



# Dóchas Pre-Budget Submission 2023

Dóchas is the Irish network for international development and humanitarian organisations

June 2022

Front Cover Image: Amy Thior (in yellow), with the local women's group, who farm oysters and lead climate adaptation on Djirnda Island, Senegal, which is on the front lines of climate change. Amy and the local women's group are working on mangrove reforestation with support from ActionAid. Photograph taken by Senegalese photographer and hip-hop activist Ina Makosi for ActionAid's Women by Women project.

# Introduction

Extraordinary global events, including COVID-19 and the war in Ukraine, continue to devastate communities in low-income countries where Dóchas members and their partners work. In particular, the conflict in Ukraine and resulting disruption to food, fuel and fertiliser markets has exacerbated an existing food crisis driven by conflict, climatic shocks and economic pressures, especially in contexts already experiencing humanitarian crises.

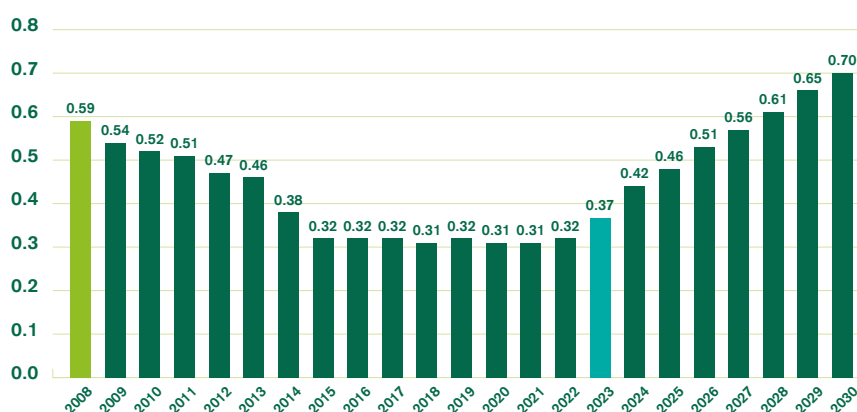
As Ireland's term on the UN Security Council ends this year, the state has an opportunity to leverage its knowledge, influence and reputation on a global stage to tackle the structural and root causes of extreme poverty and inequality, conflict, the climate emergency and hunger. Ireland can and should increase its investment in sustainable food systems, peace and security and gender equality to ensure basic human needs and rights can be met, particularly in conflict-affected countries and among the most vulnerable groups, including women, children, minorities and persons with disabilities. Ireland's support to organisations and institutions that operate on the principles of neutrality, independence and impartiality, is of vital importance.

Ireland has committed to scale up Irish Official Development Assistance (ODA) to 0.7% of GNI by 2030. However, in reality we are not making progress on this commitment year on year. In 2022, despite a monetary increase in budget of €176m on the 2021 allocation, Ireland's spending on ODA is estimated to remain at 0.32% of GNI.<sup>1</sup> In 2021, fourteen OECD DAC countries spent more in percentage terms and eighteen OECD DAC countries spent more in monetary terms.<sup>2</sup>

## In Budget 2023, Dóchas urges the Government to:

**Increase Ireland's ODA budget in Budget 2023 by €233m, thereby ensuring it can play its part in responding to these urgent global needs. Increasing ODA in those real terms will also set Ireland on a path to reach the target of 0.7% over the course of the next seven years.**

**Increases in ODA as a share of GNI needed to reach 0.7% in 2030**



GNI ratio projected on a linear path from 0.32% in 2022 to 0.7% in 2030. GNI projected from a baseline of 2022 using DFIN estimates for nominal GNP growth up to 2025, published in Stability Update April 2022. For 2025 – 2030 average of GNP nominal growth rates used for 2023-2025 of 5.8%.

1 <https://www.oireachtas.ie/en/debates/question/2021-11-02/452/>

2 29 OECD DAC Countries assessed: <https://www.oecd.org/dac/financing-sustainable-development/development-finance-standards/official-development-assistance.htm>

We recognise the pressure on Budget 2023, given the impact of the global food crisis, rising inflation and the subsequent cost of living increases. However, we urge that Ireland show support and solidarity to crisis-affected communities internationally, and at EU level, through our commitment to and delivery of ODA. Now is the time for Ireland to step up and leverage our high-quality development, humanitarian and diplomatic interventions and expertise to have a sustainable, long-term effect on those who are furthest behind.

Research has shown that 77% of Irish people believe that ODA is vitally important, and is a way for Ireland to clearly demonstrate its global solidarity, shared humanity and respect for human rights.<sup>3</sup>

There are four key areas where we recommend the Irish Government increase its investment in 2023 and beyond:

- **Fighting hunger – building sustainable food systems**
- **Tackling the Climate Emergency**
- **Investing in conflict prevention and response**
- **Responding to the COVID-19 pandemic**

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3 Survey results from December 2021, more details available at <https://www.dochas.ie/resources/worldview/>

# Hunger

## Fighting hunger – building sustainable food systems

We are in the midst of a global food crisis. The perfect storm of conflict, climate change and COVID-19 have laid bare our broken, unsustainable global food system. This has a disproportionate and devastating impact on those already affected by conflict, hunger and climate change in the Horn of Africa, East Africa and Central Africa regions. Many of these countries have been wholly or significantly reliant upon wheat imports from Russia and Ukraine for sustenance,<sup>4</sup> and we are seeing the prevalence of under-nourishment in these regions rising sharply, to levels not seen for the past 20 years. Without immediate assistance, millions of people are at risk of famine-like conditions in the coming months, and globally over 300 million people are in urgent need of humanitarian assistance. This is being most acutely felt by the vulnerable and marginalised, in particular women and girls, and people with disabilities.

The fragility of global food systems is now laid bare. Immediate priorities must be complemented by an acceleration in the necessary sustainable transformation of food systems. Now is the time to fast-track the changes needed to make the world's food systems more sustainable for all, recognising and pro-actively addressing the links between hunger, conflict and climate.

This demands an extraordinary response: there is a critical need for a collective effort by the UN, the EU and its member states,

including Ireland, to avert an unfolding crisis through a scale-up of resources, coupled with significant investment in the development of sustainable food systems, especially in countries most affected by conflict and climate change.

### Spiralling food prices and escalating needs

The World Food Programme has reported rising costs of up to USD 71m a month and to date<sup>5</sup> only 2% (USD 93.1m) of the USD 4.4bn UN humanitarian appeal for Ethiopia, Kenya and Somalia has been funded.

Comparing February 2021 and February 2022, the cost of the 'minimum expenditure basket' (how much it costs a household to meet their essential needs) in Sudan increased by 92%, in Ethiopia by 66% and in Somalia by 36%.

In Somalia, water and staple food prices rose by approximately 150% above the five-year average in some locations in February 2022 – the sharpest increase in over 20 years.

In Ethiopia, food prices across many markets are now 150% or more above average.<sup>6</sup>

4 Presentation by Maximo Torero Cullen, FAO Chief Economist, at the IFIAD Meeting on the Global Food Crisis, 27th April, 2022 <https://www.youtube.com/watch?v=EPEfPlyzHwg>

5 [May 2022](#)

6 [https://fews.net/sites/default/files/documents/reports/PW\\_Global\\_202204\\_RMG\\_Final%20%281%29.pdf](https://fews.net/sites/default/files/documents/reports/PW_Global_202204_RMG_Final%20%281%29.pdf)

## We recommend:

- Provision of additional funding to maintain and fulfil existing levels of food assistance to low-income and developing countries. As the cost of crops, fertilizers and oil has risen exponentially, the value of every euro spent in development and humanitarian interventions has depreciated.
- Scale-up of funding to respond to the short, medium, and long-term impacts of the food security crisis. Where appropriate, cash and vouchers should be used, as they can reach hungry people in crisis more quickly. Efforts should also be made to direct aid to local organisations, including those led by women.
- Flexible, needs-based, cross-sectoral and multi-year planning and financing mechanisms that promote resilience and sustainability, such as support to small-scale farmers and sustainable agriculture practices.
- Ireland uses its voice to support international policy coordination and harmonisation to build more resilient food systems
- Renewed commitment to environmental policies, including the EU Green Deal, the Fit for 55 package and the Farm to Fork strategy. Ireland should ensure that the EU does not roll back and revert to dysfunctional and unsustainable practices, such as fossil fuel dependence or agricultural practices that destroy biodiversity.



Samira, a young Somali mother, received water from Concern Worldwide in time for the birth of her 7th child.  
Photo: Concern Worldwide

## Coping with Drought in Somaliland

**Somaliland is experiencing its third period of drought in ten years, putting immense strain on the mainly pastoralist population who rely on the seasonal Deyr and Gu rains to sustain their crops and livestock.**

In Togdheer, an eastern region of Somaliland the effects of the drought are keenly felt. Recent reports have estimated that between 15-29% of the population of the region is experiencing critical levels of acute malnutrition. The scarcity of water has resulted in an increase in food and water prices, with the price per barrel of water tripling in recent months to 6 USD.

In the village of Laan mulaaxo, in Odweyne, district many families have left in order to search for water and pasture. However, a few like Samira Abdi Haji Ali, a young mother with seven children (four boys, and three girls) remain in the village. Samira reflects on what it was like to be heavily pregnant without access to water for her and her family, 'I was worried about water; I couldn't leave the village as I was incapable of walking long distances or travelling in vehicle with the poor condition of the road.'

Samira was in the last days of her seventh pregnancy when Concern Worldwide started water trucking at Laan mulaaxo in January 2022. Her family was one of the 810 households in the area who have been provided with water for 30 days as part of "Integrated humanitarian assistance – in-kind and in-cash - and disaster preparedness for populations affected by climate change in Odweyne district in Togdheer" funded by German foreign office (AA).

"We used to drink from my uncle's berkad [water collection system] when it vanished; we used to buy from the other berkads paying 0.25 USD per jerry can. However, when most of the berkads were depleted people providing the water started putting up the price. Before Concern started water provision, the price was double compared to normal times as per jerry can is now above 4000 shillings [0.5 USD]" explains Samira.

Due to the steep increase in water and food prices, the livestock trade upon which so many families rely is in dramatic decline. Samira reflects, describing the financial situation of her household, "we are herd keepers, we get our income from the livestock, and also we get milk, meat and butter from our livestock. Now, as it is the beginning of the droughts, the liquidity of the livestock has fallen and my husband does not have another job. It is a challenging time for us."

Samira and her newborn, who was born on 22 January 2022, are both healthy but Samira is anxious what the future will hold once the water-trucking stops, 'with my situation, maternity period, and the lack of water. I think it will be hard to survive,' she reflects.

# Climate

## Tackling the Climate Emergency

The Global North is responsible for the vast majority of excess global carbon emissions, with the wealthiest 1% of humanity accounting for twice as many emissions as the poorest 50%.<sup>7</sup> Average annual greenhouse gas emissions were at their highest level between 2010 and 2019, with global CO<sub>2</sub> emissions from energy reaching a record high in 2021.<sup>8</sup>

This comes at a time when there is a widening gap between climate pledges and action.<sup>9</sup>

The climate crisis is having a devastating impact on people already living in poverty, particularly those in low-income countries. The IPCC Working Group II report found that between 3.3 and 3.6 billion people live in countries that are highly vulnerable to climate change, and almost all of the countries that are suffering the brunt of climate change are in the Global South.<sup>10</sup> There is an urgent need for Ireland to meet its climate pledge, and increase support to local groups, including women small-scale farmers. Financing through

grants, rather than loans, for adaptation and loss and damages, as well as action to limit global temperature rises, is the most effective way to tackle this.

It is welcome that the Taoiseach, Micheál Martin T.D., has committed to the provision of €225m per year of climate finance to developing countries by 2025. However, the UNFCCC commits donor countries to providing “new and additional financial resources” for the “full incremental costs” of addressing climate change. As such Climate Finance should be additional to rather than counted from within the ODA budget to ensure that Ireland lives up to its obligations under the United Nations Framework Convention on Climate Change (UNFCCC).<sup>11</sup> It is estimated that Ireland’s fair share of climate finance allocations under the UNFCCC would be between €340m to €840m per year taking past emissions and wealth into account.<sup>12</sup>

### We recommend:

- Ireland delivers on the €225m per annum of climate finance committed and ensures that all climate finance funding is new and additional to any future increases in ODA as per Ireland’s obligations under the UNFCCC, and that there is full transparency in this regard.
- Continued and increased focus on the quality, accountability and value of Ireland’s climate finance. Only 1.7% of climate finance actually reaches smallholder farmers (many of whom are women) on the ground globally. Finance should be in the form of grants rather than loans.
- Ireland supports the call from low-income countries for a separate stream of finance for loss and damage in the run-up to and during COP 27 in November 2022.

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7 <https://reliefweb.int/report/world/carbon-emissions-richest-1-percent-more-double-emissions-poorest-half-humanity>

8 <https://www.iea.org/news/global-co2-emissions-rebounded-to-their-highest-level-in-history-in-2021>

9 <https://www.ipcc.ch/working-group/wg3/>

10 <https://www.ipcc.ch/report/ar6/wg3/>

11 <https://www.socialjustice.ie/article/separate-commitments-separate-targets-same-money>

12 [https://cdn.odi.org/media/documents/ODI\\_WP\\_fairshare\\_final0709.pdf](https://cdn.odi.org/media/documents/ODI_WP_fairshare_final0709.pdf)



## Climate Change in Senegal

**“I believe that we (we women) should be entrusted with the sectoral policies at local level to fight against rising sea levels due to global warming given that all the initiatives used came from us even if the men joined us in the end. When we started with these Japanese plants, the men laughed at us but then ended up joining us. This is our greatest achievement.”**

“I remember from my early childhood to my youth this whole country was bushy... [and] the fishermen often returned with more than thirty (exactly 35) crates per day. Nowadays global warming and rising sea levels have made our living conditions precarious.”

Amy Thior is the president of the GIE, a local women's group on the island of Djirnda, in the Saloum Delta islands, Senegal, that focuses on planting mangroves in order to fight the impact of climate change. Traditionally, she has been involved in the production of smoked fish and still aims to do this but has had to diversify. She worries for the future of her children and wants them to have a good education.

The island of Djirnda is suffering from coastal erosion and climate change. The river waters overflow into the residential areas, causing floods, and disrupt marine biodiversity so that

fish has become scarce. Those living on the island, especially women, have developed local prevention initiatives with the support of ActionAid. These include the establishment of dykes to slow down the rising sea levels and the development of other economic activities besides fishing, such as beekeeping and oyster farming.

Mangroves form the first line of defence against the salty sea water. These trees also protect against shoreline erosion and storm surges, serve as retention and filtration systems and can provide wood for cooking to those who can't afford fuel. But the mangrove forests are fast disappearing due to the rising sea waters and coastal erosion. When the mangroves die they also take with them the breeding grounds for fish.

# Conflict

## Investing in conflict prevention and response

Over 70 conflicts are currently raging across the globe and they are responsible for up to 100 million people being forcibly displaced from their homes.<sup>13</sup> The grave humanitarian situation in Ukraine and the level of suffering endured by ordinary civilians is extremely concerning. However, this situation is unfortunately not unique. Ongoing conflicts in places such as Syria, Yemen, Afghanistan, the Sahel, the Horn of Africa, and the occupied Palestinian territory continue to take a devastating toll on the communities living there, and more especially on vulnerable groups such as women, children, migrants, displaced people, minorities and persons with disabilities.

Political efforts towards conflict prevention and resolution that place affected civilians, their protection and their right to safety at the centre of solutions should always be the priority. Particular focus should be given to the gendered impacts of conflict and the important role women can have in peace and development. Instances of gender-based violence rise in the aftermath of conflict and displacement: one in five refugee or displaced

women and girls – those fleeing their homes for reasons that include war and humanitarian disasters – have experienced sexual violence.<sup>14</sup>

Ireland, through its current membership of the UN Security Council and its participation in global development, can exert significant influence in creating the conditions for peace. Globally, we need to invest more in food security, poverty reduction, gender equality, democracy and civil society, all the while putting transparency, solidarity and dignity at the heart of Ireland's response.

As over a quarter of Ireland's ODA budget is channelled through the EU, it is imperative that the values and principles of Ireland's aid programme are upheld in the way these funds are spent. Funding from Ireland should not be used for funds or facilities (for example, the EU Trust Fund for Africa<sup>15</sup> and the Turkey Refugee Facility<sup>16</sup>) that are contrary to the stated values and goals of Ireland's Policy for International Development, 'A Better World'.<sup>17</sup>

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13 <https://news.un.org/en/story/2022/05/1118772>

14 <https://www.unhcr.org/en-ie/news/press/2021/11/619e5ec94/unhcr-urges-support-address-worsening-gender-based-violence-impact-displaced.html>

15 [https://ec.europa.eu/trustfundforafrica/index\\_en](https://ec.europa.eu/trustfundforafrica/index_en)

16 [https://ec.europa.eu/neighbourhood-enlargement/enlargement-policy/negotiations-status/turkey/eu-facility-refugees-turkey\\_en](https://ec.europa.eu/neighbourhood-enlargement/enlargement-policy/negotiations-status/turkey/eu-facility-refugees-turkey_en)

17 <https://www.irishaid.ie/media/irishaid/aboutus/abetterworldirelandspolicyforinternationaldevelopment/A-Better-World-Irelands-Policy-for-International-Development.pdf>

## We recommend:

- Scale-up of our commitment to conflict-affected states, recognising that funding must be underpinned by policies which contribute to removing the root causes of crises. Particular attention should be given to funding locally led actors working on conflict resolution and women, peace and security.
- Ireland funds and leads international efforts to increase humanitarian aid for the over 300 million people in need of humanitarian assistance globally. The percentage Ireland spends on humanitarian assistance (2020: 12%) should reflect this increased need.<sup>18</sup>
- Ireland's domestic response to the Ukraine crisis is additional to current and future ODA spending and not diverted from funding for conflict prevention overseas.
- Ireland's funding for ODA, directly or indirectly through the EU or multilateral institutions, should uphold international humanitarian and human rights principles, including the right for people to flee, seek asylum and move freely.



Madonna, 11, makes colourful paper fish during art therapy session Plan International, Tatiana Sultanova in Moldova

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<sup>18</sup> <https://www.oecd.org/dac/financing-sustainable-development/development-finance-standards/official-development-assistance.htm>

## Art therapy helps children cope with the stress of war

**“I left many of my drawings at home when leaving Ukraine nearly a month ago. Now I do not know when I will return there and when I will see my father and grandmother who could not come with me and my mother,” says 11-year-old Madonna during an art therapy workshop to help children cope with the anxiety of the Ukraine conflict.”**

During two-hour activity sessions, volunteer specialists including teachers, lawyers, psychologists, art therapists and childcare workers visit accommodation centres housing Ukrainian families in six districts in Moldova up to six times a week. The team is led by The Moldova Project, a non-profit organisation supporting vulnerable families in Moldova, who are working in partnership with Plan International.

Today the ‘Moldova4Ukraine’ project team are visiting a refugee receiving centre in the country’s capital, Chisinau. Most of the families living here are from Ukraine’s Roma community, and many are from the Odessa region which is around 157km away and connected to the city by a direct rail link.

The team carry out art and play therapy activities with the younger children, and conduct after-school educational activities with school-age children. Legal and social counselling sessions are available for parents, as well as counselling sessions for parents and children, and parental education sessions.

10-year-old Diane left Odessa with her mother, younger brother, and aunt. She has been at the refugee centre for over a month now and says she likes it there as she has made some new friends. “I enjoy the play activities that are being organised for the children. I like crafts and wish the volunteers could come more often. I miss my father and some of my friends from Ukraine.”

Due to the large number of sites the team visit, we can only get to each centre once every two weeks. We hope to increase the number of educational institutions, public authorities and civil society we work with to develop a network of local specialists to support more refugee families in their communities as effectively as possible.

# Covid

## Responding to the COVID-19 pandemic

The COVID-19 pandemic has not ended in many low- and middle-income countries. The impact of the pandemic has reversed many of the gains made in developing local health systems and resources. Until this pandemic is over, we must ensure that everyone, everywhere has access to COVID-19 vaccines, tests and treatment. Currently just below 18% of people in low income countries have received at least one vaccination.<sup>19</sup> There must be mandatory worldwide sharing of all COVID-19-related knowledge, and companies should be encouraged or incentivised to temporarily waive intellectual property rights to allow countries to produce their own vaccines rather than wait for donations.<sup>20</sup>

COVID-19 has made us more aware than ever of the importance of investment in strengthening public sector services such as health systems in all low and middle-income countries, to provide access to high-quality and affordable healthcare for everyone. Interventions such as improved staffing, infrastructure, access to equipment, user fee reduction or removal and social support for patients can help to increase vaccine coverage and enhance pandemic preparedness.

### We recommend:

- Investment in strengthening public health systems in low and middle-income countries. Strong public services contribute to economic growth and development, as well as addressing inequalities.
- Ireland supports global vaccine equity, ensuring that COVID-19 vaccines are produced as widely as possible, through the sharing of technical knowledge and know-how, free from patents.



GOAL Syria Emergency Response Programme NFI Team Leader, Esmaeel Esmaeel, offers a helping hand to a young beneficiary whilst distributing sanitizer during a cash distribution for Internally Displaced families in Shekh Bahr Village, Maaret Tamsrin Sub-District in Idlib in north western Syria. Credit: Abdulrahman Kayali, GOAL. April 2020

19 <https://data.undp.org/vaccine-equity/>

20 <https://peoplesvaccine.org/>

# Conclusion

Ireland's active and continued leadership on the global stage can continue to positively influence and progress key issues including humanitarian access in conflict-affected states, the women, peace and security agenda, and climate adaptation, as well as tackle the structural causes of conflict, climate change and hunger.

Ireland must engage in concerted diplomacy and cooperation to develop a rights-based trade, economic, climate, food systems and social protection policies, and avoid restrictive trade measures that threaten to plunge millions more people into acute food insecurity.

Ireland should play a leadership role in reaching, and advocating for, those who fall furthest behind.

This can be achieved through:

- **Increased investment in least developed countries and fragile states to ensure universal human rights and minimum standards are being fulfilled, including access to food, water and healthcare.**
- **Making real progress on meeting the commitment to spending 0.7% of GNI on ODA by 2030.**
- **Increased investment and support to civil society organisations, particularly women's organisations, who are working directly with affected communities at local, regional and national levels.**
- **Increased predictable, multi-year, unrestricted, flexible and discretionary funding to ensure timely and effective responsiveness to changes in contexts and environments.**
- **Long-term investment in sustainable solutions to tackle the effects of climate change, including making a fair contribution to climate financing and implementing a national climate action plan.**

# Members

## Full Members

A Partnership with Africa • ActionAid Ireland • Addressing the Unaddressed • Afri • Aidlink • Bóthar • Brighter Communities Worldwide • CBM Ireland • Centre for Global Education • CHEEERS: Developing Healthcare Together • Childfund Ireland • Children in Crossfire • ChristianAid Ireland • Comhlámh • Concern Worldwide • Development Perspectives • Edmund Rice Development • Financial Justice Ireland • Front Line Defenders • GOAL • Habitat for Humanity Ireland • Irish Development Education Association (IDEA) • Irish League of Credit Unions International Development Foundation • Irish Red Cross • Irish Rule of Law International • Misean Cara • Nepal Leprosy Trust Ireland • Nurture Africa • Operation Smile Ireland • Oxfam Ireland • Plan International Ireland • Proudly Made in Africa • Sadaka • Salesian Missions – Don Bosco Aid Ireland • Self Help Africa • SERVE In Solidarity Ireland • Sightsavers Ireland • Suas Educational Development • Tearfund Ireland • The Hope Foundation • Trócaire • UCD Volunteers Overseas • UNICEF Ireland • Vita • Voluntary Service International (VSI) • Volunteers in Irish Veterinary Assistance (Viva) • World Vision Ireland

## Associate Members

Age Action Ireland • Aiding Resources • ATD Fourth World • DSA Ireland • ECO-UNESCO • Global Action Plan • Irish Family Planning Association (IFPA) • Irish National Teachers Organisation - Global Solidarity Network • National Youth Council of Ireland (NYCI) • Special Olympics Europe Eurasia • The National Council of Ireland YMCA Trust

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