federation of the Red Cross, Save the Children, Mercy Corps, Oxfam GB, World Food Program, ACDI/VOCA, ACF and FEWS/NET. The group comprised of a mix of expertise. The field work took place primarily in the Port au Prince area assessing market-chains for:

- Beans (staple nutritional intake)
- Rice (staple nutritional intake)
- CGI (corrugated sheet metal-roofing for reconstruction)
- Diversity and availability of labour for reconstruction

How a disaster impacts the interaction between people's livelihoods & markets?

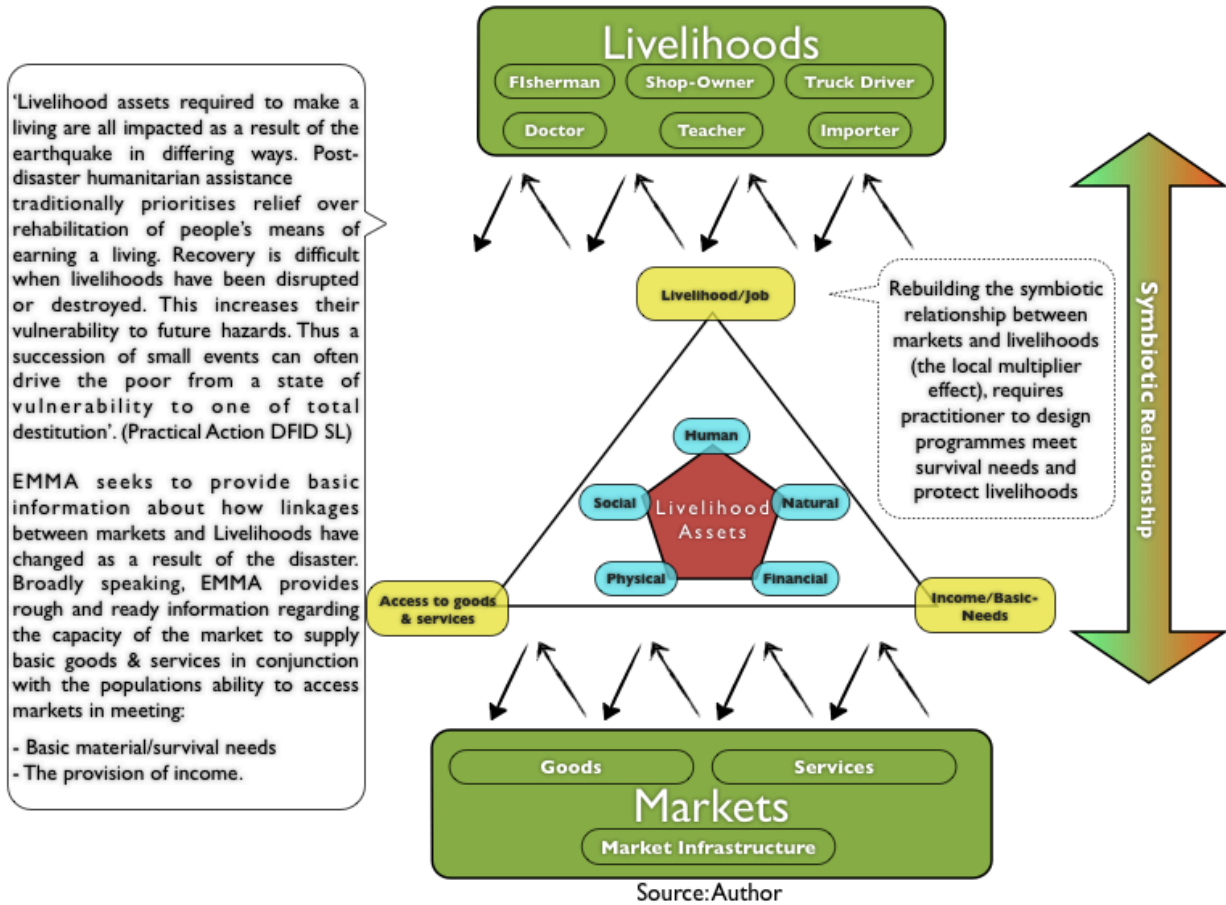
This section briefly explains the interaction between people, markets and livelihoods before introducing the research data.

Dorward et al (2002:1) highlights:

- 1) *That 'the livelihoods of most poor people are directly dependent on their involvement in a range of markets as private agents or as employees (and are indirectly dependent on the wider economy for the demand and supply of goods and services)'*
- 2) *'That major current and historical poverty reduction processes have depended on equitable private sector economic growth'*
- 3) *'That poor people themselves often identify problems with markets as critical to their livelihoods (but these problems may concern both the absence of markets and the effects of markets)'*

The aftermath of the earthquake affected the symbiotic relationship between markets and livelihoods in two ways: the first was in the market-chain's or system's ability to service the affected population, the second was the population's ability to access and buy goods or services. Alternatively, this can be viewed as the extent to which markets can support demand and the extent to which livelihoods stimulate supply. **Diagram 2**, illustrates this relationship and shows how one's livelihood (means of living) is dependant on an equilibrium between livelihood or household assets, local-multiplier effects, market access and efficiency.

Diagram 2: Market-Livelihood Relationships (the multiplier effect)



The longer in-kind aid is given, the higher the risk of dependency and market-distortion. This challenges the transition to economic recovery and sustainable livelihoods (Maxwell et al, 2008). First and foremost, whatever is done has to be sustainable - and that means market driven. But that in itself is not enough. The key role/task of the intervention must meet the needs of those most vulnerable (in-need) in a manner that builds capacity for longer-term development.

Why market-systems matter in designing early responses		
For ensuring survival	For protecting livelihoods	
Market-systems could supply food and essential items or services related to basic survival needs	Market-systems could supply or replace urgent non-food items, agricultural inputs, fuel, tools and vital services	Market-systems could maintain demand for labour, employment or production that restores incomes

Source <http://fex.enonline.net/35/emergency.aspx>

Questions have emerged regarding the best way, timing and methods of moving from in-kind/direct aid to indirect market-based assistance, as a means of meeting immediate needs (Albu 2010; Harvey, 2005, 2007, 2008). Tools like EMMA assist practioners in understanding how well markets are working, where they need support and the appropriateness or degree to which cash-based initiatives can rely on local markets as a means of provision. Therefore, market-analysis has the potential to improve emergency assistance, thus making it more sustainable through understanding and making use of local knowledge and market capability.

Introduction to the Research Data

The following is a summary of the research findings and is divided into 4 sections:

- **Section 1** presents the research methodology used.
- **Section 2** presents research findings regarding practitioner experiences of using the EMMA toolkit.
- **Section 3** explores each of EMMA's three stands (Gap, Market and Response Analysis).
- **Section 4** provides examples of how EMMA has influenced projects in Haiti.

Each section incorporates a mix of participant observations, interviews and questionnaire data and concludes with observations and recommendations.

Section 1: Methodology

The research lasted 8 weeks, (April 26th - June 16th 2010), taking place 3 months after the disaster.

Using mixed qualitative methods, the research comprised of:

- (I) 11 recorded Interviews
- (II) 4 recorded focus-group discussions
- (III) 6 Skype-based interviews for those who left Haiti
- (IV) A questionnaire asking 21 respondents to rank their opinion to 50 single point statements about the experiences of using the EMMA toolkit.
- (V) Researcher's observations, informal conversations and discussions.

The interviews and the questionnaire were designed to illicit respondent's views as to how they perceived the value of EMMA, in terms of:

- ✓ Its effectiveness as a toolkit in providing a better picture of the disaster's impact, thus giving a greater range of response options.
- ✓ Its beneficial impact on programmes and the ease at which information was translated into action.

On arrival in Port au Prince I spent one week discussing and observing how EMMA was used by practitioners from a range of organisations. From this I began to devise the questionnaire and interview structures, which were progressively updated. For the collation and presentation of the data, it was decided to group or cluster similar types of questions and to visually bar graph the responses to aid interpretation. Each bar represents the percentage of respondents who agree or disagree with a given statement.

Responses to the questionnaires were followed with selected interviews, asking respondents to comment on their answers and thus allowing for triangulation and re-questioning. Together with each cluster of questions, the researcher has incorporated relevant comments drawn from different interviews. Clearly such an approach involves making value judgements in the selection of comments. Should the reader wish to see the base questionnaire data please refer to **Appendix 1**.

Section 2 Practitioner’s experiences of using the EMMA toolkit

EMMA is a tool that permits a very rapid understanding of the situation in a post-shock environment useful to understand how fast markets are actually recovering. What EMMA does is to identify the critical market and whether the market is fragile in the post disaster situation or will it cope with the changed situation of either demand or cash flow – which could be reduced or increased’ (Respondent).

‘Usually we always tend to leave aside is the up side of the chain. Looking at the whole market map, you get a much clearer image of where the bottlenecks and challenge’s are’ (Respondent).

When interpreting the following data it is important to understand that *‘establishing causality in humanitarian situations is complex because results are unlikely to be due to any single factor’* (ALNAP, 2009:9). The same can be said of this research. Therefore the following data does not reflect the views or opinions of any one of the organisations involved.

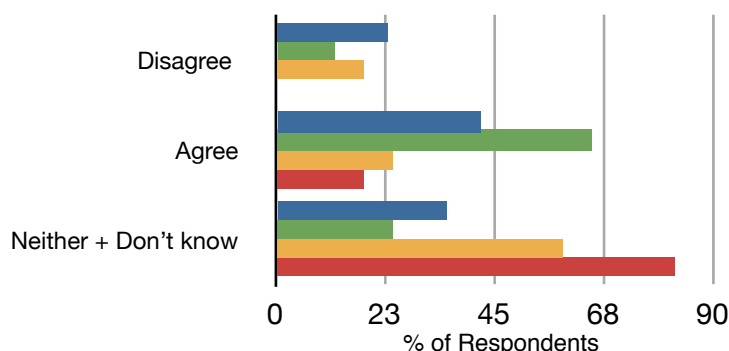
Practitioners interviewed agreed that the handbook and tools were by and large effective and flexible enough to be tailored to differing organisational needs. The toolkit was perceived to offer a more coherent means of understanding the cause and symptoms of the disaster by developing new and reconfirming existing ideas. Documenting this and translating initial understanding of assumptions to assessments is a key innovation *‘helping to order and harmonize the way organizations respond to emergencies’* (Respondent).

Questionnaire Data

The following data is drawn from 50 questions answered by 21 practitioners. The percentages are drawn from ranking opinions on a 6 point scale (1 strongly agree to 6 strongly disagree). For the purposes of this paper, 1 and 2, 3 and 4, and 5 and 6 were grouped together as disagree, agree and neither and Don’t know.

Chart 1 below shows results to four of the survey questions.

Chart 1: Operation and General Impact



- I heavily used the EMMA reports when designing my programmes (please specify which).
- I have been able to operationalize the EMMA data (i.e. it has had a tangible impact of my program)
- EMMA has reduced the risk of dependency on my programmes assistance
- EMMA’s process has significantly improved the impact of my programme on the beneficiaries

- ▶ **65%** of survey respondents agreed they had previously used market analysis in emergencies. Although many had used emergency market-analysis, nearly all had not seen such a consolidated or harmonized process.
- ▶ **94%** agreed that the chosen market-systems were critical or relevant to their operations and **70%** agreed that the reports were easy to use and access. Some argued *'it would have been more helpful to have a secondary substitute to rice analyzed'* (Respondent). Others noted that the EMMA assessments on rice and beans were more appropriate to wider audience than those based on reconstruction. This may have been because meeting immediate nutritional needs took precedence over reconstruction. The closer the assessment to the response, the better the quality of data. Having a clear and realistic vision about the immediate needs and type of response is key in choosing the most appropriate chain to assess.
- ▶ **41%** agreed that the tools in EMMA are new to their organization. This was predominantly true for the market-map.
- ▶ **47%** agreed that EMMA created new knowledge which they were previously unaware of.
- ▶ **76%** of agreed that EMMA made them think more systematically. An equal amount agreed that it could lead to more effective programming.
- ▶ Only **18%** agreed that they procure more locally as a result of EMMA. However, **76%** agreed that EMMA resulted in more efficient and effective use of their resources. Including logistics and organisations such as the Peace Dividend Trust who offer in country technical expertise on local procurement may assist in improving buying more locally.
- ▶ **47%** agreed that EMMA led to a much clearer definition of their programme's strategic objectives. This could have been improved through follow up, dialogue and redevelopment of the maps and household data.
- ▶ **76%** agreed that EMMA alerted them to the potential negative impact of their operation on markets - a factor which cannot be understated in terms of aid-dependency and market-distortion. However, the research failed to find the outcome of this.
- ▶ **12%** agreed that they significantly modified the toolkit. This suggests that **88%** found it to be effective as it was.
- ▶ **88%** agreed that the EMMA process successfully identified the capacity of the market-system to meet local demand - indicating success in its ability to support cash-based initiatives. Such findings were corroborated with **71%** agreeing that the EMMA process effectively identified the capacity of market-systems to provide income for market-traders.
- ▶ When asked if they significantly used EMMA in designing their programmes, **41%** agreed. Yet a larger amount (**64%**) said that they were able to operationalize the EMMA data in terms of having a tangible impact on the program. This may be because a large number applied it to justify the use of cash, as opposed to livelihood or value-chain responses.
- ▶ **47%** agreed that using EMMA led to a much clearer definition of their programme's strategic objectives. The small HEA sample size and high level of staff turnover affected EMMA's strategic impact, requiring improved hand-over in terms of bequeathing information and follow-up.
- ▶ **59%** agreed that EMMA significantly improved their analytical skills, but **41%** agreed that making more links between different chains would make EMMA more effective. Understanding relations between market-chains is important but complex. More research may be required to identify the feasibility of multi-chain analysis.

- ▶ Interestingly **53%** agreed that working with those less vulnerable who have the capacity to build the market (e.g. middle-men, entrepreneurs) was the only way to sustainably build capacity in markets.
- ▶ The same amount (**53%**) agreed that they find it extremely difficult to justify projects which are not working with the most vulnerable.
- ▶ **59%** agreed that EMMA showed them that they needed to support middle men affected by disaster.
- ▶ Yet only **29%** agreed that they had implemented non-conventional economic recovery programmes (e.g. those indirectly impacting beneficiaries) based on EMMA findings.
- ▶ Although **76%** agreed that the market-map improved their ability to justify non-conventional economic recovery programmes to donors, helping communicate the appropriateness of indirect support, there was a gap in translating this into action.

Conclusion - Practitioner's Experiences of using the EMMA toolkit

The large majority said that EMMA had the potential to improve the impact of their response through understanding of:

- ▶ The competitive factors necessary to participate in that market system,
- ▶ How the value chain is governed and what can be leveraged to enable the poor to participate,
- ▶ The appropriateness of cash in terms of the market systems ability to service an increase in demand,
- ▶ Where best to target efforts along value-chains in getting market-systems working again,
- ▶ The risks of responses in terms of basic market distortion.

A significant number questioned how quickly the validity of the reports wore out because of the fast changing nature of markets. Many asked for more follow up and analysis in designing more detailed mid-term responses. EMMA did result in certain decisions being taken and helped to *'highlight the ways in which to phase out some of our programmes as we entered the transition phase'* (Respondent). However, researcher found that projects tended to focus on improving access through cash/voucher initiatives when more value/demand driven responses may have been appropriate.

In initial stages EMMA showed that markets were bouncing back, thus justifying the appropriateness of cash in the short-term. However, the lack of seasonal calendars, follow up and a more in-depth HEA, made EMMA a *'stand alone process'* (Respondent). EMMA could be better used to develop responses in improving supply (value-chain and livelihoods development), as opposed to justifying the use of cash in improving demand. But this must be weighed against the magnitude of need and availability of people, resources and time.

One respondent noted, *'looking at the middle-men, the entrepreneurs, the people with the capacity to build capacity back in markets often means working with individuals who are less vulnerable, which is opposition to the mandate of many humanitarian NGO's'*.

However it was also noted *'you have to be looking at middle-men, you have to be looking at entrepreneurs that have the capacity to generate employment, so you are actually building back capacity. That's something that we struggle with as a humanitarian agency, in providing support indirectly to beneficiaries'* (Respondent).

Stabilising market and livelihood development with that of emergency needs requires a change in organisational and institutional orientation. This could mean helping those less vulnerable, but more able to get market-systems operating

again . The researcher found himself asking whether organisations should take such risks? If so, at what cost and are such risks outweighed by the added longer-term benefits?

‘The sad truth is that all of these ‘lessons’ are the same ones we have known about and been struggling with for years. The question that we need to be examining is not ‘what do we need to get better at?’ but ‘why are we finding it so hard to get better?’ (Levine, ODI: 2010)

Building parallel project indicators into log-frames and assessing the impact of traditional and market-based transactions could help in defining transitions and balancing supply and demand related responses. Nevertheless, considering the scale of the disaster, the lack of existing base-line data and the inherent need for speed, EMMA was used successfully by offering new opportunities for direct and indirect action.

Observations & Recommendations

1. The researcher observed that early economic recovery, livelihood and cash working groups were all interrelated and in many ways co-dependant. Market’s cross-cutting nature requires management to have clear separation of duties.
2. There was a call for developing a stronger interagency framework for communication and follow up. This could be through the EMMA lead agency, CaLP or UN working groups. Research is required to identify which would be most appropriate.
3. Organisations should agree on a ‘returns model’ using the maps to communicate where and what their program is doing.
4. Value-chain or market-actor responses should be clear about how they intend to minimise price fixation so that consumer’s see the added benefit or value.
5. It could be beneficial to develop pre-determined KPI’s defined against what constitutes a well functioning market (system). The KPIs should consider clear time-lines and the bounce-back rates from household and market perspectives.
6. Log-frames could have a parallel column describing the potential risks of the intervention in terms of dependency and market distortion. Moreover, the log-frame’s objectives column could also include goals describing the direct or indirect impact of projects on both market stability and household security (both of which affect vulnerability).
7. More double-loop learning and thinking differently to achieve success should be encouraged. E.g. emailing response-designs to be validated by a market expert, triangulating designs with partner organisations both international and local.
8. Modify EMMA as a means to rapidly analyse the most appropriate cash-transfer mechanism.

Section 3 EMMA's 3 Strands (Gap, Market and Response Analysis)

This section explores EMMA's strands in more detail. It is separated into three sub-sections according to each of the three stands.

Section 3.1 - relates to the Gap-Analysis Strand

Section 3.2 - relates to the Market-Analysis Strand

Section 3.3 - relates to the Response-Analysis Strand

Each of the above is a combination of data from the questionnaire, interviews and researcher's own observations.

3.1 Research Data on the Gap Analysis Strand

'The Gap Analysis (people) strand is about understanding the emergency situation, priority needs, and preferences of those most affected by the emergency, our target population. It also puts these households needs (the gaps in their resources) in the context of their economic profile and livelihood strategies' (Albu,2010:12).

This strand is separated by two tools: the Household Economy Assessment (**HEA**) and Seasonal Calendars. The HEA, a form of stakeholder/beneficiary analysis, contributes to understanding which stakeholders are involved in a given context, their comparative power, vulnerability and resources. By identifying how household income and expenditure patterns change, gaps emerge between both the household capacity to access and the market capacity to supply critical goods, services and jobs. This provides information on:

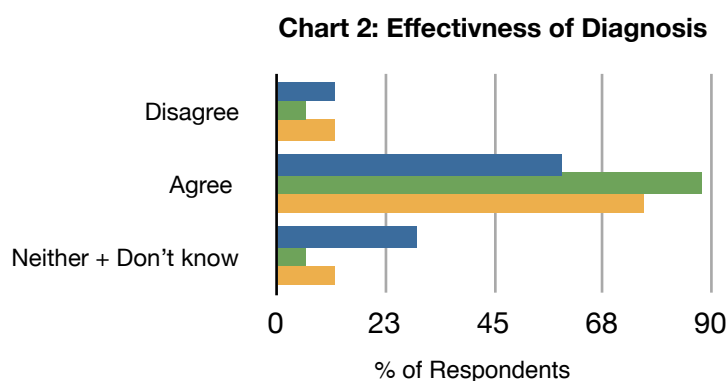
- ▶ *The ways that different socio-economic segments of a community obtain food and cash,*
- ▶ *Their constraints, assets and opportunities, and*
- ▶ *What options they have when confronting crisis (Albu, 2010:34)*

'Livelihoods and food security are so complex and fast changing and the evolution of the situation is so fast, especially after a shock for instance - that the question is HEA to big and too complex to capture what we need' (Respondent).

Analysing the typology of poverty within a community is complex - even in stable situations. 76% agreed that EMMA effectively identified why the population cannot access the commodity or service. Some respondents questioned the HEA's validity due to its small sample group. *'There is no clear methodology which is championed by the EMMA toolkit in ensuring consistent and reliable information regarding household consumption'. 'The HEA is fantastic but too ambitious if you have no baseline' - 'and possibility too context specific for initial stages' (Respondent).* Consequently many simplified or removed the HEA from subsequent assessments.

Chart 2 below provides data on the Gap Analysis strand.

- EMMA's tool-kit is effective in identifying if the problem relates to access or availability
- The EMMA process effectively identified the capacity of market-system to meet local demand
- The EMMA process effectively identified why the population cannot access the commodity or service



Respondents comments regarding the HEA

- ▶ There were questions about **how fast market and household data goes out of date**. Some asked for reports to show how data was collected and how quantitative numbers were produced from interviews.
- ▶ Others asked for **clearer parameters defining what constitutes a representative sample size for a value-chain approach**. Overall, many noted that each form of stakeholder analysis was *'boiling water with the same pot'* (Respondent). Some were uncertain which type of beneficiary evaluation was most appropriate to market-led responses during an emergency.
- ▶ One respondent queried the HEA's **non-geographical focus**. It was argued that it would be more helpful to have data specific to geographical locations (i.e. taking a more localised perspective using EMMA). Such data could then be organised according to the needs of the project (livelihood zoning) and become beneficial to understanding market interdependence.
- ▶ There were some **questions about creating numbers through qualitative interviews**. There is a fear of *'methodological laxity'* based on small-sample groups. This may run the risk of creating inappropriate responses that are unrepresentative to the real situation and fast-changing nature of markets.

Like organisms both markets and NGO's *'survive and grow through variation, selecting new elements which help them to prosper in a particular environment'* (ALNAP, 2009:12). Rather than using HEA, it may be more viable to triangulate data from key informants (e.g. importers/wholesalers/storage) about changes in flow/volumes in the immediate aftermath. This may provide a good enough estimate to start with, which could be built upon through stakeholder analysis when time and resources permit.

In conclusion *'The HEA is fantastic but too ambitious if you have no baseline'* (Respondent). Many respondents commented that the Gap-Analysis was the weakest out of the three strands. Reformulating the HEA for emergencies and especially urban emergencies, may improve EMMA and beneficiary evaluation in general. There is a need to further investigate types of information collated against type of information used. This would identify what kind of gap analysis is most appropriate to the context and timing of emergencies.

Observations & Recommendations

1. The main observation was that the HEA took too long to collect data during Haiti's emergency phase. Therefore, modifying or slim-lining the HEA, speeding up its process could improve EMMA's application as a rapid response tool.
2. Urban households differ in-terms of their nutritional, income and expenditure habits. The HEA may need to be modified to account for the differing lifestyles of urban dwellers, reflecting the constraints and differences of urban emergencies.
3. A need to modify the HEA/EMMA to accommodate different forms of non-monetary barter exchange in rural areas was identified.
4. At the outset of the EMMA analysis it is necessary define what constitutes a representative household sample size for a value-chain approach.
5. Further work is needed to investigate the type of information created against the type of information used. Identifying which form of beneficiary evaluation was most applicable to the phasing/resource constraints of an emergency (HEA, Livelihood Assets, Nutritional), may help information uptake.
6. It is important for planning reasons to know when a disaster is moving from the relief to the recovery phase. This requires the development of clear household price performance indicators to define these transitions. This could help to determine the transition between supply-driven and market-driven responses.
7. The closer the household (demand related) analysis is to the market (supply related) strand, the easier the comparison. It may help to develop or adapt market-trader assessment tools similar to those of a HEA, to differentiate, assess and compare household versus market changes within market-systems and the impact of this on the vulnerable. This could be based on income, expenditure, diversity, type, size and frequency of transactions.
8. Integrating Outcome Mapping and the market-map could help in understanding the social-factors affecting local economic development.

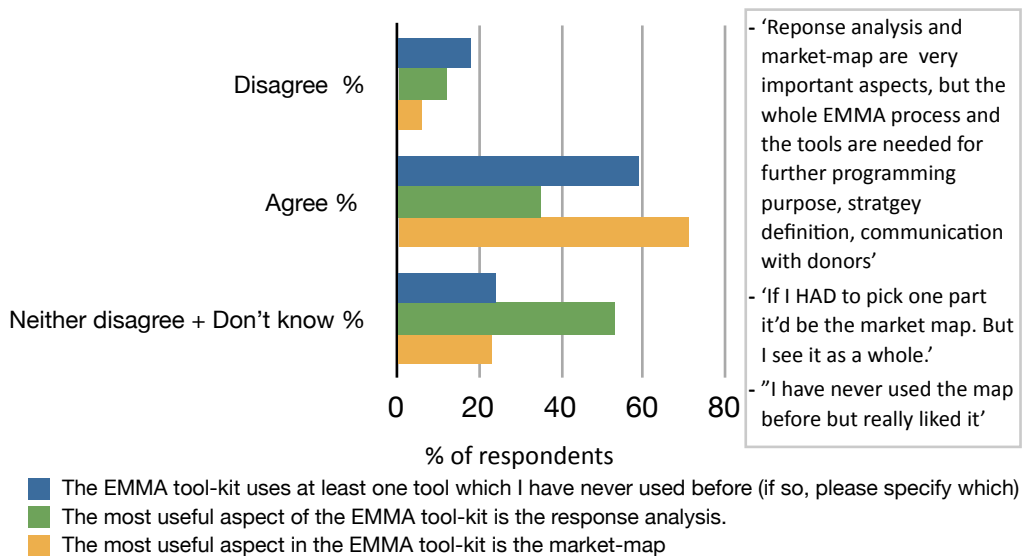
3.2 Research Data on the Market Analysis Strand

'Market-analysis strand is about understanding each critical market system in terms of its constraints and capabilities to play a role in the emergency response. It develops a map and profile of the pre-crisis baseline situation and explores the impact of the emergency on it' (Albu,2010:12).

The market-map could also be seen as a strategy map identifying reasons for action, boundary partners and inputs necessary for a 'working' market-system. The market map assisted practitioners to follow a systemic perspective to understanding market-systems. It helped to visualise movement of a chosen commodity from production/importation through to the end-market.

'Usually we always tend to leave aside is the up side of the chain. Looking at the whole market map, you get a much clearer image of where the bottlenecks and challenges and can justify addressing them directly- instead of always focusing on the end beneficiary or consumer' (Respondent).

Chart 3: Novelty & Utility of the tools



'Simply showing the key market-actors, key market constraints (before and after the disaster) is arguably a significant improvement for the majority practitioners new to the field' (Respondent).

- ▶ **71%** of the respondents agreed that the market-map was the most useful aspect of the toolkit, closely followed by the response stand. Some argued that EMMA could be streamlined for initial emergency stages into just the market-map and response strand.

- ▶ Although **65%** were familiar with market-analysis in the emergency phase, **59%** agreed that *'EMMA visualised the information in a significantly new way'* (Respondent). It was noted that institutional factors affecting markets were often left out, as they lacked the depth of information in terms of trade flows and volumes.
- ▶ **41%** agreed that EMMA's process helped them to better understand the supply-chain in which their project operated. And **76%** agreed that market-map made them think more systematically.
- ▶ **88%** agreed that EMMA helped identify the capacity of the market-system to meet local-demand. This suggests that the map was effective in diagnosing the market systems capacity to meet increases in demand created by cash-based initiatives.
- ▶ **76%** agreed that EMMA significantly improved their ability to justify to donors non-conventional economic recovery programmes. This was predominantly due to an improved ability to illustrate that the chosen market-systems could cope with an increase in demand and because the map was effective in showing the indirect impact on beneficiaries.

'I think the focus of the EMMA on the mapping is something quite different...I mean just doing that mapping exercise is wonderful and provides a lot more than what we used to have considering the information constraints of an emergency' (Respondent).

- ▶ Only **18%** agreed that EMMA significantly improved the impact of their program on beneficiaries. The early timing of the research meant it was too early to assess the impact. However, **76%** agreed that EMMA could result in more effective programming.
- ▶ Others noted that *'the maps only look at one place and do not give a good insight into market-integration and interdependence'* (Respondent specialising in Market-Analysis). Understanding market connectedness is important in mitigating market-distortion and improving effectiveness, especially for larger responses.
- ▶ Some commented that the map was too simple and that it missed depth and guidance on how to get from recommendations to design. Others questioned how well those staying on in the country would be able to read and use the more complicated maps. In general a call for developing the concept further pointed to a need for more-depth analysis.
- ▶ The researcher saw greater potential for mapping. If one thinks of the amount of information portrayed on a normal Ordnance Survey map compared to the reams of pages required in the written format, then one can begin to comprehend the potential of mapping (especially when maps are over-laid to identify new patterns and relationships).

In summary, the lack of seasonal calendars prevented longer-term assessments with regard to trade fluctuations. The market-map was the newest tool and was the most well received. Many practitioners were asking for further visual mapping methods, because they communicated complex self-adaptive relationships so easily. Although some argued that the maps needed more detail to base program designs from, everyone noted that the maps were effective as a means of moving from assumptions to assessments. Furthermore, they helped to communicate and to validate complex arguments for both direct and indirect action.

Observations & Recommendations

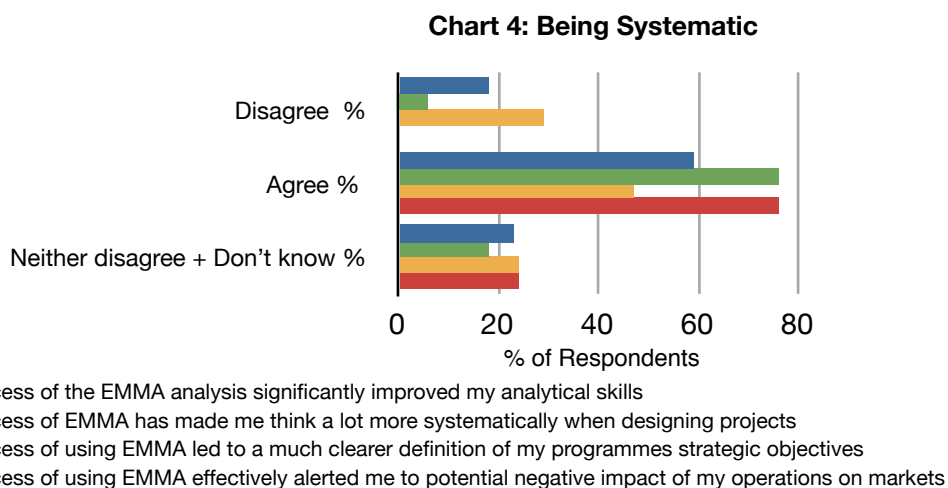
1. The maps were the newest tool and were well received. Respondents asked for more visual mapping methods.
2. Having a pre-defined interagency mandate could help ensure that EMMA does not become a series of isolated processes, but becomes the foundation for an integrated and harmonised process of economic recovery.
3. The maps could be used as a strategic tool to graphically illustrate how and where projects are working. Overlaying maps on acetate could be an effective means exploring new relationships.
4. Showing which actors have been affected and their locations could assist in understanding market interdependence. This could also improve the uptake of EMMA data.
5. There is a trade off between the level of data collected and the time and effort it takes to collect it. It may help to explore what constitutes 'a good enough level of detail' to develop a project further from both household and market perspectives.
6. There is a need to keep the base information up to date in a rapidly evolving environment. It is therefore imperative to have a continual monitoring and evaluation system and consistent KPI's to capture market adaptations.
7. Maps and reports which simplify critical numbers on small sample-groups should be recorded to ensure realistic interpretation of data.
8. Exploring the effectiveness of developing earlier value-chain responses may help in bridging the relief-recovery gap. Currently, there is a natural bias to give aid to those "most in need" with the subsequent dangers of dependency and market-distortion. Helping those more able goes against the mandate of humanitarian agencies, but may be more effective in meeting survival needs and early recovery. More funding of key market actors/players could speed up the recovery process. Cost-benefit analysis must be applied exploring the advantages and disadvantages of value-chain development on vulnerable populations.
9. The researcher observed that there was confusion about what the right amount to give was in regard to the desired impact. More research is required to identify the appropriate amount of cash to provide in bridging relief-recovery gaps. Documenting this, developing an evidence base for indirect action will be key to justifying future funding. This may also call for donors to place more emphasis on qualitative as opposed to quantitative monitoring.
10. Data-basing EMMA to improve collaboration and data collection. Developing a web-based (cloud-computing) map for each chain could help in communicating actions. This may be important for value-chain projects which are reliant on each other and in helping to sequence actions. SharePoint could be used to develop a series of predefined platforms which can be individually tailored to the needs of the practitioner. This would allow real-time communication between the field and HQ and may help to avoid the duplication of effort and waste. Exploring the the use of cloud based intranet in general could allow the intelligent build up of a virtual picture of the emergency upon which all agencies, donors and actors could formulate policies and decisions.
11. Integrating market-maps with GIS mapping, coupled with FUSE/NET commodity price monitoring, could help to understand data and offer a means of mainstreaming EMMA into a longer-term integrated process of economic recovery.
12. Participatory Value Chains Analysis (PVCA) could be applied on local levels more to gauge the views of those lower down the chain compared to those at the top.

3.3 Research Data on the Response Analysis Strand

'This strand is about exploring different options and opportunities for humanitarian agencies. It looks at each option's respective feasibility, likely outcomes, benefits, and risks, before leading to recommendations for action' (Albu,2010:12).

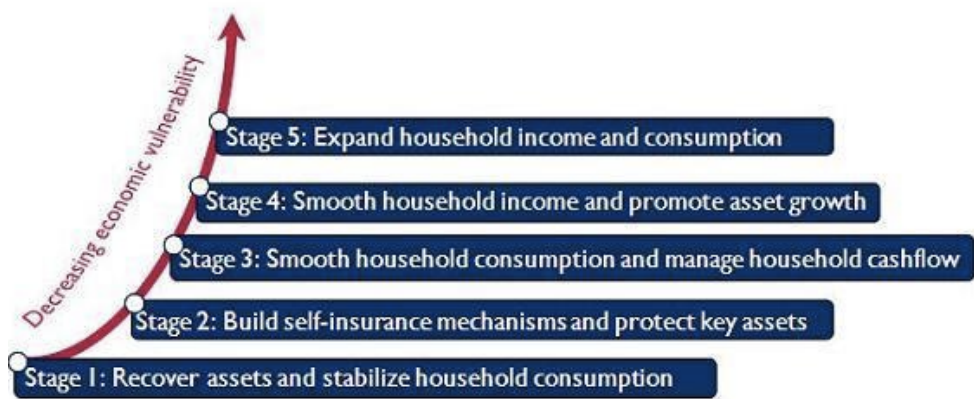
This final strand evaluates the feasibility, risks and opportunities created by the previous two strands. *'The essential task in response analysis is to move in a logical way from a position of understanding the emergency situation to making a set of reasoned recommendations for action' (Albu, 2010:159).*

Practitioners regarded the response strand as a *'pretty good way of translating the findings into response options with recommendations'* (Respondent). *'Its very useful to have frameworks to help them to think things through'* (Respondent).



42% agreed that they made significant use of the reports when designing their programmes. There was a constant juxtaposition between the depth of information and report styles. A call for simplification was made by some, while others argued for greater detail and better linking of analysis to the recommendations. Therefore, knowing when to move from stage 1 to 5 (shown in diagram 4 below) calls for more specific household or market performance indicators.

Diagram 4



(Source: http://apps.develebridge.net/amap/index.php/Value_Chain_Development)

Although **70%** found it easy to access and use the reports, a number were unaware of organization's activities with regard to EMMA, but were interested in finding out more. E-mailing the response matrix to partner organizations, developing interagency communication through the CaLP working group, could help in developing a more consolidated approach. This ought to be in-line with a vision statement listing what changes the program hopes to stimulate and how those changes might generate benefits from livelihood and multiplier perspectives. This requires monitoring the stages of market/household capacity against realistic measurable goals. Doing so would help to define the sequences between demand and supply responses.

In summary, the response strand was seen to be successful and useful considering the timing and mandate of the toolkit. It was particularly effective in determining which response logic was appropriate in each market-system. 76% agreed that the response stand made them think more systematically, and that it worked well with the market map. Lack of seasonal calendars may have contributed to only 47% commenting that EMMA led to a clearer definition of their programme's strategic objectives. Nevertheless, nearly everyone agreed that this strand served its purpose well and saw its applications beyond EMMA.

Observations & Recommendations

1. The EMMA response strand was found to work well and could be used more in a wider context for working through responses.
2. There is a need for a stronger inter-agency shared vision that translates through to a clear implementation plan. Projects should clearly state what changes they hope to stimulate and how those changes will generate benefits for the target population. This could be inputted onto maps illustrating how individual projects contribute to the overall 'systemic' strategy of recovery for each market-system.
3. It is very important to collect the right data at the right time. In Haiti, the reports on rice and beans were used more than those on reconstruction. This was because the majority of responses were delivering critical food aid over that of construction. When choosing market systems, it is important to be realistic about the scale, need and type of response that is required.
4. To streamline processes & avoid duplication of effort, it may be more effective if each of the larger organisations focuses their efforts on one particular commodity chain as opposed to working on multiple systems. The added benefits in terms of focus, separation and depth must be weighed against the risks to those most vulnerable. However, this should not be at the cost of EMMA's inter-agency approach.
5. Logical frameworks could also include associated risks in terms of market distortion and dependency to flag up dangers associated with any given plan of action.
6. Developing indicators for measuring systemic change could help to monitor value-chain responses. These could be based on market-multiplier principals aiming to measure enduring or co-productive change within systems.
7. There is a need to have a clear set of agreed definitions regarding terminology in relation to a market-based approach (need, capacity, vulnerability etc). Otherwise much time can be wasted over semantics and make theories & policies difficult to discuss.

Section 4 Examples of how EMMA has influenced projects in Haiti

Below is a selection of responses influenced by EMMA. Proving specific attribution is complex, because EMMA generated both implicit and explicit knowledge, reconfirmed existing knowledge, as well as created new information.

- I) Oxfam GB developed a project supporting middle-market traders with the aim of improving provision of agricultural produce in Port au Prince. EMMA helped to clarify that certain market traders moving beans and rice from rural to urban areas were significantly affected. As a result, targeted assistance through cash and skills development was applied to help recover and improve transportation to urban areas. Although too early to attribute impact, this probably reduced longer-term dependence on outside assistance.
- II) EMMA also helped Oxfam GB highlight that small inner city market traders, similar to those of street-side 'news agents', were significantly affected. These street vendors served as an important chain in the provision of food, fluids and non-food items. Their low start up costs offered a fast method of rebuilding livelihoods and monetary income for those in the camps. Consequently small cash-transfers were provided to help them re-stock. The inter-agency CaLP working group were conducting assessments to identify what was the appropriate amount of cash to help re-stock vendors stalls. But the timing of the research meant it was too early to evaluate.
- III) ACDI-VOCA used EMMA to help develop a voucher project, with the aim of providing fresh fruit and vegetables to target populations. EMMA was applied to identify the market-capacity to supply fresh produce. It helped to illustrate that this was viable by measuring the local capacity for provision. This project utilized internal capacity, as opposed to external provision, a change from traditional forms of direct emergency assistance.
- IV) Prior to the earthquake EMMA may have helped in the decisions taken to pipe, as opposed truck, water to some areas outside Port au Prince. It did so by highlighting the longer-term needs, costs and benefits for households and SME's.
- V) EMMA also helped identify initial market risks which could be exacerbated by interventions. For example, it showed that storage was in short supply after the earthquake thus alerting organizations to take appropriate action.

Observations & Recommendations

1. There may be difficulty in developing value-chain responses which result in quick benefits for the consumer. It may be beneficial to research how value-chain responses could be designed so that the consumers see the benefit faster.
2. EMMA could be integrated into community-managed micro finance methodologies (localised participatory value-chain analysis). This could explore co-investment with other value chain actors encouraging local ownership and sustainability.
3. The poor's comparative advantage is labour. EMMA could be used as a means to locally to engage actors to identify and communicate where such advantages can be exploited.
4. Behavioural change in market-dynamics is important to understand when designing value-chain responses. Outcome Mapping could provide a viable methodology to measure relational change within systems.
5. Developing community-based self-targeting could improve cash effectiveness. An elder in one camp recommended that organisations should get communities to develop panels, whereby individuals submit

applications for grants that increase incrementally upon repayment. Corruption could be reduced by getting participants to co-fund proposals, which could help to ensure follow up and ownership.

6. EMMA could be used to identify critical and reoccurring actors affected by seasonal disasters such as drought. This could provide a market perspective to disaster risk reduction, in terms of whom and how to offer support.
7. In some cases it may be more effective to work with fewer partners. A stronger focus on initial subsidies to stimulate market activity at small/medium enterprise levels may be critical to developing recovery earlier. Research may be required to understand the risk of working with those less vulnerable, but more able to help market recovery and the longer-term benefit in terms of multiplier effects, access and efficiency for those more vulnerable.

Observations & Recommendations relating to Cash-Based responses

1. Mapping distribution models of in-kind assistance compared against cash/vouchers in a specific geographical area could help to differentiate and understand the impact and benefits of each.
2. Greater analysis of the impact of cash on particular value-chains could help to develop new forms of cash for work. The majority of cash-based initiatives focused on solid waste management, (clearing rubble) as opposed to developing and supporting a specific market-systems or its actors. EMMA could be used to foster and diversify incentives in developing transitions out of C4W.
3. Following fiscal flows through chains, exploring how quickly cash rises through the social strata (Top-cutting and leakage?) could help to understand cash's expansionary benefits and how these can be recycled to those at the bottom of the pyramid.
4. Network and Systems theories may help to understand interactions between primary, secondary and tertiary beneficiaries of cash-based assistance, i.e. the residual effects and flows of cash through market-multipliers.
5. Adapting EMMA to analyse cash-distribution and disbursement mechanisms, such as Weston Union, could serve as a means of disaster risk reduction.
6. More research may be required to understand the impact, benefits and risks between supply and demand driven responses.
7. Developing stronger household price performance indicators may help to determine transitions between emergency and market-based relief. This could relate to the type and number of market/household-transactions in conjunction with commodity price variation.
8. Larger investments to small small-medium businesses may help stimulate growth as opposed to survival. Developing an interagency agreement regarding the size of transfers in relation to the type of enterprise and the intended impact could help in developing a 'unified' response.
9. There was some confusion about finding the right balance between cash and food-based assistance in rural and urban areas. The research found that some organisations were providing 60% cash and 40% food in urban areas, as people in urban areas ate more from street vendors. It was the reverse in rural areas where recipients were provided with 40% cash and 60% food. Such decisions were based on experience and assumptions. More research may be required to categorise what constitutes the right amount to provide SME's in rehabilitating, as opposed to managing survival. This must be reflective of the impact, the phasing of the emergency and the desired outcome on the economy, household or business.
10. It is important that agencies follow the same wage rates in each province. More monitoring of "wage market" is therefore important to ensure cash for work rates are consistent with the prevailing market rates and to understand the positive/negative impacts on the local labour market systems.
11. There is a need to further understand the links between relief and recovery from a market perspective. EMMA could be used to identify new opportunities for cash for work in developing more catalytic impact along value-chain as opposed to demand (cash) driven development. (i.e. developing new forms of C4W which supports the development of value-chain/market-systems, improving household demand and market supply).

Conclusion

Trade offers a viable existing strategy for assistance (DFID, 2009). But *'Unless our responses are designed with a good understanding of key market-systems, they may inadvertently damage livelihoods, jobs and businesses; thus undermine recovery and prolong dependence on outside assistance'* <http://fex.enonline.net/35/emergency.aspx>).

Like all tools, EMMA's impact depended on the user, on availability of information and critically on the willpower to act and make use of the information. Although EMMA did help to develop a number of innovative projects supporting key market actors affected by the disaster, it was often used more as a means to justify the appropriateness of cash.

As a toolkit the majority found it easy to use. Almost everyone commended EMMA for its ability to place beneficiaries and humanitarian practitioners in the context of the market, a critical change for many unaccustomed with market-analysis. Its simplicity and capacity illustrate causal relationships between actors, bottlenecks and capacity was invaluable for both demand (cash) and supply (value-chain) responses. Although the response strand was seen as a valuable means of moving towards action, the HEA was arguably too complex for initial emergency settings. Its exclusion in Haiti may have eroded the usefulness of the toolkit and may require simplification and redevelopment for urban contexts. This could have contributed to EMMA becoming a standalone process, when it had the potential to be developed into a fixed base for early economic recovery.

It is important to remember that markets are a means to an end not an end in themselves. Nevertheless, there may be scope to use markets as a means to further orientate and align responses. Their continuity throughout relief, recovery and development offers a common base by uniting multiple actors and this should not be undervalued. Furthermore, their nature often means that only a modest nudge will result in substantial change.

In many ways EMMA is symptomatic of a paradigm shift helping to move dependence of aid to an interdependence between people and markets. EMMA's key innovation is arguably in its systemic perspective towards the impact of the disaster. Framing approaches in such a manner helped the practitioner to be able to understand and communicate the interaction between people, markets and assistance. In doing so, EMMA mapped indigenous market capacity and focused efforts in getting markets functioning again.

From a UN cluster perspective, questions emerge regarding how to manage and respond to the demands of a market-based approach? Should organisations focus on one chain or even one particular aspect of the system? How should responses incorporate and build on behavioural change? And how can a systemic response ensure that those most vulnerable benefit?

There are no simple answers. However, it is increasingly recognised that what you measure is what you get. What is clear is that *'Direct-aid is very embedded in what humanitarians do in interventions – this will take a long time to change'* (Interviewee).

In summary, the research in Haiti found the toolkit to be effective and in many ways innovative in understanding:

- ▶ The competitive factors necessary to participate in a market system.
- ▶ How the value chain is governed and what can be leveraged to enable the poor to participate.
- ▶ The appropriateness of cash in terms of the market system's ability to service an increase in demand.
- ▶ New risks and opportunities in reducing dependence through developing capacity.

Yet EMMA could also have been more effectively used to:

- ▶ Develop more supply driven (value-chain) responses for asset recovery, as opposed to protection.
- ▶ Define more market-based indicators for transitions between between market-based relief and recovery.
- ▶ Identify new types of cash for work to support the recovery of particular market-chains.
- ▶ Develop a broader interagency approach to economic recovery.

Final thoughts...

The researcher found himself asking:

- ▶ How value-chain responses can be designed to ensure added value for those most vulnerable or at the bottom of the pyramid?
- ▶ How cash-transfers can be designed so that their expansionary economic effects are recycled towards those at the bottom of the pyramid?
- ▶ How value-chain responses can be speeded up so that emergency responses are meeting critical needs through market (value-chain) support?

In investigating the above questions, there may be scope for an interesting study where cash notes are marked with a UV pen. This could help to understand the flow and effect of cash through markets, serving as an easy to use market-surveillance system. Such a study could be integrated into existing IPC or NGO listening posts. This could help to understand how fast cash moves across geographical, social and economic strata.

If interested in the above idea please contact me at: Aleshbrown@gmail.com

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Appendix 1 Raw Data

No	Statements	% Disagree	% Agree	% Neither disagree + Don't know	Total %
1	Prior to EMMA, I used market analysis when designing programmes in the Emergency phase (1-4 months after the event).	18	65	17	100
2	The EMMA assessments identified market-systems critical to my operations	0	94	6	100
3	The process of EMMA has made me think a lot more systematically when designing projects	6	76	18	100
4	The process of using EMMA led to a much clearer definition of my programmes strategic objectives	29	47	24	100
5	EMMA's process helped me to better understand the supply-chain in which my project operates but did not affect my programming in anyway	29	41	30	100
6	I heavily modified the EMMA-analysis for my needs	41	12	47	100
7	The EMMA process effectively identified the capacity of market-system to meet local demand	6	88	6	100

No	Statements	% Disagree	% Agree	% Neither disagree + Don't know	Total %
8	The EMMA process effectively identified the capacity of market-systems to to provide income for market-traders	6	71	23	100
9	The EMMA process effectively identified why the population cannot access the commodity or service	12	76	12	100
10	EMMA's process has significantly improved the impact of my programme on the beneficiaries	0	18	82	100
11	The process of using EMMA effectively alerted me to potential negative impact of my operations on markets	0	76	24	100
12	I procure more locally as a result of EMMA	29	18	53	100
13	EMMA has reduced the risk of dependency on my programmes assistance	18	24	58	100
14	Working with those less vulnerable who have the capacity to build the market (e.g. middle-men, entrepreneurs) is the only way to sustainably build capacity in markets	6	53	41	100
15	I find it extremely hard to justify to donors projects which are not working with the poorest or most vulnerable	29	53	18	100

No	Statements	% Disagree	% Agree	% Neither disagree + Don't know	Total %
16	It is extremely difficult for my organisation to develop innovative programmes such as indirect responses which may have a trickle down effect on the beneficiaries?	35	41	24	100
17	I have implemented non-conventional economic recovery programmes (e.g. those indirectly impacting beneficiaries) based on EMMA findings.	29	29	42	100
18	More experience is needed for me to be able to translate market-assessments into action	71	18	11	100
19	EMMA has allowed me to better judge the success of my intervention	24	41	35	100
20	The tools in EMMA are new to my organisation in the emergency-phase	41	41	18	100
21	The EMMA tool-kit uses at least one tool which I have never used before (if so, please specify which)	18	59	23	100
22	The EMMA tool-kit has created new knowledge which I was previously unaware of	29	47	24	100
23	The EMMA manual mainly serves to reconfirm knowledge I already knew	41	41	18	100

No	Statements	% Disagree	% Agree	% Neither disagree + Don't know	Total %
24	The EMMA tool-kit visualised information in a significantly new way for me	18	59	23	100
25	The process of the EMMA analysis significantly improved my analytical skills	18	59	23	100
26	EMMA's tool-kit is effective in identifying if the problem relates to access or availability	12	59	29	100
27	To be effective the tool-kit needs to identify more links between different market-chains	29	41	30	100
28	The most useful aspect of the EMMA tool-kit is the response analysis.	12	35	53	100
29	The most useful aspect in the EMMA tool-kit is the market-map	6	71	23	100
30	The market-map significantly improves my ability to justify non-conventional economic recovery programmes to donors	0	76	24	100
31	The Household Economic Assessment is too elaborate for the timing of EMMA's early response	24	47	29	100
32	The EMMA tool-kit is not detailed enough to feed into my long-term strategies/projects	24	35	41	100
33	The EMMA tool-kit should be a Sphere companion	24	35	41	100
34	I would use the EMMA tool-kit in other contexts such as disaster risk reduction	23	59	18	100

No	Statements	% Disagree	% Agree	% Neither disagree + Don't know	Total %
35	I heavily used the EMMA reports when designing my programmes (please specify which).	23	42	35	100
36	I found it easy to access the reports	18	70	12	100
37	The reports were simple enough for me to use	12	70	18	100
38	I mainly used the EMMA reports as an advocacy tool towards donors	35	24	41	100
39	The EMMA reports has resulted in more efficient use of my resources	6	24	70	100
40	I now communicate better with other organisations as a result of the EMMA	12	35	53	100
41	The reason why people don't use reports such as EMMA is because they don't trust others analysis	35	18	47	100
42	I would like to use assessments and reports like EMMA but don't have the time.	59	18	23	100
43	The reports only served to justify previous assumptions	53	24	23	100
44	I can see clear advantages in incorporating EMMA reports into national reconstruction planning	0	76	24	100

No	Statements	% Disagree	% Agree	% Neither disagree + Don't know	Total %
45	I have been able to operationalize the EMMA data (i.e. it has had a tangible impact of my program, turning the data into definitive action)	12	65	23	100
46	EMMA has helped to better understand my response but not changed it in any way	29	41	30	100
47	EMMA has shown that I need to support middle men affected by disaster more	12	59	29	100
48	EMMA has directly fed into other assessments I have used or created	12	59	29	100
49	I now communicate better with other organisations as a result of the EMMA	6	47	47	100
50	EMMA has resulted in more efficient and effective use of my resources.	0	76	24	100