

Mainstreaming Women's Economic Empowerment In Market-Systems Development Practitioner Guidelines ©

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A handwritten signature in blue ink, appearing to read "Jonathon Ridley". The signature is fluid and cursive, with a long horizontal stroke at the end.

Jonathon Ridley
Project Director

Contents

Section 1:	Background and objectives	1
Section 2:	Women's Economic Empowerment: What and Why	2
	How does it work?	3
	Setting the strategic framework—vision and rationale, selection of market system(s)	4
	Understanding market systems	5
	Defining sustainable outcomes – planning and design	7
	Facilitating systemic change	8
	Assessing change – monitoring and evaluation	9
Section 3:	Key factors for success	11
Section 4:	Glossary	15
Section 5:	Bibliography	17
	Further reading	17
	Background documents	17
	Endnotes	20

Abbreviations and Acronyms

Alliances KK	Market Alliances Against Poverty in Kvemo Kartli
Alliance SJ	Market Alliances Against Poverty in Samtskhe-Javakheti
DFID	Department for International Development
GEMS	Growth and Employment in States
ICCN	International Center on Conflict and Negotiation
M4P	Making Markets Work for the Poor
M&E	Monitoring and evaluation
PrOpCom	Promoting Pro-Poor Opportunities in Commodity and Service Markets
RAMP	Rural Access and Mobility Project
SDC	Swiss Agency for Development and Cooperation
Sida	Swedish International Development Cooperation Agency
Springfield	The Springfield Centre for Business in Development
TOR	Terms of reference
USAID	United States Agency for International Development
VCA	Value chain analysis
WEAI	Women's Empowerment in Agriculture Index
WEE	Women's Economic Empowerment

Background and objectives

Making Markets Work for the Poor (M4P) is an approach to making market systems work more effectively, sustainably and beneficially for the poor and so reduce poverty for large numbers of women and men. As experience with the approach is gained and investment made in a growing portfolio of projects funded by many donors, there is an increasing recognition of the need, potential and challenges in terms of scale and sustainability. The private sector development approaches of aid agencies (e.g., DFID, USAID, SDC and Sida) have moved substantially in the last decade towards market-based economic engagement with the poor, and more recently, towards Women's Economic Empowerment (WEE) and gender equality. A shared agenda has emerged for donors and practitioners in the WEE and M4P fields, that recognises it cannot be assumed that equal access of women and men to economic, social and political opportunities exists, and that aims to contribute to redressing this. This requires a better understanding and response from development agencies generally, including those working with M4P and WEE approaches.

The M4P Hub has led efforts to bridge these two agendas to explore synergies and collect guidance from theoretical frameworks and existing experience from the field. These practitioner guidelines represent part of this effort, and are based on a study commissioned by the M4P Hub to develop recommendations and guidance for mainstreaming sustainable women's economic empowerment (WEE) into M4P projects and programmes worldwide. The study represents a practical review of the document: Discussion Paper for an M4P WEE Framework: How can the Making Markets Work for the Poor Framework work for poor women and for poor men?, informed and validated by project site visits to M4P projects in Nigeria and Georgia.

The idea behind this tool is to provide a set of questions and considerations that M4P programmes can address along the M4P five-phase project cycle in order to be most inclusive of WEE priorities.

The guidelines are oriented to M4P and WEE project practitioners and provide a Good Practice Note modelled after those in the "Operational Guide for the M4P Approach"¹, including a WEE/M4P Framework that provides key questions and issues to consider by M4P WEE project practitioners.

Women's Economic Empowerment: What and Why

Mainstreaming Women's Economic Empowerment (WEE) in M4P programmes is more straightforward than mainstreaming gender, since it focuses specifically on women and on economic empowerment.

Definitions of WEE generally include the following:

- Economic advancement – increased income and return on labour
- Access to opportunities and life chances – such as capacity building, from education to skills training and job openings, shifting from care work
- Access to assets, services and support needed to advance economically
- Decision making capability in different spheres, including household financesⁱⁱ

The first three elements are part of the M4P framework: systemic change results in greater access which result in more jobs and higher incomes. The last element refers to women's level of control over her and family resources, and also over community-level economic decision making. The degree to which projects take it into account varies greatly, but the M4P approach does not exclude considering it. Who has control over savings and land, who takes the business decisions, and how benefits are shared and used are, in fact, issues of prime importance to M4P.

WEE is an aspect of greater gender equality. This is a broader concept, which means that:

- Women and men have equal rights, freedoms, conditions, and opportunities for realizing their full potential and for contributing to and benefiting from economic, social, cultural, and political development. It means society values men and women equally for their similarities and differences and the diverse roles they playⁱⁱⁱ.

Reducing income poverty, M4P's primary goal, is considered by many to be a step towards WEE and eventually greater gender equality. Although still debated in some quarters, there is considerable evidence that this is indeed the case^{iv}. Systemic thinking would suggest that reducing income poverty may contribute to WEE and gender equality, but is not sufficient by itself. A more useful question than "does more income contribute to gender equality" may be "under which conditions does it do so, and what else is required?"

Mainstreaming gender means, in short:

- The process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. The ultimate goal is to achieve gender equality^v.

This note therefore takes mainstreaming WEE into M4P projects to mean:

- The process of assessing the implications for women in particular of M4P projects, with the ultimate goal of women's greater economic empowerment.

While men are not the primary focus when mainstreaming WEE, the impact on them also has to be considered; this applies particularly with reference to decision-making power.

M4P projects can benefit from mainstreaming Women's Economic Empowerment (WEE), because:

- Women are among the poor, and usually poorer than men. They make up a large part of the target group in any country: a poor person is more likely to be a girl or woman^{vi}.
- Women are part of market systems, and removing barriers to their full participation will contribute to growth and reduce poverty for women as well as men, girls and boys. This is M4P projects' main goal.
- WEE is an important goal in itself, and increasingly recognised as such by donors, Governments civil society and M4P practitioners.

A different way of looking at this is of course that non-discrimination on the basis of gender is a human right and market systems that are biased against women should therefore be changed. While this is an argument that may

MAINSTREAMING WOMEN'S ECONOMIC EMPOWERMENT IN MARKET-SYSTEMS DEVELOPMENT - PRACTITIONER GUIDELINES

not convince many private sector market actors to change their behaviour, it does convince many poor women, donors, governments, NGOs and civil society organisations.

How does it work?

Mainstreaming WEE means doing so throughout the project cycle, so that:

- WEE is part of the strategic framework
- The market analysis identifies constraints on women participating and benefitting from market systems, those they have in common with men, and those specific to them.
- Interventions are planned and implemented that address such constraints in a way that leads to systemic, sustainable change that affects many.
- Results are monitored and measured in such a way that the effect on WEE can be demonstrated.

As will be clear from this, mainstreaming WEE does not mean that projects treat men and women in the same way. Market systems may not offer women the same opportunities and benefits as men. It is to facilitate the removal of such inequalities that projects may have to address constraints specific to women and facilitate systemic change that benefits them in the first instance. Mainstreaming WEE will result in interventions that target women, those that target women and men together, and those that target men if it contributes to WEE. Targeted interventions are in no way at odds with the concept of mainstreaming.

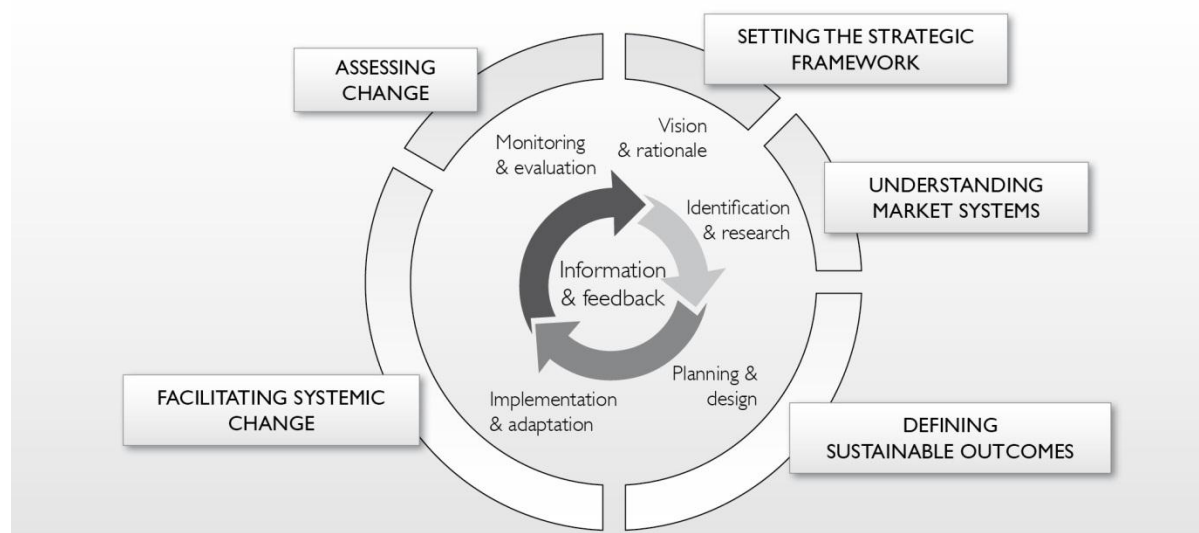
Nothing in the above, including targeting, is at odds with M4P principles either. As will be seen in the next section, mainstreaming WEE does not require abandoning key M4P principles relating to facilitation, sustainability and scale. Neither does it require abandoning the M4P analytical framework. M4P projects have demonstrated that this framework is relevant to WEE. They have also demonstrated that:

- Mainstreaming WEE requires using the gender lens in addition to the market systems lens. In practice, this means that all the questions suggested in the M4P operational guide for different stages of the project cycle need to be asked for women and men separately, and differences have to be analysed and reflected in interventions. This is the most important step to be taken.
- In addition, gender analysis is vital to mainstreaming WEE. Gender analysis examines women's as well as men's experiences, roles, needs and priorities. Needs may be "practical" (arising in the context of existing gender roles) or "strategic" (requiring changes in existing gender roles). Gender analysis considers attitudes, values and norms with respect to gender, and differences in power, or decision making authority. M4P analysis does not exclude investigation of the broader social and cultural context of market systems. The M4P Operational Guide argues that programmes often "need to understand political, legal and social and cultural factors" (page 25). This includes gender. In practice many M4P projects do not, however, take analysis of such factors to any depth, a risk also pointed out in the Guide (page 22). Mainstreaming WEE does require this, since many of the underlying causes of constraints on women, or the constraints themselves, originate in this wider context. For instance, if women have no time to spare due to their reproductive role (unpaid care and other work mainly at the household level), creating new economic opportunities is not going to help, by itself. Women's opportunities may also be limited by their community management role (voluntary work for the benefit of the community as a whole) or their weak community political role (representation and decision making for the community). Gender analysis helps identify such constraints.

Both the M4P and practical gender analytical frameworks are available (see the end of this note for some references), and there is no need for this note to duplicate them. The following framework draws on gender analysis and project experience to facilitate WEE mainstreaming in the normal M4P practice. It suggests a set of questions to be considered in each of the five stages of the M4P programming cycle. This is neither an exhaustive list, nor will all questions be relevant to all projects. While there is a significant overlap between questions asked for "Setting the strategic framework" and "Analysing the market system", the depth in which they should be considered is much greater in the latter. The framework assumes that projects will carry out a gender analysis that will help them answer the questions here suggested. It also assumes projects are aware of the M4P analytical framework, and does not explain the concepts M4P uses. Like the M4P framework, it is not a research tool but can provide the basis for selecting or developing such tools.

Figure 1: The M4P Project Cycle

M4P process within a typical project cycle



1. Setting the strategic framework—vision and rationale, selection of market system(s)

Key question	Consider this:
What are the poverty reduction objectives?	
How are poor women part of the group whose poverty should be reduced?	<ul style="list-style-type: none"> • What is the project's definition of poverty? • What is the target group? • What share are women (if WEE is a priority, women mainly?) • What main economic and non-economic activities are they involved in?
What are the main interests of women? How can the project contribute towards fulfilment of those (economic) interests?	<ul style="list-style-type: none"> • More income? • Higher return on labour? • More time? • Less unpaid work? • Better quality of work? • More decision-making authority?
What changes in growth and access are needed to achieve the poverty reduction objectives?	
What are the opportunities for women?	<ul style="list-style-type: none"> • More work and income in existing roles in a market system? Which market system? • Entering new roles in a market system? Which market system? • Entering new market systems? Which?
What change in access to resources and services do women need?	<ul style="list-style-type: none"> • What resources and services do women have and not have access to? • How does this need to change so they can make use of

MAINSTREAMING WOMEN'S ECONOMIC EMPOWERMENT IN MARKET-SYSTEMS DEVELOPMENT - PRACTITIONER GUIDELINES

	opportunities?
What systemic changes are needed to achieve the changes in growth and access?	
Why are markets not working for women?	<ul style="list-style-type: none"> • Relations in the core of the market system (exchanges between providers and consumers)? • With service providers? • With setters and enforcers of rules (e.g. legislation, regulations, informal rules)?
How does the market system have to change for women?	<ul style="list-style-type: none"> • Relations in the core of the market system? • With service providers? • Setters and appliers of rules?
What is the main thrust of the intervention strategy?	
Which market system(s) will be targeted? (drawing on answers to preceding questions)	<ul style="list-style-type: none"> • In which market system(s) do or could many poor women participate? • Which market system(s) have good potential for improved growth and access from which poor women could benefit? • In which market system(s) is the feasibility high of achieving systemic change that will benefit poor women?
Which areas that may play a role in limiting women's benefits from the selected market system(s) will be addressed?	<ul style="list-style-type: none"> • Support and resistance that may be expected to interventions? • Time and resources available for interventions? • Potential partners and their capacity?

2. Understanding market systems

Key questions	Consider this:
<p>What constraints do women face in the core (exchanges between providers and consumers) of the market system?</p> <p>What is the nature of the relationship and linkages between women and key market-system players?</p>	<ul style="list-style-type: none"> • What do women do in this market system? • Paid, unpaid? • What relationships do they have, e.g. to <ol style="list-style-type: none"> 1. Input supply? 2. Next level in the system (e.g. for producers – processors, collectors, wholesalers)? 3. Other market players at the same level (e.g. in associations, competitors)? • Are these relations with women or men? • Who has control in these relationships? • Who decides about these relationships? • How do women's other roles (paid, unpaid work, reproductive, productive and community roles) affect this? • How do attitudes, values and norms affect this? • Ethnicity? Age? Class? Marital status? • What changes are taking place in any of the above? • What needs have women expressed, practical and strategic? • How is value added generated and distributed? How is the input of labour measured and rewarded?
<p>What constraints do women face in access to household and community resources (e.g. land, own savings, labour)?</p>	<ul style="list-style-type: none"> • Are resources available that women could benefit from? • Do women use them? • If not, why? Consider: <ol style="list-style-type: none"> 1. Who owns the resources? 2. Who decides about their use? 3. How do women's other roles affect this?

MAINSTREAMING WOMEN'S ECONOMIC EMPOWERMENT IN MARKET-SYSTEMS DEVELOPMENT - PRACTITIONER GUIDELINES

	<ul style="list-style-type: none"> 4. How do attitudes, values and norms affect this? 5. Ethnicity? Age? Class? Marital status? • What changes are taking place in any of the above? • What needs have women expressed, practical and strategic?
What constraints do women face to access support functions (e.g. services, community, market and other infrastructure)?	<ul style="list-style-type: none"> • Are services/infrastructure available that women could benefit from? Do women use them? • If not, why? Consider: <ol style="list-style-type: none"> 1. What relationships do women have with providers? 2. Are services promoted to women? 3. Are women seen as a market opportunity by service providers? 4. Are services provided in a way appropriate to women? 5. Are providers men or women? 6. Can and will women pay? 7. Who controls access to services? 8. How do women's other roles affect this? 9. How do attitudes, values and norms affect this? 10. Ethnicity? Age? Class? Marital status? • What changes are taking place in any of the above? • What needs have women expressed, practical and strategic?
What constraints do women face due to rules and the way they are implemented?	<ul style="list-style-type: none"> • Whose rules are they? • Do rules discriminate against women? • If so, how and why? • Does the way institutions apply the rules discriminate against women? • If so how and why? • Do women have a voice that could affect rules? • If not, why? • Do women participate in local governance, community decision making? • If not, why? • How do women's other roles affect this? • How do attitudes, values and norms affect this? • Ethnicity? Age? Class? Marital status? • What changes are taking place in any of the above? • What needs have women expressed, practical and strategic?
What opportunities can/do women partake of to overcome constraints?	<ul style="list-style-type: none"> • Are there relationships in the community, family with other women and/or advocacy groups? • Are there public or private institutions that with WEE philosophy and goals? • In education and training? • Incentives in place for women to take up the opportunity (e.g. more income, recognition)? • Public policies and programmes promoting gender equality/WEE?
What are women's expressed interests in other areas that affect their roles within the market system?	<ul style="list-style-type: none"> • At home? • In the community? • Related to lack of time, tools, etc., or other constraints?
What are the primary incentives women are motivated by in making market changes?	<ul style="list-style-type: none"> • Monetary? • More time? • Reducing physical labour? • Reallocating or reducing unpaid work? • More control over benefits (e.g. income)?

	<ul style="list-style-type: none"> • Social? (e.g. respect)
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3. Defining sustainable outcomes – planning and design

Key questions	Consider this:
What is the economic/social goal for women of the specific intervention?	<ul style="list-style-type: none"> • More income? • Higher return on labour? • More time? • Less unpaid work? • Better quality of work? • More decision making authority? <ol style="list-style-type: none"> 1. In market relations? 2. In the community? 3. In the household?
What is the business case for women in this intervention?	<ul style="list-style-type: none"> • Women as consumers of services and products? • Suppliers of inputs? • Labour force? • Improving quality and productivity? • As industry advocates? • As entrepreneurs and innovators? • Women as political constituents? • Benefits for the family?
What other opportunities for women may sustain the intervention's results?	<ul style="list-style-type: none"> • Group advocacy by BMOs or women's organisations? • A Ministry of Women's Affairs or similar institutions? • Legislation? • Policies? • Education?
What resistance can be expected due to attitudes, values and norms?	<ul style="list-style-type: none"> • Are changes in women's roles required for the intervention? • If so: <ol style="list-style-type: none"> 1. Are women's roles changing already? 2. How? 3. Why? 4. What market players influence this? 5. Will market players support further change? 6. What capacity do market players have?
Is there a need to target women specifically?	<ul style="list-style-type: none"> • If yes, why? <p>Consider, for the market system and beyond it:</p> <ol style="list-style-type: none"> 1. Constraints that affect women only or mostly? 2. Opportunities for women only or mostly?
What are the risks women, or men, will be harmed?	<ul style="list-style-type: none"> • Displaced or marginalised in the market system? • Or in related market systems? • Impact on other roles? • Backlash reaction? • Loss of decision making authority (e.g. going from household to commercial crop)?

4. Facilitating systemic change

Key questions	Consider this:
What is the impact of the (initial) intervention on women?	<ul style="list-style-type: none"> • More income? • Higher return on labour? • More time? • Less unpaid work? • Better quality of work? • More decision making authority? <ol style="list-style-type: none"> 1. In market relations? 2. In the community? 3. In the household? • A change in women's roles? • Greater equality? • Any harmful effects, on women or men? • Can it be sustained? Is it consistent with • Incentives? • Capacities?
Should the intervention be modified?	<ul style="list-style-type: none"> • To enhance positive impact? • To avoid harmful effects? • To shift towards addressing strategic (transformational) or conversely practical needs? • Realign with different market players? • Address different incentives?
What is the scale potential?	<ul style="list-style-type: none"> • For women in the core of the market? • For services that reach women? • For rules that affect women? • For women beyond a localised market? • In other market systems?
How can this potential be realised?	<ul style="list-style-type: none"> • Incentives that can be demonstrated? • Market actors with scale and capacity? • Further investment with such market actors? • Women role models as a catalyst? • Social marketing to promote awareness of changes and benefits? • Advocacy and gender sensitization? • Supporting policies, legislation? • Effect of: <ol style="list-style-type: none"> 1. Attitudes, values, norms? 2. Women's other roles? 3. Lack of control/power?
With greater scale, what are the new risks women, or men, will be harmed?	<ul style="list-style-type: none"> • Displaced or marginalised in the market system? • Or in related market systems? • Impact on women's other roles? • Backlash reaction? • Loss of decision making authority?

5. Assessing change – monitoring and evaluation

This final part of the framework provides a few key questions to be considered, but also applies good practice in results measurement and research to WEE. It provides guidelines for mainstreaming WEE for each of the steps for developing measurement systems proposed in the M4P operational guide.

Key steps:	Do:
Develop impact logics for the interventions	<ul style="list-style-type: none"> • Indicate expected impact on women and men explicitly • Include impact other than on income that is relevant to WEE (e.g. on decision making) • If activities in an intervention target women in particular, show this • If an intervention addresses a constraint specific to women, show this
Develop indicators	<ul style="list-style-type: none"> • Include indicators for the objectives for women at each of the levels of the results chain, i.e. the goal, access and growth, and systemic change. • Specify which indicators will be sex disaggregated – all that are quantitative • Ensure inclusion of indicators specific to WEE: <ol style="list-style-type: none"> 1. More decision making capability? <ol style="list-style-type: none"> i. In the economic activity? ii. Over productive resources? iii. Over use of income? iv. Over time use? v. In relations with suppliers, buyers, service providers, setters and appliers of rules? vi. In the community?^{viii} • Consider including other qualitative and/or quantitative indicators relevant to gender equality, e.g.: <ol style="list-style-type: none"> 1. Women and men taking on new productive roles 2. Women and men sharing reproductive roles more equally 3. More equal access to social services (e.g. education, health)
Establish a baseline	<ul style="list-style-type: none"> • Include women among respondents in a way that reflects their roles in the market system • Recruit women researchers • Include gender expertise • Conduct research in ways, times, places, conducive to participation of women • Consider separate discussions with women and men
Predict the amount of change	<ul style="list-style-type: none"> • Consider the factors that may reduce or delay impact on women, including: <ol style="list-style-type: none"> 1. Prevalence of women? 2. Attitudes, values, norms? 3. Women's other roles? 4. Lack of control/power? 5. Lack of awareness of women as a market?
Design and implement a measurement plan	<ul style="list-style-type: none"> • Include women among respondents in a way that reflects their roles in the market system • Recruit women researchers • Include gender expertise • Conduct research in ways, times, places, conducive to participation of women

MAINSTREAMING WOMEN'S ECONOMIC EMPOWERMENT IN MARKET-SYSTEMS DEVELOPMENT - PRACTITIONER GUIDELINES

	<ul style="list-style-type: none"> • Consider separate discussions with women and men
<p>Analyse information and feed into decision making and reporting</p>	<ul style="list-style-type: none"> • Consider the following questions: <ol style="list-style-type: none"> 1. Do the results meet what was intended, predicted? 2. If not, why? 3. What measures can be taken to improve results? 4. Any unintended negative effects? 5. Measures to avoid or mitigate these? • Mainstream gender in analysis and reporting – a separate “gender” section does not suffice. • Include gender expertise in the analysis

Key factors for success

The above framework has been developed on the basis of a conceptual consideration of mainstreaming WEE in M4P and the practice of the relatively small number of projects that have made progress in this area. It therefore needs to be validated by applying it in practice, when the key factors for its successful use can be established. More generally, good practice in mainstreaming WEE is only just emerging. Some lessons have already been learned, though, while some others are being discussed. This note presents both lessons and issues.

1. Mainstream WEE from the start

It is essential to integrate WEE into the project cycle from the very start. If the strategic vision for a project does not include WEE, market analysis, intervention plans, etc. will not do so either. Foisting WEE onto a project once it has been running for a while is confusing and results in a loss of effectiveness. Since main strategies will already have been decided on, WEE runs the risk of remain an add-on. In addition, an already operational project is unlikely to have the required expertise, and staff react with frustration and defensiveness.

2. Include WEE in the strategic framework and logframe

The strategic framework and logframe provide the basis for project planning and implementation. If a project's backers (donors and other stakeholders) want to ensure WEE is addressed adequately, WEE should be included in them. The prominence with which this is done will depend on those backers, but referring to "poor women and men" rather than just the poor, defining the WEE objectives within the broader context of how the project defines poverty and what the poverty reduction objectives are, making explicit whether gender-specific constraints will be addressed, including indicators that can be sex-disaggregated and indicators that are specific to WEE (including women's decision making authority) are minimum requirements. The need for setting targets for outreach to women is still being debated among practitioners. Without them, though, projects have little guidance on what to aim at and it will be difficult to hold them accountable. While targets are, on the whole, likely to be a good thing, they should be set once projects have a good understanding of their selected market system and are in a position to estimate outreach and impact of interventions on WEE. This is not different for other indicators in M4P projects.

3. Select a market system with scope for WEE

Projects that aim at WEE have a better chance to affect many poor women if they select market systems in which many are involved and which are vibrant, not stagnant or contracting. Markets with strong business associations of mixed gender, advocacy groups, vibrant women's cooperatives, private-public partnerships, a positive business enabling environment and government regulations that support equality opportunity are also more likely to create more benefits to women. Although, in other words, the usual M4P principles should be applied in selecting a market system, there may be situations where trade-offs have to be made between affecting many poor women and absolute growth levels achievable. Market systems that include many women and have moderate potential for growth may have to be given priority over those with small WEE potential and high growth.

4. An explicit gender strategy

Some projects formulate a separate strategy for achieving their WEE goals, objectives and targets. This may be useful when projects are at a very early stage of mainstreaming WEE and there is still little understanding on how to go about this. It may guide action and function as a touchstone. However, making WEE an integral though explicit part of the overall project strategy is likely to decrease the risk that gender is considered a separate "component", dealt with, often, by gender specialists. It is also likely to better clarify the relevance of WEE to overall project goals and increase ownership over interventions among non-gender staff. Although there are some indications of this in projects' practice, it still needs to be demonstrated that there is a difference in effectiveness. In any case, if WEE is part of a project's strategic framework it needs to be addressed explicitly in the project strategy.

5. Good research forms the basis for mainstreaming WEE

The successful mainstreaming of WEE is based on integrating gender into the assessments done for developing the strategic framework and into the market system analysis. Including women in the research and disaggregating data by sex results in identification of gender specific constraints in the market system that a project can address. A gender analysis provides essential additional information that helps identify constraints rooted in roles outside the market system, including paid and unpaid work in care, both inside and outside the household, or productive roles in other market systems. A gender analysis is also important for anticipating possible impact on women and for,

eventually, doing an impact assessment that goes beyond establishing the effects on income. A gender analysis can be a separate exercise, but it should be done as part of the market analysis. Including its findings in the market analysis rather than (only) in a separate report will enhance its relevance to the design of interventions.

6. Consider context factors

So-called "context factors", e.g. class, ethnicity, age, marital status, are important for understanding women's and men's roles, including economic ones. Gender roles, including constraints on women in market systems, may vary greatly with such factors, which therefore need to be taken into account in the analysis.

7. Consider rules and their implementation

Many projects focus on the core and the support functions parts of the market systems. This may in part be due to a bias in favour of working with the private sector and the belief that transactions and services are easier to improve. However, legislation and its implementation, as well as informal rules, such as what is culturally acceptable for women and men to do, can have an enormous impact on large numbers of women and are an important field for M4P facilitation.

8. Be clear about what will be considered a "given"

The M4P framework suggests that some characteristics of market systems are a given, they cannot be changed: the nature of the market, its historical context and the innovation landscape beyond the market in question. Projects that mainstream WEE are often undecided about whether they can affect gender attitudes, values and norms. Although some things had best be considered a given, in many ways what a project can affect depends on its resources and duration. It also depends on trends taking place already. When attitudes are changing, there may be opportunities for projects to contribute to this. Where women are taking up new roles already, projects may further facilitate this. Be that as it may, it is important for projects to get clarity on what change they will and will not attempt to facilitate, to avoid confusion in strategies and interventions.

9. Intervention planning should consider and predict the potential impact on WEE

This is one area in which the findings of a gender analysis are useful. Research does not, however, stop once initial studies have been done. The planning of specific interventions may benefit from additional research, including on relevant gender roles. Intervention planning should not only consider the effect on gender roles in the selected market system but on women's other roles, and on relations within the household too. This is where women (and men) will experience the impact of changes in household income and decision making. Projects should not assume that impact on income will benefit all household members equally. To whom the benefits will go and who has control over them are important questions in the context of mainstreaming WEE in M4P. Focusing interventions on activities over whose benefit women have control already is one way of enhancing the impact on WEE.

10. Consider interventions for constraints rooted in women's other roles

There is very little M4P experience with addressing constraints rooted in women's reproductive and community roles. Women's ability to make use of economic opportunities is affected by their unpaid care work both inside and outside the household. Constraints may also originate in productive work outside a selected market system. Gender analyses identify such constraints, but generally no interventions are developed to address them. At a time that M4P is being applied to social services such as health care and education, there could be increasing scope for donors and practitioners to apply M4P thinking in these areas. For instance, child care facilities are a service like any other, that can be provided commercially or with public funding, and that is as amenable to systemic, M4P analysis and facilitation as any other service. It increases the chances that women can make use of their economic opportunities, and therefore contributes to WEE. Where women for instance spend many hours per day searching for water or fuel, or where there are limits on their mobility, considering such constraints in a systemic manner and facilitating sustainable solutions could contribute significantly to women's participation in markets, though this is still to be demonstrated.

11. Making a "business case"

It is important to make a "business case" for interventions that contribute to WEE, like for other M4P interventions. Market players (and project partners) will need to be given good incentives, for instance, to employ or provide services to women, buy from women producers, or provide inputs to them. The fact that women are a large potential market is the underlying argument of many of these incentives, or "business cases". Women are often

already viewed as possessing desirable labour qualities (e.g. attention to detail, good follow through) and work ethic. If their skills or resources improve, women contribute to better product quality and productivity, is another. A business case does not necessarily mean appealing to the bottom line of profits. In the public sector, references to organisations' mandates, national policies and legislation (e.g. on gender equality), recognition by superiors, and women as part of the electorate can be part of the business case. Often, however, this is still an area in which projects struggle, especially when making a case for changes in gender roles. E.g., why should women become artisans if men are already trained and doing well at it?

12. Include the public sector, NGOs, civil society

The M4P framework recognises the public sector, NGOs and civil society as important market players.

The public sector provides opportunities to affect many women especially in its regulatory function. One could think, for example, of legislation on land ownership, which also often affects women's access to finance. Legislation may also play a role in reducing the exploitative nature of some value chain relations (e.g. through labour legislation). But the projects may also affect women's say in public spending on infrastructure, utilities or social services that may affect WEE. NGOs and civil society organizations can play an important role as service providers and advocates. Importantly, as indicated above, the incentives for these market players to bring change are not necessarily those of the bottom line. For some, WEE, or gender equality, may well be a meaningful goal itself.

13. Consider scaling up strategies early on

Scale is one of M4P's defining characteristics, and scaling up initial interventions is of critical concern for creating systematic market change and sustainability. Projects are facilitators in this process and rely on market actors to achieve this. In WEE, projects have found this challenging. Market actors that respond to the business case for reaching more women are often fairly exceptional and limited in scale, depending on how significant the required change in behaviour is. This is even more so if advocacy is part of the argument for change. The success of such market actors does not often lead to automatic or immediate "crowding in", perhaps because they are not seen as market leaders or as typical. The earlier strategies for reaching scale are considered, the better the chances that "pilots" do not remain just that. Preferably, scaling up strategies should be part of the intervention design.

14. Integrate WEE into the M&E and impact assessment system from the start

This enables projects to react appropriately if interventions do not reach women or affect women in ways not foreseen. The flexibility that is one of M4P's defining characteristics can be made use of to ensure that interventions are adjusted as needed and when new opportunities are uncovered. Disaggregation by sex of relevant indicators in the logframe and those related to results chains is essential. It is also important, though, to include indicators specifically for WEE. Even if M4P projects may not explicitly aim at WEE, it will benefit them if they can demonstrate a positive impact, and they need to be able to avoid reducing WEE ("do no harm").

15. Maintain a facilitative role

Given that the business case for WEE is not always obvious to market actors, and that projects often rely on advocacy to make a case for WEE as well, there is a risk that projects revert to traditional implementation just "to make things happen" or to "show that it works". Experience indicates that this does not result in systemic, sustainable change for many, be they women or men. Projects that maintain their facilitation role have a better chance to achieve this. What is often required is more intensive, and longer facilitation: more frequent and intensive relations with market actors, a higher financial contribution, more research, more investment in developing a business model, more networking and consensus building. The key to success in the long run remains, however, for projects not to take on the role of market actors.

16. Include or develop gender capacity and systems

Capacity in a project is a prerequisite for success in WEE. The combination of M4P and WEE expertise is rare, and successful projects give priority to developing such expertise. They use different approaches: gender workshops and other training for staff within the M4P context, in-house gender expertise who work alongside implementation staff with M4P experience, and external gender consultants, national and international. It is not obvious what the most effective approach is. It may depend on circumstances. Projects need to beware, though, of the tendency to "delegate" gender or WEE to a specialist, who may then come to have a marginal not fully integrated role in the project. They need to devise ways in which WEE remains at the core of a project. M4P experience with other specialist areas of expertise indicates that including gender specialists (or staff with gender expertise) as full members of the teams that devise and facilitate interventions is likely to be the most effective. Integrating gender

MAINSTREAMING WOMEN'S ECONOMIC EMPOWERMENT IN MARKET-SYSTEMS DEVELOPMENT - PRACTITIONER GUIDELINES

into project management systems (e.g. TORs, performance assessment, incentives) also contributes to keeping WEE central to a project. Experience in mainstreaming gender in development work generally indicates that project leadership is the most critical factor for success.

Glossary

Agencies: development organisations – funded by aid or other non-commercial sources – that act as funders or facilitators with the aim of developing market-systems.

Approach: a set of principles, frameworks and good practice points to guide both analysis of a market-system and actions to bring about change.

Core function: the central set of exchanges between providers (supply-side) and consumers (demand-side) of goods and services at the heart of a market-system. The medium of exchange can be financial or non-financial (eg. through accountability mechanisms).

Crowding-in: crowding-in is the central process in – and purpose of – facilitation through which interventions catalyse or bring other players and functions into the market system so that it works better for the poor. Crowding-in can result in enhanced breadth (more transactions in the core of a market), depth (supporting functions) or reach (new areas or markets).

Facilitation / facilitator: action or agent that is external to a market-system but seeks to bring about change within a market-system in order to achieve the public benefit objective of systemic change.

Funder: an organisation – such as a development agency – which sets objectives and provides resources for the pursuit of market development, usually in the form of a programme or project.

Gender: the socio-cultural construction of the male and female roles and the relationship between men and women. It is a concept which refers to the social differences between women and men, differences 'acquired', likely to change with time and other variables among various cultures (UN definition).

Gender mainstreaming: an organisational strategy to bring a gender perspective to all aspects of an institution's policy and activities through building gender capacity and accountability.

Gender practical needs: the immediate needs identified by women to assist their survival in their socially accepted roles, within existing power structures.

Gender strategic needs: those needs identified by women that require strategies for challenging male dominance and privilege.

Institutions: structures and mechanisms of social, political and economic order and cooperation – formal and informal – in a society or economy which shape the incentives and behaviour of market players. Institutions therefore refer both to the supporting functions and rules – sometimes referred to collectively as 'rules of the game' – in a market system.

Intervention: a defined package of temporary activities or actions through which facilitators seek to effect change in a market-system.

M4P: acronym denoting 'the making markets work for the poor' or market-systems development approach.

Market: a set of arrangements by which buyers and sellers are in contact to exchange goods or services; the interaction of demand and supply.

Market player: organisations or individuals who are active in a market system not only as suppliers or consumers but as regulators, developers of standards and providers of services, information, etc. This therefore may include organisations in the private and public sectors as well as non-profit organisations, representative organisations, academic bodies and civil society groups.

Market player: organisations or individuals who are active in a market system not only as suppliers or consumers but as regulators, developers of standards and providers of services, information, etc. This therefore may include organisations in the private and public sectors as well as non-profit organisations, representative organisations, academic bodies and civil society groups.

Market-system: the multi-player, multi-function arrangement comprising three main sets of functions (core, rules and supporting) undertaken by different players (private sector, government, representative organisations, civil society, etc) through which exchange takes place, develops, adapts and grows. A construct through which both conventionally defined markets and basic services can be viewed.

M&E: monitoring and evaluation.

Organisations: entities with a formal structure that play a range of roles in the market-system.

Public goods: goods or services which are non-rival and non-excludable and therefore cannot be offered by private firms. May be referred to as merit goods.

MAINSTREAMING WOMEN'S ECONOMIC EMPOWERMENT IN MARKET-SYSTEMS DEVELOPMENT - PRACTITIONER GUIDELINES

Results chain: a model showing the chain of causality through which a programme's activities lead to poverty-reducing benefits. Results chains are tailored to specific interventions or markets and consequently are more detailed than a strategic framework (see Strategic framework).

Rules: formal (laws, regulations and standards) and informal (values, relationships and social norms) controls that provide a key input in defining incentives and behaviour in market-systems.

Strategic framework: a hierarchy of objectives linking a market-systems development programme's final goal of poverty reduction with an intervention focus on sustainable market-system change.

Supporting functions: a range of functions supporting the core exchange helping the market to develop, learn, adapt and grow including, for example, product development, skills enhancement, R&D, coordination and advocacy.

Sustainability (Market-system definition): the market-system capability to ensure that relevant, differentiated goods and services continue to be offered to and consumed by poor women and men beyond the period of an intervention.

Systemic change: change in the underlying causes of market-system performance – typically in the rules and supporting functions – that can bring about more effective, sustainable and inclusive functioning of the market-system.

Tools/instruments: relatively standardised methodologies for market analysis (e.g. value chain analysis or usage, attitude and image surveys) or for intervention (e.g. vouchers or challenge funds).

VCA: value chain analysis.

WEE: Women's Economic Empowerment

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