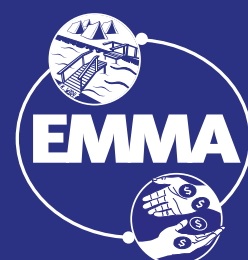




An Emergency Market Mapping and Analysis study **Changing Responses to the Haiti Earthquake**

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Charitable Pierre, 45, is a small restaurant (canteen) owner. She was a renter and ran her business from her house, which collapsed into a heap of rubble during the earthquake. Oxfam gave her a grant that she used to restock her shelves with food items for sale. She's re-opened in a makeshift spot across the street. Someday - when she has saved enough - she plans to rebuild a small house on a parcel her landlord has given her as a gift. Photo: Toby Adamson

Good practice standards guidelines and evaluations all emphasise the importance of including markets in emergency situation and response analysis. While this approach has become more widely accepted by international organisations in recent years, in practice it is clear that support is still needed to develop the skills of humanitarian workers to ensure that they don't overlook the role of markets in emergency and early recovery responses. Common challenges include not knowing what data to gather and from where (macro versus micro levels), how to interpret basic information collected, how to effectively present findings or how to translate analysis into programme decisions.

In 2007, and based on the value chain development framework, the Emergency Market Mapping and Analysis (EMMA) toolkit was designed to help staff to understand, work with and support critical markets in sudden onset emergencies. Oxfam GB (OGB) and the International Rescue Committee (IRC) have now used this assessment tool in a number of emergency responses. This case study looks at the EMMA that was undertaken in Haiti following the 2010 earthquake, and the emergency responses implemented as a result of this, by both the IRC and OGB.

The principles of EMMA

In recent years, international humanitarian agencies have been re-examining their responses to emergencies. Many have begun experimenting with cash-based initiatives alongside, or in place of, conventional relief distributions of food and non-food items. In addition, local procurement is also being encouraged. However, there has also been a subsequent realisation that unless responses (both cash and in-kind) are designed with a good understanding of key markets, they may inadvertently damage livelihoods, jobs and businesses, thus undermining recovery and prolonging dependence on external assistance. In response to the need for a better analysis of markets in emergencies, between 2007 and 2010, the IRC, OGB and Practical Action, in consultation with a wide panel of agencies from the international community, developed the Emergency Market Mapping and Analysis (EMMA) toolkit.

Crucially, EMMA depends on a clear understanding of household contexts, from needs, livelihoods and incomes to expenditure and debts. This understanding relies on other initial assessments, such as the Emergency Food Security Assessment (EFSA) and the Household Economy Analysis (HEA). EMMA is designed to provide additional and complementary information that specifically details the extent to which markets are functioning at all levels – from for example breakdowns in transport, access to credit and labour constraints to obstructive trade and licensing laws.

Using a three pronged approach – gap analysis, market analysis and response analysis - EMMA employs a variety of existing tools, (such as seasonal calendars, market maps, household income and expenditure profiles and response frameworks) to examine the extent to which critical market systems are functioning, and can be used and supported to meet people's needs.

EMMA was designed to allow non-market specialist staff to collect enough systemic market information needed to identify market blockages and inform decision-making in sudden onset emergencies. In such contexts, there is no time for sustained, deep and detailed analysis. EMMA is based on a ten step iterative process that demands rapid and rough, or 'good enough' analysis. EMMA encourages users to disregard non-essential or unnecessary detail ('optimal ignorance') and be satisfied with approximations and rough estimates ('appropriate imprecision')¹.

Why use EMMA?

- To make **early decisions** about the relative wisdom of different direct response options
- To **assess opportunities** for complementary 'indirect' actions
- To **reduce the risk** of doing harm
- To **assist in monitoring** performance and accessibility of market-systems
- To **improve the quality** of disaster preparedness
- To define the requirements for **more detailed market analysis**.

Since the EMMA Toolkit was developed, it has been piloted in four emergencies and has been implemented in 14 sudden onset emergencies globally¹, including the Haiti earthquake in January 2010.



Before the earthquake Carlene Charles ran a small local café. Oxfam's livelihoods teams have enlisted her and 55 more local "restauratrices" (street cooks) to serve a hot meal every day to people who are most in need. "We're very content with this idea, it has enabled me to start work again" says Carlene. Photo: Alex Renton

The EMMA toolkit is still relatively young. Gathering implementation information, lessons learnt and best practices is crucial in the drive to hone and improve the tool, to adapt it to the needs of the humanitarian sector as well as to increase its effectiveness in supporting better humanitarian responses. This case study looks at the impacts of the EMMA for the IRC and OGB and is part of the ongoing documentation, assessment and development of the EMMA toolkit.

Background

At 16:53 on January 12th 2010, an earthquake measuring 7.0 on the Richter scale hit Haiti, approximately 25 kilometres west of Port au Prince (PaP). Approximately 3.5 million people lived in the areas directly affected by the earthquake. An estimated 220,000 people died during and immediately after the earthquake. A further 1.5 million people were displaced. For those who survived the earthquake, their realities had been dramatically changed. Homes and productive assets were lost or damaged and infrastructure was shattered. Poverty levels were estimated to have risen by 30-50% in PaP and by 80% in the commune of Carrefour. Across the city, people struggled to afford to eat as purchasing power crumbled. As a result, food became less affordable and, therefore, less accessible.

The earthquake had disrupted lives and had disrupted the markets upon which these lives and livelihoods depended.

EMMA in the 2010 Haiti Earthquake Response

An EMMA pilot assessment had been carried out in Haiti following severe tropical storms in 2008. Considering the practical uses and advantages of undertaking EMMA assessments, it was felt to be appropriate to carry one out following the 2010 earthquake.

The EMMA was carried out from the 7th to the 17th of February, three weeks after the earthquake. In parallel, a rapid Emergency Food Security Assessment (EFSA) took place covering the directly affected communes, from the 5th to the 12th of February, 2010. This was led by Haiti's Coordination Nationale de la Sécurité Alimentaire (CNSA), in partnership with Action Contre la Faim (ACF), OGB, the Famine Early Warning Systems Network (FEWS NET) and the United Nation's Food and Agriculture Organisation (FAO) and World Food Program (WFP). This parallel activity was fairly well coordinated, and both teams found the work of the other assessment useful.

In Haiti the EMMA team was led by IRC and included a total of 18 staff members from 11 organizations including: American Red Cross, Haitian Red Cross, the International Federation of the Red Cross, Save the Children (SAVE-US), Mercy Corps, OGB, WFP, ACDI/VOCA, ACF and FEWS NET. While EMMA is designed to be used by those without economic training, this team had a mix of those with significant market experience and those with none. Approximately two days of training was provided, with additional training throughout the course of the assessment on various aspects of the toolⁱⁱⁱ.

The target group of EMMA assessments was the earthquake affected population of greater PaP, numbering more than two million people in this area alone and spread across different wealth groups. The EMMA team chose not to disaggregate the target population, not only due to the widespread needs both across the city and across all wealth groups, but because the critical markets analysed affected everyone.

To different extents, the earthquake had damaged so many people's homes, lives and means to making ends meet. To limit responses to the 'most vulnerable' would have, undoubtedly, only focused attention and efforts on part of the picture. While supporting those people, such as market traders, who traditionally are not perceived to be amongst the most vulnerable, may appear to be contrary to many NGOs mandates, recognising the role they play is a central tenet of EMMA. Organisations may seek to target the most vulnerable; however, to effectively and sustainably meet the needs of this group, other actors within the larger market system, including traders, wholesalers and importers, might need support to enable them to

function properly. Markets are not the sole province of the better off – they provide access to goods, services and job opportunities for most, if not all.

Selecting critical markets is a fundamental step in the market system analysis. In line with team capacity, the EMMA team selected four market chains, based on their level of applicability and centrality to the widest number of affected people. Participants were asked to identify markets that they felt were important to consider and those that would be of interest to their organisation. The group looked at market systems that fell into three categories: emergency basic needs, income potential, and longer term livelihood support for recovery. After much discussion, two food markets were selected (beans and rice), one income market (construction labour), and one type of shelter material (corrugated iron sheeting) for reconstruction / recovery.

Costs

In Haiti, the EMMA process cost approximately \$3,000. Many organizations provided staff and cars at no cost and there were no consultant fees. The funds were primarily spent on logistical and administrative costs to support the team, such as phone cards for volunteers, meals during training, photocopying and petrol.

Contribution to Programming

In combination with the EFSA, EMMA helped to determine the direction of programming. It also supported the design of activities and added to data gathered in further localised market assessment. In particular, EMMA:

- Confirmed that OGB's community reconstruction approach (rather than a traditional focus on the delivery of assistance in camps) was both relevant and appropriate. The EMMA contributed to the justification that working in neighbourhoods, to rebuild the purchasing power of populations and the market systems in these local areas, was suitable and desirable.
- Confirmed that markets were, to some extent, functioning and therefore, confirmed the relevance of well designed cash based responses.
- Confirmed markets were partially disrupted and that small actors within the market chain needed support to restore their operational capacities, to recover capital, storage capacity, and improve access to capital. IRC submitted a proposal to the OFDA that centred around the restoration of operational capacities for small actors. Although this project ultimately did not receive funding, it was well received.



Rubbish lines the streets of the Carrefour Feuilles, district of Port-au-Prince. Photo: Abbie Traylor-Smith

- Highlighted the need for continued and diversified (but time limited) food distributions to increase food intake, to complement livelihoods grants and to allow markets to recover. The EMMA also flagged the important role of local importers and producers for rice and beans. While it was necessary in the initial response for the WFP to bring in huge amounts of rice (thus bypassing local market structures), the EMMA highlighted that, after the initial shock, local importers could be used. Working with, rather than in parallel with, local markets meant that cash rather than in kind distribution was more appropriate. Moreover, it was as a result of EMMA that WFP harmonized/changed its food package to remove beans, after the local bean harvest, to ensure that people would purchase local beans.
- Enabled new approaches for IRC and OGB, among other NGOs, to be implemented, such as vouchers

for fresh goods or non-food items and direct support to medium-small and small traders in the affected neighbourhoods.

- Led to further localised market and shop assessments. For Oxfam GB, these assessments confirmed the essential role of local petty trade and grocery stores in the lives of the affected populations, in terms of their proximity, and their ability to act as sources of informal credit and employment. This had an impact on programming across the teams. Oxfam GB decided to provide vouchers for essential non-food items through local businesses, using these existing neighbourhood structures to deliver vital hygiene kits.
- Highlighted the essential role of local micro-finance institutions (MFIs) in providing investment capacity to local businesses, and underlined the need to develop



programmes that support these MFIs. Indeed, the World Bank Microfinance Space in Haiti encouraged the use of the EMMA Assessment results.

- Highlighted both the weaknesses of current training capacities and the high employment and reconstructive potential that the construction labour sector could represent for unskilled and semi-skilled affected populations. This analysis supported the work that NGOs such as the Cooperative Housing Foundation (CHF International) has been doing since 2006. The CHF aims to provide training and skills for employment in the much needed areas of rehabilitation and construction of infrastructure. For OGB, this led to recommendations and advocacy for programmes that supported reconstruction / re-starting vocational training centres, which in turn would produce trained labourers to help rebuild

the city. Although these recommendations were not carried through in the initial stages of OGB's programmes, they created a lot of interest. OGB carried out a subsequent Labour Market Survey and a number of other organisations, such as SAVE-US and Catholic Relief Services, implemented programmes that supported the construction market.

- The Post-Disaster Needs Assessment (PDNA) completed by the World Bank, Haitian Government, and the EU referenced and incorporated the EMMA recommendations.
- EMMA's findings contributed to the creation of a Cash Coordination Group and underlined its importance in future programming. This group helped ensure that NGOs implementing cash programming were working in harmony and within the existing market practice and structures to the largest extent possible.

People walk along a debris-covered street in Port-au-Prince. In the immediate aftermath of the earthquake, world leaders pledged massive assistance to rebuild Haiti after as many as 200,000 people were killed, but five days into the crisis, aid distribution was still random, chaotic and minimal. Photo: Reuters/Daniel Aguilar, courtesy www.alertnet.org

The Rice Market in Haiti: EMMA in Action

Rice has always been the most easily accessible, and most used, staple food of most, if not all, households in Port-au-Prince, making rice one of the most important market systems to study. Against the historical backdrop of increasing imports of rice, the EMMA team found four distinct rice market chains. The EMMA focused on, firstly, the imported rice chain, mainly coming from the United States, filtering down through wholesalers, distributors and 'Madame Saras'^{iv}, and, secondly, on the networks that organised the processing and delivery of locally produced rice from the Vallée de l'Artibonite to urban areas.

Prior to the earthquake, 6 importers based in Port au Prince (PaP) were importing around 70% of the imported rice with the remaining 30% being imported by 14 smaller importers from smaller ports. These PaP importers were selling the rice to 8 main wholesalers (trading 1000 bags per day) who, in turn, were selling it to around 200 small wholesalers (trading 100 bags per day) supplying a network of 10,000 PaP Madam Saras and small retailers. These small retailers were the end of the market chain, selling the rice to PaP households.

Locally produced rice was transported by a network of 8,000 rural Madam Saras to PaP Madam Saras and retailers, particularly between June and September after the main rice harvest in the Artibonite region.

In the immediate aftermath of the earthquake, the importers had stopped their activities, with little indication of when they may start again. Indeed, the ports were badly damaged and priority docking went to boats carrying relief supplies. Moreover, the anticipation of a massive distribution of rice by aid agencies may well have discouraged importers to resume their trade. Half of the main wholesalers were unable to function after the earthquake, predominantly due to the destruction of the storage facilities. Although this seems significant, this group did have capital to restart their business over time. Thus, it was the small wholesaler level that was most badly affected. 80% of these small wholesalers had lost their storage facilities and were unable to re-engage with the market, due to insufficient capital or access to credit to revive their businesses.

Haiti – Seasonal Calendar

	JAN	FEB	MARCH	APRIL	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	DEC
Rains			Blue					Blue				
Road Conditions	OK			BAD		OK		BAD			OK	
Cyclones						Green		Green				
Hunger Period					Red						Red	
Food Prices					Highest						Highest	
Education			Education Costs				Holidays		Education costs			Education Costs
Remittances increase				Green					Green			Green
Planting Beans		Highlands					Highlands			Lowlands		
Harvest Corn/Beans	Purple		Purple				Purple		Purple			
Planting Rice					Yellow							
Harvest Rice			Small season				Big season					
Holidays	King's Day	Carnival		Easter								Christmas Marriage Season

For locally produced rice, it was feared that damage to dams may also have caused a shortage of water for irrigation in the Artibonite region. The local market for rice was fraught with insecurity. Rural Madam Saras were not coming to urban areas. Urban Madam Saras were deeply fearful of looting (discouraging them to keep large amounts of stock) and were vulnerable to the fact that many of their earthquake affected 'customers' had lost their incomes and could probably not afford to pay for their goods.

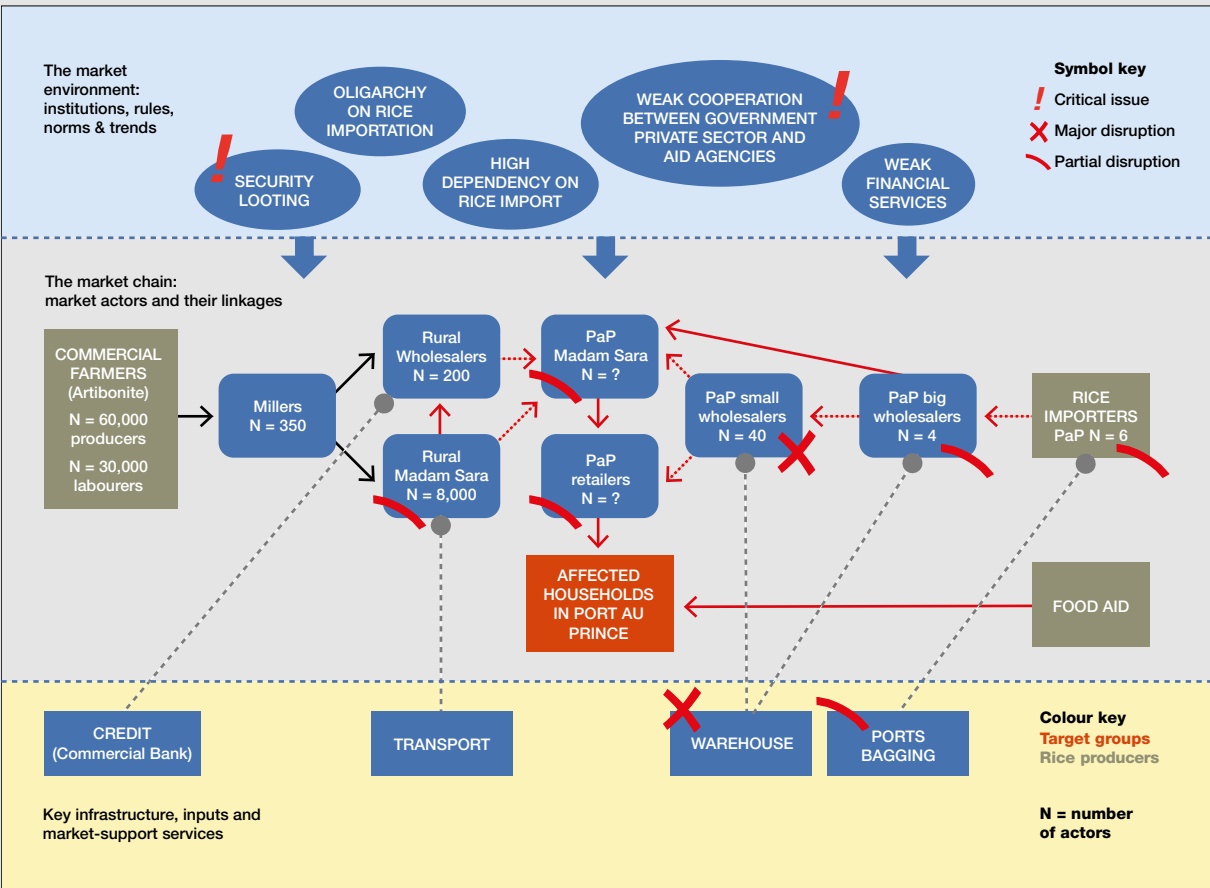
As a result of the analysis made, the EMMA team concluded that the recovery of the rice market chain was highly dependent on the recovery of the smaller actors and Madam Saras. For this to be effective, the responses needed to address the fact that the earthquake had devastated the income earning potential for many PaP residents, affecting their ability to buy from these retailers.

The EMMA assessments found that, because markets were functioning, cash was an appropriate and relevant mechanism for distributing aid and boosting

the purchasing power of the affected population. Yet, markets were partially disrupted. This meant that a host of interventions were devised that aimed to shore up and reinforce the market systems.

The EMMA work led to the development of a response-recommendations framework. This looked at the range of actors, institutions and infrastructure in the market system and recommended complementary and diverse response options that included: establishing communications between the private sector and aid agencies, increasing security in markets, monitoring market system recovery, infrastructure recovery and ensuring access to credit and micro-finance. Moreover, while the EMMA emphasised the need to maintain and diversify in kind food distributions until, at least, the end of the lean season in May or June, it also highlighted the potential market disruption that pure in kind food distributions would have. This led to recommendations that limited in-kind food programmes, alongside the promotion of the demand side (cash grants, cash for work and food for work) and supply side (market recovery) programmes.

Rice Market-System Map: After the earthquake





With the support of the community canteen programme and the profits made, several restauratrices (street cooks) have been able to start or rejuvenate their businesses. This provides local communities with access to important food stuffs, such as rice, sugar, beans, pasta and coal. Photo: Kateryna Perus

Programme Responses

EMMA has influenced responses to the 2010 Haiti emergency, to include market analysis in the immediate post disaster period. This is a significant achievement. EMMA resulted in innovative programming, from many of the agencies within the team and those operating in Haiti in general. The market analysis approach has had impacts on the populations of PaP and beyond.

Notably, the EMMA flagged up a number of key issues that helped to shape NGO interventions.

- In all markets chains studied, the most affected actors were those with fewer assets and more restricted access to credit: middlemen and retailers in the “quarters”. Proportionally, importers and wholesalers had suffered less significant physical losses, had insurance for their credits and had a lower debt rate;
 - Small retailers lost their working capital, their stock, and at times, their shops. As a result, the local populations had limited access to basic goods, services and lines of informal credit in their neighbourhoods. This meant that, out of necessity, people had to travel much further afield for basic supplies, incurring higher transport costs;
 - Storage facilities were damaged and looting led to increased insecurity;
 - The insecurity and unpredictability of sales meant that access to credit from wholesalers to middlemen and retailers was substantially reduced. The earthquake also affected access to formal credit. Many micro-finance institutions were no longer issuing credits, limiting the capacity of micro-enterprises to restart or continue their activities.
- For reconstruction, the labour market was critical. However, the availability of semi-skilled workers did not match the demand. Many semi-skilled labourers who could have participated in the reconstruction had lost their tools, and therefore their means of production. Due to a shortage of professional vocational centres, labour would have to be imported.
- Based on the findings and recommendations of the EMMA, the IRC and OGB designed their interventions to meet the needs of the earthquake affected population of PaP, while understanding the market systems capacities, bottlenecks and potential for growth.

IRC

The IRC was instrumental in getting the EMMA team together and led the EMMA training and assessment. Internally the EMMA had direct results on the following:

- A Cash for Work (CfW) Programme ran for a number of cycles in PaP. In 2010 this programme targeted 2,430 beneficiaries. The CfW for 2011 targeted 2,160 beneficiaries, meaning a total of 4,590 had been reached.
- The IRC used a number of assessments to identify vulnerable neighbourhoods in which to operate the CfW programme, which was coordinated with their WASH team. The CfW programme focused on preparing selected camps for the rainy season by digging ditches to ensure proper drainage. Tools were procured locally and a robust local micro-finance Institution (MFI) was selected to dispense the cash. In consultation with the Cash Working Group and Livelihoods Cluster, the IRC set a daily wage rate, calibrated with other NGOs and the Haitian Ministry of Labour. As a result of EMMA, the CfW programme got off the ground faster and was specifically targeted.
- The analysis and approach of the EMMA lasted beyond the initial response period, which focused heavily on PaP, and helped to shape CfW programmes in Léogâne, 20 kilometres southwest of PaP.
- The IRC planned for an asset replacement scheme (which aimed to reinstate the assets, inventories and structures of a number of key warehouses, to strengthen their businesses and restore economies of scale, allowing the population of PaP to buy items at lower prices).
- IRC did further assessments of small warehouses to determine the specific level of assistance that would be required to support the rebuilding of these warehouses, and identify barriers to rebuilding that might exist.
- Although funding was not allocated for these last two programmes, the EMMA remained a key initial assessment for shaping the direction of market interventions in crisis response worldwide.
- IRC also provided technical backstopping to the follow-up EMMA assessment that was done in April 2010 in Jacmel.

Rejuvenating Markets

Marie Zulmie Dorce, lives in Dimba, a small agricultural village in the Commune of Léogâne, 20 kilometers southwest of PaP. As with many other people living in Léogâne, the earthquake changed her life dramatically.

Before the earthquake, Marie Zulmie lived in a small house on 0.5 hectares of land, where she and her husband and their seven children grew and harvested bananas and maize. The earthquake not only destroyed their house, but left Marie Zulmie's husband disabled. Marie Zulmie was left to manage the household by herself.

As a result of the destruction to her house, Marie Zulmie moved her family away from the area. After two months, they returned home. Leaving their land had been hard. Their

harvest had been completely destroyed and a number of their livestock had died or been lost. For several months the family lived solely on handouts from NGOs.

Marie Zulmie heard about the IRC's CfW programme from a neighbour. The programme was designed to pay a total of 3,600 Haitian Gourdes (equivalent to \$90 USD) to beneficiaries who would help to rebuild, repair and improve the local market place.

With the money that she earned, Marie Zulmie was able to meet both immediate expenses and invest in a small stock of items to sell at the rejuvenated market. The profits that she made from this have allowed her to increase her inventory and she even has plans to hire an agricultural labourer to help her grow bananas and maize on her land that would add to her market stock.



CfW programmes help to build or restore much needed infrastructure. Photo: Ivan Muñoz/Intermon

OGB

OGB sought to give assistance to Haiti's earthquake affected population through a community based approach, analysing and addressing the needs of both local populations and traders to establish or re-establish market systems. While many international agencies focused on delivering assistance to

beneficiaries in camps, Oxfam wanted to identify and support those actors that could contribute to the strengthening of neighbourhood market systems – reinforcing access to goods and services through grocery stores. This, crucially, offers a more sustainable impact and can connect humanitarian response to longer term development work.

The OGB response strategy was based on the EMMA's findings and can be summarised as follows:

Category	Response
Very poor, with no limited work capacity	Hot meals for 2 months Basic needs grants (unconditional) Livelihoods grants (unconditional)
Very poor with work capacity	Cash for work Basic needs grant + livelihoods grant (unconditional)
Poor with work capacity	Cash for work
Medium	Trades people – unconditional livelihoods grant / voucher for tool kit “Restauratrices” (street cooks) – unconditional livelihoods grants
Medium, with higher investment capacity	Grocery stores: Provision of containers as shops Grant for business investment combined to loan (linkage with a MFI)

EMMA in Haiti: Key Successes

Team Dynamics

The EMMA team, though not all market ‘specialists’, had a high level of understanding, analytical competence and emergency food security experience. This was very useful in the implementation of the EMMA, particularly because EMMA relies on the daily collection and analysis of data. Moreover, a few of the team members had been part of the pilot EMMA in Haiti in 2008. This helped to speed up the assessment, as the team had experience with the concepts, processes and the analysis involved.

Advocacy and Influence with Donors and Non-Governmental Organisations (NGOs)

The EMMA assessment enabled effective direct advocacy and influence with organisations such as WFP. For example, the EMMA gave weight to the position that it is crucial to assess the need for, timing and impact of in-kind distributions.

Interagency Coordination

Multi agency EMMA's spread knowledge and understanding more widely and can help the market approach become embedded across different organisational capacities and perspectives. In Haiti, the inter-agency nature of the EMMA lent more weight to the results and gave a common analysis and forum to all participating agencies. Results were widely shared with clusters (food security, shelter) and working groups. The EMMA contributed to the coordination among the different agencies involved, in particular within the cash working group. The common analysis reached through the EMMA directly fed into the work of this group and provided a joint basis for recommended interventions.

Added Value

EMMA has given added value to programming and people in a number of ways:

- **Reducing assumptions about cash programming, markets and their capacity and ability to provide**

support to disaster affected people. The deeper market analysis that EMMA provides means that agencies have a fuller, more fluid and dynamic understanding of markets; where bottleneck and opportunities for support may lie. This means that programmes are more able to ‘do no harm’. EMMA helped NGOs create programmes that avoided either overloading or undermining the market (i.e. the immediate environment of the target population).

- **Innovative Programming.** Support to businesses is often considered to be part of the early recovery phase. However, the EMMA results demonstrated the need to support businesses from the early stages of an emergency response. The EMMA findings were then used by different organisations in programme design within the first three months of the response.
- **Direct contribution to the strategy and programme design.** In the first few weeks after the earthquake, the EMMA results, in combination with the EFSA, were used as a basis to refine the initial response strategy, by providing answers to the design questions raised: will markets be able to respond to cash transfers? If yes, under what modalities? And what would be the probable impact of different cash responses?
- **Clarification on affected populations’ preferences.** The EMMA enabled NGOs to understand the beneficiaries preferred modality for assistance, in terms of direct cash distributions, vouchers and direct in-kind distributions. While there was a marked preference for cash for staple food and basic needs, as items were available and beneficiaries wanted to be able to choose the quantity and quality of these goods, for building materials the preference was for vouchers or in-kind distributions. This was because cash given for shelter or less pressing needs would be siphoned into paying for the most immediate needs of the target group. In kind distributions or vouchers would then ensure that these needs were met when the time was right.

A Year in the life of Marie Carole

Marie Carole Boucicaut lives in Carrefour Feuilles, a poor area of the city of Port-au-Prince. This area was one of the worst affected by the earthquake, with huge devastation to buildings, shops, roads and paths. Before the earthquake, Marie Carole owned a grocery store. While the earthquake did not entirely destroy her store, it did render it unusable. Moreover, looters stole all of Marie Carole's stock.

In March 2010, Marie Carole was one of the first women to be selected to run one of OGB's 56 canteens. The canteens each provided hot meals to 80 beneficiaries – some of the most vulnerable earthquake affected people in the city. Although Marie Carole continued to face difficulties, participating in the canteen programme helped her enormously.

“Through the canteen I'm able to help people in the area. The canteen is helping me too because we are no longer hungry. I make about 1,500 Gourde profit every week (22 GBP)”. By June, Marie Carole was able to save enough to put some money into buying plastic sheeting for her families' temporary shelter and for rebuilding her store. “The community canteen really helped me; I was able to start my business back up and now I have my own shop again. Now I sell all sorts of things: rice, sugar, beans, pasta, charcoal – all sorts of things.”

However, the building where the shop was located, was neither hers (incurring rents), nor was it waterproof. The earthquake had damaged the ceiling and, when it rained, despite her best efforts to seal her stock in plastic bags, some of it still got wet.

By September, life had changed once again.

“People from Oxfam came to inspect the site of my old shop – the one I had before the earthquake. They saw that it had been destroyed, and they are going to provide me with a shipping container so I can use it as a shop and have room to store my stock more securely. That will be much better for my business. I will be able to buy more, and I will be able to manage my stock better from there.”

The Oxfam team selected one hundred and four shop-owners who received business management training and a grant of 1,000 US dollars with a matching loan of 1,000 dollars. Fifteen of them – of whom Marie Carole is one – received a shipping container modified so that they can be used as a shop premises and secure storage.

OGB's last visit to Marie Carole was in February 2011, a year after the devastating earthquake and nearly two months after she had received her shipping container from OGB. ‘Early in the morning, I wake up and open the shop with the help of my young niece. I have kept my seat by my old stall at the crossroads: everybody passes by and this makes my sales much better. With all my products nicely arranged on the table, you can't miss me! Here, we are in the middle of an urban area but sometimes it feels like being in a rural village. People like to shop at one place for everything they need. And this is one of my strengths: I'm the one stop shop! I think about January 12th and the first days after this disaster, I can say there was no more hope. And now, it's just amazing: I'm back on my feet!’



Daniela's Story

Before the earthquake, Daniela and her daughter sold second hand clothes on the street to make ends meet. Life was tough. There were seven people living in the house and profits from the business did not stretch to providing three meals a day. Daniela lost everything in the earthquake. She lost all of her possessions. While her house was not entirely destroyed, dangerous cracks prevent her from living in it. Above all, she lost her daughter who was helping to take care of her. She now takes care of her daughter's family.

Daniela was selected to be a beneficiary of both Oxfam's Canteen programme and Livelihoods

Recovery Grant. With the additional 5,000 Haitian Gourdes (125 USD) that Daniela received as a livelihood recovery grant, she explains that she has restarted a business selling sweets and biscuits.

She cannot hawk anymore because her health does not permit it, and that is why she has now set up her little business in front of her tent. "Thanks to this help, today I can feed all my family and concentrate on paying my debts little by little and live like a normal person with dignity. Before this support, I did not have any hope; I did not know where to go to ask for help. Without this support, I would have lost my grandchildren, because they were going to die from hunger".

Lessons Learnt

- A big challenge for the successful undertaking of an EMMA is getting the right team together. In Haiti, the team was a very competent mix of NGO external and Haitian staff, which brought a balance of local knowledge and new perspectives. This underlines the advantages of selecting experienced and analytical staff for training. Strong leadership from the IRC was a critical part of the success of the team.
- Due to the successful team makeup and the right selection of the critical markets in Haiti, the reports were timely and comprehensive.
- The inter-agency cooperation in Haiti allowed NGOs to see that it was possible to work together and helped to create a sense of a community among the different organisations.
- While the Cash Working Group became a platform for discussions about market based approaches, high turnover and no specific EMMA follow up meetings meant that the interagency potential was somewhat lost. As a result the value added by EMMA was not optimised.
- The timing of the EMMA and EFSA caused some difficulties. At the time of the EMMA assessment, no updated household profile information from the EFSA was available. It was therefore not possible to estimate confidently how much purchasing power had been affected. To address this information gap, EMMA undertook some household interviews to indicate how personal expenditures had evolved since the earthquake. Moreover, the EMMA team were able to use a proxy baseline, developed from some very detailed work that FEWS NET had undertaken on poor households in 2009, to give a better approximation of the effect that the earthquake had on household incomes and expenditures. While this contributed to EMMA's 'good enough' approach to analysis, ideally, EMMA

should be planned in relation to other food security and livelihoods assessments. In this way, the results are complementary and together present a more comprehensive analysis.

- Where there are many interests and organisational mandates represented in the EMMA team, it may be more appropriate and effective to form groups of NGOs with similar foci. This would enable those staff with technical expertise in one field to work in their sector.
- For OGB, its programme outline was very ambitious. As a result of the EMMA and further smaller EMMA based assessments, OGB undertook analysis and programme design on a variety of other projects, such as water distribution kiosks, vocational courses for semi skilled labourers and supporting micro-finance institutions. These never came to fruition. This highlighted the need to have clear organisational positions on various sectors, such as shelter or WASH, so that time and money are not wasted.

EMMA has been a significant development for humanitarian organisations responding to sudden onset emergencies. However, it is important that EMMA is understood in the context of what it can and can't do. It is an assessment, not a step-by-step operational guide or methodology and cannot give details of how, for example, to design and implement a cash transfer programme. Many of the criticisms that EMMA faces are due to inflated ideas about what it can achieve.

What EMMA can, and does do, is point out a series of recommendations that reflect the realities and bottlenecks in the markets. The toolkit can bring clarity and purpose to programming; allow the disaster affected population's access to the most appropriate responses and support market functions and environments to meet basic immediate needs while keeping an eye on future development and self sufficiency.

Acronyms

ACDI/VOCA	Agricultural Cooperative Development International / Volunteers in Overseas Cooperative Assistance
ACF	Action Contre la Faim
CHF	Cooperative Housing Foundation – International
CNSA	Coordination Nationale de la Sécurité Alimentaire
CRS	Catholic Relief Services
DRR	Disaster Risk Reduction
EFSA	Emergency Food Security Assessment
EMMA	Emergency Market Mapping and Analysis
FAO	Food and Agriculture Organisation
FEWSNET	Famine Early Warning Systems Network
HEA	Household Economy Approach
HH	Households
HTG	Haitian Gourdes
IRC	International Rescue Committee
MFI	Micro-finance Institutions
NGO	Non-Governmental Organisations
OGB	Oxfam Great Britain
PaP	Port au Prince
SAVE –US	Save the Children - United States
USD	United States Dollar
WFP	World Food Programme

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Endnotes

- i. Practical Action (2010) The Emergency Market Mapping Analysis Toolkit: Practical Action Publishing Limited, Rugby, copyright Oxfam GB 2010. <http://practicalaction.org/docs/emma/EMMA-introduction-and-overview.pdf> pg 17 (last accessed January 2012)
- ii. For a list of EMMA assessments, please see <http://emma-toolkit.org/>
- iii. EMMA Report (2010) 'Port-au-Prince Rice Markets in Post Earthquake Haiti' <http://emma-toolkit.org/wp-content/uploads/2010/08/EMMA-Haiti-report-Rice-Market.pdf> (last accessed December 2011)
- iv. Madame Saras refer to the market women or street vendors that transport and trade local and imported products.



The security of the container allows Marie Carole to invest in increased stock – good for business. Photo: Kateryna Perus



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Front cover: Residents survey the damage in Port au Prince, after the devastating earthquake on January 12th 2010. Photo: Jorge Silva Reuters