

TASK FORCE ON SAFE ACCESS TO FIREWOOD & ALTERNATIVE ENERGY IN HUMANITARIAN SETTINGS

Matrix on Agency Roles and Responsibilites for Ensuring a Coordinated, Multi-Sectoral Fuel Strategy in Humanitarian Settings

Version 1.1., April 2009

The collection, supply and/or use of firewood and alternative energy – and consequences thereof, such as rape, murder, environmental degradation and indoor air pollution leading to respiratory infections – is a multi-sectoral issue which cannot be effectively addressed by a singularly-mandated agency or cluster acting alone.

This Matrix is targeted to field-based actors from a range of response sectors: camp coordination/camp management; emergency shelter; environment/natural resource management; food/nutrition; health; information/education/communication; livelihoods/development/food security; and protection. Its goal is to provide a practical tool for determining the priority activities that must be undertaken in the development of an effective, multi-sectoral fuel strategy, as well as the specific agencies with responsibility for ensuring that these activities are indeed undertaken and those agencies with additional relevant expertise on the topic. Advocacy by all involved is key to creating an enabling environment in which these activities can occur.

Some of the specific concerns associated with the collection, supply and/or use of firewood and alternative energies in humanitarian settings – whether induced by conflict or by natural disasters – include the following (divided by general issue area):

Camp Coordination & Camp Management (CCCM):

Environmental degradation caused or exacerbated by the harvesting of firewood, fodder or shelter materials by concentrated displaced populations may be of concern to host governments, increase political pressures, cause tensions with hosts, threaten soil fertility, and can force increased competition for scarce biomass resources between livestock grazing and access to firewood. Tensions may also arise over property rights and use of land; such tensions are likely to increase over time and can lead to retribution or attacks on firewood collectors and displaced communities. Poorly-designed shelters and cooking structures also increase the risk of house fires.

Emergency Shelter: Excessive reliance on wood-based construction materials for shelters and other camp structures can exacerbate environmental degradation around camps, increasing tensions with hosts and forcing women and children to travel greater distances to find firewood, increasing their risk of attack. Poorly-ventilated shelters increase indoor air pollution (IAP) and associated health problems and can increase the risk of house fires; poorly-designed shelters can result in excessive heat from cooking or heat loss and accompanying use of cooking fuel for heating purposes. NFI distributions should include appropriate clothing/blankets to decrease reliance on cooking fuel for heating and should include items to support fuel efficiency (such as pot lids). Improper site selection/planning can negatively impact local fuel consumption and protected natural resources, increasing tensions with host communities, possibly leading to retribution or attacks on firewood collectors.

Environment & Natural Resource Management:

Environmental degradation caused/exacerbated by the harvesting of firewood, fodder or shelter materials by concentrated displaced populations lengthens the distance women and children must travel outside of camps to collect firewood, putting them at greater risk of attack. Environmental degradation can result in soil erosion, flash-flooding, surface water pollution and loss of natural habitat, possibly limiting livelihoods opportunities and negatively impacting food security, in addition to increasing tensions with hosts over access to or availability of natural resources, possibly leading to retribution or attacks on firewood collectors.

Food & Nutrition: Lack of safe access to sufficient cooking fuel can lead to unsafe cooking techniques and domestic practices which can also negatively impact nutritional intake. These negative impacts include: selling portions of rations to buy fuel and/or to mill food; trading rations for more appropriate/ easier-to-cook food items; undercooking food to save time/fuel (which can lead to foodborne disease and digestive problems); skipping meals; and improperly cooking unfamiliar food items, reducing nutritional uptake.

Health: The use of biomass fuels for cooking or heating leads to high levels of IAP, especially when burnt on traditional stoves/open fires indoors. Use of unsafe/inappropriate fuel sources (plastic, waste) can lead to acute/chronic diseases. Women and children are disproportionately affected by IAP. Families, and especially children, are at risk of burns and death resulting from fires caused by improper use or storage of cooking fuels or poorly-designed shelters. Gender-based violence (GBV) and physical assault during firewood collection can cause lasting physical and psychosocial damage and increased risk of contracting HIV; frequently carrying heavy loads of firewood over long distances also has negative health consequences. Undercooking because of lack of fuel can lead to foodborne disease. Access to clean and sufficient household energy is also important for general health care purposes.

Information, Education & Communication (IEC): Young girls are disproportionately kept from school in order to collect firewood. Schools are typically constructed of wood, further depleting area resources, and often use firewood for school feeding programs and/or heating. Formal and non-formal educational opportunities and information management structures can be used to teach fuel-efficient cooking techniques, benefits of environmental conservation, general usage techniques, safety and nutrition issues for unfamiliar food and fuel types, etc.

Livelihoods, Development & Food Security: Women and children spend significant time and labour to secure sufficient cooking fuel, threatening their welfare and limiting opportunities for education and/or safer income-generation activities (IGAs). Women without access to safer IGAs may rely on collection and sale of firewood to support their families. The primary source of income for displaced persons is often woodfuel-intensive activities, which can lead to deforestation. Population pressure on already degraded natural resources endangers the local environment, food security and livelihoods of both displaced and host populations and can foster tensions resulting in retribution or attacks on firewood collectors.

Protection: Lack of firewood, fodder or shelter materials near areas of displacement means that women and children must travel great distances to find firewood, increasing risk of physical/sexual attack and/or harassment. Women and children who cannot collect firewood (due to disability, urban location, etc.) may have to buy fuel and therefore may be forced to sell food rations and/or are at increased risk of sexual exploitation. Children who have to collect wood may be obligated to leave school. Women often work long hours because of the distances they are forced to travel to collect wood, threatening overall welfare and depriving them of time for productive activities, including livelihoods activities and education.

How to Use This Matrix

This Matrix is one of three main outputs of the IASC Task Force on Safe Access to Firewood and alternative Energy in Humanitarian Settings (IASC Task Force SAFE). The other two outputs are the "Decision Tree Diagrams on Factors Affecting Choice of Fuel Strategy in Humanitarian Settings" and the International Network on Household Energy in Humanitarian Settings and its informational website, www.fuelnetwork.org. All three outputs provide practical guidance on developing effective, holistic coordination and response mechanisms for the range of concerns associated with the collection, supply and use of household energy in humanitarian settings. This Matrix should be read in conjunction with the Decision Tree Diagram. For additional technical information, please refer to www.fuelnetwork.org and to the pre-loaded flash drive which accompanies the hard copies of the outputs.

Entry Points and Responsibilities

The Matrix is divided into eight entry points (outlined to the left side of this page), based on the key issue areas most clearly associated with the collection, use and supply of household energy in conflict and disaster settings. It should be read as a holistic document, as greater overall effectiveness will be achieved across issue areas through proper coordination of activities. Each entry point outlines priority fuel-related activities that should occur in the preparedness and planning phase; during acute emergency response; and in the protracted care and maintenance or transition phase. The final column notes those agencies responsible for ensuring that these activities are undertaken, as agreed and committed to by the member agencies of IASC Task Force SAFE and as endorsed by the IASC Working Group. Implementing partners can and should be engaged in the actual carrying out of these activities.

Globally, cluster leads are responsible for working through their cluster partners at country level to ensure that these activities are integrated into their efforts to achieve predictable and accountable humanitarian response. Where clusters have been introduced in field settings, these leads will maintain that overall responsibility. In other settings, humanitarian partners should look to those organisations that have committed to be "primarily responsible" for ensuring that the activities are undertaken.

Because individual agencies and organisations may not be present in all conflict and/or disaster settings, agencies with relevant expertise on household energy concerns and/or programming within the specific issue areas are also indicated in the final column of the Matrix. These partners, where present, should also be consulted in the design and implementation of the listed activities. Evaluations of ongoing fuel-related programming are also essential to ensuring an effective response over the longer term.

Coordination Responsibilities

Given the cross-sectoral nature of an integrated and holistic strategy on household fuel supply, the UN Office for the Coordination of Humanitarian Affairs (OCHA), where present, also has responsibility for ensuring that fuel-related issues are considered by the relevant sectoral coordination bodies and in the country strategy development, consistent with the agency's role in promoting implementation of IASC guidance. Specifically, OCHA acts as a catalyst to raise awareness of the issue with the Humanitarian Coordinator/Resident Coordinator (HC/RC), the country team and sectoral leadership, and to take steps to use this Matrix as a guide in supporting information management, advocacy and operational programming.

Acronyms:

CCCM = camp coordination and camp management sector; **FE** = fuel-efficient; **FES** = fuel-efficient stove; **GBV** = gender-based violence; **IAP** = indoor air pollution; **IEC** = information, education and communication sector; **IGA** = income-generation activity; **NFI** = non-food item

IASC TASK FORCE SAFE

Matrix on Agency Roles & Responsibilities for Ensuring a Coordinated, Multi-Sectoral Fuel Strategy in Humanitarian Settings KEY ACTIVITIES PER ENTRY POINT

Version 1.1., April 2009

RESPONSIBILITIES: Phase I1: Emergency preparedness & contingency planning Phase III: Protracted crises, transition & durable solutions **Phase II: Acute emergency** Camp Coordination & Camp Management (CCCM) Incorporate fuel into humanitarian contingency planning documents/guidelines, Conduct fuel-related needs assessment in collaboration with partners/beneficiaries; establish fuel • Ensure cultural customs, habits and needs are respected in composition of food/fuel/NFI rations by Global CCCM Cluster Leads: including site selection/planning strategy for emergency context (see: Decision Tree) including development/demonstration of and undertaking participatory assessments/focus groups UNHCR (conflict), IOM (natural disasters) training on alternative fuels/energy technologies² • Ensure that fuel supply is defined and implemented as a priority within humanitarian • Establish long term fuel strategy (see: Decision Tree) in collaboration with partners/beneficiaries and Primarily responsible agencies: • Work with shelter partners to ensure immediate access to cooking fuel/shelter material through local authorities (where applicable) short-term direct provision (as appropriate/cost-effective); composition of non-food item (NFI) package; UNHCR, IOM • Where relevant, ensure that landmines are cleared or marked in firewood collection areas as part • Monitor implementation of fuel strategy by operational agencies/local authorities (where applicable) and/or voucher system and use of fuel(s) by beneficiaries; ensure that fuel strategy remains sustainable/appropriate as needs/ of site selection/planning Relevant expertise: • Facilitate dialogue between displaced persons and local authorities/hosts re: access to natural conditions change NGOs³ (including CARE, DRC, IRC, LWF, NRC) resources, prevention/resolution of firewood-related problems • Advocate on protection/environment/property/land use issues with local authorities/hosts • With IEC partners, use formal/non-formal education settings to promulgate sustainable, fuel-efficient • Continue promotion of FES/FE cooking practices in households and humanitarian structures (FE) cooking practices (pre-soaking beans, sheltering cooking fires, using tight-fitting lids, etc.) and to • With IEC partners, open information centres on types of fuels/energy technologies available conduct trainings on proper use of fuels/fuel-efficient stoves (FES)/heaters and cooking techniques for pros/cons of each windy conditions to reduce fire/burn risk • When fuel is scarce and/or when protection threats related to fuel collection are prevalent, undertake short term direct provision of fuel (coordinated as NFI with UNHCR/NGO partners) (see: Decision Tree) **Emergency Shelter** • During site selection/planning, undertake rapid assessment of forest/biomass resources/anticipated • Develop/test/promote affordable woodless building technologies/structures such as stabilised soil • Global Emergency Shelter Cluster leads: • Ensure immediate access to shelter material through short term direct provision and/or voucher system demand for biomass blocks, including in humanitarian structures • With IEC and CCCM partners, use formal/non-formal education settings to promulgate UNHCR (conflict), IFRC (natural disasters) Develop/promote appropriate, sustainable shelter/construction materials sustainable shelter construction techniques, including mandating use of sustainable material • Scale up community training on woodless construction technologies Primarily responsible agencies: in UN/NGO structures • Promote/demonstrate/teach sustainable carpentry/shelter construction through information Ensure site planning accounts for site's physical carrying capacity (availability of natural resources, UNHCR, IFRC space, vegetation cover, risk of conflict with hosts) • Distribute fuel-saving NFIs (blankets, warm clothing, tight-fitting lids, etc.) campaigns, training/vocational programmes and livelihoods opportunities Provide heating device or fuel if needed Relevant expertise: Ensure proper design of cooking areas to reduce fire risk UN-HABITAT, WHO, UNEP, OCHA, Shelter Centre, Promote re-use of timber from rubble in reconstruction (where applicable) NGOs (including CARE, CHF, NRC, Oxfam) **Environment & Natural Resource Management** • Determine fuel needs via immediate assessments; undertake investigation of alternative fuel/energy • Mandate the undertaking of Rapid Environmental Impact Assessments during site selection process • Develop woodlots/nurseries/reforestation programmes, including through Food for Work Intra-Cluster Working Group lead: and sharing of relevant findings/information before camps are established technology options (preferably locally-available/producible; imported if necessary) • Where fuelwood is used, ensure sustainable harvesting by introducing controls on harvesting UNEP • Support development/use of alternative fuels/energy technologies as means of reducing firewood areas/times/species, etc., and promote forest regeneration activities Primarily responsible agencies: consumption/deforestation • Undertake capacity-building of local/national environmental authorities UNHCR, FAO • Lead development of short term natural resource management programme, including conservation Continue promotion of FE cooking practices (forest protection) and controlled extraction Relevant expertise: • Work with livelihoods partners to promote non-woodfuel-intensive livelihoods activities Work with livelihoods partners/local authorities to ensure that rules/regulations regarding illegal charcoal making/wood trading are enforced; subsidise non-woodfuel-intensive livelihoods activities Identify energy-saving techniques tailored to all users' (domestic/institutional/ business/agency) specific needs • Lead development of long-term natural resource management and renewal programme • Develop/support sustainable fuelwood supply programmes (if determined appropriate) to decrease unsustainable collection • Promote benefits (including food security, economic, timesaving) of environmental conservation/use of alternative fuels/energy technologies through formal/non-formal education opportunities, awareness-raising campaigns **Food & Nutrition** • Include fuel needs and available sources in emergency food assessments Provide pre-cooked food (such as biscuits) as part of ration where cooking fuel is scarce • Continue trainings/demonstrations of cooking times/promotion of FE cooking practices to Global Nutrition Cluster lead: avoid overcooking/fuel waste • Supply quick-cooking/easy-to-cook foods wherever possible UNICEF Support development of alternative cooking fuels/energy technologies (including by • Work to supply foods with which beneficiaries are familiar to avoid improper cooking/fuel waste Primarily responsible agency: testing/demonstrating in institutional cooking programmes) Develop/disseminate information notes/recipe cards or conduct demonstrations on cooking times/

methods for unfamiliar foods (to avoid overcooking/fuel waste)

Work with camp managers to promote FE cooking practices

milling costs

Provide additional rations for milling, allowing for shorter cooking times/avoiding selling of rations for

• With UNHCR/emergency shelter partners, support distribution of FE NFIs (tight-fitting lids, etc.)

• Support development/use of alternative fuels/energy technologies as nutrition intervention

Promote camp layout that allows access to household gardens (produce need not be cooked)

• Require (when feasible) use of FES in therapeutic/school feeding programmes

• Continue to require (when feasible) use of FES or other safe/sustainable fuels in all institutional

• With UNHCR, undertake cash transfers to beneficiaries for fuel purchases where markets and

Provide milling facilities (through Food for Work/Food for Training) as part of early recovery efforts and

• Promote alternative fuels/energy technologies over long term by gathering/disseminating information

Relevant expertise:

UNICEF, FAO, UNHCR, WHO, NGOs (including AAH,

IMC, IRC, Merlin, Oxfam, Save Alliance, World Vision)

feeding programmes

re: health/nutrition benefits

Facilitate multi-household cooking where possible

to minimise trading food items to offset milling costs

| Phase I¹: Emergency preparedness & contingency planning | Phase II: Acute emergency | Phase III: Protracted crises, transition & durable solutions | RESPONSIBILITIES: |
|---|--|---|--|
| Health | | | |
| Provide technical advice on development and use of cleaner fuels and energy technologies for reducing health risks from fuel collection and use | Ensure health care and psychosocial support for survivors of sexual violence/physical assault; ensure appropriate treatment for burns and other injuries; and care for respiratory and diarrhoeal diseases Undertake awareness-raising on harmful consequences of fuel collection and use and on benefits of cleaner household energy interventions | Undertake capacity-building/training of health and related professionals to ensure appropriate treatment for sexual violence/physical assault (including psychosocial support), burns and other injuries, and respiratory and diarrhoeal diseases Continue to provide technical advice on and advocate for the development and use of cleaner fuels and energy technologies for reducing health risks from fuel collection and use Continue to undertake awareness-raising on harmful consequences of fuel collection and use; benefits of cleaner household energy interventions Gather information on health risks from fuel collection (injuries, sexual violence/physical assault), IAP (respiratory disease), open fires (burns, fires) and fuel availability (foodborne disease) over time, for analysis, advocacy, trend monitoring | Global Health Cluster lead: WHO Primarily responsible agencies: WHO, UNFPA Relevant expertise: UNHCR, WFP, UNICEF, NGOs (including CARE, IMC, IRC, MDM, Women's Refugee Commission) |
| Information, Education & Communication (IEC) | | | |
| Disseminate information on fuel-related issues/programming across all relevant sectors at global and country level (as appropriate), as a means of informing emergency response Manage and coordinate information sharing on fuel/energy technology options available for use in humanitarian settings (including through www.fuelnetwork.org) | Disseminate information on fuel-related issues/programming being addressed throughout all relevant issue areas. This includes: Working with camp managers to integrate fuel issues into information management/coordination schemes Supporting relevant partners to use formal/non-formal/alternative learning environments, vocational training centres, community centres, school feeding programs, food distributions and other creative information-sharing venues (radio, drama, movies) to: | Support development/use of alternative fuels/energy technologies to ensure children are not forced to leave class/school feeding programmes to collect firewood Continue integration of fuel issues into information management/coordination schemes Facilitate training opportunities on fuel-related issues for camp managers Assist camp managers to facilitate dialogue between displaced persons/hosts re: access to wood resources, prevention/resolution of firewood-related problems Continue to work with relevant partners to use formal/non-formal/alternative learning environments, etc., for undertaking awareness-raising/education/trainings on fuel-related issues outlined in Phase II section With environment partners, promote/teach/disseminate sustainable fuelwood harvesting practices (where relevant) via trainings, information campaigns, illustrations, workshops With camp managers, open information centres on types of fuels/energy technologies available; pros/cons of each With livelihoods partners, engage in skills-building/awareness-raising to reduce gendered division of tasks/labour such as firewood collection Continue to require use of FES/sustainable fuel in school feeding programmes | Global Education Cluster leads: UNICEF, Save the Children Federation Primarily responsible agencies: OCHA, UNHCR Relevant expertise: UNICEF, WFP, Inter-Agency Network for Education in Emergencies (INEE) |
| | school feeding programmes | Continue to require use of a Estisastaliable fuel in school reeding programmes | |
| • Include fuel needs/available sources in emergency food security assessments | Assess local options for/support non-woodfuel-intensive livelihoods programmes (non-wood forest products, farming/fishing/agro-forestry, kitchen gardening, etc.) at earliest response stages, including through subsidisation if needed Support development/use of alternative fuels/energy technologies as means of decreasing time spent collecting firewood/cooking and increasing time available to women to participate in productive activities/non-woodfuel-intensive income-generation activities (IGAs) | Reduce dependence on collection/sale of wood as IGA by continuing to lead efforts to re-establish non-woodfuel-intensive livelihoods programmes Support development of alternative fuels/energy technologies as IGA (where feasible), including FES manufacture, etc. Promote gender-responsive IGA strategies that directly contribute to sound environmental management (reforestation instead of woodfuel-intensive IGAs, etc.) With IEC partners, engage in skills-building/awareness-raising campaigns to reduce gendered division of tasks/labour, including firewood collection Promote alternative fuels/energy technologies over long term by gathering/disseminating technical information re: economic/food security benefits; requiring sustainable fuel strategies to be incorporated by implementing partners Determine if agricultural residues can become part of a sustainable fuel strategy Work with environment partners/local authorities to ensure that rules/regulations regarding illegal charcoal making/wood trading are enforced; subsidise non-woodfuel-intensive livelihoods activities if needed Work with environment partners to establish programmes for natural resource renewal/regeneration Provide milling facilities as livelihoods activity to minimise trading food items to offset milling costs Support sustainable farming methods/technologies (agro-forestry and/or permaculture) to increase availability of cooking fuel/fresh food that does not require cooking | Global Agriculture Cluster lead: FAO Global Early Recovery Cluster lead: UNDP Primarily responsible agencies: FAO, UNDP Relevant expertise: UNHCR, WFP, NGOs (including Action Aid, Mercy Corps) |
| Protection | | | |
| Include fuel needs/available sources in emergency protection assessments | Undertake participatory assessments with all relevant actors on protection risks related to cooking fuel and of preferred fuel options with groups such as firewood collectors, community leaders, host communities/authorities and women members of Food Management Committees Host workshops/awareness-raising campaigns with beneficiaries/UN/NGO staff/hosts/local community leaders on protection risks associated with firewood collection; encourage discussion of alternatives Where feasible/applicable, negotiate access to safer collection areas with local authorities/hosts If protection assessment shows firewood collection may result in gender-based violence (GBV), physically protect women and children through direct transport or (where present) firewood patrols/escort systems (see: Decision Tree) or (if not present), advocate for peacekeeping escorts during firewood collection Support development of safer, sustainable alternative fuels as means of reducing protection risks | Continue to work with local authorities/hosts to promote protection by negotiating access (by both men and women) to safer collection areas, mediate potential conflicts over resources, etc. Continue to monitor protection impact of fuel collection/use Promote alternative fuels/energy technologies over long term by gathering/disseminating technical information re: protection benefits and requiring sustainable fuel strategies to be incorporated by implementing partners With IEC partners, ensure coordination of/communication re: fuel-related protection interventions Mandate information-sharing on locations/trends in GBV incidents during firewood collection, as a means of most efficiently targeting interventions, reducing overlap and identifying gaps in response | Global Protection Cluster lead: UNHCR Primarily responsible agencies: UNHCR, UNFPA, UNICEF Relevant expertise: WFP, OCHA, NGOs (including DRC, IRC, NRC, Oxfam, Save Alliance, Women's Refugee Commission, World Vision) |

¹ Response phases may not always be distinct. Please consult all three phases during the planning and implementation process.

² Throughout this Matrix, "alternative fuels/energy technologies" is meant to encompass any number of non-firewood cooking fuels (all of which have pros and cons), including but not limited to: kerosene, liquefied petroleum gas (LPG), agro-waste/ biomass briquettes, ethanol/methanol, biogas, solar energy, fuel-efficient and/or improved stoves, etc. For more detail, see the IASC Task Force SAFE's Decision Tree Diagrams and the International Network on Household Energy in Humanitarian Settings (www.fuelnetwork.org).

- Support development of safer, sustainable alternative fuels as means of reducing protection risks associated with collection
- Where relevant, conduct awareness-raising campaigns on landmine risks in firewood collection areas

³ The NGOs that are listed in this column as examples were chosen because they are members of the relevant Global Clusters as of the time of printing. The acronyms are: Action Against Hunger (AAH); Danish Refugee Council (DRC); International Medical Corps (IMC); International Rescue Committee (IRC); Lutheran World Federation (LWF); Médecins du Monde (MDM); Norwegian Refugee Council (NRC)



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Additional information on this publication can be found on the accompanying pre-loaded flash drive, or on the website of the International Network on Household Energy in Humanitarian Settings: www.fuelnetwork.org

For feedback and suggestions for the improvement of this publication, please e-mail: iasc@fuelnetwork.org

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- Department of Peacekeeping Operations (DPKO)*
- Food and Agriculture Organization (FAO)¹
- International Federation of Red Cross and Red Crescent Societies (IFRC)^{2,*}
- International Organization for Migration (IOM)²
- Office for the Coordination of Humanitarian Affairs (OCHA)¹
- Office of the High Commissioner for Human Rights (OHCHR)^{2,*}
- UN Children's Fund (UNICEF)1
- UN Development Programme (UNDP)¹
- UN Environment Programme (UNEP)*
- UN High Commissioner for Refugees (UNHCR) Co-Chair¹
- UN Human Settlements Programme (UN-HABITAT)¹
- UN Industrial Development Organization (UNIDO) Khartoum*
- UN Population Fund (UNFPA)¹
- Women's Refugee Commission (working under the authority of InterAction) **Co-Chair and Secretariat**
- World Food Programme (WFP) Co-Chair¹
- World Health Organization (WHO)¹

Other standing invitees of the IASC are:

- International Committee of the Red Cross (ICRC)
- International Council of Voluntary Agencies (ICVA)
- Representative of the Secretary-General on the Human Rights of IDPs
- Steering Committee for Humanitarian Response (SCHR)
- World Bank

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